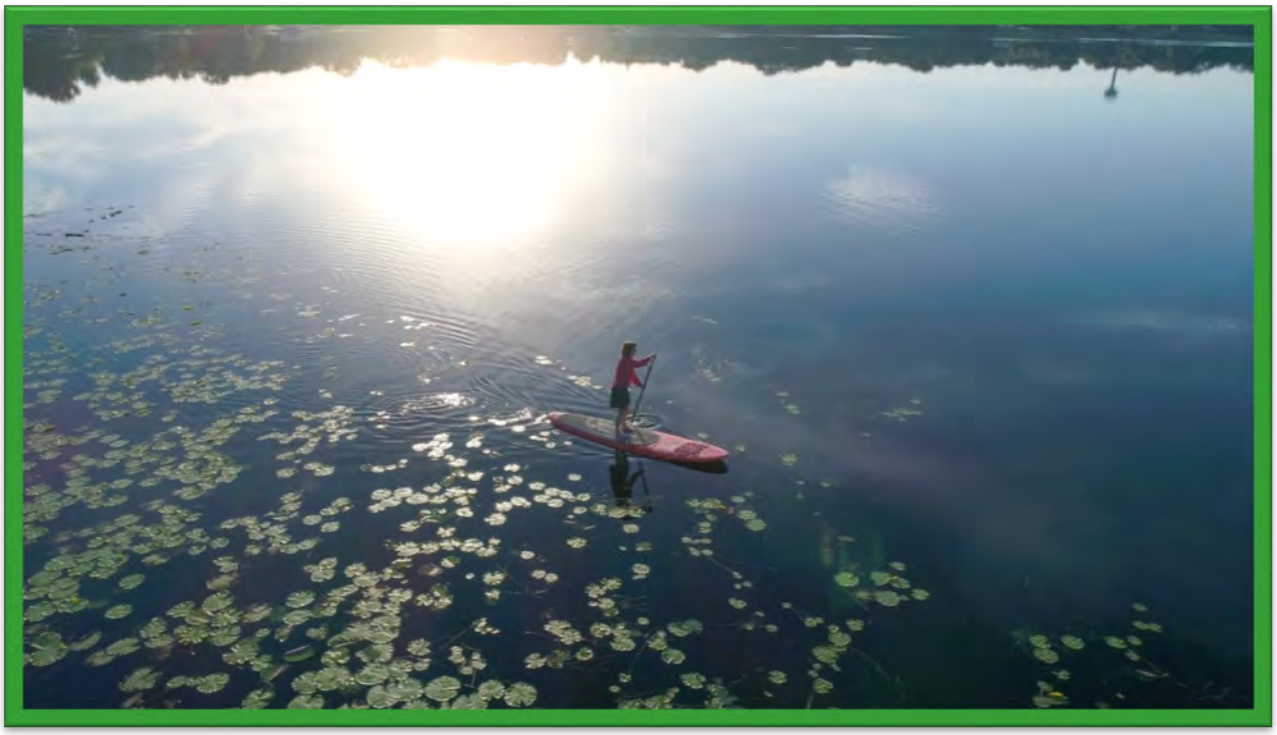
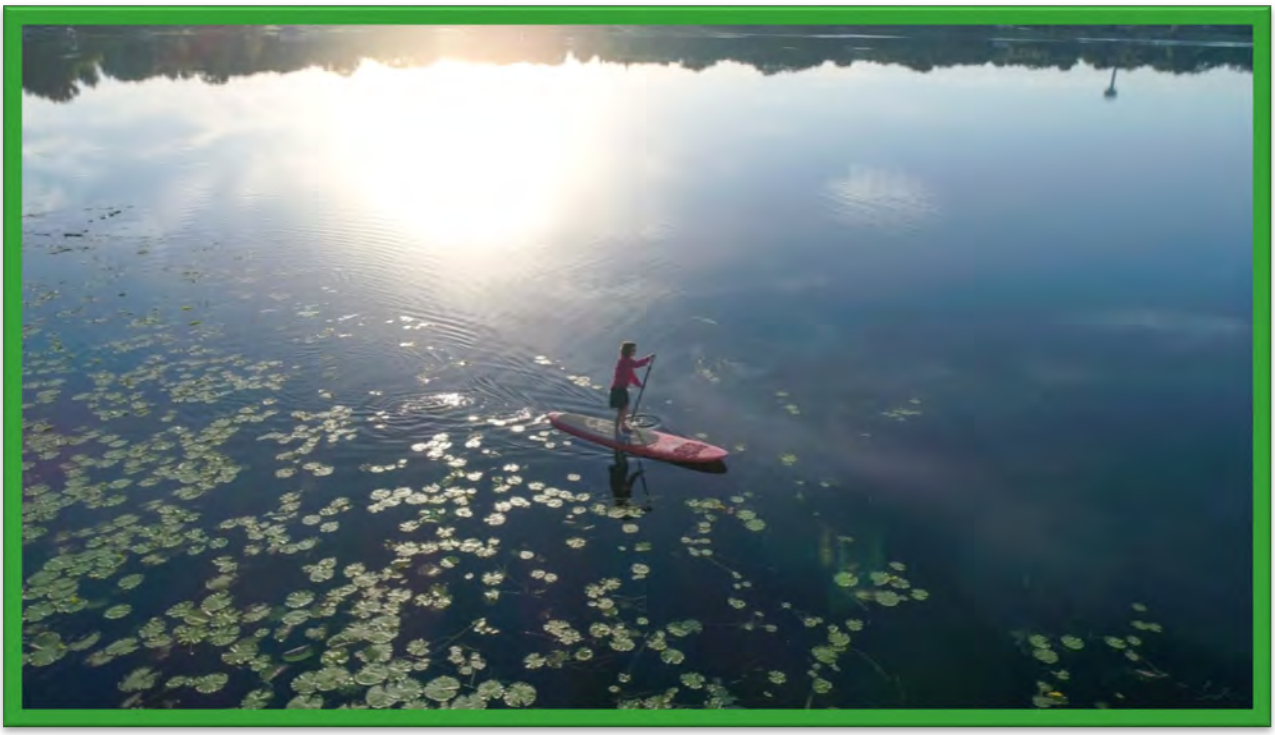
Winter Haven 2035 Comprehensive Plan



Adopted August 28, 2023

Winter Haven 2035 Comprehensive Plan



Adopted August 28, 2023

Text Amended Through: August 28, 2023
Future Land Use Map Amended Through: August 28, 2023

Winter Haven 2035 Comprehensive Plan

Adopted August 28, 2023

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ORDINANCE NO. O-23-24- Revised

AN ORDINANCE AMENDING ORDINANCE 11-03, THE WINTER HAVEN COMPREHENSIVE PLAN, BY AMENDING THE FUTURE LAND USE ELEMENT, HOUSING ELEMENT, NEIGHBORHOOD PRESERVATION AND REVITALIZATION ELEMENT, TRANSPORTATION ELEMENT, TRANSPORTATION MAP SERIES, INFRASTRUCTURE ELEMENT, RECREATION AND OPEN SPACE ELEMENT, CONSERVATION ELEMENT, INTERGOVERNMENTAL COORDINATION ELEMENT, AND THE CAPITAL IMPROVEMENTS ELEMENT TO EXTEND THE PLANNING HORIZON TO 2035; REPEALING ALL ORDINANCES IN CONFLICT HEREWITH; PROVIDING FOR THE ADMINISTRATIVE CORRECTION OF SCRIVENER'S ERRORS; PROVIDING FOR SEVERABILITY; AND PROVIDING AN EFFECTIVE DATE.

WHEREAS, Chapter 163 of Florida Statutes requires all local governments to adopt and maintain a Comprehensive Plan; and,

WHEREAS, Chapter 163 of Florida Statutes requires a minimum planning horizon for the Comprehensive Plan of ten years; and,

WHEREAS, the 2025 Winter Haven Comprehensive Plan, adopted in August 2011, providing for a planning horizon of 2025, requires extension for a minimum of 10 years; and

WHEREAS, proposed amendments to the Future Land Use Element, Housing Element, Neighborhood Preservation and Revitalization Element, Transportation Element, Transportation Map Series, Infrastructure Element, Recreation and Open Space Element, Conservation Element, Intergovernmental Coordination Element, and the Capital Improvements Element, have been studied, documented, advertised, and heard by the Winter Haven Planning Commission; and,

WHEREAS, the City Commission of the City of Winter Haven, Florida, deems it appropriate to amend the Comprehensive Plan in order to further the public interest and the general welfare of the citizens of the City of Winter Haven.

NOW THEREFORE, BE IT ENACTED BY THE PEOPLE OF THE CITY OF WINTER HAVEN, FLORIDA, AS FOLLOWS:

1. Populations projections for the 2035 Winter Haven Comprehensive Plan are hereby updated as shown in Exhibit "A" which is hereby attached hereto and made a part hereof this ordinance.

2. The Future Land Use Element is hereby revised as shown in Exhibit "B" which is hereby attached hereto and made a part hereof this ordinance.

3. The Housing Element is revised as shown in Exhibit "C" which is hereby attached hereto and made a part hereof this ordinance.

4. The Neighborhood Preservation and Revitalization Element is revised as shown in Exhibit "D" which is hereby attached hereto and made a part hereof this ordinance.

5. The Transportation Element is revised as shown in Exhibit "E" which is hereby attached hereto and made a part hereof this ordinance.

6. The Transportation Map Series is hereby added as shown in Exhibit "F" which is hereby attached hereto and made a part hereof this ordinance.

7. The Infrastructure Element is revised as shown in Exhibit "G" which is hereby attached hereto and made a part hereof this ordinance.

8. The Recreation and Open Space Element is revised as shown in Exhibit "H" which is hereby attached hereto and made a part hereof this ordinance.

9. The Conservation Element is revised as shown in Exhibit "I" which is hereby attached hereto and made a part hereof this ordinance.

10. The Intergovernmental Coordination Element is revised as shown in Exhibit "J" which is hereby attached hereto and made a part hereof this ordinance.

11. The Capital Improvements Element is revised as shown in Exhibit "K" which is hereby attached hereto and made a part hereof this ordinance.

12. The *2025 Winter Haven Comprehensive Plan* is hereby renamed as the *2035 Winter Haven Comprehensive Plan*.

13. The Public School Facilities Element as adopted by Ordinance O-11-03 is hereby included as part of the 2035 Winter Haven Comprehensive Plan without changes.

14. The Private Property Rights Element as adopted by Ordinance O-21-60-Revised is hereby included as part of the 2035 Winter Haven Comprehensive Plan without changes.

15. If any provision or portion of this Ordinance is declared by any court of competent jurisdiction to be void, unconstitutional, or unenforceable, then all remaining provisions and portions of this Ordinance shall remain in full force and effect.

16. This ordinance shall not be codified, but the City Clerk shall retain this ordinance as a permanent record of action taken by the City Commission. The correction of typographical and/or scrivener's errors which do not affect the intent may be authorized by the City Manager or designee, without need of public hearing, by filing a corrected or recodified copy of same with the City Clerk.

17. All ordinances in conflict herewith are hereby repealed.

18. The effective date of this plan amendment shall be: the date a final order is issued by the State Land Planning Agency (Department of Commerce's Bureau of Community Planning and Growth) finding the amendment to be in compliance in accordance with Chapter 163.3184, F.S.; or the date a final order is issued by the Administration Commission finding the amendment to be in compliance in accordance with Chapter 163.3184, F.S.

INTRODUCED on first reading this 12th day of June, 2023.

PASSED on second reading this 28th day of August, 2023.

CITY OF WINTER HAVEN, FLORIDA

MAYOR-COMMISSIONER

ATTEST:

CITY CLERK

Approved as to form:

CITY ATTORNEY

Winter Haven
2035 Comprehensive Plan

Introduction

Settlement of the area to become Winter Haven began in the early 1860s, with several families homesteading in the area east of Lake Howard near the present day downtown. In the following decades, additional settlers came to the area, then known as Harris Corners, as the railroad was completed in the early 1880s. Following several years of growth, the City of Winter Haven was formally incorporated in June, 1911. Winter Haven's early years were centered on the growing of citrus and associated packing houses adjacent to the railroad. By the 1920s, the Florida Land Boom was underway bringing an influx of newcomers to the area with the City's population reaching over 7,000 residents. The 1930s would bring the first Publix supermarket and Cypress Gardens to the community; the beginning of tourism as an economic foundation for the community. Following World War II, a second period of rapid growth came to the City as returning servicemen, who had trained in Central Florida, returned to the area to start families. However, by the late 1980s, with a majority of the community's growth occurring southeast of the City in the Garden Grove area, the older, original core of the City began to decline. In 2000, to combat the urban core's decline, the City created the Downtown and Florence Villa Community Redevelopment Districts to promote revitalization of the City's older commercial and residential areas. Creation of the two CRAs led to a renaissance of Winter Haven's downtown during the last decade. Since 2010, the opening of LEGOLAND Florida, expansions at the Central Florida Logistics Center, and increased in migration from out of state have led to unprecedented growth in all areas of the City.

As the City approaches and enters the fourth decade of the 21st Century, the community envisions continued revitalization of older neighborhoods and commercial areas, while guiding the development of new, sustainable residential, commercial, and industrial projects within the City's urbanizing area. During the next 15 years, up to 24,000 new residents are expected to call Winter Haven their home. Along with accommodating new residents, the community's leaders desire to grow the existing medical, tourism, and service industries while promoting the development of new high technology, manufacturing, distribution, and logistics businesses in the City.

It is envisioned that this Comprehensive Plan will serve as the general guide for the City as a whole over the next 10 years. Specific implementation of the concepts contained in this plan should be through the City's Code of Ordinances, Unified Land Development Code, policies of, and actions of the City Commission.

Background

Winter Haven is located in central Polk County along one of the sand ridges that generally runs north/south along the Florida peninsula. Within or touching the City is a 24-lake, chain of lakes connected by canal systems dating to the early twentieth century. 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. In addition to the connected lakes, there are 29 isolated lakes in and around the City.

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). An extension of the Polk Parkway to State Road 60, scheduled for completion in the late 2020s, will provide improved access to the southern portions of Winter Haven. Additionally, the City owns and operates Winter Haven Regional Airport which provides a 5,000-foot runway and a second 4,000-foot runway.

Winter Haven is one of the urbanized areas of the Lakeland/Winter Haven Metropolitan Statistical Area (MSA). With an estimated population of nearly 800,000, the Lakeland/Winter Haven MSA ranks as the eighth largest in Florida. According to the 2020 US Census, the City has a population of 49,219 full time residents inside the City limits. Within the City's Utility Service Area, there is an estimated population of 86,500 residents. In addition to the City's full time residents, an estimated seasonal population increase of 3,600 occurs during the winter months, as part-time residents return from out of state. An additional daily increase in population occurs as workers and visitors enter the City to visit employment centers, medical facilities, retail centers, and the LEGOLAND Florida theme park. Winter Haven serves as the center of a regional market that extends throughout eastern Polk County and as far south as Hardee and Highlands Counties.

Employment in Winter Haven includes a wide range of professional, service, back-office, government, and manufacturing jobs. With the City's location midway between the Tampa and Orlando areas, it is believed that a portion of the City's residents leave the area for employment. Winter Haven is also home to a significant number of retirees, many of whom have moved to the City from outside of the area.

2020-2040 Population Projections

Year	Average Observed Historical Rate (Slowest 20-year period 1981-2000) 1.1505% Annual Change	Average Observed Historical Rate (1973-2020) 2.1552% Annual Change	Average Observed Historical Rate (Fastest 20-year Period 2001-2020) 2.9485% Annual Change	Average Low and Medium	Average Medium and High	Average Low, Medium, and High	Year
	Low	Medium	High				
2020*	49,219	49,219	49,219	49,219	49,219	49,219	2020
2021	49,960	50,280	50,670	50,120	50,475	50,303	2021
2022	50,712	51,363	52,164	51,038	51,764	51,413	2022
2023	51,475	52,470	53,702	51,973	53,086	52,549	2023
2024	52,250	53,601	55,286	52,925	54,443	53,712	2024
2025	53,036	54,756	56,916	53,896	55,836	54,903	2025
2026	54,362	55,937	58,594	55,149	57,265	56,297	2026
2027	55,180	57,142	60,322	56,161	58,732	57,548	2027
2028	56,010	58,374	62,100	57,192	60,237	58,828	2028
2029	56,853	59,632	63,931	58,243	61,781	60,139	2029
2030	57,709	60,917	65,816	59,313	63,367	61,481	2030
2031	58,578	62,230	67,757	60,404	64,993	62,855	2031
2032	59,459	63,571	69,755	61,515	66,663	64,262	2032
2033	60,354	64,941	71,811	62,648	68,376	65,702	2033
2034	61,262	66,341	73,929	63,801	70,135	67,177	2034
2035	62,184	67,770	76,108	64,977	71,939	68,688	2035
2036	63,120	69,231	78,353	66,176	73,792	70,235	2036
2037	64,070	70,723	80,663	67,397	75,693	71,819	2037
2038	65,034	72,247	83,041	68,641	77,644	73,441	2038
2039	66,013	73,804	85,490	69,909	79,647	75,102	2039
2040	67,007	75,395	88,010	71,201	81,703	76,804	2040

* US Census



FUTURE LAND USE ELEMENT

Goals, Objectives, and Policies

Adopted August 28, 2023

Introduction

It is the vision of the City of Winter Haven to provide a future growth plan that will protect and invigorate existing residential and commercial areas while encouraging compatible and innovative new development; protect natural features, set aside areas for recreation and public facilities, and support the sustainable development of the City's urbanizing areas for the greater good of current and future residents and businesses. The Future Land Use Element is the traditional keystone of the Comprehensive Plan and sets out the physical plan for the future development of the City. The Future Land Use Element describes the appropriate location for land uses and establishes the policies that will guide development. Specifically, it is hoped that the following element will be viewed as a general vision for the future growth of Winter Haven with the specific requirements for growth being addressed by the City's zoning map and land development regulations. The attached Future Land Use Map, like the Future Land Use Element, is intended to be viewed as the general land use plan for the City. Requirements for specific parcels are determined by the underlying zoning districts. The Future Land Use Map is only to serve as the guide for the assignment of compatible zoning districts. In closing, the Future Land Use Element, and the Comprehensive Plan as a whole, should be viewed as a tool to guide growth.

GOAL ONE:

It is the goal of the City of Winter Haven to secure the high quality of its living, working and resting environment by directing the character, location, magnitude, and timing of land uses; in order to maximize economic viability, preserve residential tranquility, maintain the value of private and public investment in the community, protect the natural environment, enhance the City's unique sense of place, respect the City's cultural and architectural heritage, and ensure the City's sustainability for future generations.

OBJECTIVE 1.1: *Winter Haven shall manage growth and development as an urbanized development area, in which the area is currently served, or is programmed to be served within five years, by municipal central sanitary sewerage and potable water systems.*

Policy 1.1.1: Serve growth and development in the Utility Franchise Area with sanitary sewer service and potable water service, and encourage the annexation of legally adjoining areas into the City.

Policy 1.1.2: Provide and program urban services, in addition to water and sewer, that support growth and development, including: the urban roadway/multi-modal network, recreational facilities, solid waste collection and disposal, and drainage facilities. Limit growth and development until said infrastructure and services are provided concurrent with development.

Policy 1.1.3: For the purposes of providing efficient urban services, directing growth, and encouraging compact urban growth patterns, continue to coordinate with surrounding jurisdictions, the City's Utility Franchise Agreement

which establishes the geographic service area for the provision of City water and sewer service.

Policy 1.1.4: Ensure an adequate supply of residential, commercial, mixed-use, industrial, institutional, and recreation land is available through the year 2035, to serve the City's projected population, as well as the needs of residents living in the surrounding utility service area.

Policy 1.1.5: As needed to maintain adopted level of service standards, identify and incorporate into the Capital Improvements Schedule, land acquisition for sites that are suitable for new or expanded utility and recreation facilities.

Policy 1.1.6: Work with the Polk County School Board on possible collocation of public facilities such as parks, libraries, and community centers with schools when planning and reviewing sites for new or expanded school facilities.

Policy 1.1.7: Coordinate land use planning for the unincorporated areas of the City's Utility Service Area with Polk County to provide for a seamless transition upon annexation into the City.

Policy 1.1.8: To improve the efficiency of providing urban services, continue to work towards the annexation of unincorporated enclaves and infill areas into the City limits.

Policy 1.1.9: Review all requests to amend the Future Land Use Map for consistency with the 2010 Sidewalk, Pedestrian and Multi-modal Infrastructure Access Plan and the 2010 Sustainable Water Resource Management Plan as updated. Develop regulations in the Land Development Regulations consistent with these plans.

Policy 1.1.10: Review the *One Water Master Plan (One Water)* and incorporate concepts into the Comprehensive Plan from *One Water* upon completing further policy development and community outreach.

OBJECTIVE 1.2: *Increase and maintain the vitality of the cultural, commercial, and residential character of the City's historic urbanized core.*

Policy 1.2.1: Central Urban Core. The boundary for the Central Urban Core of Winter Haven shall be mapped on the Future Land Use Map. The land area included within the Central Urban Core should, at a minimum, be more than 80 percent developed with residential, commercial, industrial, institutional, and recreational uses. Other characteristics needed for inclusion in the Central Urban Core include an interconnected grid street network, an extensive sidewalk network, and transit service available within ¼ mile of most properties.

Policy 1.2.2: Primary Mixed Use Hub. The historic cultural, commercial, and industrial area of Winter Haven shall be mapped on the Future Land Use Map as the Primary Mixed Use Hub of the City. Within this area is a rich intensity mixing of uses including retail sales and services, offices, government offices, institutional, medium to high density residential, and both active and passive recreation. The Primary Mixed Use Hub serves as the local center of commerce and a destination for all residents of the City, surrounding unincorporated utility service area, and other nearby cities and towns. The following criteria shall apply to development within the Primary Mixed Use Hub:

A. The maximum permitted development intensity for retail, office, institutional, or recreational land uses shall be based on a maximum Floor Area Ratio (FAR). Maximum FARs for the Primary Mixed Use Hub designation shall be as follows:

Parcel Size	Adopted Floor Area Ratio
0.50 acres or less	6.00
More than 0.50 acres	3.00

B. Residential densities for parcels abutting an arterial roadway collector roadway, or on a local street and within 2,640 feet (1/2 mile) of a transit route or transit terminal, shall be as follows:

Parcel Size	Maximum Permitted Density
Up to 1.00 acre	500 units/ gross acre
Greater than 1.00 acre	200 units/ gross acre

The maximum residential density for parcels located on a local street, and not also abutting an arterial or collector roadway, or within 2,640 feet (1/2 mile) of a transit route or transit terminal, shall be 50 dwelling units per acre with existing residential uses permitted up to 100 dwelling units per acre.

C. For parcels containing residential uses, the minimum residential density shall be four (4) dwelling units per acre.

D. For parcels developed with both residential and commercial uses, the breakdown of residential and commercial intensities shall be as follows:

Maximum Residential Density	Maximum Commercial Square Footage
4.00 to 50.00 units/acre	75% of FAR
50.01 to 125.00 units/acre	60% of FAR
125.01 to 200.00 units/acre	45% of FAR
200.01 to 500.00 units/acre	30% of FAR

E. The maximum impervious surface ratio for parcels shall be as follows:

Parcel Location	Maximum Impervious Surface Ratio
Inside of Downtown	100%
Outside of Downtown	80%
Areas of High Aquifer Recharge (sandy soils)	75%
Waterfront Parcels	60%

Downtown is bounded by Lake Silver/Avenue I, NW on the north, Avenue G, SW on the south, Second Street NE/SE on the east, and Sixth Street NW/SW on the west.

F. Only parcels located within the Central Urban Core, as established on the Future Land Use Map, shall be mapped as a Primary Mixed Use Hub.

G. In keeping with the high intensity/high density nature of the Primary Mixed Use Hub, uses with large parking needs are encouraged to utilize structured parking.

H. To incentivize the use of pedestrian, bicycle, and public transit facilities, provide land development regulations that reduce the number of required off-street vehicular parking spaces for uses located in proximity to existing or proposed pedestrian, bicycle, or public transit facilities.

I. Assisted living facilities, nursing homes, and dormitories shall be viewed as residential uses. For the purpose of calculating density, 2 beds shall equal 1 dwelling unit.



Example of development typical of the Primary Mixed Use Hub

Policy 1.2.3: *Traditional Neighborhood Area.* Established and infill residential areas located within the Central Urban Core shall be designated on the Future Land Use Map as Traditional Neighborhood Area. Primary uses within Traditional Residential Area include accessory residential units, apartments, condominiums, townhouses and single-family residences. Secondary uses may include houses of worship, schools, low-intensity commercial uses such as home-based businesses, personal services, small offices, child care, and accessory retail shops, and low intensity recreational uses.

A. Residential Uses

1. Residential densities for new construction shall range between 4 and 25 units per acre.

2. Assisted living facilities, nursing homes, and dormitories shall be viewed as residential uses. For the purpose of calculating density, 2 beds shall equal 1 dwelling unit.

B. Low-intensity commercial uses.

1. To preserve the general residential character of Traditional Neighborhood Area, low-intensity commercial uses shall be limited to a maximum Floor Area Ratio of 0.15 of the parcel on which it is located.



Example of development typical of a Traditional Residential Area

Policy 1.2.4: Continue the development of a multi-modal transportation network to serve the higher intensity uses located within the Central Urban Core. Require developers of new projects within the Central Urban Core to provide multi-modal components such as sidewalks and transit stops where none exist. Annually include projects in the 5-Year Schedule of

Capital Improvements that are needed to eliminate gaps in the multi-modal network.

Policy 1.2.5: To promote the continued development of a multi-modal transportation network within the Central Urban Core, maintain Land Development Regulations that reduce the amount of required on-site parking for uses located adjacent to or within 2,640 feet (1/2 mile) of a transit route or transit terminal or with a dense sidewalk/trail network.

OBJECTIVE 1.3: *Promote a compact and efficient growth pattern for new development located within areas surrounding the City's Central Urban Core by maximizing the use of existing and planned utility, roadway, transit, and public school infrastructure.*

Policy 1.3.1: *Neighborhood Rural*. Very low density residential, crop land, groves, horticultural uses, livestock, nurseries, orchards, pasture land, and silviculture land uses may be mapped on the Future Land Use Map as Neighborhood Rural. Neighborhood Rural uses should be located at the perimeter of the City on lands where there is the desire to continue agricultural uses or development of higher intensity urban uses is not expected for a minimum of ten (10) years.

A. Residential uses shall be permitted up to two (2) dwelling units per acre.

B. Neighborhood Rural Future Land Use shall not be assigned to properties located within the Central Urban Core of the City.



Development typical of a Neighborhood Rural Area

Policy 1.3.2: *Neighborhood Suburban.* Attached, detached, and manufactured residential uses ranging from 2.01 to 12.00 dwelling units per acre shall be mapped as Neighborhood Suburban on the Future Land Use Map. Secondary uses generally compatible with Neighborhood Suburban

include houses of worship, schools, and recreational uses such as clubhouses, golf courses, and playgrounds.

A. Properties designated as Neighborhood Suburban may be located along existing or proposed arterial, collector, or local streets. Where properties designated as Neighborhood Suburban are located along an arterial roadway, no individual platted lots shall directly access the arterial street.

B. To further the objective of creating a compact and efficient growth pattern, all new residential subdivisions shall be required to connect, when possible, to existing adjacent subdivisions, and/or provide for future access to adjoining vacant tracts of land.

    1. Residential subdivisions containing 60 or more building lots shall provide a minimum of two access points, and where possible, access points on to multiple roadways.

    2. New residential subdivisions containing 50 or more lots, and abutting undeveloped upland areas containing 15 or more acres, shall provide and maintain the ability to make future roadway connections to adjoining undeveloped uplands.

C. Residential development planned as a single, mixed-use development may include non-residential uses following these standards:

    1. One (1) non-residential use per every 50 dwelling units.

    2. Each non-residential use shall not occupy more than one acre of land, including parking and stormwater retention facilities. All non-residential uses shall not occupy more than a combined two acres of land, including parking and stormwater retention.

    3. Non-residential uses shall be limited to local convenience and service areas.

    4. Each non-residential use shall not exceed 5,000 square feet of gross leasable area. All non-residential uses shall not exceed a combined 15,000 square feet of gross leasable area.

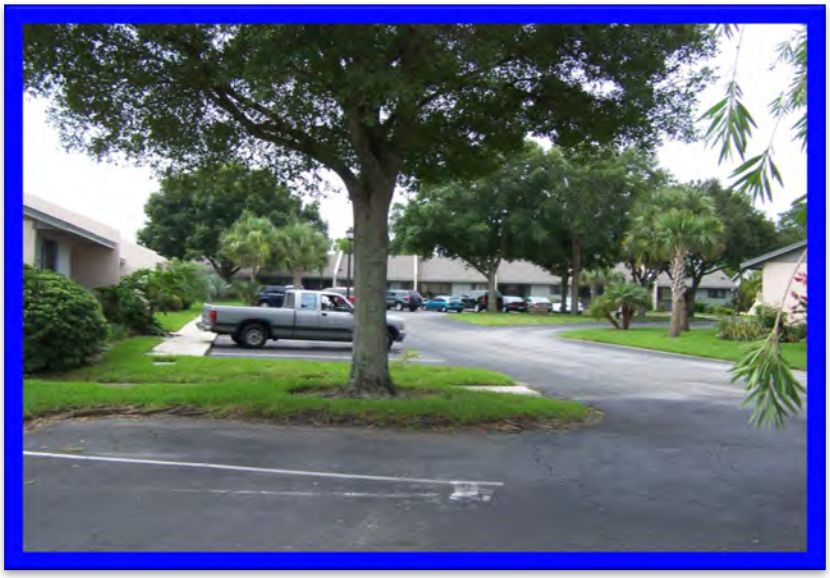
D. Any parcel located along or within 2,640 feet (1/2 mile) of an established or proposed fixed transit route may be permitted up to 15 dwelling units per acre.

E. Assisted living facilities, nursing homes, and dormitories shall be viewed as residential uses. For the purpose of calculating density, 2 beds shall equal 1 dwelling unit.

F. An additional 1 dwelling unit per gross acre may be received to the upland portion of a parcel or development site from any portion of the parcel or development site which is designated as Conservation on the Future Land Use Map.



Detached development typical of Neighborhood Suburban



Attached development typical of Neighborhood Suburban

Policy 1.3.3: *Neighborhood Urban.* Attached residential uses ranging from 12.01 to 30.00 dwelling units per acre shall be mapped as Neighborhood Urban on the Future Land Use Map. Secondary uses generally compatible with Neighborhood Urban include assisted living facilities and nursing homes, dormitories, houses of worship, schools, and recreational uses such as clubhouses, golf courses, and playgrounds.

A. Properties designated as Neighborhood Urban shall be located along existing or proposed arterial or collector streets. Neighborhood Urban may be assigned to properties fronting a local

street if fixed-route transit is available on that street. Neighborhood Urban may be assigned inside or outside of the Central Urban Core.

B. Assisted living facilities, nursing homes, and dormitories shall be viewed as residential uses. For the purpose of calculating density, 2 beds shall equal 1 dwelling unit.

C. Residential development planned as a single, mixed-use development may non-residential uses following these standards:

    1. One (1) non-residential use per every 30 dwelling units.

    2. Each non-residential use shall not occupy more than one acre of land, including parking and stormwater retention facilities. All non-residential uses shall not occupy more than a combined four acres of land, including parking and stormwater retention.

    3. Non-residential uses shall be limited to local convenience and service areas.

    4. Each individual non-residential use shall not exceed 10,000 square feet of gross leasable area. All non-residential uses shall not exceed a combined 30,000 square feet of gross leasable area.

D. Any parcel located along or within 2,640 feet (1/2 mile) of an established or proposed transit route or a transit terminal may be permitted up to 35 dwelling units per acre.

E. An additional 1 dwelling unit per gross acre may be received to the upland portion of a parcel or development site from any portion of the parcel or development site which is designated as Conservation on the Future Land Use Map.



Development typical of Neighborhood Urban

Policy 1.3.4: *Regional Mixed Use Hub.* High intensity retail, restaurant, office, tourist, residential, and institutional areas with a market radius extending beyond the Winter Haven Area, shall be mapped as a Regional Mixed Use Hub on the Future Land Use Map.

A. The maximum Floor Area Ratio for all retail, retail storage, office, tourist, institutional, or recreational land uses shall be as follows:

Parcel Size	Adopted FAR
Less than 1.00 acres	2.00
1.01 to 5.00 acres	1.00
More than 5.00 acres	0.50
Adjacent to or within 2,640 feet (1/2 mile) of an existing or proposed transit route or terminal	2.00

B. Residential densities shall range between 7 and 50 dwelling units per acre.

C. For parcels developed with both residential and commercial uses, the breakdown of residential and commercial intensities shall be as follows:

Maximum Residential Density	Maximum Commercial Square Footage
7.00 to 17.00 units/acre	90% of FAR
17.01 to 27.00 units/acre	75% of FAR
27.01 to 37.00 units/acre	55% of FAR
37.01 to 50.00 units/acre	40% of FAR

D. The maximum impervious surface ratio for parcels shall be as follows:

Parcel Location	Maximum Impervious Surface Ratio
Non-waterfront Parcels	80%
Areas of High Aquifer Recharge (sandy soils)	75%
Waterfront Parcels	60%

E. Regional Mixed Use Hubs shall only be located along existing or proposed arterial or collector streets, adjacent to or within 2,500 feet of intersections with arterial or collector streets. Additionally, Regional Mixed Use Hubs shall be served by existing or proposed fixed transit routes.

F. Assisted living facilities, nursing homes, and dormitories shall be viewed as residential uses. For the purpose of calculating density, 2 beds shall equal 1 dwelling unit.

G. An additional 1 dwelling unit per gross acre may be received to the upland portion of a parcel or development site from any portion of the parcel or development site which is designated as Conservation on the Future Land Use Map.



Development Typical of Regional Mixed Use Hub

Policy 1.3.5: *Neighborhood Mixed Use Hub.* Moderate intensity retail, restaurant, office, retail storage, residential, and institutional areas with a targeted market radius of less than five (5) miles shall be mapped as a Neighborhood Mixed Use Hub on the Future Land Use Map.

A. The maximum Floor Area Ratio for all retail, office, or institutional land uses shall be as follows:

Parcel Size	Adopted FAR
Less than 1.0 acres	1.00
1.01 to 3.0 acres	0.75
More than 3.0 acres	0.50
Adjacent to or within 2,640 feet (1/2 mile) of an existing or proposed transit route or terminal	1.00

The maximum Floor Area Ratio for retail storage uses shall be 1.25.

B. Residential densities shall range between 5 and 30 dwelling units per acre. Any parcel located along or within 2,640 feet (1/2 mile) of an established or proposed transit route or transit terminal may be permitted up to 35 dwelling units per acre.

C. For parcels developed with both residential and commercial uses, the breakdown of residential and commercial intensities shall be as follows:

Maximum Residential Density	Maximum Commercial Square Footage
5.00 to 15.00 units/acre	70% of FAR
15.01 to 25.00 units/acre	60% of FAR
25.01 to 35.00 units/acre	50% of FAR

D. The maximum impervious surface ratio for parcels shall be as follows:

Parcel Location	Maximum Impervious Surface Ratio
Non-waterfront Parcels	75%
Areas of High Aquifer Recharge (sandy soils)	70%
Waterfront Parcels	60%

E. Neighborhood Mixed Use Hub shall only be located along existing or proposed arterial or collector streets and adjacent to or within 1,500 feet of intersections with other arterial or collector streets.

F. Assisted living facilities, nursing homes, and dormitories shall be viewed as residential uses. For the purpose of calculating density, 2 beds shall equal 1 dwelling unit.

G. An additional 1 dwelling unit per gross acre may be received to the upland portion of a parcel or development site from any portion of the parcel or development site which is designated as Conservation on the Future Land Use Map.



Development Typical of Neighborhood Mixed Use Hub

Policy 1.3.6: *Neighborhood Support.* Isolated low intensity office, retail, retail storage uses, and service uses shall be mapped as Neighborhood Support on the Future Land Use Map. The Neighborhood Support Future Land Use designation is intended primarily for outlying and existing office, retail, or commercial land uses that do not meet the criteria of one of the Mixed Use Hub designations. Additionally, limited residential uses are permitted within an area designated as Neighborhood Support.

A. The maximum Floor Area Ratio for all retail, office, or institutional land uses shall be as follows:

Parcel Location	Adopted FAR
Inside Central Urban Core	0.40
Outside Central Urban Core	0.25
Adjacent to or within 2,640 feet (1/2 mile) of an existing or proposed transit route	0.40
Retail Storage Uses	1.00

B. Residential densities shall range between 5 and 15 dwelling units per acre. Any parcel located along or within 2,640 feet (1/2 mile) of an established or proposed transit route may be permitted up to 20 dwelling units per acre.

C. For parcels developed with both residential and commercial uses, the breakdown of residential and commercial intensities shall be as follows:

Maximum Residential Density	Maximum Commercial Square Footage
5.00 to 10.00 units/acre	70% of FAR
10.01 to 15.00 units/acre	60% of FAR
15.01 to 20.00 units/acre	50% of FAR

D. The maximum impervious surface ratio for parcels shall be as follows:

Parcel Location	Maximum Impervious Surface Ratio
Non-waterfront Parcels	70%
Areas of High Aquifer Recharge (sandy soils)	60%
Waterfront Parcels	60%

E. Neighborhood Support Future Land Use may be assigned to any parcel located adjacent to a collector or arterial roadway within the City. The use of Neighborhood Support Future Land Use to create new linear commercial corridors shall be discouraged.

F. Assisted living facilities, nursing homes, and dormitories shall be viewed as residential uses. For the purpose of calculating density, 2 beds shall equal 1 dwelling unit.

G. An additional 1 dwelling unit per gross acre may be received to the upland portion of a parcel or development site from any portion of the parcel or development site which is designated as Conservation on the Future Land Use Map.

Policy 1.3.7: *Industrial.* Distribution, business and office parks, research and development facilities, manufacturing, processing, and storage land uses shall be mapped as Industrial on the Future Land Use Map. Areas designated as Industrial are intended to be high intensity employment and trade centers requiring convenient access to major highways and rail facilities for the movement of goods. Secondary supporting uses within Industrial areas may include convenience retail and services, daycare, hotels/motels, and restaurants.

A. The maximum Floor Area Ratio for all Industrial land uses shall be as follows:

Land Use	Adopted FAR
Manufacturing, distribution, and storage/warehousing uses	0.50
Convenience retail and services, daycare, and restaurant uses	0.10

B. The maximum impervious surface ratio for industrial uses shall be 75%. For Industrial parcels located within a high aquifer recharge area as identified by the *Sustainable Water Resource Management Plan*, the maximum impervious surface ratio shall be 65%.

C. Industrial areas shall be located adjacent to or near collector or arterial roadways. Additionally, the location of Industrial areas near lakes or public water supply areas should be kept to a minimum.

D. Business park centers shall be designed with efficient, internal traffic circulation systems that respect topography of the site, incorporates frontage roads where feasible, provides direct access to an existing or proposed arterial roadway, and reserves access to vacant tracts of adjacent land, in order to promote the operational efficiency of the overall traffic circulation pattern of the developing area.

E. Business park centers shall be designed to minimize the incidence of scattered local business/industrial development along highways and arterials.

OBJECTIVE 1.4: *Ensure sufficient land is set aside for public or private facilities required to serve the governmental, public safety, education, infrastructure, recreational, and cultural needs of the City's residents and visitors.*

Policy 1.4.1: *Institutional.* Government offices, hospitals, public safety facilities, public works facilities, religious institutions, schools, transportation facilities, and utility facilities are considered to be institutional uses and may be mapped on the Future Land Use Map as Institutional.

A. The maximum floor area ratio for Institutional land uses shall be as follows:

Parcel Size	Adopted FAR
3.00 acres or less	1.25
More than 3.00 acres	0.75

B. The maximum impervious surface ratio for parcels shall be as follows:

Parcel Location	Maximum Impervious Surface Ratio
Inside of Downtown	100%
Outside of Downtown	80%
Waterfront Parcels	60%

Downtown is bounded by Lake Silver/Avenue I, NW on the north, Avenue G, SW on the south, Second Street NE/SE on the east, and Sixth Street NW/SW on the west.

Policy 1.4.2: To prevent urban sprawl, encourage the location of institutional uses such as government offices, hospitals, and schools to be centrally located near the populations they are intended to serve.

Policy 1.4.3: Encourage the collocation of public facilities such as parks, libraries, and recreation or community centers with schools when planning and reviewing a proposed site for new or expanded school facilities. Maintain criteria for collocation in the City's Unified Land Development Code.

Policy 1.4.4: Upon amendment of the Future Land Use Map, take into consideration the potential impact(s) of the change on the provision of police, fire, and EMS services.

Policy 1.4.5: Require institutional uses with community-wide impacts such as airports, electric generation plants (excluding solar, wind, and biomass), jails/prisons, landfills, and wastewater treatment plants, to go through an intensive review and public approval process.

Policy 1.4.6: *Recreation*. Recreation Future Land Use may be assigned to public or private lands set aside for active and passive parks, open space preservation, cemeteries, and recreation facilities.

A. The maximum Floor Area Ratio within the Recreation Future Land Use shall be 0.50.

B. The maximum Impervious Surface Ratio within the Recreation Future Land Use shall be 50%.

OBJECTIVE 1.5: *Preserve and manage to the greatest extent possible, the City's natural environment and resources including air, water, soils, plants, wildlife, and climate for the benefit of current and future residents of Winter Haven.*

Policy 1.5.1: *Conservation*. Conservation Future Land Use shall be assigned to all lands consisting of or containing Category 1 wetlands (as defined in the Conservation Element), floodways, the Peace Creek Drainage Canal and its tributaries, and environmentally significant uplands which are desired to be protected. Development within Conservation areas shall be limited to 1 residential dwelling unit per 10 acres. In no case shall the development disturb more than five (5) percent of the land area, with mitigation of impacts to be delineated in the Unified Land Development Code.

A. To encourage preservation of environmentally significant lands contained on a parcel or development site, allow for the transfer of 1 dwelling unit per gross acre from the portion of the parcel designated as Conservation by the Future Land Use Map to an upland area located on the same parcel or development site.

Policy 1.5.2: All land within a 400-foot radius of an existing public supply potable water well shall be designated as a wellhead protection area. All land within a 200-foot radius of an existing or designated protected wellhead shall be designated a "primary wellhead protection zone."

Policy 1.5.3: Within wellhead protection areas, the following shall be prohibited: landfills; facilities for bulk storage, handling or processing of hazardous materials as stated and regulated by Florida Administrative Code (Public Community Water System Drinking Water Quality Standards); land use activities, in whole or part, that require the storage, handling, production or transportation of radioactive materials, petroleum products, medical waste, or similar substances; feed lots or other commercial animal processing facilities (e.g., slaughterhouses); mines; excavation of land, waterways or drainage facilities which intersect the water table. Within

a primary wellhead protection zone, no development activities are permitted unless the City finds that such activities are consistent with the Comprehensive Plan and should not be injurious to the public health, safety and welfare, or where the City Commission determines that prohibiting such development would constitute a taking of private property.

Policy 1.5.4: All new development within areas identified as known or potential natural drainage features, including the shores of the City's lakes, shall be required to inventory all such areas prior to receiving development approval. If natural drainage features and lake shores will be affected by development, protection measures must be identified and implemented by the developer, including necessary modifications to the proposed development, to ensure the preservation and protection of natural drainage features and lake shores.

Policy 1.5.5: Protect wellfields through specific prohibitions, restrictions, standards and criteria for any existing or proposed wastewater system, which could potentially contaminate the water supply.

Policy 1.5.6: Future land uses shall be encouraged, directed and coordinated to locate in areas with topographic area soil conditions appropriate to the proposed development.

Policy 1.5.7: Review all requests to amend the Future Land Use Map for consistency with the *2010 Sustainable Water Resource Management Plan* as updated. Favorable consideration should be given to those amendments that encourage the following:

A. Promotes the development of nature parks that could be utilized for regional stormwater management systems;

B. Develops partnerships to encourage a watershed restoration; and

C. Conserves water in the watershed, historical wetlands, floodplains, and aquifer recharge areas.

Policy 1.5.8: Extend, reinforce and locate public facilities and utilities to maximize the efficiency of the services required by development and redevelopment; to minimize the cost to the public at large; and to reduce or eliminate their impacts on the natural environment.

Policy 1.5.9: The City shall take a proactive approach to reducing greenhouse gas emissions from the built environment through the following actions:

A. Provide incentives, through the Unified Land Development Code, that encourage the construction of mixed use developments within the City that will reduce the overall number of vehicle trips or reduce the overall number of vehicle miles traveled;

B. Encourage development of the infrastructure necessary to support the use of alternative fuel vehicles within the City;

C. Require the use of energy-efficient street lights, parking lot and security lights, and traffic signals as a part of all new developments; work towards retrofitting older street lights and traffic signals with newer more efficient technologies as funding and availability permits;

D. Increase the use of hybrid and alternative fuel service vehicles in the City fleet if such sources are more energy efficient and environmentally sound than use of gasoline. Encourage the use of the smallest vehicle available that can properly and safely accomplish the required job.

E. By 2025, develop and adopt requirements into the Land Development Code's parking standards, which at a minimum, require installation of electrical conduit to support future electric vehicle charging stations in any new parking lot exceeding 20 vehicle parking spaces.

Policy 1.5.10: Review the City's Unified Land Development Code and eliminate barriers that prevent the development and installation of renewable energy sources such as solar, wind turbines, or biomass on public or private properties within the City.

Policy 1.5.11: Consider the impact on energy usage for all amendments to the Future Land Use Element, Future Land Use Map, Transportation Element, or Housing Element. When a proposed amendment is found to result in excessive energy consumption, require the preparation of an energy use mitigation plan as a condition of the amendment.

Policy 1.5.12: Require applications that request to amend the Future Land Use Map on parcels that are wholly or partly within areas identified as known or potential habitats for endangered or threatened vegetative and wildlife species include an inventory of all listed species. If listed species are found on the site or would be affected by the proposed Future Land Use amendment, a specific management plan must be prepared by the developer, including necessary modifications to the proposed amendment, to ensure the preservation of the listed species and their habitat.

Policy 1.5.13: By 2028, develop and implement Land Development Regulations to further encourage transitions from septic tank to sewer within the City.

OBJECTIVE 1.6: *Utilize land development regulations and zoning districts to implement the goals, objectives, and policies of the Comprehensive Plan for development on individual properties.*

Policy 1.6.1: Maintain and implement land development regulations that define the standards and criteria for the use, density, intensity and compatibility of land, water, and adjacent land and water uses. By 2024, conduct a review of the Unified Land Development Code (ULDC) for consistency with the 2035 Comprehensive Plan. Where necessary, adopt changes to the ULDC to ensure implementation of the Comprehensive Plan.

Policy 1.6.2: Utilize zoning districts and the official zoning map to implement adopted Future Land Use designations and policies.

Policy 1.6.3: Maintain and implement land development regulations that establish standards and criteria for the subdivision of land. At a minimum consider the following:

A. New residential subdivisions shall be designed so that all lots have access to the internal public or private street system or an existing external local street. Ensure lots located on the periphery of the subdivision are buffered from any adjacent arterial roadway, railroad tracks, and adjacent, incompatible land uses.

B. New residential subdivisions and development shall be designed with an efficient traffic circulation system that respects the topography of the site, provides for collector streets or direct access to a collector where feasible, limits direct access from lots to arterial streets, limits lengths of internal blocks, and reserves "stub out" streets to vacant tracts of adjacent land in support of the overall traffic circulation pattern of the developing area.

Policy 1.6.4: Maintain and continue to implement land development regulations that establish standards and criteria for the maintenance and enhancement of the natural landscape, the provision of buffers, the shading of impervious surfaces, the establishment of street trees throughout the City, and development of standards for streetscape in certain transportation corridors. By 2028, review and update the City's 1988 Landscape Ordinance and include the revised standards in the Land Development Code.

Policy 1.6.5: Maintain and continue to implement land development regulations that establish standards and criteria for separating incompatible uses from one another by using landscaping, fences and walls, berms, or stormwater retention areas for separation.

Policy 1.6.6: Maintain and continue to implement Land Development Regulations requiring the use of native, Florida-Friendly, or drought tolerant landscaping for all new residential, commercial, institutional, or industrial developments within the City. Continue to participate in the *Florida Water Star Program*.

Policy 1.6.7: Maintain and continue to implement Land Development Regulations that establish standards and criteria for the regulation of signs. Periodically review and update sign regulations to address new technologies and recent court rulings that relate to signage.

Policy 1.6.8: Maintain and continue to implement Land Development Regulations that establish standards and criteria for the regulation of off-street traffic flow and parking for different types of vehicles. Continue to evaluate the adoption of new ideas or incentives to limit the amount of excess off-street surface parking in the City.

Policy 1.6.9: Residential, commercial, and industrial land development will be timed or phased in conjunction with the provision of supporting infrastructure; including street, water and sewer line extensions, water and wastewater treatment plant capacity, storm water management facilities, solid waste disposal, recreation facilities and open space, and public school facilities.

Policy 1.6.10: Enforce the Concurrency Management System and Land Development Regulations that specifically define the standards and criteria for the adherence to and maintenance of the Levels of Service (LOS) standards established in the various Elements of this Comprehensive Plan by the mandating that development orders and permits shall not be issued that result in any reduction or degradation of an LOS below the adopted standard.

Policy 1.6.11: Implement guidelines designed to prohibit expansion and replacement of land uses that are incompatible with this Future Land Use Element, particularly in Conservation areas.

Policy 1.6.12: Implement Land Development Regulations that contain standards and criteria to reduce zoning nonconforming uses.

Policy 1.6.13: Consider the adoption of Land Development Regulations establishing architectural design standards that encourage a variety of designs and styles within the City. In particular, the design of new buildings and developments should be harmonious with that of the surrounding natural and built environment. Develop regulations for green buildings and development in the Land Development Regulations.

Policy 1.6.14: Incorporation of Category 2 wetlands, as defined by the Conservation Element, into surface water management systems shall be required to enhance hydrology and functional characteristics.

Policy: 1.6.15: If wetland impacts occur as part of a development project, a Wetland Mitigation Plan shall be submitted as part of the City's site plan review process for review and approval to the City of Winter Haven. The plan shall be developed in cooperation with wetland regulatory agencies (SWFWMD and the Department of Army, Corps of Engineers) as

appropriate, to provide significant long term hydrological and environmental benefit. The plan shall provide for the following:

A. On-site mitigation alternatives to the greatest extent possible. If on-site mitigation is not possible, off-site mitigation within the Peace Creek Watershed shall be provided;

B. Post-development onsite wetlands shall be protected and buffered by natural habitat. Swales and stormwater ponds that are created for stormwater attenuation and treatment may be located within buffers; and

C. Improvement of lost hydrologic functions within the watershed, including recharge, water quality, and flood attenuation.

Policy 1.6.16: Ensure that land development regulations define the standards and criteria for the setback of structures from lakes in the City. Periodically review and amend as necessary, Land Development Regulations for boathouses, docks, piers, and other structures located on or adjacent to the City's lakes.

Policy 1.6.17: Ensure that construction setbacks from the "jurisdictional line" of wetlands and lakes in the City will comply with applicable State or Federal agency requirements, at the time of development approval.

Policy 1.6.18: Implement and continue to maintain Land Development Regulations that define the standards and criteria for protection of flood plains.

Policy 1.6.19: Require all new developments, proposed for locations where identified or potential habitats for endangered or threatened species exist, provide an inventory of all listed species prior to receiving development approval.

OBJECTIVE 1.7: *Coordinate development review, analysis, approval, and issuance of development orders and permits with adjacent jurisdictions for those developments exceeding thresholds adopted by local, regional, and state agencies and governments.*

Policy 1.7.1: Maintain land development regulations that define the standards and criteria to coordinate development review, analysis, approval and issuance of development orders and permits for those projects exceeding adopted thresholds to ensure consistency between Comprehensive Plans; and to reduce, mitigate or eliminate potential adverse impacts of such development proposals between the City of Winter Haven, Polk County, and adjacent municipalities of Auburndale, Dundee, Eagle Lake, Haines City, Lake Alfred, Lake Hamilton, and Lake Wales.

Policy 1.7.2: Maintain Land Development Regulations that define the standards and criteria to coordinate development review, analysis, approval and issuance of development orders and permits for those projects

exceeding adopted thresholds; with the Central Florida Regional Planning Council, the Southwest Florida Water Management District, the Florida Department of Transportation, other State, and any Federal agencies deemed to have a significant interest in the development proposal.

GOAL TWO:

Eliminate and prevent blight within residential, commercial, and industrial areas in the City.

Objective 2.1: *Restore, preserve, and strengthen the City's traditional residential neighborhoods though the use of neighborhood plans, selected area studies, and corridor plans.*

Policy 2.1.1: Neighborhood Planning Areas may be designated as overlay districts on the City's Official Zoning Map as deemed necessary to plan for the future development and redevelopment of neighborhoods that warrant planning and design considerations of greater specificity than the general lot and building requirements established in the Land Development Regulations.

A Neighborhood Planning Area may be established having first performed a detailed study and prepared a Neighborhood Strategic Plan (NSP) of a specifically delineated area designated by the City Commission, who shall deem that such a study and plan are necessary to evaluate area issues in the process of making prudent land use and investment decisions.

Neighborhood Strategic Plans shall include, at the minimum, a future land use map and accompanying development conditions and limitations, recommended physical improvements, and a capital improvements schedule. Development and redevelopment in each Planning Area shall comply with specific design and compatibility standards to be adopted in the Land Development Regulations.

Policy 2.1.2: The City will consider the following criteria for establishing priorities in allocating available neighborhood planning resources:

- Need. Evidence of disinvestment, deteriorating building conditions, high vacancy rates, high unemployment rates, high percentage of low-income residents, prevalent code violations, high rates of crime against people and property, large amount of vacant lots, inadequate infrastructure, and zoning nonconformities;

- Interest among area residents and businesses in participating in a neighborhood plan; and

- Opportunity to influence positive change.

Policy 2.1.3: Periodically evaluate the City's neighborhoods for signs of disinvestment and identify candidate neighborhoods for development of Neighborhood Strategic Plans.

Policy 2.1.4: Continue to work with FDOT, Polk County, and adjacent municipalities to develop corridor plans to improve the vitality and aesthetics of the City's primary gateways of Avenue G, NW, Cypress Gardens Boulevard (SR 540), Dundee Road (SR 542), First Street, Havendale Boulevard (SR 544), Lucerne Park Road (SR 544), and US Highway 17.

Objective 2.2: *Utilize the City's Community Redevelopment Areas (CRA) as a mechanism for redevelopment and improvement of both public and private lands within the Central Urban Core of Winter Haven.*

Policy 2.2.1: The City shall implement the goals, objectives, and policies contained in the *2022 Downtown CRA Plan* as amended through Future Land Use Map, Zoning Map, and Unified Land Development Code amendments. By 2032, conduct an evaluation and update of the *2022 Downtown CRA Plan*.

Policy 2.2.2: The City shall implement the goals, objectives, and policies contained in the *2020 Florence Villa CRA Plan* as amended through Future Land Use Map, Zoning Map, and Unified Land Development Code amendments. By 2030, conduct an evaluation and update the *2020 Florence Villa CRA Plan*.

Policy 2.2.3: The City shall continue to use the *2003 Urban Lakefront and Economic Revitalization Study* as a guide when making decisions relating to changes to the Future Land Use, Zoning Maps, and Unified Land Development Code for parcels located inside the study area. Consider commissioning a new study to update concepts identified in the *2003 Urban Lakefront and Economic Revitalization Study*.

Policy 2.2.4: Utilize the Brownfields Redevelopment Act to designate older or former commercial and/or industrial areas that contain, or are perceived to contain, environmental contamination as a Brownfield Area. When possible, assist developers within designated Brownfield Areas in the preparation of a Brownfield Site Rehabilitation Agreement.

Objective 2.3: *Ensure the preservation and protection of the City's historical and cultural resources including buildings, properties, sites, districts, landmarks, and archeological sites.*

Policy 2.3.1: Based on detailed analysis of the *1997 Historic Resources Survey* to determine the existence of any historically significant structures and districts, consider the adoption of regulations and standards for the historic preservation program. Conduct additional surveys to identify and assess additional historic resources.

Policy 2.3.2: Submit nominations to the Florida Department of State for eligible structures, sites, or districts for listing on the National Register of Historic Places

Policy 2.3.3: Sites that have been identified by the Florida Master File or the National Register of Historical Places as having archeological or historical resources shall be protected and preserved through the Unified Land Development Code.

Policy 2.3.4: Tracts that are identified as having archeological or historical resources on them shall have an archeological and historical survey conducted prior to development, if such a survey has not already been completed. The purpose of this survey will be to locate and evaluate all archeological and historical resources on the tract. The locations of all significant resources shall be set aside as Conservation on the Future Land Use Map.

Policy 2.3.5: Prior to development of any tract, except for a single-family residence, a site survey for archeological and historical resources must be undertaken by a qualified professional. Any significant archeological or historical resources found on the tract shall be protected prior to the commencement of development activities.

Policy 2.3.6: Development activities on a tract will be required to cease if any archeological or historical resources are discovered. Actions must be taken to protect these resources until they are evaluated for their significance by a qualified professional. Any significant archeological or historical resources found on the tract shall be protected prior to the commencement of development.



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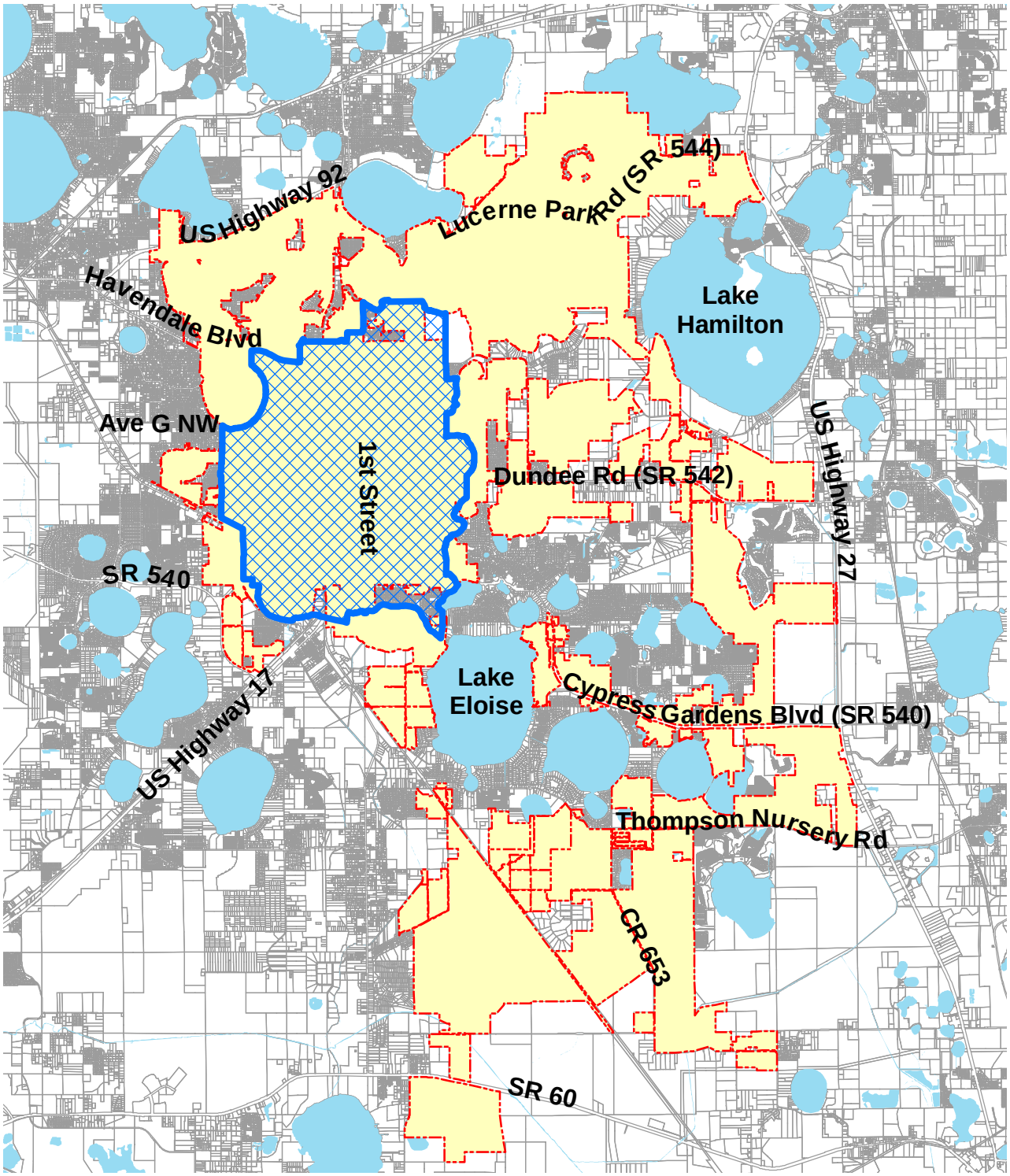
2035 Future Land Use

FLU

- Conservation
- Institutional
- Industrial
- Neighborhood Mixed Use Hub
- Neighborhood Support
- Recreation/Open Space
- Primary Mixed Use Hub
- Regional Mixed Use Hub
- Neighborhood- Rural
- Neighborhood- Urban
- Neighborhood- Suburban
- Traditional Neighborhood Area

- Central Urban Core Boundary

2035 Winter Haven Comprehensive Plan
Future Land Use
Central Urban Core Area

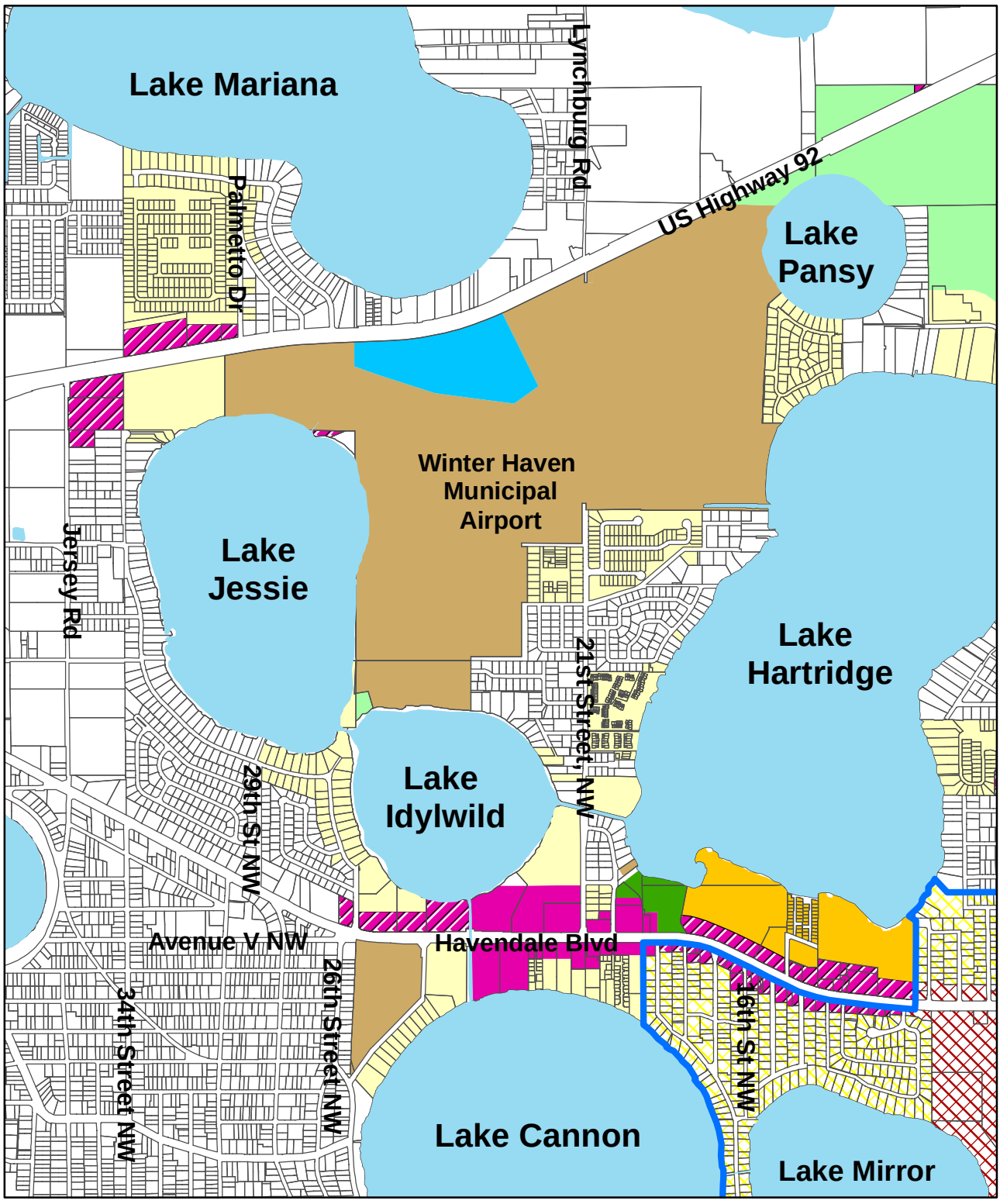


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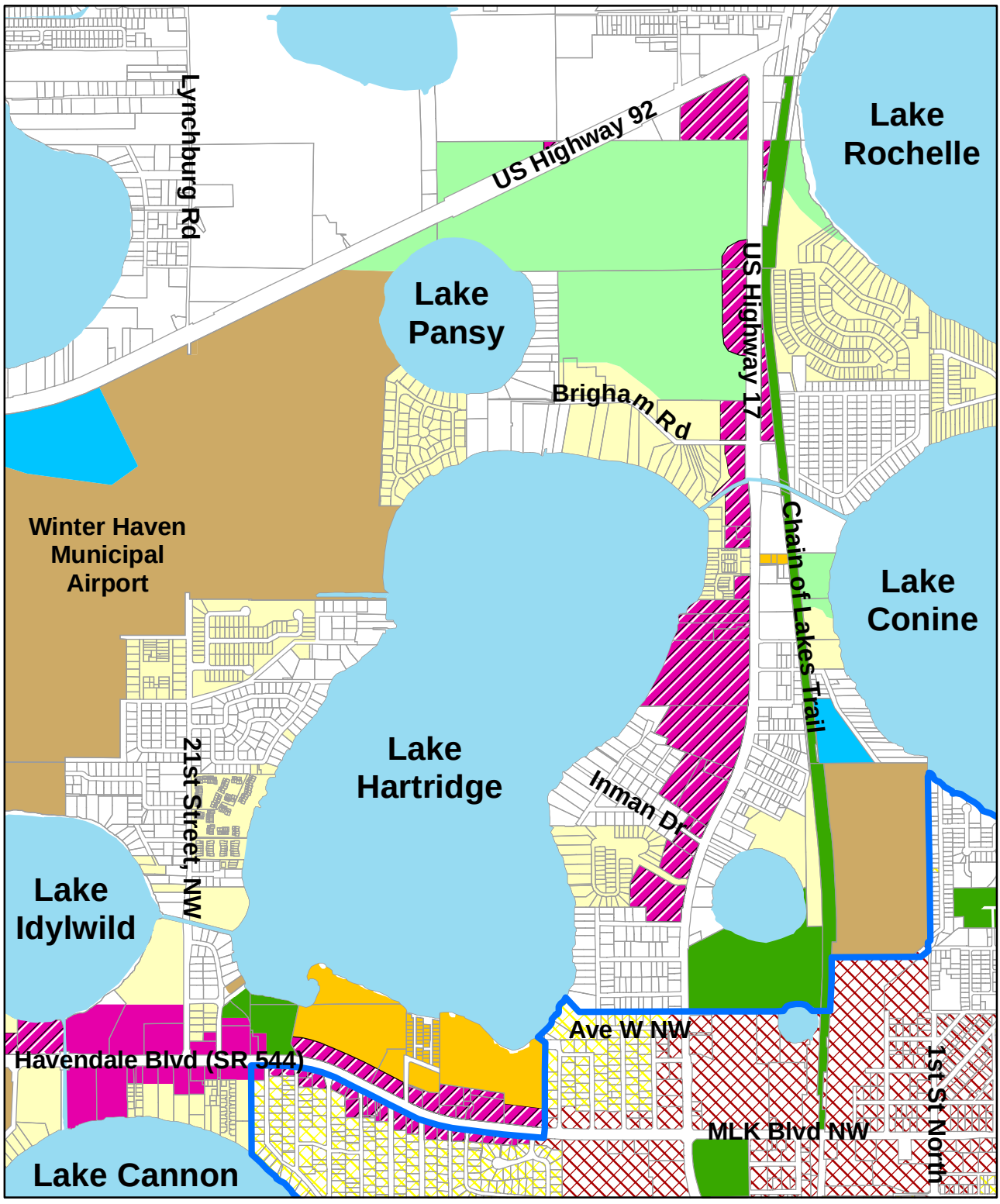
City Limits

Central Urban Core

2035 Winter Haven Comprehensive Plan
Future Land Use: Map 1
Lake Hartridge- Lake Idylwild- Lake Jessie Area

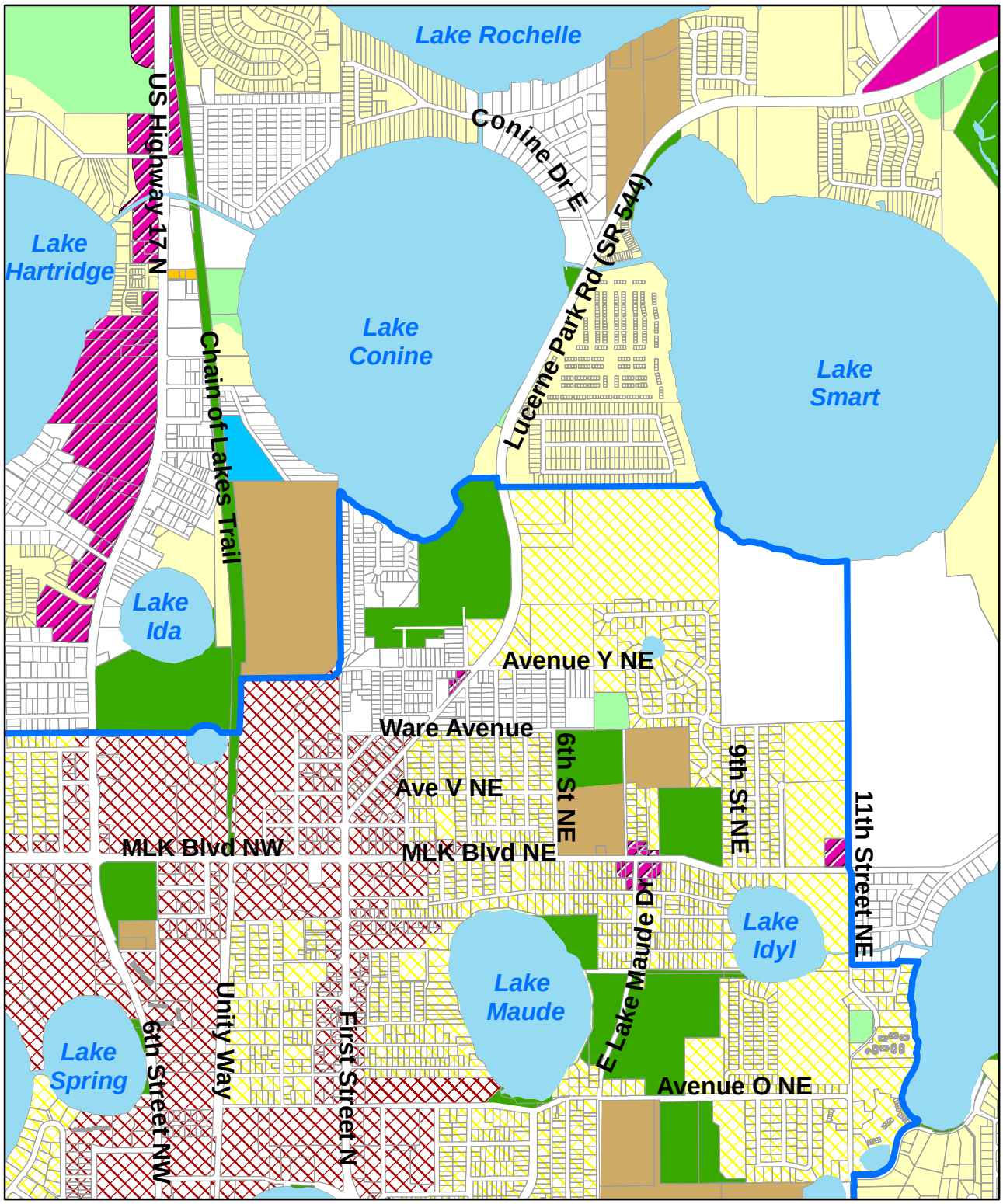


2035 Winter Haven Comprehensive Plan
Future Land Use: Map 2
US 17 North- East Lake Hartridge Area



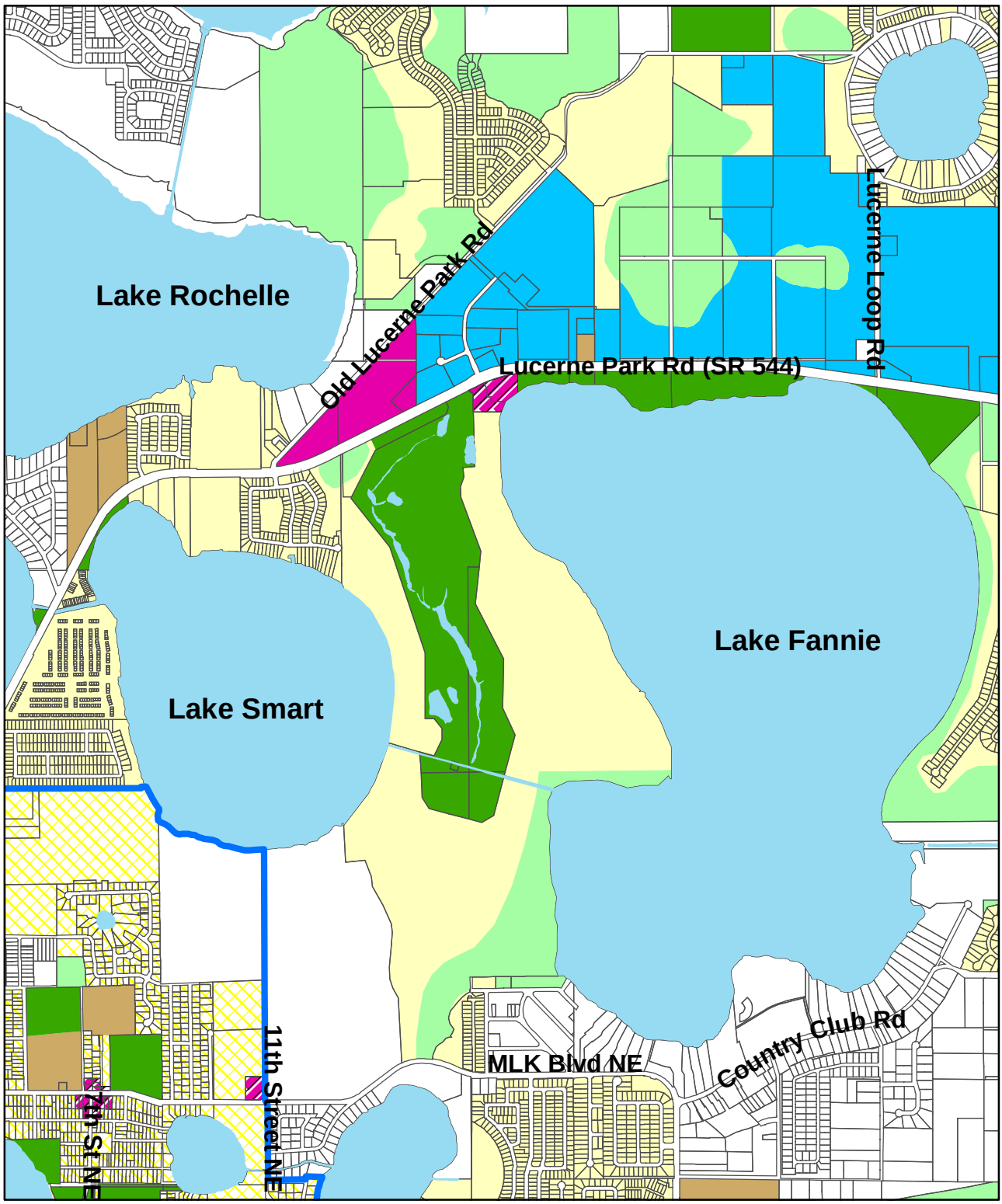
2035 Winter Haven Comprehensive Plan
Future Land Use: Map 3

Florence Villa- Lake Conine Area



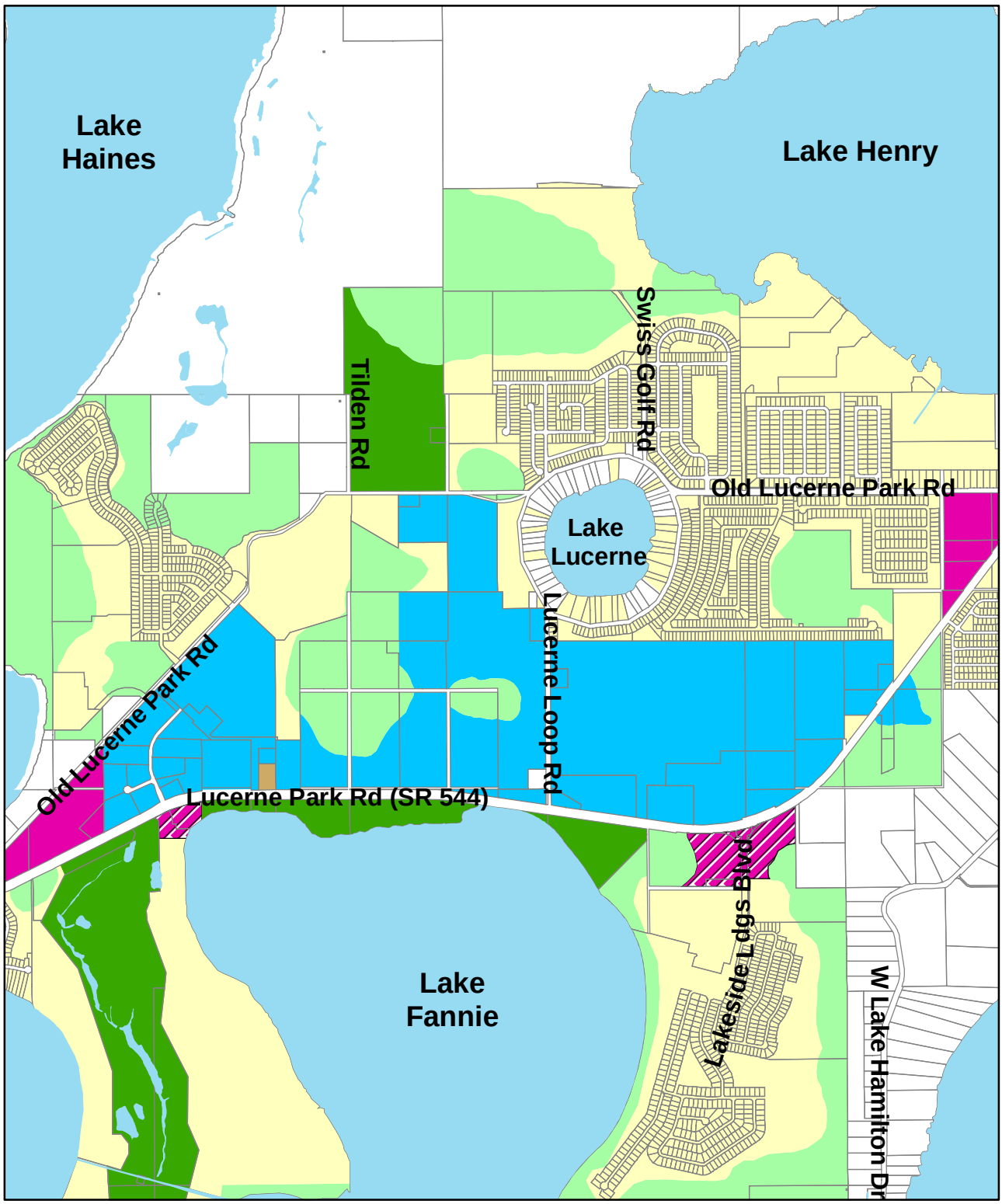
2035 Winter Haven Comprehensive Plan
Future Land Use: Map 4

Lake Smart- Lake Fannie- Willowbrook Area

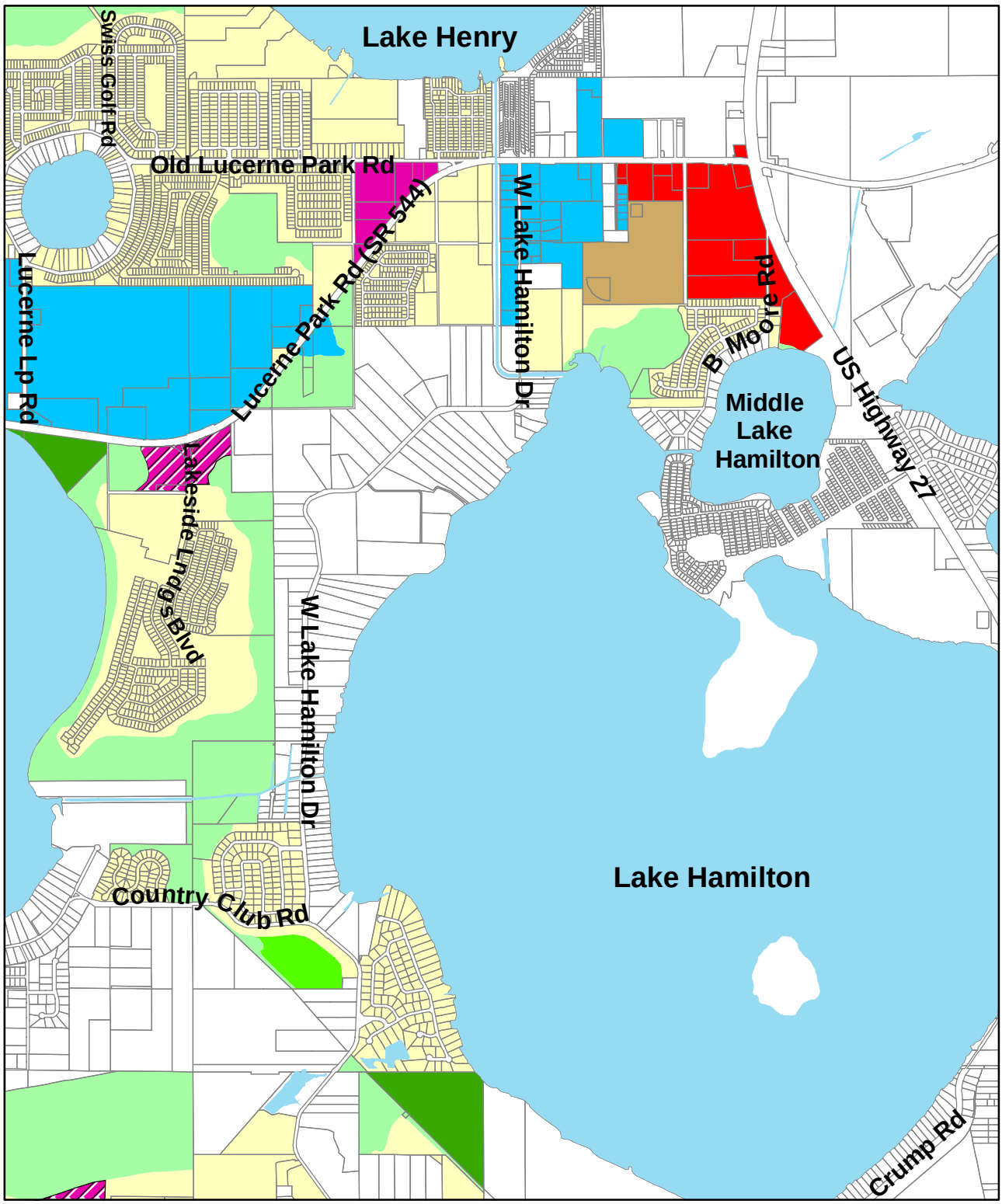


2035 Winter Haven Comprehensive Plan
Future Land Use: Map 5

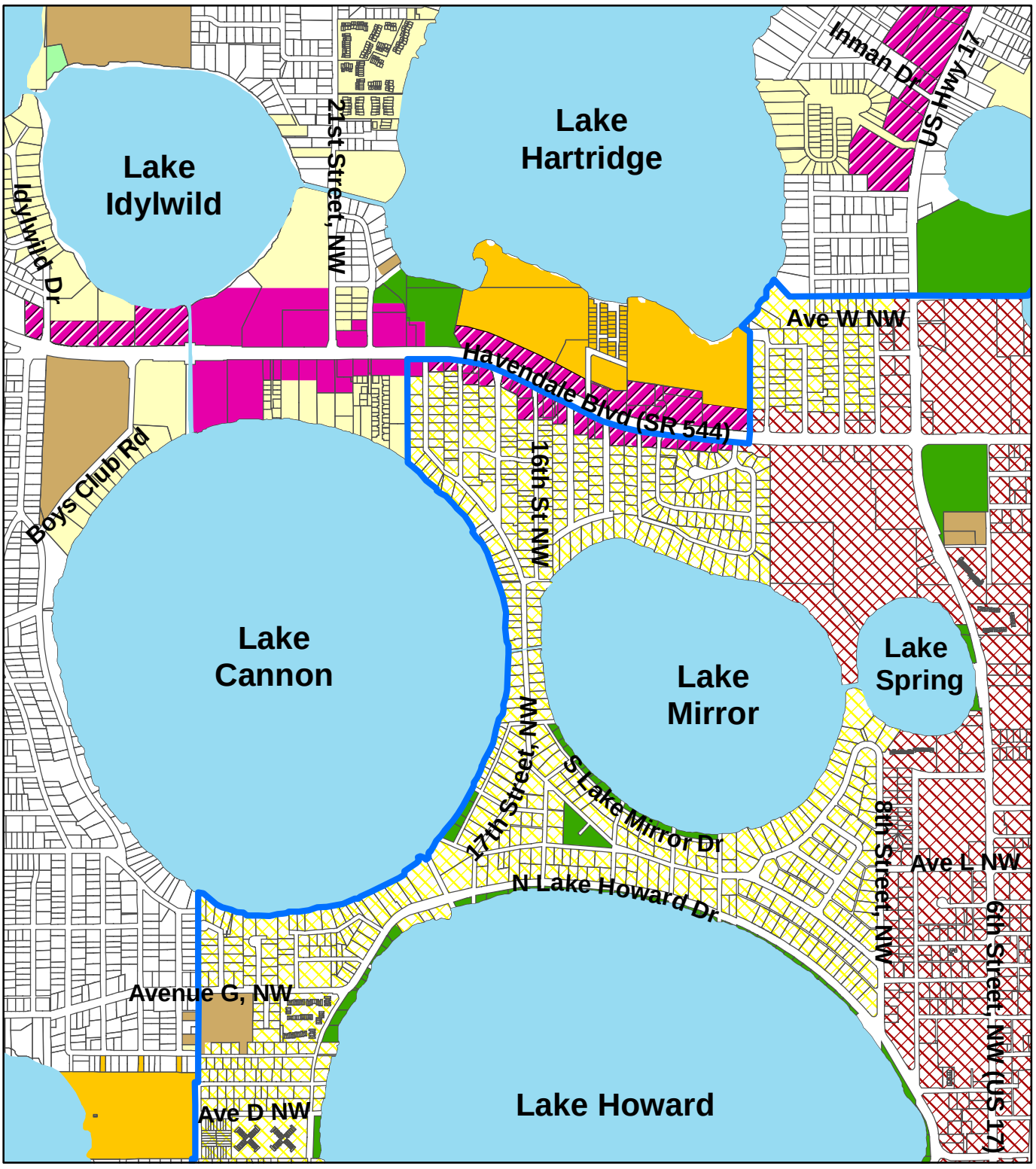
Lake Haines- Lake Lucerne- Lake Henry Area



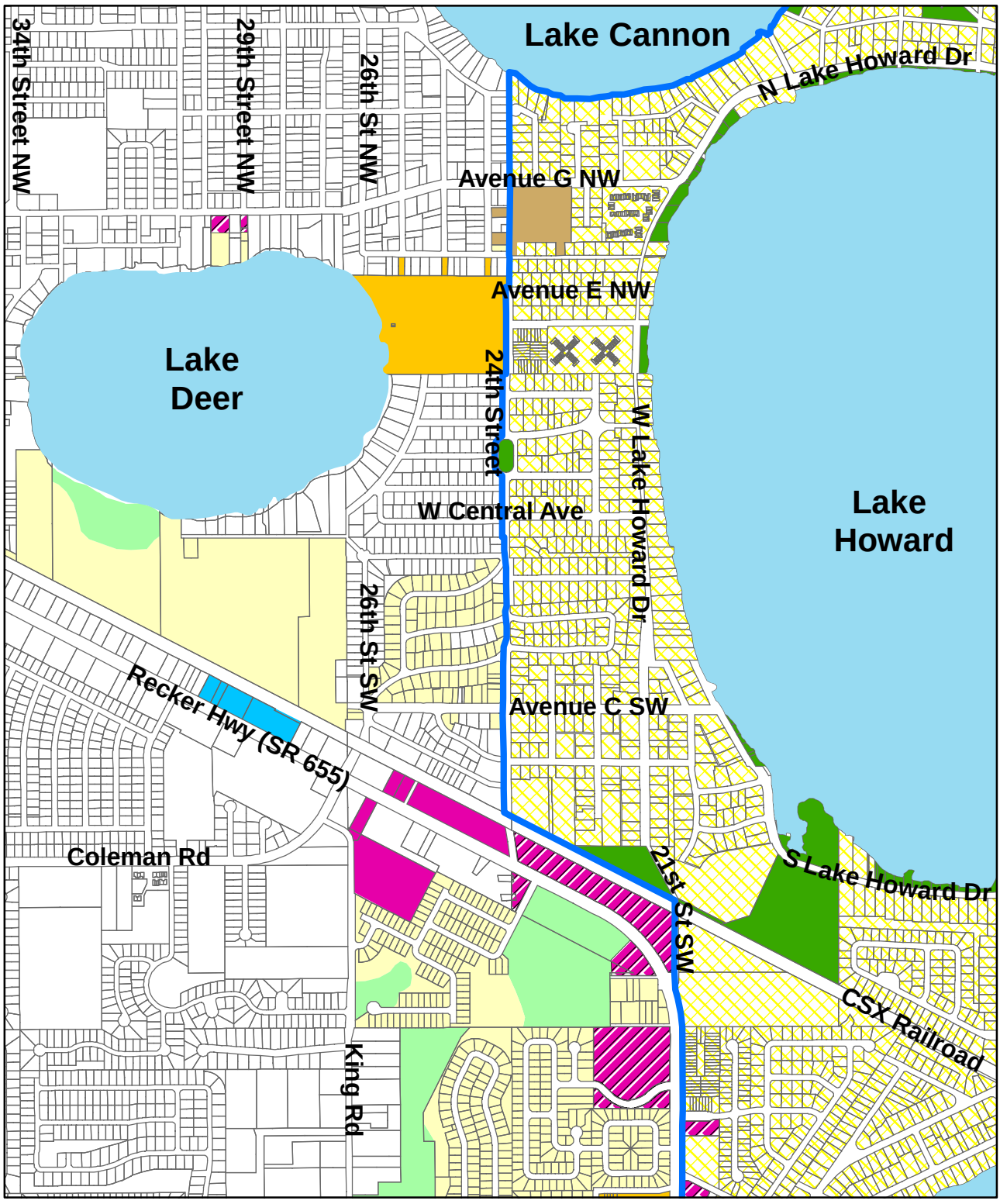
2035 Winter Haven Comprehensive Plan
Future Land Use: Map 6
West Lake Hamilton- US Highway 27 Area



2035 Winter Haven Comprehensive Plan
Future Land Use: Map 7
Lake Cannon- Lake Mirror- Lake Spring Area



2035 Winter Haven Comprehensive Plan
Future Land Use: Map 8
West Lake Howard- West Winter Haven Area



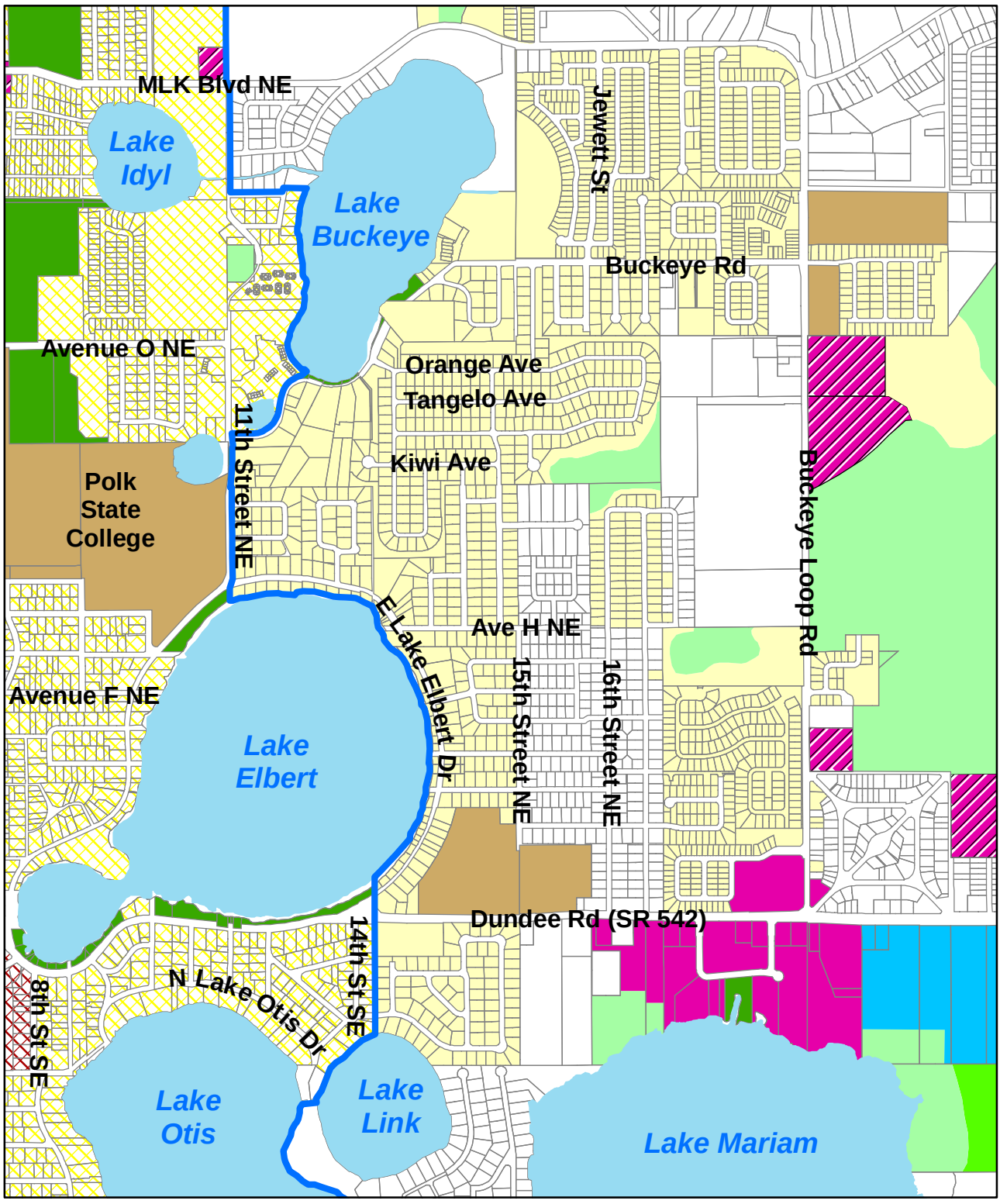
2035 Winter Haven Comprehensive Plan
Future Land Use: Map 9
Central Winter Haven Area



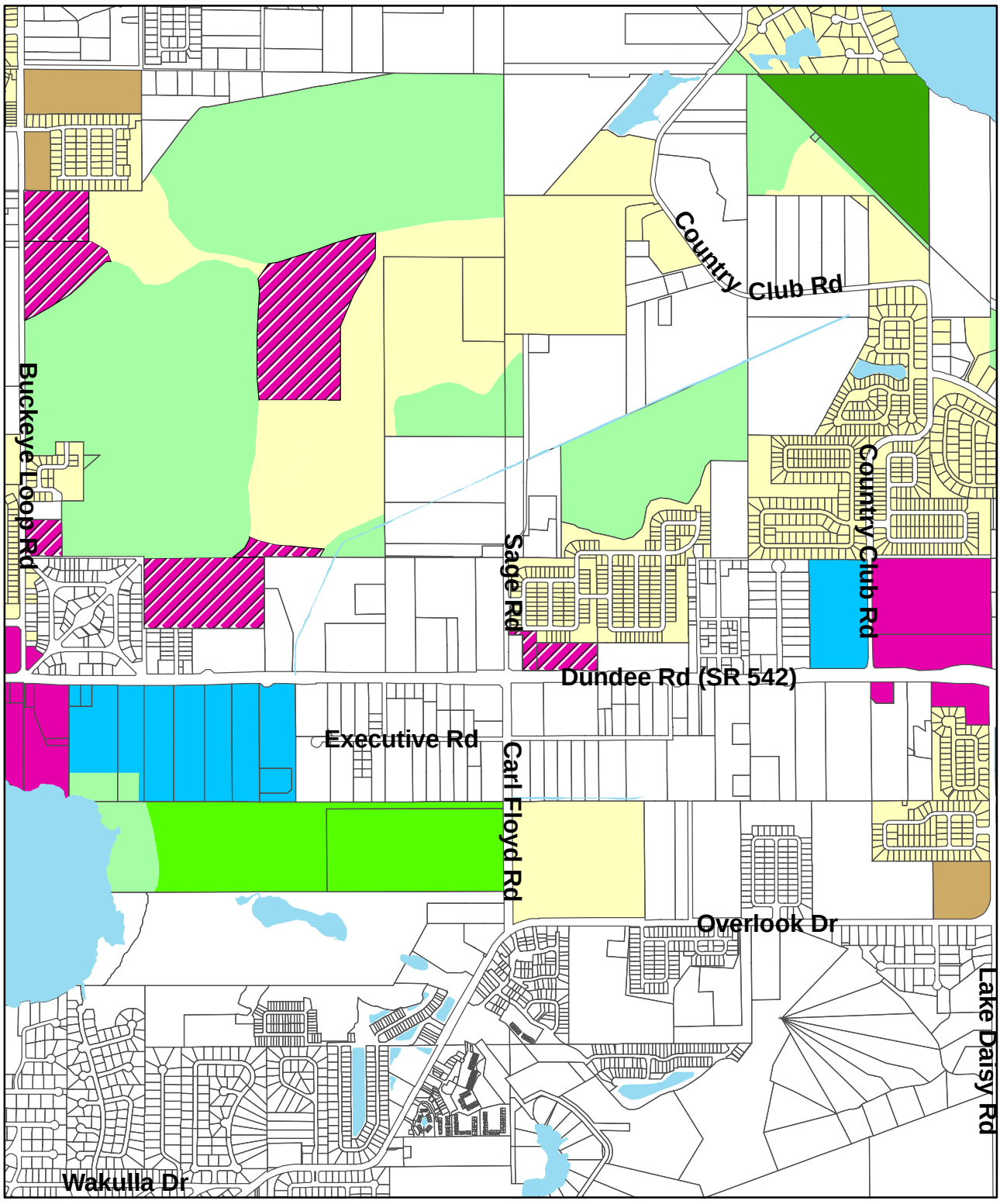
2035 Winter Haven Comprehensive Plan
Future Land Use: Map 10
East Central- Lake Martha Area



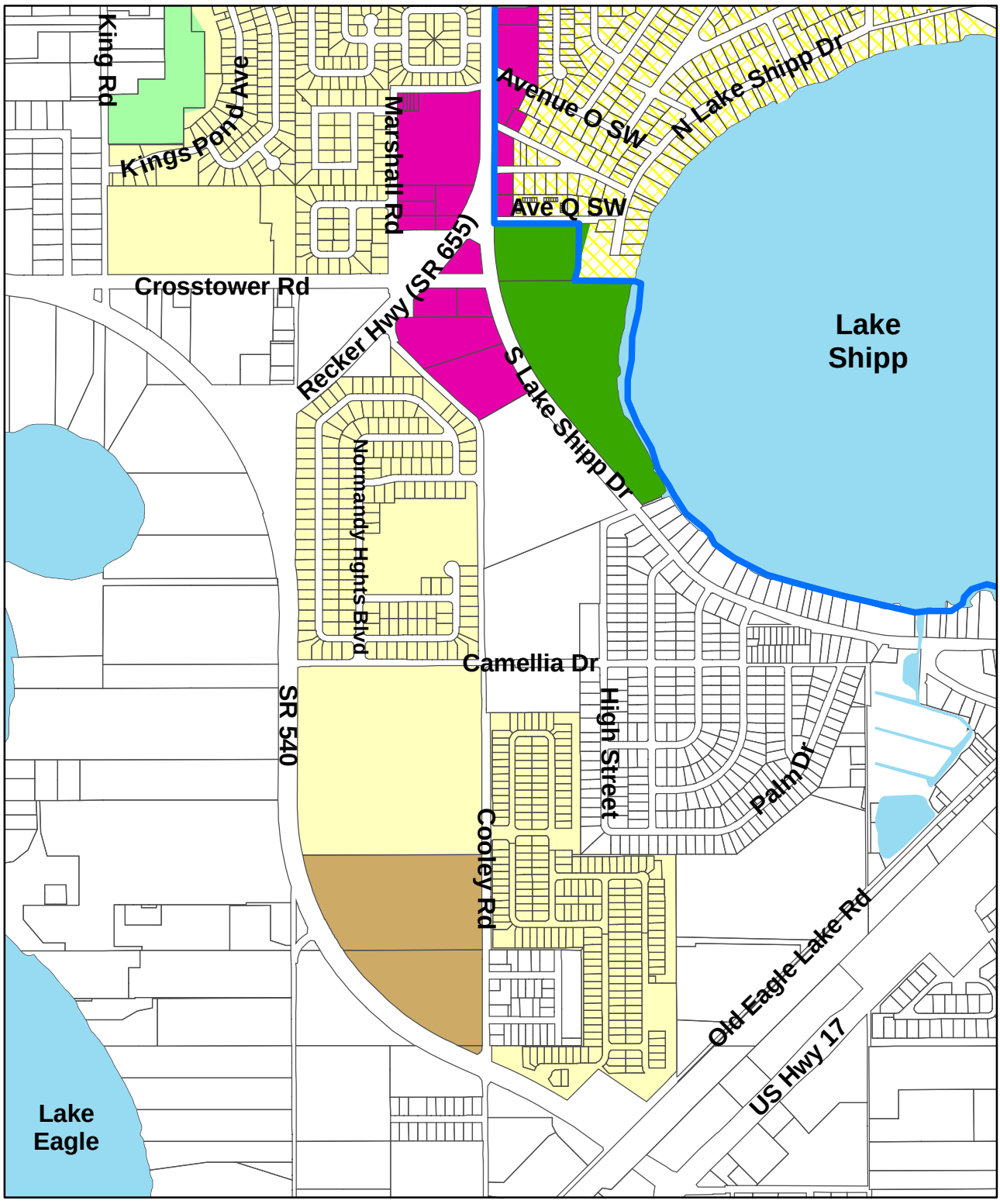
2035 Winter Haven Comprehensive Plan
Future Land Use: Map 11
East Lake Elbert- Lake Link- Buckeye Road Area



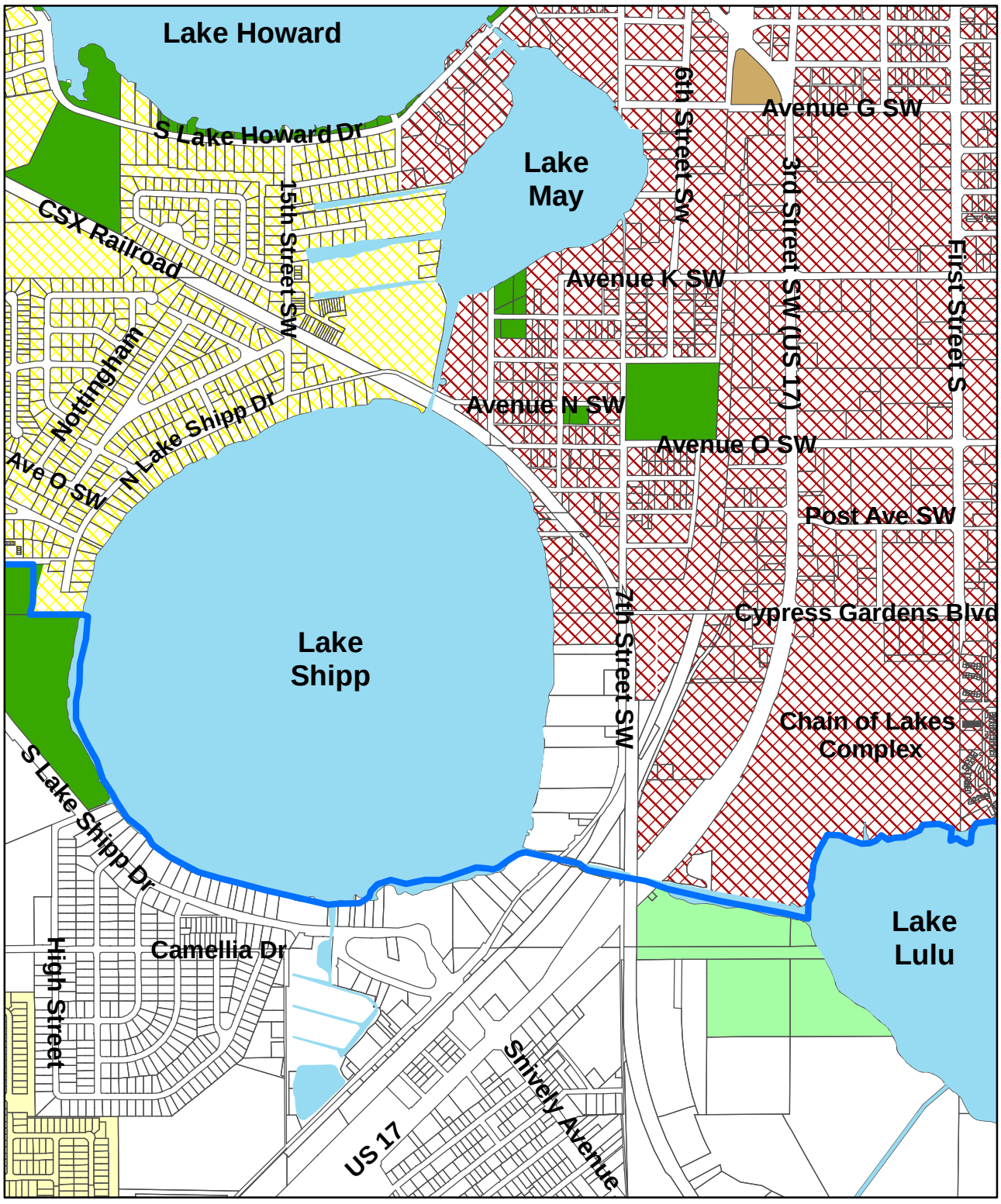
2035 Winter Haven Comprehensive Plan
Future Land Use: Map 12
Dundee Road- Carl Floyd Road- Country Club Road Area



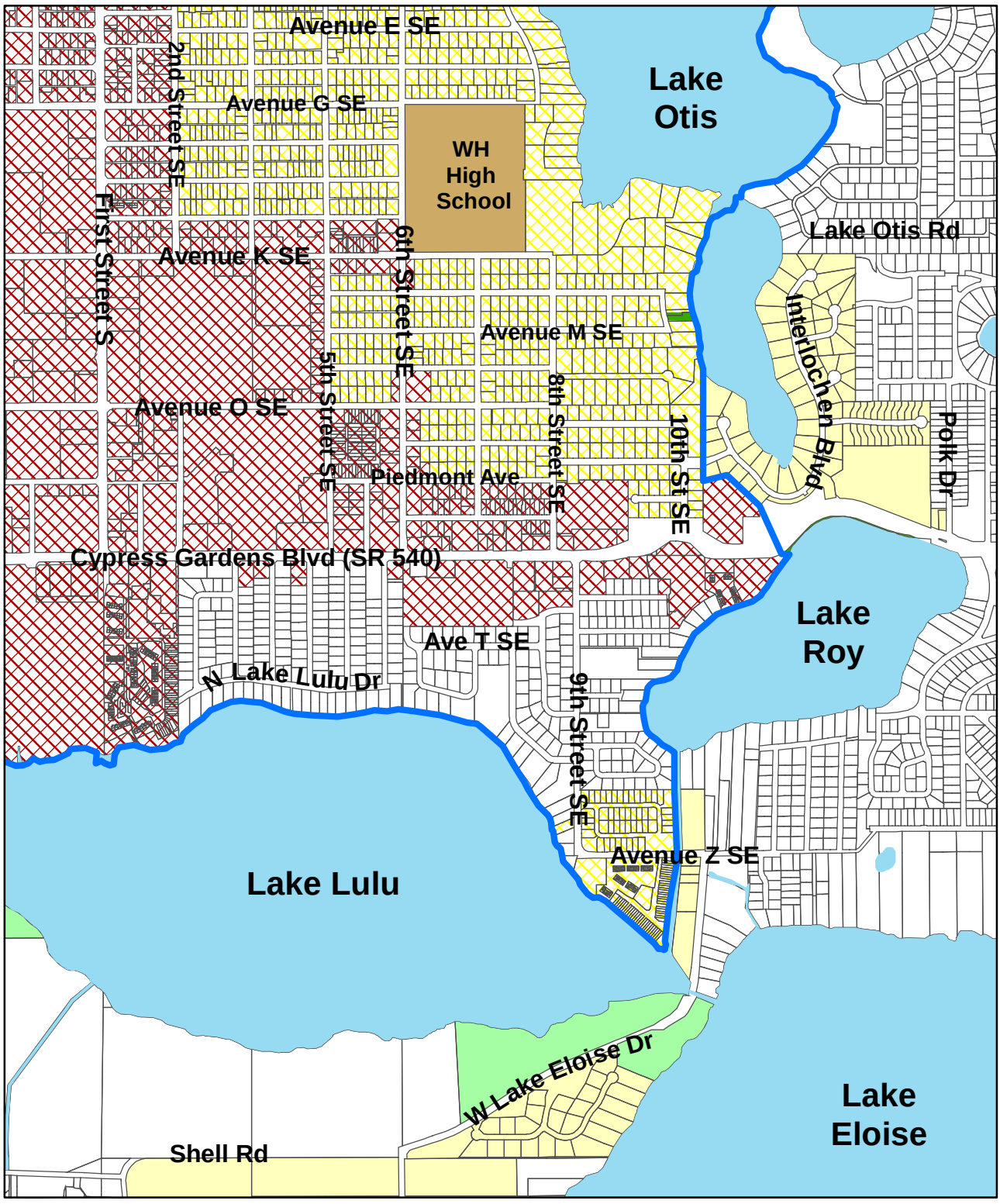
2035 Winter Haven Comprehensive Plan
Future Land Use: Map 13
Southwest- Recker Highway- South Lake Shipp Area



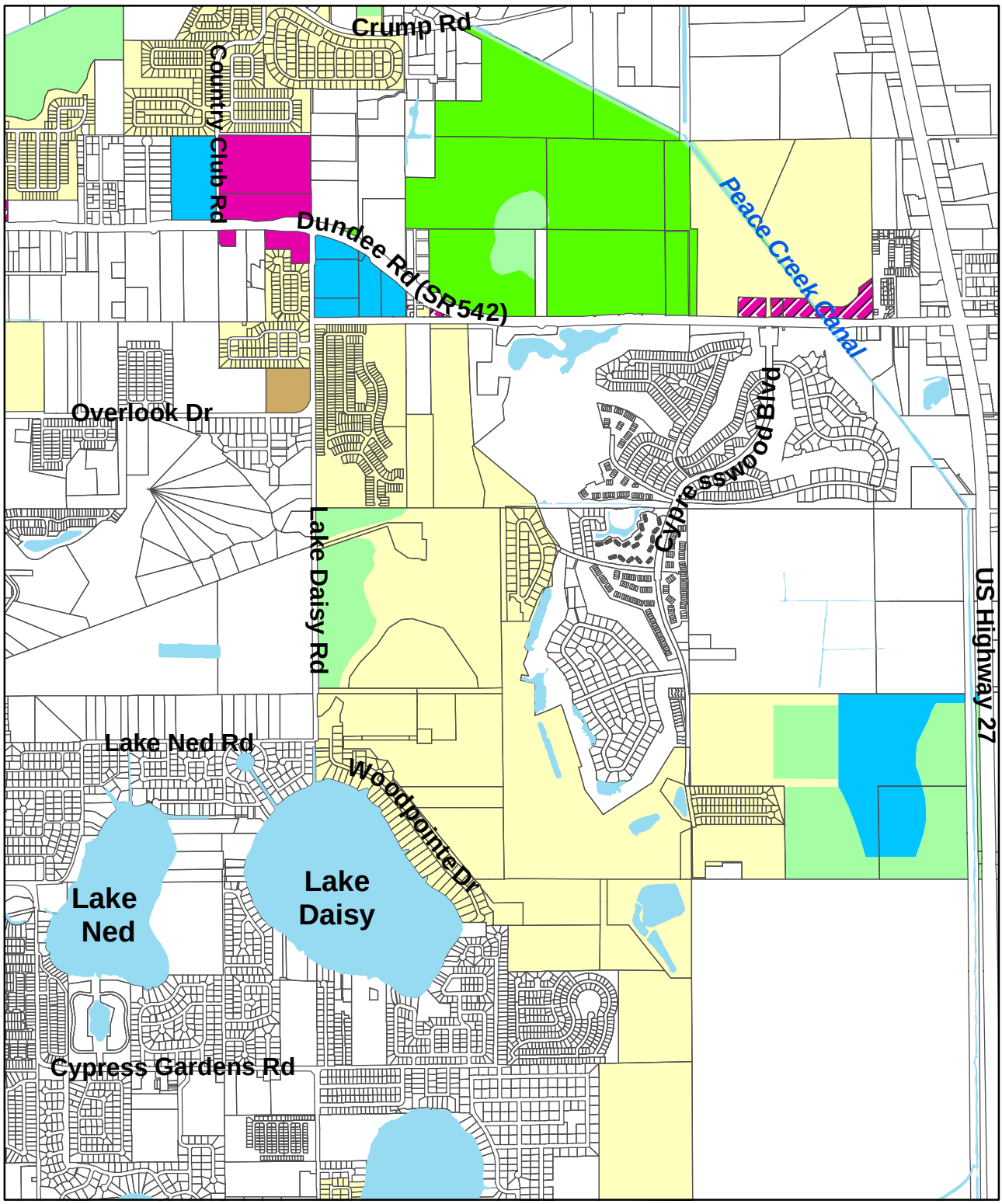
2035 Winter Haven Comprehensive Plan
Future Land Use: Map 14
Southwest- Lake May- 7th Street SW Area



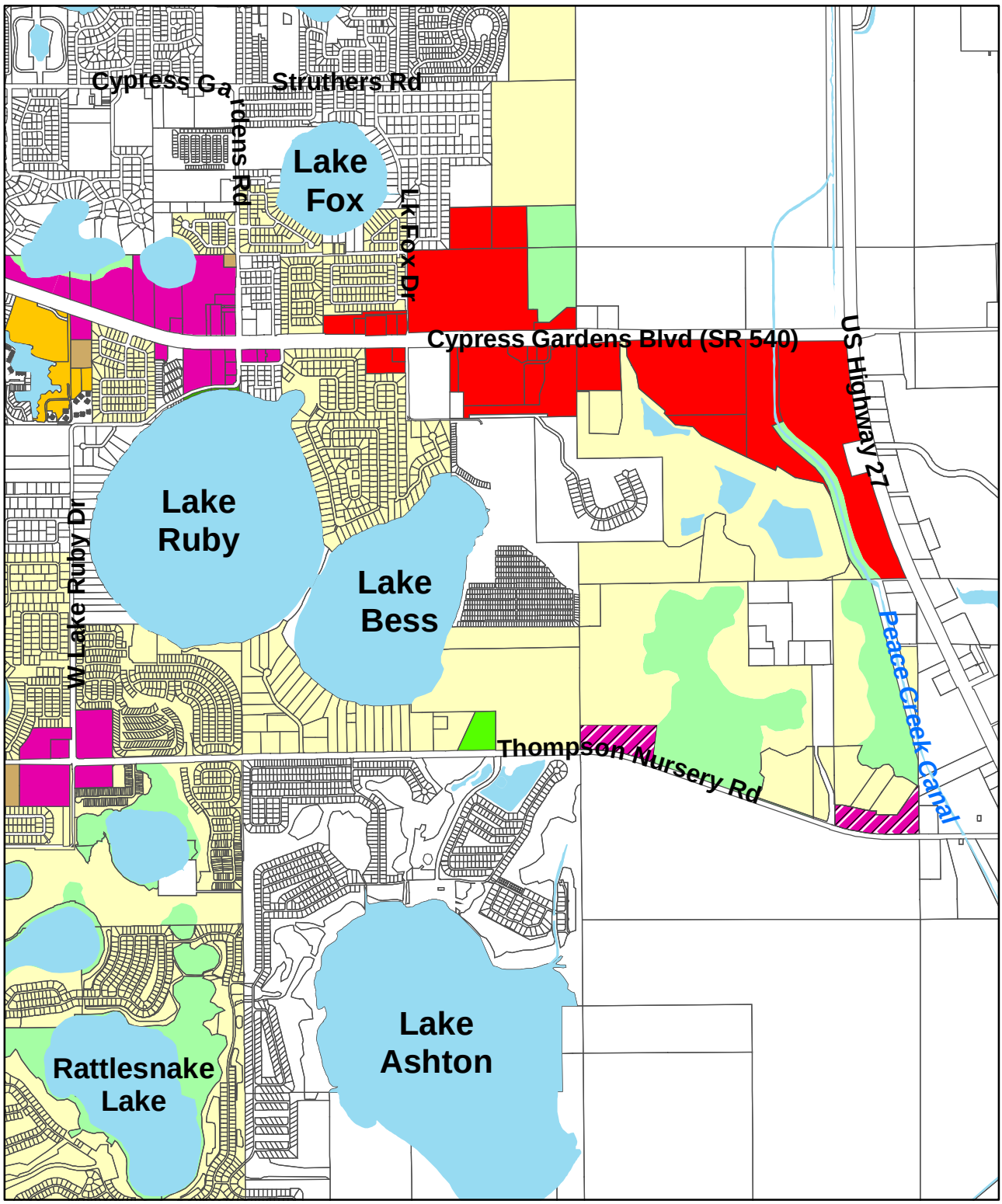
2035 Winter Haven Comprehensive Plan
Future Land Use: Map 15
Lake Lulu- Lake Roy- Lake Otis Area



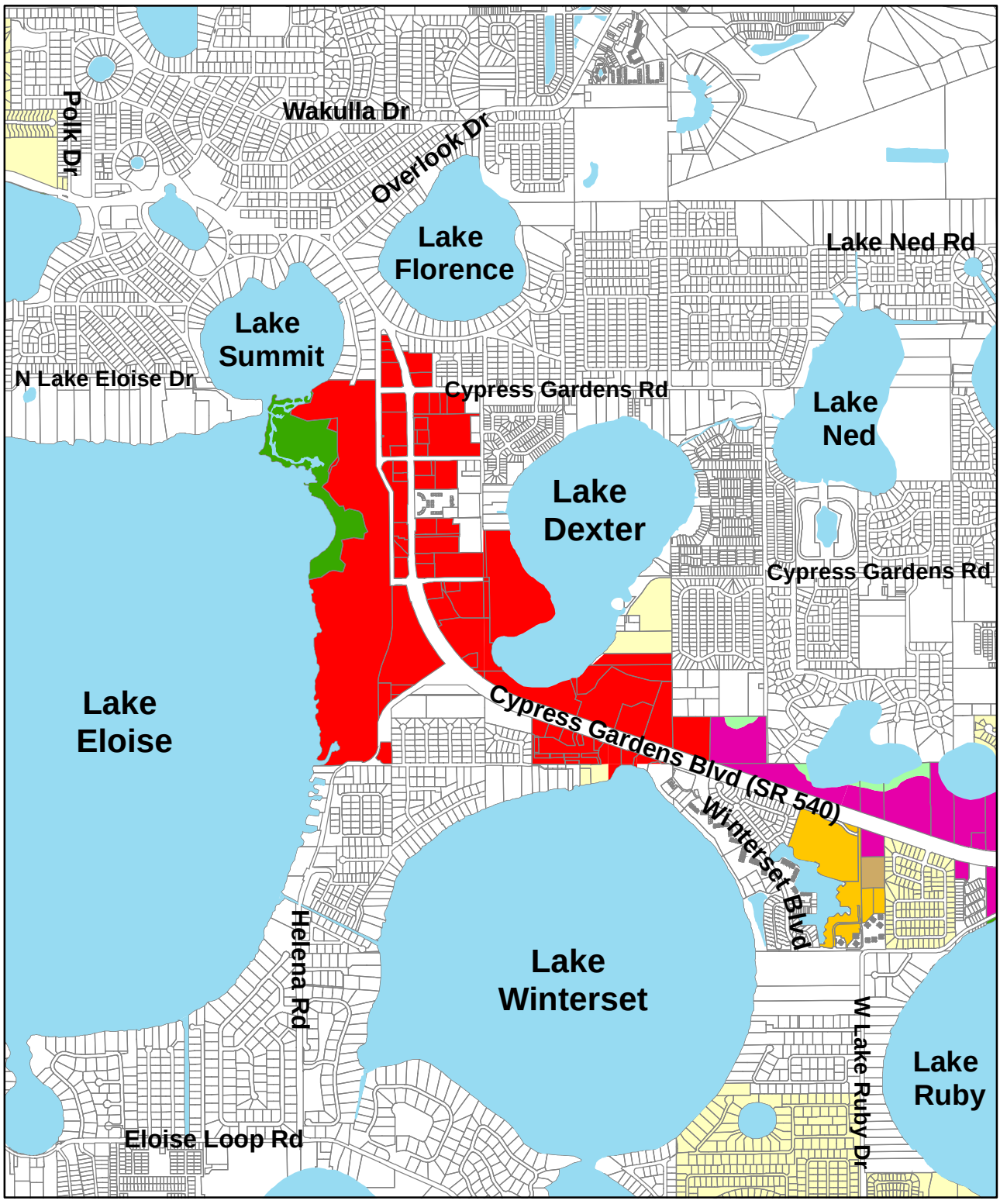
2035 Winter Haven Comprehensive Plan
Future Land Use: Map 16
Lake Daisy- Cypresswood- Crump Road Area



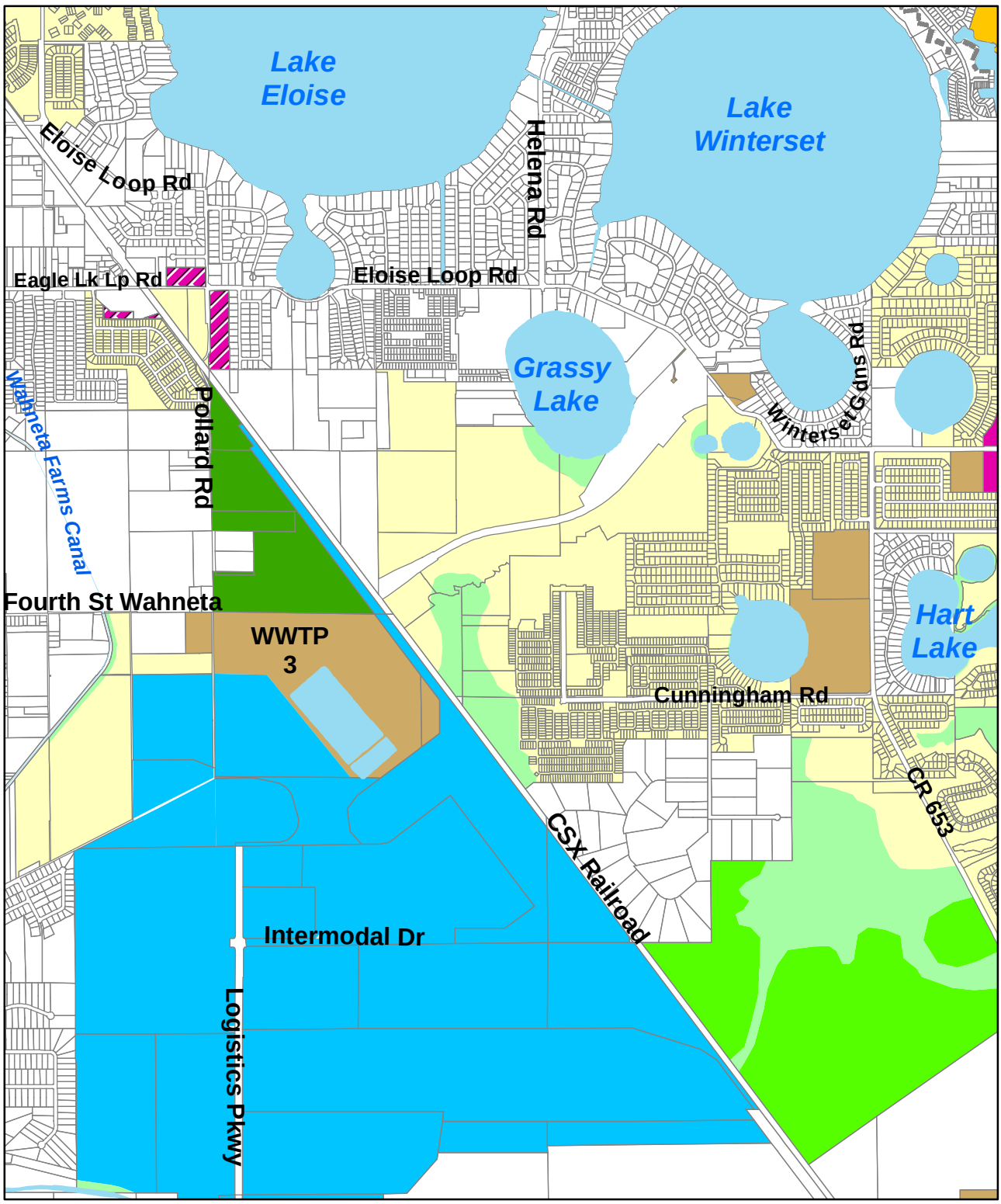
2035 Winter Haven Comprehensive Plan
Future Land Use: Map 17
Lake Fox- Lake Ruby- Lake Bess Area



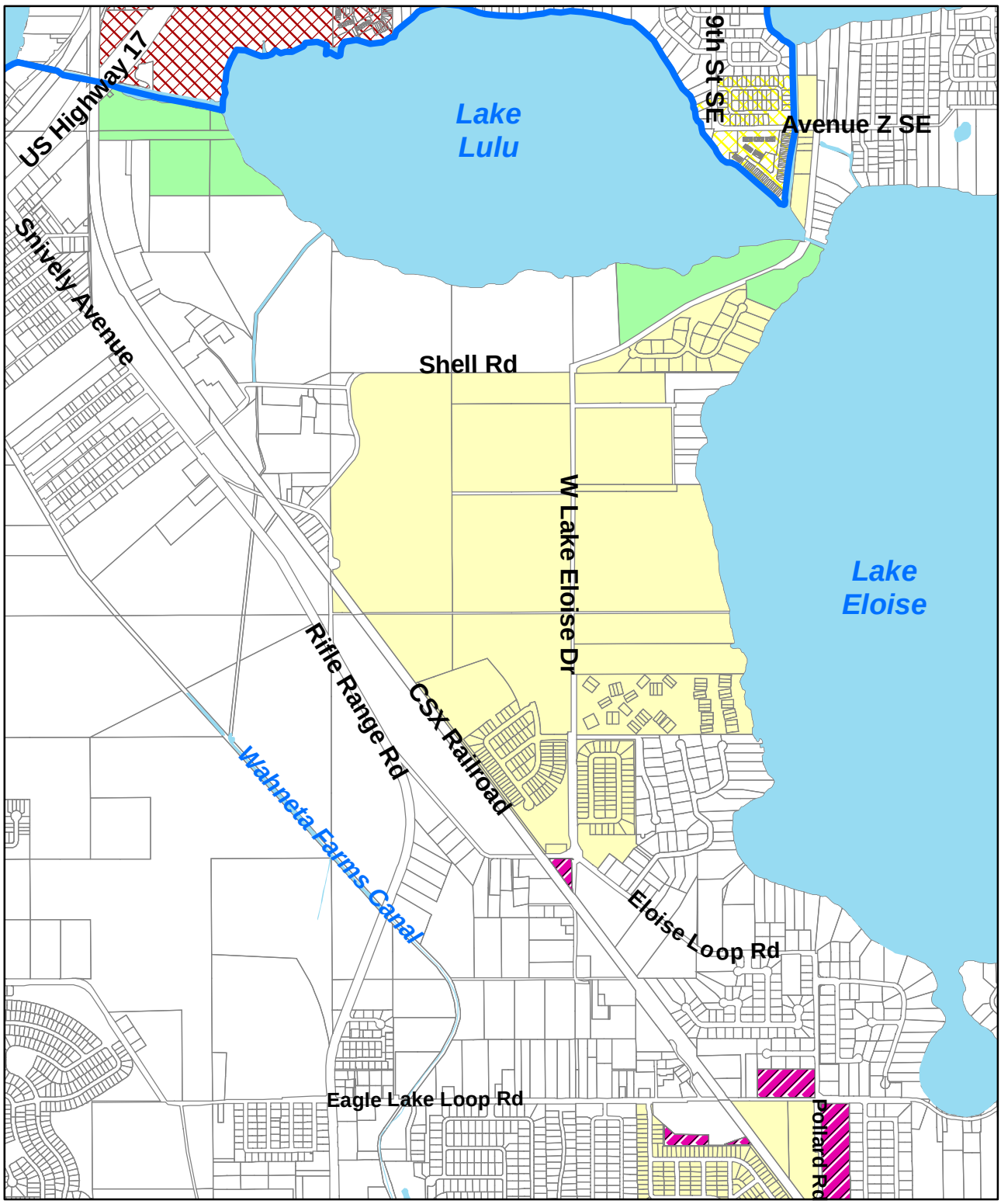
2035 Winter Haven Comprehensive Plan
Future Land Use: Map 18
Lake Dexter- Lake Eloise- Lake Winterset Area



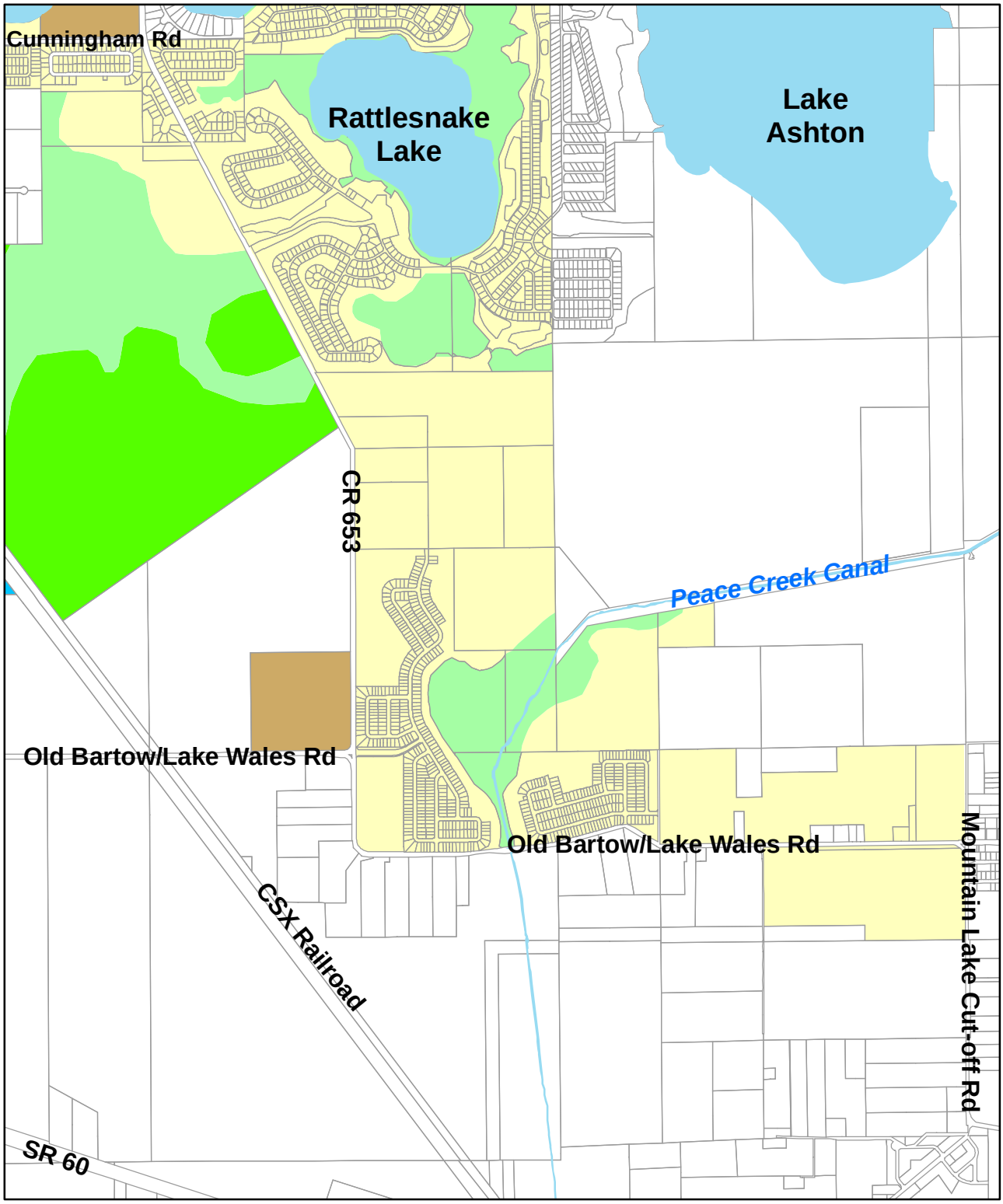
2035 Winter Haven Comprehensive Plan
Future Land Use: Map 19
South Lake Eloise- Lake Winterset Area



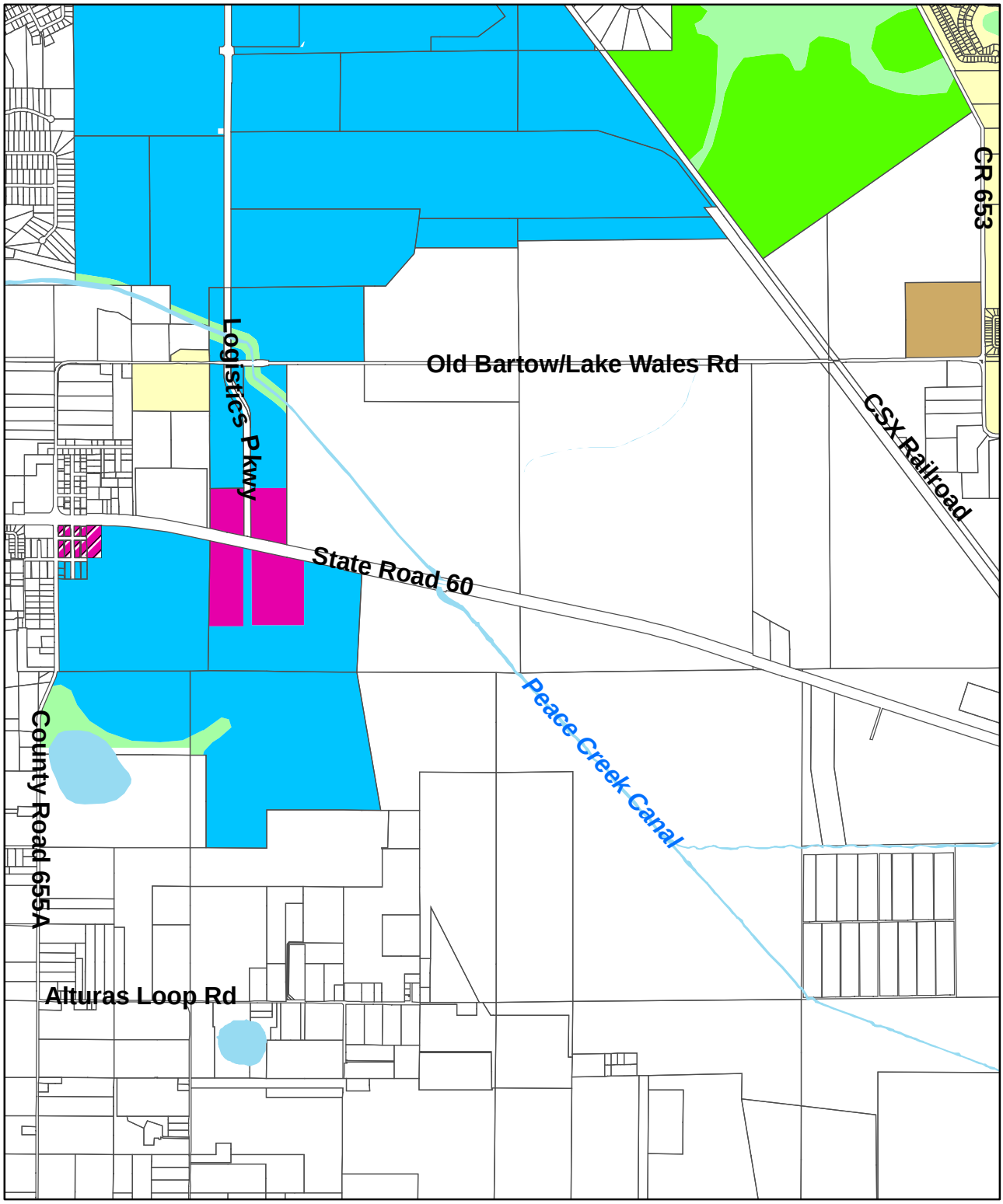
2035 Winter Haven Comprehensive Plan
Future Land Use: Map 20
South Lake Lulu Area



2035 Winter Haven Comprehensive Plan
Future Land Use: Map 21
CR 653- Old Bartow/Lake Wales Road Area



2035 Winter Haven Comprehensive Plan
Future Land Use: Map 22
Pollard Road/SR 60 Area





NEIGHBORHOOD PRESERVATION AND REVITALIZATION ELEMENT

Goals, Objectives, and Policies

Adopted August 28, 2023

GOAL ONE: Make the City's neighborhoods livable, safe, healthy, and aesthetically pleasing to all people in the area, by:

- **Seeking citizen participation in decisions that affect their neighborhood;**
- **Educating and training neighborhood residents to promote self-sufficiency;**
- **Ensuring neighborhood safety;**
- **Maximizing compatibility between residential and non-residential uses**

Objective 1.1: Neighborhood Unification. Encourage the formation of neighborhood organizations.

Policy 1.1.1: Continue to identify and encourage the formation of neighborhood organizations that involve residents, owners and businesses who desire to focus on creating healthy and livable neighborhoods.

Policy 1.1.2: Continue to identify and encourage existing neighborhood organizations and non-represented neighborhood residents to establish neighborhood boundaries.

When defining of neighborhood boundaries, consideration should be given to historic cultural or geographic boundaries, natural or man-made barriers, master-planned developments, and generally agreed upon and locally recognized boundaries.

Policy 1.1.3: Work toward establishing a neighborhood council, to be comprised of individuals from each established neighborhood group. The intent of the Council will be to promote cooperation between groups, foster a sense of community, and to provide a forum where members can address specific concerns, receive reliable information, and gain support for legitimate causes.

Objective 1.2: *Neighborhood Information System***.** *Build an effective, comprehensive "neighborhood information system" to foster collaborative relationships between Winter Haven's citizens and the City.*

Policy 1.2.1: Continue to maintain a computerized database to catalog and list all organized neighborhoods and homeowner/condominium associations. The list will be checked and updated as needed. This listing will be utilized to notify neighborhoods of current events and activities.

Policy 1.2.2: The City or designee will continue to maintain a computerized database phone listing of all residents within the City. The list will be checked and

updated periodically. The listing will be utilized to notify neighborhoods of emergency situations.

Policy 1.2.3: Continue to conduct neighborhood opinion surveys as needed to identify, address, and monitor neighborhood issues.

Policy 1.2.4: The City will continue to distribute the quarterly Citizens newsletter along with other flyers as needed to keep citizens informed on current issues and events.

Policy 1.2.5: Continue to conduct neighborhood meetings as a means of both, disseminating and gathering information on neighborhood matters, and documenting neighborhood concerns to be acted upon.

Objective 1.3: *Neighborhood Compatibility.* *Promote compatibility of new and re-development projects with existing neighborhoods.*

Policy 1.3.1: Continue to involve impacted neighborhood organizations in the review of private and public development projects that require review by the Planning Commission.

Policy 1.3.2: Maintain measures to enhance neighborhood compatibility in the Land Development Regulations.

Policy 1.3.3: Consider the impacts to neighborhoods of proposed amendments to the Future Land Use Map, Future Land Use Element, and the Zoning Map. When potential impacts have been identified, work with applicants and neighborhood residents to reduce or eliminate them.



Objectives 1.4: *Neighborhood Aesthetics and Identity***.** *Enhance the unique aesthetics and identity of individual neighborhoods.*

Policy 1.4.1: Build a strong, effective "neighborhood planning process" that establishes the type and level of assistance residents and businesses need for their neighborhoods.

Policy 1.4.2: Where appropriate and feasible, create open spaces that facilitate neighborhood gatherings and contribute to neighborhood identity.

Policy 1.4.3: Utilize public art to enhance other public improvements and to create neighborhood identity. High school and College students will be encouraged to participate in the making and displaying of cultural and art related displays around the City.

Policy 1.4.4: Where appropriate and feasible, use urban design to create a cohesive whole among improvements made in transportation, architecture, landscape, open space and public art.

Policy 1.4.5: The City will continue to promote a matching grant program to encourage neighborhoods to develop projects that will enhance the beautification, safety and quality of life.

Policy 1.4.6: The City, in conjunction with Keep Winter Haven Clean and Beautiful, will continue to assist and/or involve neighborhood residents in such programs as: Adopt-a-Street, The Great American Clean Up, Project Eagle, Earth Day, Arbor Day, Community Clean-up, Community Improvement Award and projects with local schools.

Policy 1.4.7: The City will make every effort to preserve and enhance unique features, such as natural features, neighborhood institutions and other characteristics that contribute to neighborhood identity.

Policy 1.4.8: Encourage the installation of thematic signage for individual neighborhood entryways to represent the character of the neighborhood.

Objective 1.5: *Neighborhood Services and Outreach Programs. Work toward providing effective outreach services and developing innovative programs and initiatives associated with neighborhoods.*

Policy 1.5.1: Neighborhood Safety Education: Promote neighborhood safety and cohesiveness by encouraging resident and neighborhood involvement in crime prevention and elimination programs.

Policy 1.5.2: The City shall work with public and private agencies, businesses, utilities, and non-profit groups on providing educational opportunities to residents

of neighborhoods on subjects such as home ownership, home maintenance, energy efficiency, code enforcement, property management, and community building.

Policy 1.5.3: The City will continue to host or partner with other groups to bring family fun and entertainment to the citizens and neighborhoods. These events will be multi-culture events to meet the needs of the City's diverse population.





HOUSING ELEMENT

Goals, Objectives, and Policies

Adopted August 28, 2023

GOAL ONE: Ensure the provision of adequate housing for all existing and future residents of the City.

Objective 1.1: *Closely monitor and coordinate with private sector, and annually assess its performance, in providing the number and diversity of housing units needed to serve population changes in the City.*

Policy 1.1.1: Annually assess the availability of land and housing construction trends in relation to population changes and the projected ratio of 1 housing unit per 2.1 persons.

Policy 1.1.2: Continue to evaluate and amend land development regulations to eliminate impediments to development, which would inordinately increase housing costs or eliminate the profit motive of the private sector.

Policy 1.1.3: Maintain an ongoing working relationship with the Board of Realtors and Polk County Builders Association to ensure the private sector has full information on projected housing needs.

Policy 1.1.4: Ensure that sufficient, properly zoned land, with adequate infrastructure is available to meet the City's projected housing needs, through 2035.

Policy 1.1.5: Work with the housing industry, on creating incentives, to provide a variety of housing types and options, from which the City's residents to chose. Ensure that land development regulations and zoning do not create barriers to the construction of alternatives to single-family detached housing such as: condominiums, townhouses, apartments, loft apartments, and accessory residential units.



Policy 1.1.6: Work with the housing industry on creating incentives to provide affordable housing units which exceed minimum code requirements for construction, aesthetics, and energy efficiency. Work with developers and home builders on the development and implementation of land development regulations that encourage the use of a variety of lot sizes, floor plans, and models within an individual subdivision.

Objective 1.2: *Identify and develop a program to protect historic residential buildings.*

Policy 1.2.1: Coordinate with local historic preservation individuals or groups to enlist or provide technical assistance and participation in any surveys or other programs. Periodically review and update past historic surveys in order to track changes within identified historic areas.

Policy 1.2.2: Based on detailed analysis of historic surveys, determine the existence of any historically significant structures and/or districts within the City. Encourage the rehabilitation and/or adaptive reuse of historically significant housing.

Policy 1.2.3: The City shall assist property owners of historically significant housing in identifying, applying for, and utilizing available State and Federal assistance programs for use in restoring these structures.



Objective 1.3: *Establish infill strategies by adopting land development regulations that define standards and criteria, and by programming capital improvements to facilitate infill development and redevelopment.*

Policy 1.3.1: Continue to track vacant residential parcels in the City. Include information on size, location, physical characteristics, access, utilities, zoning, and ownership.

Policy 1.3.2: Survey infrastructure conditions, annually, to establish the existence of adequate service to vacant residential sites. Within older residential areas, annually complete capital projects to upgrade water, sewer, mobility, drainage, lighting, and recreation facilities to meet current adopted level of service standards.

Policy 1.3.3: Maintain financial incentives to promote construction on infill lots, such as reducing or waiving impact and utility fees and charges, where legally feasible.

Policy 1.3.4: Maintain land development regulations that encourage infill development and other patterns of compact urban growth by allowing for zero lot-line development, accessory dwelling units (ADU), minimum living area reduction, and smaller lot sizes.

Policy 1.3.5: Allocate funding for minor off-site capital improvements, such as, street and utility extensions or upgrading designed to support development of infill lots.

Policy 1.3.6: Revise the land development regulations to allow for greater use of accessory residential units as an alternative, low impact, housing option in place of developing traditional single-family and multi-family units.

Policy 1.3.7: By 2025, evaluate the City's single-family zoning districts for opportunities to make revisions to allow for "missing middle" attached housing.

Objective 1.4: *Provide opportunities for the siting of licensed group homes*

Policy 1.4.1: Maintain land development regulations that define the standards and criteria for group homes in regard to siting, off street parking, building, and buffering requirements.

Policy 1.4.2: Encourage the development of residential alternatives to institutionalization.

Objective 1.5: *Provide opportunities for the siting of housing for the elderly.*

Policy 1.5.1: Maintain land development regulations that define the standards and criteria for the development of all types of elderly housing and support facilities.

Policy 1.5.2: Identify and coordinate with programs that support the elderly remaining in an independent living environment. Work to reduce or eliminate any land development regulations that would hinder or prevent the elderly from remaining in an independent living environment.

Objective 1.6: *Provide opportunities for the siting of housing for those individuals with disabilities.*

Policy 1.6.1: Maintain land development regulations in compliance with Florida Statutes, Chapter 553; providing requirements for elimination of barriers in future housing for the disabled.

Policy 1.6.2: Identify and coordinate with programs that support the disabled in a barrier free housing and independent living environment. Work to reduce or eliminate any land development regulations that would hinder or prevent the disabled from remaining in an independent living environment.

Objective 1.7: *Provide relocation housing.*

Policy 1.7.1: Maintain a standard residential relocation policy for any residential households displaced by City action.

Objective 1.8: *Provide for family homestead housing.*

Policy 1.8.1: Allow parcels of land used solely as a homestead to be conveyed from one family member to another, notwithstanding the use, density or intensity assigned under the Future Land Use Plan, consistent with Florida Statutes, Chapter 163.

GOAL TWO: Ensure an adequate supply of affordable housing options for individuals and families of all economic levels.

Objective 2.1: Promote the development of affordable, quality housing and provide for adequate sites to locate low and moderate income housing. The City shall ensure that a sufficient number of affordable housing sites are available with the City

Policy 2.1.1: The City's Future Land Use map shall designate substantial acreage for housing sites which can be marketed and developed for all income ranges.

Policy 2.1.2: Reduce or eliminate financial and regulatory barriers to private sector construction of affordable housing, by adopting standards and incentives which consider variable impact fee and utility rate structures, flexible zoning requirements, and flexible structural regulations.

Policy 2.1.3: Annually analyze the amount of land zoned for mobile/manufactured homes, and, where necessary, approve zoning for adequate sites available to meet the projected demand for mobile/manufactured homes at a rate of 10% of the City's housing stock.

Policy 2.1.4: Maintain and enforce the Fair Housing Ordinances to eliminate all barriers to housing acquisition, based on race, sex, creed, and national origin.

Policy 2.1.5: Maintain the Affordable Housing Advisory Committee to evaluate the impacts of comprehensive plan amendments, code changes, and other governmental actions on affordable housing within the City.

Policy 2.1.6: Review the City's Commercial zoning districts for opportunities to permit residential uses. Where opportunities are found, make changes to the Land Development Code's *Table of Land Uses* and incorporate any necessary development standards within the applicable zoning districts.



Objective 2.2: *Work with home builders, banks and financing companies, realtors, landlords, other governmental agencies, and nonprofits to ensure the city is supplied with a sufficient amount of affordable housing for residents of all income levels.*

Policy 2.2.1: Continue to carry out the City's Affordable Housing Program which works with and supports local lenders, the housing construction industry, and other affordable housing providers, particularly in providing safe, decent affordable housing units where deficits have been identified; namely for: rental households for very low income persons; rental households for moderate and higher income persons; owner-occupied households for very low income persons; affordable owner-occupied households for persons earning above the City's median income.

Policy 2.2.2: Periodically review the City's impact fees to ensure that they are not resulting in an obstacle to the provision of affordable housing units. When it has been determined that there is a shortage in affordable housing, consider waiving or reducing impact fees to promote the development of affordable housing.

Policy 2.2.3: Implement a streamlined review and permitting process for those developers who commit to building a minimum of ten percent (10%) of the housing units in a development as affordable units as defined by the Lakeland/Winter Haven MSA.

Policy 2.2.4: Implement a strategy to utilize all available state, federal, and local housing assistance programs for the rehabilitation and construction of affordable housing.

GOAL THREE: Prevent the establishment of substandard or dilapidated housing within the City.

Objective 3.1: Eliminate substandard and dilapidated housing and prevent its return.

Policy 3.1.1: Maintain a standard procedure for sub-standard housing rehabilitation. Utilize demolition only as a last resort to correct sub-standard housing.

Policy 3.1.2: Work with the Code Enforcement and Building Divisions to maintain a neighborhood inspection program to enforce the minimum housing code and the City's aesthetic codes.

Policy 3.1.3: Continue to evaluate and prioritize the needs for neighborhood preservation and aesthetic improvement standards and programs for each neighborhood in the City. Develop and implement neighborhood preservation and aesthetic programs for an average of one neighborhood per year throughout the planning period.

Policy 3.1.4: Rehabilitate or demolish any substandard housing that is determined to be a hazard to public health and safety.

Policy 3.1.5: Enforce regulations intended to eliminate substandard housing in Winter Haven and to prevent its return. Work with Code Compliance staff to identify "at risk" housing or neighborhoods in order to prevent the deterioration of housing to a substandard condition.

Policy 3.1.6: Disseminate information on available federal, state or local housing rehabilitation programs on an ongoing basis.

Policy 3.1.7: Promote public information seminars that address the rehabilitation of units that are beginning to deteriorate, educate the public on code enforcement, and basic home maintenance.

GOAL FOUR: Promote the development of energy efficient and sustainable housing within the City.

Objective 4.1: Encourage, and provide incentives, when appropriate, for design and construction techniques and building materials capable of significantly reducing the cost of construction, maintenance and energy consumption of housing while providing for a more healthy and durable home environment.

Policy 4.1.1: The City shall promote opportunities to integrate housing, including affordable and workforce housing, with infill development to create mixed-use neighborhoods to increase energy efficiency through efficient land use patterns.

Policy 4.1.2: The City shall promote communities by encouraging green housing that conserves natural resources and reduces monthly operating costs.

Policy 4.1.3: The City will encourage housing construction that uses the U.S. Green Building Council's Leadership in Energy and Environmental Design (LEED) principles or the Florida Green Building Coalition's Green land development and building standards.

Policy 4.1.4: Evaluate developing a threshold and criteria for requiring LEED standards/certification in development and redevelopment projects, and implement through update to the land development code. In addition, consider pilot incentive programs to encourage green building and development.

Policy 4.1.5: Continue to implement the requirements of the latest Florida Energy Efficiency Code for Building Construction that assures a conscious effort toward energy efficiency so that proper equipment, building orientation

on site, adequate insulation, and appliance selection will be considered by developers.

Policy 4.1.6: The City shall promote construction techniques that enhance the long-term usability and affordability of housing.

Policy 4.1.7: The City shall collaborate with the banking community, builders' associations, and other interested parties, to determine ways builders may incorporate "Sustainable Building" technologies in the construction of housing, through the following means:

1. Water (e.g. indoor water conservation, low-flow/low-flush fixtures, pervious materials, use of xeriscaping (Florida Friendly landscaping), reclaimed water irrigation, and harvested rainwater). Continue participation in the *Florida Water Star* program.

2. Energy (e.g. Energy Star ratings, passive solar design, landscaping for energy conservation, site development) and unit orientation (e.g. north/south rather than east/west windows) that takes advantage of the natural shade and lighting available, radiant barrier and ridge venting, earth sheltered design, solar heating and cooling systems, gas water heating and cooling systems, ductwork, fans, energy recovery ventilators, programmable thermostats, energy efficient appliances.

3. Building materials (e.g. dimensional lumber, wood treatment, engineered structural materials, engineered siding and trim, non-toxic termite control, earth materials, floor coverings, wood flooring, roofing structural wall panels, insulation, windows and doors, cabinets, finishes and adhesives)

4. Solid Waste Management (e.g., home recycling, compost systems, construction waste recycling)

Policy 4.1.8: The City shall promote energy conservation techniques that incorporate Federal Energy Star standards as consistent with the requirements of the state energy code. Periodic reviews of development regulations and building codes shall be conducted to determine if there are modifications needed to incorporate energy conservation measures in addition to the requirements of the state energy code.



TRANSPORTATION ELEMENT

Goals, Objectives, and Policies

Adopted August 28, 2023

Introduction

Transportation means different things to different people. To the motorist it means roads; to a child it means sidewalks; for individuals who cannot drive it means buses; to the pilot it means airports; to the trainmaster it means railroads; to everyone it means a link. Transportation is the thread that links people and places.

As the Winter Haven area continues to grow, moving people and goods becomes both more important and more difficult. The Transportation Element is intended to be the foundation for future decision-making that will affect not only how people are to be transported in the future, but also how public dollars are to be spent.

Transportation plays a key role in influencing growth patterns. The creation or improvement of roads can open up new land to new development, change travel routes in ways that immediately change individual land use decisions, and eventually can redirect land use patterns. Because of this close interrelationship, the Transportation Element must be viewed in terms of its consistency with other elements of the Comprehensive Plan, especially the Future Land Use Element.

It is intended for the Transportation Element to set forth a vision for a truly multi-modal network that provides mobility options for all residents and visitors of Winter Haven.

GOAL One: Provide a safe, convenient, and efficient, multi-modal transportation system within the City which is responsive to community needs, is consistent with future land use policies, is environmentally sound, and promotes economic opportunity.

OBJECTIVE 1.1: Provide for a functional roadway network based on the proposed roadway network in Phase I of the adopted Polk County 2045 Long Range Transportation Plan (LRTP).

Policy 1.1.1: The following Levels of Service (LOS) for roadways within the City are hereby adopted:

A. All roadways without fixed-route transit: Peak-Hour/Peak Direction LOS “D”

B. Adopted multi-modal Level of Service standards for transit corridors within the City shall be as outlined in Table 1.1.1 and illustrated by the Multi-modal Level of Service Maps contained in the Transportation Map Series

Table 1.1.1- Multi-modal Level of Service Standards

Multi-modal LOS Standard	Description	Automobile/ Roadway LOS (Peak-Hour/ Direction)	Transit Requirements	Pedestrian Requirements	Bicycle Requirements
M-1	Minimal fixed-route transit corridor	D + 10 percent	60-minute headways	Sidewalk access to transit stops	Bike racks on buses
M-2	Enhanced fixed-route transit corridor with some connections to properties located within ¼ mile of the transit route and improved transit stops	E	30-minute headways	Sidewalk access to transit stops	Bike racks on buses & bike route/system
M-3	Extensive fixed route transit area with extensive connections to all properties within ¼ mile of the transit route and improved transit stops	E + 10 percent	30-minute headways	Extensive sidewalk network	Bike racks on buses, bike racks at transit stops and destinations, & bike route/system

C. To promote the development and use of public transportation systems, all public transit facilities, inter-modal public transit connection or transfer facilities, transit terminals/stations, and park-and-ride lots shall be exempt from meeting transportation concurrency requirements.

Policy 1.1.2: To promote urban infill and redevelopment and downtown revitalization, the City designates the area mapped by the "Transportation Concurrency Exception Area Map" contained in the Transportation Map Series as a Transportation Concurrency Exception Area (TCEA).

Within the TCEA, the following principles shall apply:

- New development or redevelopment shall be exempt from meeting the transportation level of service standards contained in Policy 1.1.1;

- Any new development or redevelopment project that results in an increase of more than 50 peak-hour trips to the local roadway network, shall be required to complete a traffic study;

- Where a new development or redevelopment project has been found to reduce the operating efficiency of a roadway, the developer of that project shall work with the City to mitigate the impacts of the increased demands on the roadway;

- All properties shall be located no further than 2,640 feet (1/2 mile) from an established or proposed transit route; however, a maximum distance of 660 feet (1/8 mile) is preferred in the immediate downtown area; and

- All properties shall have a minimum 5-foot sidewalk (local streets) or 6-foot sidewalk (collector and arterial streets) along their roadway frontage(s) with all new developments and significant redevelopments providing a direct, dedicated pedestrian connection between the building and sidewalk;

Policy 1.1.3: Reduce existing roadway deficiencies by adding lanes, constructing new roadways, adding bike lanes, sidewalks and other pedestrian facilities, providing transit or other alternative transportation management procedures.

Policy 1.1.4: Continue to coordinate efforts with the Florida Department of Transportation (FDOT) and with the Transportation Planning Organization (TPO) to establish consistency in policies.

Policy 1.1.5: Monitor the major transportation network annually through the TPO and FDOT.

Policy 1.1.6: Coordinate efforts with the TPO, the FDOT, Polk County, and other municipalities in data sharing, standards interpretation, and concurrency management issues relating to roadway levels of service.

Policy 1.1.7: Participate in future updates to the Long Range Transportation Plan through the TPO planning process.

Policy 1.1.8: Assess the annual status of City, County, and FDOT five year work programs for their effect on anticipated levels of service and system capacities.

Policy 1.1.9: Establish a mechanism, through the TPO, for prioritizing "backlogged" facilities on the State road system in order to support County and municipal land use plans.

Policy 1.1.10: Coordinate with the TPO, Citrus Connection, and FDOT to establish strategies to reduce reliance on single occupancy automobile trips such as encouraging large employers to develop commuter assistance incentives for employees that carpool/vanpool, and/or utilize transit or non-motorized modes for commuter trips.

Policy 1.1.11: Coordinate with Citrus Connection, TPO, and FDOT to implement plans for Winter Haven area park-and-ride lots, as identified in the 2045 Long-Range Transportation Plan.

OBJECTIVE 1.2: Provide for a traffic circulation system that will meet adopted LOS standards and support the uses shown on the Future Land Use Map or map series.

Policy 1.2.1 All new roadways, as well as other modes such as bike lanes, sidewalks, and transit stops, constructed within the City will be designed to accommodate a minimum of Level of Service D. With the exception of new roadways located within the TCEA, no roadway will be allowed to fall below the adopted multi-modal standard.

Policy 1.2.2 Development orders, including permits, shall not be issued on projects where there is less than the minimum level of service, based on the generalized level of service assessment for specific roadway links. Projects proposed on links which are, according to the generalized level of service tables, determined to fall below the adopted level of service have the option of providing a more detailed level of service analysis based on current traffic engineering standards and expanding impact analysis area.

Policy 1.2.3 By 2028, amend the land development regulations to include access management standards applicable to all new developments or redeveloped parcels in order to maintain operating speed on arterials and collectors by minimizing driveway and median cuts.

Policy 1.2.4 Monitor the level of service on arterial and collector roadways within the City as part of the Concurrency Management System. Coordinate with the Polk County TPO to conduct annual traffic counts on all major roads on the concurrency network.

Policy 1.2.5 Prioritize highway system improvements based upon the following:

(1) Correction of existing deficiencies;

(2) Available right of way;

(3) System continuity and connectivity; and

(4) Added capacity to support needs generated by the Future Land Use Map.

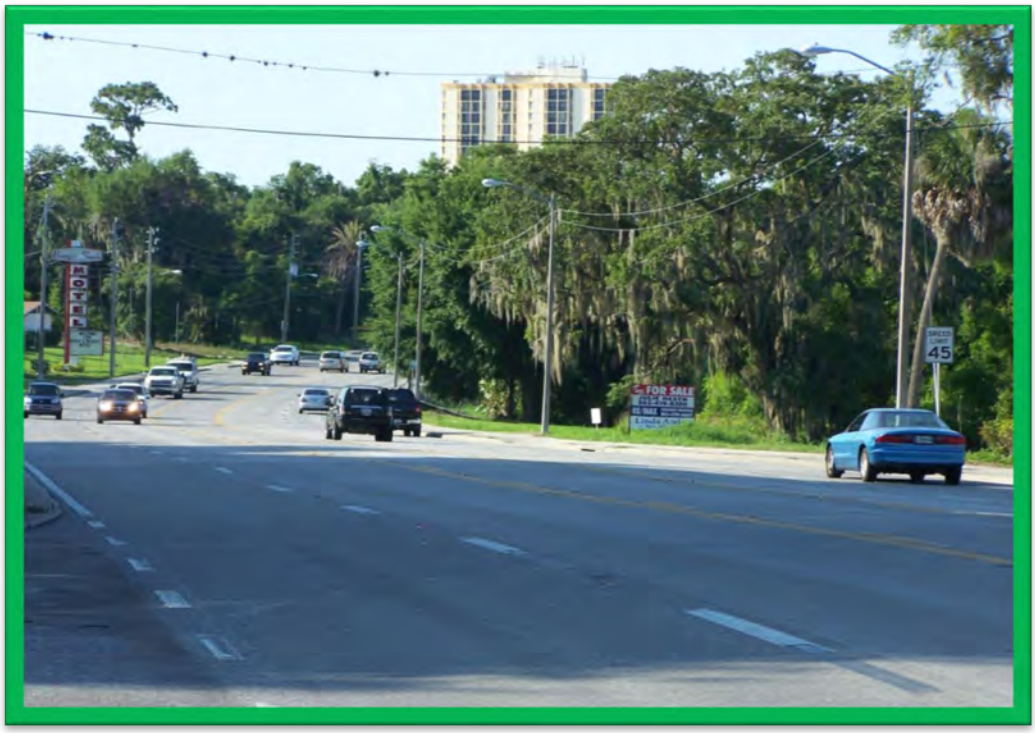
Policy 1.2.6: The Transportation Maps contained as part of this Element serve as a guide for the development of the Winter Haven Urban Area Traffic Circulation Network. Future development of roads and the distribution and density of land uses shall be consistent with these systems unless, and until, they are formally modified to respond to new data or needs.

Policy 1.2.7: To disperse traffic throughout the City, and to prevent and reduce the number of backlogged roadways, work towards creating an interconnected roadway network to the greatest extent that the City's geography will allow.

Require larger developments to provide multiple access points into the development site; connections to multiple streets, if possible; and dedications of right-of-way stub-outs to allow for future roadway/driveway connections to adjoining properties.

Policy 1.2.8: Encourage transportation projects which reduce travel length and response times for emergency and public safety vehicles.

Policy 1.2.9: Maintain a concurrency management system which manages growth concurrent with meeting LOS standards.



OBJECTIVE 1.3: Program and provide adequate funding for the construction of transportation improvements that correct existing and projected deficiencies, increase multi-modal options for the transportation network's users, and provide capacity and accessibility to those lands designated on the Future Land Use Map for future residential, commercial, and industrial development and where future traffic volumes warrant future improvements to meet LOS standards.

Policy 1.3.1: Transportation deficient facilities in the City, not scheduled for improvement in the Transportation Improvement Program in the next three years, will be maintained and improved through the following actions by the City:

- With FDOT, improve signalization and intersections, and identify and implement other system management improvements to reduce or eliminate flow constraints.

- With FDOT, enforce Access Management standards for controlling connections to transportation deficient facilities.

- Manage and regulate development that generates new trips to transportation deficient facilities, such that traffic volumes shall not

exceed 110% of design capacity in transportation deficient links. Until improvements are undertaken, this shall be the minimum acceptable LOS in the transportation deficient link.

Policy 1.3.2: Cooperate with Polk County, through the TPO planning process, to adopt strategies, timetables, and commitments to maintain and improve County roadways projected to operate below LOS standards in Winter Haven.

Policy 1.3.3: Annually update the Capital Improvements Program (CIP) to maintain and/or improve to prevent the transportation network from operating below LOS standards.

Policy 1.3.4: Projects needed to correct existing deficiencies will be considered to have higher priority than new roadway projects, unless new road projects will correct deficiencies.

Policy 1.3.5: Implement the CIP to respond to identified growth trends.

Policy 1.3.6: Continue the City's representation on the Polk County TPO in order to coordinate and fund necessary capital improvements for the Winter Haven Urban Area Transportation Network.

Policy 1.3.7: Continue to identify and utilize all available County, State, or Federal funding opportunities to pursue the implementation of the improvements identified for the transportation network.

Policy 1.3.8: Improve the traffic circulation network through lower cost improvements such as intersection signalization adjustments, signage improvements, opening platted rights-of-way for use, construction of bike and pedestrian facilities, and other techniques.

Policy 1.3.9: Require on-site transportation improvements to be built by developers and dedicated to the City unless they are to be privately maintained.

OBJECTIVE 1.4: Coordinate planning, funding, and implementation efforts with all relevant levels and agencies of government.

Policy 1.4.1: Continue participation in the Transportation Planning Organization and Technical Advisory Committee in order to include the needs of Winter Haven in the TPO's Transportation Plan.

Policy 1.4.2: Coordinate the scheduling of improvements to City streets with FDOT, Polk County and adjacent municipalities through annual review of and input on the Polk County Transportation Improvement Program.

Policy 1.4.3: Coordinate all Transportation Plan amendments with those agencies also responsible for roadways in the transportation network.

OBJECTIVE 1.5: Maintain an up-to-date inventory and monitoring system for the Winter Haven transportation network.

Policy 1.5.1: The City will be responsible for maintaining an ongoing process for the periodic evaluation, refinement, and revision of the transportation data in the Transportation Element.

Policy 1.5.2: Monitor, on an annual basis, development trends and traffic service levels to ensure that new development does not precede provision of needed transportation facilities.

OBJECTIVE 1.6: Establish access management standards and pursue other activities to measurably increase the operating efficiency of the roadway system within the City of Winter Haven.

Policy 1.6.1: Require new development and redevelopment to provide internal traffic circulation systems that separate vehicular from non-vehicular traffic.

Policy 1.6.2: Require developments to provide adequate motorized and non-motorized vehicle parking based on standards established as part of the adopted Land Development Regulations.

Policy 1.6.3: Develop standards and implement procedures (including requirements for the use of service roads, establishment of a driveway permitting procedure, provision of emergency vehicle access, etc.) for controlling high volume land use access points to major highway facilities consistent with State and County Policies.

Policy 1.6.4: Evaluate timing sequences on all major arterials and work with the FDOT to implement optimum phasing at all signals on these arterials.

Policy 1.6.5: Review and adopt changes to access permitting to ensure the least possible degradation to the roadway level of service and develop access management policies for developments along all arterial and collector roadways, in coordination with the FDOT, Polk County and TPO.

Policy 1.6.6: Continue coordination with the FDOT and Polk County to ensure maximum efficiency measures are used on all new traffic control and laneage improvements in the City.

Policy 1.6.7: Through coordination with the TPO, Polk County, and the FDOT, establish future typical road sections by type as part of the long and short range transportation planning and project production processes.

Policy 1.6.8: Coordinate efforts with the FDOT and TPO to integrate consistent/complimentary Intelligent Transportation System measures into both the Winter Haven Computerized System/Traffic Signal Update and any system that is developed within the City.

OBJECTIVE 1.7: Continue to develop a safe and convenient multi-modal transportation network that supports increased use of public transit, economic diversification and stability, and greenhouse gas emission reduction.

Policy 1.7.1: Work with the TPO to ensure that the current Long Range Transportation Plan provides an adequate network for ease of goods movement.

Policy 1.7.2: Enhance multi-modal transfer facilities through TPO priority setting.

Policy 1.7.3: Give consideration to local goods movement in truck routing considerations for all neighborhood plans.

Policy 1.7.4: Establish a development review process to guide the planning and improvement of all roadways, bikeways, and pedestrian ways in major developing and redeveloping land areas.

Policy 1.7.5: Annually fund and construct projects identified in the *2010 Sidewalk, Pedestrian, and Multi-modal Infrastructure Access Plan*.

Policy 1.7.6: Refer to the regulations of the Joint Airport Zoning Board (JAZB) regarding height, noise, and land use compatibility consideration for proposed development near the Winter Haven Municipal Airport at Gilbert Field.

Policy 1.7.7: Require aviation agreements for new residential subdivisions or multi-family developments located near the City's airport property or within the flight path approaches to the runways.

Policy 1.7.8: Coordinate efforts with the FDOT to ensure that all railroad crossings are constructed to allow maximum speeds at crossings. Encourage the use of grade separated crossings on arterial roadways.

Policy 1.7.9: Work to preserve and increase the City's access to intercity passenger rail service through Amtrak or other providers.

OBJECTIVE 1.8: Develop and implement a program to protect existing and future roadway corridors, aviation, and mass transit rights-of-way from encroachment by development.

Policy 1.8.1: Establish minimum right of way widths to correspond to the functional classification of roadways.

Policy 1.8.2: Where proposed subdivisions abut arterial or collector roadways, acquire right of way through exaction as part of the platting requirements.

Policy 1.8.3: Coordinate with Polk County, the State, and other agencies, to dedicate necessary right of way for future transportation needs.

Policy 1.8.4: Local streets shall be provided with adequate right-of-way width to accommodate underground utilities, internal walkways designed for pedestrian convenience and safety, and where feasible, street trees and other landscaping. Local streets within the Central Urban Core, as established by the Future Land Use Element, should contain sufficient right-of-way to accommodate on-street parking at a minimum of one side of the street.

Policy 1.8.5: Evaluate program options that could potentially stabilize the cost of right of way acquisition for construction of transportation improvements. Implementation efforts must consider the legal issues and constraints posed by taking concerns.

Policy 1.8.6: Explore the feasibility of regulations that establish a right-of-way reservation program for all projects in Short-Range Component of the TPO's adopted Long Range Transportation Plan.

Policy 1.8.7: Coordinate efforts with Polk County and the FDOT to ensure right of way protection on State and County roads.

Policy 1.8.8: Include the needs of Citrus Connection in its right of way reservation and acquisition programs.

Policy 1.8.9: Right-of-way for Regional and State High Speed Rail corridors shall be protected and enhanced.

Policy 1.8.10: Require traffic studies showing the impact(s) of vacating a developed street right-of-way on both existing and future pedestrian and vehicular traffic circulation patterns. Where adverse impacts are found, require the applicant of the vacation request to mitigate the existing and projected impact(s).

OBJECTIVE 1.9: Coordinate mass transit plans with the plans and programs of the TPO, the FDOT Five-Year Work Program, and ~~other~~ transit agencies and providers.

Policy 1.9.1: Review proposed Citrus Connection plans to ensure consistency with appropriate local and State transportation plans as well as the Future Land Use Element of the Winter Haven Comprehensive Plan.

Policy 1.9.2: The City will generally support actions that may enhance the long-term financial viability of Citrus Connection, including but not limited to cost efficiencies in services and administration, revenue increases through taxing district expansions, and other options proposed by Citrus Connection.

Policy 1.9.3: Support Citrus Connection applications for Federal or State grant programs and service developments which enhance transit ridership including amenities such as shelters and/or applications for funding of multi-modal connections, including facilities such as park and ride lots or remote parking areas with shuttle/express services for employees.

Policy 1.9.4: Identify major transit trip generators and attractors and, to the maximum extent possible, coordinate and communicate with Citrus Connection where the City has plans to expand City boundaries.



Downtown Transit Terminal

Policy 1.9.5: Work with Citrus Connection to establish fixed route transit service along the following corridors by 2028:

- Cypress Gardens Boulevard (between Legoland Way and Cypress Gardens Road (east))
- Buckeye Loop Road

Work with the Citrus Connection to establish fixed route transit service along the following corridors by 2033:

- County Road 653/Old Bartow Lake Wales Road
- Overlook Drive
- Pollard Road/CSX ILC
- Thompson Nursery Road/Eloise Loop Road

OBJECTIVE 1.10: Promote and support bus ridership of at least 10 passenger trips per revenue hour on all fixed routes. The City will promote and support ridership through coordination with the transit providers to locate stops and terminals near major transit trip generators and attractors.

Policy 1.10.1: Encourage private sector support of transit services through development incentives. Transit friendly site or subdivision plan designs shall be required.

Policy 1.10.2: Develop and maintain transit design standards which are consistent with the most current TPO transit study.

Policy 1.10.3: Continue coordination with Citrus Connection, the TPO, and the FDOT to ensure that maximum consideration is given to transit services in the planning and project programming of all agencies.

Policy 1.10.4: Encourage the location of major trip generators and employment centers on or within ¼ mile of transit routes to decrease the number of vehicle trips within the City and to accommodate the transportation disadvantaged.

Policy 1.10.5: Support programs intended to upgrade and enhance bus stops in order to facilitate increased transit usage. Work with developers of projects adjacent to transit routes to install, or allow installation of, the PTA's prototypical transit stop and shelter.

Policy 1.10.6: Work with the PTA to make transit more user friendly through improved signage, easy to use route guides, and improved on-time performance. Actively work to recruit premium riders to try transit.

Policy 1.10.7: As part of any neighborhood or corridor plan, the City will analyze the existing sidewalk network and identify key gaps in pedestrian routes, including near schools and transit stops.

OBJECTIVE 1.11: Coordinate the expansion of existing or siting of new air, rail, road or related transportation facilities with the Future Land Use and Conservation Elements of this Comprehensive Plan. Coordinate proposed road, airport and non-motorized

improvements with the plans and programs of adjacent cities, the Polk County TPO, Polk County, the FDOT, and other appropriate agencies.

Policy 1.11.1: Review all transportation projects for consistency with the Future Land Use and Conservation Elements of the Winter Haven Comprehensive Plan.

Policy 1.11.2: Require strategies that mitigate adverse structural and non-structural impacts upon adjacent natural resources and land uses resulting from transportation facility construction or expansion, consistent with the Conservation Element of this Plan and all applicable State or Federal Regulations.

Policy 1.11.3: Continue to support and promote implementation of the Master Plan for the Winter Haven Regional Airport at Gilbert Field, ensure that the plan is updated periodically and maintains consistency with the City of Winter Haven Comprehensive Plan.



Winter Haven Regional Airport at Gilbert Field

Policy 1.11.4: Protect the airport and other transportation facilities from encroachment of incompatible land uses through implementation of the Future Land Use and Conservation Elements of the Winter Haven Comprehensive Plan. Require new residential developments located adjacent to the airport and within 1,500 feet of a runway approach to provide a Conveyance and Release Agreement or similar document to preserve the use of the airspace.

Policy 1.11.5: Encourage coordinated intermodal management of surface and air transportation to maximize the efficiency of the overall transportation system.

OBJECTIVE 1.12: Continue to develop and implement policies that will discourage disruption of neighborhoods by increased traffic.

Policy 1.12.1: Consider the widening of collector streets only after all reasonable alternatives for increasing traffic capacity and flow on arterial streets have been exhausted.

Policy 1.12.2: Commercial districts shall be located in such a manner that directs vehicular traffic away from nearby residential neighborhoods.

Policy 1.12.3: The City shall consider the use of the following alternatives in order to minimize the impacts of heavy traffic volumes on residential neighborhoods:

- Use of curved streets and cul-de-sacs
- Eliminating secondary access to commercial or other heavy traffic generators with access on local residential streets
- Traffic calming strategies such as bump-outs, chicanes, roundabouts, raised medians, speed humps/tables, road/street diets, and reduced speed limits
- On-street parking

Policy 1.12.4: Incorporate motorized and non-motorized traffic issues in all neighborhood and corridor plans developed by the City.



Example of a roundabout

OBJECTIVE 1.13: Retain or reduce the current total number of crashes, thereby reducing the number of crashes per vehicle miles traveled.

Policy 1.13.1: The Public Works and Police Departments will coordinate to compile annual accident frequency reports for all collector and arterial roads.

Policy 1.13.2: Monitor all crash records on a yearly basis to determine accident patterns and high accident locations.

Policy 1.13.3: Continue to participate in the Polk County Community Traffic Safety Team.

Policy 1.13.4: Pursue an ongoing program, through the Public Works Department, of implementing Transportation System Management (TSM) measures, such as improving traffic signal synchronization or timing, addition of turn lanes, reassessment of street signage, improving street markings, encouraging curb cut reductions and/or cross-access agreements, turn lanes, installing continuous turn lanes, generally improving street geometrics and other improvements that will lead to smoother traffic flow.

Policy 1.13.5: Utilize Transportation Enhancement and Congestion Management grants to address safety improvements at high accident locations.

OBJECTIVE 1.14: Plan for greater efficiency and safety in home to school travel through coordination with the Polk County School Board by reducing student travel times and maximizing existing transportation infrastructure.

Policy 1.14.1: Participate in public school facility planning and siting through the Site Selection Committee process of the School Board utilizing the procedures contained in the *2014 Inter-local Agreement For Public School Facility Planning*.

Policy 1.14.2: Participate in interagency and jurisdictional planning for transportation systems which support safe and efficient access to schools.

Policy 1.14.3: Require all new school sites to provide safe access to and from the site by pedestrian, non-motorized and vehicular modes of travel.

Policy 1.14.4: Ensure that adequate levels of service on the multi-modal transportation network are available to support transportation demands of new schools concurrent with the impacts.

Policy 1.14.5: Incorporate a linkage system for schools with parks, libraries and other public facilities through bikeways, trails and sidewalks plans and

projects. Continue to apply for and utilize the Safe Routes to School program to improve pedestrian access to schools.

Policy 1.14.6: Evaluate the location of school bus stops and turnarounds for inclusion in Land Development Regulations.

OBJECTIVE 1.15: All projects requiring a development approval will comply with the Transportation Element and adopted standards within this plan.

Policy 1.15.1: Review development proposals including Development of Regional Impact (DRI) applications, rezoning and variance requests, subdivision plats, and any project requiring site plan review for conformance with the Transportation Element.

Policy 1.15.2: Review development proposals to ensure safe and convenient on-site motorized and non-motorized traffic flow/access and the availability of adequate parking and other facilities for motorized and non-motorized (sidewalks, bicycles, and trails) vehicles.

Policy 1.15.3: Review development proposals to ensure convenient and reasonable travel times for emergency and public safety vehicles.

Goal Two: Provide for an environmentally friendly transportation system that reduces vehicle trips and supports non-motorized and alternative energy transportation options that limit the growth of, and ultimately reduce greenhouse gas emissions.

OBJECTIVE 2.1: Work towards reducing the City's total number of vehicle miles traveled (VMT) through an emphasis on creating a more compact development footprint.

Policy 2.1.1: Continue to review and revise the City's zoning regulations to allow more opportunities for mixed use development.

Policy 2.1.2: Continue to review and revise the City's land development regulations to expand the requirements for home occupations to allow for more types of neighborhood friendly live/work businesses.

Policy 2.1.3: Create incentives for developers to build transit friendly developments where commercial buildings are located closer to the street, and a variety of housing types and densities are available to the City's residents.

Policy 2.1.4: Continually explore opportunities to effective measure and track total VMT within the City.

OBJECTIVE 2.2: Plan for the use and expansion of alternative, non-motorized modes of transportation for commuting as well as recreational purposes. Annually work towards increasing the total number of linear feet of non-motorized travel routes within the City.

Policy 2.2.1: Enforce criteria and standards contained in the land development regulations that require the provision of bike facilities to serve developments.

Policy 2.2.2: Require the construction of pedestrian facilities on all streets within all new planned developments, subdivisions, and along all collector or arterial roadways.

Policy 2.2.3: Develop a sidewalk system which links residential neighborhoods to schools, shopping areas, and public service facilities. Give high priority to these facilities when planning for capital improvements to the transportation network.

Policy 2.2.4: Provide separate pedestrian and bicycle facilities in those areas that have or may be anticipated to have significant conflicts between automobile traffic and bicyclists or pedestrians.

Policy 2.2.5: Incorporate consideration of bicycle and pedestrian facilities in all roadway improvements. The City will work with the TPO, FDOT and Polk County in the identification of locations where sidewalks and bicycle lanes should be included on State and County highway improvements within the City. The City will also work with the TPO, FDOT and County to incorporate bicycle and pedestrian features into intersection projects (e.g., pedestrian signals or raised concrete pedestrian refuges) and in resurfacing projects (e.g., addition of four-foot paved shoulders on open-drainage typical sections).

Policy 2.2.6: Coordinate efforts with the TPO and with the FDOT to provide continuous routes for bicycling. The City will work with the TPO in its implementation of the Polk County Trails Master Plan in order to identify multi-use trail opportunities within the City that link with the County and regional trail network.

Policy 2.2.7: Establish funding sources and coordinate with State and local agencies to provide for pedestrian routes along existing transportation corridors, identified by Table 2.2.7, that would connect neighborhoods and commercial areas to multi-use trails.

Table 2.2.7

Corridor	From	To
East and South Lake Howard Dr/ Avenue C, SW	Recker Highway	Chain of Lakes Trail
Eastern shorelines of Lakes Lulu, May, and Shipp	Lake Lulu	Lake May
Havendale Boulevard	21st Street, NW	US Highway 17
Avenue K, SE/SW	Lake May	8th Street, SE
6th Street, NE/Fairfax Dr/7th Street, NE	East Central Avenue	Martin Luther King Blvd
11th Street, NE	Avenue O, NE	Martin Luther King Blvd
17th Street, NW	Lake Howard	Havendale Blvd
Old Lucerne Park Rd	Lucerne Park Rd (west)	Lucerne Loop Rd
Martin Luther King Blvd /Buckeye Loop Rd	11th Street, NE	Dundee Rd
Cypress Gardens Blvd	Helena Rd	US Highway 27
West Lake Ruby Dr	Thompson Nursery Rd	Cypress Gardens Blvd
Overlook Dr/Carl Floyd Rd	Cypress Gardens Blvd	Dundee Rd

Policy 2.2.8: City improvements to those streets listed in Policy 2.2.7 for future pedestrian corridors, including widening or repaving, shall include a means for pedestrian traffic adjacent to these corridors where feasible.



Chain of Lakes Trail

OBJECTIVE 2.3: Implement concepts and fund projects contained in the 2010 Sidewalk, Pedestrian, and Multimodal Infrastructure Access Plan.

Policy 2.3.1: Maintain and periodically update, based on best practices, typical cross sections for use in the construction of multi-modal corridors within the City.

Policy 2.3.2: Continue to include and fund infill sidewalk, crosswalk, and other pedestrian safety projects in the 5-year Schedule of Capital Improvements.

Policy 2.3.3: Seek out grant funding opportunities such as Transportation Enhancement or FRDAP to assist in constructing identified bike or pedestrian facilities. Work towards submitting two project grant applications for each funding cycle.

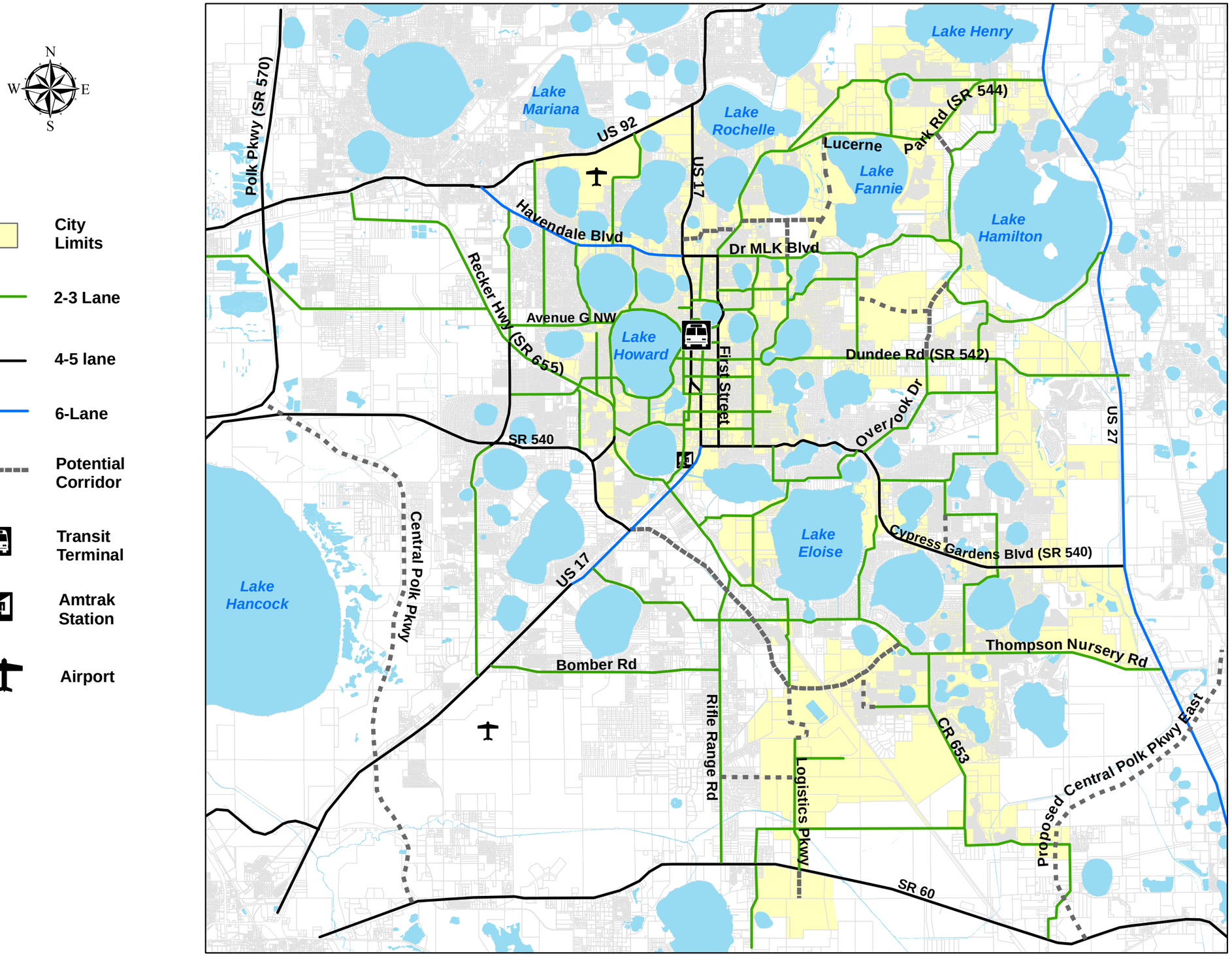
Policy 2.3.4: Actively work to acquire the right-of-way, property, or easements that are necessary to construct projects identified in the *2010 Sidewalk, Pedestrian, and Multimodal Infrastructure Access Plan.*

Policy 2.3.5: Require developers of new or redeveloped properties to provide components identified in the *2010 Sidewalk, Pedestrian, and Multimodal Infrastructure Access Plan* whenever their development activities impact the right-of-way fronting their property.

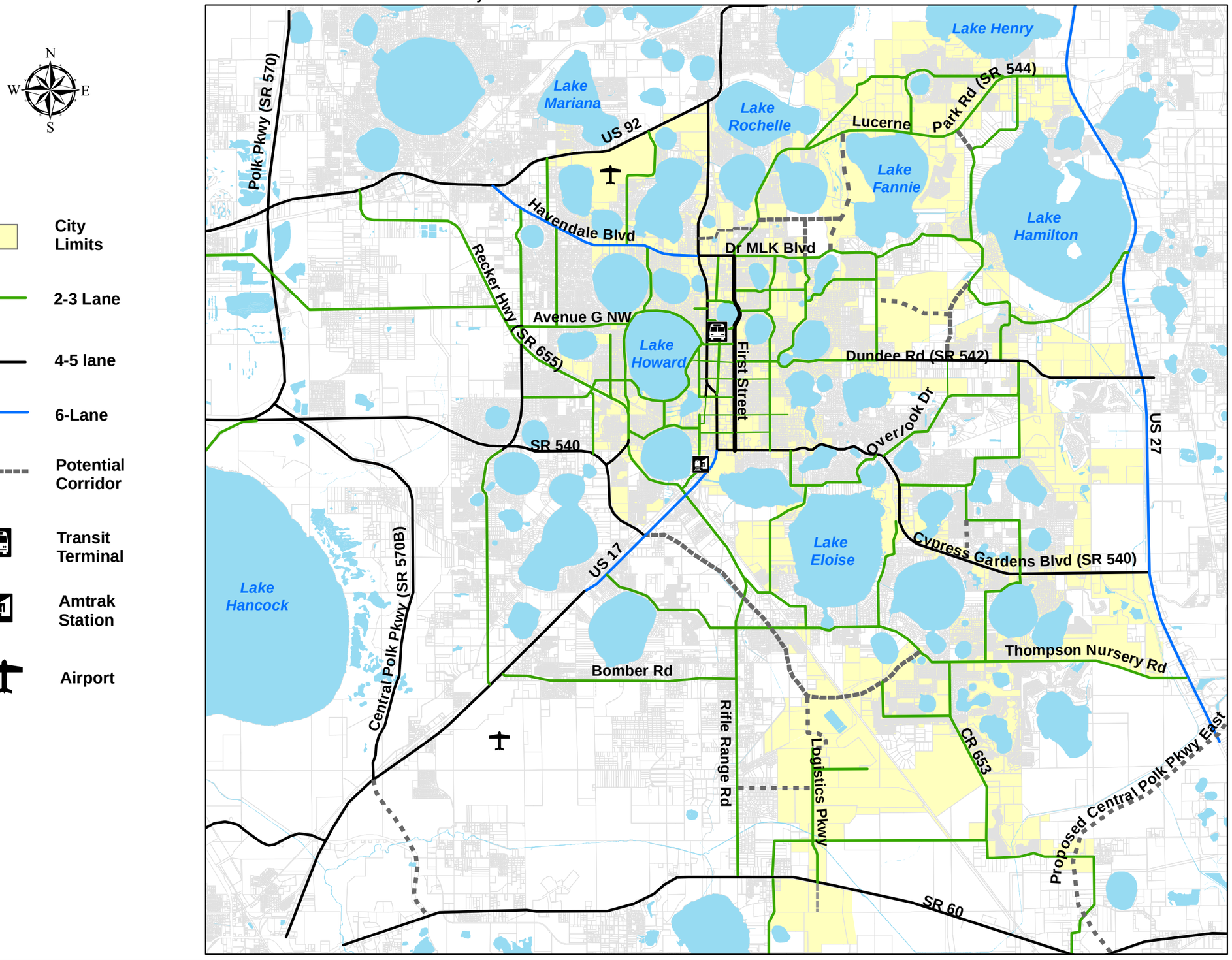
Policy 2.3.6: By 2026, perform an update to the *2010 Sidewalk, Pedestrian, and Multimodal Infrastructure Access Plan*.



Winter Haven Area Roadway Network
Number of Lanes- 2020



Winter Haven Area Roadway Network
Projected Number of Lanes- 2025



Winter Haven Area Roadway Network
Projected Number of Lanes- 2030



City Limits

2-3 Lane

4-5 lane

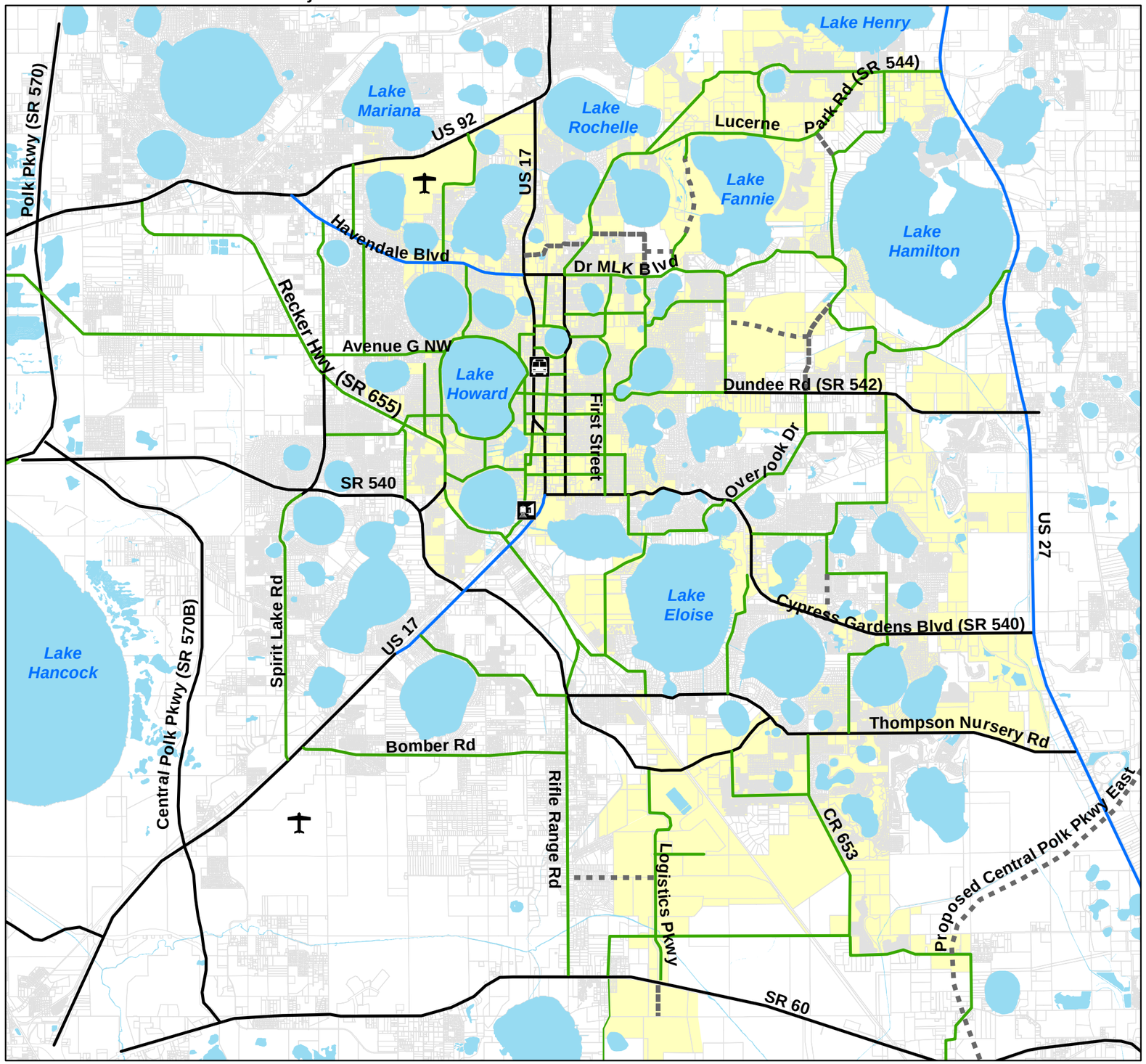
6-Lane

Potential Corridor

Transit Terminal

Amtrak Station

Airport



Winter Haven Area Roadway Network
Projected Number of Lanes- 2035



City Limits

2-3 Lane

4-5 lane

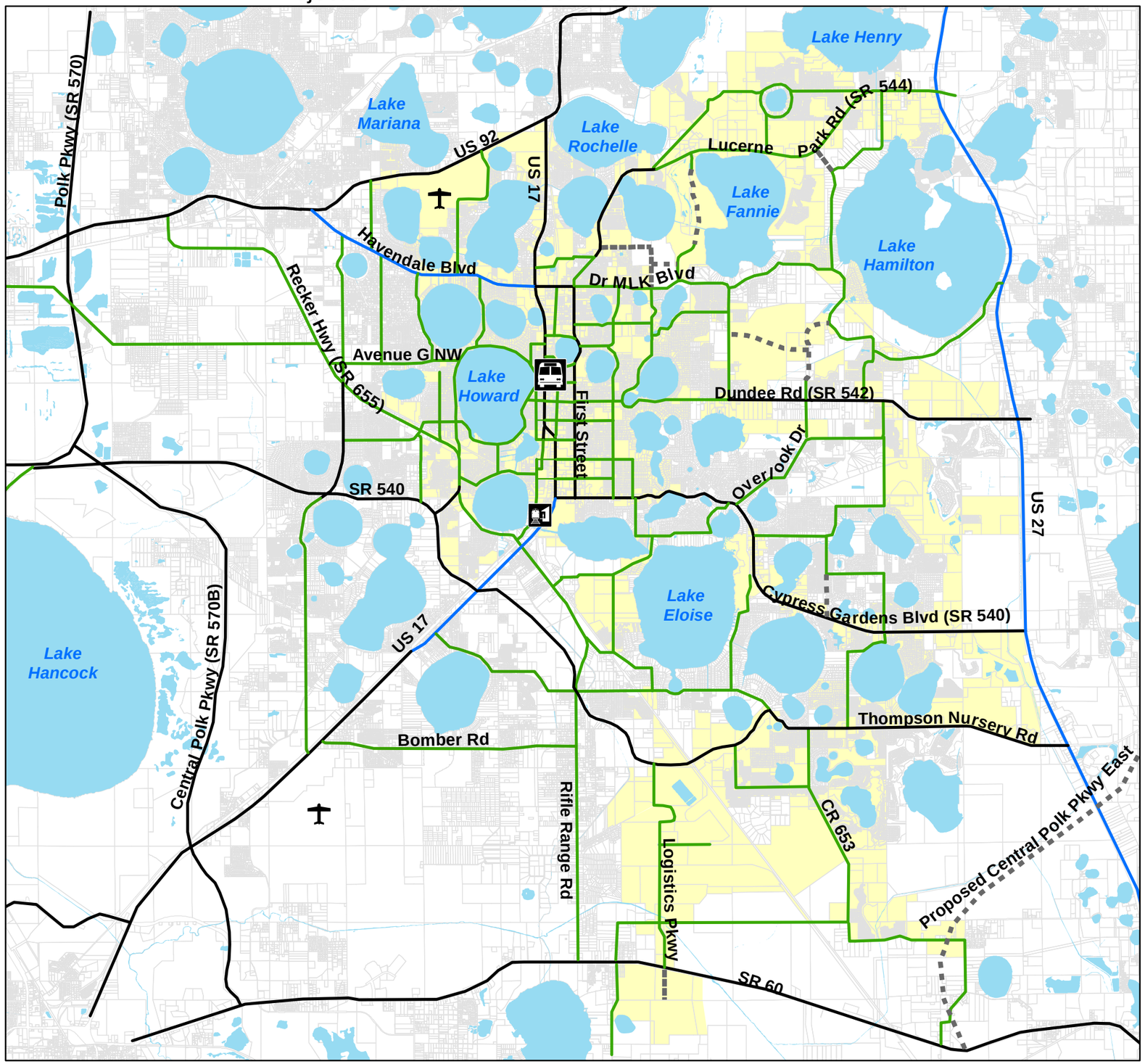
6-Lane

Potential Corridor

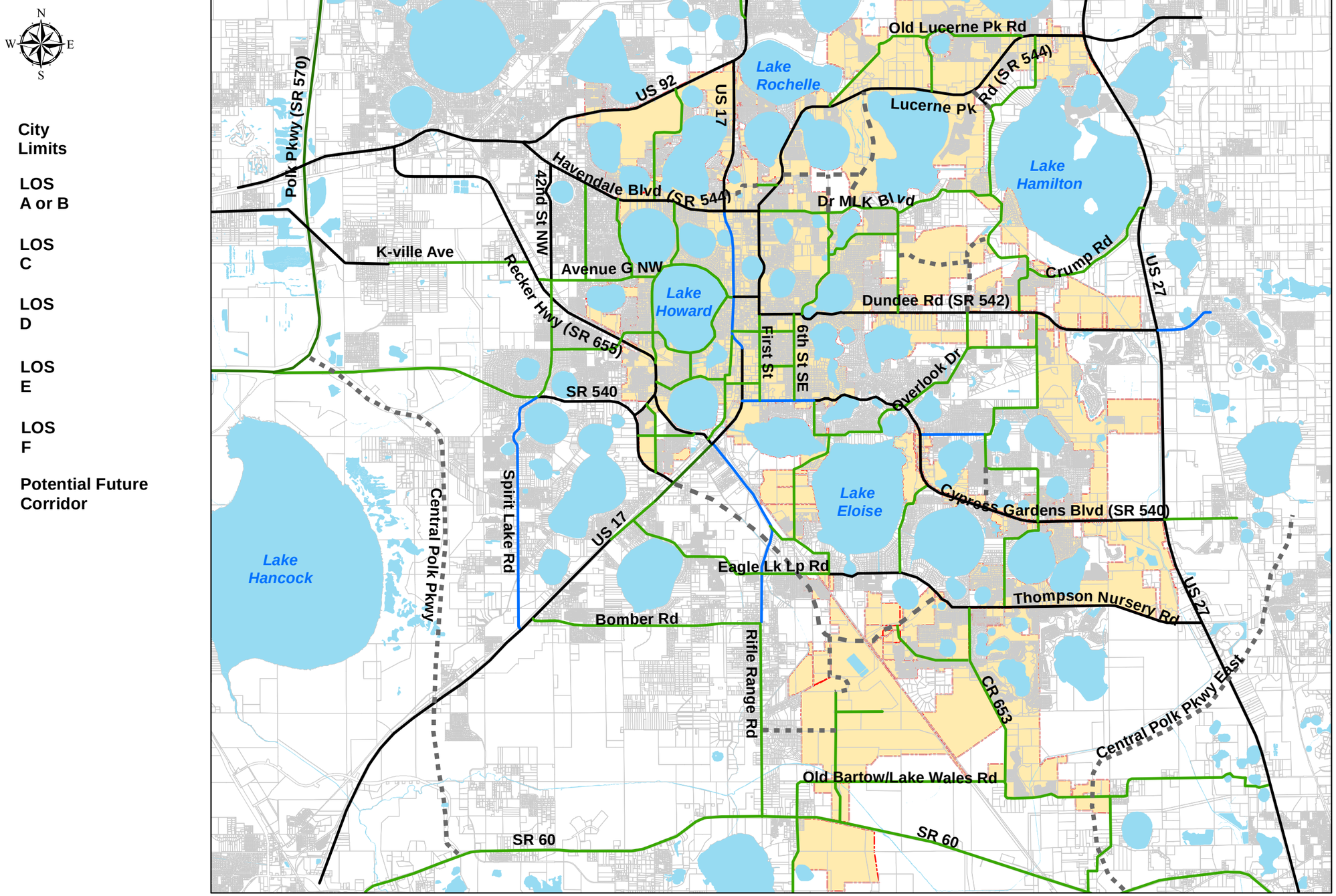
Transit Terminal

Amtrak Station

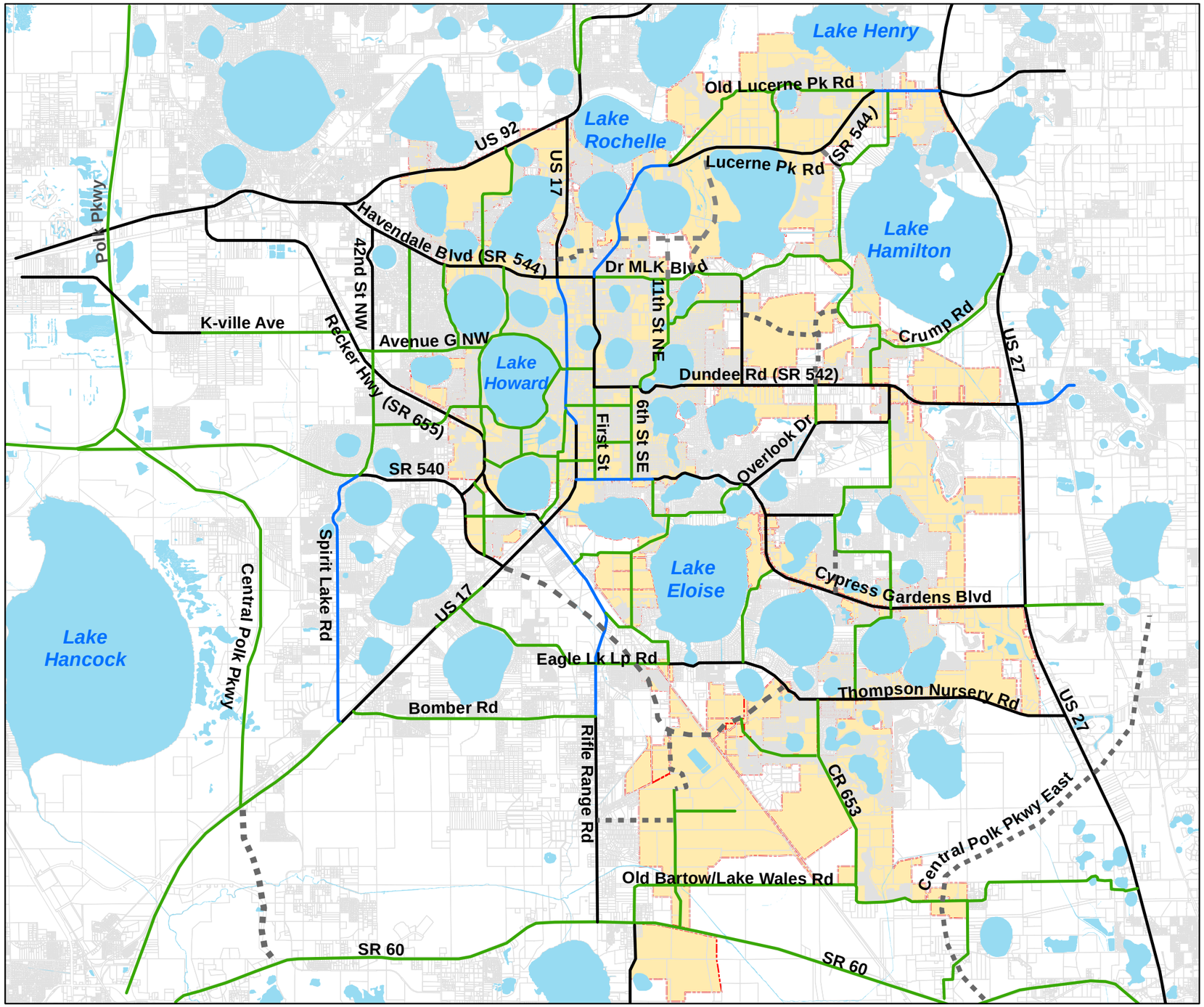
Airport



Winter Haven Area Roadway Network
Level of Service- 2020



Winter Haven Area Roadway Network
Projected Level of Service- 2025

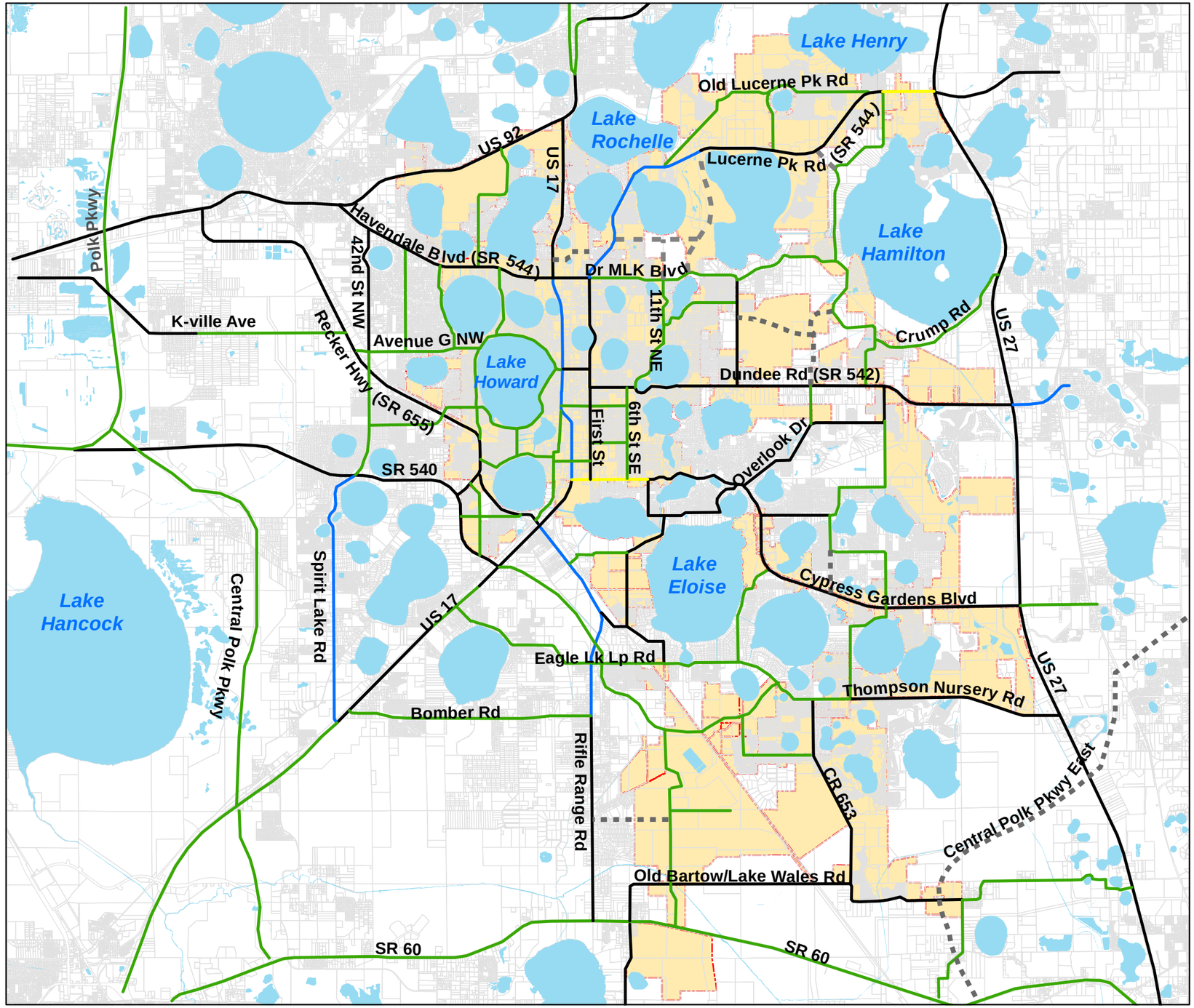


- City Limits
- LOS A or B
- LOS C
- LOS D
- LOS E
- LOS F
- Potential Future Corridor

Winter Haven Area Roadway Network
Projected Level of Service- 2030



- City Limits
- LOS A or B
- LOS C
- LOS D
- LOS E
- LOS F
- Potential Future Corridor



Winter Haven Area Roadway Network
Projected Level of Service- 2035



City Limits

LOS A or B

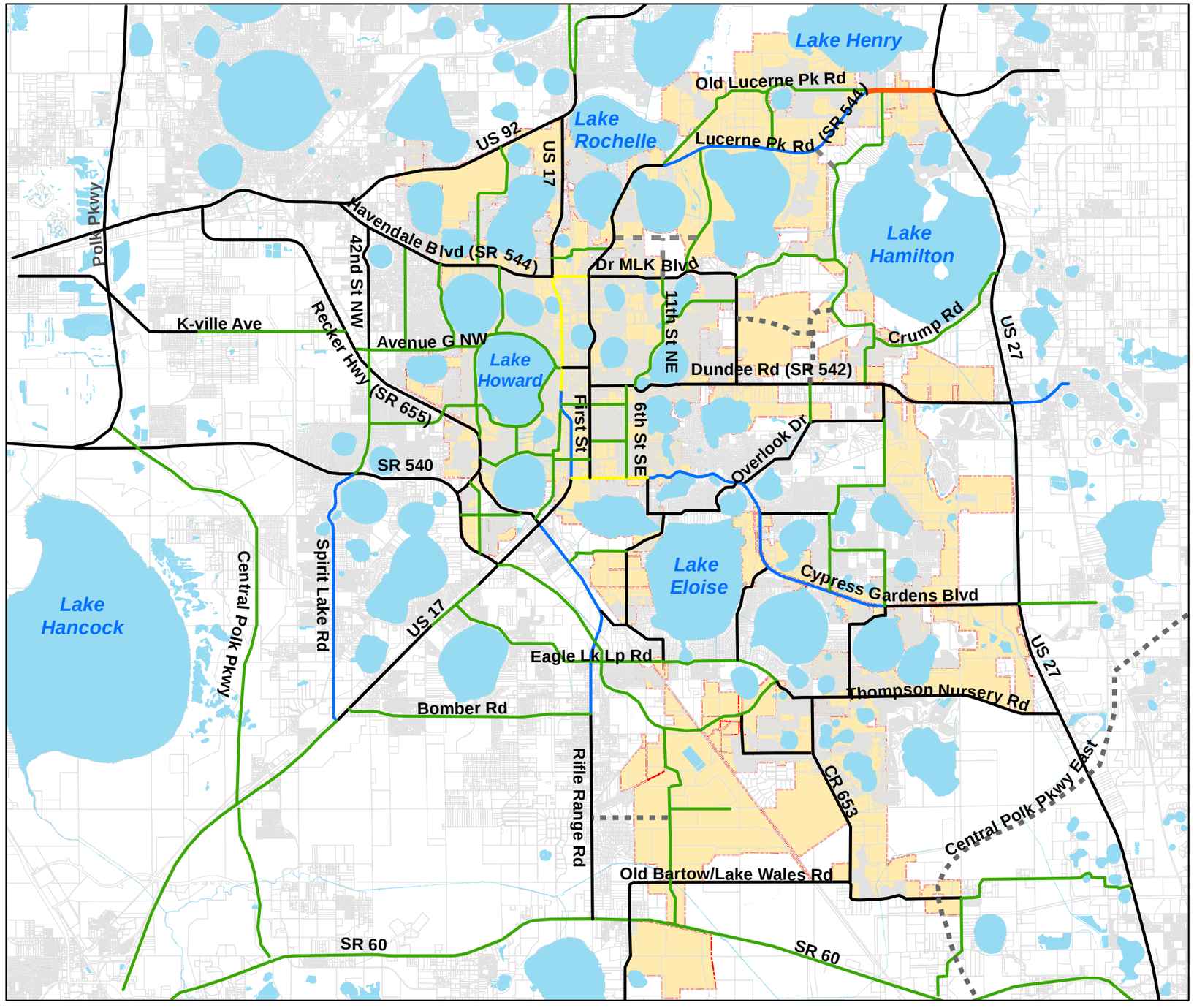
LOS C

LOS D

LOS E

LOS F

Potential Future Corridor



2020 Multi-modal Level of Service Map

N
W E
S

City Limits

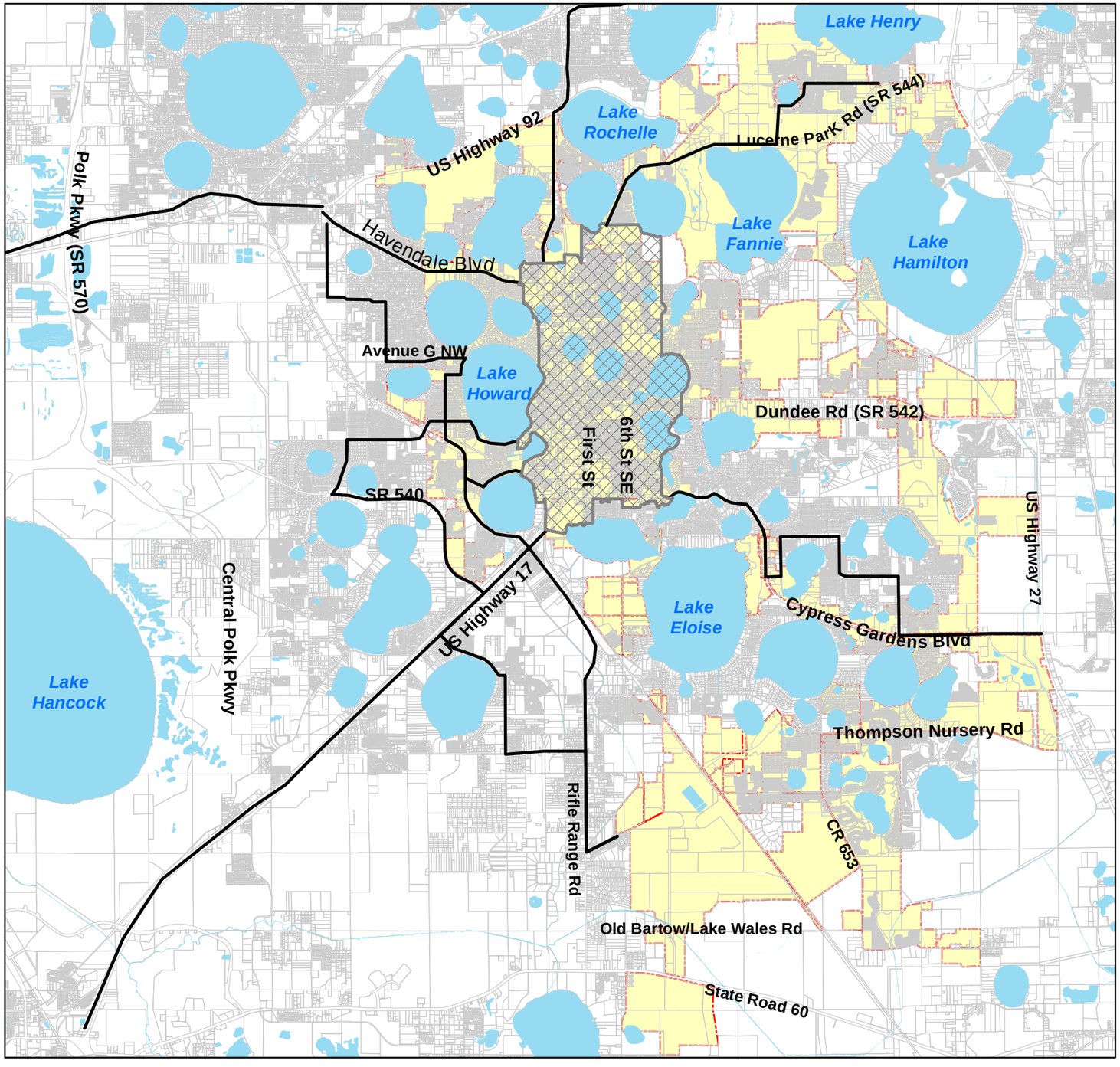
Transportation Concurrency Exception Area

Level of Service Standard

M-1

M-2

M-3



2025 Multi-modal Level of Service Map



City Limits

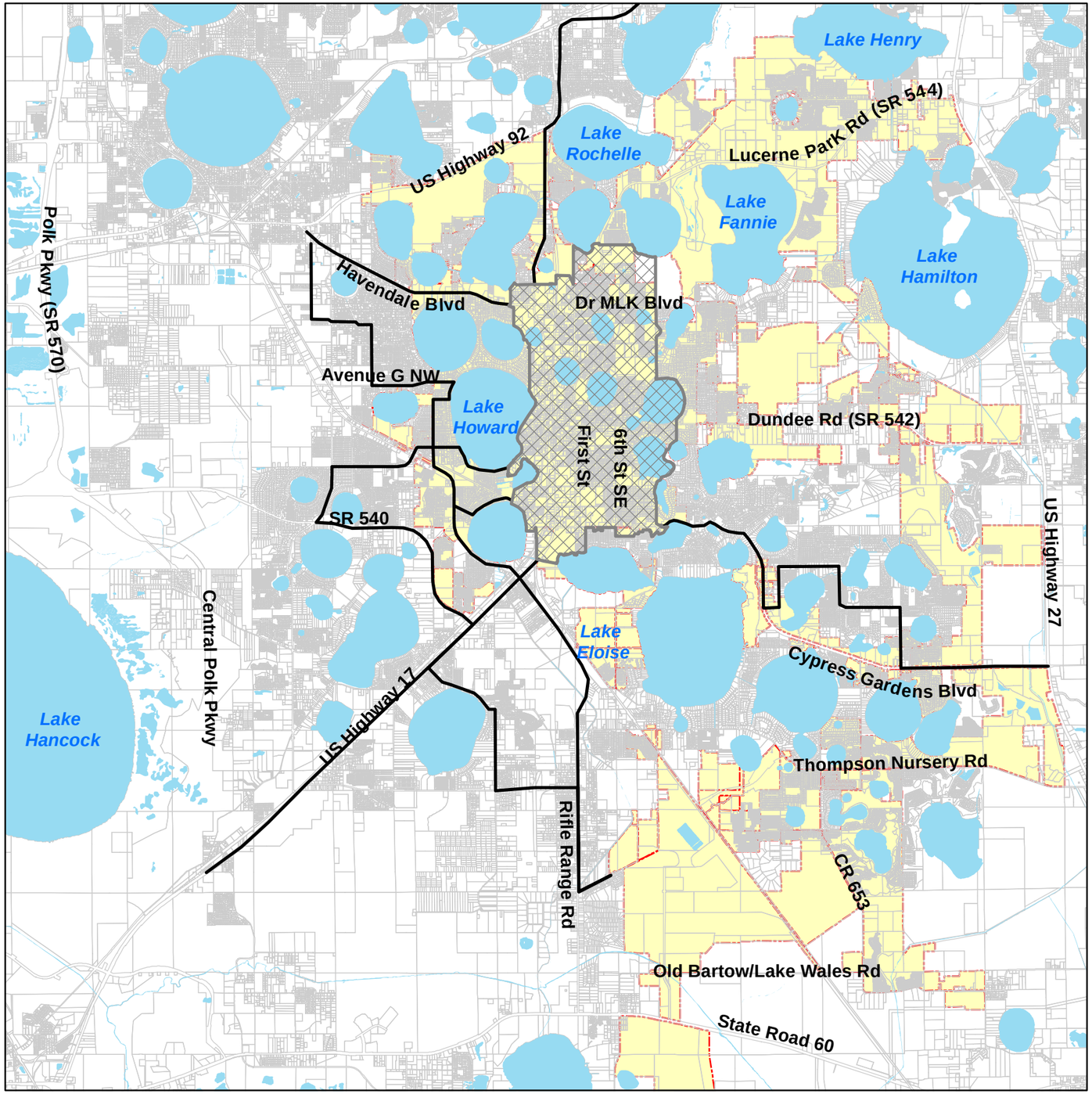
Transportation Concurrency Exception Area

Level of Service Standard

M-1

M-2

M-3



2030 Multi-modal Level of Service Map

N
W E
S

City Limits

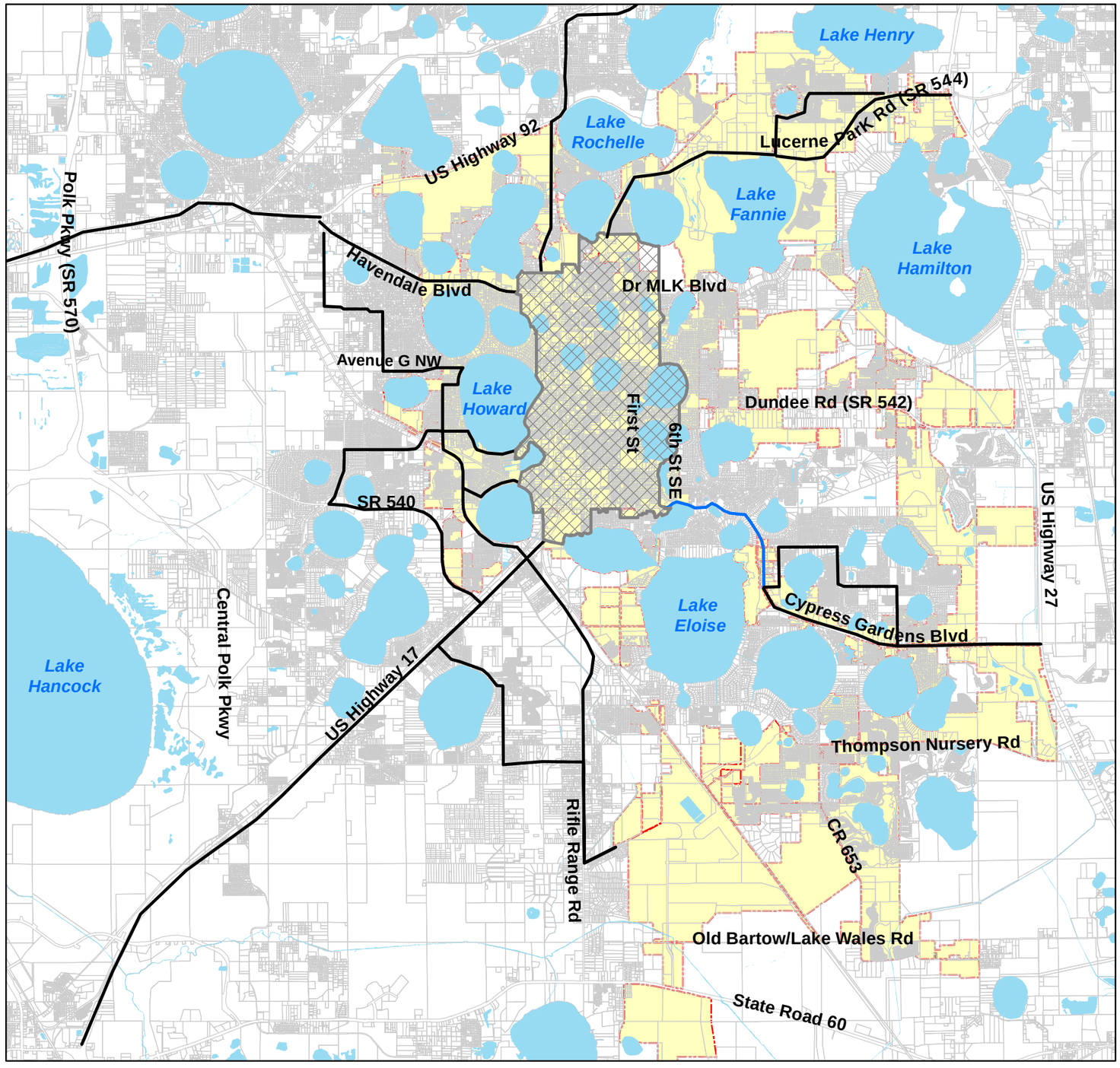
Transportation Concurrency Exception Area

Level of Service Standard

M-1

M-2

M-3



2035 Multi-modal Level of Service Map

N
W E
S

City Limits

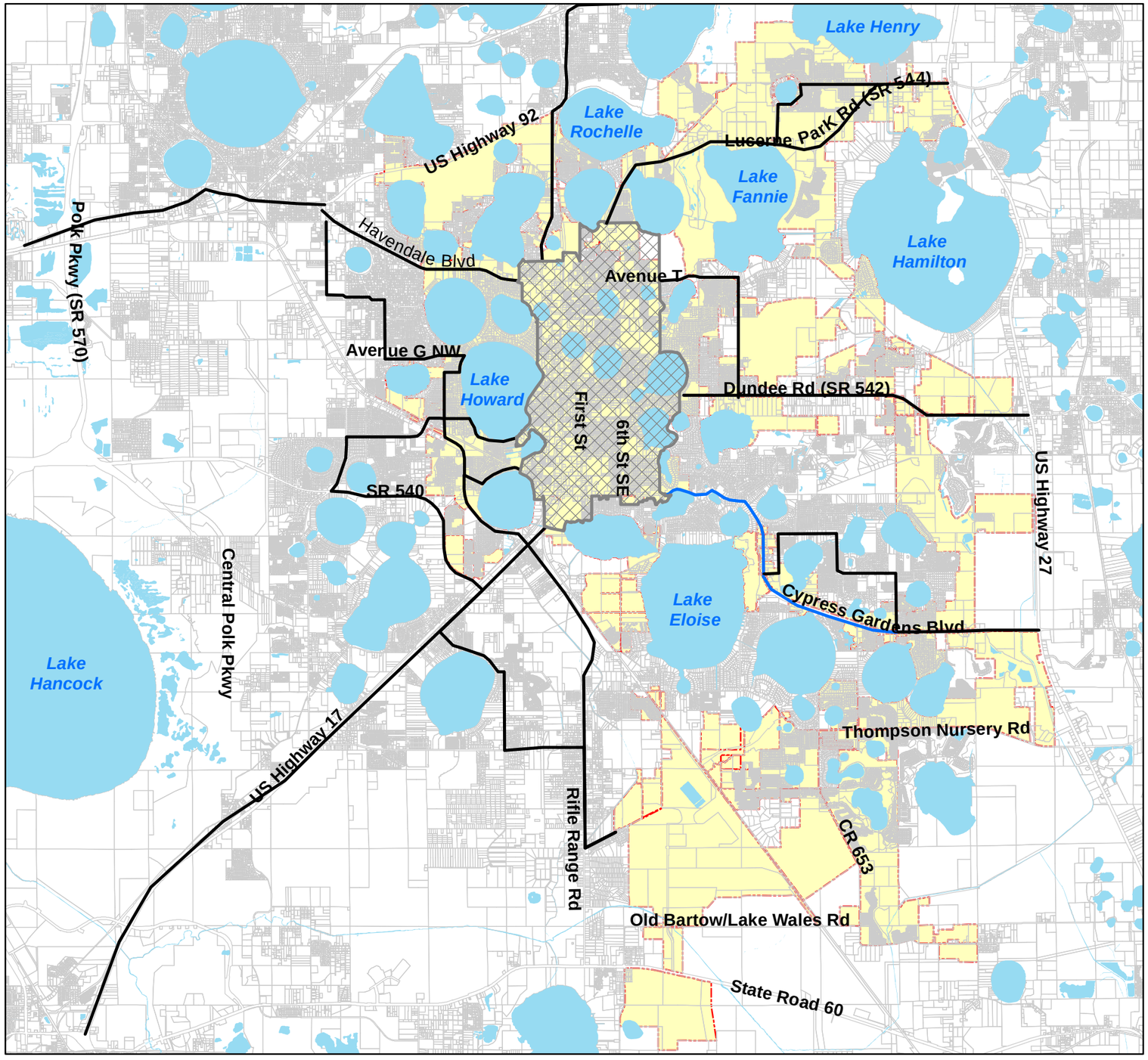
Transportation Concurrency Exception Area

Level of Service Standard

M-1

M-2

M-3



Transit Coverage Area Map

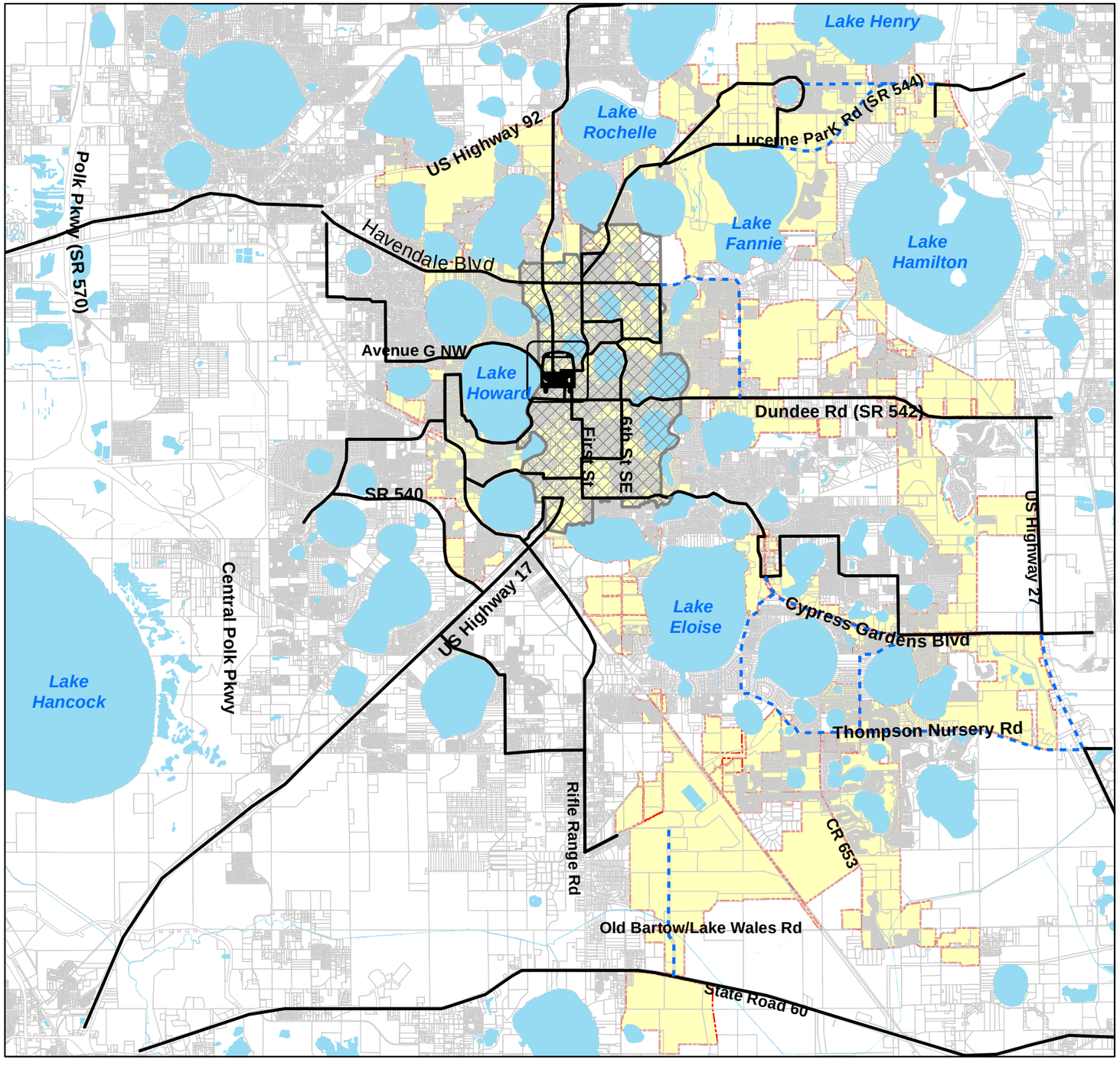


City Limits

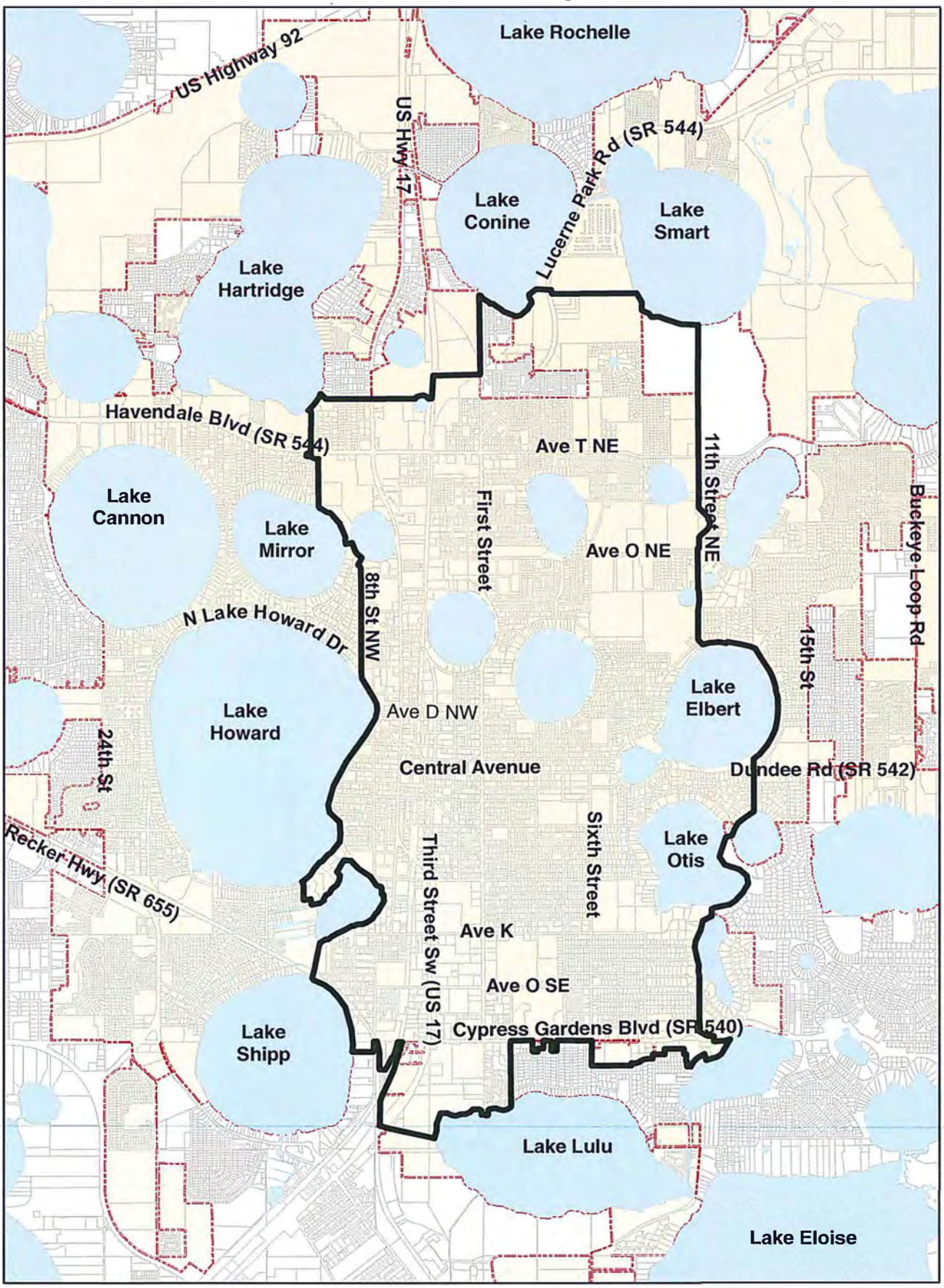
Transportation Concurrency Exception Area

Existing Transit Route

Future Transit Route



Transportation Concurrency Exception Area



City Limits

TCEA Boundary

N
W
E
S

Multi-use Trail 1/3 Mile Coverage Map

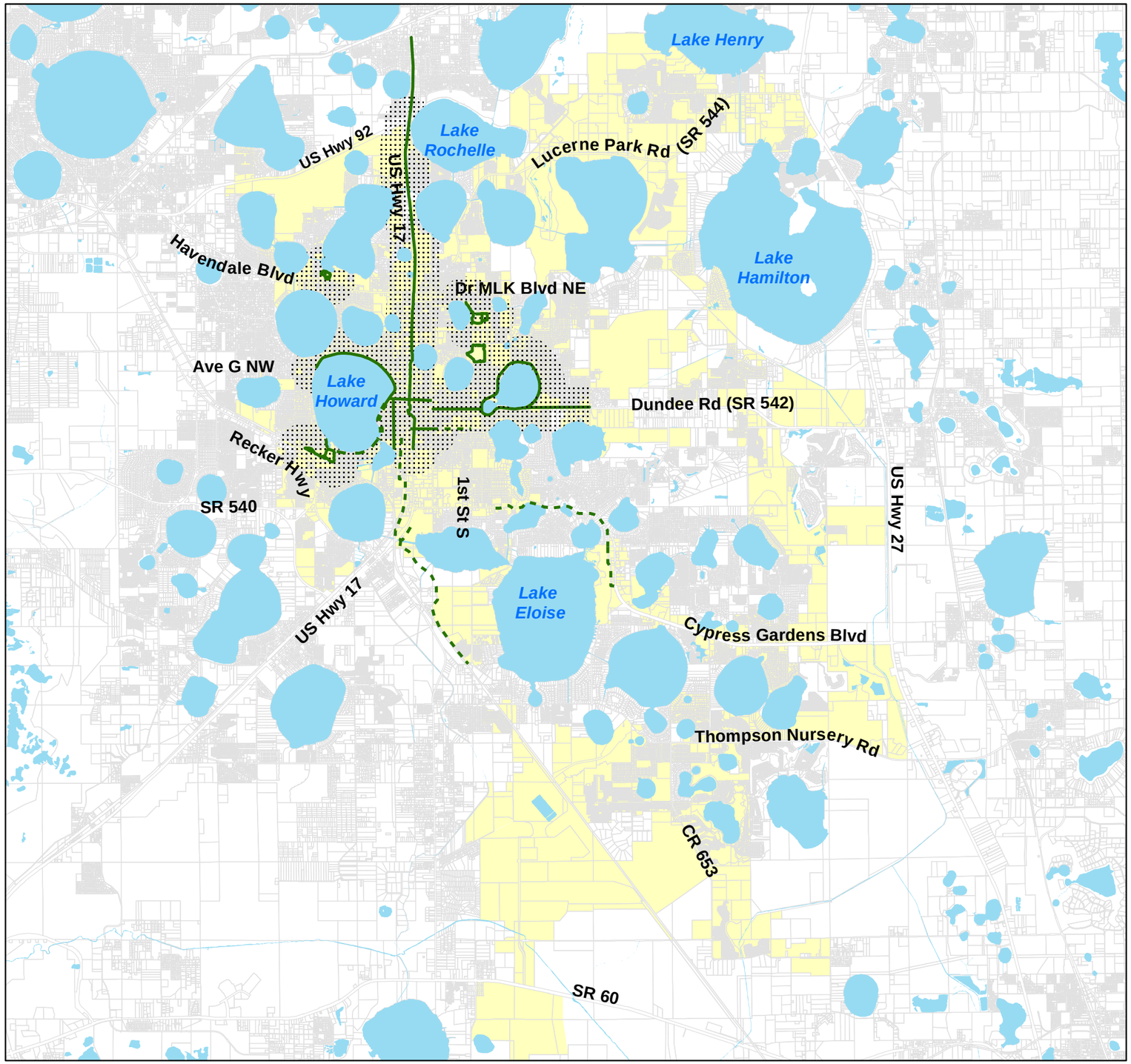


City Limits

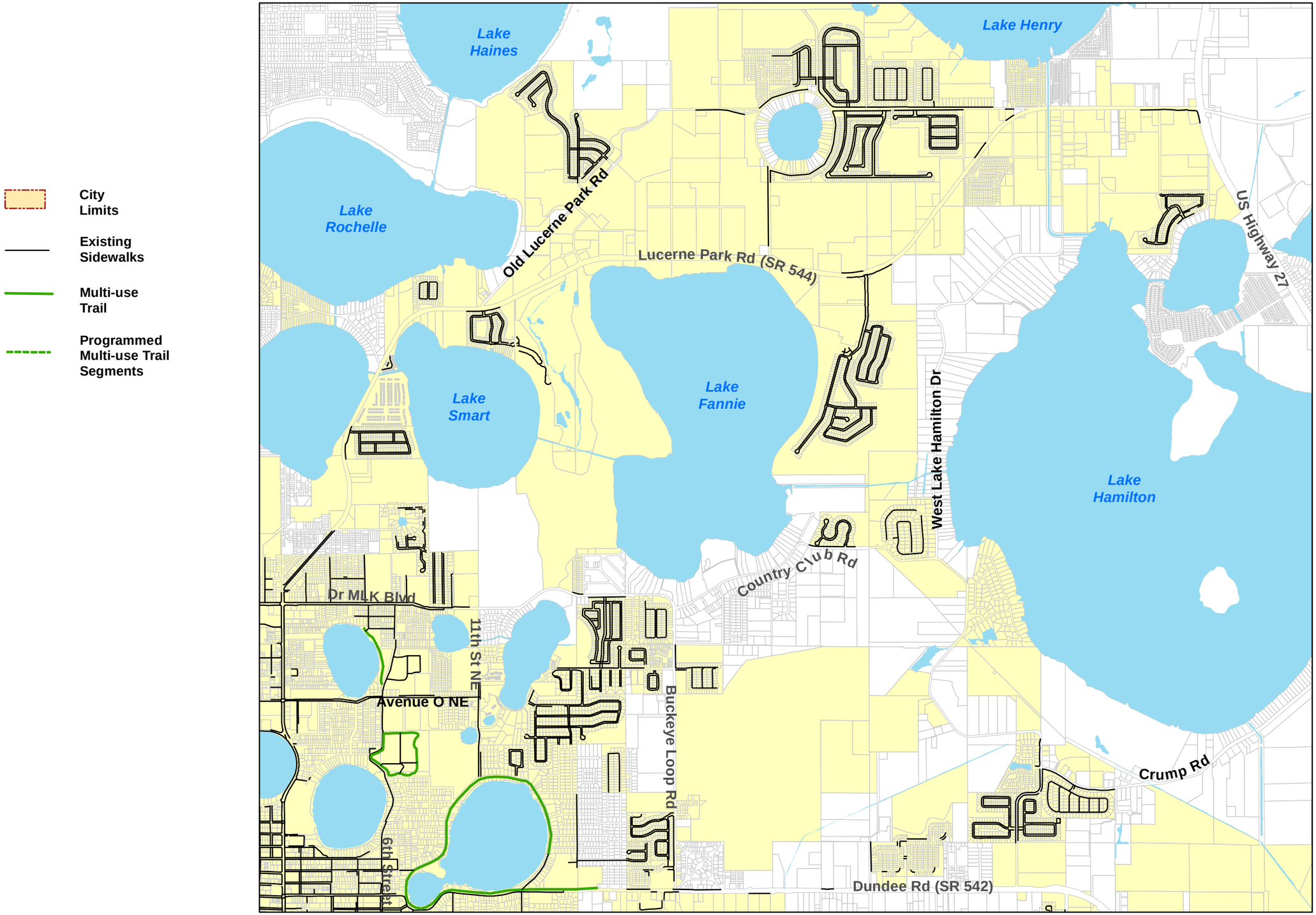
Multi-use Trail

Future
Multi-use Trail

1/3 Mile Coverage Area
from Multi-use Trail



NE Winter Haven Area Pedestrian Network



NW Winter Haven Area Pedestrian Network

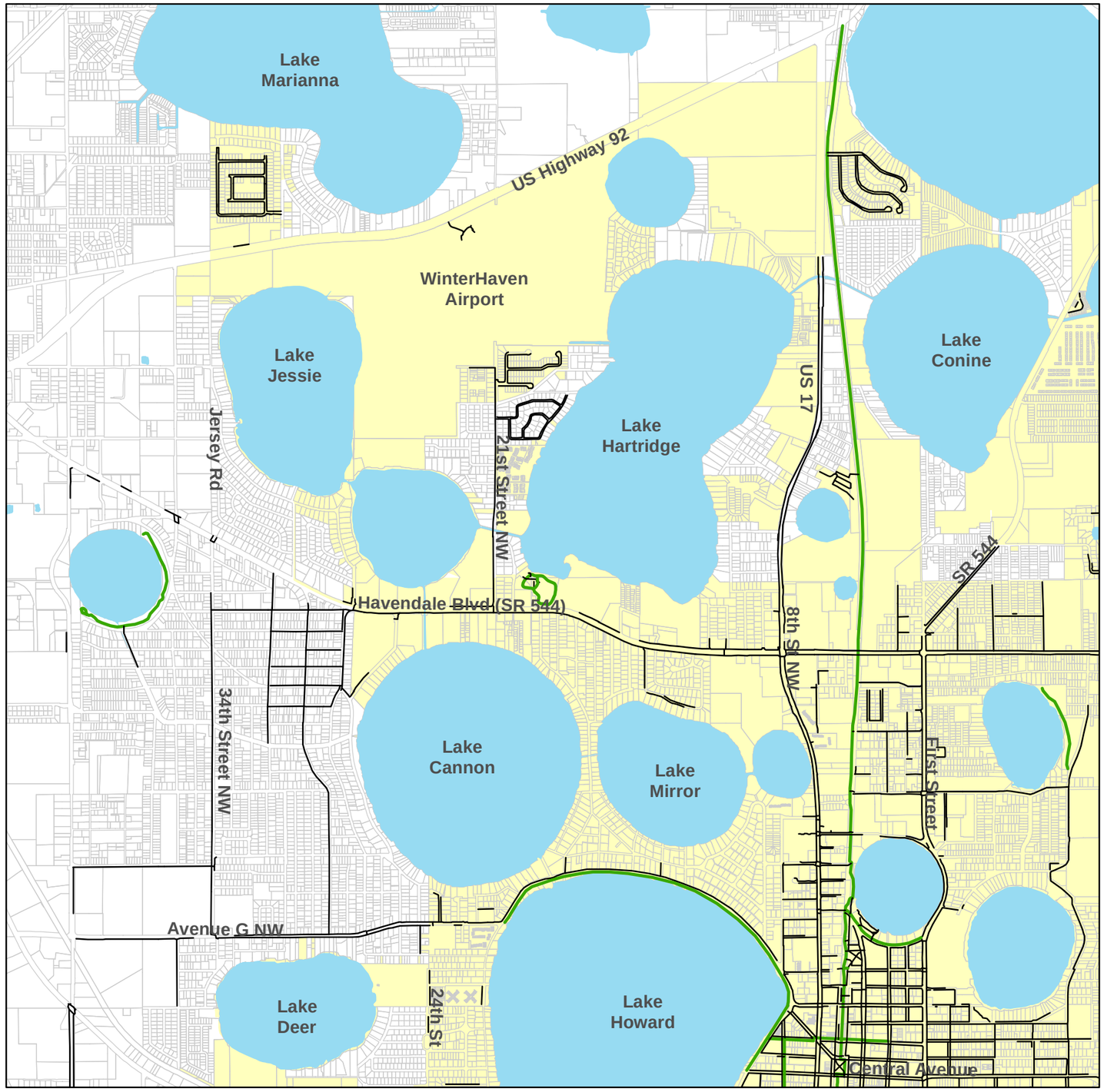
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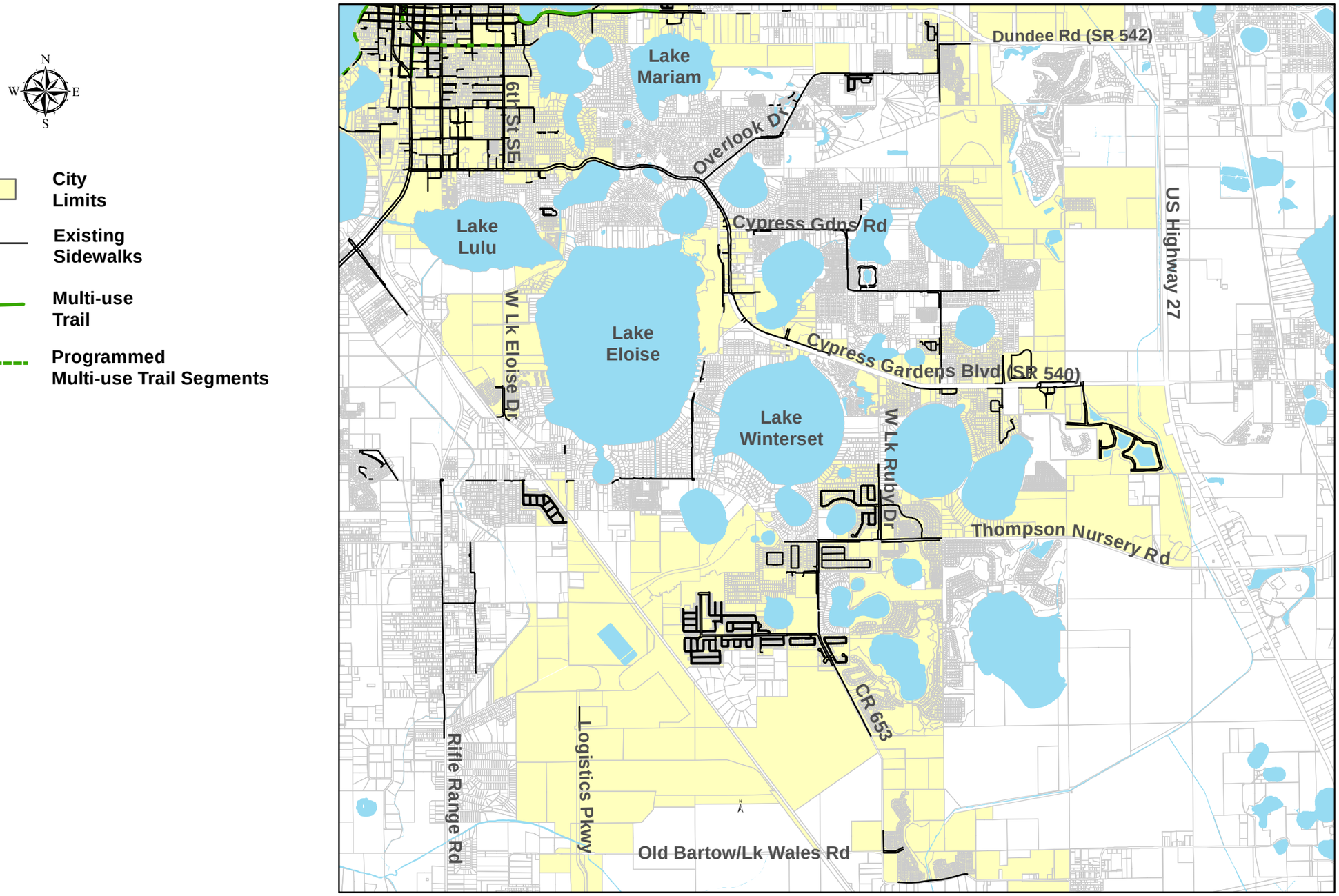
Existing Sidewalks

Multi-use Trail

Programmed Multi-use Trail Segments



SE Winter Haven Area Pedestrian Network



SW Winter Haven Area Pedestrian Network

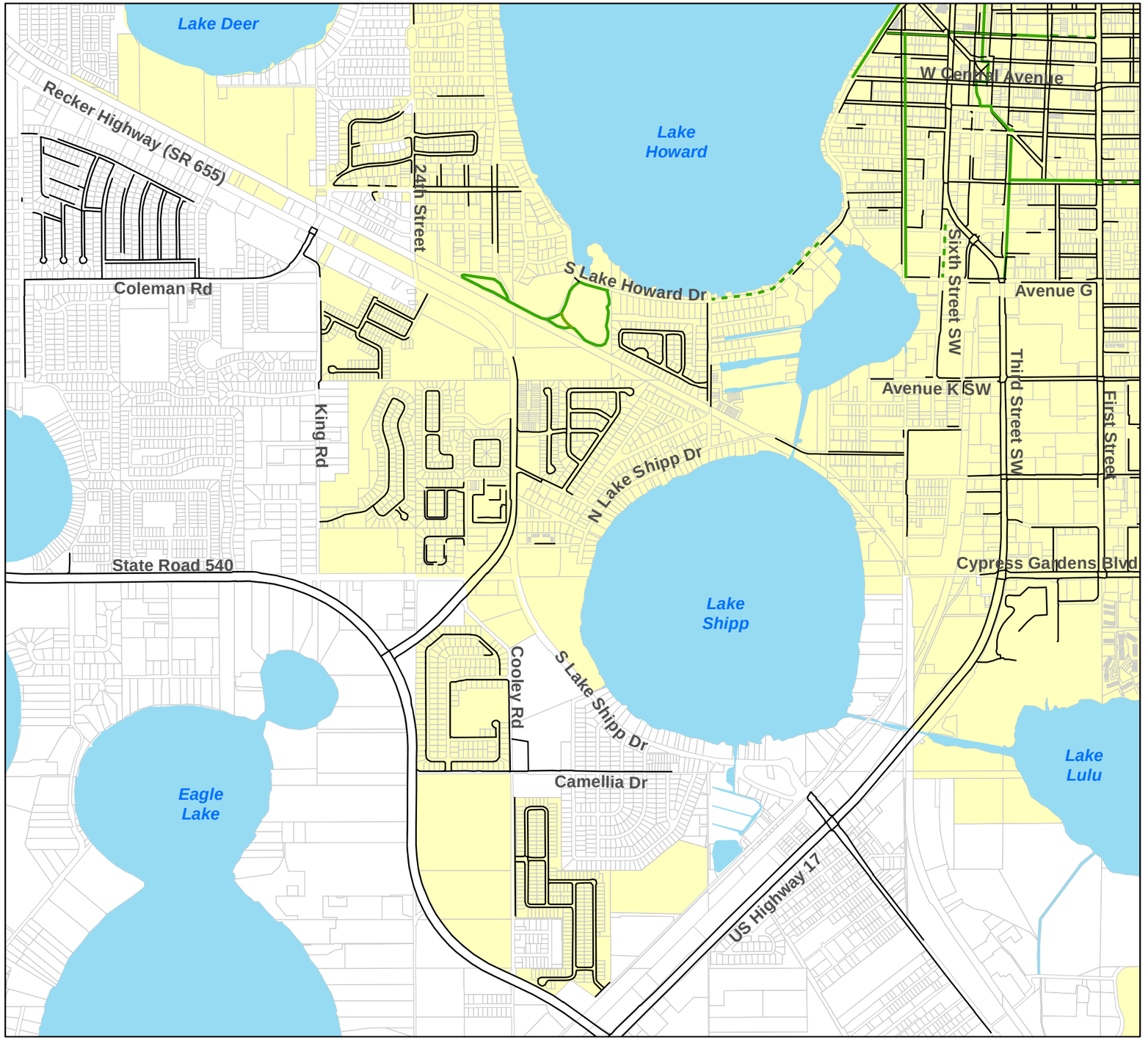


City Limits

Existing Sidewalks

Multi-use Trail

Programmed Multi-use Trail Segments



Winter Haven Area Railroad Facilities



City Limits

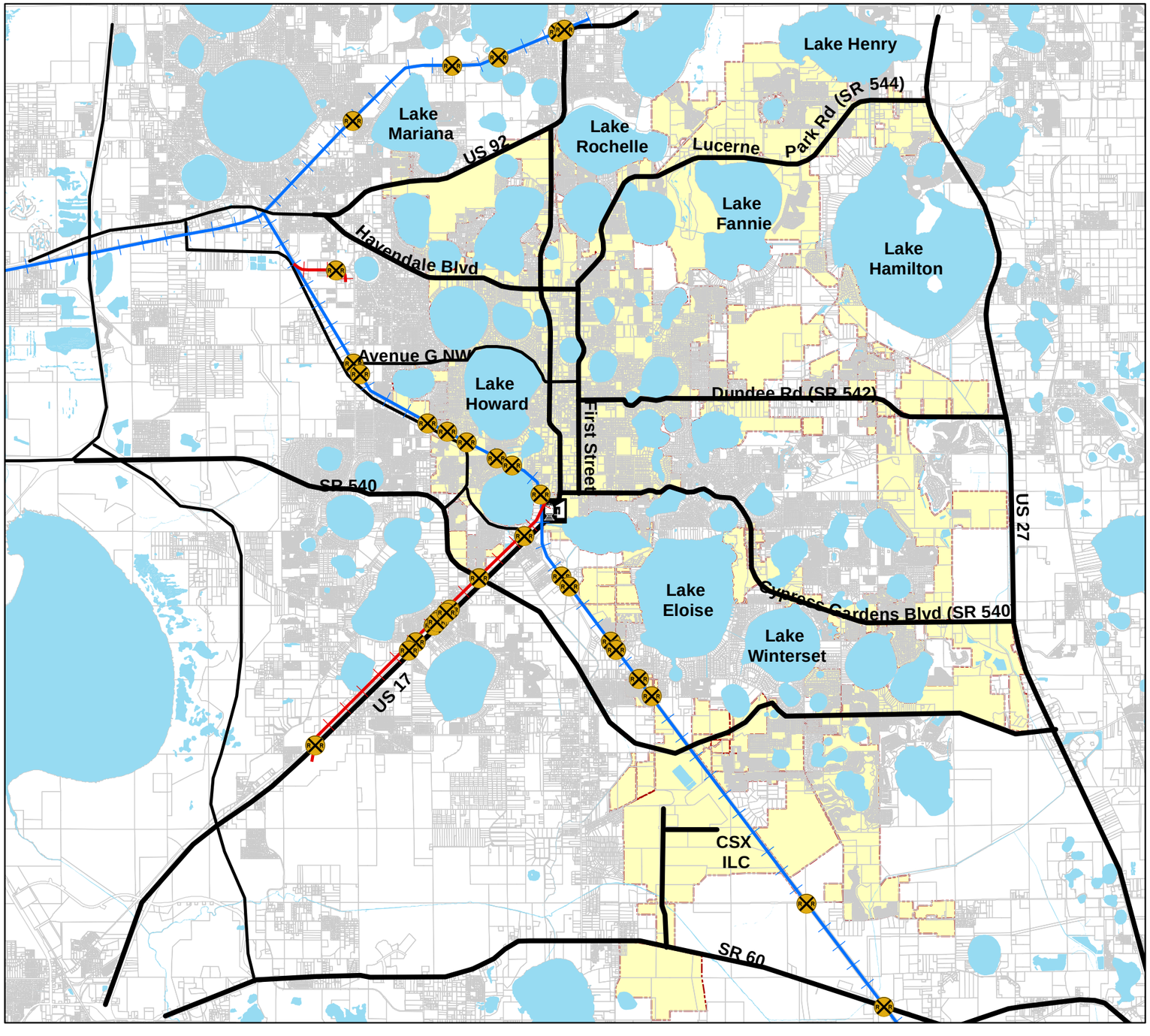
Major Roadway

Railroad Line (Freight & Passenger)

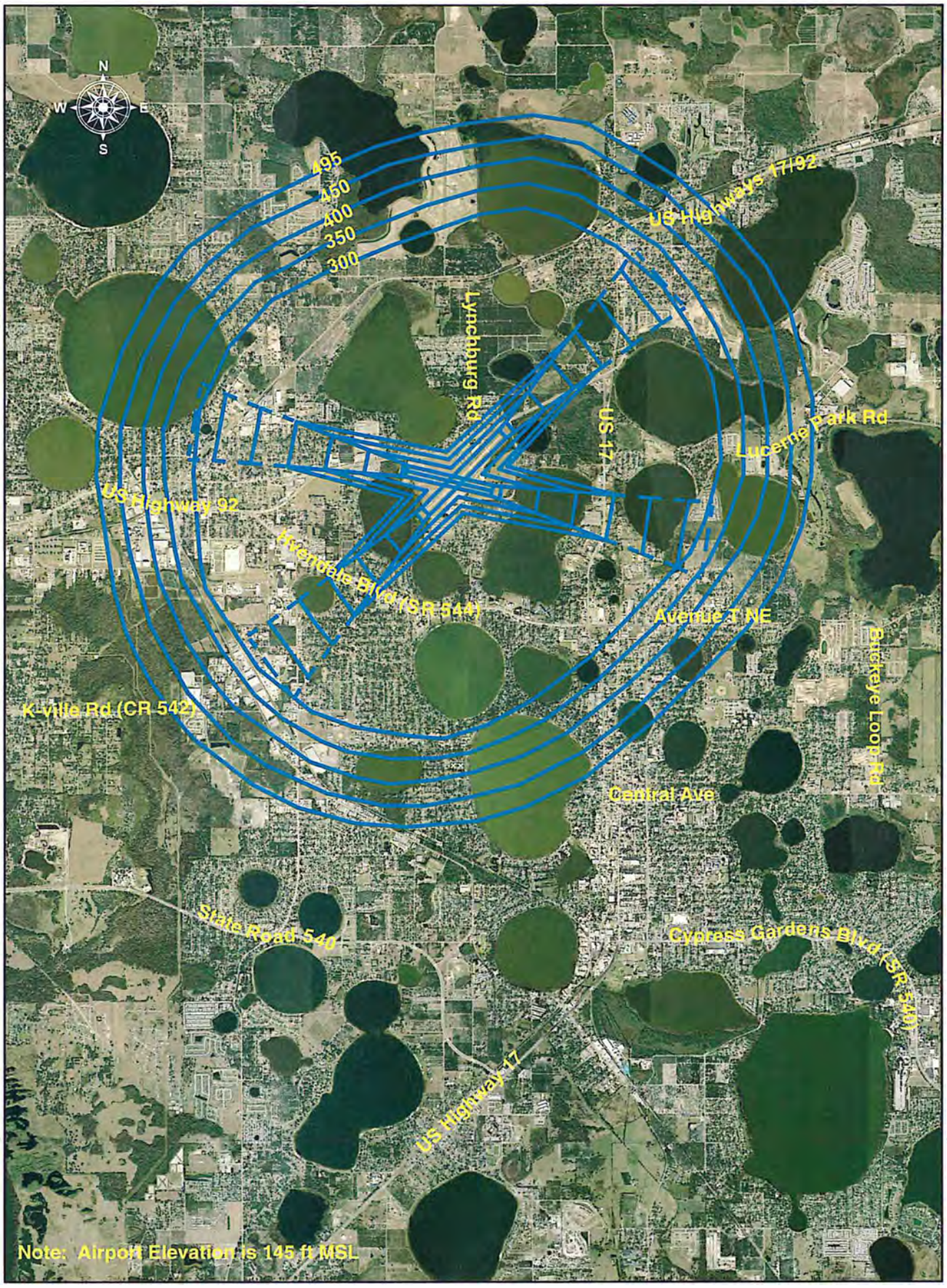
Railroad Line (Freight Only)

Amtrak Station

Major At-Grade Crossing



Winter Haven Airport Airspace



Winter Haven Airport 2023 Noise Contours



Legend

65 DNL | 70 DNL | 75 DNL | Flight Path



Infrastructure Element
Goals, Objectives, and Policies

Adopted August 28, 2023

Introduction

Infrastructure is the support system for all activities within the City. The presence of infrastructure dictates the location and types of land uses that can be accommodated on a property. Likewise, the proper planning of new infrastructure improvements can be a powerful tool in shaping the urban form into a compact and sustainable city environment.

The City of Winter Haven provides water, sanitary sewer, and solid waste collection service to all households and businesses within the city limits. In addition to those served inside the city limits, the City also provides water and sanitary sewer service to a large number of households and businesses outside of the City in a 65-square mile utility service area. In recent years, the City has begun development of a reclaimed water reuse system serving new subdivisions located in the Lucerne Park area as well as several businesses located in the central part of the City.

The Infrastructure Element contains five sub-elements: Potable Water, Water Supply, Sanitary Sewer, Solid Waste, and Drainage and Aquifer Recharge. Each sub-element sets forth guidelines for the development of new infrastructure required to support projected growth as well as improve the overall efficiency of existing infrastructure systems which serve the City. The intent is for specific land development regulations to be used to implement these guidelines. Additionally, the infrastructure sub-elements are also intended to be used as a guiding factor in the assignment of land uses on the Future Land Use Map.



Water Supply Sub-Element

Goals, Objectives, and Policies

Goal One: Ensure the provision of adequate water resources to meet the needs of all residents, visitors, and businesses in Winter Haven.

Objective 1.1: The City shall provide sufficient amounts of safe, high quality water to meet the needs of current and future users through the year 2040.

Policy 1.1.1: The City shall maintain water sources capable of supplying a minimum of 147 gallons per person per day.

Policy 1.1.2: The City's current and future water needs shall be met from a variety of sources including groundwater, reclaimed water, and through conservation of existing water sources.

Policy 1.1.3: Sufficient sources of water shall be in place, or scheduled to be in place, to serve new development prior to the approval of development plans.

Policy 1.1.4: Population projections shall be periodically evaluated to verify whether actual growth has followed projected growth. When necessary, population projections shall be adjusted to reflect observed conditions.

Policy 1.1.5: Continually monitor water consumption trends to ensure the most efficient use of existing water sources and the timely development of new water sources.

Policy 1.1.6: The City shall maintain a Water Supply Facility Work Plan, which shall be consistent with the Southwest Florida Water Management District's (SWFWMD) Regional Water Supply Plan. The Water Supply Facility Work Plan shall be updated within 18 months of SWFWMD's approval of the updated Regional Water Supply Plan.

Objective 1.2: The City shall take direct actions to conserve existing potable water resources.

Policy 1.2.1: Enforce Building Code Regulations requiring the use of water conservation fixtures in all new development.

Policy 1.2.2: Periodically undertake a systematic calibration of all major water meters as necessary to eliminate unaccounted water.

Policy 1.2.3 Continue a water meter replacement program to replace low registering water meters in use throughout the utility service area.

Policy 1.2.4: Continue to implement the water conservation plan approved by the Southwest Florida Water Management District (SWFWMD).

Policy 1.2.5: Coordinate with SWFWMD to enforce water restrictions. Coordinate with Polk County for enforcement of water restrictions in the unincorporated portions of the utility service area.

Policy 1.2.6: Periodically evaluate water rate structures to ensure that rates encourage conservation of potable water resources.

Policy 1.2.7: To reduce the amount of unaccounted water, periodically evaluate and test the potable water distribution system for leaks.

Policy 1.2.8: Hold public education workshops, at a minimum twice yearly, to educate residents on methods to conserve water.

Policy 1.2.9: As funding permits, provide free water conservation kits to residents and businesses.

Policy 1.2.10: To further conserve water resources, implement a policy to fund projects to loop water mains in areas with water quality issues for the purpose of reducing the need to flush out the system.

Objective 1.3: The City shall identify and develop alternatives to traditional groundwater sources for the City's water needs.

Policy 1.3.1: Require agricultural wells to be abandoned and capped/plugged upon conversion to urban development. Upon satisfaction of SWFWMD regulatory requirements, allow transfer of the Water Use Permit to the City.

Policy 1.3.2: Continue to expand and require connection to reclaimed water systems with the goal of providing up to 1.0 million gallons daily to users by 2030, and 2.0 million gallons by 2040.

Policy 1.3.3: Seek out and apply for grants to expand the reclaimed water reuse system into older neighborhoods.

Policy 1.3.4: Study the feasibility of using surface water sources as secondary, back-up water supplies.

Policy 1.3.5: Study the feasibility of utilizing lower quality groundwater from the Lower Floridian Aquifer to supplement non-domestic water needs.

Policy 1.3.6: Coordinate with the Polk Regional Water Cooperative to further study and develop the Peace Creek Integrated Water Supply Plan as a potential alternative water supply source, either directly or indirectly, through aquifer recharge, wetland restoration, minimum lake level maintenance, and minimum Peace River flows. By improving the

overall hydrology of the area, additional withdrawals from traditional groundwater sources may be possible.

Objective 1.4: The City shall work with surrounding governments and SWFWMD to explore the development of regional water supply systems in order to meet future potable water needs.

Policy 1.4.1: The 2020 *SWFWMD Regional Water Supply Plan* is hereby adopted by reference.

Policy 1.4.2: Continue involvement with the Heartland Water Alliance (HWA).

Policy 1.4.3: Maintain inter-local agreements with surrounding public utility systems to inter-connect water systems for use in emergencies or times of extraordinary water demand.

Policy 1.4.4: Continue to be an active partner with the Polk Regional Water Cooperative by participating in water supply studies and development projects which increase the quantity and diversity of the City's water supply sources.

Goal Two: Work towards reducing the amount of potable water used for irrigation and other non-domestic uses within the City.

Objective 2.1: By 2035, the City shall work towards reducing the amount of potable water used for irrigation by a minimum of ten percent (10%) as compared to 2020 usage levels.

Policy 2.1.1: To reduce public demand for potable water, the City shall require the reuse of reclaimed wastewater within its utility service area.

Policy 2.1.2: The City shall continue to enforce Land Development Regulations (LDRs) requiring all development within its utility service area to connect to the City's reclaimed water system and/or install dry lines and connect to the City's potable water system until such time as reuse is available to the development.

Policy 2.1.3: When available, utilize reclaimed wastewater for irrigation of all public grounds and landscaped highway medians within the City.

Policy 2.1.4: The City shall develop and implement Land Development Regulations (LDRs) requiring the use of Florida friendly landscaping for all new developments and redevelopment requiring site plan approval.

Policy 2.1.5: When possible discourage homeowners associations from enacting deed restrictions precluding the use of Florida friendly landscaping by homeowners.

Policy 2.1.6: To prevent cross contamination of potable water supplies, require all private irrigation wells to be permitted by the Building Division.

Objective 2.2: The City shall work with large commercial and industrial water users to evaluate their water needs and sources.

Policy 2.2.1: Require high use commercial and industrial water users to prepare water conservation plans.

Policy 2.2.2: Periodically offer water efficiency audits to all water users within the City.

Goal Three: Reduce the impact of water usage on natural systems including area lakes, rivers, wetlands, and ground water systems.

Objective 3.1: Reduce, to the greatest extent possible, the effects of groundwater withdrawals on natural systems.

Policy 3.1.1: Periodically study area lakes to determine whether groundwater withdrawals are resulting in abnormal fluctuations in historic or established desirable lake levels.

Policy 3.1.2: When locating new public water supply wells, ensure that the well's cone of influence will not adversely affect any lake or major wetland system.

Policy 3.1.3: Periodically study existing well sites to determine the feasibility of decommissioning wells negatively impacting adjacent lakes or major wetland systems.

Policy 3.1.4: When developing new water sources, take into account ~~the~~ recommendations contained in any sustainable water resource plans adopted by the City.



POTABLE WATER SUB-ELEMENT

Goals, Objectives, and Policies

GOAL ONE: Ensure that safe and adequate supply of public potable water is available to meet the needs of the City's potable water customers.

Objective 1.1: Establish and maintain level of service standards for the provision of potable water to the City's residents and utility customers.

Policy 1.1.1: Continue to work to reduce per capita consumption of potable water resources within the City. Average per capita daily consumption Level of Service shall be as follows:

Year	Current	By 2025	By 2030	By 2035
Potable Water LOS (gallons/person/day)	115.0 gallons	110.0 gallons	105.0 gallons	100.0 gallons

Policy 1.1.2: Water system capacity design Level of Service is 350 gallons per day per housing unit for the purpose of establishing the basis for impact fees for all new development.

Policy 1.1.3: Water distribution mains shall be a minimum of eight (8) inches in diameter. A branch serving a fire hydrant shall be a minimum of six (6) inches in diameter.

Policy 1.1.4: For increased system-wide reliability, all water distribution systems shall be looped.

Policy 1.1.5: Minimum fire flows per fire hydrant shall be as follows:

Use of Land	Minimum Fire Flows (gallons per minute)
Single-family	500
Multi-family less than 6 units/acre	500
Multi-family 6.0 or more units/acre	1,500
Commercial	1,500
Industrial	1,500
Institutional	1,500

Objective 1.2: The City shall ensure sufficient water treatment plant and storage capacity to meet future demands prior to, or concurrent with, the impacts of development.

Policy 1.2.1: Maintain the City's Water Use Permit for the withdrawal of groundwater from the aquifer. Ensure that the permit allows for the withdrawal of adequate quantities of water to meet projected population growth through 2035.

Policy 1.2.2: Update and expand the City's water treatment plants and water storage facilities, as needed, to maintain the adopted water system level of service standards. Projects that are required to maintain adopted level of service standards, shall be planned for, and included, in the 5-year Schedule of Capital Improvements.

Policy 1.2.3: Coordinate the siting of new water treatment plants and wells with the adopted Future Land Use Map to ensure land use compatibility, environmental sensitivity, wellhead protection, and overall efficiency of the system.

Policy 1.2.4: Annually monitor water produced by the City's water treatment plants for compliance with standards contained in the Florida Safe Drinking Water Act (F.S. 403.850).

Policy 1.2.5: Continue to prioritize improvements to the potable water system based on the findings and recommendations of the most recently adopted *Winter Haven Utility Master Plan*. Periodically review, and update as necessary, the *Master Plan* to ensure it continues to reflect the needs of the City and the water system.

Objective 1.3: The City shall extend potable water service throughout the City Limits and Utility Service Area, in a manner that enhances a compact urban growth pattern.

Policy 1.3.1: All new development in the Winter Haven Utility Service Area.

Policy 1.3.2: Coordinate the extension of water lines and other facilities to meet future demand, prior to, or concurrent with the impact of development.

Policy 1.3.3: Require all new development to construct and dedicate public water distribution facilities to the City.

Policy 1.3.4: Water service shall be extended at the same time as sewer service is extended, if public water is not already provided.

Policy 1.3.5: Undertake a continuous fire hydrant installation and maintenance program throughout the planning period.

Policy 1.3.6: Enter into an inter-local agreement with Polk County to coordinate all new development proposals in, or adjacent to, the Winter Haven Utility Service Area. Require the exchange of detailed information on each development proposal between Polk County's Planning and Utility Departments, and the City's Economic Opportunity & Community Investment and Water Departments; in order to prevent development of private, potable water systems.

Policy 1.3.7: Coordinate the locations of water line extensions with the objectives and policies contained in the Future Land Use and Conservation Elements.

Policy 1.3.8: Coordinate water line extensions within the unincorporated portion of the City's Utility Service Area with the Polk County Comprehensive Plan.

Policy 1.3.9: To achieve economies of scale, coordinate water line rehabilitation and expansion projects with major roadway construction or resurfacing projects.

Policy 1.3.10: Maintain the Franchise Agreement with Polk County that establishes the geographic service area for the exclusive provision of water and sewer service.

Objective 1.4: The City shall take direct actions to conserve potable water resources.

Policy 1.4.1: Continue to enforce Building Code Regulations requiring the use of water conservation fixtures in all new development.

Policy 1.4.2: Undertake a systematic calibration of all major water meters as necessary to eliminate unaccounted water.

Policy 1.4.3: Adopt the conservation standards established by the Southwest Florida Water Management District (SWFWMD) for the Southern Water Use Caution Area for per capita, per day consumption. Coordinate with SWFWMD on developing a standardized per capita measurement with the appropriate adjustments and deductions.

Policy 1.4.4: Continue to coordinate with SWFWMD on the enforcement of water restrictions.

Policy 1.4.5: To reduce public demand for potable water, the City shall require the use of reclaimed wastewater for irrigation, within its utility service area, for all properties located within 500 feet of a reclaimed water line.

Policy 1.4.6: The City shall maintain and implement Land Development Regulations (LDRs) requiring all development within its utility service area to connect to the City's reclaimed water system, install dry lines for connection to the City's reuse system when it becomes available to the development site, and/or payment of a fee in lieu of connection where reuse is not available to the development site.



SANITARY SEWER SUB-ELEMENT

Goals, Objectives, and Policies

GOAL ONE: Ensure adequate sanitary sewer treatment capacity and facilities are available to meet the needs of the City's wastewater customers.

Objective 1.1: Sanitary sewer facilities shall operate at the Level of Service standard appropriate to efficient operation of the system and realistic provision of capacity to meet future demand.

Policy 1.1.1: The Level of Service for sanitary sewer treatment shall be as follows:

Year	Current	By 2028	By 2035
Wastewater LOS (gallons/person/day)	100.00 gallons	95.0 gallons	85.0 gallons

Policy 1.1.2: The City shall supply sufficient sanitary sewer capacity to meet future demand prior to, or concurrent with, the impact of development.

Policy 1.1.3: Annually assess treatment capacity and population growth to be able to plan capital improvements to expand facilities. Projects that are required to maintain the adopted level of service standard shall be included in the 5-year Schedule of Capital Improvements.

Policy 1.1.4: Continue to prioritize improvements to the sanitary sewer collection system and wastewater treatment plants based on the findings and recommendations of the most recently adopted *Winter Haven Utility Master Plan*. Periodically review, and update as necessary, the *Master Plan* to ensure it continues to reflect the needs of the City, the sanitary system collection system, and wastewater treatment plants.

Objective 1.2: The City shall extend sanitary sewer service throughout the City Limits and Utility Service Area in a manner that enhances a compact urban growth pattern.

Policy 1.2.1: All new development shall be connected to sanitary sewer.

Policy 1.2.2: Continue the practice of requiring all new development to construct and dedicate public sewer collection facilities to the City.

Policy 1.2.3: Maintain and enforce the existing ordinance requiring the connection to the public sewer system of all existing residences and businesses that have gravity sewer service available within 200 feet of the nearest property line.

Policy 1.2.4: Extend water service at the same time sewer service is extended, if public water is not already provided.

Policy 1.2.5: Continue to coordinate the City's Franchise Agreement with Polk County that establishes the geographic service area for the provision of water and sewer service.

Policy 1.2.6: Coordinate all new development proposals adjacent to the Winter Haven Utility Service area. Require the exchange of detailed information on each development proposal between Polk County's Planning and Utility Departments, and the City's Economic Opportunity & Community Investment and Water Departments, in order to prevent new development from using private septic systems or package treatment plants.

Policy 1.2.7: Coordinate the locations of sewer line extensions with the objectives and policies contained in the Future Land Use and Conservation Elements.

Policy 1.2.8: To achieve economies of scale, coordinate sewer line rehabilitation and expansion projects with major roadway construction or resurfacing projects.

Objective 1.3: To reduce the potential for environmental damage to the City's lakes and other hydrologic features, limit the installation of new septic systems and work towards the connection of existing septic systems and package wastewater treatment plants to the City's sanitary sewer system.

Policy 1.3.1: The City shall coordinate the extension of sewer lines and other facilities to meet future demand prior to, or concurrent with, the impact of development in areas with soils unsuitable for septic tanks.

Policy 1.3.2: In conjunction with Polk County, seek grants to aid in connecting septic systems located in older, unincorporated neighborhoods within the City's Utility Service Area to the sanitary sewer system.

Policy 1.3.3: Work with the owners/operators of package wastewater treatment plants that are located within the City's Utility Service Area on connection to the City's sanitary sewer system.



SOLID WASTE SUB-ELEMENT

Goals, Objectives, and Policies

GOAL ONE. Ensure the safe and efficient collection of the City's solid waste.

Objective 1.1: Ensure that adequate trucks and manpower are allocated for solid waste collection.

Policy 1.1.1: Continue the solid waste collection vehicle replacement program. When financially and technically feasible, purchase the most fuel efficient, cleanest operating vehicles for the required job. Work towards a 20 percent improvement in overall fuel economy for the solid waste collection fleet from 2020's observed fuel economy, by 2035.

Policy 1.1.2: Periodically monitor population growth and service capability to determine if additional collection routes are required.

Policy 1.1.3: New residential collection vehicles should be budgeted for purchase for every 1,500 new single family homes added in the City.

Objective1.2: Ensure that solid waste collection operations are financially self-sufficient.

Policy 1.2.1: Annually monitor solid waste collection and disposal costs to ensure solid waste rates and other revenue sources continue to cover the cost of operations. Adjust fees or services as needed to ensure cost recovery.

Policy 1.2.2: Periodically evaluate new solid waste collection and disposal technologies that may provide financial and environmental savings.

Policy 1.2.3: Work towards implementation of strategies contained in the most recently adopted *Solid Waste Route Study*. Continue to implement recommendations contained in the *Study*.



Objective 1.3: Work towards the reduction of illegal litter and trash on vacant properties and public spaces.

Policy 1.3.1: Enforce stringent, illegal dumping regulations.

Policy 1.3.2: Continue to partner with Keep Winter Haven Clean and Beautiful and other organizations, on anti-litter campaigns and roadside litter clean-up programs.

Policy 1.3.3: Continue to partner with and support lake clean-up programs such as Project EAGLE and the Lakes Education Action Drive's (LEAD) Lakes Appreciation Month that hold annual events to remove illegal litter and trash from the City's lakes.

GOAL TWO. Ensure the safe and efficient disposal of solid waste generated by residents, visitors, and businesses of the City.

Objective 2.1: Ensure that adequate capacity is available at the County landfill to meet the City's projected needs through 2035.

Policy 2.1.1: Guarantee landfill capacity with Polk County throughout the planning period.

Policy 2.1.2: Work with Polk County on solid waste reduction and recycling programs.

Objective 2.2: The solid waste generation Level of Service shall be managed to reduce disposal tonnage at the Polk County landfills.

Policy 2.2.1: Solid waste generation shall be the following Level of Service: 4.5 pounds / person / day.

Policy 2.2.2: At a minimum, the City shall collect household garbage, recyclables, and horticultural/yard waste weekly.

Policy 2.2.3: Maintain a recycling participation rate of 40 percent of the City's solid waste customers. Work towards increasing and maintaining the participation rate at 75 percent in 2030 and beyond.

Objective 2.3: Institute programs to reduce the amount of solid waste disposed of in the County's landfill.

Policy 2.3.1: Continue to implement a program that provides for cardboard separation in containers for all commercial customers where feasible.

Policy 2.3.2: Continue to require the complete separation of horticultural materials curbside.

Policy 2.3.3: Continue local public awareness campaigns on the benefits of recycling and in support of programs to reduce solid waste.

Policy 2.3.4: Maintain a curbside recycling program for all single-family and multi-family residences with curbside access in the City. Maintain centralized collection of recyclables for all larger multi-family residential areas.

Policy 2.3.5: Work towards increasing participation from commercial and industrial solid waste customers in recycling programs. By 2035, maintain a commercial and industrial recycling rate of 40 percent.



Objective 2.4: Ensure the proper disposal of hazardous wastes.

Policy 2.4.1: Coordinate with Polk County to participate in an overall Countywide hazardous waste disposal program.

Policy 2.4.2: Continue participating in all County and State Amnesty Programs for the disposal of hazardous household waste.

Policy 2.4.3: Support and participate in programs that educate the public about hazardous materials and their proper disposal.

Policy 2.4.4: Maintain and enforce regulations pertaining to disposal of garbage and refuse, hazardous waste, and incinerators.

Policy 2.4.5: Coordinate the designation of collection sites for used oil and grease for the general public with other governmental agencies so that the materials may be properly disposed of.



DRAINAGE and AQUIFER RECHARGE SUB-ELEMENT

Goals, Objectives, and Policies

OVERALL INTENT:

Manage and store stormwater to the benefit of the aquifer and the City's lakes and other hydrological features.

GOAL ONE: Manage stormwater run-off in a way that protects the City's natural hydrological systems, while at the same time, prevents flooding.

Objective 1.1: Adopt the following Level of Service standards for new development or substantial modification of existing projects.

Policy 1.1.1: All development and redevelopment shall design all stormwater systems to, at a minimum, manage the effects of a 25-year, 24-hour storm event.

Policy 1.1.2: For all development and redevelopment sites, the post-development stormwater runoff rate shall not be greater than the natural, pre-development runoff rate. Any difference in the pre and post volume of stormwater runoff shall be contained on site.

Policy 1.1.3: Any development or redevelopment site, not having a positive outfall, will be required to retain a 100-year, 24-hour storm event.

Policy 1.1.4: Require all development and redevelopment, to construct on-site stormwater systems and retention facilities that maintain water quality and promote aquifer recharge.

Objective 1.2: Utilize the stormwater utility to reduce existing flooding problems, construct facilities to accommodate future demand, to improve the quality of stormwater run-off, and to develop areas for the storage of stormwater.

Policy 1.2.1: Continue to collect and utilize stormwater utility fees for maintenance and upgrades to the City's stormwater management system. Assign higher priorities to projects necessary to correct drainage deficiencies that result in the flooding of structures, store stormwater for future supplies, and to projects designed to protect the water quality of the City's lakes.

Policy 1.2.2: Conduct appraisals, property evaluations, engineering and design studies, construction, and other activities necessary for implementing water resource sustainability plans adopted by the City.

Policy 1.2.3: To facilitate the goal of creating a compact, pedestrian friendly downtown, work towards the development of regional stormwater management facilities (i.e. retention basins and swales) that will improve water quality and increase aquifer recharge.

Policy 1.2.4: When technically and financially feasible, require that stormwater be percolated into the ground when any capital project requires work on the stormwater conveyance system.

Objective 1.3: Establish stormwater management regulations for new development that beneficially use stormwater for water supply and lake management.

Policy 1.3.1: Continue to develop and enforce Land Development Regulations which define the standards and criteria for the construction of new drainage and stormwater treatment systems in new developments. Additionally, continue the practice of requiring these facilities to be privately owned and maintained.

Policy 1.3.2: Continually revise and update stormwater management regulations contained in the City's Land Development Regulations for consistency with water resource sustainability plan adopted by the City and all state and federal standards governing surface water quantity and quality.

Policy 1.3.3: Continue to enforce and, as necessary, update the City's flood prevention land development regulations Ensure that the regulations remain consistent with Federal Emergency Management Agency (FEMA) data and maps.

Policy 1.3.4: Assign "Conservation" Future Land Use along existing natural drainage features and floodways to prevent encroachment from development. For minor drainage features and floodways the buffer shall be a minimum of 50 feet from the edge of the feature, and for major drainage features and floodways, including the Peace Creek and the Wahneta Farms Drainage Canals, the buffer shall be a minimum of 100 feet from the edge of the feature.

Objective 1.4: Maintain existing stormwater conveyance facilities in efficient operating condition.

Policy 1.4.1: Maintain and replace, as needed, street sweepers and vacuum trucks to reduce the amount of pollutants and debris from the City's streets entering lakes and other water bodies. When purchasing new vehicles, seek out the most fuel efficient, technologically advanced, vehicles that are financially feasible, and capable of completing the job.

Policy 1.4.2: Perform ongoing inspection and maintenance on the existing stormwater conveyance system.

Policy 1.4.3: Continue to enforce ordinances and regulations that prevent the movement of soil, yard waste, and debris into streets and alleys and ultimately the stormwater conveyance system.

Objective 1.5: Improve surface water quality.

Policy 1.5.1: Coordinate all water improvement activities for the City's lakes with the Southwest Florida Water Management District, Lake Region Lakes Management District, and other appropriate agencies.

Policy 1.5.2: Development shall meet all current, applicable federal and state water quality standards.

Policy 1.5.3: Infill residential development within improved residential areas or subdivisions existing prior to April, 1991, must ensure that its post-development stormwater runoff will not contribute pollutants which will cause the run-off from the entire improved area or subdivision to degrade receiving water bodies and their water quality.

Policy 1.5.4: Continue to implement Land Development Regulations requiring the use of rain gardens, pocket wetlands, or similar stormwater catchment basins to capture and treat stormwater from rooftops, parking lots, and roadways. By 2026, work to adopt *Grey to Green* concepts into the City's Land Development Regulations.

Policy 1.5.5: Identify and complete major lake water quality improvement projects as funding is available. Prioritize projects that improve the water quality of Lake Lulu, Lake May, and Lake Shipp.



Lake Shipp

GOAL TWO: Protect the recharge capabilities of the aquifer to insure the future supply of water resources.

Objective 1.1: Protect all natural drainage features and groundwater recharge areas by establishing criteria to manage development.

Policy 2.1.1: Within wellhead protection areas, the following shall be prohibited: landfills; facilities for bulk storage, handling or processing of materials on the Florida substance list; activities that require the storage, use handling production or transportation of restricted substances, agricultural chemicals, petroleum products, hazardous toxic waste, medical waste or similar substances; feed lots or commercial animal facilities; mines; and excavation of waterways or drainage facilities which intersect the water table.

Policy 2.1.2: Protect aquifer recharge areas through the establishment of specific prohibitions, restrictions, standards and criteria for any existing or proposed wastewater system, which could potentially contaminate the water supply.

Policy 2.1.3: Enforce Land Development Regulations that require all development and redevelopment that adds additional impervious area, including building, roofs, paving, etc. to provide post development groundwater recharge volume which shall be at least 80% of the estimated natural pre-improvement recharge volume.

Policy 2.1.4: Maintain land development regulations to protect areas of high recharge potential by addressing the following:

a. density limits;

b. impervious-surface cover requirements;

c. vegetation preservation;

d. stormwater retention design consideration;

e. control of point and non-point pollution of ground and surface waters (including, but not limited to, contact with sinkholes and the use of vegetative buffers and proper design of stormwater management systems); and

f. water quality standards for waters discharged into the groundwater aquifer which ensures that new development and redevelopment within a “high recharge area” will not reduce the quality of the water discharged into the groundwater aquifer.

Policy 2.1.5: Hazardous waste handling and storage facilities to be located within high recharge areas shall meet all applicable federal and state requirements prior to or concurrent with issuance of any final development orders.

Policy 2.1.6: Amend the Comprehensive Plan as needed to incorporate new data and analysis that supports goals, objectives and policies that define future actions to protect aquifer recharge areas and the supply of future groundwater resources.



Rain Gardens

Objective 2.2: Increase stormwater run-off capture and storage opportunities in order to improve the overall hydrologic function of the Peace Creek Watershed.

Policy 2.2.1: Work with the Florida Department of Transportation and Polk County to incorporate water storage and conveyance features identified in all sustainable water resource plans adopted by the City as part of all highway construction projects.

Policy 2.2.2: Work with the Florida Department of Transportation, Polk County, and other local governments to ensure that any wetland and floodplain mitigation occurs locally within the Peace Creek Watershed.

Policy 2.2.3: Continue to prioritize the development of nature or hydric parks within the City as a way to increase stormwater treatment and storage.

Policy 2.2.4: Develop Land Development Regulations that encourage new developments to utilize low-impact stormwater treatment methods to

ensure stormwater is percolated into the ground as opposed to being treated in large ponds and discharged.

Objective 1.3: Increase aquifer recharge in the Upper Peace Creek Watershed.

Policy 2.3.1: Evaluate using treated reuse water to recharge the aquifer.

Policy 2.3.2: Periodically carry out comprehensive studies to identify areas, such as along public streets and as part of public parking lots, for the development of rain gardens. Continually seek funding and grants to construct identified rain gardens.

Policy 2.3.3: Implement public education campaigns to educate residential property owners on techniques, such as downspout rain gardens, pervious driveways, and swales, to reduce stormwater run-off and increase infiltration.



Public School Facilities Element

Goals, Objectives, and Policies

Adopted: August 28, 2023

Introduction

The following goal, objective, and policy statements have been developed for the use of local policy makers in guiding and directing the decision making process as it relates to future land use issues. For purposes of definition, the goal is a generalized statement of a desired end state toward which objectives and policies are directed. The objectives provide the attainable and measurable ends toward which specific efforts are directed. The policy statements are the specific recommended actions that the City will follow in order to achieve the stated goal.

GOAL 1:

Coordinate with the Polk County School Board ("School Board") and other jurisdictions to ensure quality educational facilities and superior educational opportunities which in turn encourage economic growth for individuals, families and communities in Winter Haven and Polk County.

Objective 1.1: The City shall implement the approved Inter-local Agreement for Public School Facility Planning (hereafter referred to as the Inter-local Agreement) as amended to maximize opportunities to share information.

Policy 1.1.1: The City shall meet at least annually with the School Board and other jurisdictions to review issues related to the Public School Facilities Element and the Inter-local Agreement and to determine the need to revise these documents.

Policy 1.1.2: The Planners Working Group as established in the Inter-local Agreement shall meet at least twice a year to set direction, plan for the annual meeting as described in Policy 1.1.1, formulate recommendations and discuss issues related to this element and the Inter-local Agreement as well as ancillary infrastructure improvements needed to support schools and ensure safe access to school facilities.

Policy 1.1.3: The City shall coordinate with the School Board and other jurisdictions to base plans on consistent projections, including population projections that are developed in coordination with the School Board, and student enrollment projections district-wide and by planning areas which are agreed upon by the Planners Working Group. The School Board's student enrollment projections shall consider the impacts of development trends and data required to be reported in accordance with the Inter-local Agreement.

Policy 1.1.4: The City shall at least annually report on growth and development trends within its jurisdiction to the School Board. The City shall provide the information as specified in the Inter-local Agreement. The School Board

will use the information to distribute student enrollment by concurrency service area to make the most efficient use of public school facilities.

Policy 1.1.5: Support School Board efforts to identify long-range school site needs and select sites based on the criteria established in this element and the Inter-local Agreement.

Policy 1.1.6: The City shall seek and consider School Board comments on relevant comprehensive plan amendments and other land use decisions which may impact schools, as provided for in Florida Statute.

Policy 1.1.7: The City shall review their annually updated copy of the Polk County School Board's Five Year Work Plan and other reports from the School Board including a general educational facilities report with information outlined in the Inter-local Agreement.

Policy 1.1.8: The City shall appoint a representative selected by the School Board to serve at a minimum as an ex-officio member of the Planning Commission.

Objective 1.2: Encourage partnerships that will ensure adequate educational facilities which in turn will encourage economic growth and provide for a trained and stable labor force, resulting in a higher quality of life.

Policy 1.2.1: Support and encourage community and business partnerships for educational support services, to include, but not be limited to, magnet programs, work training, and job placement in order to improve productivity, earning potential, standard of living, and retention of labor force.

Policy 1.2.2: Consider the economic impact of school locations on neighborhoods such as, but not limited to the following factors: infrastructure, property and housing values, as well as surrounding land uses.

Policy 1.2.3: Encourage public/private partnerships between schools, business community, and other employers through mentoring programs, and Adopt-A-School programs with employees.

Objective 1.3: The City shall establish new and review existing coordination mechanisms relating to school facility planning that evaluate and address the comprehensive plan's effects on adjacent local governments, the school board, and other units of local government providing services but not having regulatory authority over use of land and the State.

Policy 1.3.1: The City shall cooperate with the School Board and other local jurisdictions to implement the Inter-local Agreement, as required by Section 1013.33, Florida Statutes, which includes procedures for:

a. Coordination and Sharing of Information
b. Planning Processes
c. School Siting Procedures
d. Site Design and Development Plan Review
e. School Concurrency Implementation
f. Implementation and Amendments
g. Resolution of Disputes

Policy 1.3.2: The coordination of school siting shall be conducted in accordance with the Inter-local Agreement taking into consideration the needs identified in the current School Board Five Year Work Plan and the annual general education facilities report.

Policy 1.3.3: In order to coordinate the effective and efficient provision and siting of public educational facilities with associated infrastructure and services within the Polk County School District, the City, the School Board and all local governments within Polk County shall meet jointly to develop mechanisms for coordination. Such efforts may include:

a) Coordinated submittal and review of the annual capital improvement program of the City, the annual educational facilities report and Five Year Work Plan of the School Board.

b) Coordinated review and assessment of the associated costs and expenditures of siting and developing schools with needed public infrastructure.

c) Coordinated review of residential planned developments or mixed use planned developments involving residential development.

d) Use of a unified data base including population (forecasts of student population), land use and facilities.

e) Assistance from Polk Leisure Services (with representatives from each of the entities) to review coordinated siting of schools with parks for multi-functional use. Directives resulting from the joint meeting shall be incorporated into the Comprehensive Plan, Land Development Regulations, if applicable, or other appropriate mechanisms as deemed necessary.

GOAL 2:

The City will implement public school facilities concurrency uniformly with other local jurisdictions in order to ensure the availability of public school facilities consistent with an adopted level of service providing adequate school capacity and eliminating overcrowded conditions in existing and future schools.

Objective 2.1: *Establish a minimum level of service for schools and consider school capacity within development impact reviews, e.g. for Planned Developments, re-zoning requests, site plans, DRIs, or where there are specific development plans proposed.*

Policy 2.1.1: The City shall establish development plan review procedures with an effective date of March 1, 2008, for all residential and mixed use development proposals in order to implement school concurrency.

Policy 2.1.2: The City shall collaborate with the School Board to identify methods to achieve targeted utilization that include:

a. Improvements to existing school facilities (shared facilities, redistricting, expansion or remodeling, etc.)

b. Retrofitting of existing structures

c. New school construction

d. Encouraging multi-story school facilities in an urban environment

e. Exploring re-use of former non-residential centers as potential urban school sites.

Objective 2.2: Through its review of proposed development, the City shall ensure that the capacity of schools is sufficient to support students at the adopted level of service (LOS) standards within the period covered by the Five Year Work Plan. These standards shall be consistent with the Inter-local Agreement.

Policy 2.2.1: The City shall apply the LOS standards set forth herein consistently with all local jurisdictions and the School Board on a district-wide basis within the adopted concurrency service areas for each school type.

Policy 2.2.2: Consistent with the Inter-local Agreement, the uniform, district-wide level-of service standards are established as a percent of Florida Department of education (DOE) Florida Inventory of School Houses (FISH) capacity. Permanent capacity cannot be increased by adding relocatables. The LOS standards of 100% of FISH capacity will be in

effect for all schools.

a. Magnet and School of Choice: One hundred percent (100%) of enrollment quota as established by the School Board or court ordered agreements and as adjusted by the School Board annually.

b. Other: K-8, 6th grade centers, 9th grade centers, 6-12 are at one hundred percent (100%) of DOE FISH capacity

c. Special Facilities: Including alternative education or special programmatic facilities are designed to serve the specific population on a countywide basis or for temporary need and are not zoned to any specific area. Therefore, they are not available or used for concurrency determinations.

d. Conversion Charter Schools: The capacity is set during contract negotiations and the School Board has limited control over how many students the schools enroll.

Policy 2.2.3: in accordance with F.S. 1013.21, the City shall coordinate with the School Board to identify those schools operating below their respective LOS standard. These facilities shall be termed "overcapacity schools."

Policy 2.2.4: The City shall coordinate with the School Board to achieve an acceptable LOS at identified overcapacity schools as part of a financially feasible concurrency management program. In addition, the City shall coordinate with the School Board to identify long-term solutions for schools with chronic concurrency concerns.

Objective 2.3: The City, in coordination with other jurisdictions and the School Board, shall establish School Concurrency Service Areas within which a determination is made of whether adequate school capacity is available based on the adopted level of service standards.

Policy 2.3.1: The School Concurrency Service Areas (CSAs) for the Polk County School District, as agreed in the Inter-local Agreement, shall be school attendance zones (excluding attendance "spot zones"). When a proposed adjustment to the established school attendance zones is to be considered by the School Board, the City shall coordinate with the School Board and strive to provide technical and public input prior to an official public hearing. The school attendance CSAs are hereby adopted by reference and included in the Public Schools Facility Element data and analysis.

Policy 2.3.2: Concurrency Service Areas shall be established and subsequently

modified to maximize available school capacity and make efficient use of new and existing public schools in accordance with the level of service standards, taking into account minimizing transportation costs, limiting maximum student travel times, achieving the District's interest in balanced socioeconomic and diversity objectives in order to maintain and protect the District's unitary status, and recognizing the capacity commitments resulting from the local governments' development approvals for the CSA and for contiguous CSAs.

Policy 2.3.3: Concurrency Service Areas shall be designed so that the adopted level of service will be able to be achieved and maintained within the bounds of the School Board's requirement for a financially feasible five year capital facilities plan.

Objective 2.4: In coordination with the School Board, the City will establish a process for implementation of school concurrency which includes capacity determinations and availability standards. The City shall manage the timing of residential subdivision approvals and site plans to ensure adequate school capacity is available consistent with adopted level of service standards for public school concurrency.

Policy 2.4.1: Final subdivision and site plan approvals for residential development shall be conditioned upon the availability of adequate school capacity as per the adopted level of service standards (LOS) of this element and as required by Section 163.3180(13) F.S.

Policy 2.4.2: School concurrency shall apply only to residential development or a phase of residential development that generate students requiring a final development approval including subdivision plat approval, site plan, or its functional equivalent, proposed or established after the effective date of this element.

Policy 2.4.3: School concurrency shall be implemented beginning March 1, 2008, by the City, for all residential development, unless the development has been determined to be exempt or otherwise vested in accordance with Florida statutory and common law. Should the City receive any requests for exemption or vesting, it shall forward same to the School Board and accept and consider timely comments therefore in accordance with applicable provisions of the City's Intergovernmental Coordination Element and section 2.D.1. of the Interlocal Agreement for Public School Facility Planning.

Policy 2.4.4 The City shall prepare a report on the development projects not subject to school concurrency at the time of the adoption of the Public School Facilities Element.

Policy 2.4.5: The City, in consultation with Polk County School Board staff, will

develop and adopt land development regulations which establish application procedures and processes for evaluating school capacity and making concurrency determinations consistent with the Inter-local Agreement.

Policy 2.4.6(a): The City may provide a non-binding schools concurrency decision earlier in the approval process, such as at the time of preliminary plan approvals, if requested by the applicant. The School Board must approve the concurrency determination, allocations of capacity, and proportionate share mitigation commitments, as provided herein.

Policy 2.4.6(b): School concurrency decisions should support and not be in conflict with the local goals and objectives of the comprehensive plan regarding growth management, as articulated in the other elements of the local comprehensive plan.

Policy 2.4.7: The City will issue a concurrency determination based on the School Board's concurrency review findings and recommendations consistent with the Inter-local Agreement. The School Board's findings and recommendations shall address whether adequate capacity exists for elementary, middle, and high schools, based on the level of service standards, or if adequate capacity does not exist, whether appropriate mitigation can be accepted, and if so, acceptable options for mitigation consistent with the policies set forth herein.

Policy 2.4.8: The City shall only issue a concurrency approval for a subdivision plat for residential development where:

a. The School Board's findings indicate adequate school facilities will be in place or under actual construction within three (3) years after the issuance of the subdivision plat or site plan for each level of school;

b. Adequate school facilities are available in the relevant CSA or adjacent CSA where the impacts of development can be shifted to that area;

c. The developer executes a legally binding commitment to provide mitigation proportionate to the demand for public school facilities to be created by the actual development of the property subject to the final plat or site plan; or

d. The City has determined that the residential development is exempt or otherwise vested from the requirements of school concurrency.

Policy 2.4.9: In the event that there is not sufficient capacity in the affected

concurrency service area based on the adopted level of service standard to address the impacts of a proposed development, and the availability standard for school concurrency cannot be met, one of the following shall apply:

a. The project shall provide capacity enhancement(s) sufficient to meet its impact through school board approved mitigation; or,

b. The project shall be delayed to a date when the level of service can be ensured through capital enhancement(s) or planned capacity increases; or,

c. A condition of approval of the subdivision or site plan shall be that the project's impact shall be phased and each phase shall be delayed to a time when capacity enhancement and level of service can be ensured; or,

d. The project shall not be approved.

Policy 2.4.10: If the impact of the project will not occur until years 2 or 3 of the School Board's financially feasible Five Year Work Plan, then any relevant programmed improvements in those years shall be considered available capacity for the project and factored into the level of service analysis. If the impact of the project will not be felt until years 4 or 5 of the Five Year Work Plan, then any relevant programmed improvements shall not be considered available capacity for the project unless funding of the improvement is ensured through School Board funding to accelerate the project, through proportionate share mitigation, or some other means.

*Objective 2.5**:** The City shall allow for mitigation alternatives that are financially feasible and will achieve and maintain the adopted level of service standard consistent with the adopted School Board's financially feasible Five Year Work Plan.*

Policy 2.5.1: Mitigation shall be allowed where the adopted level of service standards cannot be met. Mitigation options shall include options listed below for which the School District assumes operational responsibility through incorporation in the adopted School Board's financially feasible Five Year Work Plan and which will maintain adopted level of service standards.

a. The donation, construction, or funding of school facilities sufficient to offset the demand for public school facilities created by the proposed development; and,

b. The creation of mitigation banking based on the construction of a public school facility in exchange for the right to sell capacity credits.

Policy 2.5.2: Mitigation shall not be required if the needed capacity for the development is available in one or more contiguous concurrency service areas and the impacts of the development can be shifted to that concurrency service area and where such is consistent with the other provisions of this Element.

Policy 2.5.3: Mitigation shall be directed to permanent capacity improvement projects on the School Board's financially feasible Five Year Work Plan that will satisfy the demand created by that development approval consistent with the adopted level of service standards, and shall be assured by a legally binding development agreement between the School Board, the City, and the applicant executed prior to the issuance of the subdivision plat. If the School Board agrees to the mitigation, the School Board must commit in the agreement to placing the improvement required for mitigation in its Five Year Work Plan in a timely manner. However, if a new development triggers the need for additional capacity which can only be met by a new school and such new school would not otherwise be needed for more than five years, the mitigation agreement shall not trigger concurrency nor a change to the Five Year Work Plan until the time at which conditions for the agreement are acceptable to the School Board. The development agreement shall include the landowner's commitment to continuing renewal of the development agreement upon its expiration. Relocatable classrooms will not be accepted as mitigation.

Policy 2.5.4: The amount of mitigation required for each school level shall be determined by multiplying the number of new student stations required to serve the new development by the average costs per student station applicable to the Polk County School District. The average cost per student station shall include school facility development costs and land costs, as determined by the Interlocal Agreement.

Policy 2.5.5: As provided in the Inter-local Agreement, the student generation rates used to determine the impact of a particular development application on public schools, shall be reviewed and updated as apparent and necessary in accordance with professionally accepted methodologies at a minimum of five (5) years.

Objective 2.6: The City, in coordination with the School Board and other jurisdictions, shall ensure existing deficiencies and future needs are addressed consistent with the adopted level of service standards for public schools.

Policy 2.6.1: The City, in coordination with other jurisdictions, shall ensure that future development pays a proportionate share of the costs of the capital facility capacity needed to accommodate new development and to assist

in maintaining adopted level of service standards, via impact fees and other legally available and appropriate methods in development conditions.

Policy 2.6.2: The City hereby incorporates by reference the School Board's financially feasible Five Year Work Plan.

Policy 2.6.3: Where feasible, the City shall work with developers and others to investigate the feasibility of new or alternative funding sources for additional public schools.

GOAL 3:

Partner with the School Board and other jurisdictions to promote schools as focal points of existing and future neighborhoods through siting for new schools, redevelopment of existing school facilities, and co-location and shared use of facilities and services.

Objective 3.1: The City, in collaboration with the School Board and other jurisdictions, shall provide for the location and expansion of existing schools in a coordinated manner ensuring the planning, construction, and opening of educational facilities are coordinated in time and place, concurrent with necessary services and infrastructure, and compatible and consistent with the Comprehensive Plan.

Policy 3.1.1: The City will provide the School Board with potential sites for consideration when notified by the School Board of the need for new school facilities in accordance with the Inter-local Agreement.

Policy 3.1.2: The City will coordinate with the School Board to ensure that proposed public school facility sites are consistent with the applicable land use categories and policies of the comprehensive plan and will consider each site as it relates to environmental, health, safety and welfare concerns, effects on adjacent property and other guidelines as outlined in the Inter-local Agreement.

Policy 3.1.3: The City shall coordinate with the School Board and other jurisdictions on the planning and siting of new schools facilities to ensure appropriate timing of necessary services and infrastructure and, that such sites, are compatible and consistent with the Comprehensive Plan.

Policy 3.1.4: The City will include sufficient allowable land use designations for schools approximate to residential development to meet the projected needs for schools. Schools are an allowable land use in all future land use plan categories, except heavy industrial and conservation or preservation type land uses designating environmentally sensitive

areas. The City shall clearly identify in the Future Land Use Element and Land Development Regulations the land use and zoning categories in which schools are allowable uses.

Policy 3.1.5: The City will collaborate with the School Board and other jurisdictions to jointly determine the need for and timing of on-site and off-site improvements necessary to support each new school or the proposed renovation, expansion or closure of an existing school, and will enter into a written agreement, if necessary, as to the timing, location, and the party or parties responsible for constructing, operating and maintaining the required improvements.

Policy 3.1.6: The City shall protect schools from the intrusion of incompatible land uses by providing the School Board representatives the opportunity to participate in the review process for all proposed developments adjacent and in proximity to schools.

Policy 3.1.7: The preferred locations for public schools, whether elementary, middle or high schools are within the Urban Service Areas for utility services and expansions.

Policy 3.1.8: The City shall automatically process amendments to the Future Land Use Map upon the approval of a new school site, where necessary.

Policy 3.1.9: The City shall participate in the School Site Selection process following the terms and limitations established in the Inter-local Agreement.

Policy 3.1.10: The City shall collaborate with the School Board and other jurisdictions to ensure the provision of supporting infrastructure as required by the Inter-local Agreement and applicable Florida Statutes.

Policy 3.1.11: The City shall establish an effective process for reserving, with conceptual School Board staff approval, school sites which could include:

a. Consideration of school siting during the completion of area wide studies, and/or

b. Developer contribution towards the provision of school facilities.

Objective 3.2: Enhance community and neighborhood design through effective school educational facility design, school siting standards, compatibility with surrounding land uses, schools as focal points for community planning, and making schools a central component, geographically or otherwise, to neighborhood-level planning.

Policy 3.2.1: Work with the School Board to identify new school sites that would be in

locations to provide logical focal points for community activities and serve as the cornerstone for innovative urban design standards.

Policy 3.2.2: Provide school sites and facilities within planned neighborhoods, unless precluded by existing development patterns.

Policy 3.2.3: Support and encourage the location of new elementary and middle schools internal to residential neighborhoods and/or near other civic land uses.

Policy 3.2.4: Coordinate with the School Board to identify locations for new high schools based upon need and availability of viable properties within the search area identified by the School Board.

Policy 3.2.5: Support and coordinate with School Board efforts to locate new elementary schools within reasonable walking distance to residential neighborhoods.

Policy 3.2.6: In cooperation with the School Board, and where necessary, develop and adopt design standards for school bus stops and turnarounds in new developments.

Policy 3.2.7: Support the School Board in its efforts to locate appropriate school services, such as administrative offices, night classes and adult education on-site or in alternative locations, such as but not limited to commercial plazas, shopping malls, and community centers.

Policy 3.2.8: The City shall coordinate closely with School Board staff on preliminary design plans for new schools, generally seeking to maximize land via multi-story facilities, incorporating design elements which are community-friendly such as allowing for a shared media and/or meeting center and/or play fields on campus, respecting environmental features of a site, respecting the need to provide noise or visual buffers from adjacent owners, providing connectivity for pedestrians at multi-school properties, and providing pedestrian, bicycle and other connectivity to the surrounding residential community.

Policy 3.2.9: Reduce capital expenditures for the City and the School Board via cost-effective design criteria and shared facilities.

Objective 3.3: Plan for the expansion and/or rehabilitation of existing school facilities to maintain and improve neighborhoods and communities.

Policy 3.3.1: Where existing schools are proposed to be expanded, substantially renovated or new schools are proposed to be built, the City shall request that school board staff, local school-based faculty, and advisory councils

coordinate with City staff and relevant neighborhood groups/leaders, and residents to integrate school facilities and activities with neighborhood planning and community development activities.

Policy 3.3.2: Coordinate with the School Board, Florida Department of Transportation (FDOT), the Transportation Planning Organization (TPO), and other jurisdictions to ensure that both existing educational facilities and proposed public school sites are accessible from, and integrated into, a planned system of sidewalks, trails, and bikeways and observe adopted local access management principles. Seek or assist the School Board in pursuing grant funding to enhance access and intermodal connectivity to and between schools, their co-located facilities, neighborhoods, and proximate community facilities such as parks.

Objective 3.4: Implement provisions of the Inter-local Agreement by coordinating the location of educational facilities and the co-location of other public facilities.

Policy 3.4.1: The City will review future school and ancillary facility plans and identify opportunities for future co-location or joint use projects. The School Board will be notified of potential projects in a timely manner.

Policy 3.4.2: Encourage the location of parks, recreation and community or civic facilities in new and existing communities in conjunction with school sites. Seek out other co-location and joint use opportunities as outlined in the Inter-local Agreement that will benefit existing neighborhoods or redevelopment efforts.

Policy 3.4.3: Where financially feasible, the City will provide funding within its Capital Improvements Element to allow for identified and potential co-location projects.

Objective 3.5: Strengthen existing neighborhoods and enhance community and neighborhood design through the co-location and joint use of educational facilities.

Policy 3.5.1: The City, in cooperation with the School Board and other jurisdictions, shall whenever possible coordinate the co-location and shared use of school facilities, parks, community facilities, and other facilities compatible with schools.

Policy 3.5.2: The City and other jurisdictions in cooperation with the School Board shall jointly plan jurisdictional co-location or joint use projects which overlap boundaries within areas defined for civic purposes. Civic uses near or adjacent to schools shall be a preferred land use in regard to land use decision making.

Policy 3.5.3: Continue to exercise joint use agreements between the School Board,

the City, and other relevant agencies regarding shared use of facilities, including schools, community centers, libraries, parks, and other compatible facilities. Agreements shall include shared costs where feasible.

Policy 3.5.4: Support and encourage community-based programs for children's athletics, performing arts, and after-school enrichment in conjunction with school facilities. This may include exploring and supporting economically feasible multi-modal transportation system options that will enhance such opportunities.

Policy 3.5.5: Each year upon adoption of the School Board's Five Year Program of Work, and as coordinated by Polk County and the School Board, the City will participate in meetings of relevant agencies to discuss planning and budgeting for possible co-located facilities. This coordination may include staff from the affected local government's planning, parks and recreation, library, law enforcement, civic groups, and other agencies as necessary. The coordination will focus upon financially feasible co-location opportunities which may exist prior to commencement of school construction.

Policy 3.5.6: Encourage the business community, developers, and other private organizations to coordinate with the City and the School Board to jointly fund and design community-based services and facilities in conjunction with existing and proposed school sites.

GOAL 4:

Maintain and enhance intergovernmental coordination and joint planning efforts with the School Board and other jurisdictions to ensure public infrastructure and other necessary services are available in a multi-jurisdictional environment for public school facilities.

Objective 4.1: Integrate land use and school facility planning in Winter Haven through a series of planning, coordination, and implementation activities which ensure capital facilities and infrastructure necessary for school facilities are available to public schools.

Policy 4.1.1: Through development review processes, consider the possible need for expansion of existing school facilities or the provision of new facilities with land use planning.

Policy 4.1.2: Develop a process for an annual joint review of the capital plans for the School Board and the local government.

Policy 4.1.3: Plan and locate new school facilities in areas where student population

growth is expected due to new development approvals and/or agreed-upon area specific population projections.

Policy 4.1.4: The City, in conjunction with the School District, Polk County, and the municipalities within the County, shall identify issues relating to public school emergency preparedness, such as:

a. The determination of evacuation zones, evacuation routes, and shelter locations.

b. The design and use of public schools as emergency shelters.

c. The designation of sites other than public schools as long-term shelters, to allow schools to resume normal operations following emergency events.

Objective 4.2: Support School Board programs to effectively and efficiently manage existing capital and operational funds and resources.

Policy 4.2.1: The City shall cooperate with the School Board and other local jurisdictions and agencies to address and resolve multi-jurisdictional public school issues.

Policy 4.2.2: Support School Board efforts to ensure sufficient capacity and operational resources for current and future school enrollment by partnering in the identification of capital needs, operational needs, and available funding sources for various campuses and school programs.

Policy 4.2.3: Support the School Board and encourage the State Legislature to allow flexibility in state, local and private sector participation in capital and operational funding of public school facilities.

Policy 4.2.4: Give priority in scheduling City programs and capital improvements which are consistent with and which meet the capital needs identified in the school facility planning program(s).

Policy 4.2.5: Coordinate with the School Board to ensure the appropriate methodology (i.e. student generation rates) is utilized to evaluate the impact of different types of residential units on student populations, school facilities, and fiscal impacts to schools.

Policy 4.2.6: Consider joint funding for expanding appropriate school facilities to function as community service centers.

Policy 4.2.7: Encourage the private sector to identify and implement creative

solutions in developing adequate school facilities in residential developments. Creative solutions may include combining mitigation needs of several developments, creating or enhancing co-location opportunities, and/or conversion of structures to a school setting as long as they meet State Requirements for Educational Standards (SREF).

Policy 4.2.8: The City in consultation with the School Board on a case-by-case basis shall consider incentives such as, but not limited to, density bonus points, tax credits, waiver of fees or other innovative means to encourage developers to contribute to the provision of school facilities by:

a. Donating school site(s),

b. Reserving or selling sites at pre-development prices,

c. Constructing new facilities or renovating existing facilities, and

d. Providing access to public transit.

Policy 4.2.9: Support School Board efforts to allow the private sector to construct school facilities and/or lease land or facilities to the School Board.

Policy 4.2.10: The City shall identify infrastructure projects within the City's Capital Improvement Program which will permanently or temporarily impact an existing campus due to proximity or serviceability to a campus.

Policy 4.2.11: Support School Board efforts to consider urban infill lots and/or reuse of existing structures and urban design standards regarding site development.

GOAL 5:

Monitoring, evaluation, and implementation

Objective 5.1: The City shall implement the objectives and policies of the Public School Facilities Element in coordination with the School Board and other local governments.

Policy 5.1.1: The City Manager, or designee, shall be responsible for implementing the educational facilities objectives and policies included in the City Comprehensive Plan.

Policy 5.1.2: The City shall adopt development regulations as necessary to implement the objectives and policies of the Public School Facilities Element.

Policy 5.1.3: The City shall maintain intergovernmental agreements with other local governments in order to attain common objectives within the Public School Facilities Element.

Policy 5.1.4: The City shall establish contact with other governmental agencies and private organizations, as needed, to carry out Public School Facilities Element objectives and policies.

Policy 5.1.5: The City shall revise permitting or permit-related procedures, as necessary, to carry out the objectives and policies of the Public School Facilities Element.

Policy 5.1.6: The City shall develop and implement programs or methodology, and conduct any studies required by the Public School Facilities Element.

Policy 5.1.7: The City shall determine from the School Board the inventories required by the Public School Facilities Element.

Policy 5.1.8: The City shall continue to enforce existing regulations where specified within the Public School Facilities Element.

Policy 5.1.9: Any conflicts related to issues covered by the Public School Facilities Element and Inter-local Agreement shall be resolved in accordance with governmental conflict resolution procedures specified in Florida Statute.



RECREATION AND OPEN SPACE ELEMENT

Goals, Objectives, and Policies

Adopted August 28, 2023

Goal One: Winter Haven will facilitate the development of a well-balanced system of parks and programs that include active and passive recreational opportunities to meet a variety of needs for individuals and groups of all ages and abilities.

OBJECTIVE 1.1: The City shall adopt Level of Service (LOS) standards for parks and recreation facilities to reflect current conditions and community desires.

Policy 1.1.1: A LOS standard of 6.0 acres of developed parkland per 1,000 residents shall be adopted. Parkland may consist of neighborhood parks, community parks, nature parks, pocket parks, golf courses, trails, and undeveloped public open space.

Policy 1.1.2: The City shall strive to maintain existing ratios of recreation facilities as reflected in Table 1.1. Every five years, the City shall evaluate, and if necessary, revise their facility guidelines to reflect changing community desires and conditions.

Table 1.1 Recreation Facilities Guidelines

Recreation Component	Components to Population Ratio
Ballfield	1 per 5,000
Basketball	1 per 5,000
Boat Ramp	1 per 5,000
Dog Park	1 per 25,000
Fishing Dock	1 per 5,000
Fitness Course	1 per 10,000
Golf (18-hole course)	1 per 100,000
Horseshoe Court	1 per 4,000
Multi-use Field	1 per 6,000
Open Water Access	1 per 5,000
Swimming Pool	1 per 25,000
Picnic Shelter	1 per 5,000
Playground	1 per 5,000
Skate Park	1 per 25,000
Shuffleboard Court	1 per 4,000
Tennis Court	1 per 2,000
Volleyball Court	1 per 4,000

Policy 1.1.3: Winter Haven shall meet the needs of the current and growing community through improvements, expansions, and upgrades to existing parks and the addition of new parks.

Policy 1.1.4: Continue to prioritize development of new trails and parks in the eastern and southeastern areas of the City to address gaps in service.

Policy 1.1.5: When selecting new park sites, consideration should be given to locate parks in areas so as to prevent urban sprawl. Work towards locating parks near residents to increase walkability and the quality of life in Winter Haven.

Policy 1.1.6: All residents should be served by a recreational trail within 1/3 mile of their home. Work towards funding new trail projects to increase the number of residents being served by a recreational trail by 25 percent by 2035.

OBJECTIVE 1.2: Winter Haven will develop, improve, maintain, and manage park facilities and resources in a manner that evokes a positive and safe image. The City should provide an above average number of facilities and recreation areas when compared to peer cities.

Policy 1.2.1: When developing new or renovating old parks, work towards the provision of an appropriate balance of active facilities and passive facilities.

Policy 1.2.2: Continue to provide multi-modal access to all parks, facilities and water bodies. Modes should not be limited to land access.

Policy 1.2.3: Design, construct, and manage parks and trails with access ways that are compatible with the natural features and character of the individual park site.

Policy 1.2.4: Uniform wayfinding and signage shall be developed for use in parks, recreation facilities, and trails using language that has a positive tone.

Policy 1.2.5: Crime Prevention through Environmental Design (CPTED) methods, programs and techniques should be integrated in the design and operation of public parks, recreation facilities, trails and environmental lands. Actively work with the Winter Haven Police Department to ensure that all parks remain a safe and inviting place for all residents.

OBJECTIVE 1.3: To allow for a more efficient use of resources, work with other public, private, and not-for-profit recreation providers for opportunities to share facilities and/or programs.

Policy 1.3.1: Continue to pursue opportunities for shared facility use or joint recreation programs through inter-local and recreation user agreements with other area recreation providers which include but are not limited to the School Board of Polk County, private schools, Polk State College, Polk County Board of County Commissioners, Lake Region Lakes Management District, and non-profit clubs and sports organizations.

Policy 1.3.2: Continue working with the School Board and Polk County on 'Joint Use Agreements' for the use of school and park facilities for public use.

Policy 1.3.3: Work with the School Board and Polk County on partnering opportunities for existing and new sites for the use of school and park facilities for public use.

Policy 1.3.4: Pursue partnerships with local and regional alternative providers, and local nonprofits, in order to provide a wider variety of indoor and outdoor recreation activities for youth (i.e., athletic leagues, teen social activities, arts and cultural programs).

OBJECTIVE 1.4: Ensure that adults are provided with facilities for life-long fitness and athletic competition.

Policy 1.4.1: Provide hiking, jogging, vita-course, and other self-led physical fitness facilities in order to promote independent fitness.

Policy 1.4.2: Ensure an adequate supply of active adult league recreation programming and staff to implement the programs.

OBJECTIVE 1.5: Ensure that the physically, socially, or economically disadvantaged have access to recreational opportunities.

Policy 1.5.1: Ensure equal access and maximum availability to all facilities through the design and adoption and adherence to all accessibility guidelines and state and federal laws.

Policy 1.5.2: Make recreation programs and activities available for the physically disadvantaged. When needed, develop specific recreational programs targeted towards the physically disadvantaged.

OBJECTIVE 1.6: Winter Haven will continue to foster the development of a comprehensive system of greenways, trails, and bikeways that provide connections to parks, neighborhoods, downtown, natural resources and open spaces.

Policy 1.6.1: Utilize adopted City, Polk TPO, and FDOT planning documents as a guide when selecting trail and bikeway projects for funding. As opportunities arise, utilize grant funding to construct identified sidewalk, trail, and bicycle segments.

Policy 1.6.2: Where practical, include loop trails around lakes with priority given to lakes where public access is available and connections can be made to other lakefront parks or trails.

Policy 1.6.3: Connectivity shall be a priority in determining trail construction projects within the City's trail system. Engage in interdepartmental coordination to

provide bike and pedestrian connections and increase access through traffic calming measures for the following destinations and facilities:

- Existing multi-use trails and greenways
- Future phases of the Chain of Lakes Trail and regional connections
- Parks
- Recreation facilities
- Other City services and businesses



Chain-of-Lakes Trail near downtown

Policy 1.6.4: Create 'lake to lake' connectors via downtown to provide additional non-motorized access between the Chain of Lakes Trail Downtown Trailhead and other downtown attractors and the City's extensive water resources.

Policy 1.6.5: Maintain and update as needed, Land Development Regulations requiring all new commercial, industrial, institutional, and multi-family construction and significant reconstruction to provide designated facilities for bicycle parking.

Policy 1.6.6: Where feasible, develop bike lanes along all corridor/interconnecting roads when they are scheduled for repaving.

Policy 1.6.7: Bicycle parking should be provided at all park access points; prioritize development of parks that connect to sidepaths, multi-use trails, or greenway trails.

Policy 1.6.8: Explore the use of alternative traffic control devices/techniques to facilitate safe crossings of major arterial and collector roadways. Techniques may include trail overpasses as well as raised at-grade pedestrian crossings, pedestrian refuge islands, signals, etc.

Policy 1.6.9: Promote water resources as a system of blue trails (blueways) as part of the overall trail system and pursue designation of the Chain of Lakes System as an official State Blueway through the Florida Office of Greenways and Trails. Provide additional boat ramps, docks, and wayfinding signage to promote the use of the blueways system as well as increase access to it.

Goal Two: Ensure the provision of recreational facilities and programs that support a positive overall social wellbeing for the City's current and future residents.

Objective 2.1: Offer a variety of programs and activities for all ages and groups. The City shall continue to offer a balance of recreational activities including, but not limited to, special events, youth programs, athletics, arts and culture, senior programs, multi-generational programs, health and wellness programs to meet the needs of residents and visitors alike.

Policy 2.1.1: Periodically the City shall conduct ~~a~~ City-wide surveys, as well as conduct post-program and event evaluations, to gain information from the community as to what programs are desired and popular.

Policy 2.1.2: The City shall continue to provide recreation programs specifically targeted to school-age children, those with disabilities, and seniors.

Policy 2.1.3: The City shall work to increase the number of family based multi-generational activities that promote active lifestyles for all members of the family.

Policy 2.1.4: The City shall continue to partner with community arts organizations to expand programming for performing arts, arts and crafts, and art education.

Policy 2.1.5: The City shall continue to host, partner with community organizations, and promote neighborhood and community special events.



World Water Ski Tournament at Martin Luther King Jr. Park on Lake Silver

Policy 2.1.6: Provide a variety of nature-based recreational opportunities and programs.

Policy 2.1.7: Communicate with partners and potential partners about activities and events, so that information will reach the largest number of citizens.

Policy 2.1.8: Develop partnerships with local hospitals and healthcare agencies to provide education and recreational programming that addresses health and wellness issues.

Objective 2.2: Promote cultural activities within the City.

Policy 2.2.1: Maintain and promote the Winter Haven Public Library as a hub of intellectual, cultural, and social activity in the City.

Policy 2.2.2: Continue to promote the display of public art within parks and City facilities.

Policy 2.2.3: Continue to support community organizations in their efforts to promote local history, arts, and culture through education programs and special events.



Cypress Gardens Water Ski Team on Lake Silver

Policy 2.2.4: Work to preserve the City's history and provide educational opportunities for the public on the City's history.

Policy 2.2.5: Continue to promote the performing arts within the City.

Goal Three: Promote the natural environment and all forms of nature-based recreation opportunities.

OBJECTIVE 3.1: Ensure continued public access to lakes large enough and appropriate to permit water-based activities.

Policy 3.1.1: Provide access to lakes through existing rights-of-ways that extend to or are adjacent to a lake. The City shall retain all public rights of way on water bodies and shall work to develop them as access points where practical to do so

Policy 3.1.2: Through coordination with the Lake Region Lakes Management District, maintain existing lake access facilities throughout the planning period.

Policy 3.1.3: Through coordination with the Lake Region Lakes Management District, implement a lake access plan, which will improve or add launch facilities as funding and/or dedication opportunities arise.



Kayaking on Lake Silver

OBJECTIVE 3.2: Identify, and when possible, preserve environmentally sensitive lands located within or adjacent to the City that may be suitable for passive recreational opportunities.

Policy 3.2.1: Identify environmentally sensitive lands for potential acquisition. Particular attention should be paid to lakefront parcels and parcels that are adjacent to other public properties.

Policy 3.2.2: Provide a balance of developed recreation and open space in all parks.



Winter Haven Skate Park

Policy 3.2.3: Preserve environmentally sensitive areas and include interpretive signage and programming designed to celebrate the natural environment.

Policy 3.2.4: Continue the practice of co-locating stormwater management areas with nature parks as a way of encouraging interaction between residents and the environment.

OBJECTIVE 3.3: Continue to implement a tree planting and maintenance program for the purpose of aesthetics, preserving the urban forest, habitat preservation, and energy conservation.

Policy 3.3.1: Develop and implement streetscape plans where opportunities arise as part of street improvement or neighborhood revitalization activities.

Policy 3.3.2: When opportunities arise, continue the practice of planting trees on public grounds and lands.

Policy 3.3.3: Work towards meeting a goal of planting at least 250 new public and private trees annually within the City.

Policy 3.3.4: Follow best management practices to ensure a diversified urban forest, encourage the planting of a variety of tree species on public and private property.

Policy 3.3.5: Utilizing best management practices, implement a tree maintenance program that includes water conserving irrigation systems, proper pruning, fertilizing, and management techniques.

Policy 3.3.6: Continue to maintain and enforce tree canopy coverage requirements for all impervious parking areas within the City. By 2028, update the Landscape Ordinance to encourage the use of a variety of tree species to promote a diversified tree canopy.

Policy 3.3.7: Develop and implement land development regulations requiring the planting of street trees within all new developments and along all projects reconstructing streets. In conjunction with utility providers, explore technologies to allow street trees and utilities to co-exist in close proximity.





CONSERVATION ELEMENT

Goals, Objectives, and Policies

Adopted August 28, 2023

Introduction

The City of Winter Haven has just completed two long-range plans for water resource management that will help guide future land use decisions. The *Sustainable Water Resource Management Plan* was adopted by the City Commission on December 13, 2010 and envisions a series of water storage/wetland restoration projects that make additional water available for both lakes and people. There are two primary components of this plan, the first being a series of interconnected wetland storage projects which can store water for the future, mitigate flooding, as well as create new waterfront amenities for future growth. The second component is to infiltrate stormwater into sandy soils using raingardens and other low impact stormwater technologies to improve water quality and store water in aquifers for lakes and public supply. It is the conclusion of this plan that using the natural infrastructure to provide water resource services for the future will be the most cost effective and sustainable way to manage water long term.

The second plan completed in January, 2011 is the *Chain of Lakes Water Quality Management Plan*. This plan presents a long-term watershed approach to improve water quality. It suggests that treating stormwater is only one component in a wide array of options to improve water quality and that other items such as aquatic plants, wetland areas, organic soils (muck) and hydrology also play a key role. Each lake has a set of recommendations as to how proceed in determining what could benefit water quality the most. One of the primary recommendations in this plan is to also infiltrate stormwater into sandy soils where possible to clean stormwater and enhance water supplies.

These two plans are the culmination of many years of planning and experience. They play a significant role in the core concepts of the Conservation Element that follows.

THE CONSERVATION GOAL:

To protect, manage, and enhance the natural resources and environmental quality of Winter Haven.

GOAL ONE:

Achieve high levels of water quality that will support recreation, wildlife, and commerce in the City's lakes through the reduction of direct point and non-point sources of pollution.

Objective 1.1: Implement a program of activities to maintain the quality of and their drainage basins; and improve the quality of lakes determined by local and state agencies and local lakes management groups to be functioning below the desired level.

Policy 1.1.1: Continue to undertake studies of lakes to determine their problems and needs, and implement management strategies.

Policy 1.1.2: Identify non-point sources of pollution and maintain a priority list of City lakes that can be improved by retrofitting stormwater systems.

Policy 1.1.3: Coordinate with other governmental agencies to eliminate the introduction of pollutants and noxious plants and animals into the City's lakes.

Policy 1.1.4: Coordinate with other governmental agencies in bacteriological monitoring and routine surface water quality analysis of the City's lakes.

Policy 1.1.5: Maintain and enforce land development regulations that define the standards and criteria to manage and control the practice of "grand-fathering" existing stormwater run-off into area lakes, so that at the time of redevelopment or change of land use, on-site retention shall be required.

Policy 1.1.6: As needed, revise the stormwater management land development regulations to incorporate recommendations from adopted sustainable water resource management plans.

Policy 1.1.7: All new development shall be connected to sanitary sewer. In the event the municipal sewer system is not available at the time of development, hook up will be required immediately upon availability of gravity sewer within 200 feet of any property line, or with the presence of pressure sewer at the property.

When their use is required due to a lack of sewer service, septic systems shall be a minimum of 150 feet from the regulatory high water elevation, or further upland, if so required by the Polk County Health Department.

Policy 1.1.8: Continue sponsoring education programs that educate the public about the City's lakes and water resources.

Policy 1.1.9: Maintain lakeshore protection zone regulations as part of the City's land development regulations wherein special restrictions on development and related activities are applied. At the minimum, development will be restricted within a shoreline protection zone between a lakeshore and 30 feet landward of the high water mark wherein vegetation clearance is limited and only marine dependent structures and activities are allowed.

Objective 1.2: Implement a program of activities intended to improve surface water quality.

Policy 1.2.1: Implement the Chain of Lakes Water Quality Master Plan to improve water quality.

Policy 1.2.2: Include priorities of Master Plan in Capital Improvements Plan of the Comprehensive plan.

Policy 1.2.3: Continue to coordinate all water improvement activities for the City's lakes with the Southwest Florida Water Management District (SWFWMD) and the Lake Region Lakes Management District.

Policy 1.2.4: Work towards restoring optimal lake levels to improve overall lake health, function, recharge, and usability by recharging stormwater and storing floodwaters.

Objective 1.3: Control soil erosion by requiring all construction and exposed sites to implement the best management practices consistent with other local and state governmental agencies.

Policy 1.3.1: Maintain and enforce Land Development Regulations that define the standards and criteria for erosion control, consistent with those of other local and State governmental agencies.

Policy 1.3.2: Criteria for Winter Haven's inspection of development sites during construction activities shall include erosion control standards.

Policy 1.3.3: Maintain Land Development Regulations that define the standards and criteria to permit the use of alternative forms of off-street parking lots, such as open paving blocks with grass inserts, pervious pavement materials, gravel, and other similar methods, to reduce the need for retention ponds.



Lake Hartridge

GOAL TWO:

Protect groundwater by eliminating further contamination and maintain current supplies, in order to achieve the highest level possible for potable water supplies.

Objective 2.1: Implement groundwater protection program measures that are consistent with SWFWMD, the County, and the Region.

Policy 2.1.1: Adopt Land Development Regulations that define the standards and criteria that will be consistent with the aquifer recharge protection regulations as adopted by SWFWMD.

Policy 2.1.2: Continue to use treated wastewater and recycle stormwater for irrigation and other non-potable uses, when possible. Explore the use of rapid infiltration basins.

Policy 2.1.3: All land within a 400 foot radius of an existing public supply potable water well shall be designated as a wellhead protection area, and be so identified on existing and future land use maps.

Policy 2.1.4: Within wellhead protection areas, the following shall be prohibited: Landfills; facilities for bulk storage, handling or processing of materials on the Florida substance list; activities that require the storage, use handling production or transportation of restricted substances, agricultural chemicals, petroleum products, hazardous toxic waste, medical waste, or similar substances; feed lots or other commercial animal facilities; mines; and excavation of waterways or drainage facilities which intersect the water table.

Policy 2.1.5: Abandoned wells shall be plugged or capped through implementation of existing programs of SWFWMD.

Policy 2.1.6: Land use plans and approvals shall identify and enforce provisions to protect recharge areas and well fields from contamination by incompatible activities. Future land use designations shall take into account the location of existing and future water supply sources.

Policy 2.1.7: Coordinate the locations of designated collection sites for used oil and grease with other governmental agencies so that the materials may be properly disposed of.

Objective 2.2 Protect the environment from the effects of the storage and transportation of hazardous materials.

Policy 2.2.1: A hazardous waste inventory shall be maintained through coordination with other involved governmental agencies, to identify locations and types of hazardous wastes produced, stored, or transported within the City.

Policy 2.2.2: Coordinate with other governmental agencies to develop an emergency contingency plan to respond to accidents involving hazardous materials.

Policy 2.2.3: Maintain and enforce codes and standards requiring the proper disposal of hazardous wastes. Periodically review, and update as necessary, all codes addressing the disposal of hazardous wastes to ensure consistency with all federal and state guidelines.

Objective 2.3: Work towards the preservation and restoration of the City's natural hydrologic functions in order to improve lake levels and stabilize flows of the Peace Creek and Peace River systems.

Policy 2.3.1: The *2010 Sustainable Water Resource Management Plan*, as updated, is hereby adopted by reference as a support document to the Comprehensive Plan.

Policy 2.3.2: The post development hydrologic condition of each site should equal or exceed the predevelopment/natural hydrologic condition.

- For the sandy/ridge areas, close to 100 percent of stormwater should be percolated into the ground.
- For the lower lying valley/flood conveyance areas, historical wetlands and floodplains should be preserved for stormwater treatment, wetland mitigation, flood water storage, water supply, and habitat restoration.
- Investigate land use tools, such as overlay ordinances, which should be coordinated and adopted by other local governments in the watershed. Approach Polk County and the Central Florida Regional Planning Council about the possibility of a watershed based ordinance.

Policy 2.3.3: Because of lost hydrologic function by past land and water management practices, future development should help restore lost function in addition to mitigating for existing impacts. In conjunction with principles established as part of the One Water Master Plan, by 2028, revise the City's land development regulations to, not only prohibit additional cumulative impacts to the watershed, but also to address lost hydrologic function.

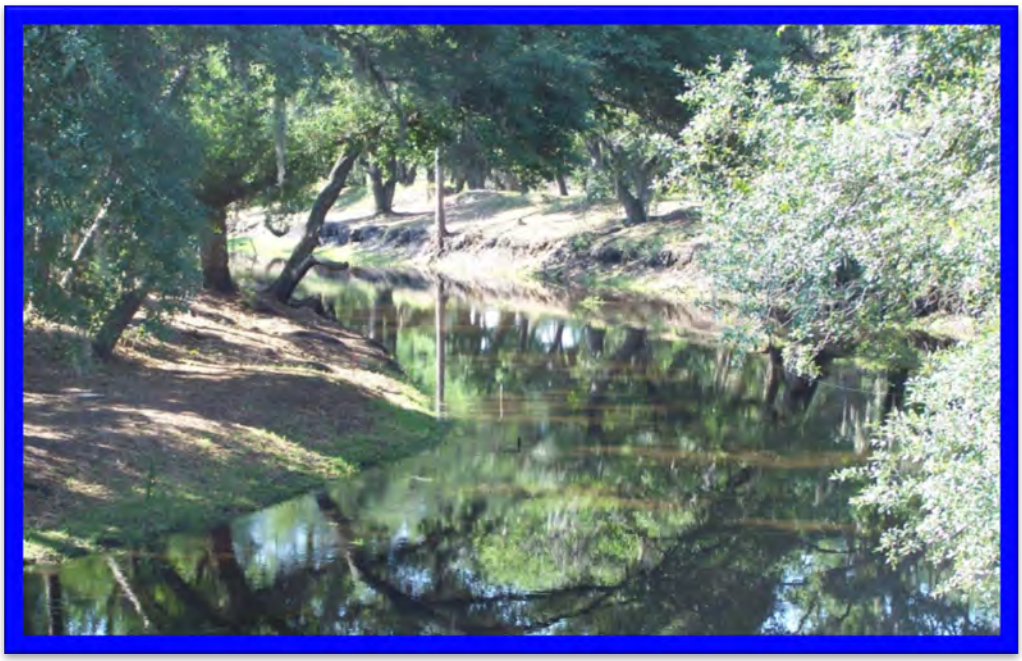
Policy 2.3.4: In the sandy ridge areas, restore percolation into the groundwater system to the maximum extent practicable. Historically, these areas had no surface water runoff and stored vast amounts of water in the water table. Restoring

this recharge allows for multiple future benefits, including water treatment, aquifer recharge, and enhanced lake levels.

Policy 2.3.5: Since using the natural infrastructure (percolation, aquifer recharge, wetland and lake storage) for water resource benefits is the most cost effective method for managing water long term, require new projects to use the natural infrastructure to the maximum extent practicable. Work toward incorporating *Grey to Green* stormwater treatment concepts into the City's Land Development Regulations.

Policy 2.3.6: Work with the Florida Department of Transportation (FDOT) to require mitigation for all losses in hydrologic function, including wetlands, treatment, recharge, habitat, etc. within the Peace Creek Watershed.

Policy 2.3.7: Develop partnerships with Polk County, the Southwest Florida Water Management District, State of Florida agencies, other communities, and private development interests to coordinate all aspects of water resources within the Peace Creek Watershed.



Peace Creek Canal

Policy 2.3.8: Continue the concept of using nature parks, rain gardens, and swales in appropriate locations to manage water resources as well as provide amenities for residents and future growth.

Policy 2.3.9: Reuse water should be recharged near the area where it was withdrawn and not transferred out of the watershed area without consideration for the overall water budget.

Objective 2.4: Implement water conservation programs to reduce water consumption.

Policy 2.4.1: Enforce water use restrictions adopted by SWFWMD during water shortages declared by the District.

Policy 2.4.2: Continue to enforce landscape regulations requiring the use of drought tolerant and native plant species and high efficiency irrigation systems.

Policy 2.4.3: The City shall regularly conduct water audits to identify and correct unaccountable water losses.

Policy 2.4.4: The City shall adopt the SWFWMD Water Conservation Standards for per capita, per day consumption. Continue participation in the *Florida Water Star Program*.

Policy 2.4.5: Winter Haven shall adopt and enforce SWFWMD water shortage plans which respond to emergency water supply interruptions.

GOAL THREE:

Protect and enhance local watersheds so that the highest level of ground and surface water quality can be achieved and maintained.

Objective 3.1: Minimize flood damage through the preservation of the functions of floodplains, watersheds, and other natural water storage areas.

Policy 3.1.1: Compensating storage requirements necessary for the protection and conservation of the natural function of floodplains shall be in compliance with the requirements of affected agencies having jurisdiction. In addition, land development regulations will require to the greatest extent feasible, structures to be built outside of the 100-year floodplain areas, or for proposed developments lying within the 100-year floodplain, the amount of fill and disturbance will be minimized to the minimum amount necessary to accommodate the proposed use, with compensating storage provided for that amount of fill placed within the 100-year floodplain. Hazardous material or wastes will not be stored within the 100-year floodplain.

Policy 3.1.2: Residential development occurring within the 100-year floodplain shall not exceed a gross density of one (1) dwelling unit per one (1) acre of land. To preserve and maintain the function of the floodplain, require the clustering of residential uses that are developed on parcels located either partially or wholly within the floodplain.

Policy 3.1.3: Maintain and enforce the Land Development Regulations that define the standards and criteria that uphold the Flood Prevention and Protection Ordinance already in place for the City of Winter Haven.

Policy 3.1.4: Structures in floodplains that are damaged from natural causes, such as hurricanes shall not be permitted to be replaced, unless the structure can comply with all City regulations.

Objective 3.2: Work with other government agencies, non-profit groups, property owners, and developers to enhance and restore natural watersheds, floodplains, and water storage areas.

Policy 3.2.1: Current and historical watershed functions should be considered by future development projects, not just what is apparent today. Partnerships between future development and agencies interested in watershed restoration should be encouraged.

Policy 3.2.2: When reviewing proposed changes to the Future Land Use Map or Zoning Map, take into consideration the natural watershed, historical floodplains and wetlands, and potential water storage areas. When a specific amendment is located along the Peace Creek Canal or one of its tributaries, develop partnerships with affected property owners on developing surface water storage opportunities.

Policy 3.2.3: In lower valley areas, restore ditched and drained systems by creating water storage holding 'nature park' areas that will treat stormwater, restore river flows, manage floodwaters, and increase recharge capacity.

Policy 3.2.4: Identify and recommend to the State and SWFWMD, floodplains and historical wetlands that would warrant acquisition under the Conservation and Recreation Lands (CARL) program.

Policy 3.2.5: As new development occurs along major drainage systems that may be the subject of public maintenance in the future, including the Peace Creek and Wahneta Farms Canals, easements for maintenance and flood control shall be requested as part of the development approval process.

GOAL FOUR:

Protect all area wetlands from negative impacts which may occur from human activities, which could result in a lowering of the quality of life for residents of Winter Haven.

OBJECTIVE 4.1: Define the standards and criteria necessary to protect wetlands and their function in the City's overall hydrology

Policy 4.1.1: Continue to maintain and enforce land development regulations that protect identified wetlands from encroachment from development activities. Periodically review and update these regulations to ensure continued compliance with federal and state regulations as well to incorporate the latest data and studies.

Policy 4.1.2: Coordinate with other agencies to develop a wetlands database, which will be revised regularly as new information becomes available.

Policy 4.1.3: Development which occurs within a wetland shall require review by affected local and state agencies.

Policy 4.1.4: Upon Plan adoption, all new development and redevelopment, wholly or partly within areas identified as known or potential wetlands, or areas of wetland soils, shall be required to inventory all such areas prior to receiving development approval. If wetlands and/or wetlands soils are found on the site, or will be affected by the development, a specific management plan with buffers to abutting and adjacent wetlands must be prepared by the developer, including necessary modifications to the proposed development to ensure the preservation of the wetland and wetland soils, and to result in no net loss of natural wetland functions.

Policy 4.1.5: Ensure that any lakeshore clearing to be done in the City is consistent with State permitting requirements.

Policy 4.1.6: When determining the quality of any on-site wetlands the following Categories shall be used:

Category 1 Wetlands

Category 1 wetlands shall meet one of the following criteria:

1. Wetlands located within a lake littoral zone; or

2. Wetlands in excess of 30 acres that have retained their historic and natural hydrologic function.

Category 2 Wetlands

Category 2 wetlands shall meet one of the following criteria:

1. Wetlands between 3 and 30 acres regardless of current hydrologic function; or

2. Wetlands that have been degraded and no longer have their natural hydrological function.

Category 3 Wetlands

Category 3 wetlands shall be defined as all other wetlands not categorized as Category 1 or 2.



Lake Howard Nature Park

Policy 4.1.7: Development activities allowed in Category I wetlands, shall be limited to such things as passive recreational activities, including walking trails, docks, timber boardwalks for water access, wildlife management shelters, and footbridges and observation decks. Alteration of Category 1 wetlands shall be limited to five (5) percent of the wetland area. Category 1 wetlands shall be mapped Conservation on the Future Land Use Map Series.

Policy 4.1.8: Incompatible land uses should first be directed away from Category 2 wetlands; however, where impact has to occur it shall be consistent with rules promulgated by regulatory agencies having jurisdiction over the wetland. Such agencies include, but are not limited to, ACOE, SWFWMD, and the FDEP. Any impact allowed shall be appropriately mitigated to ensure no net loss of wetland area.

Policy 4.1.9: If the application of these policies within this Objective has the effect of being an unconstitutional taking of private property which results in

precluding all beneficial use of the property and there is no practical alternative, then wetlands may be disturbed so long as there is no net loss of wetlands.

Policy 4.1.10: All commercial and industrial development involving toxic materials, hazardous wastes, pesticides, fuel storage tanks, and other uses with potential for surface water contamination, is prohibited in wetlands.

Objective 4.2: To the greatest extent possible, require mitigation projects for locally impacted wetlands occur within the Peace Creek watershed.

Policy 4.2.1: All impacts to wetlands, water quality, flood storage, and aquifer recharge should be mitigated on site to the maximum extent feasible. Where it is not possible to provide mitigation onsite, mitigation should occur within the Peace Creek Watershed.

Policy 4.2.2: Applications for development that involve disturbing wetlands shall provide a wetland delineation report that includes, but is not limited to: the delineation of on-site wetlands (using criteria promulgated by U.S. Army Corp of Engineers and/or Southwest Florida Water Management District and/or Florida Department of Environmental Protection); those wetlands proposed to be disturbed; the quality of the wetlands; whether the wetlands are isolated or part of a larger system; and, the description of any required mitigation activities.

Policy 4.2.3: Wetland restoration areas should be created in historical wetlands; and these areas should be used to further economic development by providing waterfront access, walking trails, and other amenities.

Policy 4.2.4: Periodically evaluate the possibility of the City of Winter Haven establishing a mitigation bank for future development and roadway projects.

GOAL FIVE:

Maintain the current biological diversity of plant, fish, and wildlife and the natural integrity of ecological systems.

OBJECTIVE 5.1: Winter Haven shall adopt provisions to evaluate, protect, and manage natural systems, in order to, preserve wildlife, fish, and native vegetative communities, and to maintain viable populations of existing plant, fish, and wildlife species.

Policy 5.1.1: Adopt land development regulations that define standards and criteria for impact review procedures.

Policy 5.1.2: All new development and redevelopment, wholly or partly within areas identified as known or potential natural drainage features, including the shores of the City's lakes, shall be required to inventory all such areas prior to receiving development approval. If natural drainage features and lakeshores will be altered by the development, a specific management plan with buffers for the lakes and drainage features must be prepared by the developer, including necessary modifications to the proposed development, to ensure the preservation and protection of natural drainage features and lakeshores.

Policy 5.1.3: Require all new developments and redevelopment, wholly or partly within areas identified as known or potential habitats for endangered or threatened vegetative and wildlife species be required to inventory all listed species prior to receiving development approval. If listed species are found on the site or would be affected by the development, a specific management plan must be prepared by the developer, including necessary modifications to the proposed development, to ensure the preservation of the listed species and their habitat.

Policy 5.1.4: Maintain and enforce the Landscape Ordinance to promote conservation of native vegetative communities on development sites. By 2025, revise and update the landscape ordinance to include provisions requiring the use of Florida Friendly landscaping.

Policy 5.1.5: Winter Haven shall coordinate with state and other governmental agencies in the conservation of endangered plant, fish, and wildlife species.

Policy 5.1.6: Winter Haven shall cooperate with other governmental agencies, to improve aquatic habitat by monitoring lake water quality.

Policy 5.1.7: Require the removal of invasive plant species upon discovery for all new development and redevelopment projects within the City.

Policy 5.1.8: Remain active as a Tree City U.S.A. and provide trees for the purpose of aesthetics and energy conservation.

GOAL SIX:

Prevent the further degradation of the ambient air quality, improve present ambient air quality, and ensure a future clean air environment.

Objective 6.1: Winter Haven shall maintain Land Development Regulations that define standards and criteria to improve and maintain a high level of air quality, energy efficiency, and work in conjunction with other governmental agencies.

Policy 6.1.1: Maintain and enforce the industrial performance standards for all industrial developments, as adopted in the City's Land Development Regulations.

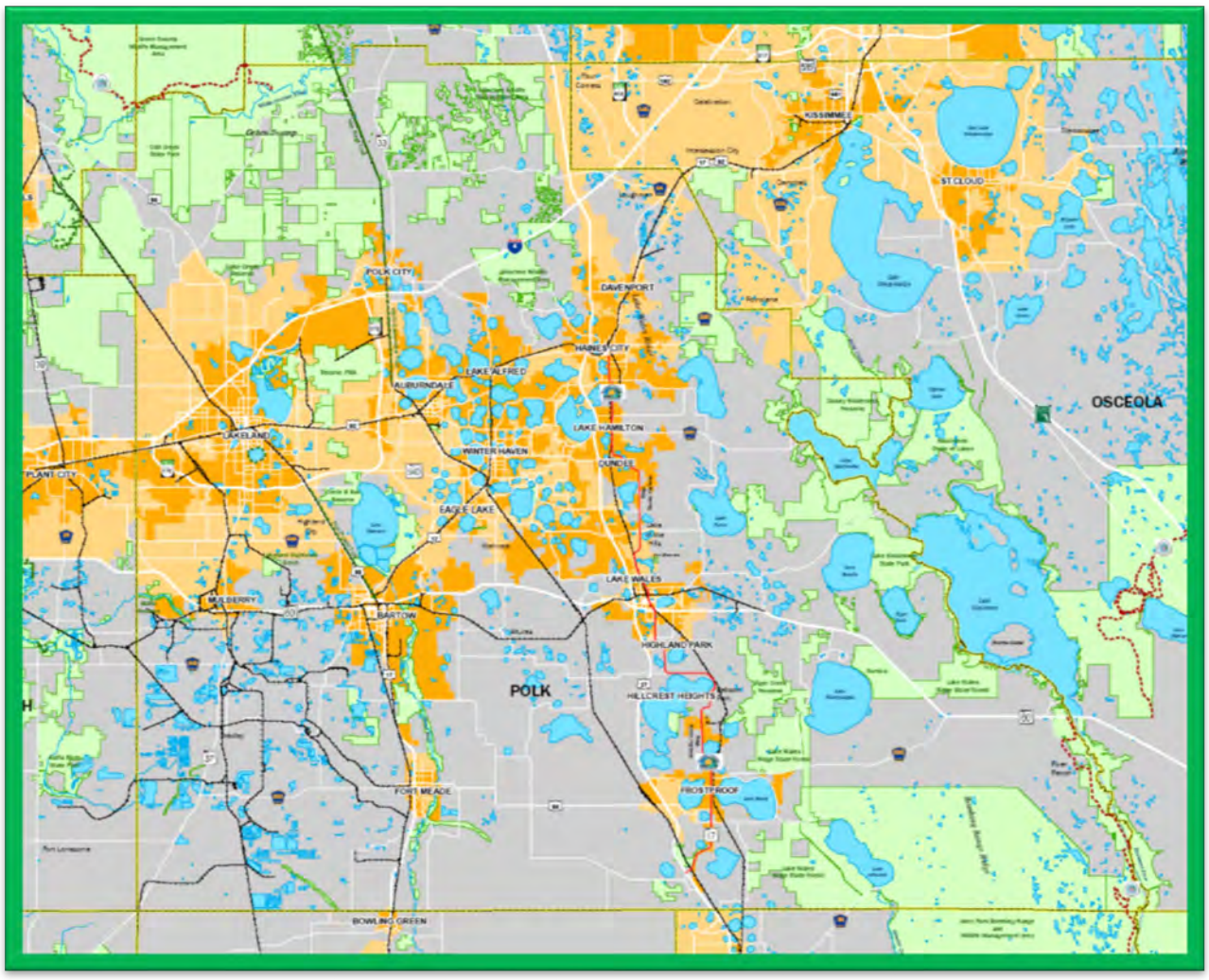
Policy 6.1.2: Maintain and enforce Land Development Regulations that define the standards and criteria to require both natural and man-made buffers between incompatible land uses and along arterial streets.

Policy 6.1.3: Maintain and enforce regulations pertaining to disposal of garbage and refuse, hazardous waste, and incinerators.

Policy 6.1.4: Maintain and enforce building codes that establish standards and criteria requiring the use of energy efficient products in the construction industry.

Policy 6.1.5: Through the Future Land Use Plan, encourage a compact, mixed use, built environment to reduce vehicle trips and vehicle miles traveled, which in turn will lower emissions.

Policy 6.1.6: By 2025, develop and implement land development regulations which address the clearing of development sites and the disposal and burning of vegetative matter in the City.



INTERGOVERNMENTAL COORDINATION ELEMENT

Goals, Objectives, and Policies

Adopted August 28, 2023

Goal One: Establish a regular means of communication among officials of two or more political or other jurisdictions for the purpose of sharing information and addressing and resolving issues of mutual interest.

Objective 1.1: Consider and coordinate with the plans of the County, surrounding cities, special districts, Federal and State agencies which regulate land use activities in the city, as well as entities that provide services (franchised electric, telephone, cable, and natural gas utility providers) but have no regulatory authority over land use.

Policy 1.1.1: The City will continuously review Federal and State agency plans, reports of the Lake Region Lakes Management District, the Southwest Florida Water Management District (SWFWMD), Polk Transportation Planning Organization (TPO), any airport master plans, and any college and/or university master plans presented to the City, and identify and resolve conflicts with the City of Winter Haven Comprehensive Plan, including concurrency related items.

Policy 1.1.2: The City will coordinate with other agency staff and governing boards in order to resolve issues raised in Policy 1.1.1.

Policy 1.1.3: The City will consider amending its Comprehensive Plan based upon the review of plans and discussions identified in Policy 1.1.1.

Policy 1.1.4: The City shall provide formal notification of any proposed comprehensive plan amendments that could affect land use, including locally undesirable land uses in an adjoining jurisdiction, by providing a detailed description of the proposed amendment and sending a map showing the location of the amendment. Where conflicts arise, the following guidelines and procedures shall be followed to resolve them:

a. City staff will initially work with staff of other governmental entities in an informal manner to resolve conflicts. If conflicts cannot be resolved in this manner, staff will confer with the City Manager to pursue resolution of the conflict with his or her counterpart.

b. Where the City has existing agreements with other governments or agencies that address the resolution of conflicts, the City will use the procedures set forth in those agreements. Where there is no existing agreement, the City Manager, at the direction of the City Commission, will organize a forum involving elected officials and staff to meet with a like body from other government or agency to pursue a resolution to the conflict.

c. If the process established in this policy fails to produce conflict resolution, the City Manager will request that the Central Florida Regional Planning Council's (CFRPC) informal mediation process be used.

Policy 1.1.5: The City will request the Polk County School Board (PCSB) to coordinate the planning of future land use and facility needs, and provide the City with annual updates to Capital Improvements programming. Upon request, the City will provide like plans and capital improvement schedules to the School Board.

Objective 1.2: Ensure adjoining jurisdictions, the Polk County School Board, and regulatory agencies are informed about any changes to the City's Comprehensive Plan that may result in extra-jurisdictional impacts.

Policy 1.2.1: Provide Planning Commission agendas, or other meeting notifications, to any outside jurisdiction or regulatory agency that may be affected by a proposed text or map change to the City's Comprehensive Plan or Unified land Development Code.

Policy 1.2.2: Following the adoption of any text or map change to the Comprehensive Plan or Unified Land Development Code, send a copy of the change to any affected jurisdiction, the Polk County School Board, or regulatory agency.

Policy 1.2.3: At a minimum, ensure that Polk County, the Polk County School Board, and the CFRPC have updated versions of the City's Comprehensive Plan and Unified Land Development Code.

Goal Two: Work with Polk County, adjacent municipalities, the Polk County School Board, State and Federal regulatory agencies, and the Central Florida Regional Planning Council on joint planning for those issues impacting an adjoining jurisdiction or are of a regional concern.

Objective 2.1: Identify, implement, and coordinate joint planning areas for annexation and utility service provision.

Policy 2.1.1: The City will coordinate with Polk County, and other jurisdictions as appropriate, to establish a joint planning process and delineate the direction and extent of municipal annexation for the planning period.

Policy 2.1.2: The City and Polk County shall work towards establishing a municipal annexation area that appears on the *Polk County Future Land Use Map*. Additionally, the City shall work with Polk County on developing an inter-local agreement for joint planning within the area and for the exclusive provision of water and sewer service to all development therein.

Policy 2.1.3: When reviewing or approving changes to the City's Future Land Use Map or Zoning Map, the City shall take into consideration any Selected Area Plans adopted by Polk County which include land located inside or adjacent to the city limits.

Objective 2.2: Identify and describe joint processes for collaborative planning on population projections.

Policy 2.2.1: The City will coordinate with Polk County, the Polk County School Board, and CFRPC to develop countywide population projections that include expected growth projections in the incorporated areas due to annexation.

Policy 2.2.2: The City will review the draft population projections and consider using them in the comprehensive plan.

Policy 2.2.3: The City will forward the population projections used in its comprehensive plan to the School Board so they can consider projected growth and development as it relates to the future need for schools.

Policy 2.2.4: The City will maintain an inter-local agreement with the School Board addressing such matters as the joint utilization of consistent and coordinated population projections.

Objective 2.3: Identify and describe processes for collaborative planning on school siting and joint use of facilities.

Policy 2.3.1: The City will annually review Polk County School Board's plans for the siting of public schools within its jurisdiction for consistency with the comprehensive plan, both at the staff level and through public hearings for specific site plans. This will include the review of the 5, 10 and 20 year facility plans of the School Board, as well as responding as needed to site-specific plans to locate new schools or expand existing schools. The City will review the School Board's annually updated Five Year Work Plan, 10, and 20-year work plans and coordinate those plans with the comprehensive plan.

Policy 2.3.2: Per Chapter 1013, Florida Statutes, at least 60 days prior to the purchase or leasing of property that may be used for new or expanded public educational facility, and where the proposed site is in or adjacent to the City of Winter Haven, the Polk County School Board shall notify the City of the location of the site. The City shall review the site as it relates to consistency with the *Winter Haven Comprehensive Plan*, including a preliminary analysis of the potential impacts to public facilities. The City's review shall be given to the School Board within 45 days after receipt of their initial notification to the City.

Where additional time is required for a complete public facilities impact analysis as it relates to issues of concurrency for transportation, water, wastewater, parks, stormwater management and/or solid waste, the City shall request that the School Board delay the purchase or lease of a site for a new or expanded school site until such an analysis may be completed and reviewed by the City Commission and School Board respectively.

Policy 2.3.3: Per Chapter 1013, Florida Statutes, the planning for new or expanded educational facilities must consider the effects of the location of public education facilities, including the feasibility of keeping central city facilities viable, in order to encourage central city redevelopment and the efficient use of infrastructure while discouraging urban sprawl. The City will encourage the collocation of public facilities of any kind, including parks, libraries, recreational opportunities, maintenance facilities, and schools~~,~~ when planning and reviewing a proposed site for a new or expanded educational facility.

Policy 2.3.4: Per Chapter 1013, Florida Statutes, if the proposed site for a new or expanded educational facility is consistent with future land use policies and categories of the Winter Haven Comprehensive Plan, the City may not deny an application for such a facility but may impose reasonable development standards and conditions which consider the site plan and its adequacy related to the environmental concerns, health, safety and welfare, and effects on adjacent property.

Policy 2.3.5: Continue to maintain the *2014 Inter-local Agreement for Public School Facility Planning* with the Polk County School Board, Polk County, and other municipalities within Polk County. The City shall actively participate in any process to update and amend the *Agreement*.

Policy 2.3.6: Include representation on the Planning Commission, in the form of an ex-officio member, by the Polk County School Board.

Objective 2.4: Identify and describe joint processes for collaborative planning for facilities subject to concurrency

Policy 2.4.1: City staff will coordinate as needed, with Polk County planning staff for the purpose of determining future unincorporated area needs for water and sewer within unincorporated areas served by the City.

Policy 2.4.2: For the purpose of obtaining comments pertaining to development expected in the *Polk County Comprehensive Plan*, the City will notify Polk County planning staff of plans to adopt construction schedules within its Capital Improvements Element for water and sewer facilities located in or affecting unincorporated areas within the City's utility service area~~s~~.

Policy 2.4.3: The City will coordinate, through the Polk Transportation Planning Organization (TPO), the transportation needs of the City with both the short range and long range needs of Polk County and the Florida Department of Transportation (FDOT).

Policy 2.4.4: The City will forward requests for access to county or state maintained roadways to each respective agency for comment concerning their respective plans and policies.

Policy 2.4.5: The City will enter into an inter-local agreement with Polk County for potential joint projects programmed under the County's Stormwater Plan and coordinated with City stormwater management projects.

Policy 2.4.6: The City shall work with the Polk County School Board on all new residential developments to ensure adequate school facilities are in place to serve the new residents.

Objective 2.5: Identify and describe joint processes for collaborative planning for facilities with regional significance.

Policy 2.5.1: The City will continue to coordinate with the Polk County staff for the provision of countywide services, including but not limited to, solid waste disposal and recycling, the Polk County Emergency Operations Center, Health Department, Water Resources, Housing and Neighborhood Development, and Property Appraiser.

Policy 2.5.2: The City will coordinate with the Polk County TPO and the Citrus Connection for the provision of major transportation facilities and mass transit.

Policy 2.5.3: The City will forward notice of proposed future land use plan policies related to hurricane shelters and evacuation routes, as well as map amendments resulting in an increase in population, to the Central Florida Regional Planning Council (CFRPC) and the Polk County Emergency Management Department to determine hurricane shelter space availability and the effect of increased evacuating populations on evacuation clearance times and routes.

Policy 2.5.4: The City will forward notice of proposed future land use plan policies that would affect any regional resource identified in the CFRPC's *Strategic Regional Policy Plan*.

Policy 2.5.5: The City will coordinate with the CFRPC to identify and protect Natural Resources of Regional Significance as identified in the currently adopted *Strategic Regional Policy Plan*

Policy 2.5.6: The City will cooperate with Florida Department of Environmental Protection (FDEP) and the CFRPC to identify and include greenways and an integrated habitat network of uplands on all planning maps. The City will adopt goals and objectives for protection of the Peace River and its wetlands and floodplains, as recommended by the Charlotte Harbor National Estuary Program board. Continue to participate in the Charlotte Harbor National Estuary Program advisory board meetings.

Objective 2.6: Establish, maintain, and improve intergovernmental coordination of development review activities, especially for collaborative planning on problematic land uses.

Policy 2.6.1: The City will periodically review its locational standards to determine whether conflicts exist between its regulations and those of neighboring jurisdictions, evaluate what can be done to resolve any conflicts found, and determine if any improvement in effectiveness or efficiency may be gained through a countywide approach to standards that would be more uniform in their application.

Policy 2.6.2: The City will coordinate with Polk County, the CFRPC, or appropriate ad hoc committees, in the development, review, and recommendation of efficient city-wide guidelines to coordinate the location of problematic land uses.

Objective 2.7: The City shall take a leadership role in managing water resources within the Peace Creek Watershed.

Policy 2.7.1: Other communities within the Peace Creek Watershed shall be approached about managing water on a watershed scale, including water supply, flooding, water quality and natural systems. Efforts should also include agencies such as the SWFWMD, FDEP, EPA and FDOT to insure that future projects maximize benefits for all aspects of water, including water supply, lake levels, water quality, wetland restoration and others. Intergovernmental agreements for coordination should be pursued to reduce costs and maximize benefits for all aspects of water.

Goal Three: The City shall work towards resolving all disputes with other jurisdictions or agencies in a timely manner using the least amount of resources necessary to resolve the dispute.

Objective 3.1: Bring intergovernmental disputes to closure in a timely manner through the use of voluntary dispute resolution processes.

Policy 3.1.1: The City will pursue the resolution of conflicts that may arise from the coordination of these I.C.E goals, objectives, and policies using the appropriate voluntary dispute resolution processes adopted by the City.

Policy 3.1.2: The City will coordinate with Polk County and the CFRPC, as appropriate, to resolve Comprehensive Plan disputes, as well as other planning related intergovernmental disputes.

Policy 3.1.3: The City will utilize the CFRPC's role as a mediator and conciliator as outlines in the adopted Rule to reconcile differences on planning and growth management issues as outlined in the Rule.

Policy 3.1.4: Utilize the court system only as a last resort in resolving a conflict with another jurisdiction or regulatory agency.



Public School Facilities Element

Goals, Objectives, and Policies

Adopted: August 28, 2023

Introduction

The following goal, objective, and policy statements have been developed for the use of local policy makers in guiding and directing the decision making process as it relates to future land use issues. For purposes of definition, the goal is a generalized statement of a desired end state toward which objectives and policies are directed. The objectives provide the attainable and measurable ends toward which specific efforts are directed. The policy statements are the specific recommended actions that the City will follow in order to achieve the stated goal.

GOAL 1:

Coordinate with the Polk County School Board ("School Board") and other jurisdictions to ensure quality educational facilities and superior educational opportunities which in turn encourage economic growth for individuals, families and communities in Winter Haven and Polk County.

Objective 1.1: The City shall implement the approved Inter-local Agreement for Public School Facility Planning (hereafter referred to as the Inter-local Agreement) as amended to maximize opportunities to share information.

Policy 1.1.1: The City shall meet at least annually with the School Board and other jurisdictions to review issues related to the Public School Facilities Element and the Inter-local Agreement and to determine the need to revise these documents.

Policy 1.1.2: The Planners Working Group as established in the Inter-local Agreement shall meet at least twice a year to set direction, plan for the annual meeting as described in Policy 1.1.1, formulate recommendations and discuss issues related to this element and the Inter-local Agreement as well as ancillary infrastructure improvements needed to support schools and ensure safe access to school facilities.

Policy 1.1.3: The City shall coordinate with the School Board and other jurisdictions to base plans on consistent projections, including population projections that are developed in coordination with the School Board, and student enrollment projections district-wide and by planning areas which are agreed upon by the Planners Working Group. The School Board's student enrollment projections shall consider the impacts of development trends and data required to be reported in accordance with the Inter-local Agreement.

Policy 1.1.4: The City shall at least annually report on growth and development trends within its jurisdiction to the School Board. The City shall provide the information as specified in the Inter-local Agreement. The School Board

will use the information to distribute student enrollment by concurrency service area to make the most efficient use of public school facilities.

Policy 1.1.5: Support School Board efforts to identify long-range school site needs and select sites based on the criteria established in this element and the Inter-local Agreement.

Policy 1.1.6: The City shall seek and consider School Board comments on relevant comprehensive plan amendments and other land use decisions which may impact schools, as provided for in Florida Statute.

Policy 1.1.7: The City shall review their annually updated copy of the Polk County School Board's Five Year Work Plan and other reports from the School Board including a general educational facilities report with information outlined in the Inter-local Agreement.

Policy 1.1.8: The City shall appoint a representative selected by the School Board to serve at a minimum as an ex-officio member of the Planning Commission.

Objective 1.2: Encourage partnerships that will ensure adequate educational facilities which in turn will encourage economic growth and provide for a trained and stable labor force, resulting in a higher quality of life.

Policy 1.2.1: Support and encourage community and business partnerships for educational support services, to include, but not be limited to, magnet programs, work training, and job placement in order to improve productivity, earning potential, standard of living, and retention of labor force.

Policy 1.2.2: Consider the economic impact of school locations on neighborhoods such as, but not limited to the following factors: infrastructure, property and housing values, as well as surrounding land uses.

Policy 1.2.3: Encourage public/private partnerships between schools, business community, and other employers through mentoring programs, and Adopt-A-School programs with employees.

Objective 1.3: The City shall establish new and review existing coordination mechanisms relating to school facility planning that evaluate and address the comprehensive plan's effects on adjacent local governments, the school board, and other units of local government providing services but not having regulatory authority over use of land and the State.

Policy 1.3.1: The City shall cooperate with the School Board and other local jurisdictions to implement the Inter-local Agreement, as required by Section 1013.33, Florida Statutes, which includes procedures for:

a. Coordination and Sharing of Information
b. Planning Processes
c. School Siting Procedures
d. Site Design and Development Plan Review
e. School Concurrency Implementation
f. Implementation and Amendments
g. Resolution of Disputes

Policy 1.3.2: The coordination of school siting shall be conducted in accordance with the Inter-local Agreement taking into consideration the needs identified in the current School Board Five Year Work Plan and the annual general education facilities report.

Policy 1.3.3: In order to coordinate the effective and efficient provision and siting of public educational facilities with associated infrastructure and services within the Polk County School District, the City, the School Board and all local governments within Polk County shall meet jointly to develop mechanisms for coordination. Such efforts may include:

a) Coordinated submittal and review of the annual capital improvement program of the City, the annual educational facilities report and Five Year Work Plan of the School Board.

b) Coordinated review and assessment of the associated costs and expenditures of siting and developing schools with needed public infrastructure.

c) Coordinated review of residential planned developments or mixed use planned developments involving residential development.

d) Use of a unified data base including population (forecasts of student population), land use and facilities.

e) Assistance from Polk Leisure Services (with representatives from each of the entities) to review coordinated siting of schools with parks for multi-functional use. Directives resulting from the joint meeting shall be incorporated into the Comprehensive Plan, Land Development Regulations, if applicable, or other appropriate mechanisms as deemed necessary.

GOAL 2:

The City will implement public school facilities concurrency uniformly with other local jurisdictions in order to ensure the availability of public school facilities consistent with an adopted level of service providing adequate school capacity and eliminating overcrowded conditions in existing and future schools.

Objective 2.1: *Establish a minimum level of service for schools and consider school capacity within development impact reviews, e.g. for Planned Developments, re-zoning requests, site plans, DRIs, or where there are specific development plans proposed.*

Policy 2.1.1: The City shall establish development plan review procedures with an effective date of March 1, 2008, for all residential and mixed use development proposals in order to implement school concurrency.

Policy 2.1.2: The City shall collaborate with the School Board to identify methods to achieve targeted utilization that include:

a. Improvements to existing school facilities (shared facilities, redistricting, expansion or remodeling, etc.)

b. Retrofitting of existing structures

c. New school construction

d. Encouraging multi-story school facilities in an urban environment

e. Exploring re-use of former non-residential centers as potential urban school sites.

Objective 2.2: Through its review of proposed development, the City shall ensure that the capacity of schools is sufficient to support students at the adopted level of service (LOS) standards within the period covered by the Five Year Work Plan. These standards shall be consistent with the Inter-local Agreement.

Policy 2.2.1: The City shall apply the LOS standards set forth herein consistently with all local jurisdictions and the School Board on a district-wide basis within the adopted concurrency service areas for each school type.

Policy 2.2.2: Consistent with the Inter-local Agreement, the uniform, district-wide level-of service standards are established as a percent of Florida Department of education (DOE) Florida Inventory of School Houses (FISH) capacity. Permanent capacity cannot be increased by adding relocatables. The LOS standards of 100% of FISH capacity will be in

effect for all schools.

a. Magnet and School of Choice: One hundred percent (100%) of enrollment quota as established by the School Board or court ordered agreements and as adjusted by the School Board annually.

b. Other: K-8, 6th grade centers, 9th grade centers, 6-12 are at one hundred percent (100%) of DOE FISH capacity

c. Special Facilities: Including alternative education or special programmatic facilities are designed to serve the specific population on a countywide basis or for temporary need and are not zoned to any specific area. Therefore, they are not available or used for concurrency determinations.

d. Conversion Charter Schools: The capacity is set during contract negotiations and the School Board has limited control over how many students the schools enroll.

Policy 2.2.3: in accordance with F.S. 1013.21, the City shall coordinate with the School Board to identify those schools operating below their respective LOS standard. These facilities shall be termed "overcapacity schools."

Policy 2.2.4: The City shall coordinate with the School Board to achieve an acceptable LOS at identified overcapacity schools as part of a financially feasible concurrency management program. In addition, the City shall coordinate with the School Board to identify long-term solutions for schools with chronic concurrency concerns.

Objective 2.3: The City, in coordination with other jurisdictions and the School Board, shall establish School Concurrency Service Areas within which a determination is made of whether adequate school capacity is available based on the adopted level of service standards.

Policy 2.3.1: The School Concurrency Service Areas (CSAs) for the Polk County School District, as agreed in the Inter-local Agreement, shall be school attendance zones (excluding attendance "spot zones"). When a proposed adjustment to the established school attendance zones is to be considered by the School Board, the City shall coordinate with the School Board and strive to provide technical and public input prior to an official public hearing. The school attendance CSAs are hereby adopted by reference and included in the Public Schools Facility Element data and analysis.

Policy 2.3.2: Concurrency Service Areas shall be established and subsequently

modified to maximize available school capacity and make efficient use of new and existing public schools in accordance with the level of service standards, taking into account minimizing transportation costs, limiting maximum student travel times, achieving the District's interest in balanced socioeconomic and diversity objectives in order to maintain and protect the District's unitary status, and recognizing the capacity commitments resulting from the local governments' development approvals for the CSA and for contiguous CSAs.

Policy 2.3.3: Concurrency Service Areas shall be designed so that the adopted level of service will be able to be achieved and maintained within the bounds of the School Board's requirement for a financially feasible five year capital facilities plan.

Objective 2.4: In coordination with the School Board, the City will establish a process for implementation of school concurrency which includes capacity determinations and availability standards. The City shall manage the timing of residential subdivision approvals and site plans to ensure adequate school capacity is available consistent with adopted level of service standards for public school concurrency.

Policy 2.4.1: Final subdivision and site plan approvals for residential development shall be conditioned upon the availability of adequate school capacity as per the adopted level of service standards (LOS) of this element and as required by Section 163.3180(13) F.S.

Policy 2.4.2: School concurrency shall apply only to residential development or a phase of residential development that generate students requiring a final development approval including subdivision plat approval, site plan, or its functional equivalent, proposed or established after the effective date of this element.

Policy 2.4.3: School concurrency shall be implemented beginning March 1, 2008, by the City, for all residential development, unless the development has been determined to be exempt or otherwise vested in accordance with Florida statutory and common law. Should the City receive any requests for exemption or vesting, it shall forward same to the School Board and accept and consider timely comments therefore in accordance with applicable provisions of the City's Intergovernmental Coordination Element and section 2.D.1. of the Interlocal Agreement for Public School Facility Planning.

Policy 2.4.4 The City shall prepare a report on the development projects not subject to school concurrency at the time of the adoption of the Public School Facilities Element.

Policy 2.4.5: The City, in consultation with Polk County School Board staff, will

develop and adopt land development regulations which establish application procedures and processes for evaluating school capacity and making concurrency determinations consistent with the Inter-local Agreement.

Policy 2.4.6(a): The City may provide a non-binding schools concurrency decision earlier in the approval process, such as at the time of preliminary plan approvals, if requested by the applicant. The School Board must approve the concurrency determination, allocations of capacity, and proportionate share mitigation commitments, as provided herein.

Policy 2.4.6(b): School concurrency decisions should support and not be in conflict with the local goals and objectives of the comprehensive plan regarding growth management, as articulated in the other elements of the local comprehensive plan.

Policy 2.4.7: The City will issue a concurrency determination based on the School Board's concurrency review findings and recommendations consistent with the Inter-local Agreement. The School Board's findings and recommendations shall address whether adequate capacity exists for elementary, middle, and high schools, based on the level of service standards, or if adequate capacity does not exist, whether appropriate mitigation can be accepted, and if so, acceptable options for mitigation consistent with the policies set forth herein.

Policy 2.4.8: The City shall only issue a concurrency approval for a subdivision plat for residential development where:

a. The School Board's findings indicate adequate school facilities will be in place or under actual construction within three (3) years after the issuance of the subdivision plat or site plan for each level of school;

b. Adequate school facilities are available in the relevant CSA or adjacent CSA where the impacts of development can be shifted to that area;

c. The developer executes a legally binding commitment to provide mitigation proportionate to the demand for public school facilities to be created by the actual development of the property subject to the final plat or site plan; or

d. The City has determined that the residential development is exempt or otherwise vested from the requirements of school concurrency.

Policy 2.4.9: In the event that there is not sufficient capacity in the affected

concurrency service area based on the adopted level of service standard to address the impacts of a proposed development, and the availability standard for school concurrency cannot be met, one of the following shall apply:

a. The project shall provide capacity enhancement(s) sufficient to meet its impact through school board approved mitigation; or,

b. The project shall be delayed to a date when the level of service can be ensured through capital enhancement(s) or planned capacity increases; or,

c. A condition of approval of the subdivision or site plan shall be that the project's impact shall be phased and each phase shall be delayed to a time when capacity enhancement and level of service can be ensured; or,

d. The project shall not be approved.

Policy 2.4.10: If the impact of the project will not occur until years 2 or 3 of the School Board's financially feasible Five Year Work Plan, then any relevant programmed improvements in those years shall be considered available capacity for the project and factored into the level of service analysis. If the impact of the project will not be felt until years 4 or 5 of the Five Year Work Plan, then any relevant programmed improvements shall not be considered available capacity for the project unless funding of the improvement is ensured through School Board funding to accelerate the project, through proportionate share mitigation, or some other means.

*Objective 2.5**:** The City shall allow for mitigation alternatives that are financially feasible and will achieve and maintain the adopted level of service standard consistent with the adopted School Board's financially feasible Five Year Work Plan.*

Policy 2.5.1: Mitigation shall be allowed where the adopted level of service standards cannot be met. Mitigation options shall include options listed below for which the School District assumes operational responsibility through incorporation in the adopted School Board's financially feasible Five Year Work Plan and which will maintain adopted level of service standards.

a. The donation, construction, or funding of school facilities sufficient to offset the demand for public school facilities created by the proposed development; and,

b. The creation of mitigation banking based on the construction of a public school facility in exchange for the right to sell capacity credits.

Policy 2.5.2: Mitigation shall not be required if the needed capacity for the development is available in one or more contiguous concurrency service areas and the impacts of the development can be shifted to that concurrency service area and where such is consistent with the other provisions of this Element.

Policy 2.5.3: Mitigation shall be directed to permanent capacity improvement projects on the School Board's financially feasible Five Year Work Plan that will satisfy the demand created by that development approval consistent with the adopted level of service standards, and shall be assured by a legally binding development agreement between the School Board, the City, and the applicant executed prior to the issuance of the subdivision plat. If the School Board agrees to the mitigation, the School Board must commit in the agreement to placing the improvement required for mitigation in its Five Year Work Plan in a timely manner. However, if a new development triggers the need for additional capacity which can only be met by a new school and such new school would not otherwise be needed for more than five years, the mitigation agreement shall not trigger concurrency nor a change to the Five Year Work Plan until the time at which conditions for the agreement are acceptable to the School Board. The development agreement shall include the landowner's commitment to continuing renewal of the development agreement upon its expiration. Relocatable classrooms will not be accepted as mitigation.

Policy 2.5.4: The amount of mitigation required for each school level shall be determined by multiplying the number of new student stations required to serve the new development by the average costs per student station applicable to the Polk County School District. The average cost per student station shall include school facility development costs and land costs, as determined by the Interlocal Agreement.

Policy 2.5.5: As provided in the Inter-local Agreement, the student generation rates used to determine the impact of a particular development application on public schools, shall be reviewed and updated as apparent and necessary in accordance with professionally accepted methodologies at a minimum of five (5) years.

Objective 2.6: The City, in coordination with the School Board and other jurisdictions, shall ensure existing deficiencies and future needs are addressed consistent with the adopted level of service standards for public schools.

Policy 2.6.1: The City, in coordination with other jurisdictions, shall ensure that future development pays a proportionate share of the costs of the capital facility capacity needed to accommodate new development and to assist

in maintaining adopted level of service standards, via impact fees and other legally available and appropriate methods in development conditions.

Policy 2.6.2: The City hereby incorporates by reference the School Board's financially feasible Five Year Work Plan.

Policy 2.6.3: Where feasible, the City shall work with developers and others to investigate the feasibility of new or alternative funding sources for additional public schools.

GOAL 3:

Partner with the School Board and other jurisdictions to promote schools as focal points of existing and future neighborhoods through siting for new schools, redevelopment of existing school facilities, and co-location and shared use of facilities and services.

Objective 3.1: The City, in collaboration with the School Board and other jurisdictions, shall provide for the location and expansion of existing schools in a coordinated manner ensuring the planning, construction, and opening of educational facilities are coordinated in time and place, concurrent with necessary services and infrastructure, and compatible and consistent with the Comprehensive Plan.

Policy 3.1.1: The City will provide the School Board with potential sites for consideration when notified by the School Board of the need for new school facilities in accordance with the Inter-local Agreement.

Policy 3.1.2: The City will coordinate with the School Board to ensure that proposed public school facility sites are consistent with the applicable land use categories and policies of the comprehensive plan and will consider each site as it relates to environmental, health, safety and welfare concerns, effects on adjacent property and other guidelines as outlined in the Inter-local Agreement.

Policy 3.1.3: The City shall coordinate with the School Board and other jurisdictions on the planning and siting of new schools facilities to ensure appropriate timing of necessary services and infrastructure and, that such sites, are compatible and consistent with the Comprehensive Plan.

Policy 3.1.4: The City will include sufficient allowable land use designations for schools approximate to residential development to meet the projected needs for schools. Schools are an allowable land use in all future land use plan categories, except heavy industrial and conservation or preservation type land uses designating environmentally sensitive

areas. The City shall clearly identify in the Future Land Use Element and Land Development Regulations the land use and zoning categories in which schools are allowable uses.

Policy 3.1.5: The City will collaborate with the School Board and other jurisdictions to jointly determine the need for and timing of on-site and off-site improvements necessary to support each new school or the proposed renovation, expansion or closure of an existing school, and will enter into a written agreement, if necessary, as to the timing, location, and the party or parties responsible for constructing, operating and maintaining the required improvements.

Policy 3.1.6: The City shall protect schools from the intrusion of incompatible land uses by providing the School Board representatives the opportunity to participate in the review process for all proposed developments adjacent and in proximity to schools.

Policy 3.1.7: The preferred locations for public schools, whether elementary, middle or high schools are within the Urban Service Areas for utility services and expansions.

Policy 3.1.8: The City shall automatically process amendments to the Future Land Use Map upon the approval of a new school site, where necessary.

Policy 3.1.9: The City shall participate in the School Site Selection process following the terms and limitations established in the Inter-local Agreement.

Policy 3.1.10: The City shall collaborate with the School Board and other jurisdictions to ensure the provision of supporting infrastructure as required by the Inter-local Agreement and applicable Florida Statutes.

Policy 3.1.11: The City shall establish an effective process for reserving, with conceptual School Board staff approval, school sites which could include:

a. Consideration of school siting during the completion of area wide studies, and/or

b. Developer contribution towards the provision of school facilities.

Objective 3.2: Enhance community and neighborhood design through effective school educational facility design, school siting standards, compatibility with surrounding land uses, schools as focal points for community planning, and making schools a central component, geographically or otherwise, to neighborhood-level planning.

Policy 3.2.1: Work with the School Board to identify new school sites that would be in

locations to provide logical focal points for community activities and serve as the cornerstone for innovative urban design standards.

Policy 3.2.2: Provide school sites and facilities within planned neighborhoods, unless precluded by existing development patterns.

Policy 3.2.3: Support and encourage the location of new elementary and middle schools internal to residential neighborhoods and/or near other civic land uses.

Policy 3.2.4: Coordinate with the School Board to identify locations for new high schools based upon need and availability of viable properties within the search area identified by the School Board.

Policy 3.2.5: Support and coordinate with School Board efforts to locate new elementary schools within reasonable walking distance to residential neighborhoods.

Policy 3.2.6: In cooperation with the School Board, and where necessary, develop and adopt design standards for school bus stops and turnarounds in new developments.

Policy 3.2.7: Support the School Board in its efforts to locate appropriate school services, such as administrative offices, night classes and adult education on-site or in alternative locations, such as but not limited to commercial plazas, shopping malls, and community centers.

Policy 3.2.8: The City shall coordinate closely with School Board staff on preliminary design plans for new schools, generally seeking to maximize land via multi-story facilities, incorporating design elements which are community-friendly such as allowing for a shared media and/or meeting center and/or play fields on campus, respecting environmental features of a site, respecting the need to provide noise or visual buffers from adjacent owners, providing connectivity for pedestrians at multi-school properties, and providing pedestrian, bicycle and other connectivity to the surrounding residential community.

Policy 3.2.9: Reduce capital expenditures for the City and the School Board via cost-effective design criteria and shared facilities.

Objective 3.3: Plan for the expansion and/or rehabilitation of existing school facilities to maintain and improve neighborhoods and communities.

Policy 3.3.1: Where existing schools are proposed to be expanded, substantially renovated or new schools are proposed to be built, the City shall request that school board staff, local school-based faculty, and advisory councils

coordinate with City staff and relevant neighborhood groups/leaders, and residents to integrate school facilities and activities with neighborhood planning and community development activities.

Policy 3.3.2: Coordinate with the School Board, Florida Department of Transportation (FDOT), the Transportation Planning Organization (TPO), and other jurisdictions to ensure that both existing educational facilities and proposed public school sites are accessible from, and integrated into, a planned system of sidewalks, trails, and bikeways and observe adopted local access management principles. Seek or assist the School Board in pursuing grant funding to enhance access and intermodal connectivity to and between schools, their co-located facilities, neighborhoods, and proximate community facilities such as parks.

Objective 3.4: Implement provisions of the Inter-local Agreement by coordinating the location of educational facilities and the co-location of other public facilities.

Policy 3.4.1: The City will review future school and ancillary facility plans and identify opportunities for future co-location or joint use projects. The School Board will be notified of potential projects in a timely manner.

Policy 3.4.2: Encourage the location of parks, recreation and community or civic facilities in new and existing communities in conjunction with school sites. Seek out other co-location and joint use opportunities as outlined in the Inter-local Agreement that will benefit existing neighborhoods or redevelopment efforts.

Policy 3.4.3: Where financially feasible, the City will provide funding within its Capital Improvements Element to allow for identified and potential co-location projects.

Objective 3.5: Strengthen existing neighborhoods and enhance community and neighborhood design through the co-location and joint use of educational facilities.

Policy 3.5.1: The City, in cooperation with the School Board and other jurisdictions, shall whenever possible coordinate the co-location and shared use of school facilities, parks, community facilities, and other facilities compatible with schools.

Policy 3.5.2: The City and other jurisdictions in cooperation with the School Board shall jointly plan jurisdictional co-location or joint use projects which overlap boundaries within areas defined for civic purposes. Civic uses near or adjacent to schools shall be a preferred land use in regard to land use decision making.

Policy 3.5.3: Continue to exercise joint use agreements between the School Board,

the City, and other relevant agencies regarding shared use of facilities, including schools, community centers, libraries, parks, and other compatible facilities. Agreements shall include shared costs where feasible.

Policy 3.5.4: Support and encourage community-based programs for children's athletics, performing arts, and after-school enrichment in conjunction with school facilities. This may include exploring and supporting economically feasible multi-modal transportation system options that will enhance such opportunities.

Policy 3.5.5: Each year upon adoption of the School Board's Five Year Program of Work, and as coordinated by Polk County and the School Board, the City will participate in meetings of relevant agencies to discuss planning and budgeting for possible co-located facilities. This coordination may include staff from the affected local government's planning, parks and recreation, library, law enforcement, civic groups, and other agencies as necessary. The coordination will focus upon financially feasible co-location opportunities which may exist prior to commencement of school construction.

Policy 3.5.6: Encourage the business community, developers, and other private organizations to coordinate with the City and the School Board to jointly fund and design community-based services and facilities in conjunction with existing and proposed school sites.

GOAL 4:

Maintain and enhance intergovernmental coordination and joint planning efforts with the School Board and other jurisdictions to ensure public infrastructure and other necessary services are available in a multi-jurisdictional environment for public school facilities.

Objective 4.1: Integrate land use and school facility planning in Winter Haven through a series of planning, coordination, and implementation activities which ensure capital facilities and infrastructure necessary for school facilities are available to public schools.

Policy 4.1.1: Through development review processes, consider the possible need for expansion of existing school facilities or the provision of new facilities with land use planning.

Policy 4.1.2: Develop a process for an annual joint review of the capital plans for the School Board and the local government.

Policy 4.1.3: Plan and locate new school facilities in areas where student population

growth is expected due to new development approvals and/or agreed-upon area specific population projections.

Policy 4.1.4: The City, in conjunction with the School District, Polk County, and the municipalities within the County, shall identify issues relating to public school emergency preparedness, such as:

a. The determination of evacuation zones, evacuation routes, and shelter locations.

b. The design and use of public schools as emergency shelters.

c. The designation of sites other than public schools as long-term shelters, to allow schools to resume normal operations following emergency events.

Objective 4.2: Support School Board programs to effectively and efficiently manage existing capital and operational funds and resources.

Policy 4.2.1: The City shall cooperate with the School Board and other local jurisdictions and agencies to address and resolve multi-jurisdictional public school issues.

Policy 4.2.2: Support School Board efforts to ensure sufficient capacity and operational resources for current and future school enrollment by partnering in the identification of capital needs, operational needs, and available funding sources for various campuses and school programs.

Policy 4.2.3: Support the School Board and encourage the State Legislature to allow flexibility in state, local and private sector participation in capital and operational funding of public school facilities.

Policy 4.2.4: Give priority in scheduling City programs and capital improvements which are consistent with and which meet the capital needs identified in the school facility planning program(s).

Policy 4.2.5: Coordinate with the School Board to ensure the appropriate methodology (i.e. student generation rates) is utilized to evaluate the impact of different types of residential units on student populations, school facilities, and fiscal impacts to schools.

Policy 4.2.6: Consider joint funding for expanding appropriate school facilities to function as community service centers.

Policy 4.2.7: Encourage the private sector to identify and implement creative

solutions in developing adequate school facilities in residential developments. Creative solutions may include combining mitigation needs of several developments, creating or enhancing co-location opportunities, and/or conversion of structures to a school setting as long as they meet State Requirements for Educational Standards (SREF).

Policy 4.2.8: The City in consultation with the School Board on a case-by-case basis shall consider incentives such as, but not limited to, density bonus points, tax credits, waiver of fees or other innovative means to encourage developers to contribute to the provision of school facilities by:

a. Donating school site(s),

b. Reserving or selling sites at pre-development prices,

c. Constructing new facilities or renovating existing facilities, and

d. Providing access to public transit.

Policy 4.2.9: Support School Board efforts to allow the private sector to construct school facilities and/or lease land or facilities to the School Board.

Policy 4.2.10: The City shall identify infrastructure projects within the City's Capital Improvement Program which will permanently or temporarily impact an existing campus due to proximity or serviceability to a campus.

Policy 4.2.11: Support School Board efforts to consider urban infill lots and/or reuse of existing structures and urban design standards regarding site development.

GOAL 5:

Monitoring, evaluation, and implementation

Objective 5.1: The City shall implement the objectives and policies of the Public School Facilities Element in coordination with the School Board and other local governments.

Policy 5.1.1: The City Manager, or designee, shall be responsible for implementing the educational facilities objectives and policies included in the City Comprehensive Plan.

Policy 5.1.2: The City shall adopt development regulations as necessary to implement the objectives and policies of the Public School Facilities Element.

Policy 5.1.3: The City shall maintain intergovernmental agreements with other local governments in order to attain common objectives within the Public School Facilities Element.

Policy 5.1.4: The City shall establish contact with other governmental agencies and private organizations, as needed, to carry out Public School Facilities Element objectives and policies.

Policy 5.1.5: The City shall revise permitting or permit-related procedures, as necessary, to carry out the objectives and policies of the Public School Facilities Element.

Policy 5.1.6: The City shall develop and implement programs or methodology, and conduct any studies required by the Public School Facilities Element.

Policy 5.1.7: The City shall determine from the School Board the inventories required by the Public School Facilities Element.

Policy 5.1.8: The City shall continue to enforce existing regulations where specified within the Public School Facilities Element.

Policy 5.1.9: Any conflicts related to issues covered by the Public School Facilities Element and Inter-local Agreement shall be resolved in accordance with governmental conflict resolution procedures specified in Florida Statute.



CAPITAL IMPROVEMENTS ELEMENT

Goals, Objectives, and Policies

Adopted: August 28, 2023

GOAL ONE: The timely and efficient provision of needed public facilities and services through the use of sound fiscal policies.

Objective 1.1: Utilize the Capital Improvement Element to meet existing capital deficiencies, accommodate desired future growth, and replace any obsolete or worn-out facilities.

Policy 1.1.1: The City shall annually adopt the 5-Year Schedule of Capital Improvements into the Comprehensive Plan.

Policy 1.1.2: The City shall update its Capital Improvements Program annually as part of its yearly budget process. The Capital Improvements Program shall serve as the basis for the 5-year Schedule of Capital Improvements.

Policy 1.1.3: All capital expenditures, whether public or private, that are necessary to maintain adopted level of service standards, and have a minimum cost of $25,000 and/or a service life exceeding five (5) years, shall be listed in the 5-Year Schedule of Capital Improvements.

Policy 1.1.4: Ensure the compatibility of all capital projects with the goals, objectives, and policies contained in the Conservation, Future Land Use, Infrastructure, Recreation and Open Space, and Transportation Elements.

Policy 1.1.5: The following "Level of Service" standards are hereby adopted.

A. Potable Water:

1. Average per capita daily consumption Level of Service is as follows:

Year	**Current**	**By 2025**	**By 2030**	**By 2035**
Potable Water LOS	115.0 gallons	110.0 gallons	105.0 gallons	100.0 gallons

2. Capacity design Level of Service is 350 gallons per household per day for the purpose of establishing the basis for impact fees for all new development.

3. Water distribution mains, which serve a fire hydrant, shall be a minimum of six (6) inches in diameter.

4. For increased system-wide reliability, all water distribution mains shall be looped.

5. Minimum fire flow per hydrant shall be as follows:

Use of Land	Minimum Fire Flows (gallons per minute)
Single-family	500
Multi-family less than 6 units/acre	500
Multi-family 6.0 or more units/acre	1,500
Commercial	1,500
Industrial	1,500
Institutional	1,500

B. Sanitary Sewer:

Average daily flow is established as follows:

Year	Current	By 2028	By 2035
Wastewater LOS (gallons/person/day)	100.0 gallons	95.0 gallons	85.0 gallons

C. Solid Waste:

1. Solid waste generation shall not exceed 4.5 pounds per person per day.

2. At a minimum, the City shall collect household garbage, recyclables, and horticultural/yard waste weekly.

D. Drainage:

1. All development and redevelopment shall design all stormwater systems to manage the effects of a 25-year, 24-hour storm event.

2. In all development and redevelopment, the post-development stormwater runoff rate shall not be greater than the pre-development runoff rate. Any difference in the pre and post volume of stormwater runoff shall be contained on site.

3. Any development and redevelopment, not having a positive outfall, will be required to retain a 100-year, 24-hour storm event.

4. Require all development and redevelopment, to construct on-site drainage systems and retention facilities that maintain water quality and promote aquifer recharge.

E. Transportation:

1. The following Levels of Service (LOS) for roadways within the City are hereby adopted:

   a. All roadways without fixed-route transit: Peak-Hour/Peak Direction LOS “D”

   b. Adopted multimodal Level of Service standards for transit corridors within the City shall be as outlined in Table 1.1.1 and illustrated by the Multi-modal Level of Service Maps contained in the Transportation Map Series.

2. All new roadways constructed within the City will be designed to accommodate a minimum of Level of Service D and, once constructed, will not be allowed to fall below the adopted multi-modal standard.

Table 1.1.1- Multi-modal Level of Service Standards

Multi-modal LOS Standard	Description	Automobile/ Roadway LOS (Peak-Hour/Direction)	Transit Requirements	Pedestrian Requirements	Bicycle Requirements
M-1	Minimal fixed-route transit corridor	D + 10 percent	60-minute headways	Sidewalk access to transit stops	Bike racks on buses
M-2	Enhanced fixed-route transit corridor with some connections to properties located within ¼ mile of the transit route and improved transit stops	E	30-minute headways	Sidewalk access to transit stops	Bike racks on buses & bike route/system
M-3	Extensive fixed route transit area with extensive connections to all properties within ¼ mile of the transit route and improved transit stops	E + 10 percent	30-minute headways	Extensive sidewalk network	Bike racks on buses, bike racks at transit stops and destinations, & bike route/system

F. Recreation:

1. Maintain a LOS standard of 6.0 acres of developed park land per 1,000 residents.

2. The City shall strive to maintain existing ratios of recreation facilities as follows:

Recreation Component	Components to Population Ratio
Ballfield	1 per 5,000
Basketball	1 per 5,000
Boat Ramp	1 per 5,000
Dog Park	1 per 25,000
Fishing Dock	1 per 5,000
Fitness Course	1 per 10,000
Golf (18-hole course)	1 per 100,000
Horseshoe Court	1 per 4,000
Multi-use Field	1 per 6,000
Open Water Access	1 per 5,000
Swimming Pool	1 per 25,000
Picnic Shelter	1 per 5,000
Playground	1 per 5,000
Skate Park	1 per 25,000
Shuffleboard Court	1 per 4,000
Tennis Court	1 per 2,000
Volleyball Court	1 per 4,000

G. Public School Facilities:

1. Consistent with the 2014 Inter-local Agreement, the uniform, district-wide level-of service standards are established as a percent of Florida Inventory of School Houses (FISH) capacity. Capacity cannot be increased by adding relocatables. The LOS

standard of 100% of FISH capacity will be in effect for all schools.

Policy 1.1.6: The City shall prioritize its Capital Improvements Program as follows:

Priority 1: Replacement of obsolete or worn out facilities which are found to be a public hazard

Priority 2: Replacement of facilities not found to be a public hazard

Priority 3: Correction of existing facility or service deficiencies

Priority 4: Expansion to accommodate new growth

Policy 1.1.7: The City shall adopt by reference, the 2022/2023 through 2026/2027 Florida Department of Transportation (FDOT) and Polk County Transportation Improvement Programs (TIP), as approved by the Polk Transportation Planning Organization (TPO), as part of the City's Schedule of Capital Improvements.

Policy 1.1.8: The City shall adopt by reference, the Polk School District 2022/2023 through 2026/2027 Facilities Work Program, as approved by the Polk County School Board, as part of the City's Schedule of Capital Improvements.

Policy 1.1.9: Work with the Polk County School Board to ensure continued funding of needed renovation, enhancement, and capacity projects for public schools serving the City's residential areas.

Objective 1.2: Coordinate land use decisions with financial resources and adopted Levels of Service.

Policy 1.2.1: The City shall implement its Concurrency Management System concurrent with the Comprehensive Plan, to ensure that public facility needs created by previously issued development orders or future development will not exceed the ability of the City to fund and provide, or to require the provision of needed capital improvements.

Policy 1.2.2: The City shall maintain a procedure for reviewing the effects of any proposed plan amendment on adopted Levels of Service.

Policy 1.2.3: No permit for development or redevelopment that will lower adopted Levels of Service shall be issued.

Policy 1.2.4: Development, for which permits have been issued prior to the adoption of the Comprehensive Plan, shall be vested to receive public facilities capacity

available at the time the permit was issued, or as specified in the approved development order, or development ordinance.

Policy 1.2.5: The City Planning Division shall provide the City with a yearly report on the implementation of the Capital Improvement Program and the amount of new development the City can support, each calendar year.

Policy 1.2.6: To promote infill development and redevelopment in older areas of the City where the necessary infrastructure is already in place, continue to maintain the Core Improvement Area, in which impact fees are reduced or waived.

Objective 1.3: Assess new development an equitable share of the cost of providing the new facilities necessary to serve that development.

Policy 1.3.1: Continue to charge expansion fees for all new customers connecting to the City's water and wastewater system. The expansion fees shall ~~to~~ be used for expansion of the water and wastewater systems within seven (7) years of their collection.

Policy 1.3.2: Continue to collect impact fees from new development as a means of paying for expanded infrastructure in order to maintain adopted levels of service.

Policy 1.3.3: Periodically review impact fees, and adjust as necessary, to ensure they continue to represent a fair portion of the costs associated with providing new infrastructure to serve new development.

Objective 1.4: Ensure the financial soundness of the Capital Improvements Program.

Policy 1.4.1: Capital improvements projects shall be evaluated prior to incorporation into the Five-Year Capital Improvements Budget, upon the following criteria: the impact of the project on the total capital budget, the City Manager's Annual Report of the Condition of Public Facilities, the relative priority of the project as compared to other capital needs, the financial feasibility of the project, whether the project is necessary to correct a level of service deficiency, and established plans of FDOT, and other agencies that may, from time to time authorize construction of public facilities in the City.

Policy 1.4.2: Capital improvement expenditures shall be based on the following fiscal policies:

- Adoption of a balanced budget;
- Annual adoption of a Five-Year Capital Improvements Budget; and
- Annual engineering and other professional evaluations of public facilities and services with funding needs.

Policy 1.4.3: Management of the debt capacity of the City in regard to capital improvement expenditures shall be based on the following considerations:

- An analysis of the sources of funds available to finance projects;
- The merits of the projects relative to debt capacity;
- The priority of the projects relative to projects already scheduled;
- The impact of the projects on adopted Levels of Service;
- The opportunities to increase user fees or to adopt or increase impact fees; and,
- The feasibility of rate increases in Utility Funds or tax increases in the General Fund.

Objective 1.5: Identify and implement methods to finance the on-going operation and management of recreational facilities within the City through diversified funding sources.

Policy 1.5.1: The City shall re-evaluate current and future revenue streams and their sustainability for the funding of recreational programs.

Policy 1.5.2: The City shall continue to collect impact fees to acquire land and develop recreational facilities needed as a result of population growth. Impact fees shall be reviewed at a minimum of once every five (5) years to reflect inflation and rising costs of land acquisition and park development.

Policy 1.5.3: The City shall budget adequate dollars to pay for major maintenance and annual equipment replacement costs for recreational facilities, libraries, parks, trails, and other venues operated and maintained by the Leisure Services Division.

Policy 1.5.4: The City shall continue to actively seek funding through public and private grant programs and foundations for the purpose of acquiring land, park development, and recreation programs.

Policy 1.5.5: The City shall explore the use of non-conventional funding opportunities, such as sponsorships, to supplement traditional revenue sources for recreation.

Objective 1.6: Identify and implement methods to fund mobility within the City.

Policy 1.6.1: Fund mobility within the City through a combination of impact fees, CRA revenues, transportation enhancement grants, transportation congestion management grants, Safe Routes to School grants, FAA grants, and developer contributions.

Policy 1.6.2: Continue to apply for State and Federal funding to expand the City's multi-use trail network. Work towards submitting two projects identified in the *2010 Sidewalk Pedestrian and Multimodal Infrastructure Access Plan* for each grant cycle.

Policy 1.6.3: Research and explore the possibility of applying for transportation/mobility grants offered by non-profit foundations.

Capital Improvements Element

Schedule of Capital Improvements

Fiscal Years 2022/2023 through 2026/2027

Note: Projects contained in Years One through Three as notated in **Red** can be used to meet concurrency requirements.

PROJECT	TOTAL PROJECT COST	COMPREHENSIVE PLAN POLICY IMPLEMENTATION	LEVEL OF SERVICE STANDARD	FUNDING SOURCE	FISCAL YEAR 2022/2023	FISCAL YEAR 2023/2024	FISCAL YEAR 2024/2025	FISCAL YEAR 2025/2026	FISCAL YEAR 2026/2027	COMMENTS
TRANSPORTATION										
Multi-modal										
Avenue C, SE (First Street S to 6th Street SE)	$1,004,206	Transportation Objective 1.3, Objective 1.7, Objective 1.14, Objective 2.2, Objective 2.3; Recreation Objective 1.6	LOS D + 10%	FDOT Transportation Enhancement Grant- $84,206; Ad Valorem Taxes- $960,000		$104,206 (Design)		$900,000 (Construction)		Proposed improvements will reduce oversized lane widths of a 2-lane collector street into a corridor with an 8-foot sidewalk along the north side of the street, reconstruction of the existing 5-foot sidewalk located along the south side of the street, reducing travel lanes to 11 feet, adding defined on-street parking where space permits, landscaping, and minor drainage improvements.
Avenue D, NW	$2,000,000	Transportation Objective 1.3, Objective 1.7, Objective 1.14, Objective 2.2, Objective 2.3; Recreation Objective 1.6	LOS D + 10%	FDOT Grants (To be applied for); Ad Valorem Taxes					$2,000,000 (Design & Construction)	Avenue D, NW is a key east/west collector roadway lying immediately north of downtown. With many pedestrian oriented improvements occurring in the core of downtown along Central Avenue, Avenue D, NW is experiencing increased traffic. The 2015 Winter Haven Downtown Transportation Plan recognizes this and indicated improvements are needed along this corridor.
Avenue K, NE Complete Street Project (East Lake Martha Drive to East Lake Silver Drive)	$1,400,000	Transportation Objective 1.3, Objective 1.7, Objective 1.14, Objective 2.2, Objective 2.3; Recreation Objective 1.6	LOS D + 10%	FDOT Transportation Enhancement Grants - $1,301,000; Ad Valorem Taxes- $99,000	$1,400,000 (Construction)					Design and construct 2,000 feet of multi-modal improvements including enhanced sidewalks, enhanced crosswalks, and improved drainage, intersection upgrades, and lighting.
Avenue O, SW	$700,000	Transportation Objective 1.3, Objective 1.7, Objective 1.14, Objective 2.2, Objective 2.3; Recreation Objective 1.6	LOS D + 10%	FDOT Grants (To be applied for); Ad Valorem Taxes				$115,000 (Design)		The Winter Haven Downtown Transportation Plan focused on increasing traffic congestion along the Cypress Gardens Boulevard corridor. Avenue O, SE/SW from Eighth Street, SE to Third Street, SW (US 17) was identified as a potential parallel route to relieve a portion of this congestion. This project provides for multi-modal improvements between First Street, South and Third Street, SW.
Avenue O, SE Phase 1	$950,000	Transportation Objective 1.3, Objective 1.7, Objective 1.14, Objective 2.2, Objective 2.3; Recreation Objective 1.6	LOS D + 10%	FDOT Grants (To be applied for); Ad Valorem Taxes					$115,000 (Design)	The Winter Haven Downtown Transportation Plan focused on increasing traffic congestion along the Cypress Gardens Boulevard corridor. Avenue O, SE/SW from Eighth Street, SE to Third Street, SW (US 17) was identified as a potential parallel route to relieve a portion of this congestion. This project provides for multi-modal improvements between First Street, South and Sixth Street, SE.
Avenue O, SE Phase 2	$800,000	Transportation Objective 1.3, Objective 1.7, Objective 1.14, Objective 2.2, Objective 2.3; Recreation Objective 1.6	LOS D + 10%	FDOT Grants (To be applied for); Ad Valorem Taxes					$150,000 (Design)	The Winter Haven Downtown Transportation Plan focused on increasing traffic congestion along the Cypress Gardens Boulevard corridor. Avenue O, SE/SW from Eighth Street, SE to Third Street, SW (US 17) was identified as a potential parallel route to relieve a portion of this congestion. This project provides for multi-modal improvements between Sixth Street, SE and Eighth Street, SE.

PROJECT	TOTAL PROJECT COST	COMPREHENSIVE PLAN POLICY IMPLEMENTATION	LEVEL OF SERVICE STANDARD	FUNDING SOURCE	FISCAL YEAR 2022/2023	FISCAL YEAR 2023/2024	FISCAL YEAR 2024/2025	FISCAL YEAR 2025/2026	FISCAL YEAR 2026/2027	COMMENTS
Eighth Street/Avenue L NW	$1,500,000	Transportation Objective 1.3, Objective 1.7, Objective 1.14, Objective 2.2, Objective 2.3; Recreation Objective 1.6	LOS D + 10%	FDOT Grants (To be Applied For); Ad Valorem Taxes; Trans Impact Fees			$150,000 (Design)		$1,350,000	Design and construct complete street improvements to include sidewalks/multi-use path, intersection improvements, and a lane width reduction for Eighth Street, NW and Avenue L, NW between North Lake Howard Drive and Sixth Street, NW (US Highway 17))
Eighth Street SE	$1,300,000	Transportation Objective 1.3, Objective 1.7, Objective 1.14, Objective 2.2, Objective 2.3; Recreation Objective 1.6	LOS D + 10%	FDOT Grants (To be Applied For); Ad Valorem Taxes; Trans Impact Fees			$125,000 (Design)		$1,175,000	Design and construct complete street improvements to include sidewalks/multi-use path and intersection improvements between Cypress Gardens Blvd and Avenue K, SE)
Lake Elbert Trail	$2,700,000	Transportation Objective 1.3, Objective 1.7, Objective 1.14, Objective 2.2, Objective 2.3; Recreation Objective 1.6	NA	Ad Valorem Taxes	$1,150,000 (Construction)	$800,000 (Construction)				Design and construct a 7,500±-foot multi-use trail along the eastern and western sides of Lake Elbert. This project is identified in the Sidewalk Pedestrian Multi-modal Infrastructure Access Plan as a priority sidewalk connection.
East Lake Howard Trail and Trailhead (Avenue B, NW to Lake Howard/Lake May Canal)	$1,500,000	Transportation Objective 1.3, Objective 1.7, Objective 1.14, Objective 2.2, Objective 2.3; Recreation Objective 1.6	NA	Ad Valorem Taxes	$50,000 (Design); $40,000 (R-O-W Acquisition)	$50,000 (Design)	$1,360,000 (Construction)			Design and construction of a 3,500±-foot multi-use trail and sidewalks along the eastern side of Lake Howard from Avenue B, NW to Lake Howard/Lake May Canal. This trail will provide a connection to neighborhoods in southwest Winter Haven from the Chain of Lakes Trail network. This project is identified in the Sidewalk Pedestrian Multi-modal Infrastructure Access Plan as a priority multi-use trail.
South Lake Howard Trail (Lake Howard/Lake May Canal to 15th Street SW & 15th St SW to Avenue G NW)	$4,275,000	Transportation Objective 1.3, Objective 1.7, Objective 1.14, Objective 2.2, Objective 2.3; Recreation Objective 1.6	NA	FDOT- Transportation Enhancement Grant- $428,525; Congressional Appropriation	$1,178,000 (Construction Ave D SW to 15th St SW and Design 15th St to Ave C SW)					• Design and construct a 1,900-foot sidewalk along the southeastern shore of Lake Howard from the Lake Howard/Lake May Canal to 15th Street, SW. This project is identified in the Sidewalk Pedestrian Multi-modal Infrastructure Access Plan as a priority multi-use trail; • (15th Street SW to Avenue C, SW): Design and construct a 3,200-foot multi-use trail along the shore of Lake Howard from 15th Street, SW to Avenue C, SW. The trail will aid in providing a connection between downtown and the Lake Howard Nature Park. This project is identified in the Sidewalk Pedestrian Multi-modal Infrastructure Access Plan as a multi-use trail; • (Avenue C, SW to Avenue G, NW): Corridor analysis for a trail connection along the western side of Lake Howard between Avenue C, SW and Avenue G, NW. The specific route for this trail has not been finalized. This project is identified in the Sidewalk Pedestrian Multi-modal Infrastructure Access Plan as a priority multi-use trail.

PROJECT	TOTAL PROJECT COST	COMPREHENSIVE PLAN POLICY IMPLEMENTATION	LEVEL OF SERVICE STANDARD	FUNDING SOURCE	FISCAL YEAR 2022/2023	FISCAL YEAR 2023/2024	FISCAL YEAR 2024/2025	FISCAL YEAR 2025/2026	FISCAL YEAR 2026/2027	COMMENTS
Sixth Street, SW	$1,102,854	Transportation Objective 1.3, Objective 1.7, Objective 1.14, Objective 2.2, Objective 2.3; Recreation Objective 1.6	LOS D + 10%	FDOT Grants- $793,482; Ad Valorem Taxes- $350,371; Trans Impact Fees	$40,000 (Design)	$75,000 (Design)		$977,854 (Construction)		The Sixth Street, SW Complete Street improvements will convert the existing former 4-lane roadway between Avenue C, SW and Avenue G, SW into a corridor with two, 10 to 11-foot travel lanes (existing), a median/center turn lane, landscaping, rain gardens, and an 8-foot sidewalk along the eastern side of the roadway. The project will also provide 5 to 6-foot wide infill sidewalks along Avenue G, SW between Fifth Street, SW and Seventh Street, SW. This project was identified by the 2015 Winter Haven Downtown Transportation Plan.
Motor Pool Road Complete Street	$900,000	Transportation Objective 1.3, Objective 1.7, Objective 1.14, Objective 2.2, Objective 2.3; Recreation Objective 1.6	LOS D + 10%	CDGB Funds- $230,450; Ad Valorem Taxes	$900,000					The Motorpool project will convert a two lane street into a multi-modal corridor connecting the Chain of Lakes Trail, Highway 17, Ave Y. NE, and Lake Conine Nature Park.
North Lake Shipp Drive Reconstruction (Avenue Q, SW to CSX RR Tracks)	$4,000,000	Transportation Objective 1.3, Objective 1.7, Objective 1.14, Objective 2.2, Objective 2.3; Recreation Objective 1.6	LOS D + 10%	Ad Valorem Taxes- $150,000; FDOT Grants (To be applied for)	$150,000 (Design)				$3,850,000	A Major focus of this effort is accommodating safer pedestrian movement. Additional improvements include bicycle facilities, drainage improvements, sidewalks,
Old Helena Road Multi-use Trail	$1,500,000	Transportation Objective 1.3, Objective 1.7, Objective 1.14, Objective 2.2, Objective 2.3; Recreation Objective 1.6	NA	Ad Valorem Taxes; FDOT Grants (To be applied for)			$125,000 (Design)		$1,375,000	Design and construction of a minimum 8-foot wide, 3,800-foot long multi-use trail along Old Helena Road bewteen Legoland Way and Cypress Gardens Boulevard. This project supports concepts contained in FDOT's *2021 Cypress Gardens Boulevard Corridor Study* .
Third Street, NW (Avenue D, NW to S Lake Silver Dr)	$1,675,000	Transportation Objective 1.3, Objective 1.7, Objective 1.14, Objective 2.2, Objective 2.3; Recreation Objective 1.6	LOS D + 10%	FDOT Grants- $766,598; Ad Valorem Taxes; Trans Impact Fees		$175,000 (Design)	$1,500,000 (Construction)			The 3rd Street NW Complete Street improvements will convert the existing roadway between Avenue D, NW and South Lake Silver Drive into a corridor with two, 10 to 11-foot travel lanes, upgraded parking, landscaping, rain gardens, and a roundabout, and improved pedestrian safety amenities.
Roadways										
Cypress Gardens Boulevard Corridor Improvements	$2,600,000	Transportation Objective 1.3, Objective 1.7, Objective 1.14, Objective 2.2, Objective 2.3; Recreation Objective 1.6	LOS D + 10%	Ad Valorem Taxes- $2,400,000; Impact Fees- $200,000;	$2,600,000					These projects will address congestion in the Cypress Gardens Boulevard corridor between US Highway 17 and Ninth Street, SE.
Roosevelt Drive Extension (Cypress Gardens Blvd to Register Rd)	$875,000	Transportation Objective 1.3, Objective 1.7, Objective 1.14, Objective 2.2, Objective 2.3; Recreation Objective 1.6	LOS D + 10%	FDOT Grants (To be Applied For); Ad Valorem Taxes; Trans Impact Fees			$125,000 (Design)		$750,000 (Construction)	Reconstruction and completion of Roosevelt Drive with sidewalks between Cypress Gardens Blvd and Register Rd. This project was identified in FDOT's *2021 Cypress Gardens Boulevard Corridor Study* .
Transportation and Sidewalk Improvement Program	$9,250,000	Transportation Objective 1.3, Objective 1.7, Objective 1.14, Objective 2.2, Objective 2.3; Recreation Objective 1.6	LOS D + 10%	Ad Valorem Taxes	$1,250,000	$2,000,000	$2,000,000	$2,000,000	$2,000,000	Re-paving and sidewalk projects City-wide.
Signalized Intersection Timing Upgrades	$70,000	Transportation Objective 1.1	LOS D + 10%	Ad Valorem Taxes	$14,000 (3rd St NW & Ave D NW)	$14,000 (3rd St SW & Ave C SW)	$14,000 (First St Timing)	$14,000	$14,000	Identified upgrades will aid in traffic flow and improve overall level of service of the roadway network.

PROJECT	TOTAL PROJECT COST	COMPREHENSIVE PLAN POLICY IMPLEMENTATION	LEVEL OF SERVICE STANDARD	FUNDING SOURCE	FISCAL YEAR 2022/2023	FISCAL YEAR 2023/2024	FISCAL YEAR 2024/2025	FISCAL YEAR 2025/2026	FISCAL YEAR 2026/2027	COMMENTS
Airport										
Winter Haven Airport Executive Hangar & Jet hangar	$3,818,000	Transportation Objective 1.11	NA	FDOT- $1,909,000; Ad Valorem Taxes- $1,909,000				$3,818,000		Construction of a new executive hangar and a jet hangar.
Airport Commerce Park	$984,046	Transportation Objective 1.11	NA	Ad Valorem Taxes- $492,023; FDOT Funding- $492,023	$984,046					Phase I will include the construction of the necessary infrastructure to support the design and construction, including utility connections, roadway and parking system, aircraft apron and connecting taxiway of Phase I in the Northwest Development Area of the airport.
T-Hangar Taxi-lane Rehabilitation	$3,818,000	Transportation Objective 1.11	NA	FAA Grant- $135,000; FDOT Grant- $7,500; Ad Valorem Taxes- $7,500					$150.000 (Design)	Rehabilitate existing taxilanes between t-hangar buildings located in the south quadrant of the airport. The proposed approach includes a mill and overlay of the asphalt
Winter Haven Airport Runway 5	$2,000,000	Transportation Objective 1.11	NA	FDOT Grant- $1,600,000; Ad Valorem Taxes- $400,000			$2,000,000- Design and Construction			This project would remove the obstructions and bring our Runway 5 approach end back into compliance with the FDOT.
Winter Haven Airport South Apron	$4,608,507	Transportation Objective 1.11	NA	FAA Grant- $4,132,600; FDOT Grant- $230,426; Ad Valorem Taxes- $245,481	$348,915 (Design)	$4,259,592 (Construction)				Rehabilitation of the South Apron at Winter Haven Regional Airport (GIF)- The base course will be reworked and graded to meet grading and drainage requirements.
Winter Haven Airport Security Fencing	$2,018,004	Transportation Objective 1.11	NA	FDOT Grant; Ad Valorem Taxes	$942,081					Design and construction of fencing, gates, access control, and cameras at the Winter Haven Regional Airport in order to follow TSA guidelines for Airport security.
TOTAL TRANSPORTATION	**$57,348,617**				**$10,104,961**	**$7,477,798**	**$7,399,000**	**$7,824,854**	**$12,929,000**	

SANITARY SEWER

PROJECT	TOTAL PROJECT COST	COMPREHENSIVE PLAN POLICY IMPLEMENTATION	LEVEL OF SERVICE STANDARD	FUNDING SOURCE	FISCAL YEAR 2022/2023	FISCAL YEAR 2023/2024	FISCAL YEAR 2024/2025	FISCAL YEAR 2025/2026	FISCAL YEAR 2026/2027	COMMENTS
Treatment Plants										
Wastewater Treatment Plant 2	$1,100,000	Sanitary Sewer Objectives 1.1 and 1.3; Water Supply Objective 1.1	105.0 gallons /person/ day	Impact fees- $1,000,000; Operating Revenues- $100,000			$100,000	$1,000,000		Wastewater Treatment Plant 2 is reaching the end of its useful life expectancy. This project will design and construct upgrades to the plant.
Wastewater Treatment Plant 3	$145,650,000	Sanitary Sewer Objectives 1.1 and 1.3; Water Supply Objective 1.1	105.0 gallons /person/ day	WIFIA Loan- $70,000,000; Grant- $70,000,000; Sewer Impact Fees- $3,400,000; Operating Revenues- $1,000,000; PRWC Contribution- $750,000; Developer Contributions- $500,000	$900,000	$4,750,000	$20,000,000	$80,000,000	$40,000,000	Wastewater Treatment Plant 3 is nearing its permitted capacity. This project will desgn and construct improvements to allow the plant's cpacity to be increased to 12.0 MGD.
Line Extensions/Upgrades										
Harmony Master Lift Station	$9,000,000	Sanitary Sewer Objective 1.1	105.0 gallons /person/ day	Sewer Impact Fees; Operating Revenues; SRF Loan; Grants; WIFIA Loan	$9,000,000					Construction of the Harmony Master Lift Station for the transmission of effluent on the new master forcemain for the Eloise/Harmony area.
Lake Elbert Drive Sewer/Force Mains	$750,000	Sanitary Sewer Objective 1.1	105.0 gallons /person/ day	Sewer Impact Fees; Operating Revenues; SRF Loan; Grants; WIFIA Loan	$750,000					Lake Elbert Drive utility replacement project to replace aging infrastructure in conjuntion with the Lake Elbert trail system project.
Master Force-main	$3,550,000	Sanitary Sewer Objective 1.1	105.0 gallons /person/ day	Sewer Impact Fees; Operating Revenues; SRF Loan; Grants; WIFIA Loan		$550,000	$3,000,000			Replacement of the aging master force-main to Wastewater Treatment Plant 3. This line carries most of the City's wastewater to the plant.
North Lake Shipp Drive Gravity and Force-mains	$3,400,000	Sanitary Sewer Objective 1.1	105.0 gallons /person/ day	Sewer Impact Fees; Operating Revenues; SRF Loan; Grants; WIFIA Loan		$900,000	$1,000,000	$1,500,000		Design and construction of upgraded gravity lines and force-main along the North Lake Shipp Drive corridor. The upgraded line will increase capacity and improve reliability in the southwest portion of the City.
Septic to Sewer Conversions	$5,000,000	Sanitary Sewer Objective 1.1	105.0 gallons /person/ day	Sewer Impact Fees; Operating Revenues; SRF Loan; Grants; WIFIA Loan	$1,000,000	$1,000,000	$1,000,000	$1,000,000	$1,000,000	Design,permit, and construction of wastewater infrastructure to properties presently utilizing septic systems for wastewater disposal. This project will reduce nutrient loading to nearby waterbodies.
Seventh Street SW/South Lake Shipp Drive	$2,200,000	Sanitary Sewer Objective 1.1	105.0 gallons /person/ day	Sewer Impact Fees; Operating Revenues; SRF Loan; Grants; WIFIA Loan		$200,000	$1,000,000	$1,000,000		Design and construction of wastewater infrastructure along Seventh Street, SW and South Lake Shipp Drive to provide service to unserved adjacent properties.
TOTAL SANITARY SEWER	**$170,650,000**				**$11,650,000**	**$7,400,000**	**$26,100,000**	**$84,500,000**	**$41,000,000**	

PROJECT	TOTAL PROJECT COST	COMPREHENSIVE PLAN POLICY IMPLEMENTATION	LEVEL OF SERVICE STANDARD	FUNDING SOURCE	FISCAL YEAR 2022/2023	FISCAL YEAR 2023/2024	FISCAL YEAR 2024/2025	FISCAL YEAR 2025/2026	FISCAL YEAR 2026/2027	COMMENTS
RECLAIMED WATER										
Reuse Water Main Extensions and Connections	$5,000,000	Water Supply Objective 1.3, Objective 2.1; Potable Water Objective 1.4; Conservation Objective 1.2	NA	Bond/Loan; Grant; Sewer Impact Fees; Cash; Wifia	$1,000,000	$1,000,000	$1,000,000	$1,000,000	$1,000,000	This project will provide a looped reuse system around the City for the purpose of supplying reuse water for irrigation, aquifer recharge, and wetland restoration.
ASR Wellfield	$5,300,000	Water Supply Objective 1.3, Objective 2.1; Potable Water Objective 1.4; Aquifer Recharge Objective 2.3	NA	Bond/Loan; Grant; Sewer Impact Fees; Cash; Wifia	$300,000	$2,000,000	$3,000,000			Construction of aquifer Storage and Recovery (ASR) wells for the recharge, storage and recovery of reclaimed water, stormwater, and fresh water for future use.
Direct Potable Reuse	$5,300,000	Water Supply Objective 1.3, Objective 2.1; Potable Water Objective 1.4	NA	Bond/Loan; Grant; Sewer Impact Fees; Cash; Wifia	$100,000	$1,200,000	$1,000,000		$3,000,000	Design and construction of the facilities to implement direct potable water reuse.
One Water Demonstration Project	$1,000,000	Water Supply Objective 1.3, Objective 2.1; Potable Water Objective 1.4; Aquifer Recharge Objective 2.3	NA	Bond/Loan; Grant; Sewer Impact Fees; Cash; Wifia	$100,000	$900,000				Design and construction of a One Water reuse water recharge project.
Rapid Infiltration Basin	$2,300,000	Conservation Objective 1.2, Objective 2.3; Drainage & Aquifer Recharge Objective 2.3	NA	Bond/Loan; Grant; Sewer Impact Fees; Cash; Wifia	$300,000			$1,000,000	$1,000,000	Design and construction of a Rapid Infiltration Basin to provide recharge to the aquifer, lakes and wetlands.
TOTAL RECLAIMED WATER	**$18,900,000**				**$1,800,000**	**$5,100,000**	**$5,000,000**	**$2,000,000**	**$5,000,000**	

POTABLE WATER

PROJECT	TOTAL PROJECT COST	COMPREHENSIVE PLAN POLICY IMPLEMENTATION	LEVEL OF SERVICE STANDARD	FUNDING SOURCE	FISCAL YEAR 2022/2023	FISCAL YEAR 2023/2024	FISCAL YEAR 2024/2025	FISCAL YEAR 2025/2026	FISCAL YEAR 2026/2027	COMMENTS
Treatment Plants & Storage										
Cypresswood Water Treatment Plant	$11,550,000	Potable Water Objective 1.1, Objective 1.2; Water Supply Objective 1.1	250 gallons/ person/day	SRF Loan; Water Impact Fees; Operating Revenues	$4,250,000	$2,000,000	$2,500,000	$2,800,000		Improvements will provide a new water treatment facility on the easterly portion of the Winter Haven service area.
Fairfax Water Treatment Plant	$6,350,000	Potable Water Objective 1.1, Objective 1.2; Water Supply Objective 1.1	250 gallons/ person/day	SRF Loan; Water Impact Fees; Operating Revenues	$50,000	$850,000	$1,450,000	$2,000,000	$2,000,000	Plant evaluation and upgrades in the next five years
Garden Grove Pump Station	$400,000	Potable Water Objective 1.1, Objective 1.2; Water Supply Objective 1.1	250 gallons/ person/day	SRF Loan; Water Impact Fees; Operating Revenues			$100,000	$300,000		Existing Garden Grove Water Treatment Plant will be de-commissioned and converted to a pumping station.
Inwood Water Treatment Plant	$3,800,000	Potable Water Objective 1.1, Objective 1.2; Water Supply Objective 1.1	250 gallons/ person/day	SRF Loan; Water Impact Fees; Operating Revenues		$300,000	$500,000	$3,000,000		Plant evaluation and upgrades in the next five years
Pollard Road Water Treatment Plant	$11,500,000	Potable Water Objective 1.1, Objective 1.3; Water Supply Objective 1.1	250 gallons/ person/day	SRF Loan; Water Impact Fees; Operating Revenues	$3,500,000	$4,000,000	$4,000,000			Design and construction of a new water treatment plant to serve the southern portion of the Winter Haven Water Service area and in support of the ILC.
Line Extensions/Upgrades										
Auburndale/Polk Water Interconnect	$1,750,000	Potable Water Objective 1.1, Objective 1.2; Water Supply Objective 1.3, Objective 1.4	250 gallons/ person/day	SRF Loan; Water Impact Fees; Operating Revenues	$250,000	$1,500,000				Project creates a potable water connection to neighboring utilities to allow for sharing future water supply and emergency supply.
Dundee/Eagle Lake/Haines City Interconnect	$1,650,000	Potable Water Objective 1.1, Objective 1.2; Water Supply Objective 1.3, Objective 1.4	250 gallons/ person/day	SRF Loan; Water Impact Fees; Operating Revenues	$450,000	$600,000	$600,000			Project creates a potable water connection to neighboring utilities to allow for sharing future water supply and emergency supply.
Lake Elbert Drive Water Main	$1,750,000	Potable Water Objective 1.1, Objective 1.2; Water Supply Objective 1.3, Objective 1.4	250 gallons/ person/day	Water Impact Fees; Operating Revenues	$1,250,000	$500,000				Lake Elbert Drive utility replacement project to upgrade and replace aging infrastructure in conjuntion with the Lake Elbert trail system project.
North Lake Shipp Drive Water Main	$1,500,000	Potable Water Objective 1.1, Objective 1.2; Water Supply Objective 1.3, Objective 1.4	250 gallons/ person/day	Grant; Water Impact Fees; Operating Revenues		$350,000	$1,150,000			Design and construction of upgraded water main along North Shipp Drive to improve potable water quality and capacity.
Orchid Springs Interconnect	$100,000	Potable Water Objective 1.1, Objective 1.2; Water Supply Objective 1.3, Objective 1.4	250 gallons/ person/day	SRF Loan; Water Impact Fees; Operating Revenues	$100,000					Project creates a potable water connection to neighboring utilities to allow for sharing future water supply and emergency supply.
Water Supply Projects										
One Water Peace Creek Projects	$12,500,000	Water Supply Objective 1.1	NA	WIFIA Loan; SRF Loan; Grant; Sewer Impact Fees; Water Impact Fees; Operating Revenues	$500,000	$3,500,000	$3,000,000	$3,000,000	$2,500,000	Study, design, and construct projects identified in the One Water Master Plan. These projects will aid in flood contriol, wetland conservation, and aquifer recharge.
TOTAL POTABLE WATER	**$52,850,000**				**$10,350,000**	**$13,600,000**	**$13,300,000**	**$11,100,000**	**$4,500,000**	

SOLID WASTE

PROJECT	TOTAL PROJECT COST	COMPREHENSIVE PLAN POLICY IMPLEMENTATION	LEVEL OF SERVICE STANDARD	FUNDING SOURCE	FISCAL YEAR 2022/2023	FISCAL YEAR 2023/2024	FISCAL YEAR 2024/2025	FISCAL YEAR 2025/2026	FISCAL YEAR 2026/2027	COMMENTS
Fleet Expansion	$6,050,000	Solid Waste Policy 1.1.2	4.5 Pounds/ person/day	Solid Waste Fund	$1,700,000	$1,700,000	$1,700,000	$575,000	$375,000	Fleet needs to expand with a new collection route (one refuse and one recycling vehicle) for every 750 homes. Additionally over the 5-year period 4 junk and brush vehicles will need to be added. Investments in additional equipment need to be made prior to homes being built as this service is expected the first week residents move in.
TOTAL SOLID WASTE	**$6,050,000**				**$1,700,000**	**$1,700,000**	**$1,700,000**	**$575,000**	**$375,000**	

DRAINAGE

PROJECT	TOTAL PROJECT COST	COMPREHENSIVE PLAN POLICY IMPLEMENTATION	LEVEL OF SERVICE STANDARD	FUNDING SOURCE	FISCAL YEAR 2022/2023	FISCAL YEAR 2023/2024	FISCAL YEAR 2024/2025	FISCAL YEAR 2025/2026	FISCAL YEAR 2026/2027	COMMENTS
Rain Garden Watershed Improvement	$440,000	Drainage & Aquifer Recharge Objective 1.2, Objective 1.5, Objective 2.2, Objective 2.3; Conservation Objective 1.2, Objective 2.3	NA	Stormwater fees; SWFWMD Grant; Other Grants (To be applied for)	$40,000 (Design); $200,000 (Construction)	$200,000 (Construction)				Siting, design, and construction of swales, rain gardens, and percolation ponds throughout the City to treat stormwater and aid in aquifer recharge.
Lake Howard Watershed Enhancement	$1,780,000	Drainage & Aquifer Recharge Objective 1.2, Objective 1.5, Objective 2.2, Objective 2.3; Conservation Objective 1.2, Objective 2.3; Recreation Objective 3.1, Objective 3.2	NA	Stormwater Fees; Ad Valorem Taxes; FRDAP; Heartland Headwaters	$1,480,000					Design and construction for the expansion of the Lake Howard Nature Park.
Stormwater Asseeement & Improvement Projects	$14,706,521	Drainage & Aquifer Recharge Objective 1.2, Objective 1.5, Objective 2.2, Objective 2.3; Conservation Objective 1.2, Objective 2.3	NA	Stormwater Fees; Grants			$6,450,378 (Ware Ave NE Area & Ave C, SE Area)	$3,482,852 (Ave K, SE Area)	$2,636,032 (South Lake Howard Drive Area)	Series of projects to improve drainage in priority areas of the City where flooding and pollutant loading can be addressed simultaneously. The six priority areas are: Ware Avenue NE; Mirror Terrace, NW; Avenue C, SE; Avenue K, SE; High Point Avenue; and South Lake Howard Drive.
TOTAL DRAINAGE	**$16,926,521**				**$3,450,000**	**$500,000**	**$6,450,378**	**$3,482,852**	**$2,636,032**	

CONSERVATION

PROJECT	TOTAL PROJECT COST	COMPREHENSIVE PLAN POLICY IMPLEMENTATION	LEVEL OF SERVICE STANDARD	FUNDING SOURCE	FISCAL YEAR 2022/2023	FISCAL YEAR 2023/2024	FISCAL YEAR 2024/2025	FISCAL YEAR 2025/2026	FISCAL YEAR 2026/2027	COMMENTS
Lakes May Muck Removal Project	$5,580,000	Conservation Objective 1.1, Objective 1.2	NA	Stormwater Fees; Grants- $4,500,000					$5,580,000	Removal of approximately 2.5 million cubic yards of muck from Lake May. The end result of this project will be improved water quality and navigability on these lakes.
Nature Center	$2,600,000	Conservation Objective 1.1, Objective 1.2	NA	Grants; Loans; Water & Sewer Impact Fees; Operating Revenues	$300,000		$2,300,000			Design and construction of a nature center.
TOTAL CONSERVATION	**$8,180,000**				**$300,000**	**$0**	**$2,300,000**	**$0**	**$5,580,000**	

RECREATION

PROJECT	TOTAL PROJECT COST	COMPREHENSIVE PLAN POLICY IMPLEMENTATION	LEVEL OF SERVICE STANDARD	FUNDING SOURCE	FISCAL YEAR 2022/2023	FISCAL YEAR 2023/2024	FISCAL YEAR 2024/2025	FISCAL YEAR 2025/2026	FISCAL YEAR 2026/2027	COMMENTS
Chain of Lakes Park	$8,181,400	Recreation Objective 1.1, Objective 2.1	Ballfields 1/5000	Bond Proceeds- $3,981,400; TDC Contribution- $4,200,000	$8,181,400 (Construction)					Renovation of 5 ballfields including drainage, fencing, lighting, spectator amenities, and support facilities.
Diamondplex	$2,152,447	Recreation Objective 1.1, Objective 2.1	Ballfields 1/5000	Ad Valorem Taxes			$1,000,000	$1,152,447		The facility was orginally constructed in 1998, and requires upgrades and replacements to the field and installation of energy efficient LED field lighting.
Garden Center	$400,000	Recreation Objective 1.1, Objective 2.1	6 acres/ 1,000 residents	Ad Valorem Taxes	$200,000 (Construction)	$200,000 (Construction)				Capital Renovations to recently acquired City facility.
Lake Maude Recreation Complex/Park	$2,100,000	Recreation Objective 1.1, Objective 1.6	Ballfields- 1/5,000; Park land-6acres/ 1,000 residents	Bond Proceeds- $1,800,000; Ad Valorem Taxes- $300,000	$1,800,000 (Phase 2 Design & construction)				$300,000 (Playground replacement)	Design and construction of new multi-purpose athletic fields, parking, and playground upgrade.
Lions Park	$2,300,000	Recreation Objective 1.1, Objective 2.1	Playground- 1/5,000; Picnic shelter- 1/5,000	Ad Valorem Taxes- $2,100,000; Parks & Recreation Fees- $200,000	$100,000 (Playground replacement)		$200,000 (Park Renovation Design)	$2,000,000 (Park Renovation Construction)		The City purchased the Lions Park property on the southern shore of Lake May in 2007. Evaluation of the park property has found that the park is out of date and needs renovation to include: parking, picnic areas, playground, bridges, and walkways.
Sertoma Park Redesign	$1,335,069	Recreation Objective 1.1, Objective 2.1	Ballfields- 1/5,000; Park land-6acres/ 1,000 residents	Ad Valorem Taxes					$1,335,069	Renovation of facility to including parking improvements, football field, concession facilities, lighting, and spectator amenities.
Willowbrook Golf Course	$2,600,000	Recreation Objective 1.1, Objective 2.1	Golf Course 1/100,000	Duke Energy Contribution	$500,000	$2,100,000				Project will focus on renovations and improvements to the golf course including but not limited to drainage improvements, greens renovations, irrigation upgrades, irrigation pond renovation/expansion, on course amenities such as new restrooms, new/renovated cart paths, landscaping/entry upgrades and other improvements to the existing buildings.
Winter Haven Recreational and Cultural Center	$14,550,000	Recreation Objective 1.1, Objective 2.1	Basketball- 1/5,000; Swimming Pool- 1/25,000; Playground 1/5,000	Ad Valorem Taxes- $350,000; Construction Fund- $9,700,000; Bond Proceeds- $4,500,000	$14,200,000 (Renovation Construction)	$150,000 (Playground); $50,000 (Library Technology)	$50,000 (Library Technology);	$50,000 (Library Technology)	$50,000 (Library Technology)	Complete renovation including branch library, technology area, ADA upgrades, updated mechanical systems, building security, building flow, and community accessibility.
Winter Haven Senior Adult Center	$193,000	Recreation Objective 1.1, Objective 2.1	6 acres/ 1,000 residents; Playground 1/5,000	Parks and Recreation Fees		$13,000 (Construction)	$15,000 (Construction)	$15,000 (Construction)	$150,000 (Construction)	General upgrades to facility and adjoining shuffleboard courts.
Women's Club Building/ Heritage Park	$400,000	Recreation Objective 1.1, Objective 2.1	NA	Ad Valorem Taxes- $250,000; Grant- $100,000; Donation- $50,000		$50,000	$350,000			General improvements to preserve a historic facility constructed in 1923, including parking lot improvements, climate control, weatherproofing, and roof repairs.
Park Enhancements Program	$2,500,000	Recreation Objective 1.1, Objective 2.1	6 acres/ 1,000 residents; Playground 1/5,000	Ad Valorem Taxes	$500,000	$500,000	$500,000	$500,000	$500,000	City-wide upgrades and enhancements to park facilities.
TOTAL RECREATION	**$36,711,916**				**$25,481,400**	**$3,063,000**	**$2,115,000**	**$3,717,447**	**$2,335,069**	

OTHER PROJECTS IMPLEMENTING POLICIES IN THE COMPREHENSIVE PLAN

PROJECT	TOTAL PROJECT COST	COMPREHENSIVE PLAN POLICY IMPLEMENTATION	LEVEL OF SERVICE STANDARD	FUNDING SOURCE	FISCAL YEAR 2022/2023	FISCAL YEAR 2023/2024	FISCAL YEAR 2024/2025	FISCAL YEAR 2025/2026	FISCAL YEAR 2026/2027	COMMENTS
Public Safety Complex 4	$5,000,000	Future Land Use Objective 1.4	NA	Bond Proceeds; Construction Funds	$5,000,000					Design and construction of a 11,000 square foot multi-purpose public service building on City-owned property on Fairfax Street, NE. The facility is intended to serve the northeast and will house a new fire engine and personnel to staff three shifts.
Public Safety Complex 5	$4,000,000	Future Land Use Objective 1.4	NA	Bond Proceeds	$4,000,000					Design and construction of a 11,000 square foot multi-purpose public service building on City-owned property on 20th Street, NW. This facility is designed to serve the northwest portion of the City.
Fiber Optic Infrastructure Expansion	$1,000,000	Future Land Use Objective 1.4	NA	Debt Proceeds; Fiber Sale Proceeds; Community Grant	$1,000,000					Expansion of underground fiber optic conduit and cable to City facilities. Fiber optic connectivity provides for faster, more reliable network data connections to critical current and future facilities. Revenue can be generated by leasing excess dark, or unused, fiber strands to Internet service providers.
TOTAL OTHER	**$10,000,000**				**$10,000,000**	**$0**	**$0**	**$0**	**$0**	
TOTAL ALL ELEMENTS	**$377,617,054**				**$74,836,361**	**$38,840,798**	**$64,364,378**	**$113,200,153**	**$74,355,101**	

Note: FDOT projects, Polk County transportation projects, and Polk County School Board projects are adopted by reference by Capital Improvements Element Policies 1.1.7 and 1.1.8.

Winter Haven Downtown Community Redevelopment Plan Update







July 1, 2022

Prepared for: The City of Winter Haven, Florida
Prepared by: Central Florida Regional Planning Council

WINTER HAVEN
The Chain of Lakes City

CFRPC

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Background

What is a Community Redevelopment District?

Under Florida law (Chapter 163, Part III), local governments have the ability to designate areas as Community Redevelopment Districts when certain conditions exist. Since all the monies used in financing Community Redevelopment Agency activities are locally generated, Community Redevelopment Agencies are not overseen by the state, but redevelopment plans must be consistent with local government comprehensive plans. Examples of conditions that can support the creation of a Community Redevelopment District include but are not limited to: the presence of substandard or inadequate structures, a shortage of affordable housing, inadequate infrastructure, insufficient roadways, and inadequate parking. To document that the required conditions exist, the local government must survey the proposed redevelopment area and prepare a Finding of Necessity. If the Finding of Necessity determines that the required conditions exist, the local government may create a Community Redevelopment District to provide the tools needed to foster and support redevelopment of the targeted area.

There are currently over 250 Community Redevelopment Districts in the State of Florida. The designation is used by Florida cities of all sizes, from Jacksonville and Tampa to Madison and Apalachicola. Many familiar locations, such as Church Street in Orlando, Ybor City in Tampa, and the beachfront in Ft. Lauderdale are successful examples of Community Redevelopment Districts.

What is a Community Redevelopment Agency?

The activities and programs offered within a Community Redevelopment District are administered by the Community Redevelopment Agency. A five to seven-member Community Redevelopment Agency "Board" created by the local government (city or county) directs the agency. The Board can be comprised of local government officials and or other individuals appointed by the local government. Although one local government may establish multiple Community Redevelopment Districts, there generally may be only one Community Redevelopment Agency Board. Each district must maintain separate trust funds, and expend those funds only in that district.

What is a Community Redevelopment Plan?

The Community Redevelopment Agency is responsible for developing and implementing the Community Redevelopment Plan that addresses the unique needs of the targeted area. The plan includes the overall goals for redevelopment in the area, as well as identifying the types of projects planned for the area. Examples of traditional projects include: streetscapes and roadway improvements, building renovations, new building construction, flood control initiatives, water and sewer improvements, parking lots and garages, neighborhood parks, sidewalks, and street tree plantings. The plan can also include redevelopment incentives such as grants and loans for such things as façade improvements, sprinkler system upgrades, signs, and structural improvements. The redevelopment plan is a living document that can be updated to meet the changing needs within the Community Redevelopment Area; however, the boundaries of the area cannot be changed without starting the process from the beginning.

Winter Haven Downtown Community Redevelopment District

History

A continuous goal of the City of Winter Haven is to explore mechanisms to promote economic development and improve the quality of life within the downtown redevelopment area. The Winter Haven Community Redevelopment Area (CRA), located in the City of Winter Haven, is an urban community with a population of approximately 3,441 people (Source: 2021 ESRI Business Analyst), with a total area of approximately 1,104 acres. The Winter Haven Downtown CRA Plan has not been updated since it was adopted in 2000. The redevelopment plan update will allow the city and community to evaluate the successes of the CRA, the current conditions, and prioritize revisited and new short-term and long-term goals.

This CRA Plan update builds upon the goals established as part 2000 CRA Plan and provides for updated Capital Improvements Plan (CIP) and Tax Increment Financing (TIF) projections. In addition, it is the intent of this CRA Plan update to revise and extend the time certain for redevelopment activity to the maximum amount permitted by Florida law.

This document provides extensive research and an analysis of current market conditions and development and residential opportunities. An overview of the existing land parcels in the area and an analysis of Future Land Use, zoning, existing land use, and lot sizes through Geographic Information System (GIS) mapping is provided. Additionally, an analysis of current socioeconomic and demographic conditions of the redevelopment area is provided. ArcGIS Business Analyst (ESRI-Business Analyst) was utilized to determine population, local economy, and housing characteristics within the Downtown redevelopment area compared to the City of Winter Haven and Polk County. Through community workshops and conversations, data analysis, and field work an assessment of residential and commercial opportunities was determined taking into consideration existing economic conditions, trends, and land use analysis.
Table 1 below identifies the 2000 Downtown Winter Haven CRA District plan priorities as well as accomplishments to date. Several parks and recreation improvements in the Study Area have been completed. Ongoing work includes streetscaping, design, drainage, and construction improvement projects.

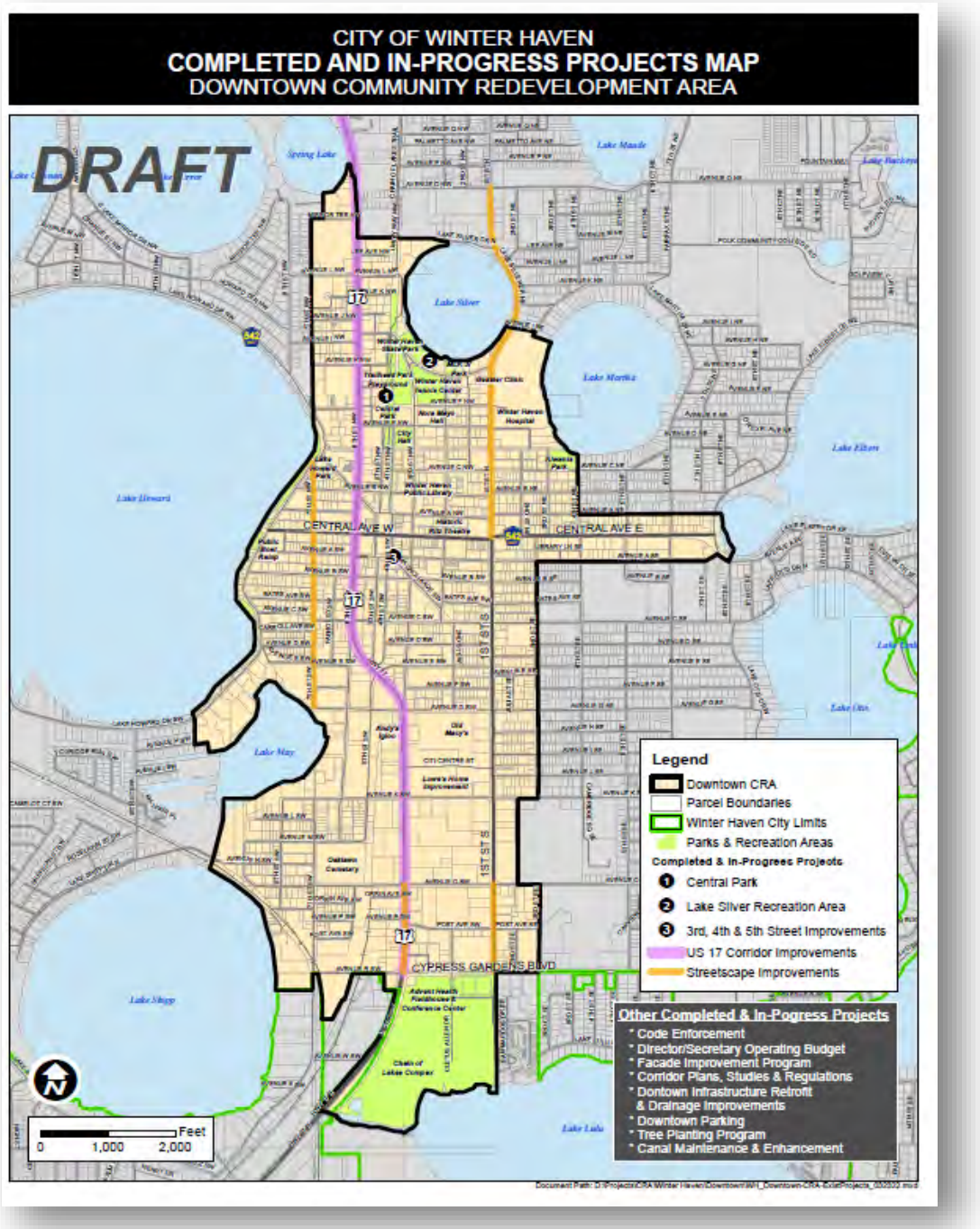
Commercial, Residential and Infrastructure Development Projects

Table 1: Winter Haven Downtown CRA Plan Accomplishments & Projects in Progress		
Year 2000 CRA Plan Identified Goals	Identified Projects	CRA Plan Accomplishments
Central Park		√
Code Enforcement		√/On going
Director/Secretary Operating Budget		√/On going
Façade Improvement Program		√/On going
Corridor Plans, Studies & Regulations		√/On going
Downtown Infrastructure Retrofit & Drainage Improvements		√/On going
Regional Trail and Lake System Master Plan/Design & Construction (Includes Farmer's Market)		√/Parts accomplished/On going
Downtown Parking		√/On going
Tree Planting Program		√/On going
Canal Maintenance & Enhancement		√/On going
Streetscapes, Gateways and Connectors: Master Plan, Design & Construction	1. 3rd Street 7th Street 2. Central Ave 3. U.S. 17 4. 1st Street 5. Cypress Gardens Blvd. 6. 3rd Street Traffic Circle	1. √ 2. √/On going 3. In progress 4. In progress 5. In progress 6. In progress

Figures 1 and 2 identified below provide maps of completed, planned and proposed projects within the Winter Haven Downtown District. Since the adoption of the 2000 CRA Plan, several projects have been completed including the streetscaping of Central Avenue, a number of drainage improvements throughout the community, and Lake Silver Multi-purpose Recreation and Civic Service Center improvements.

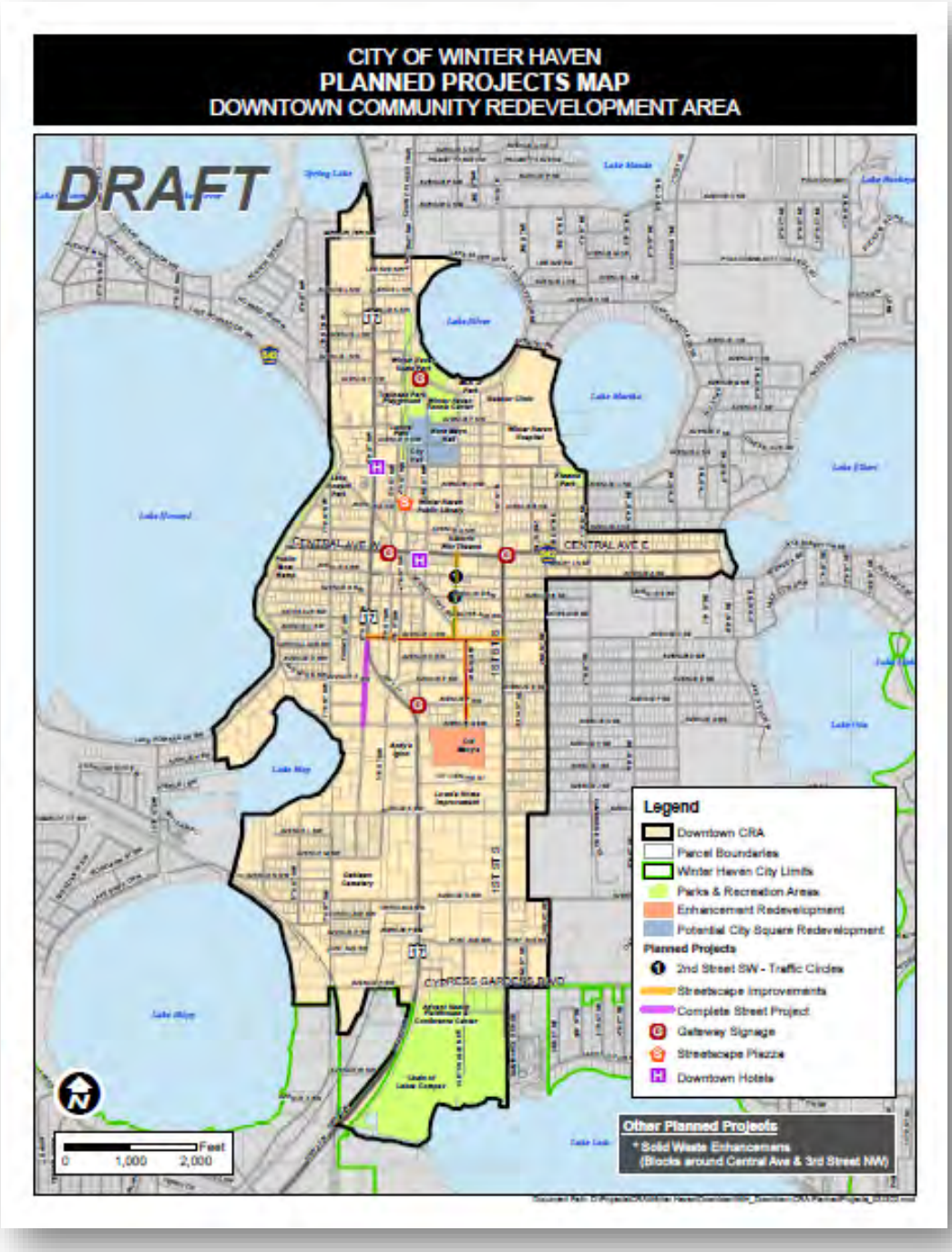
Commercial, Residential, & Infrastructure Development Projects Map: Completed and In Progress

Figure 1: Winter Haven Downtown District
Commercial, Residential, and Infrastructure Development Projects Completed and In Progress



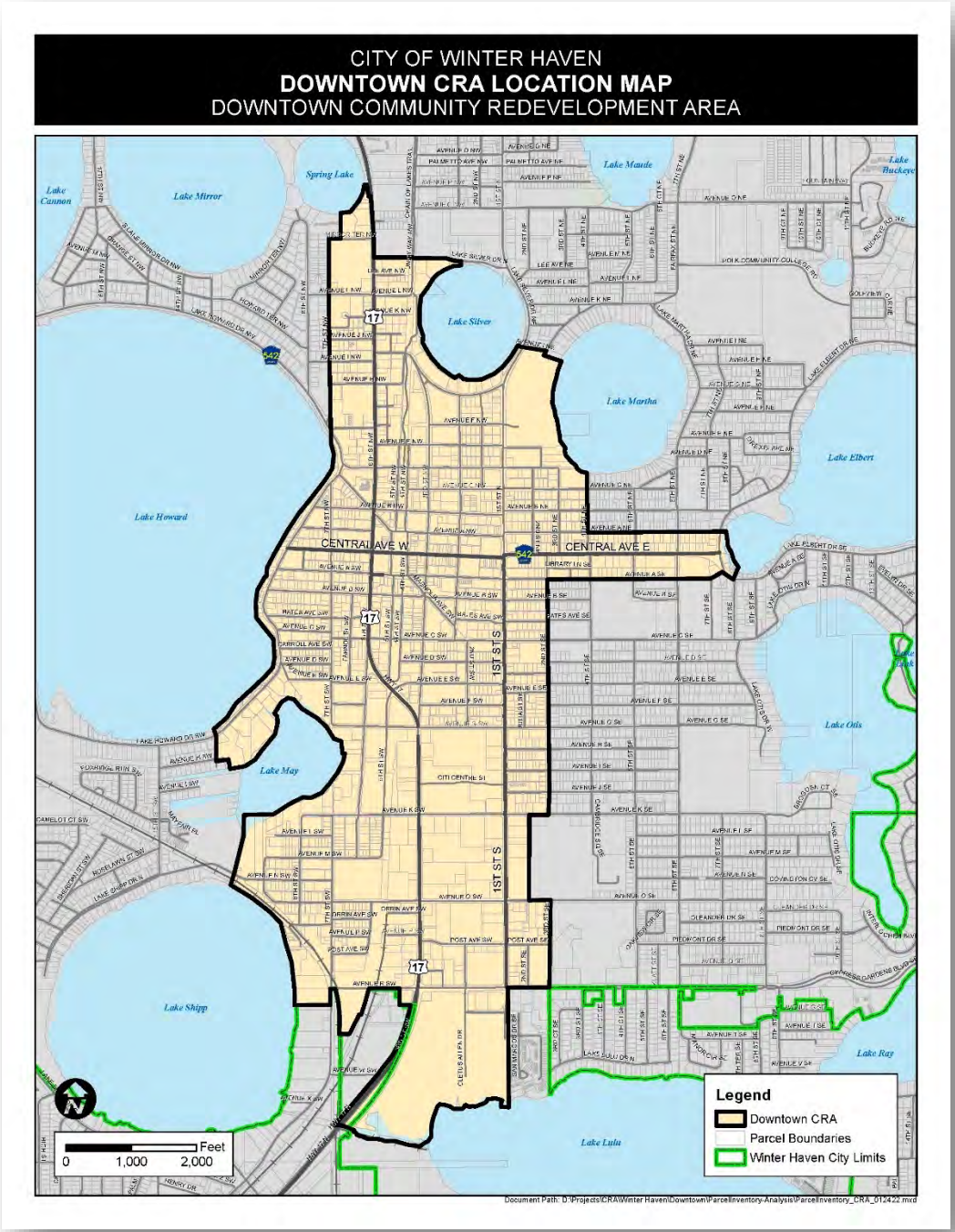
Commercial, Residential, & Infrastructure: Planned & Potential Projects Map

Figure 2: Winter Haven Downtown District
Commercial, Residential, and Infrastructure Development Planned & Potential Projects



Boundary Map of CRA Plan Area

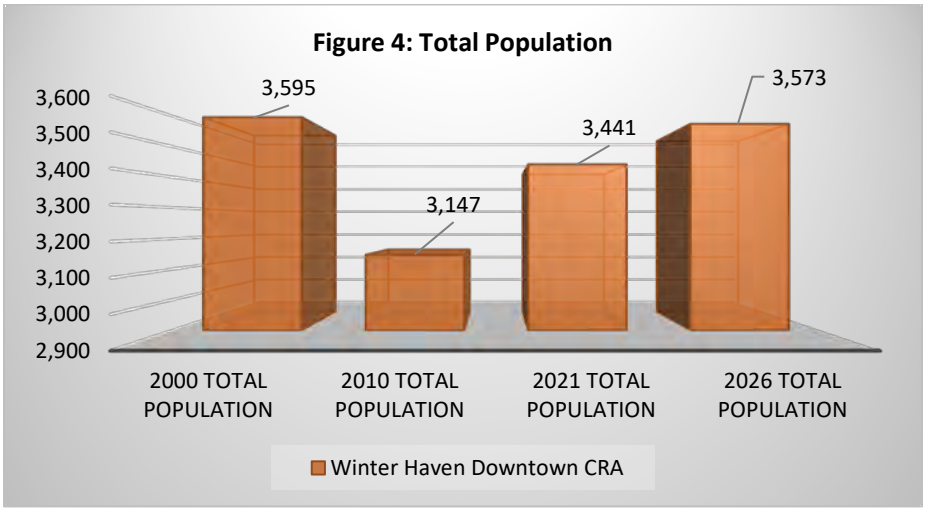
Figure 3. Winter Haven Downtown District Boundary



Population

Population characteristics and trends provide valuable insight into local economic conditions. Demographic indicators such as total population, age, race, and sex inform current and future labor force participation rates and provides a broad indication of the potential economic viability of communities. The Central Florida Regional Planning Council (CFRPC) examined local socioeconomic factors, business and employment dynamics, and the distribution of vacant and occupied housing units utilizing ArcGIS Business Analyst (ESRI Business Analyst) to evaluate the current economic conditions of the Winter Haven Downtown CRA Area (which is referred to interchangeably in this report as the "Downtown CRA District", the "District", the redevelopment area and/or the "Study Area"). In an effort to better assess the social and economic characteristics of the Study Area, the demographic conditions of neighboring geographies were also investigated, to include the City of Winter Haven and Polk County, Florida. This broader assessment provides for the identification and analysis of external trends and economic conditions that may influence the Study Area.

Based on 2000 U.S. Census Data, the Study Area was reported to have a population of 3,595, indicating a loss in population or a 12.46 percent decrease over a ten-year time frame, when compared to the 2010 U.S. Census Data wherein the population of the Study Area was identified as 3,147. ESRI Business Analyst 2021 and 2026 population data reports a total population increase (3,441 and 3,573 respectively) within the Winter Haven Downtown CRA District. Figure 4 below illustrates total population to include Census data and ESRI population projections.



Source: ESRI-U.S. Census

The 2010 population count for the Winter Haven Downtown CRA Area of 3,147 represents a 0.08 population rate of change annually with a population of approximately 3,441 identified in year 2021. This population growth is expected to continue over the next five years with an estimated population of 3,573 or a 0.76 percent annual population rate increase by year 2026. Additionally, the Downtown CRA Area is populated by slightly older residents in terms of median age, when compared to the City of Winter Haven and Polk County, according to 2021 ESRI – U.S. Census data. The Study Area reported a median age of 44.9 years of age in year 2010 which is 2.8 years younger than the reported median age of 47.7 in year 2021. The City of Winter Haven reported a median age in 2010 of 42, advancing to a median age of 46.7 years in 2021. In line with the increase in median age experienced in the Study Area and the City of Winter Haven, the median age reported in Polk County also experienced an increase over time, from 39.8 years of age in 2010 to 41.9 years of age in year 2021. The following table (Table 2) provides a broader assessment of the population and the socio-economic characteristics of the primary geographic areas identified, in relation to the State of Florida and the United States.

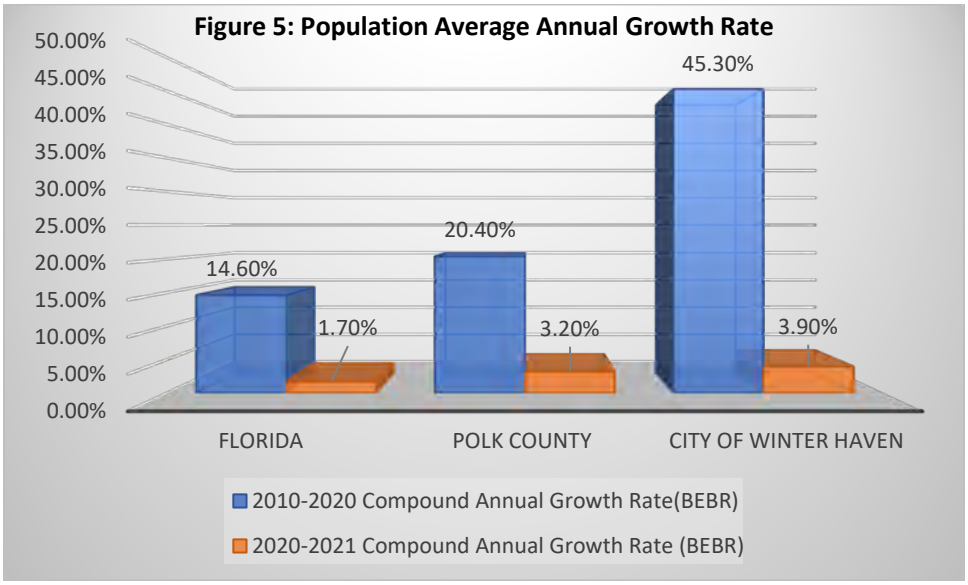
Table 2: Population and Socio-Economic Characteristics

Total Population Estimates			
	Florida	**Polk County**	**City of Winter Haven**
2021	21,898,945	748,365	51,126
2020	21,538,187	725,046	49,219
2010	18,801,332	602,095	33,874
Source: Bureau of Economic and Business Research (BEBR)			

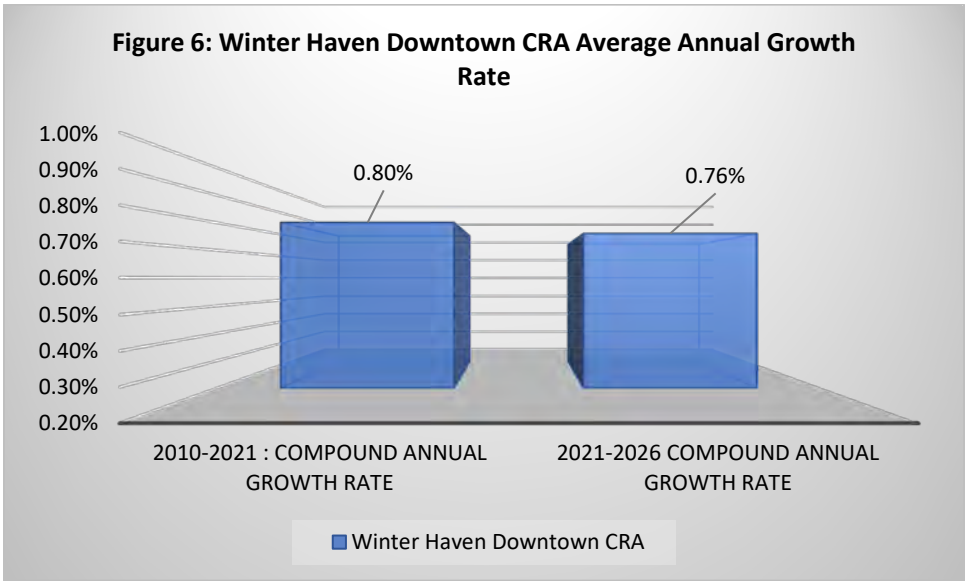
Percent Change in Population			
	Florida	**Polk County**	**City of Winter Haven**
2020 to 2021	1.7	3.2	3.9
2010 to 2020	14.6	20.4	45.3
Source: Bureau of Economic and Business Research (BEBR)			

	USA	Florida	Polk County	City of Winter Haven	Winter Haven Downtown CRA
Average Household Size	2.58	2.50	2.63	2.39	1.91
Average Family Size	3.15	3.05	3.10	2.97	3.06
Median Household Income	$64,730	$58,462	$52,507	$47,633	$26,643
Per Capita Income	$35,106	$32,917	$25,640	$27,046	$21,082
Median Age	38.8	42.8	41.9	46.7	47.7
Source: 2021 ESRI-US. Census Bureau					

The following graph (Figure 5) indicates the average annual growth rate from year 2010 to year 2021 for Florida, Polk County, and the City of Winter Haven utilizing Bureau of Economic and Business Research (BEBR) data. Utilizing the ESRI Business Analyst tool, the compound annual growth rate (CAGR) expressed between 2010-2021 and 2021-2026 for the Study Area reports a slight decline in the average annual growth as indicated in Figure 6 below. Taken together, the forecasts speak to the onset of significant population growth that slows and then stabilizes with time, which may be due in part to impacts associated with the COVID-19 pandemic.



Source: Bureau of Economic and Business Research (BEBR)



Source: ESRI, Vintage 2021 & 2026

Winter Haven Downtown District Tapestry Lifestyle Segments

ESRI Tapestry Segmentation reflects demographic shifts, consumer markets, and new markets based on socioeconomic data. This provides a comprehensive understanding of residential consumer behavior and the factors that influence specific purchasing decisions based on subgroups within a geographic location. Tapestry Segmentation includes 67 distinct market segments and reflects demographic shifts over the last decade. For a broader view of consumer markets, segments are summarized by 14 LifeModes and six urbanization groups. Tapestry Segmentation is updated every three to five years, resulting in a more comprehensive reassessment of rapidly changing neighborhoods.

The Tapestry Segmentation Area Profile for the Winer Haven Downtown CRA District reports the Study Area largely as the Social Security Set (60.3 percent), with Hometown Heritage (11.3 percent), Traditional Living (10.9 percent), Old and Newcomers (9.8 percent), and Family Foundations (7.1 percent) representing less central market segments for the area. Table 3 below depicts the Tapestry Segments for the Study Area followed by brief descriptions, providing insight into the consumer trends of the Study Area.

Table 3: Downtown CRA District Tapestry Lifestyle Segments

Tapestry Segment	2021 Households	2021 U.S. Households
Social Security Set (9F)	60.3%	0.8%
Hometown Heritage (8G)	11.3%	1.2%
Traditional Living (12B)	10.9%	1.9%
Old and Newcomers (8F)	9.8%	2.3%
Family Foundations (12A)	7.1%	1.0%
Subtotal	99.4%	7.2%

Source: ESRI, Vintage 2021



Social Security Set

In this older market, most of the Social Security Set live alone; 13 percent of householders are aged 75 and older; another 13 percent are 65 to 74 years old. This segments typical housing choices include low rent multiunit rental properties located in metropolitan cities with good access to public transportation, as vehicle ownership is low. These aging consumers largely rely on Social Security income, Supplemental Security Income and public assistance.

Demographic Profile

Median Age	45.6
Average Household Size	1.73
Median Household Income	$17,000



Hometown Heritage

The Hometown Heritage market is primarily a family market, married couples (with and without children) and single parents. Typical housing choices of this segment include renters living primarily in single-family homes, and 2–4 unit buildings. They are cost-conscious consumers and tend to save money for a specific purpose.

Demographic Profile

Median Age	32.4
Average Household Size	2.66
Median Household Income	$28,200



Traditional Living

Over 70 percent of the Traditional Living segment has completed high school or some college with households representing a mix of married-couple families and singles. Many families encompass two generations who live and work in the community. They are homeowners, cost-conscious consumers, and comfortable with the Internet and social media.

Demographic Profile

Median Age	35.5
Average Household Size	2.51
Median Household Income	$39,300

The Tapestry Segmentation analysis suggests that a large segment of consumers located within the Study Area are mature in age, with a limited income. This is followed closely by segments that reflect younger markets that are cost conscience, well-educated, and have more disposable income. While the Tapestry Segmentation provides consumer profiles that are general in nature, the analysis provides additional insight into consumer behavior within the Winter Haven Downtown CRA District and may be utilized to inform future retail market decisions and optimize private sector location assessments. Additional Tapestry Segment information can be found in Appendix E.

Socio-Economic

To further examine population characteristics, the CFRPC examined age, sex, population, and racial groups across three geographies; Polk County, Winter Haven, and the Winter Haven Downtown CRA. In terms of age and its relation to sex, the median female age reports to be slightly more mature than the median male age relative to location. Of note, the median female age within the Winter Haven Downtown CRA is 7.4 years more mature (51.5 years of age), while the median male age hovers below 50 years of age (44.1 years of age). Additionally, the female population represents a higher percentage across all three geographic locations with the greatest percentage identified within the Study Area. Population was examined by age cohort and reports high concentrations in the 45-64 and 65 and older categories, which is indicated across all geographic areas. The highest concentration of mature adults aged 65 and older is represented within the Winter Haven Downtown CRA, at 29.67 percent. The racial composition of the Study Area reported a higher concentration of the Hispanic population and individuals who identified as American Indian, Asian, Pacific Islander, Some Other Race, and Two or More Races (as indicated in the "2021 All Others" category), than the City of Winter Haven. Additionally, the average household income within the Winter Haven Downtown CRA District, represents the lowest across geographies at $41,846.

The Socioeconomic Snapshot identified in Table 4 notes a range of ethnicities within the Study Area (55.42 percent of the population is reported to be non-white), more mature in age (median age is reported to be 47.7) and, a less family-centric submarket (24.31 percent of households are reported to have children). The average household size is on the lower end for the geographies analyzed (1.91 people per household) as indicated in Table 4. The presence of a group with such varied demographics may require a need for more distinctive community features that include accessible infrastructure that supports people with disabilities (45.53 percent of households within the Study Area, report 1 or more persons with a disability), an aging population (52.78 percent of the total population within the Study Area is 45 years of age or older), and the low income population (28.5 percent of households within the Study Area are below the poverty level).

An economic snapshot of the Study Area and neighboring geographies is provided below. The following table displays select economic and demographic data for both the Study Area and neighboring geographies utilizing the ESRI Business Analyst tool, the 2010 US Census and the 2015-2019 American Community Survey.

Table 4: Socio-Economic Snapshot, 2021

	Polk County, FL	Winter Haven City, FL	Winter Haven Downtown CRA
2021 Median Age	41.9	46.7	47.7
2021 Median Male Age	40.4	44.9	44.1
2021 Median Female Age	43.3	48.5	51.5
Source: ESRI, Vintage 2021			
	Polk County, FL	**Winter Haven City, FL**	**Winter Haven Downtown CRA**
2021 Male Population	49.08%	47.39%	46.76%
2021 Female Population	50.92%	52.61%	53.24%
Source: ESRI, Vintage 2021			
	Polk County, FL	**Winter Haven City, FL**	**Winter Haven Downtown CRA**
2021 Total Population Age 10-19	11.73%	10.67%	9.06%

Table 4: Socio-Economic Snapshot, 2021			
	Polk County, FL	**Winter Haven City, FL**	**Winter Haven Downtown CRA**
2021 Total Population Age 20-24	5.56%	4.83%	5.55%
2021 Total Population Age 25-34	12.92%	11.63%	12.32%
2021 Total Population Age 35-44	11.60%	10.46%	10.46%
2021 Total Population Age 45-64	24.13%	23.14%	23.11%
2021 Total Population Age 65 and Over	22.35%	28.52%	29.67%
Source: ESRI, Vintage 2021			
	Polk County, FL	**Winter Haven City, FL**	**Winter Haven Downtown CRA**
2021 Hispanic Population	26.54%	16.69%	17.90%
2021 White Population	70.53%	63.71%	62.48%
2021 Black/African American Population	15.60%	26.18%	25.86%
2021 All Others	13.87%	10.09%	11.66%
Source: ESRI, Vintage 2021			
	Polk County, FL	**Winter Haven City, FL**	**Winter Haven Downtown CRA**
2021 Average Household Income	$68,539	$64,928	$41,846
Source: ESRI, Vintage 2021			
	Polk County, FL	**Winter Haven City, FL**	**Winter Haven Downtown CRA**
2010 Family Household with Child	30.24%	28.91%	24.31%
Source: ESRI-2010 US Census			
	Polk County, FL	**Winter Haven City, FL**	**Winter Haven Downtown CRA**
2019 Households with 1+ Persons with a Disability (ACS-5YR)	30.53%	32.29%	45.53%
Source: ESRI- -American Community Survey Vintage 2015-2019			
	Polk County, FL	**Winter Haven City, FL**	**Winter Haven Downtown CRA**
2019 Median Home Value	$150,800	$154,100	$112,500
Source-ESRI-American Community Survey Vintage 2015-2019			
	Polk County, FL	**Winter Haven City, FL**	**Winter Haven Downtown CRA**
2021 Median Home Value	$201,320	$204,575	$143,000
Source-ESRI Vintage 2021			
	Polk County, FL	**Winter Haven City, FL**	**Winter Haven Downtown CRA**
2026 Median Home Value	$243,195	$247,036	$224,510
Source-ESRI Vintage 2026			
	Polk County, FL	**Winter Haven City, FL**	**Winter Haven Downtown CRA**
2019 Households Below the Poverty Level	14.24%	15.03%	28.55%
Source-ESRI-American Community Survey Vintage 2015-2019			

Housing and Residential Markets

In Table 5 below, the median value of owner-occupied housing in the Study Area is $143,000 which is 35.43 percent less than the City of Winter Haven median value of owner-occupied housing units ($204,575) and 33.87 percent less than Polk County's median owner-occupied housing units ($201,320). The Winter Haven Downtown CRA District reports a renter occupied percentage that exceeds the home ownership percentage and also reports the highest vacant housing unit percentage across geographies (19.16 percent). Forecasts indicate no significant change in owner or renter-occupied housing rates into year 2026 across geographies, with slight increases in total housing units into 2026. An older housing stock is reported within the Study Area with 89.01 percent of housing units located within the Downtown CRA being built prior to 2000.

The City of Winter Haven FY 2022 Budget Book references 5,845 new housing units built in the city since 2010 (single-family homes, mobile homes and multiple family units), with 94 new housing units completed in or near downtown since 2014. Projected population growth and shifting demographics suggest development of additional housing stock, will be needed to continue to meet the needs of the community. Correspondingly, options to renovate aging housing stock and additional housing options to support future residential demand should be considered. See Table 5 for more details.

The City of Winter Haven retained the Florida Housing Coalitions in 2020 to develop the 2021 Workforce Housing Action Plan that identified recommendations and targeted strategies in support of permanent affordable housing for the Winter Haven market. The Action Plan includes recommendations based on data analysis, input from the Downtown CRA Advisory Committee, community engagement, stakeholder interviews, and workforce housing industry standards. Recommendations identified within the Housing Action Plan that could influence future affordable housing development in the Downtown CRA include:

- Embrace workforce housing as a community asset and/or infrastructure.
- Establish a local affordable housing trust fund.
- Incentivize development of affordable housing.
- Fund projects with long-term affordability.
- Build capacity of housing leadership, including Affordable Housing Action Committee and City staff.
- Support high quality affordable housing developments throughout the city.
- Incorporate affordability requirements for PUDs and up-zonings.
- Update the land development code to facilitate more housing units of various types.
- Access additional federal funding sources.
- Avoid displacement from redevelopment.
- Integrate economic development with affordable housing.
- Support an employer assisted housing program (EAH).
- Create a dedicated position with the charge to facilitate the implementation of this plan.

Homelessness and shortages of adequate housing have been identified as an issue of great significance within the City of Winter Haven. The Winter Haven Housing White Paper (2019) developed by Heart for Winter Haven speaks to the issues of homelessness among families and provides recommendations to fill gaps and reduce homelessness over a 3-to-5-year term. Recommendations include:

- Address the Crisis
    - Eviction Diversion and Prevention, Risk Sharing Pool, Home Share Programs

- Lay the Groundwork
    - Rapid Re-Housing Program

- Development for the Future
    - Include Middle Housing and incremental development strategy in comprehensive plan to increase inventory and density

Taken together the 2021 Workforce Housing Action Plan, the Winter Haven Housing White Paper (2019), and the Housing Ownership Characteristics identified in Table 5 provide support for expanding the affordable housing supply within the City of Winter Haven and Study Area.

The significance of quality, safe, and affordable housing within the City of Winter Haven has been noted in policies and programs set forth by the City Commission. The City of Winter Haven has established a new Winter Haven Affordable Housing Fund (Ordinance O-21-59). The Fund was added to accommodate the City's allocation of monies to affordable housing, allows for greater flexibility in meeting the housing needs of the city, and included an appropriation of $1,500,000 FY 2021-2022. Additionally, a Memorandum of Understanding (MOU) has been executed between the City of Winter Haven and the Winter Haven Economic Development Council to administer workforce housing programs and address workforce housing and community development needs. Moreover, a community partnership with Heart for Winter Haven has been established to address and reduce homelessness among families.

Table 5: Housing Ownership Characteristics			
	Polk County	**Winter Haven City**	**Winter Haven Downtown CRA**
2021 Total Housing Units	330,120	22,015	2,203
2021 Owner Occupied Housing Units	70.69%	66.57%	27.23%
2021 Renter Occupied Housing Units	29.31%	33.44%	72.77%
2021 Vacant Housing Units	18.42%	14.13%	19.16%
2021 Median Home Value	$201,320	$204,575	$143,000
Source: ESRI Vintage 2021			
	Polk County	**Winter Haven City**	**Winter Haven Downtown CRA**
2019 Average Gross Rent (HHs Paying Cash Rent)	$1,040	$972	$724
Source: ESRI-American Community Survey Vintage 2015-2019			
	Polk County	**Winter Haven City**	**Winter Haven Downtown CRA**
2026 Total Housing Units	353,020	23,679	2,276
2026 Owner Occupied Housing Units	71.53%	67.77%	27.88%
2026 Renter Occupied Housing Units	28.47%	32.23%	72.07%
Source: ESRI Vintage 2026			
	Polk County	**Winter Haven City**	**Winter Haven Downtown CRA**
2019 Housing Units Built in 2014 or Later	3.32%	5.13%	6.79%
2019 Housing Units Built in 2010-2013	2.46%	2.58%	1.03%
2019 Housing Units Built in 2000-2009	23.84%	23.11%	3.17%
2019 Housing Units Built in 1990-1999	17.69%	9.63%	10.45%
2019 Housing Units Built in 1980-1989	18.16%	15.66%	10.25%
2019 Housing Units Built in 1970-1979	15.12%	19.07%	31.25%
2019 Housing Units Built in 1960-1969	7.67%	7.53%	12.74%
2019 Housing Units Built in 1950-1959	6.47%	9.54%	9.77%
2019 Housing Units Built in 1940-1949	2.09%	2.50%	3.76%
2019 Housing Units Built in 1939 or Earlier	3.18%	5.26%	10.79%
Source: ESRI-American Community Survey Vintage 2015-2019			

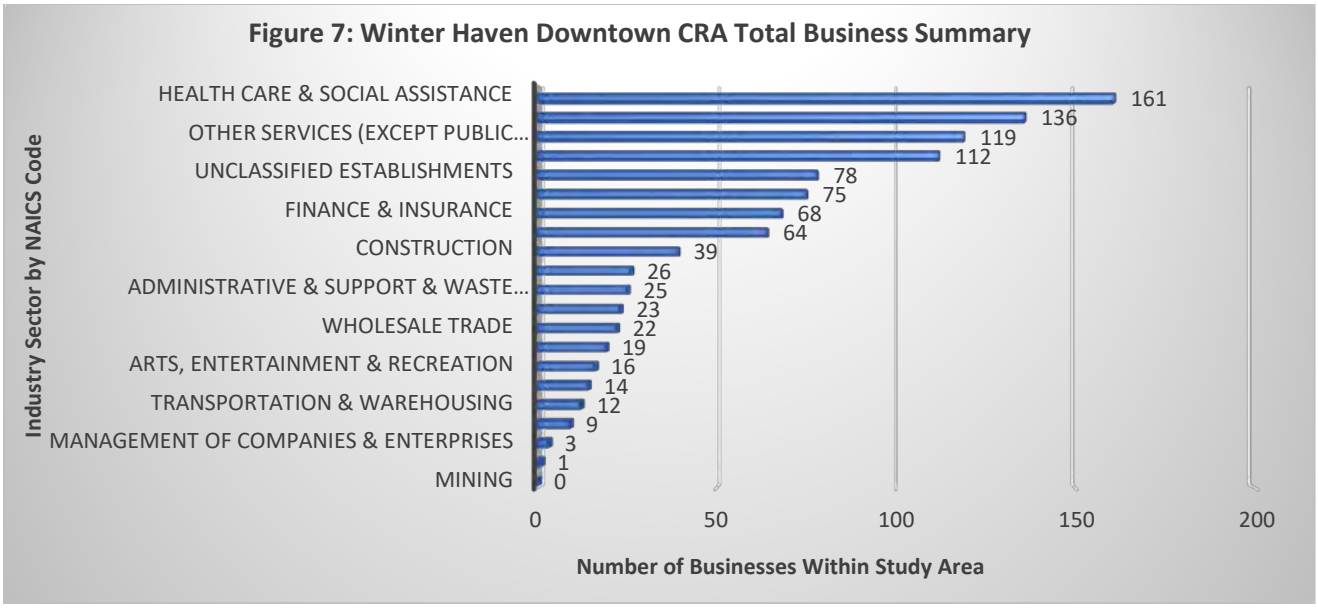
Business and Employment

The purpose of the business and employment analysis is to examine the Winter Haven Downtown CRA business climate, and the distribution of economic activity by industry. The analysis identifies the largest sectors of the Study Area's economy while also providing a brief overview of the number of businesses, market supply and demand, and provides key indicators for determining the health of the local economy. For this analysis, the CFRPC utilized Total Residential Population forecasts for 2021, which provides a list of more than 12.5 million U.S. businesses—including the business name, location, franchise code, industry classification code, number of employees, and sales volume. Utilizing the Business and Facility search option, businesses within the Study Area were identified.

The composition of businesses has been evaluated using Business Certificates and the North American Industrial Classification System (NAICS) which has largely replaced the former version of the Standard Industrial Classified (SIC) system. Based on NAICs codes, much of the civilian employee population are employed in the following industries:

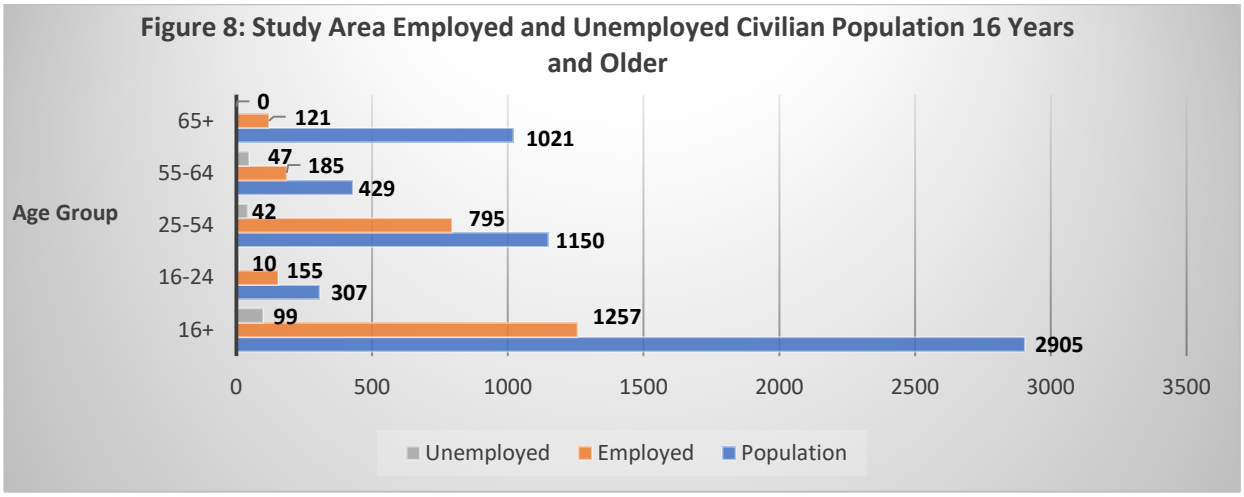
- Health Care & Social Services;
- Retail Trade;
- Other Services (except Public Administration); and
- Professional, Scientific & Tech Services

ESRI's Business Summary data encapsulates the list of businesses for specified NAICS and SIC categories and includes total number of businesses, and total number of employees for a specific trade area. Business Analyst reports 1,020 total businesses within the NAIC's category with the highest number of businesses within the Winter Haven Downtown CRA tied to the Health Care/Social Assistance Industry (161) followed closely by the Retail Trade (136) and Other Services (except Public Administration (119) as indicated by Figure 7. In terms of total employment, the largest industry sectors in this area are Retail Trade (19 percent), Health Care/social Assistance (12.2 percent), and Accommodation/Food Service (9.0 percent). Nearly 50 percent of the workforce are employed in white collar professions, with 13 percent employed in Sales and Sales Related occupations. The occupation distribution in the area is similar to the U.S. in most cases, with notable differences in Management and Food Preparation/Serving occupations. The Study Area's employment in the Management occupation group is 6.2 percentage points less than the U.S. or over 50 percent less than the rate of the U.S. The Food Preparation/Serving occupation group however, is 10.7 percentage points higher that the U.S. or more than triple the rate of the U.S. See Appendix C for a detailed description of businesses located within the Study Area.



Source: ESRI Total Residential Population forecasts for 2021

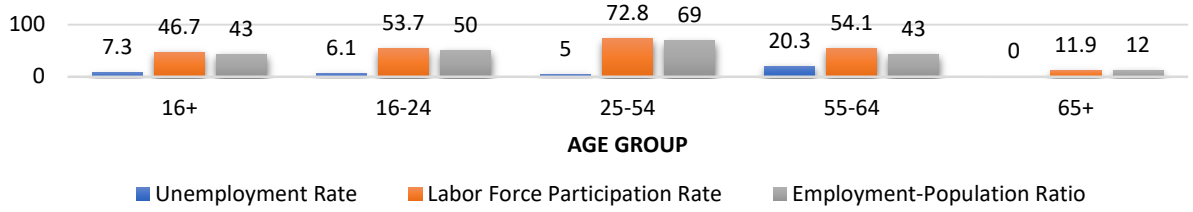
Labor force data provides important information regarding employment dynamics across age groups, industry, and occupation categories and consists of all persons 16 years of age and older who are either employed or unemployed. Additionally labor force data allows users to better plan and allocate resources to improve the economic wellbeing and quality of life within neighborhoods. ESRI Business Analyst reports that of the 2,905 people that reside within the Winter Haven Downtown CRA, a total of 1,257, or 46.7 percent, comprise the civilian labor force as indicated in Figure 8. The Study Area's employment-population ratio of 43 (Figure 9) suggests that there are approximately 43 employed individuals for every 100 individuals who are of working age (age 16 years and older) and at 1,150, the population age group of 25 to 54 contains the highest number of workers within the Study Area. The employment-population ratio for this age group is 69.



Source: ESRI forecasts for 2021 and 2026

Utilizing the ESRI Business Analyst tool, 2021 labor force population 16 years of age and older is indicated to have an unemployment rate of 7.3 percent representing the total number of unemployed persons in relation to the civilian labor force. The population age group of 25 to 54 contains the lowest rate of unemployment (5 percent) in the Study Area with the age group of 55-64 reporting the highest unemployment rate (20.3 percent), as indicated in Figure 9, below.

Figure 9: Unemployment Rate, Labor Force Participation Rate & Employment-Population Ratio by Age Group



Source: ESRI forecasts for 2021 and 2026.

Review of Current Conditions

Existing Land Use Characteristics

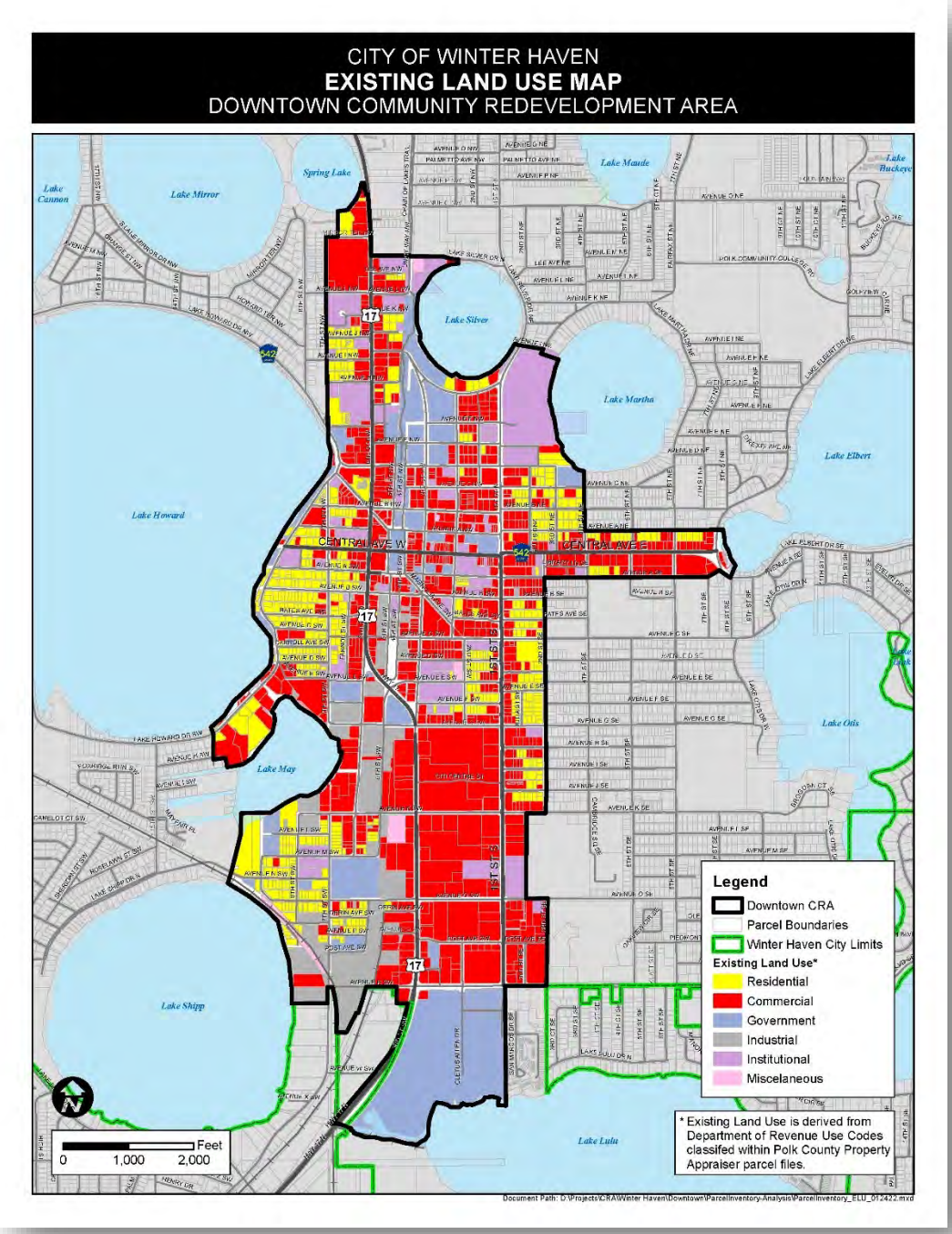
The 1,697 parcels within the Downtown CRA represent a number of different existing land use types ranging from residential to commercial and governmental, institutional, industrial and miscellaneous lands. Existing land use information is derived from Department of Revenue Use Codes classified within Polk County Property Appraiser parcel files.

Of the existing land uses, commercial represents the greatest number of uses at 46 percent of the total land uses in the Downtown CRA, with Governmental and Residential uses comprising the second and third largest use types at 17 percent each. Industrial uses represent almost 8 percent and miscellaneous lands just less than 1 percent. Table 6 depicts these figures while Map 1 illustrates, geographically, the locations of these uses within the Downtown CRA.

Table 6 – Existing Land Use

Use Type	Total Acreage	Percent Acreage
Commercial	397.1	46.2%
Governmental	145.9	17.0%
Industrial	65.9	7.7%
Institutional	97.4	11.3%
Miscellaneous	8.1	0.9%
Residential	144.9	16.9%
Total	859.4	100.0%

Map 1 – Downtown CRA Existing Land Use Map



Parcel Inventory Report

For review of land use conditions within the Downtown CRA, a parcel inventory was conducted using Geographic Information System (GIS) software. The parcel inventory includes information identifying parcels within the Downtown CRA, including parcel size, existing land use, existing Future land Use and zoning, and identification of both developed and vacant residential and nonresidential parcels.

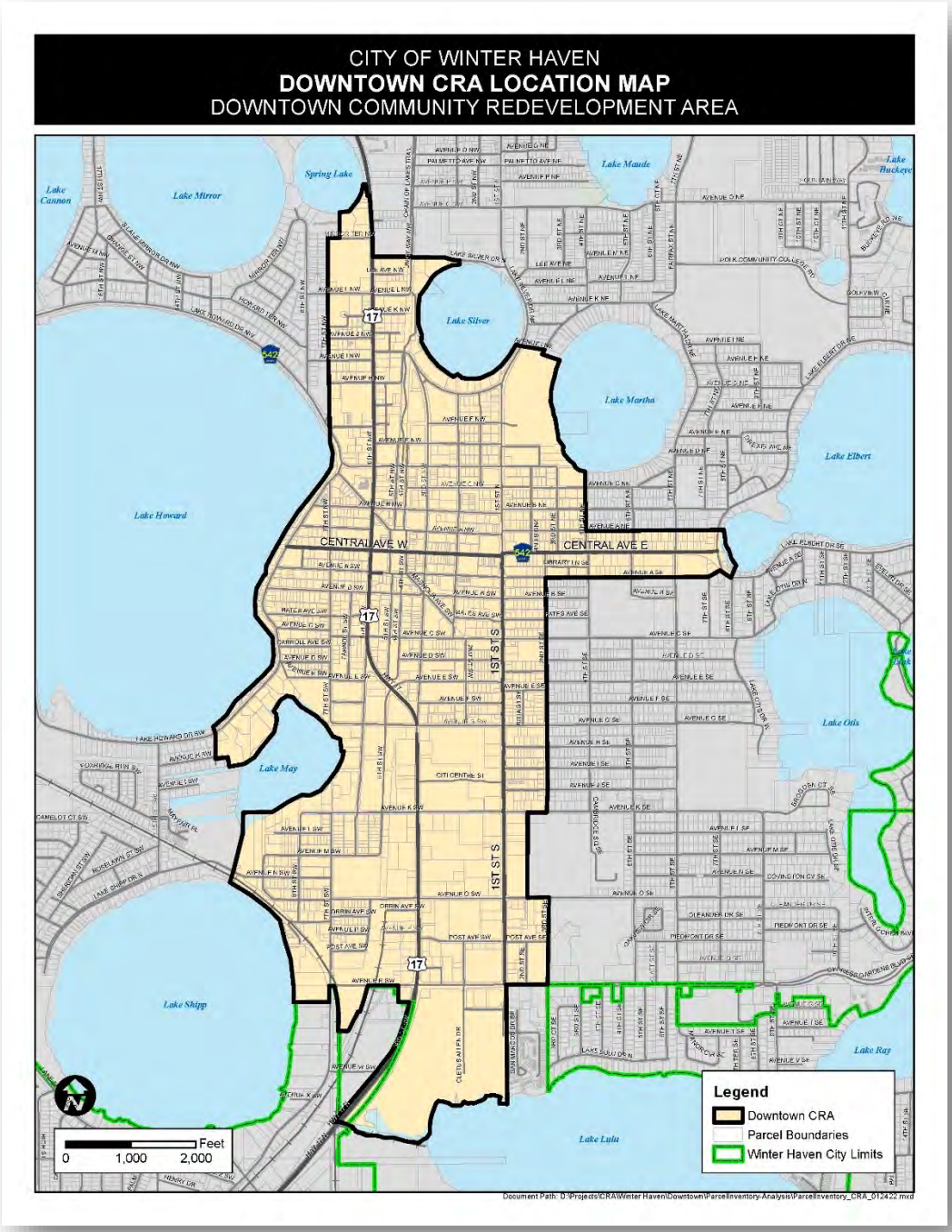
A number of data sources were used in this review, including Polk County Property Appraiser parcel files (dated December 2021), Future Land Use and zoning data (dated November 2021) from the City of Winter Haven, and the use of aerial imagery from online services within the GIS software system, derived from Polk County Orthographic data obtained in February 2020.

The Downtown CRA encompasses a total area of 1,104 acres. See Map 1 which illustrates the location and geography of the Downtown CRA area. Of the total 1,104 acres, 859.4 acres are parceled lands. The remainder of the Downtown CRA area is comprised of 244.6 acres of public rights-of-way. Table 7 provides a breakdown of the total acreages described here. See Appendix F for a complete parcel inventory listing.

Table 7 – Downtown CRA

Area of CRA	Acreage
CRA (Total)	1,104
Parceled Lands within CRA	859.4
Right-of-way within CRA	244.6

Map 2 – Downtown CRA Map



Generalized Parcel Sizes

There is a total of 1,697 parcels within the Downtown CRA. These parceled lands range in size from less than an eighth of an acre (0.125 acres), generally represented by core downtown properties north and south of Central Avenue, including individual condominium units, to the largest parcels found in the Downtown CRA being 28.1 and 72.8 acres, represented by Winter Haven Hospital and the AdventHealth Fieldhouse and Conference Center, respectively.

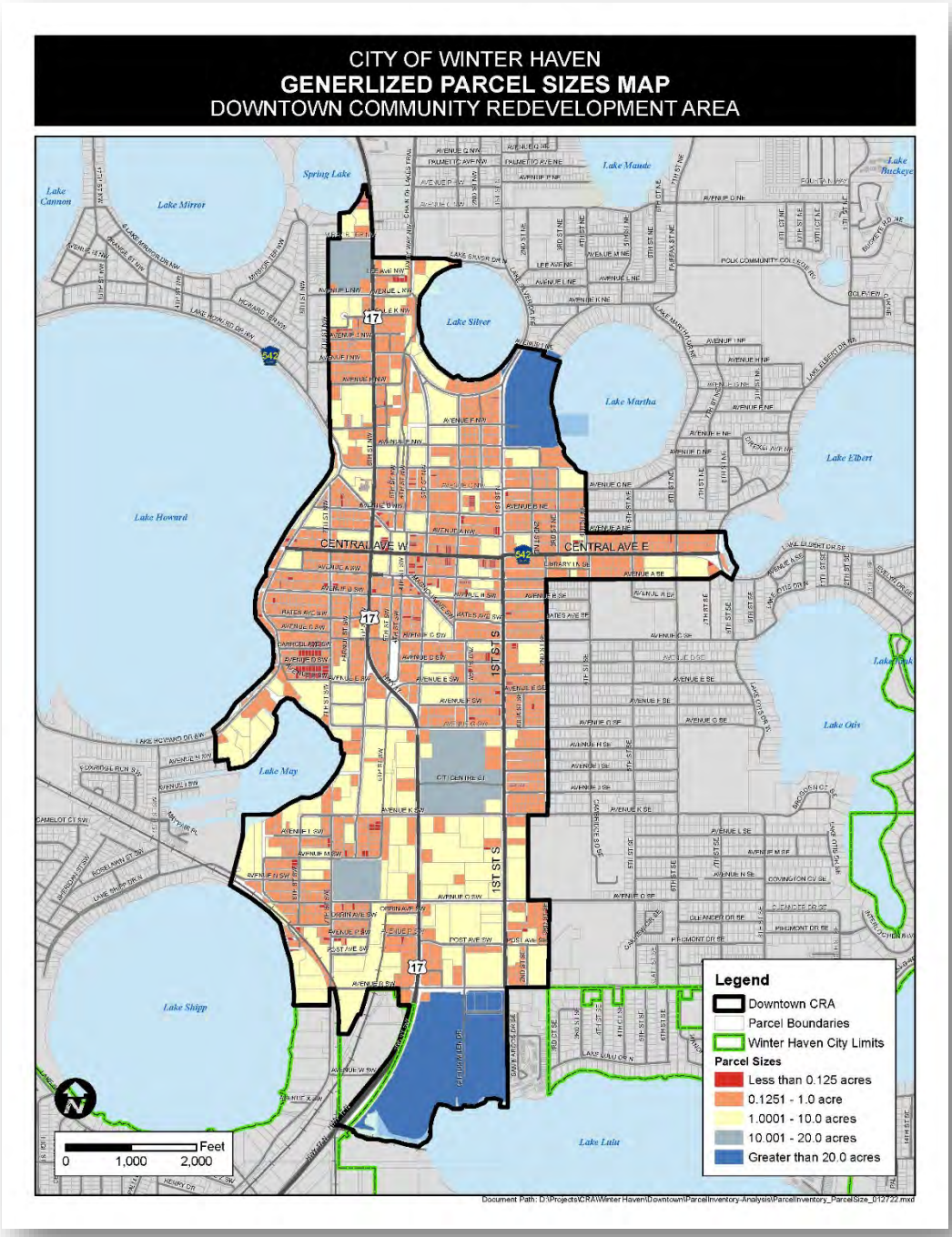
Table 8 outlines the generalized parcel sizes within the Downtown CRA, broken into five (5) divisions. These divisions are not equal intervals, rather divisions reflecting common ranges of distinguishable land areas found in the Downtown CRA. These include lands that are less than 0.125 acres, 0.125 to 1.0 acre, 1.0001 acres to 10.0 acres, 10.0001 acres to 20.0 acres, and those greater than 20.0 acres.

Within the Downtown CRA, the majority of parceled lands (approximately 92 percent) are represented by properties sized equal to or less than 1.0 acre. Approximately 72 percent of these parcels are those sized between 0.125 (1/8) acres and 1.0 acres, with approximately 20 percent represented by those less than 0.125 (1/8) acres. This finding reveals that the majority of parceled land area within the Downtown CRA is comprised of smaller to medium-sized properties, with a minority (approximately 9 percent) of the parceled lands representing those greater than 1.0 acre in size. Map 3 illustrates the location and distribution of these parcels throughout the Downtown CRA.

Table 8 – Generalized Parcel Sizes

Parcel Sizes	Number of Parcels	Percentage of Parcel Sizes
Less than 0.125 acres	333	19.6%
0.126 to 1.0 acre	1,215	71.6%
1.0001 acres to 10.0 acres	143	8.4%
10.0001 acres to 20.0 acres	4	0.2%
Greater than 20.0 acres	2	0.1%
Total	**1,697**	**100.0%**

Map 3 – Downtown CRA Generalized Parcel Sizes Map



Existing Land Uses

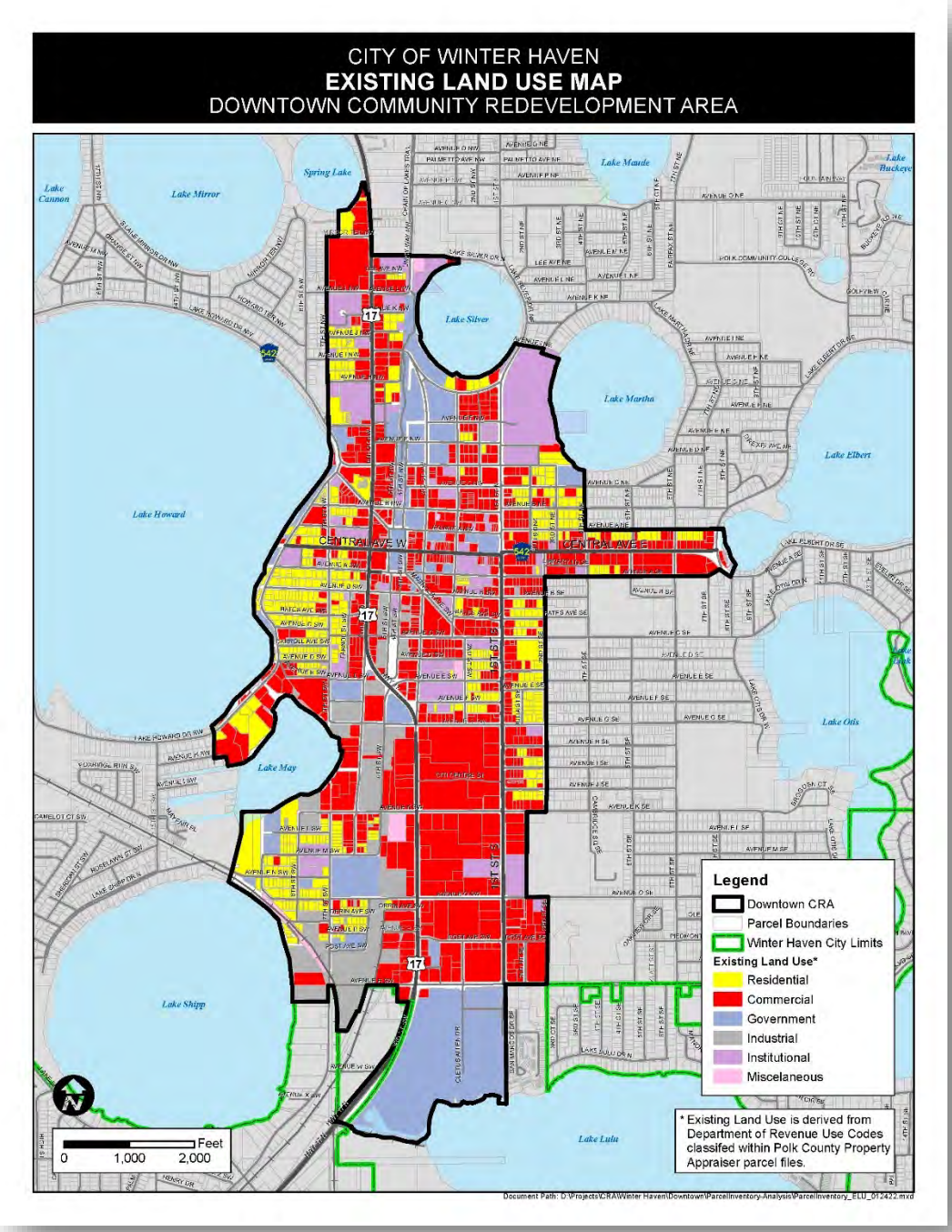
The 1,697 parcels within the Downtown CRA represent several different existing land use types ranging from residential to commercial and governmental, institutional, industrial and miscellaneous lands. Existing land use information is derived from Department of Revenue Use Codes classified within Polk County Property Appraiser parcel files.

Of the existing land uses, commercial represents the greatest number of uses at 46 percent of the total land uses in the Downtown CRA, with governmental and residential uses comprising the second and third largest use types at 17 percent each. Industrial uses represent almost 8 percent and miscellaneous lands just less than 1 percent. Table 9 depicts these figures while Map 3 illustrates, geographically, the locations of these uses within the Downtown CRA.

Table 9 – Existing Land Use

Use Type	Total Acreage	Percent Acreage
Commercial	397.1	46.2%
Governmental	145.9	17.0%
Industrial	65.9	7.7%
Institutional	97.4	11.3%
Miscellaneous	8.1	0.9%
Residential	144.9	16.9%
Total	**859.4**	**100.0%**

Map 3 – Downtown CRA Existing Land Use Map



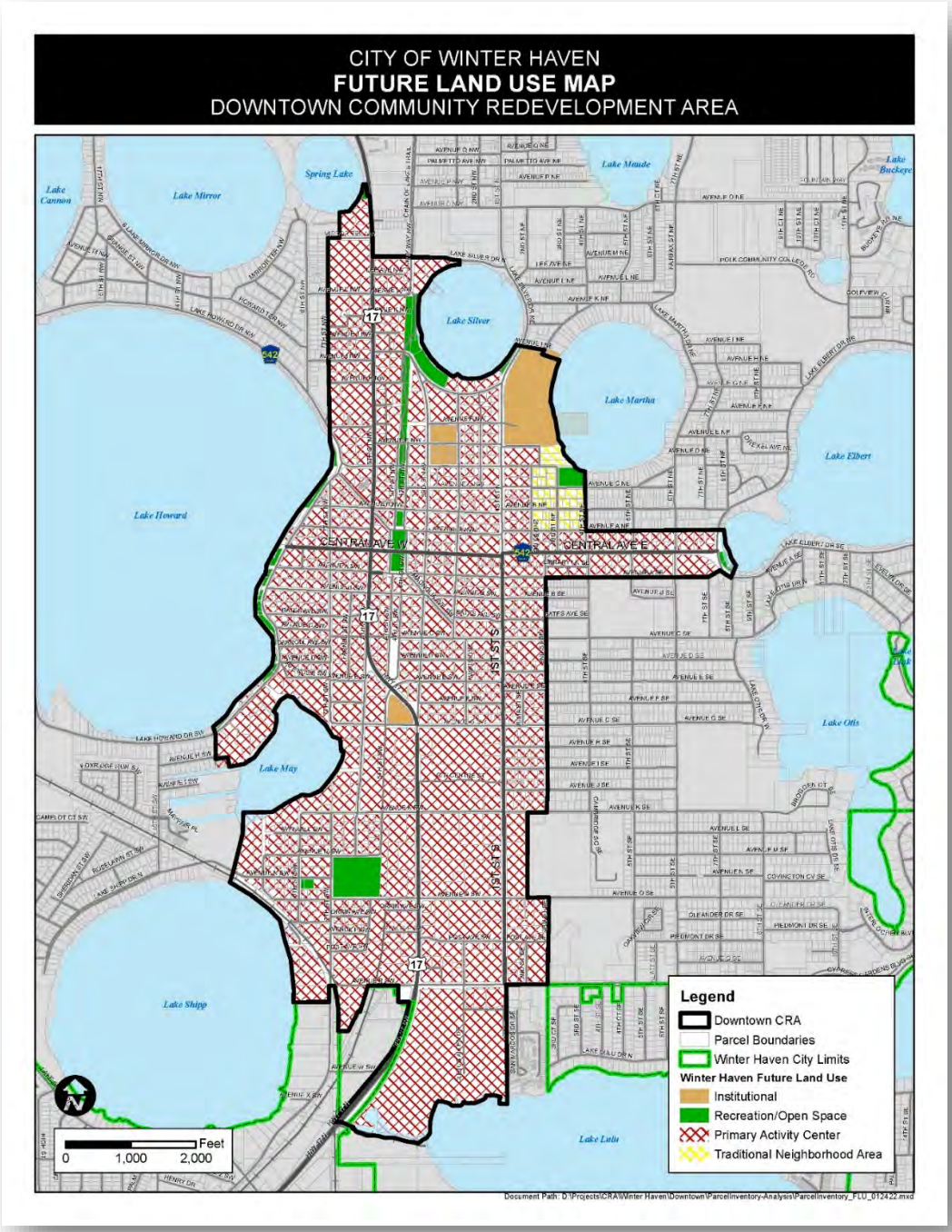
Future Land Use

Future Land Use in the Downtown CRA is represented by only a few categories, including Primary Activity Center, Traditional Neighborhood Area, Institutional and Recreation and Open Space. Primary Activity Center represents the majority of lands within the Downtown CRA at just more than 90 percent, with Institutional representing 4 percent, Recreation and Open Space at just more than 3 percent and Traditional Neighborhood Area at just more 1 percent. Table 10 depicts these figures while Map 4 illustrates, geographically, the locations of these assigned Future Land Use categories within the Downtown CRA.

Table 10 – Future Land Use

Use Type	Total Acreage	Percent Acreage
Institutional	35.7	4.1%
Recreation and Open Space	31.9	3.7%
Primary Activity Center	778.1	90.5%
Traditional Neighborhood Area	13.7	1.6%
Total	**859.4**	**100.0%**

Map 4 – Downtown CRA Future Land Use Map



Zoning

Zoning districts in the Downtown CRA are consistent with the City's Comprehensive Plan and Future Land Use assignments. While the Future Land Use designations are few, there are a number of zoning districts representing specific land development types within the Downtown CRA. Table 11 outlines these zoning districts while Map 5 illustrates, geographically, the location of the zoning districts found throughout the Downtown CRA.

Table 11 – Zoning

Zoning District	Total Acreage	Percent Acreage
Commercial Downtown (C-1)	96.2	11.2%
Commercial Neighborhood (C-2)	9.7	1.1%
Commercial Highway (C-3)	259.3	30.2%
Commercial Heavy/General (C-4)	38.4	4.5%
Industrial Light (I-1)	42.2	4.9%
Industrial Heavy (I-2)	41.9	4.9%
Mixed Use (MX)	126.0	14.7%
Public Institutional (PI)	10.6	1.2%
Public Recreation (PR)	32.5	3.8%
Planned Unit Development (PUD)	119.9	13.9%
Residential Single Family (R-2)	2.0	0.2%
Residential Multi-Family (R-3)	35.0	4.1%
Residential Multi-Family (R-4)	31.0	3.6%
Residential High Density Multi-Family (R-5)	14.9	1.7%
Total	**859.4**	**100.0%**

The largest of the zoning assignments is Commercial Highway (C-3), which represents 30 percent of all zoning in the Downtown CRA and is generally located on the east and west sides of the US 17 corridor in the northern and southern regions of the Downtown CRA. These districts are synonymous with more intensive commercial and some institutional uses.

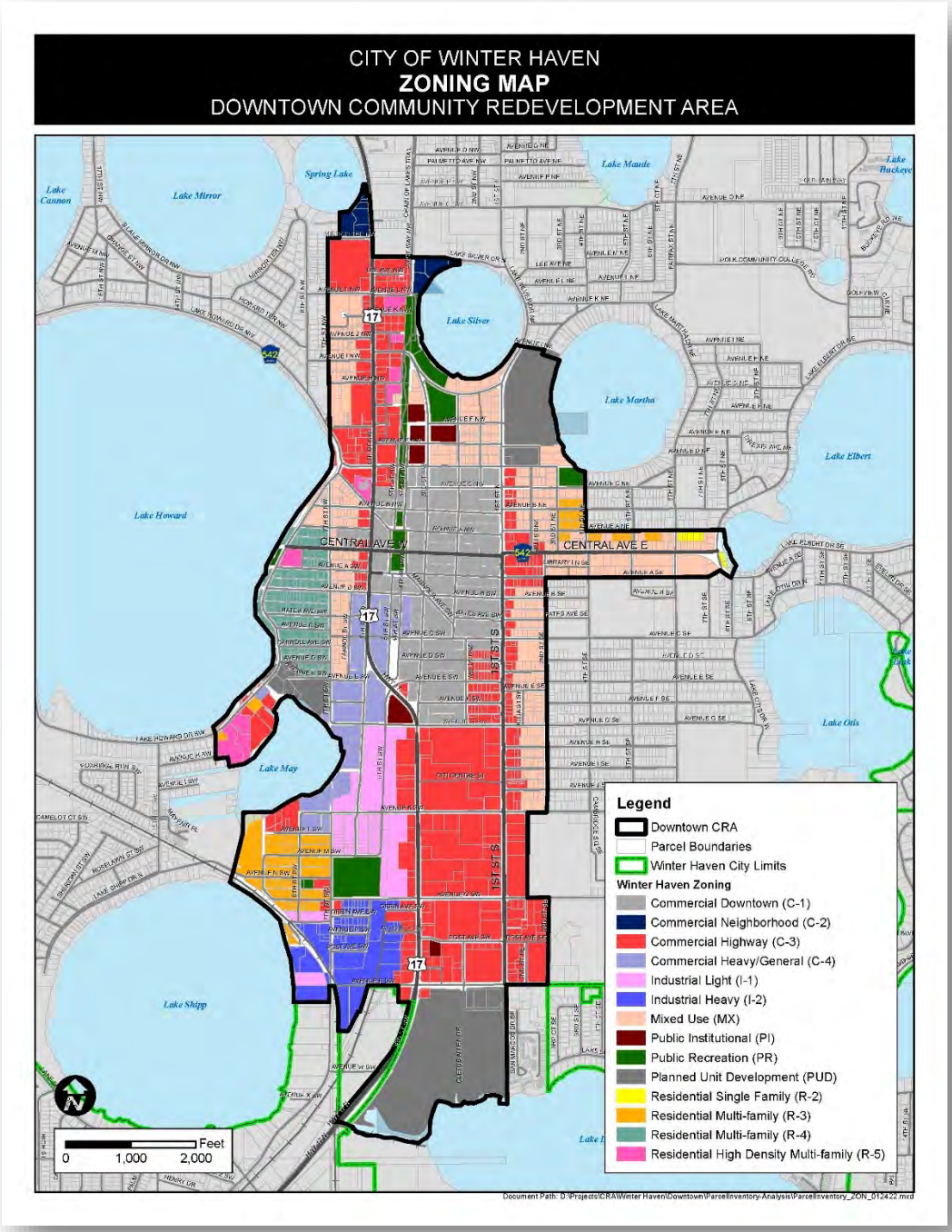
Between the areas zoned C-3, located between Avenue B Northwest and Avenue G Southwest, are properties zoned Commercial Downtown (C-1), which make up just more than 11 percent of the Downtown CRA. These properties are primarily lower intensive commercial uses which support the vibrant nature of the Downtown CRA.

The second and third largest district representations are made up of the city's Mixed Use (MX) and Planned Unit Development (PUD) districts, which represent just less than 15 percent and 14 percent, respectively. The MX and PUD districts are primarily located near the periphery of the Downtown CRA. The MX districts are located on the west side of US 17 on the north and south sides of Central Avenue West, on the south side of Lake Silver, and on the north and south sides of Central Avenue East within the western region of the Downtown CRA. These areas constitute a strong mix of single- and multi-family residential and commercial uses, with a number of governmental and public institutional uses on the

south side of Lake Silver, including public parks, the downtown Central Park corridor and government offices. The two areas zoned PUD are located within the northern and southern regions of the Downtown CRA, respectively representing the locations of the Winter Haven Hospital and the AdventHealth Fieldhouse and Conference Center.

The remainder of the zoning districts are mixed throughout the Downtown CRA and include a mix of Commercial (C-2 and C-4), Industrial (I-1 and I-2), Public Institutional (PI), Public Recreational (PR), and Single- and Multi-Family Residential (R-2, R-3, R-4 and R-5), which combined represent 30 percent of the Downtown CRA.

Map 5 – Downtown CRA Zoning Map



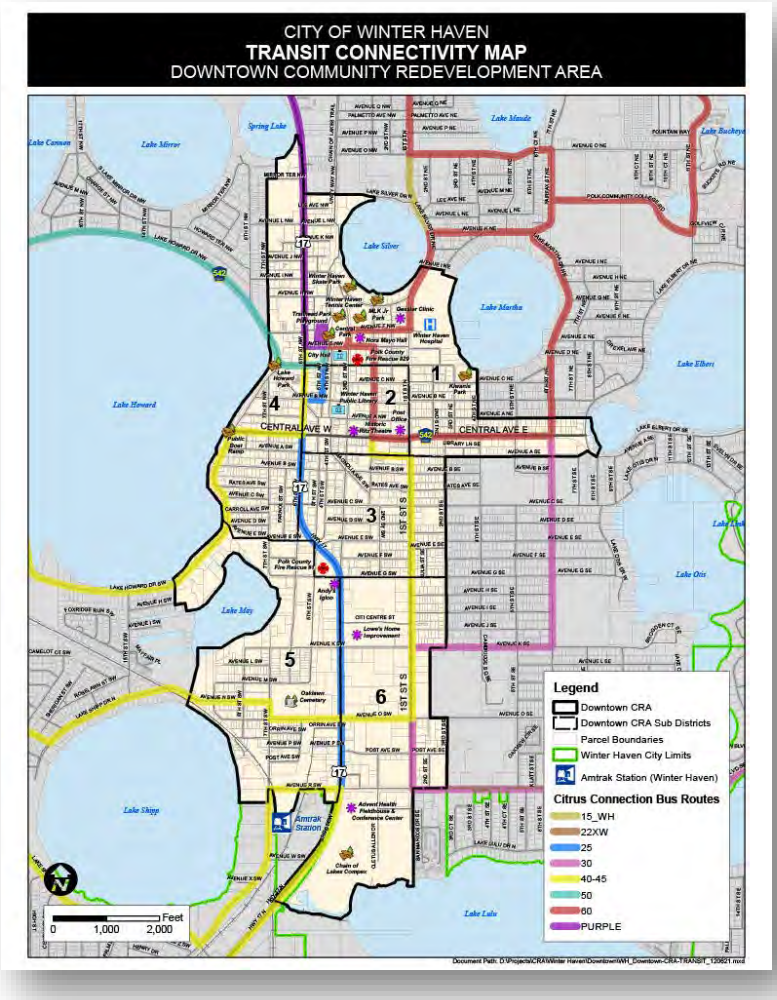
Transportation

The Winter Haven Downtown CRA District is served by eight Citrus Connection public transportation routes. The District includes primary roadways US Hwy 17 (US 17), 3rd Street W and 1st Street, which serve as attractive locations for commercial development. The Downtown District is divided by US 17 and 1st Street and connected by Central Avenue. The influence of US 17 and its local and regional significance has been noted in several special studies and vision plans with a focus on economic development, connectivity, safety, and mobility to include the Comprehensive Economic Development Strategy (CEDS), the US 17 Vision & Action Plan (Vision & Action plan) and the Momentum 2045 Long Range Transportation Pan (LRTP).

WINTER HAVEN DOWNTOWN CRA MODES OF TRANSPORATION TO WORK

6.7%	1.1%	1.2%	6.7%	81.7%
Walked to Work	Biked to Walk	Utilized Public Transportation	Carpooled	Drove Alone to Work

Source: Esri- -American Community Survey Vintage 2015-2019



The Florida Department of Transportation (FDOT) and the City of Winter Haven partnered to develop the US 17 Vision & Action Plan identifying tools and strategies to realize the community's vision for the US 17 corridor. The Vision & Action Plan identified US 17 as the gateway to Winter Haven and a key corridor for access to local employment, commercial, retail, and (freight and commuter activities). Through the community engagement process multimodal safety and access, identity, and green connectivity were identified as challenges facing the US 17 corridor and the community. During these same discussions, opportunities to improve the economic wellbeing and quality of life within the US 17 corridor and Winter Haven Community, were also discussed. Phase 2 of the Action Plan identified immediate, short-term, and long-term strategies to realize the community's vision for the corridor. Notably, through a visioning workshop residents and community stakeholders identified neighborhood priorities and established US 17 as the Gateway to Winter Haven. The enhancement of visual and physical connections through community placemaking strategies (gateway strategies, wayfinding signage, and public art) point to recommendations from the 2000 Downtown Winter Haven CRA Plan, to revitalize the corridor and create visual interest and landscaping to the Study Area's key entry points.



The Polk Transportation Planning Organization (TPO) completed the Momentum 2045 Long Range Transportation Pan (LRTP) identifying needed transportation improvements and providing projections for the geographic distribution of population and employment within Polk County, into 2045. The LRTP identifies US 17 as one of Polk County's major highway corridors and vital to supporting economic development activity within Polk County. Agency outreach and community engagement included surveys, virtual workshops, forums, interactive mapping activities and additional community outreach activities. Of particular note, community stakeholders expressed concern over the increasing congestion in Northeast Polk County and interest in bicycle and pedestrian projects on US 17 to East Cypress Gardens Rd.

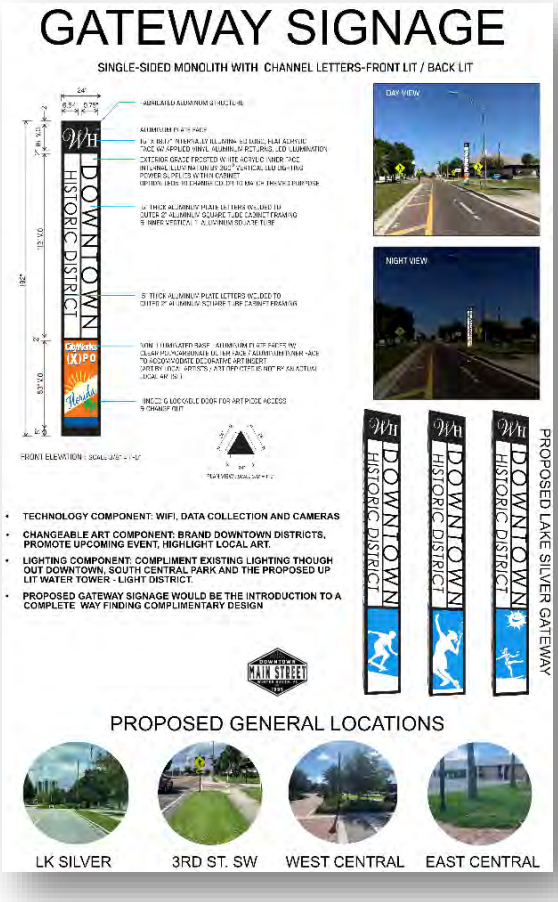


The LRTP reports that the population in Polk County will increase by 410,348 persons and 153,648 employees from 2015 to 2045 representing a growth rate of nearly 65 percent for population and 79 percent for employment. Additionally, the plan forecasts significant increases in Northeast Polk County which is inclusive of

the City of Winter and is served by several primary roadways to include the US 17 corridor which runs through the Winter Haven Downtown CRA and provides transportation connections for several communities.

Taken together, the US 17 Vision & Action Plan and the Momentum 2045 Long Range Transportation Plan provide insight into transit related needs and opportunities relative to Polk County and its major highway corridors. The studies provide a framework for future public investment, policy decisions, and provide actionable strategies that support the local community and provide for economic growth opportunities within the Downtown CRA District.

CFRPC staff conducted several community workshops and public information sessions to identify key points of interest related to the Downtown Winter Haven Community Redevelopment Plan update, and strategic priorities identified by community stakeholders. In response to the COVID-19 pandemic, CFRPC staff coordinated in-person and online options for community engagement with in-person sessions maintaining extended hours, allowing for additional flexibility and opportunities for participation. Staff conducted visual assessments of rush hour conditions, ease of crossing major roads and traffic flow between neighborhoods and along US 17. With respect to investment priorities, public comment and survey response data indicated a strong interest in connections for walking and biking, investment in roadway improvements, more walkability, wayfinding, and more landscaping/streetscaping which mirror community responses identified in the Action Plan and LRTP.



The Downtown CRA has moved forward with several projects that speak to investment priorities previously identified. In collaboration with the Main Street Winter Haven design committee, the downtown Community Redevelopment Agency has moved forward with the placement of gateway signage throughout the downtown core to help provide wayfinding to those visiting the area and contribute to the investment image of the City of Winter Haven and the Downtown District. Additionally, transportation flow through and around the Downtown District and additional pedestrian enhancements are slated for execution through several projects to include:

- **2nd Street SW Project**: This will bring the streetscaping elements of downtown to this corridor) with pavers, lighting, improved crosswalks, and manage pedestrian and traffic safety.

- **Avenue C SW and 2nd Street Project**: The improvements include drainage, pedestrian safety enhancement, roadway safety and traffic calming, and on-street parking.

- **6th Street SW Project**: The improvements include drainage, pedestrian enhancements, and roadway safety.
- **1st Street North Project**: FDOT will lead the project with improvements to include pedestrian and roadway safety.
- **Cypress Gardens Blvd. Improvements:** FDOT has partnered with the city to bring improvements to the Cypress Gardens intersections at Hwy 17 and 1st Street, from Cypress Gardens Boulevard to Avenue O**.**



Infrastructure

Broadband and internet connectivity have been identified as vital components of economic resiliency. With this in mind, the City of Winter Haven has continued to advance community connections through the implementation of several initiatives geared toward technology investment and the expansion of underground fiber optic conduit. The City began utilizing a "dig once" approach in 2004. As water and sewer lines are replaced or extended, fiber optic infrastructure is installed wherever feasible. A Dark Fiber Fund was established in 2016 with the purpose of installing dark fiber throughout the city providing for future revenue opportunities with internet service providers and ultimately the opportunity to connect with fiber from other cities. In 2019, the City approved a resolution to form a Smart City Advisory Committee (SCAC), providing for additional opportunities to explore innovative smart city development, strategies, and partnerships. Moreover, the City of Winter Haven is working to implement several public Wi-Fi hotspots in various parks and city facilities using new high-speed fiber optics network to help address disparities in internet access.

Past, Current, and Projected Millage Rates

A mill is a ratio used to calculate ad valorem revenue. For example, if a tax rate is 1.00 mill and the taxable value of a piece of property is $1,000, one dollar of revenue is generated. Table 12 includes the millage rates for Winter Haven and Polk County from 2010 through 2021. The millage rates are specific to the County and City of Winter Haven and do not include the millage rates for the School Board or Water Management Districts. Winter Haven kept the same millage rate from 2010 through 2017 and then increased it in 2018. Polk County kept the same millage rate from 2010 to 2014, reduced it in 2015, increased it in 2018, and reduced it in 2020. Based on the historical trends, the projected millage rate is set as the 2021 millage rate.

Table 12: Millage Rates

Year	City Millage Rate	County Millage Rate	Combined Millage Rate
2010	5.7900	6.8665	12.6565
2011	5.7900	6.8665	12.6565
2012	5.7900	6.8665	12.6565
2013	5.7900	6.8665	12.6565
2014	5.7900	6.8665	12.6565
2015	5.7900	6.7815	12.5715
2016	5.7900	6.7815	12.5715
2017	5.7900	6.7815	12.5715
2018	6.7900	7.1565	13.9465
2019	6.7900	7.1565	14.2465
2020	6.7900	6.8990	13.6890
2021	6.7900	6.8990	13.6890

Source: the Polk County Property Appraiser's Office

According to the Florida Department of Revenue, the City of Winter Haven levied $19,190,651.93 of ad valorem taxes in 2020 and $20,773,469.91 of ad valorem taxes in 2021, which is an 8.3 percent increase.

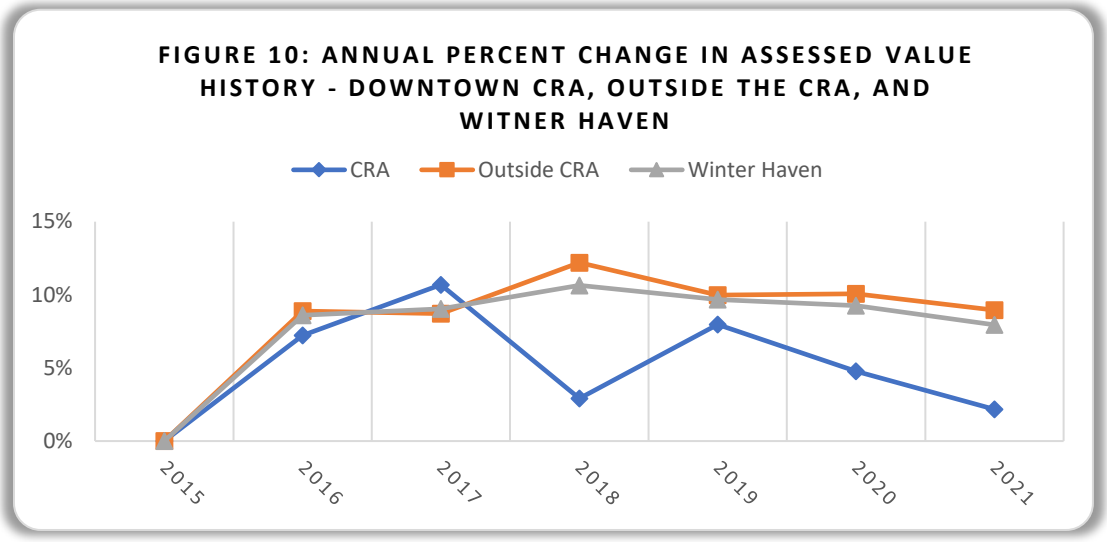
Assessed Values

The Assessed Values for the properties in the Downtown CRA District increased each year from 2015 through 2021, with the strongest increase between 2016 and 2017. The growth in assessed values in the Downtown CRA District was not as strong as the growth in the City of Winter Haven or the area located outside the Downtown CRA District, except for 2017. The growth in assessed values in these areas also increased each year. This is partially explained through the addition of annexed lands in these areas while the Downtown CRA district boundary remains the same. From 2015 to 2021, the Downtown CRA District experienced a 41.2 percent increase in assessed values, the area outside the CRA experienced a 75.1 percent increase in assessed values, and the City of Winter Haven experienced a 69.5 percent increase in assessed values.

Table 13: Total Assessed Value

	Within CRA		Outside CRA		City of Winter Haven	
Year	**Total Value**	**Percent Change from previous Year**	**Total Value**	**Percent Change from previous Year**	**Total Value**	**Percent Change from previous Year**
2015	$358,167,785	--	$1,786,310,488	--	$2,144,478,273	--
2016	$384,035,596	7.22%	$1,945,155,359	8.89%	$2,329,190,955	8.61%
2017	$425,086,481	10.69%	$2,114,503,451	8.71%	$2,539,589,932	9.03%
2018	$437,476,677	2.91%	$2,372,485,560	12.20%	$2,809,962,237	10.65%
2019	$472,341,196	7.97%	$2,609,235,330	9.98%	$3,081,576,526	9.67%
2020	$494,926,548	4.78%	$2,871,757,279	10.06%	$3,366,683,827	9.25%
2021	$505,680,894	2.17%	$3,128,573,619	8.94%	$3,634,254,513	7.95%
Overall Change	**$147,513,109**	**41.19%**	**$1,342,263,131**	**75.14%**	**$1,489,776,240**	**69.47%**

Source: the Polk County Property Appraiser's Office



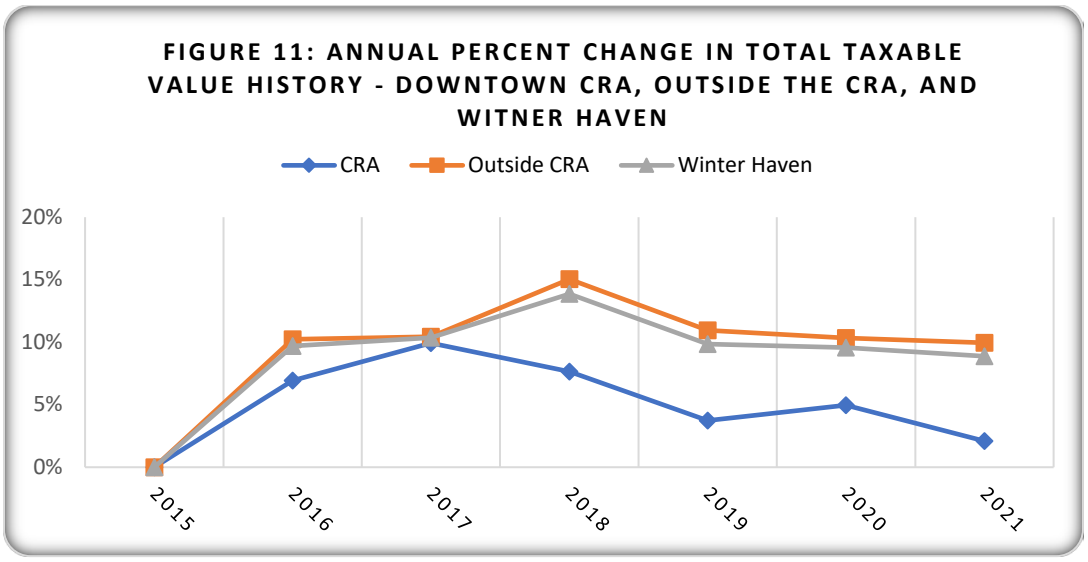
Taxable Values

The Total Taxable Values for the properties in the Downtown CRA District increased every year, with the strongest increase between 2013 and 2014. The growth in Total Taxable Values in the Downtown CRA District was not as strong as the growth in the City of Winter Haven or the area located outside the Downtown CRA District. The growth in Total Taxable Values in these areas have increased each year from 2015 through 2021 on average of 10.7 percent. This is partially explained through the addition of annexed lands in these areas while the Downtown CRA district boundary remains the same. From 2015 to 2021, the Downtown CRA District experienced a 40.9 percent increase in Total Taxable Values, the area outside the CRA experienced an 88.5 percent increase in Total Taxable Values, and the City of Winter Haven experiences an 80.6 percent increase in Total Taxable Values.

Table 14: Total Taxable Values

	Within CRA		Outside CRA		City of Winter Haven	
Year	**Total Value**	**Percent Change from previous Year**	**Total Value**	**Percent Change from previous Year**	**Total Value**	**Percent Change from previous Year**
2015	$251,177,093	--	$1,278,735,633	--	$1,529,912,726	--
2016	$268,610,485	6.94%	$1,409,692,689	10.24%	$1,678,303,174	9.70%
2017	$295,288,121	9.93%	$1,556,821,077	10.44%	$1,852,109,198	10.36%
2018	$317,864,011	7.65%	$1,790,968,114	15.04%	$2,108,832,125	13.86%
2019	$329,751,844	3.74%	$1,987,067,706	10.95%	$2,316,819,550	9.86%
2020	$346,095,556	4.96%	$2,192,250,002	10.33%	$2,538,345,558	9.56%
2021	$353,877,243	2.25%	$2,409,739,453	9.92%	$2,763,616,696	8.87%
Overall Change	**$102,700,150**	**40.89%**	**$1,131,003,820**	**88.45%**	**$1,233,703,970**	**80.64%**

Source: the Polk County Property Appraiser's Office



Tax Increment Revenue Projections

Original CRA Plan (1999 Base Year)

The revenue projections in the original CRA Plan assumed a year 1999 baseline and projected revenues for 30 years, to 2029. It assumed a growth rate of 1.9 percent and a millage rate of 13.9970. The projections estimated a cumulative trust fund revenue of approximately 33.3 million dollars by 2029. The information on Table 15 includes the revenue projections from the original CRA plan (page 68).

Table 15: Original Downtown CRA Plan Projection (1999 Base Year)

Year	Area Tax Base (Taxable Value)	Tax Base Increment	Millage Rate (City + County)	Increment Revenues	Increment Revenue Limit	Trust Fund Revenue ($)	Cumulative Revenue ($) – Since 2000
2021	285,198,892	113,888,325	13.9970	1,594,095	95%	1,514,390	18,507,104
2022	290,617,671	119,307,104	13.9970	1,669,942	95%	1,586,444	20,093,548
2023	296,139,407	124,828,840	13.9970	1,747,229	95%	1,659,868	21,753,416
2024	301,766,056	130,455,489	13.9970	1,825,985	95%	1,734,686	23,488,102
2025	307,499,611	136,189,044	13.9970	1,906,238	95%	1,810,926	25,299,028
2026	313,342,103	142,031,536	13.9970	1,988,015	95%	1,888,615	27,187,643
2027	319,295,603	147,985,036	13.9970	2,071,347	95%	1,967,779	29,155,422
2028	325,362,220	154,051,653	13.9970	2,156,261	95%	2,048,448	31,203,870
2029	331,544,102	160,233,535	13.9970	2,242,789	95%	2,130,649	33,334,520

***Note: 1999 Base line year**

Current Revenue Projections (1999 Base Year)

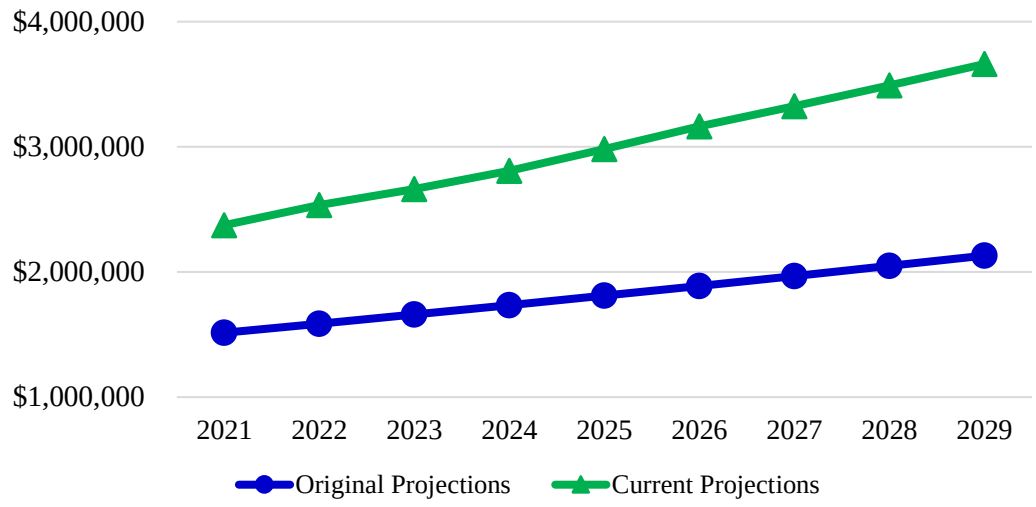
The original CRA plan projected an annual increase in taxable value of 1.9 percent. From 2015 to 2021, the annual percent change in taxable value for the Downtown CRA District averaged to 5.94 percent. The revenue projections assume an annual increase of 3.0 percent in taxable values within the CRA district with increases in years of catalyst projects as discussed in Catalyst Sites and Projects Section (page 71). Table 16 includes the forecast revenue projections for the Downtown CRA District from 2021 through 2060. The 1999 tax year is the established base year and the tax increment is the difference between the base year and the forecast year. The contribution rate is at 95 percent with a city tax rate of 6.7900 mills through 2022 and 6.5900 mills starting in 2023 and a county tax rate of 6.8990 mills. Figure 12 illustrates the difference in the annual forecast trust fund revenue projections for 2021 through 2029 for the original CRA Plan projections and the current projections.

Table 16: Revenue Projection								
Year	Area Tax Base (Taxable Value) ($)	Tax Base Increment ($)	City Millage	County Millage	Increment Revenues ($)	Increment Revenue Limit	Trust Fund Revenue ($)	Cumulative Revenue ($)
1999	$171,310,567							
2021	$353,877,243	$182,566,676	6.7900	6.8990	$2,499,155	95%	$2,374,197	$2,374,197
2022	$366,262,947	$194,952,380	6.7900	6.8990	$2,668,703	95%	$2,535,268	$2,535,268
2023	$379,082,150	$207,771,583	6.5900	6.8990	$2,844,185	95%	$2,662,499	$5,197,767
2024	$390,454,614	$219,144,047	6.5900	6.8990	$2,999,863	95%	$2,808,232	$8,006,000
2025	$404,120,526	$232,809,959	6.5900	6.8990	$3,186,936	95%	$2,983,355	$10,989,355
2026	$418,264,744	$246,954,177	6.5900	6.8990	$3,380,556	95%	$3,164,607	$14,153,961
2027	$430,812,686	$259,502,119	6.5900	6.8990	$3,552,325	95%	$3,325,403	$17,479,364
2028	$443,737,067	$272,426,500	6.5900	6.8990	$3,729,246	95%	$3,491,023	$20,970,387
2029	$457,049,179	$285,738,612	6.5900	6.8990	$3,911,476	95%	$3,661,612	$24,631,999
2030	$470,760,654	$299,450,087	6.5900	6.8990	$4,099,172	95%	$3,837,318	$28,469,317
2031	$484,883,474	$313,572,907	6.5900	6.8990	$4,292,500	95%	$4,018,296	$32,487,613
2032	$499,429,978	$328,119,411	6.5900	6.8990	$4,491,627	95%	$4,204,703	$36,692,315
2033	$514,412,877	$343,102,310	6.5900	6.8990	$4,696,728	95%	$4,396,702	$41,089,017
2034	$529,845,264	$358,534,697	6.5900	6.8990	$4,907,981	95%	$4,594,461	$45,683,478
2035	$545,740,622	$374,430,055	6.5900	6.8990	$5,125,573	95%	$4,798,153	$50,481,630
2036	$562,112,840	$390,802,273	6.5900	6.8990	$5,349,692	95%	$5,007,955	$55,489,586
2037	$578,976,226	$407,665,659	6.5900	6.8990	$5,580,535	95%	$5,224,052	$60,713,638
2038	$596,345,512	$425,034,945	6.5900	6.8990	$5,818,303	95%	$5,446,632	$66,160,269
2039	$614,235,878	$442,925,311	6.5900	6.8990	$6,063,205	95%	$5,675,889	$71,836,158
2040	$632,662,954	$461,352,387	6.5900	6.8990	$6,315,453	95%	$5,912,023	$77,748,181
2041	$651,642,843	$480,332,276	6.5900	6.8990	$6,575,269	95%	$6,155,242	$83,903,423
2042	$671,192,128	$499,881,561	6.5900	6.8990	$6,842,879	95%	$6,405,757	$90,309,180
2043	$691,327,892	$520,017,325	6.5900	6.8990	$7,118,517	95%	$6,663,788	$96,972,968
2044	$712,067,729	$540,757,162	6.5900	6.8990	$7,402,425	95%	$6,929,560	$103,902,528
2045	$733,429,760	$562,119,193	6.5900	6.8990	$7,694,850	95%	$7,203,305	$111,105,832
2046	$755,432,653	$584,122,086	6.5900	6.8990	$7,996,047	95%	$7,485,262	$118,591,094
2047	$778,095,633	$606,785,066	6.5900	6.8990	$8,306,281	95%	$7,775,678	$126,366,772
2048	$801,438,502	$630,127,935	6.5900	6.8990	$8,625,821	95%	$8,074,806	$134,441,578
2049	$825,481,657	$654,171,090	6.5900	6.8990	$8,954,948	95%	$8,382,908	$142,824,486
2050	$850,246,107	$678,935,540	6.5900	6.8990	$9,293,949	95%	$8,700,253	$151,524,739
2051	$875,753,490	$704,442,923	6.5900	6.8990	$9,643,119	95%	$9,027,119	$160,551,858
2052	$902,026,094	$730,715,527	6.5900	6.8990	$10,002,765	95%	$9,363,791	$169,915,649
2053	$929,086,877	$757,776,310	6.5900	6.8990	$10,373,200	95%	$9,710,562	$179,626,211

Table 16: Revenue Projection								
Year	Area Tax Base (Taxable Value) ($)	Tax Base Increment ($)	City Millage	County Millage	Increment Revenues ($)	Increment Revenue Limit	Trust Fund Revenue ($)	Cumulative Revenue ($)
2054	$956,959,484	$785,648,917	6.5900	6.8990	$10,754,748	95%	$10,067,737	$189,693,949
2055	$985,668,268	$814,357,701	6.5900	6.8990	$11,147,743	95%	$10,435,627	$200,129,576
2056	$1,015,238,316	$843,927,749	6.5900	6.8990	$11,552,527	95%	$10,814,554	$210,944,130
2057	$1,045,695,466	$874,384,899	6.5900	6.8990	$11,969,455	95%	$11,204,849	$222,148,979
2058	$1,077,066,330	$905,755,763	6.5900	6.8990	$12,398,891	95%	$11,606,853	$233,755,832
2059	$1,109,378,320	$938,067,753	6.5900	6.8990	$12,841,209	95%	$12,020,916	$245,776,748
2060	$1,142,659,669	$971,349,102	6.5900	6.8990	$13,296,798	95%	$12,447,402	$258,224,150

1999 Base line year

Figure 12: Downtown CRA Annual Forecast Revenue Projections



PARCEL LIST

The following pages include a listing of parcels located within the Downtown Winter Haven CRA. The list includes parcels identified by the Polk County Property Appraiser for the 2021 tax year.

Parcel IDs Located in the Downtown Winter Haven CRA based on the 2021 Tax Roll			
262820000000012020	262820554000009270	262820557000001140	262820566500001090
262820000000012050	262820554000010061	262820557000001160	262820566500002010
262820000000012061	262820554000015060	262820557000001170	262820566500002030
262820000000012070	262820554000016010	262820557000002010	262820566500002050
262820000000013020	262820554000016040	262820557000002020	262820566500002081
262820000000014020	262820554000016160	262820557000002030	262820566500002082
262820000000014040	262820554500013010	262820557000002040	262820566500002170
262820000000014060	262820554500013030	262820557000002060	262820566500002191
262820000000014070	262820554500013050	262820557000002080	262820566500002193
262820000000014090	262820554500013070	262820557000002090	262820566500002211
262820000000014100	262820554500014010	262820557000002110	262820566500002212
262820000000014110	262820554500014030	262820557000002120	262820566500002221
262820000000023010	262820554500014040	262820557000002140	262820566500002222
262820000000023020	262820554500014050	262820557000003010	262820566500002240
262820000000023030	262820554500014071	262820557000003031	262820566500002251
262820000000023040	262820555000010010	262820557000003060	262820566500004010
262820000000023050	262820555000010020	262820557000003081	262820566500004040
262820000000024020	262820555000010030	262820557000003100	262820566500004090
262820000000024030	262820555000010040	262820557500000080	262820566500004110
262820554000001010	262820555000011010	262820558000000090	262820566500004120
262820554000001120	262820555000011020	262820558000000192	262820566500004130
262820554000001131	262820555000011030	262820558000000200	262820566500004150
262820554000001150	262820555000011040	262820558000000230	262820566500004170
262820554000001170	262820555000011050	262820558000000250	262820566500004190
262820554000001180	262820555000011060	262820558000000270	262820566500004200
262820554000002000	262820555000011070	262820558000000300	262820566500004220
262820554000003010	262820555000011080	262820558500000020	262820566500004230
262820554000004010	262820555000012010	262820560500000061	262820567000000050
262820554000005010	262820555000012020	262820566000001101	262820567000000100
262820554000005080	262820555000012030	262820566000001102	262820567500000020
262820554000007000	262820555000012040	262820566000001103	262820567500000041
262820554000008010	262820555000012050	262820566000001104	262820567500000042
262820554000008070	262820555000012060	262820566000001105	262820568000003040
262820554000008160	262820555000012070	262820566000001107	262820568000003050
262820554000008190	262820555000012080	262820566000001109	262820568500003010
262820554000008220	262820556000000182	262820566000001110	262820568500003070
262820554000008270	262820556500000010	262820566000001114	262820568500003110
262820554000009010	262820556500000040	262820566000001115	262820568500003140

Parcel IDs Located in the Downtown Winter Haven CRA based on the 2021 Tax Roll			
262820554000009040	262820556500000070	262820566000001116	262820568500004100
262820554000009050	262820556500000080	262820566000001118	262820568500004130
262820554000009080	262820557000001090	262820566000001119	262820568500004150
262820554000009120	262820557000001110	262820566500001010	262820568500004191
262820554000009200	262820557000001120	262820566500001030	262820568500004192
262820554000009260	262820557000001130	262820566500001041	262820568500004220
262820568500004260	262820570420000080	262828604000006140	262828605000002090
262820568500004280	262820570420000090	262828604000006170	262828605000002150
262820568500005050	262820570420000100	262828604000007010	262828605000003010
262820568500005100	262820570420000110	262828604000007021	262828605000003020
262820568500005160	262820570420000120	262828604000007022	262828605000003030
262820568500005200	262820570420000130	262828604000007050	262828605000003040
262820568500005220	262820570423000010	262828604000007060	262828605000003050
262820568500007090	262820570426003010	262828604000007080	262828605000003061
262820568500007111	262820570426003040	262828604000007100	262828605000003062
262820568500007140	262820570426003110	262828604000007120	262828605000003080
262820569000000010	262820570426003130	262828604000007150	262828605000003090
262820570000010100	262820570426003142	262828604000007170	262828605000003110
262820570000011400	262820570426003143	262828604000007181	262828605000003120
262820570000013400	262820570426003170	262828604000007191	262828605000003130
262820570000020100	262820570426003190	262828604000007220	262828605000003150
262820570000020500	262820570426003210	262828604000007230	262828605000004010
262820570000021000	262820570426003230	262828604000008010	262828605000004021
262820570000021400	262820570426003250	262828604000008020	262828605000004040
262820570000021900	262820570427000010	262828604000008030	262828605000004061
262820570000022200	262820570427000020	262828604000008040	262828605000004080
262820570000022400	262821582500001010	262828604000008050	262828605000004110
262820570000022800	262821582500001020	262828604000008060	262828605000004120
262820570000023200	262821582500002000	262828604000008080	262828605000004131
262820570000030300	262821582500003010	262828604000008100	262828605000004141
262820570000030601	262821582500003070	262828604000008110	262828605000005010
262820570000031010	262821583000000010	262828604000008130	262828605000005030
262820570000031200	262828000000031010	262828604000008140	262828605000005061
262820570000031900	262828000000031020	262828604000008160	262828605000005080
262820570000032110	262828000000031030	262828604000008180	262828605000005090
262820570000040000	262828000000031060	262828604000008190	262828605000005110
262820570410001010	262828000000031070	262828604000008210	262828605000005131
262820570410001020	262828594000000010	262828605000001012	262828605000005132
262820570410001030	262828594000000091	262828605000001021	262828605000006010
262820570410002010	262828594000000120	262828605000001030	262828605000006031
262820570410002020	262828595000000022	262828605000001050	262828605000006050
262820570410002030	262828595000000023	262828605000001060	262828605000006060

Parcel IDs Located in the Downtown Winter Haven CRA based on the 2021 Tax Roll			
262820570410002040	262828604000006010	262828605000001071	262828605000006080
262820570420000010	262828604000006020	262828605000001080	262828605000006091
262820570420000020	262828604000006030	262828605000001091	262828605000006110
262820570420000030	262828604000006040	262828605000001101	262828605000006120
262820570420000040	262828604000006050	262828605000001120	262828605000006131
262820570420000050	262828604000006070	262828605000002010	262828605000006140
262820570420000060	262828604000006090	262828605000002032	262828605000007010
262820570420000070	262828604000006110	262828605000002050	262828605000007020
262828605000007030	262828605500013090	262828606500000314	262828609500000040
262828605000007040	262828605500013110	262828606500000315	262828609500000060
262828605000007050	262828605500013120	262828606500000319	262828609500000070
262828605000007080	262828605500013130	262828607000001010	262828609500000090
262828605000007090	262828605500013220	262828607000001020	262828609500000100
262828605000007100	262828605500014010	262828607000001030	262828609500000110
262828605000007120	262828605500014030	262828607000001040	262828609500000120
262828605000007130	262828605500014040	262828607000001051	262828609500000131
262828605000008010	262828605500014050	262828607000001061	262828609500000132
262828605000008030	262828605500014060	262828607000001080	262828609500000140
262828605000008050	262828605500014070	262828607000001090	262828609500000160
262828605000008070	262828605500014080	262828607000001111	262828609500000180
262828605000008090	262828605500014090	262828607000001112	262828609500000190
262828605000008110	262828605500014130	262828607000001130	262828609500000210
262828605000008130	262828605500014200	262828607000001142	262828609500000220
262828605000008140	262828605500014220	262828607000001160	262828615500000050
262828605000008151	262828605500014230	262828607000001170	262828615500000060
262828605000008152	262828605500014240	262828607000001200	262828616000000010
262828605000009010	262828605500015010	262828607000001211	262828616000000030
262828605000009061	262828605500015020	262828607000002010	262828616000000040
262828605000009070	262828605500015030	262828607000002040	262828616000000050
262828605000009090	262828605500015040	262828607000002060	262828616000000060
262828605000010010	262828605500015060	262828607000002070	262828616000000071
262828605000010020	262828605500015080	262828607000002090	262828616000000072
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262828605000010040	262828605500015100	262828607000002110	262828616000000100
262828605000010050	262828605500015130	262828607000002130	262828616000000110
262828605000010060	262828605500015150	262828607000002150	262828616000000121
262828605000010070	262828605500015161	262828607000002160	262828616000000122
262828605000010080	262828605500015180	262828607000002170	262828616500000010
262828605000010100	262828605500015200	262828607000002180	262828616500000020
262828605000010111	262828605500015220	262828607000002200	262828616500000030
262828605000010130	262828605500015230	262828607000002210	262828616500000040
262828605000010140	262828605500015240	262828607000002230	262828616500000050

Parcel IDs Located in the Downtown Winter Haven CRA based on the 2021 Tax Roll			
262828605000011050	262828606500000100	262828609000000041	262828616500000061
262828605000011061	262828606500000200	262828609000000042	262828616500000070
262828605000011062	262828606500000301	262828609000000043	262828616500000090
262828605000011080	262828606500000303	262828609000000044	262828616500000100
262828605000011090	262828606500000306	262828609000000045	262828616500000110
262828605000011100	262828606500000307	262828609000000046	262828616500000120
262828605500011010	262828606500000308	262828609000000047	262828616500000130
262828605500011160	262828606500000309	262828609500000010	262828616500000140
262828605500013010	262828606500000310	262828609500000020	262828616500000150
262828605500013040	262828606500000311	262828609500000030	262828616500000160
262828616500000170	262828618000020060	262829000000013020	262829620000002040
262828616500000181	262828618000020070	262829000000013030	262829620000002060
262828616500000190	262828618000020080	262829000000013040	262829620000002072
262828616500000210	262828618000020090	262829000000014010	262829620000002091
262828616500000220	262828618000020100	262829000000014020	262829620000002092
262828616500000230	262828618000020110	262829000000014040	262829620000002110
262828617000001010	262828618000020200	262829000000014050	262829620000002120
262828617000001030	262828618000020220	262829000000014060	262829620000002130
262828617000001040	262828618000020231	262829000000023010	262829620000002140
262828617000001050	262828618000020232	262829000000023050	262829620000002180
262828617000002010	262828618500021010	262829000000024020	262829620000002190
262828617000002030	262828618500021020	262829000000024030	262829620000002200
262828617000002051	262828618500021040	262829000000024040	262829620000002210
262828618000018010	262828618500021100	262829000000024050	262829620000002220
262828618000018060	262828618500021110	262829000000024060	262829620000002230
262828618000018080	262828618500021120	262829000000024070	262829620000002240
262828618000018090	262828618500021131	262829000000024080	262829620000003130
262828618000018160	262828618500021140	262829000000024100	262829620000003170
262828618000018171	262828618500021210	262829000000031000	262829620000004010
262828618000018190	262828618500021240	262829000000032010	262829620000004041
262828618000018192	262828618500021250	262829000000041010	262829620000004050
262828618000018210	262828618500021260	262829000000041020	262829620000005011
262828618000018220	262828618500021280	262829000000041030	262829620000005031
262828618000018230	262828618571001010	262829000000041040	262829620000005061
262828618000019010	262828618571001020	262829000000041050	262829620000005091
262828618000019040	262828618571001030	262829000000041060	262829620000005092
262828618000019050	262828618571002010	262829000000041070	262829620000006010
262828618000019060	262828618571002020	262829000000041080	262829620000007010
262828618000019070	262828618571002030	262829000000044010	262829620000007040
262828618000019080	262828618571002040	262829000000044030	262829620000007070
262828618000019090	262828618571002050	262829000000044200	262829620000007080
262828618000019100	262828618571002060	262829000000044300	262829620000007101

Parcel IDs Located in the Downtown Winter Haven CRA based on the 2021 Tax Roll			
262828618000019130	262828618571002070	262829618700000310	262829620000007110
262828618000019160	262828618571002080	262829619000002010	262829620000007120
262828618000019170	262828618573000010	262829619600000010	262829620000007131
262828618000019180	262828618573000020	262829619600000020	262829620000007150
262828618000019190	262828618573000030	262829619600000040	262829620000007190
262828618000019210	262828618573000040	262829619600000050	262829620000007211
262828618000019220	262828618573000050	262829620000001010	262829620000007221
262828618000019231	262828618573000060	262829620000001070	262829620000007260
262828618000019232	262828618573000070	262829620000001080	262829620500000012
262828618000020011	262828618573000080	262829620000001100	262829620500000013
262828618000020012	262828618573000090	262829620000001110	262829620500000015
262828618000020050	262829000000013010	262829620000002010	262829620500000016
262829620500000019	262829621000023110	262829621000035060	262829621000052180
262829620500000020	262829621000023120	262829621000035080	262829621000052200
262829620500000021	262829621000023130	262829621000035101	262829621000053010
262829620500000022	262829621000023141	262829621000035102	262829621000053110
262829621000012010	262829621000023142	262829621000035103	262829621000053120
262829621000012040	262829621000023151	262829621000035120	262829621000053150
262829621000012051	262829621000023152	262829621000035121	262829621000053190
262829621000012081	262829621000024011	262829621000036021	262829621000054010
262829621000012121	262829621000024012	262829621000036022	262829621000054040
262829621000012122	262829621000024020	262829621000036023	262829621000054050
262829621000012130	262829621000024031	262829621000036024	262829621000054070
262829621000012140	262829621000024032	262829621000041011	262829621000054090
262829621000012160	262829621000024040	262829621000041013	262829621000054100
262829621000012170	262829621000024050	262829621000041014	262829621000054110
262829621000012180	262829621000024060	262829621000041021	262829621000054120
262829621000012190	262829621000024070	262829621000041022	262829621000054140
262829621000012210	262829621000024080	262829621000041030	262829621000054150
262829621000012231	262829621000024090	262829621000042080	262829621000054160
262829621000012232	262829621000024120	262829621000042120	262829621000054170
262829621000012240	262829621000024140	262829621000042130	262829621000054180
262829621000013010	262829621000026011	262829621000043050	262829621000054200
262829621000015010	262829621000026012	262829621000043080	262829621000054210
262829621000015030	262829621000026013	262829621000043090	262829621000055011
262829621000015140	262829621000031030	262829621000043120	262829621000055030
262829621000015161	262829621000032011	262829621000043130	262829621000055040
262829621000015162	262829621000033010	262829621000043131	262829621000055050
262829621000015220	262829621000033021	262829621000043141	262829621000055060
262829621000015230	262829621000033022	262829621000043142	262829621000055080
262829621000015241	262829621000033080	262829621000044010	262829621000055100
262829621000016011	262829621000033100	262829621000046042	262829621000055121

Parcel IDs Located in the Downtown Winter Haven CRA based on the 2021 Tax Roll			
262829621000016031	262829621000033110	262829621000051011	262829621000055122
262829621000016032	262829621000033170	262829621000051012	262829621000055131
262829621000016033	262829621000034010	262829621000051080	262829621000055140
262829621000016042	262829621000034030	262829621000052011	262829621000055160
262829621000016043	262829621000034050	262829621000052040	262829621000055190
262829621000022010	262829621000034070	262829621000052060	262829621500000010
262829621000022040	262829621000034110	262829621000052070	262829621500000020
262829621000022051	262829621000034120	262829621000052080	262829621500000030
262829621000022071	262829621000034130	262829621000052090	262829621500000050
262829621000022110	262829621000034140	262829621000052100	262829621500000100
262829621000023010	262829621000034150	262829621000052110	262829622000000103
262829621000023053	262829621000034160	262829621000052130	262829622000000104
262829621000023090	262829621000035021	262829621000052151	262829622000000105
262829621000023101	262829621000035050	262829621000052161	262829622000000106
262829622500000010	262829625000000040	262829629000000011	262829632000003060
262829622500000091	262829625000000060	262829629000000012	262829632000003070
262829622500000093	262829625000000100	262829629000000013	262829632000003111
262829623000000040	262829625500000030	262829629000000030	262829632000003112
262829623000000051	262829626000000010	262829629000000062	262829632000003113
262829623000000070	262829626500000011	262829629000000070	262829632000003114
262829623000000140	262829626500000012	262829629000000080	262829632000003120
262829623000000150	262829626500000031	262829629000000100	262829632000003140
262829623000000180	262829626500000032	262829629500000010	262829632000003160
262829623000000200	262829626500000052	262829629500000040	262829632000003180
262829623000000210	262829626500000061	262829629500000050	262829632000004010
262829623500002011	262829626500000081	262829629500000060	262829632000004050
262829623500002012	262829626500000090	262829630000001010	262829632000004060
262829623500002090	262829626500000100	262829630000002010	262829632000004211
262829623500004070	262829627000000020	262829630000002030	262829632000004230
262829624000001001	262829627000000041	262829630000002041	262829632000004240
262829624000001002	262829627500000350	262829630000002042	262829632000004260
262829624000001003	262829627500000380	262829630000002071	262829632000005010
262829624000001004	262829627500000420	262829630000002080	262829632000005020
262829624000001005	262829627500000510	262829630000002090	262829632000005040
262829624000001006	262829628000000010	262829630000002100	262829632000005050
262829624000001008	262829628000000021	262829630000002110	262829632000005071
262829624000001009	262829628000000022	262829630000002140	262829632000005111
262829624000001010	262829628000000040	262829630500000010	262829632000005130
262829624000002001	262829628000000051	262829630500000020	262829632000005151
262829624000002003	262829628000000052	262829630500000031	262829632000005152
262829624000003001	262829628000000071	262829630500000032	262829632000005170
262829624000003002	262829628000000072	262829630500000061	262829632000005191

Parcel IDs Located in the Downtown Winter Haven CRA based on the 2021 Tax Roll			
262829624000003003	262829628000000090	262829630500000121	262829632000005200
262829624000003004	262829628000000120	262829631000000210	262829632000005211
262829624000003005	262829628000000141	262829631000000241	262829632000005240
262829624000003007	262829628000000143	262829631000000250	262829632000005250
262829624000004001	262829628000000144	262829631500000010	262829632000005260
262829624000005002	262829628000000151	262829631500000020	262829632000005280
262829624000005003	262829628000000152	262829631500000070	262829632000005300
262829624000005004	262829628500000011	262829631500000082	262829632000005321
262829624000005005	262829628500000012	262829631500000111	262829632000005331
262829624000005006	262829628500000013	262829631500000141	262829632500000001
262829624000005008	262829628500000020	262829631500000151	262829632500002000
262829624000005010	262829628500000030	262829631500000171	262829633000000010
262829624000005012	262829628500000041	262829632000002010	262829633000000050
262829624000006001	262829628500000042	262829632000003010	262829633000000070
262829625000000010	262829628500000050	262829632000003030	262829633000000100
262829625000000030	262829628500000060	262829632000003040	262829633000000130
262829633000000170	262829633500000490	262829634000003130	262829634030005150
262829633000000190	262829633500000500	262829634000003150	262829634030005160
262829633000000210	262829633500000510	262829634000003170	262829634030005170
262829633000000230	262829634000001010	262829634000003190	262829634030005180
262829633000000250	262829634000001030	262829634000003200	262829634030005190
262829633000000270	262829634000001040	262829634000003220	262829634030006011
262829633000000290	262829634000001050	262829634000003230	262829634030006012
262829633000000310	262829634000001060	262829634000003240	262829634030006030
262829633000000341	262829634000001070	262829634000003250	262829634030006041
262829633000000342	262829634000001081	262829634000003260	262829634030006050
262829633000000370	262829634000001091	262829634000004000	262829634030006060
262829633000000400	262829634000001100	262829634000006010	262829634030006081
262829633000000440	262829634000002010	262829634000006020	262829634030006090
262829633000000470	262829634000002021	262829634010000010	262829634030006110
262829633000000500	262829634000002031	262829634010000091	262829634030006120
262829633000000520	262829634000002050	262829634010000300	262829634030006130
262829633000000560	262829634000002060	262829634010000410	262829634030006141
262829633000000580	262829634000002070	262829634020000011	262829634030006160
262829633000000600	262829634000002080	262829634030004010	262829634030006170
262829633000000640	262829634000002090	262829634030004070	262829634030006180
262829633000000680	262829634000002100	262829634030004110	262829634030006190
262829633000000681	262829634000002110	262829634030004120	262829634030007010
262829633000000761	262829634000002120	262829634030004130	262829634030007020
262829633500000010	262829634000002130	262829634030004140	262829634030007050
262829633500000020	262829634000002141	262829634030004150	262829634030007060
262829633500000030	262829634000002170	262829634030004161	262829634030007070

Parcel IDs Located in the Downtown Winter Haven CRA based on the 2021 Tax Roll			
262829633500000040	262829634000002200	262829634030004162	262829634030007080
262829633500000081	262829634000002210	262829634030004170	262829634030007090
262829633500000110	262829634000002230	262829634030004191	262829634030007100
262829633500000141	262829634000002240	262829634030004192	262829634030007111
262829633500000142	262829634000002260	262829634030005011	262829634030007112
262829633500000161	262829634000002270	262829634030005012	262829634030007140
262829633500000171	262829634000003010	262829634030005030	262829634030007192
262829633500000172	262829634000003020	262829634030005040	262829634030007193
262829633500000201	262829634000003030	262829634030005050	262829634040013100
262829633500000202	262829634000003040	262829634030005060	262829634040013121
262829633500000241	262829634000003050	262829634030005070	262829634040031020
262829633500000242	262829634000003060	262829634030005080	262829634040053000
262829633500000260	262829634000003070	262829634030005090	262829634050003200
262829633500000270	262829634000003080	262829634030005102	262829634050003241
262829633500000290	262829634000003090	262829634030005110	262829634060001010
262829633500000310	262829634000003100	262829634030005120	262829634060003020
262829633500000410	262829634000003110	262829634030005130	262829634060006011
262829633500000460	262829634000003120	262829634030005140	262829634060006020
262829634060006030	262829634070030210	262829634110000030	262829634111044080
262829634060007020	262829634070030221	262829634110000040	262829634111055010
262829634060011010	262829634070030231	262829634110000050	262829634111055020
262829634060014010	262829634070030232	262829634110000060	262829634111055030
262829634060015010	262829634080055200	262829634110000070	262829634111055040
262829634060015020	262829634080055210	262829634110000080	262829634111055050
262829634070012040	262829634090023010	262829634110000090	262829634111055060
262829634070012060	262829634090023051	262829634110000100	262829634111055070
262829634070027100	262829634090023070	262829634111011010	262829634111055080
262829634070029010	262829634090023081	262829634111011020	262829634111066010
262829634070029030	262829634090023100	262829634111011030	262829634111066020
262829634070029090	262829634090023120	262829634111011040	262829634111066030
262829634070029100	262829634090023130	262829634111011050	262829634111066040
262829634070029111	262829634090023170	262829634111011060	262829634111066050
262829634070029112	262829634090023190	262829634111011070	262829634111066060
262829634070029131	262829634090024010	262829634111011080	262829634111066070
262829634070029132	262829634090024040	262829634111011090	262829634111066080
262829634070029150	262829634090024060	262829634111011100	262829634111066090
262829634070029160	262829634090024150	262829634111011110	262829634111066100
262829634070029170	262829634090024160	262829634111011120	262829634111070560
262829634070029180	262829634090024180	262829634111011130	262829634111070570
262829634070029190	262829634100001010	262829634111022010	262829634113000600
262829634070029200	262829634100001020	262829634111022020	262829634113000620
262829634070029220	262829634100001030	262829634111022030	262829634114000010

Parcel IDs Located in the Downtown Winter Haven CRA based on the 2021 Tax Roll			
262829634070029230	262829634100001040	262829634111022040	262829634115000010
262829634070030011	262829634100002010	262829634111022050	262829634116001010
262829634070030013	262829634100002020	262829634111022060	262829634116002010
262829634070030021	262829634100002030	262829634111022070	262829634116003010
262829634070030031	262829634100002040	262829634111022080	262829634116003020
262829634070030032	262829634100003010	262829634111033010	262829634116003030
262829634070030041	262829634100003020	262829634111033020	262829634116004010
262829634070030042	262829634100003030	262829634111033030	262829634116004020
262829634070030050	262829634100003040	262829634111033040	262829634116004030
262829634070030060	262829634100004010	262829634111033050	262829634116005010
262829634070030070	262829634100004020	262829634111033060	262829634116005020
262829634070030080	262829634100004030	262829634111033070	262829634117000010
262829634070030090	262829634100004040	262829634111033080	262829634117000020
262829634070030110	262829634100005010	262829634111044010	262829634117000031
262829634070030131	262829634100005020	262829634111044020	262829634117000032
262829634070030132	262829634100005030	262829634111044030	262829634118000010
262829634070030140	262829634100005040	262829634111044040	262829634118000020
262829634070030150	262829634100005050	262829634111044050	262829634118000030
262829634070030160	262829634110000010	262829634111044060	262829634118000040
262829634070030170	262829634110000020	262829634111044070	262829634118000050
262829634118000060	262832643500000503	262832644000002220	262832647000002030
262829634118000070	262832643500000504	262832644000002231	262832647000002040
262829634118000080	262832643500000506	262832644000002260	262832647000002050
262829634118000090	262832643500000509	262832644000002280	262832647000002060
262829634118000100	262832643500000601	262832644000002300	262832647000002080
262832000000011010	262832643500000602	262832644000002320	262832647000002100
262832000000011020	262832643500000603	262832644000002350	262832647000004011
262832000000011030	262832643500000605	262832644000002380	262832647000004012
262832000000011040	262832643500000606	262832644000002400	262832647000004013
262832000000011050	262832643500000607	262832644000003011	262832647000004030
262832000000011060	262832643500000608	262832644000003012	262832647000004040
262832000000011070	262832643500000609	262832644000003130	262832647000004060
262832000000011090	262832643500000610	262832644000003361	262832647000004080
262832000000011100	262832643500000611	262832644000003370	262832647000004100
262832000000011120	262832643500000901	262832644000004010	262832647000004110
262832000000011130	262832643500001101	262832644000005010	262832647000004140
262832000000011140	262832643500001104	262832644500000011	262832647000004150
262832000000011160	262832643500001403	262832645000001020	262832647000004170
262832000000011170	262832644000001010	262832646000000011	262832647000004180
262832000000011180	262832644000001100	262832646000000012	262832647000004190
262832000000011200	262832644000001120	262832646000000020	262832647000004200
262832000000011220	262832644000001140	262832646000000040	262832647000005010

Parcel IDs Located in the Downtown Winter Haven CRA based on the 2021 Tax Roll			
262832000000013010	262832644000001160	262832646000000071	262832647000005170
262832000000013020	262832644000001180	262832646000000072	262832647000006011
262832000000013040	262832644000001200	262832646000000081	262832647000006012
262832000000013050	262832644000001220	262832646000000100	262832647000006060
262832000000013060	262832644000001240	262832646000000111	262832647000006090
262832000000031010	262832644000001260	262832646000000112	262832647000006100
262832000000031030	262832644000001280	262832646000000120	262832647000006110
262832000000031040	262832644000001300	262832646000000130	262832647000006120
262832000000031050	262832644000001320	262832646500000011	262832647000006130
262832643000000142	262832644000001340	262832646500000012	262832647000006150
262832643500000301	262832644000001351	262832646500000013	262832647000006160
262832643500000302	262832644000001380	262832646500000021	262832647000006170
262832643500000303	262832644000001400	262832646500000051	262832647000007010
262832643500000304	262832644000002010	262832646500000052	262832647000007030
262832643500000305	262832644000002030	262832646500000053	262832647000007040
262832643500000306	262832644000002050	262832646500000061	262832647000007050
262832643500000307	262832644000002080	262832646500000070	262832647000007060
262832643500000401	262832644000002100	262832646500000081	262832647000007070
262832643500000402	262832644000002120	262832646500000082	262832647000007080
262832643500000403	262832644000002140	262832647000002011	262832647000007090
262832643500000501	262832644000002180	262832647000002012	262832647000007110
262832643500000502	262832644000002200	262832647000002020	262832647000007131
262832647000007150	262832648030000015	262833654500000050	
262832647000007170	262832648030000021	262833654500000061	
262832647000007190	262832648030000022	262833654500000062	
262832647000009013	262832648030000023	262833654500000071	
262832647000009014	262832648030000025	262833654500000072	
262832647000009016	262832648030000026	262833654500000110	
262832647000009017	262832648500000012	262833654500000130	
262832647000009051	262832648500000030	262833654500000143	
262832647000009052	262832648500000080	262833654500000145	
262832647000009053	262832648500000111	262833654500000146	
262832647000009070	262832648500000120	262833654500000160	
262832647500000070	262832648500000140	262833654500000200	
262832647500000110	262832649000001010	262833654500000240	
262832647500000140	262832649000001020	262833655000000031	
262832647500000170	262832649000001030	262833655000000032	
262832647500000190	262832649000001040	262833655000000112	
262832647500000430	262832649000001050	262833655000000130	
262832647500000550	262832649000001060	262833655000000140	
262832648000000010	262832649000001120	262833655000000150	
262832648000000020	262832649000001160	262833655000000191	

Parcel IDs Located in the Downtown Winter Haven CRA based on the 2021 Tax Roll			
262832648000000040	262832649000001170	262833655000000192	
262832648000000051	262832649000001180	262833655000000193	
262832648000000052	262832649000001190	262832648030000026	
262832648000000072	262832649000002010	262832648030000014	
262832648000000091	262832649000002062	262832648030000016	
262832648000000111	262832649000002080	262829620000003011	
262832648000000131	262832649000002100		
262832648000000132	262832649000003060		
262832648000000140	262832649000003080		
262832648020008110	262832649001000010		
262832648020008120	262832649001000020		
262832648020008130	262832649001000030		
262832648020008140	262832649001000040		
262832648020008150	262833000000033020		
262832648020008180	262833000000033050		
262832648020008190	262833000000033110		
262832648020008340	262833000000033120		
262832648020008370	262833000000033130		
262832648020008420	262833654500000011		
262832648020008430	262833654500000012		
262832648020008451	262833654500000013		
262832648020008452	262833654500000014		
262832648020008470	262833654500000020		
262832648030000014	262833654500000040		

Analysis of Market Potential: Development Opportunities for Commercial and Residential Markets

During the Winter Haven Downtown CRA Community Open House held December 9, 2021, attendees expressed their desire to have more businesses and more housing options within the Study Area. The sources utilized to explore opportunities within the District include ESRI Census Bureau ArcGIS Business Analyst, GIS Land Use Analysis, CoStar Group, community and city staff conversations, and on-site visits to the Study Area.

Developed and Vacant Parcels Inventory

Within the Downtown CRA, the majority of parcels are developed or improved in some way as classified by Department of Revenue (DOR) use codes. Of the 1,697 parcels within the Downtown CRA, 1,506 are found to be developed and 191 are vacant. To verify, aerial imagery was used to ground-truth identified parcels. See Map 6 and Map 7 respectively, identifying the locations of developed and vacant parcels within the Downtown CRA.

Further review of the developed and vacant parcels identifies those classified as either residential or nonresidential. Residential includes those classified only as residential, while nonresidential is identified by a mix of commercial, governmental, institutional and industrial classifications.

Developed parcels constitute 88.7 percent of all parcels within the Downtown CRA, while 11.3 percent of parcels are identified as vacant.

Of the developed parcels, 649 are identified as residentially developed and 857 are identified as non-residentially developed. The total area of developed parcels is 797.5 acres, which is comprised of 137.9 acres of residentially developed and 659.6 acres of non-residentially developed parcels.

Of the vacant parcels, 42 are classified as residential and 149 are classified as non-residential. The total area of vacant parcels within the Downtown CRA is 61.9 acres, comprised of 7.0 acres of vacant residential and 54.9 acres vacant nonresidential parcels.

See Table 17 and Table 18 below showing a breakdown of developed and vacant parcels.

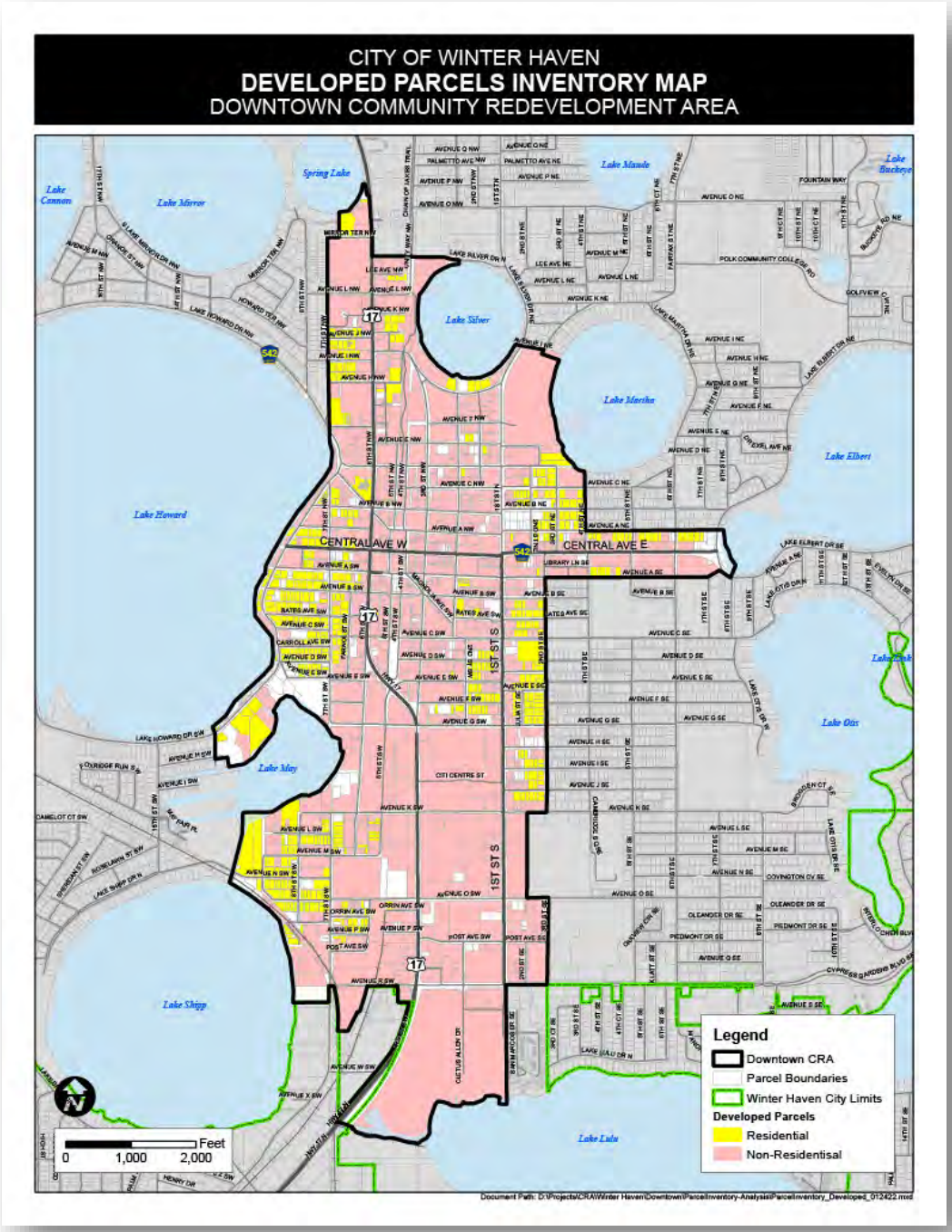
Table 17 – Developed Parcels

Parcel Type	Number of Parcels	Acreage	Percentage of All CRA Parcels
Residential	649	137.9	38.2%
Nonresidential	857	659.6	50.5%
Total	1506	797.5	88.7%

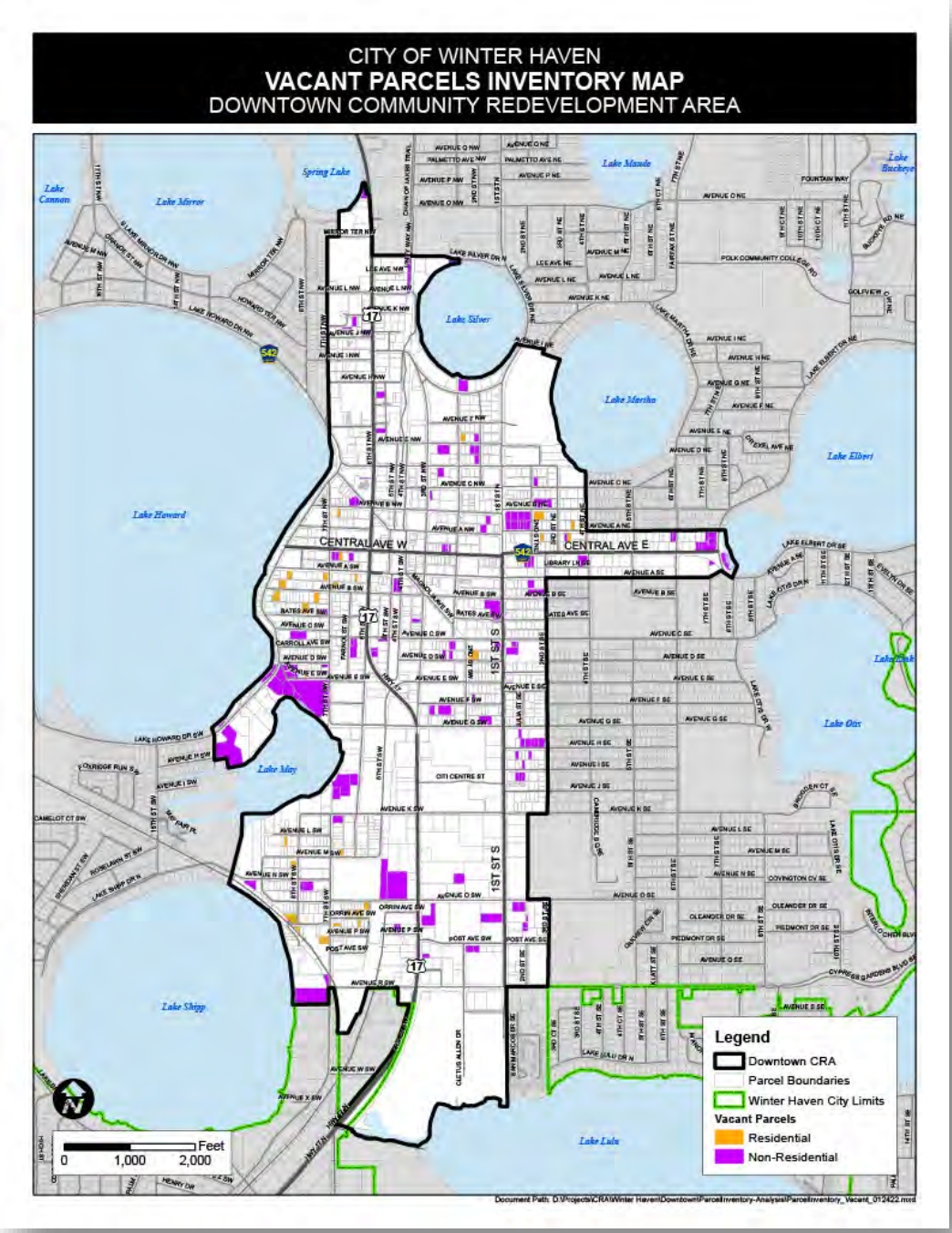
Table 18 – Vacant Parcels

Parcel Type	Number of Parcels	Acreage	Percentage of All CRA Parcels
Residential	42	7.0	2.5%
Nonresidential	149	54.9	8.8%
Total	191	61.9	11.3%

Map 6 – Downtown CRA Developed Parcels Inventory Map



Map 7 – Downtown CRA Vacant Parcels Inventory Map



Retail Marketplace Profile and Potential

The Central Florida Region contains corridors of statewide importance and an extensive freight rail network, providing for ease of product distribution. The US 17 corridor and Cypress Gardens Blvd, which serves as a connection between US 17 and US 27, supports significant local and regional economic activity and are highly trafficked commuter routes. Amusement, recreation, cultural and commercial attractions add to the total volume of tourism within the area, further increasing traffic counts within the City of Winter Haven. The city is host to LEGOLAND Florida Resort, a 150-acre interactive theme park, water park and vacation destination dedicated to families with children between the ages of 2 and 12. The resort has continued to expand since its opening in 2011 adding additional themed attractions and three hotels, contributing to lengthened stays and increased spending within the city. Additionally, the world's first Peppa Pig Theme Park is slated to open April 2022 and will be located just south of LEGOLAND. The attraction serves as a vehicle for additional tourism-based growth, visitor spending, and job creation across neighborhood goods and services, food and beverage, and general business and retail within the City of Winter Haven and Study Area.



Provided by the Winter Haven Chamber of Commerce

Market demand is impacted by several factors including the location of public transportation, competition, drive times, walkability, accessibility, shopping patterns by customer type, and other similar factors. The focus of the retail marketplace analysis is to review market trends within Polk County, the City of Winter Haven, and the Study Area. The vacancy rate in Polk County is currently 2.9 percent with an average market rent per square foot of $16.55. The following table (Table 19) provides an analysis of Polk County Commercial Market Rental and Vacancy rates.

Table 19: Commercial Market Profile

Polk	Market Rent			Vacancy	
Year	**Per SF**	**% Growth**		**SF**	**Percent**
2026	$18.32	.05		1,136,491	3.4
2025	$18.23	.08		1,088,190	3.3
2024	$18.08	1.5		1,041,857	3.2
2023	$17.81	3.1		985,170	3.1
2022	$17.28	4.9		920,641	2.9
YTD	$16.55	4.2		935,101	2.9
2021	$16.47	3.9		955,711	3.0
2020	$15.85	1.9		1,045,652	3.3
2019	$15.55	1.7		923,979	2.9
2018	$15.28	1.8		1,000,391	3.2
2017	$15.02	2.1		1,192,083	3.9
2016	$14.71	2.1		1,306,050	4.3
2015	$14.41	2.3		1,713,044	5.6

Source: 2022 Co Star Group

To determine retail market potential, ESRI and Infogroup methodology were utilized. This methodology provides a direct comparison between retail sales and consumer spending by industry and measures the gap between supply and demand. To identify a retail potential opportunity, a leakage/surplus factor is identified. If the factor is positive (green), it represents a retail opportunity for new retailers to enter the trade area or for existing retailers to extend their marketing outreach to accommodate the excess demand. If the factor is negative (red), this means that supply is exceeding the area's demand and retailers are attracting shoppers that reside outside the trade area. In urban areas, like the Study Area, where many customers walk, drive and take mass transit, trade areas are much smaller. Downtown Winter Haven was plotted to execute a 1, 2 and 3-mile radius analysis, as it captures the Downtown CRA Trade Area. As indicated through survey responses and additional outreach efforts, respondents indicated that they frequent the Study Area to dine, attend special events, shop and enjoy recreational activities. Additionally, respondents expressed that they are pleased with the current retail offerings within the Study Area but are interested in having a wider range of retail, restaurant, and entertainment options. See Appendix D for complete list of industries and their leakage/surplus factor within a 1, 2 and 3 mile-radius.

Table 20: Retail Marketplace Profile

2017 Industry Group	Leakage/ Surplus Factor 1-mile radius	Leakage/ Surplus Factor 2-mile radius	Leakage/ Surplus Factor 3-mile radius
1. Motor Vehicle & Parts Dealers	-50.7	-31.3	-15.5
2. Automobile Dealers	-43.8	-29.7	-14.9
3. Other Motor Vehicle Dealers	-48.6	-25.3	-6.8
4. Auto Parts, Accessories & Tire Stores	-77.3	-48.1	-28.8
5. Furniture & Home Furnishings Stores	-74.0	-26.6	-9.8
6. Furniture Stores	-79.2	-34.6	-15.2
7. Home Furnishings Stores	-61.0	-13.1	-1.9
8. Electronics & Appliance Stores	-42.3	-0.4	18.8
9. Bldg Materials, Garden Equip. & Supply Stores	-84.7	-53.2	-37.8
10. Bldg Material & Supplies Dealers	-85.4	-55.4	-40.1
11. Lawn & Garden Equip & Supply Stores	-59.2	9.9	11.4
12. Food & Beverage Stores	-73.0	-53.0	-40.6
13. Grocery Stores	-73.7	-53.7	-41.7
14. Specialty Food Stores	-78.9	-61.8	-44.3
15. Beer, Wine & Liquor Stores	17.0	-5.2	6.3
16. Health & Personal Care Stores	-77.3	-41.8	-24.6
17. Gasoline Stations	-60.8	-17.7	1.2
18. Clothing & Clothing Accessories Stores	-41.3	17.7	41.9
19. Clothing Stores	-28.2	28.4	49.5
20. Shoe Stores	100.0	60.5	76.4
21. Jewelry, Luggage & Leather Goods Stores	-74.3	-25.9	2.1
22. Sporting Goods, Hobby, Book & Music Stores	-84.8	-54.4	-31.4
23. Sporting Goods/Hobby/Musical Instr Stores	-85.9	-51.9	-28.7
24. Book, Periodical & Music Stores	-76.6	-63.2	-41.9
25. General Merchandise Stores	-74.9	-47.7	-23.3
26. Department Stores Excluding Leased Depts.	-81.0	-56.0	-32.2
27. Other General Merchandise Stores	-12.5	-8.9	8.9
28. Miscellaneous Store Retailers	-83.7	-49.2	-27.9
29. Florists	-87.8	-51.4	-30.2

Table 20: Retail Marketplace Profile			
2017 Industry Group	Leakage/ Surplus Factor 1-mile radius	Leakage/ Surplus Factor 2-mile radius	Leakage/ Surplus Factor 3-mile radius
30. Office Supplies, Stationery & Gift Stores	-94.7	-77.8	-63.0
31. Used Merchandise Stores	-75.6	-31.9	-11.6
32. Other Miscellaneous Store Retailers	-44.2	-16.4	1.8
33. Nonstore Retailers	84.1	96.1	92.3
34. Electronic Shopping & Mail-Order Houses	100.0	100.0	100.0
35. Vending Machine Operators	100.0	100.0	-30.5
36. Direct Selling Establishments	25.3	80.0	88.7
37. Food Services & Drinking Places	-78.2	-56.5	-35.9
38. Special Food Services	4.7	42.1	63.1
39. Drinking Places - Alcoholic Beverages	-56.5	-26.6	-6.4
40. Restaurants/Other Eating Places	-79.4	-58.5	-38.2

Source: Esri and Data Axle. Esri 2021 Updated Demographics. Esri 2017 Retail MarketPlace.

The success of retailers is determined by adaptability, innovation and the ability to generate enough sales to support business viability. With respect to the Study Area, Table 20 indicates nearly all industry groups exceeding the trade area demand up to 3 miles, to include the 1- and 2-mile radius boundary comprising the entire Winter Haven Downtown CRA Study Area, suggesting that a great deal of consumer needs may be met within a 3-mile radius. The Retail Market is attracting patrons that reside outside of the trade area resulting in an intensity of use and traffic congestion. This abundance of retail may also suggest an oversupply of commercial property, as indicated in the 2000 Winter Haven Downtown Community Development Plan. Retail oversupply may result in a decrease in new-build developments and often leads to empty or abandoned buildings during economic uncertainty, as was the case with brick-and-mortar retail around the country, during the COVID-19 pandemic. The City of Winter Haven, however, has continued to thrive and remain innovative despite economic disruptions caused by COVID-19. In support of local businesses, the City temporarily repurposed parking spaces to expand restaurant capacity during the COVID crisis, prompting a permanent expansion of outdoor dining along Central Ave. Additionally, business licenses remained stable with 332 new business licenses issued between years 2020 and 2021.

The Winter Haven Downtown District continued to welcome retailers and restaurants during the pandemic, which speaks to its attractive location and the District's ability to remain resilient. Residential and commercial development continue within the Study Area as a new downtown multifamily apartment complex (The RainDance apartment complex (105 units)) and two new hotels locate downtown (Staybridge Suites (108 rooms) and a Residence Inn by Marriott, (130 rooms)). Future commercial development should be considered throughout the Study Area with a focus on landscape and beautification as indicated through CFRPC outreach efforts. This limits intensity within the Downtown Winter Haven Core allowing for additional private sector investment and community asset enhancements throughout the whole of the Study Area. Additionally, further consideration of the separation of commercial, residential, and industrial uses should be examined.



Staybridge Suites Rendering
(5th Street Downtown)



Residence Inn by Marriott rendering
(3rd & Central Downtown)

Vacant Commercial Parcels

Of the total 149 identified nonresidential vacant parcels, 120 are classified as vacant commercial. These are scattered throughout the redevelopment area with 114 totaling less than 1.0 acre. The remainder of the vacant commercial parcels identified are less than 1.0 acre as indicated in Table 21 below.

Table 21: Vacant Commercial Parcels

Parcel ID		Acreage
262829000000044010	Vacant Commercial	3.7156
262829619600000010	Vacant Commercial	0.6133
262829619600000020	Vacant Commercial	1.2892
262833654500000145	Vacant Commercial	0.3898
262832000000011100	Vacant Commercial	0.5618
262829634070029230	Vacant Commercial	0.3844
262829634010000300	Vacant Commercial	1.6196
262829634010000010	Vacant Commercial	0.4834
262828618000020090	Vacant Commercial	0.1526
262828618000020080	Vacant Commercial	0.1526
262828618000020070	Vacant Commercial	0.1527
262828618000019180	Vacant Commercial	0.152
262828618000019090	Vacant Commercial	0.1518
262828618000018171	Vacant Commercial	0.2399
262828618000018192	Vacant Commercial	0.0128
262828618000018080	Vacant Commercial	0.1599
262829634030007140	Vacant Commercial	0.6132
262829634030006120	Vacant Commercial	0.1532
262828616000000072	Vacant Commercial	0.0007
262828609500000131	Vacant Commercial	0.0529
262829634000004000	Vacant Commercial	5.3488
262829619600000040	Vacant Commercial	0.7673
262829634000003170	Vacant Commercial	0.2903
262829634000003190	Vacant Commercial	0.1081
262829634000003150	Vacant Commercial	0.1663
262829634000003130	Vacant Commercial	0.2159
262829634000003120	Vacant Commercial	0.108
262829620000002120	Vacant Commercial	0.1527
262828609000000044	Vacant Commercial	0.475
262828609000000046	Vacant Commercial	0.0482
262828609000000047	Vacant Commercial	0.0963
262828609000000042	Vacant Commercial	0.0619
262829620000002180	Vacant Commercial	0.1525
262829620000002190	Vacant Commercial	0.1525
262829631500000010	Vacant Commercial	0.1473
262829633500000310	Vacant Commercial	0.7268
262829633000000680	Vacant Commercial	0.3507
262829000000014020	Vacant Commercial	0.3963
262829000000014040	Vacant Commercial	0.2641
262828605500014060	Vacant Commercial	0.2045

Table 21: Vacant Commercial Parcels		
Parcel ID		Acreage
262828605500014050	Vacant Commercial	0.2046
262828605500014040	Vacant Commercial	0.2048
262829621000054050	Vacant Commercial	0.2207
262829621000054100	Vacant Commercial	0.147
262829621000023151	Vacant Commercial	0.0866
262829621000023141	Vacant Commercial	0.0734
262829621000023130	Vacant Commercial	0.1762
262828605000008090	Vacant Commercial	0.2637
262828605000008110	Vacant Commercial	0.3209
262828605000008130	Vacant Commercial	0.1604
262828605000008140	Vacant Commercial	0.1604
262828605000008151	Vacant Commercial	0.1444
262828605000008152	Vacant Commercial	0.1765
262828605000008070	Vacant Commercial	0.2649
262828605000008050	Vacant Commercial	0.3213
262828605000008030	Vacant Commercial	0.3213
262828605000008010	Vacant Commercial	0.3213
262829622000000104	Vacant Commercial	0.001
262829628000000021	Vacant Commercial	0.129
262829628000000022	Vacant Commercial	0.2932
262829621000051011	Vacant Commercial	0.0649
262820554000009270	Vacant Commercial	0.2954
262820555000011050	Vacant Commercial	0.2204
262820555000011010	Vacant Commercial	0.2203
262820555000011020	Vacant Commercial	0.221
262820555000012050	Vacant Commercial	0.2047
262820568500004150	Vacant Commercial	0.3269
262820566500002050	Vacant Commercial	0.2704
262820566500002082	Vacant Commercial	0.247
262820000000012070	Vacant Commercial	0.164
262820560500000061	Vacant Commercial	0.2025
262832643500000610	Vacant Commercial	0.2023
262832643500000503	Vacant Commercial	0.2292
262832648000000131	Vacant Commercial	0.092
262832643500000304	Vacant Commercial	1.0467
262833654500000110	Vacant Commercial	0.0686
262833654500000130	Vacant Commercial	0.2966
262833654500000240	Vacant Commercial	0.0195
262828618000018210	Vacant Commercial	0.1603
262828618000018220	Vacant Commercial	0.1604
262828618000018230	Vacant Commercial	0.3211
262828605500015220	Vacant Commercial	0.1458
262828605500015230	Vacant Commercial	0.1458
262828605500015240	Vacant Commercial	0.1574
262828594000000120	Vacant Commercial	0.1139
262828605500013010	Vacant Commercial	0.614

Table 21: Vacant Commercial Parcels		
Parcel ID		Acreage
262828595000000023	Vacant Commercial	0.3768
262828604000008180	Vacant Commercial	0.1538
262828604000008190	Vacant Commercial	0.1538
262828604000008010	Vacant Commercial	0.5151
262828604000008210	Vacant Commercial	0.0241
262828604000008020	Vacant Commercial	0.2587
262828605000011062	Vacant Commercial	0.1382
262828604000007021	Vacant Commercial	0.1196
262828604000007010	Vacant Commercial	0.1676
262828604000008040	Vacant Commercial	0.1677
262828604000008030	Vacant Commercial	0.2601
262828605000004110	Vacant Commercial	0.1537
262828605000004120	Vacant Commercial	0.2306
262832643500000403	Vacant Commercial	1.0246
262828618000019050	Vacant Commercial	0.1522
262828618000018190	Vacant Commercial	0.3075
262828605500015200	Vacant Commercial	0.2916
262828605500015040	Vacant Commercial	0.2938
262828605000004080	Vacant Commercial	0.4611
262828605000001071	Vacant Commercial	0.203
262829631500000151	Vacant Commercial	0.214
262829634090023070	Vacant Commercial	0.1584
262828595000000022	Vacant Commercial	0.248
262829634010000410	Vacant Commercial	0.5699
262832643500000506	Vacant Commercial	0.262
262833654500000014	Vacant Commercial	0.0057
262833654500000012	Vacant Commercial	0.1062
262820557000003100	Vacant Commercial	0.6481
262833654500000040	Vacant Commercial	0.1677
262833654500000072	Vacant Commercial	0.1157
262829630500000032	Vacant Commercial	0.0038
262820568500007111	Vacant Commercial	0.2444
262829620000002072	Vacant Commercial	0.0059
262829620000002092	Vacant Commercial	0.2372

Vacant Residential Parcels

Housing affordability and access to a greater mix of housing types has become of increasing concern given projected population increases within the City of Winter Haven. With respect to the availability of vacant parcels within the Study Area, there are a total of 42 vacant residential parcels scattered throughout the redevelopment area with all totaling less than 1.0 acre, as indicated in Table 22 below. Limited availability, irregularly shaped parcels and general parcel size present a challenge with respect to development potential. However, a greater mix of housing options should be explored.

Table 22: Vacant Residential Parcels

PARCEL ID		Acreage
262829633500000161	Vacant Residential	0.0046
262829632000005191	Vacant Residential	0.0727
262829621000055131	Vacant Residential	0.0763
262829621000055122	Vacant Residential	0.0882
262829621000055121	Vacant Residential	0.0907
262829632000005111	Vacant Residential	0.0912
262828605000006131	Vacant Residential	0.0923
262829633000000342	Vacant Residential	0.1014
262829634000003220	Vacant Residential	0.1081
262832647000004012	Vacant Residential	0.1093
262832648020008430	Vacant Residential	0.1125
262832648500000030	Vacant Residential	0.1148
262832647000004011	Vacant Residential	0.1194
262832644000001140	Vacant Residential	0.1299
262832644000001180	Vacant Residential	0.1299
262832644000001200	Vacant Residential	0.1299
262832644000001220	Vacant Residential	0.1299
262832644000002300	Vacant Residential	0.1301
262832644000002030	Vacant Residential	0.1387
262829632000005110	Vacant Residential	0.1433
262829621000054090	Vacant Residential	0.147
262829621000055040	Vacant Residential	0.1471
262829621000052100	Vacant Residential	0.1481
262829634030004130	Vacant Residential	0.152
262829634030004120	Vacant Residential	0.152
262828605000010050	Vacant Residential	0.1533
262828605000006110	Vacant Residential	0.1692
262828616500000160	Vacant Residential	0.172
262832644000001260	Vacant Residential	0.1759
262828605000011050	Vacant Residential	0.1767
262829634030004110	Vacant Residential	0.1793
262820555000012080	Vacant Residential	0.1992
262829632000005010	Vacant Residential	0.2006
262829632000005200	Vacant Residential	0.2471
262832648500000012	Vacant Residential	0.2571
262829633000000070	Vacant Residential	0.2756
262829633000000761	Vacant Residential	0.2764
262829633000000600	Vacant Residential	0.3678

Table 22: Vacant Residential Parcels		
PARCEL ID		Acreage
262828605000007050	Vacant Residential	0.4611
262832648020008190	Vacant Residential	0.4777

Goals, and Objectives of the Winter Haven Downtown Community Redevelopment Agency

The following are goals and objectives/initiatives identified as part of the CRA Plan Update. A number of goals and objectives have been carried over from the 2000 Redevelopment Plan to continue to advance revitalization efforts within the Downtown District.

Goal 1: Enhance Economic Development by Supporting Existing Businesses and Attracting New Investment to the Downtown District

Objectives

- Build an entrepreneurial ecosystem and collaborative business environment to the benefit of small business development and diversification of the Downtown CRA economy.
- Enhance economic development and support businesses (existing and future) by monitoring the parking system to ensure it is appropriate for the scale of businesses and activities anticipated.
- Expand the economic base of the district by encouraging the retaining existing jobs and the creation of new diverse employment opportunities.
- Develop a business attraction strategy to encourage the creation of a well-curated mix of businesses including healthcare, business to business (B2B) employers, restaurants, boutiques, and vendors.
- Leverage relationships with large scale community employers to create additional employment opportunities in the District.
- Encourage proactive engagement with the development community to help plan, implement, and achieve the community's vision over time, including lifestyle activities. Examples include visual appeal, walkabilty, bikeability, dog parks, and active and recreation passive spaces.
- Initiate programs to improve and strengthen existing businesses, including marketing and promotion, small business loans and other financial incentives.
- Create investment opportunities that will increase the tax base thereby generating additional revenues to finance actions that support public goals.

Goal 2: Formulate Economic Development Strategies That Take Advantage of Existing and Proposed Government Projects and Programs

Objectives

- Develop economic incentives and strategies for industry relocation.
- Capitalize on development and redevelopment opportunities associated with the Chain of Lakes.
- Capitalize on Winter Haven's identity as a regional medical service provider to attract new businesses and create jobs.
- Form a partnership with higher education institutions to establish educational and training programs that strengthen the capabilities of the local labor force.
- Work closely with area businesses, the Main Street Winter Haven Board of Directors and Chamber of Commerce Board of Directors to address the needs of existing businesses through the redevelopment process.
- Develop strategies to reduce/eliminate industrial Land Use and zoning districts and develop programs and policies to encourage existing industrial companies to relocate to other suitable locations within Winter Haven and provide opportunities for redevelopment of Downtown CRA area property for contemporary uses.

- Develop strategies, programs, and policies to encourage corridor redevelopment where existing uses no longer meet the community's needs.

Goal 3: Expand Neighborhood Development and Revitalization Efforts

Objectives

- Proactively survey the Downtown District for code enforcement violations and work closely with City staff and the community to achieve compliance
- Encourage mixed-use development at an appropriate scale in the downtown to increase resiliency and vibrancy in the District.
- Develop a public education and promotion campaign regarding downtown parking.
- Enhance the Districts ability to host more programmed events in the Downtown area that will encourage redevelopment, investment, and removal of blight.
- Seek opportunities for land assembly at appropriate locations to support future development.
- Continue to create safe pedestrian connections while enhancing the walkability of the Downtown District.
- Heighten community marketability and foster sense of place by investing in wayfinding signage and streetscaping improvements.
- Encourage multi-family development in close proximity to the historic downtown to strengthen the local market for retail, restaurants, and services and improve economic vibrancy and resiliency.
- Continue to advance complete streets concepts and principles that will enhance lighting, safety, parking availability, walkability, and aesthetic appearance throughout the District.

Goal 4: Encourage Housing Investments and Promote Housing Development Opportunities

Objectives

- Continue to evaluate and implement innovative strategies designed to increase housing supply and affordability.
- Continue to identify underutilized parcels for redevelopment opportunities within the Downtown District.
- Develop land acquisition and residential infill programs to repurpose and reposition property for higher and better uses.
- Encourage private efforts toward building housing in the redevelopment area
- Work with developers to address the market opportunity for housing and encourage a diverse housing mix that will serve the community's needs and a range of life phases (i.e., seniors, families, and young people).
- Identify and promote target areas in which developers can construct housing and necessary support facilities in the redevelopment area.

Goal 5: Enhance Pedestrian Access, Community Programs, and Parks and Recreation

Objectives

- Identify opportunities to facilitate additional or enhanced senior and youth focused recreational programing through tax increment fund eligible projects.
- Support proposed road improvements that improve walkability and pedestrian safety, to include possible redirection or rerouting of unnecessary truck traffic from the downtown.
- Continue to invest in a safe, secure, appealing and efficient pedestrian system linking all major activity centers, parking facilities and other interchange points.

- Continue to identify opportunities to integrate the trail system with the lake system to provide greater access to Winter Haven's lakes and increase recreational opportunities for residents and visitors. Work with other City departments, governmental agencies, and the private sector to capitalize on identified opportunities.
- Construct sidewalks and bicycle pathways throughout the district to enhance mobility options in the District. The use of identified best practices and contemporary design to improve safety, mitigate environmental impacts, and improve aesthetics should be encouraged.

Goal 6: Re-Establish Existing Neighborhoods Through Redevelopment and Revitalization of Housing Stock

Objectives

- Work with the city to clean-up vacant unattended properties.
- Initiate in-fill housing development projects on existing and newly vacated properties.
- Identify and restore historic housing that may be in a state of deterioration but otherwise is structurally sound.
- Work collaboratively with property owners, developers, and City staff to identify policies and/or regulations that unnecessarily inhibit or restrict the redevelopment or revitalization of existing residential units.
- Regularly evaluate existing residential improvement programs to determine if eligible activities and funding levels are appropriate to meet current need.

Goal 7: Continue to Advance Smart City Opportunities, Strategies, and Partnerships

Objectives

- Assess feasibility of installation of public electric vehicle (EV) charging infrastructure and/or other mobility related advanced technology.
- Adopt best practices for enhancing connectivity, security, and the stewardship of assets and data.
- Continue to facilitate community connectivity, advanced technology, and business opportunity through the expansion of underground conduit and fiber. Encourage new development to include conduit and fiber where practical.
- Support and advance innovative projects and technology that provide opportunity to remove blighted conditions, increase economic activity, improve quality of life, and enhance vibrancy in the District.
- Assess opportunities for improvements and enhancements of broadband infrastructure, and the expansion of infrastructure to underserved areas to expand economic activity, educational opportunities, and quality of life in the District.
- Pursue and secure grant funding, when available, to construct, install, or expand technology infrastructure that facilitates redevelopment, reduces blight, and/or otherwise advances the goals and objectives of this plan.
- Work with all appropriate government and private utilities to ensure the provision of adequate services including, electricity, telecommunications, cable television, water, stormwater, sanitary sewer, gas, and solid waste.

Goal 8: Encourage Innovation in Land Planning and Site Development Techniques

Objectives

- When undertaking streetscape improvements, new private construction and building rehabilitation, place electric utility lines underground where it is feasible to improve visual aesthetics.

- Explore the feasibility and effectiveness of architectural design standards and/or form based zoning districts as a means to protect and enhance the character of Winter Haven and eliminate blighted conditions.
- Prepare landscaping, streetscaping and lighting plans for public spaces to improve the appearance of the District.
- Encourage and facilitate proposed office and commercial uses to locate within the District to facilitate the critical mass necessary to support a vibrant and resilient downtown.
- Work with private developers and government to establish a land use plan and development pattern that maximizes private sector investment opportunities and consolidates government uses into clustered locations that will create efficiency for government operations and efficiency for citizens and customers. Where possible, partner with the public and/or private sector to implement projects that demonstrate efficient clustering and development patterns in ways that enhance the economic vitality of the area and provide opportunity for future redevelopment projects and activities.
- Wherever appropriate, encourage projects that will strengthen the economic resiliency of the community.

Redevelopment Improvement Programs, Activities, and Opportunities

According to Florida Statutes, any redevelopment activity that is authorized by Chapter 163 Part III can be utilized by a Community Redevelopment Agency if that redevelopment activity is included within a Community Redevelopment Plan. Redevelopment activities can be grouped into two categories; Programs and Projects.

The programs and projects identified within this section of the Plan are tools that may be utilized by the Board throughout the life of the CRA. Prior to the implementation of any program or project identified within the Plan, the Board shall establish and/or adopt specific details, rules, criteria or policy as is necessary to properly and successfully implement the program or project. The Board shall have the authority to adopt, prioritize, modify, update, change or abolish any program or project at any duly noticed public meeting, whether or not the action is noted on the agenda. Property owners and business operators may apply to participate in any number of CRA programs or projects as determined by program or project rules, criteria, or policy.

The Board has the authority to decide when and if any programs or projects identified within the Plan will be implemented and, if implemented, when funded. Simply because a program or project is identified, does not mean that the Board is bound to implement or provide funds for that particular redevelopment activity.

All programs and projects identified within this Plan shall be implemented in an appropriate manner for the use and expenditure of TIF funds deposited in the redevelopment trust fund. The Board may use any number of the projects or programs in a manner that furthers the redevelopment of the community.

Programs

The list of programs below has been created in order to provide a general outline of the redevelopment activities and authority conveyed to the CRA by this plan and by Florida Statutes Chapter 163, Part III. Listing a program within this chapter does not ensure that the program will be established, considered for establishment, or funded by the Board. The Board reserves the right to establish, fund, develop, study, plan, or pursue any program listed within this section that is allowable by this plan, by Florida Statutes Chapter 163, Part III, by Florida law, and by the Winter Haven Comprehensive Plan. The Board also reserves the right to amend this plan, to add new programs, or edit existing programs that are allowable by Florida Statutes Chapter163, Part III, by Florida law, and by the Winter Haven Comprehensive Plan at any duly noticed public hearing.

Greenfield Development Incentives

Unlike urban sprawl, where there is little or no urban planning, greenfield development is about proper urban planning that aims to provide practical, affordable, and sustainable developed spaces for growing urban populations. Proper planning takes future growth and development into account and seeks to avoid the various infrastructure issues that sometimes exist in urban areas. The development of greenfield areas within the District can serve as a catalyst for the CRA, providing additional TIF revenue that could then be utilized to further additional redevelopment programs and projects within the District.

The Board reserves the right to take permissible acts, provide any and all incentives, and use TIF redevelopment trust fund revenue, as allowable by Florida Statutes Chapter 163 Part III, by Florida law, and by the Winter Haven Comprehensive Plan including but not limited to property acquisition including

air rights, property sales at a discounted rate, public-private partnerships, grants, loans, interest payments, demolition, construction, transaction costs, title insurance, request-for- proposal costs, marketing, consulting fees, plan or study preparation, and attorney's fees, for the improvement and/or redevelopment of greenfields. It is the intent of this plan to empower the CRA to utilize any legal development and/or redevelopment tool available to facilitate the development of greenfield properties within the District, with priority given to development by the private sector.

The CRA Board also reserves the right to establish rules, guidelines, and/or policies with respect to the administration of any greenfield development program.

Infill Development Incentives

Infill development is a redevelopment strategy that is used to repurpose real estate within a city or town that is no longer serving any real purpose. The process of this type of development effort may include new construction on vacant lots, changing uses in declining areas for new purposes, or even modifying existing structures so they can serve a new purpose. Infill development is often part of an overall urban renewal strategy, designed to revitalize areas of the city that have declined and are no longer considered desirable for any particular purpose.

The most common example of infill development usually involves vacant lots or parcels of land. While these lots may have once held some type of structure, those buildings are no longer present. In order to make the area useful again, the Board may identify a use for the vacant lot and proceed to implement that purpose. For example, a vacant lot may become home to a new structure, a park, residential units, or even be turned into a parking lot that helps to alleviate a parking problem that prevents consumers from shopping in nearby retail establishments.

The Board reserves the right to take permissible acts, provide any and all incentives, and use TIF redevelopment trust fund revenue, as allowable by Florida Statutes Chapter 163 Part III, by Florida law, and by the Winter Haven Comprehensive Plan including but not limited to property acquisition including air rights, property sales at a discounted rate, public-private partnerships, grants, loans, interest payments, demolition, construction, transaction costs, title insurance, request-for- proposal costs, marketing, consulting fees, plan or study preparation, and attorney's fees, for the improvement and/or redevelopment of infill. It is the intent of this plan to empower the CRA to utilize any legal development and/or redevelopment tool available to facilitate the redevelopment of infill properties within the District, with priority given to development by the private sector.

The Board also reserves the right to establish rules, guidelines, and/or policies with respect to the administration of any infill redevelopment program.

Brownfield Development Incentives

Brownfield remediation and development is a redevelopment tool and a process in which contamination at brownfield sites is addressed so that the sites can be redeveloped. Redevelopment of brownfields is important to many communities for a variety of reasons, ranging from wanting to preserve undeveloped land to a desire to make previously unusable contaminated land usable so that it can be part of the community. Because the environmental cleanup can be very complicated legally and environmentally, brownfield is important to many communities for a variety of reasons, ranging from wanting to preserve undeveloped land to a desire to make previously unusable contaminated land usable so that it can be part

of the community. Because the environmental cleanup can be very complicated legally and environmentally, brownfield remediation often involves multiple government agencies.

A brownfield is an area of land which was used for commercial or industrial uses, and then abandoned. Some brownfields are actually perfectly usable, and simply haven't been targeted for redevelopment, but most have some form of contamination which needs to be addressed before the land or building can be used. During the brownfield remediation process, the contamination is identified and addressed. Cleanup efforts can include actively removing contaminants, isolating contaminants so that they cannot leak into the environment, or just re- zoning the land for a use which allows the presence of some contaminants.

Redevelopment of brownfields is important for a number of reasons. From an environmental perspective, cleanup of contamination is important because it reduces the release of harmful contaminants into the environment, making the environment safer. Environmental cleanup can reduce health problems in the neighboring community and support plant and animal life.

The Board reserves the right to take permissible acts, provide any and all incentives, and use TIF redevelopment trust fund revenue, as allowable by Florida Statutes Chapter 163 Part III, by Florida law, and by the Winter Haven Comprehensive Plan including but not limited to property acquisition including air rights, property sales at a discounted rate, public-private partnerships, grants, loans, interest payments, demolition, construction, transaction costs, title insurance, request-for- proposal costs, marketing, consulting fees, plan or study preparation, and attorney's fees, for the improvement and/or redevelopment of brownfields. It is the intent of this plan to empower the CRA to utilize any legal development and/or redevelopment tool available to facilitate the redevelopment of brownfield properties within the District, with priority given to development by the private sector.

The Board also reserves the right to establish rules, guidelines, and/or policies with respect to the administration of any brownfield redevelopment program.

Building and Property Improvement and Rehabilitation Incentives

The improvement and rehabilitation of key blighted and/or underutilized non-residential properties within the District is a redevelopment strategy that is used to repurpose buildings, making them more attractive and marketable for private enterprise. Building and property improvements must be of a permanent or "fixed" nature, as allowable by Florida Statutes Chapter 163, Part III. Permanent improvements include, but are not limited to, façade improvements, structural improvements, roof repair, window repair/replacement, painting, driveway and parking improvements, water and wastewater hookups, plumbing, electrical upgrades, interior buildout, landscaping, and anything associated with bringing a structure into compliance with local or state building codes.

Similarly, the improvement and rehabilitation of blighted residential buildings and properties within the District is key to the appearance and integrity of residential neighborhoods.

Accordingly, the CRA may provide assistance to residential property owners and associations for the rehabilitation of their properties. Both single-family and multi-family residential units and structures are eligible for assistance. Again, these building or property improvements must be of a permanent or "fixed" nature, as allowable by Florida Statutes Chapter 163, Part III. Permanent improvements include, but are not limited to, façade improvements, structural improvements, roof repair, window repair/replacement, painting, driveway and parking improvements, water and wastewater hookups, plumbing, electrical

upgrades, interior buildout, landscaping, and anything associated with bringing a structure into compliance with local or state building codes.

The Board reserves the right to take permissible acts, provide any and all incentives, and use TIF redevelopment trust fund revenue, as allowable by Florida Statutes Chapter 163 Part III, by Florida law, and by the Winter Haven Comprehensive Plan including but not limited to property acquisition including air rights , property sales at a discounted rate, public-private partnerships, grants, matching funds for grants, loans, interest payments, demolition, construction, transaction costs, title insurance, request-for-proposal costs, marketing, consulting fees, plan or study preparation, and attorney's fees for the improvement and/or redevelopment of key blighted and/or underutilized non-residential properties. It is the intent of this plan to empower the CRA to utilize any legal development and/or redevelopment tool available to facilitate the improvement and rehabilitation of buildings and properties within the District, with priority given to development by the private sector.

The Board also reserves the right to establish rules, guidelines, and/or policies with respect to the administration of any building and property improvement and rehabilitation program.

Public Infrastructure Development/Redevelopment

The provision of adequate public infrastructure is essential to the health and vitality of an urban community and its residents. The lack of adequate public infrastructure is a major cause of disinvestment and the establishment of blighted conditions within communities. The development and/or improvement of Public Infrastructure is a redevelopment strategy designed to address current and future needs by increasing capacity, functionality, efficiency, and/or marketability. Public infrastructure may include but is not limited to water and wastewater utilities, roadways, traffic calming, parking, electric utilities, signalization, broadband and other innovative technologies, recreational facilities and equipment, open space, bicycle lanes, and pedestrian facilities including sidewalks, walking/biking trails, and trailheads.
Public infrastructure also includes the provision of adequate public transportation. As an incentive to local businesses and a convenience to the residents, the CRA may wish to enhance public transportation throughout the redevelopment area including but not limited to contracting with public agencies, contracting with private providers, purchasing or leasing vehicles, employing qualified staff and promoting the services.

The Board reserves the right to take permissible acts, provide any and all incentives, and use TIF redevelopment trust fund revenue, as allowable by Florida Statutes Chapter 163 Part III, by Florida law, and by the Winter Haven Comprehensive Plan including but not limited to property acquisition including air rights, property sales at a discounted rate, public-private partnerships, grants, matching funds for grants, loans, interest payments, demolition, construction, transaction costs, title insurance, request-for-proposal costs, marketing, consulting fees, plan or study preparation, and attorney's fees, for the improvement and/or redevelopment of public infrastructure. It is the intent of this plan to empower the CRA to utilize any legal development and/or redevelopment tool available to facilitate the development and/or redevelopment of public infrastructure, including public transportation within the District, with priority given to development by the private sector.

The Board also reserves the right to establish rules, guidelines, and/or policies with respect to the administration of any public infrastructure development and/or redevelopment program, including the provision of public transportation.

Historic Preservation

The preservation and promotion of historic properties and structures within the Downtown Community Redevelopment Area attracts residents and visitors to the district to shop with local merchants, dine in local eateries, learn about the City and its past, and engage with the Downtown CRA District community.

The Board reserves the right to take permissible acts, provide any and all incentives, and use TIF redevelopment trust fund revenue, as allowable by Florida Statutes Chapter 163 Part III, by Florida law, and by the Winter Haven Comprehensive Plan including but not limited to property acquisition including air rights, property sales at a discounted rate, public-private partnerships, grants, matching funds for grants, loans, interest payments, demolition, construction, transaction costs, title insurance, request-for-proposal costs, marketing, consulting fees, plan or study preparation, and attorney's fees, for the improvement and/or redevelopment of historic structures and historic properties within the Downtown CRA District. It is the intent of this plan to empower the CRA to utilize any legal development and/or redevelopment tool available to facilitate the development, redevelopment, and/or rehabilitation of historic structures and places, with priority given to development, redevelopment, and/or rehabilitation by the private sector.

The Board also reserves the right to establish rules, guidelines, and/or policies with respect to the administration of any historic preservation program.

Community Events, Festivities, Cultural Awareness, and Non-Profits

Community events and activities that occur within the District serve to promote the area and attract residents and visitors to the district to shop with local merchants and dine in local eateries. The creation, support, and/or facilitation of such events is a redevelopment strategy that boosts the local economy and encourages more activity within the District, especially the historic downtown.

Similarly, many non-profit organizations assist in any number of various activities that support redevelopment goals within the District. The CRA may partner with various non-profit organizations of this type that seek to improve the economic, social, and physical character of the District.

The Board reserves the right to take permissible acts, provide any and all incentives, and use TIF redevelopment trust fund revenue, as allowable by Florida Statutes Chapter 163 Part III, by Florida law, and by the Winter Haven Comprehensive Plan including but not limited to property acquisition (including air rights), property sales at a discounted rate, public-private partnerships, grants, matching funds for grants, loans, interest payments, demolition, construction, transaction costs, title insurance, request-for-proposal costs, marketing, consulting fees, plan or study preparation, and attorney's fees, related to community events, festivities, cultural awareness, and non-profit activities. It is the intent of this plan to empower the CRA to utilize any legal development and/or redevelopment tool available to support community events, festivals, cultural awareness, and non-profits.

The Board also reserves the right to establish rules, guidelines, and/or policies with respect to the administration of any program designed to support community events, festivities, cultural awareness, and non-profits.

Beautification

The appearance and aesthetic beauty of the District is critical for attracting residents and visitors to the District, especially the historic downtown. Beautification programs help to create a visually and

emotionally pleasant environment. Patrons of the historic downtown area will find themselves staying longer and enjoying themselves more, when the area is as attractive as it can be. A beautification program may include, but is not limited to, signage, entry features, period lighting, public art, murals, plantings, and landscaping.

A beautification program may also include the updating or establishment of design standards for any given neighborhood or area within the District, including the historic downtown.

The Board reserves the right to take permissible acts, provide any and all incentives, and use TIF redevelopment trust fund revenue, as allowable by Florida Statutes Chapter 163 Part III, by Florida law, and by the Winter Haven Comprehensive Plan including but not limited to property acquisition (including air rights), property sales at a discounted rate, public-private partnerships, grants, matching funds for grants, loans, interest payments, demolition, construction, transaction costs, title insurance, request-for-proposal costs, marketing, consulting fees, plan or study preparation, and attorney's fees, for improvement and/or redevelopment purposes related to exterior aesthetics, community beautification, and enhancement of the District tax base. It is the intent of this plan to empower the CRA to utilize any legal development and/or redevelopment tool available to facilitate a beautification program.

The Board also reserves the right to establish rules, guidelines, and/or policies with respect to the administration of any beautification program, with priority given to development by the private sector.

Marketing, Promotions and Recruitment

Generally speaking, marketing is "the management process through which goods and services move from concept to the customer. It includes the coordination of four elements called the 4 P's of marketing:

1. Identification, selection and development of a product,
2. Determination of its price,
3. Selection of a distribution channel to reach the customer's place, and
4. Development and implementation of a promotional strategy."

Although a CRA does not develop and sell any one specific good or service, is should similarly determine what it has to sell (the product), what it will take to get people to enjoy the product (its price), how to get the product and the consumer together (the place), and how to raise awareness of its product (promotional strategy).

The Board may provide funding and guidance necessary to create a useful and locally tailored marketing plan as allowable by Florida Statutes Chapter 163 Part III, by Florida law, for the purposes of attracting residents and visitors to use the community redevelopment area and thereby enhance the District tax base. Additionally, the Board may provide funds to promote the District and its residential and/or non-residential opportunities to residents or potential visitors. TIF funding may be utilized to recruit private investment, development, and businesses to locate or relocate to the District.

The Board reserves the right to take permissible acts, provide any and all incentives, and use TIF redevelopment trust fund revenue, as allowable by Florida Statutes Chapter 163 Part III, by Florida law, and by the Winter Haven Comprehensive Plan including but not limited to property acquisition (including air rights), property sales at a discounted rate, public-private partnerships, grants, matching funds for grants, loans, interest payments, demolition, construction, transaction costs, title insurance, request-for-proposal costs, marketing, consulting fees, plan or study preparation, and attorney's fees, for any and all

legally-permissible marketing, promotions and recruitment opportunities. It is the intent of this plan to empower the CRA to utilize any legal development and/or redevelopment tool available to facilitate a marketing, promotions and/or recruitment program.

The Board also reserves the right to establish rules, guidelines, and/or policies with respect to the administration of any marketing, promotions and/or recruitment program, with priority given to development by the private sector.

Code Enforcement

Adequate and proactive code enforcement is a redevelopment strategy that is necessary to protect property values, commercial activity, and the general quality of life for residents and visitors within the District. Proper code enforcement can also help to attract new business development and investment to the District by increasing the marketability, aesthetics and structural integrity of blighted properties. The CRA has the ability to augment the city's existing code enforcement efforts.

The Board reserves the right to take permissible acts, provide any and all incentives, and use TIF redevelopment trust fund revenue, as allowable by Florida Statutes Chapter 163 Part III, by Florida law, and by the Winter Haven Comprehensive Plan including but not limited to property acquisition (including air rights), property sales at a discounted rate, public-private partnerships, grants, matching funds for grants, loans, interest payments, demolition, construction, transaction costs, title insurance, request-for-proposal costs, marketing, consulting fees, plan or study preparation, and attorney's fees, to assist with the enforcement of municipal codes in the Downtown Community Redevelopment Area as well as to assist with compliance-required remediation, improvement and/or rehabilitation of properties within the Downtown Community Redevelopment Area. It is the intent of this plan to empower the CRA to utilize any legal development and/or redevelopment tool available to support code enforcement efforts within the District.

The Board also reserves the right to establish rules, guidelines, and/or policies with respect to the administration of any program designed to augment the city's code enforcement efforts within the District.

Relocation Assistance

In some instances, residential and non-residential redevelopment activities may require the relocation of a business or household. The CRA may utilize TIF revenue to provide relocation assistance. Assistance may include, but is not limited to, rent/lease assistance, advertisements, distribution of pertinent information, and the cost of moving.

The Board reserves the right to take permissible acts, provide any and all incentives, and use TIF redevelopment trust fund revenue, as allowable by Florida Statutes Chapter 163 Part III, by Florida law, and by the Winter Haven Comprehensive Plan including but not limited to property acquisition (including air rights), property sales at a discounted rate, public-private partnerships, grants, matching funds for grants, loans, interest payments, demolition, construction, transaction costs, title insurance, request-for-proposal costs, marketing, consulting fees, plan or study preparation, and attorney's fees, for relocation initiatives directly affecting the Downtown Community Redevelopment Area. It is the intent of this plan to empower the CRA to utilize any legal development and/or redevelopment tool available to support a relocation assistance program within the District.

The Board also reserves the right to establish rules, guidelines, and/or policies with respect to the administration of any relocation assistance program within the District.

Community Policing

Adequate law enforcement is a necessary redevelopment strategy to help protect property values, promote activity, ensure safety, and enhance the quality of life of the residents and visitors within the District. When residents and visitors feel safe, activity increases, helping to facilitate new investment, new businesses, and more residents. According to Florida Statutes, the CRA may participate in community

policing activities including, but not limited to, community mobilization, Neighborhood Block Watch, Citizen Patrol, neighborhood storefront police stations, support for increased or dedicated Winter Haven Police Department patrol within the District, and the installation of security and monitoring systems.

The Board reserves the right to take permissible acts, provide any and all incentives, and use TIF redevelopment trust fund revenue, as allowable by Florida Statutes Chapter 163 Part III, by Florida law, and by the Winter Haven Comprehensive Plan including but not limited to property acquisition (including air rights), property sales at a discounted rate, public-private partnerships, grants, matching funds for grants, loans, interest payments, demolition, construction, transaction costs, title insurance, request-for-proposal costs, marketing, consulting fees, plan or study preparation, and attorney's fees, for community policing initiatives within the Downtown Community Redevelopment Area. It is the intent of this plan to empower the CRA to utilize any legal development and/or redevelopment tool available to facilitate a community policing program within the District.

The Board also reserves the right to establish rules, guidelines, and/or policies with respect to the administration of any community policing program within the District.

Neighborhood Reinvestment Program

The funding of certain capital improvements, increased pride of home ownership, and elimination of certain blighted conditions facilitate the stabilization and revitalization of stressed residential neighborhoods.

The Board reserves the right to take permissible acts, provide any and all incentives, and use TIF redevelopment trust fund revenue, as allowable by Florida Statutes Chapter 163 Part III, by Florida law, and by the Winter Haven Comprehensive Plan including but not limited to property acquisition (including air rights), property sales at a discounted rate, public-private partnerships, grants, matching funds for grants, loans, interest payments, demolition construction, transaction costs, title insurance, request-for-proposal costs, marketing, consulting fees, plan or study preparation, and attorney's fees for improvement and/or redevelopment of residential properties within the Downtown Community Redevelopment Area. It is the intent of this plan to empower the CRA to utilize any legal development and/or redevelopment tool available to support a neighborhood reinvestment program within the District.

The Board also reserves the right to establish rules, guidelines, and/or policies with respect to the administration of any neighborhood reinvestment program within the District.

Elderly and Disabled Assistance Program

The Board may establish and participate in a program specifically designed to assist the elderly and disabled within the District. Such assistance may include, but is not limited to, financial assistance for housing needs, housing rehabilitation, wheelchair ramps, property improvements, transportation, and bringing any building or structure into compliance with the Americans with Disabilities Act (ADA). The CRA may also participate in the Communities for a Lifetime Initiative which is a partnership between the Florida Department of Elder Affairs and the American Association of Retired Persons (AARP) that assists Florida cities, towns and counties in planning and implementing improvements that benefit their residents, both youth and elder. (http://communitiesforalifetime.org/faq.php)

The Board reserves the right to take permissible acts, provide any and all incentives, and use TIF redevelopment trust fund revenue, as allowable by Florida Statutes Chapter 163 Part III, by Florida law, and by the Winter Haven Comprehensive Plan including but not limited to property acquisition (including air rights), property sales at a discounted rate, public-private partnerships, grants, matching funds for grants, loans, interest payments, demolition, construction, transaction costs, title insurance, request-for-proposal costs, marketing, consulting fees, plan or study preparation, and attorney's fees, for the purpose of assisting the elderly and disabled. It is the intent of this plan to empower the CRA to utilize any legal development and/or redevelopment tool available to support an elderly and disabled assistance program within the District.

The Board also reserves the right to establish rules, guidelines, and/or policies with respect to the administration of an elderly and disabled assistance program within the District.

Disaster Prevention and Recovery

The CRA may establish and participate in program(s) that plan for the prevention or mitigation of damage caused by both natural and/or man-made disasters including, but not limited to, hurricanes, tropical storms, tornados, floods, terrorism, riots, and chemical spills or explosions. Disaster prevention and recovery programs are specifically designed to protect the public's health, safety, and welfare and prevent or remove blight due to such disasters.

The Board reserves the right to take permissible acts, provide any and all incentives, and use TIF redevelopment trust fund revenue, as allowable by Florida Statutes Chapter 163 Part III, by Florida law, and by the Winter Haven Comprehensive Plan including but not limited to property acquisition (including air rights), property sales at a discounted rate, public-private partnerships, grants, matching funds for grants, loans, interest payments, demolition, construction, transaction costs, title insurance, request-for-proposal costs, marketing, consulting fees, plan or study preparation, and attorney's fees, for improvement and/or redevelopment activities related to disaster prevention and recovery within the Downtown Community Redevelopment District. It is the intent of this plan to empower the CRA to utilize any legal development and/or redevelopment tool available to support a disaster prevention and recovery program within the District. The Board also reserves the right to establish rules, guidelines, and/or policies with respect to the administration of a disaster prevention and recovery program within the District.

Capital Improvement Plan

The following is a draft Capital Improvements Plan for the ten-year span of FY 2021-2022 through 2030-2031.

Project Number/Category		FY 21-22	FY 22-23	FY 23-24	FY 24-25	FY 25-26
OTHER CAPITAL IMPROVEMENTS	Sidewalk café construction	√				
	Joyce B. Davis Park	√				
	Dog Park	√				
	2nd Street Streetscape Project (Ave C to Central) design & part. constr.	√				
	Allyway Reimbursement Program	√	√	√	√	√
	Façade grants (commercial)	√	√	√	√	√
	Lighting/fencing/infrastructure improvements at skate park	√				
	Thorguard (lightning detection)	√				
	Façade grants (residential)	√	√	√	√	√
	Offsite Sidewalk Reimbursement Program	√	√	√	√	√
	MLK Park - multi use stage					
	Mural Grant Program	√				
	Central decorative lighting	√				
ECONOMIC DEVELOPMENT	Includes $60,000 for sidewalk café furniture grant	√				
Project Number/Category		**FY 26-27**	**FY 27-28**	**FY 28-29**	**FY 29-30**	**FY 30-31**
Other Capital Improvements						
	Façade Grants (Commercial)	√	√	√	√	√
	Façade Grants (Residential)	√	√	√	√	√
	Beautification/Streetscape	√	√	√	√	√
	Reimbursement Programs (Alleyway & Sidewalks)	√	√	√	√	√

Catalyst Sites and Projects

The CFRPC identified sites and projects within the Downtown CRA District that demonstrate opportunities to stimulate job creation and retention, enhance transportation, preserve and support open spaces, and improve the quality of life for residents. The catalyst sites identified provide for opportunities to further the goals established in the redevelopment plan and contribute to a more livable and economically vibrant community.

WINTER HAVEN
The Chain of Lakes City

Dr. Martin Luther King Jr. Park Refurbishment

Two phases of this three phased project have been completed to include the construction of a skate park and amphitheater. Additional improvements to the park will feature a new restroom/concession building with an observation deck, ADA water entry, shade structure, new sidewalks, lakeshore stage, picnic area, a monument to Dr. Martin Luther King Jr. and educational kiosk area.

The Cypress Gardens Water Ski Team has established Lake Silver and the Park as their home and though a partnership with Polk County Tourism and Sports Marketing, the site will house the World Championship of Water Show Skiing in October of 2022.

CATALYST HIGHLIGHTS:

SITE DETAILS:	▪ The site features a boat ramp, amphitheater, restrooms, picnic pavilions, Dr. Martin Luther King Jr. Memorial and the Chain of Lakes Trail ▪ The site will serve as a hub, with wifi for connection.
CONVIENT ACCESS:	▪ US. Hwy 17 ▪ 1st Street North ▪ Winter Haven Hospital ▪ Gessler Clinc ▪ Chain of Lakes Trail ▪ Garden Center ▪ WH Tennis Center ▪ Third Street NW


0.6 MILE TRAIL LOOP
PICNIC PAVILION
LAKE OVERLOOK
SKATE PARK
SHORELINE AQUATIC REVEGETATION
PARKING LOT
NEW DOCK & PAVILION AT BOAT RAMP
RENOVATED STAGE WITH SHADE COVERING
TERRACED LAWN AMPHITHEATER
12' TRAIL
BRICK FESTIVAL STREET
MLK MEMORIAL
RESTROOM/CONCESSION BUILDING WITH OBSERVATION DECK & LIGHTING/ AUDIO
COMPLETE STREET
WINTER HAVEN
The Chain of Lakes City
MARTIN LUTHER KING JR. PARK
WINTER HAVEN, FL
CONCEPTUAL MASTER PLAN
7.17.2018





Complete Streets Projects

The City of Winter Haven has completed several improvement projects over time that have strengthened the identity of the Downtown District and stimulated private investment. The Complete Streets projects identified incorporate road improvements, enhance pedestrian access, increase parking opportunities and provide for streetscaping elements. The Florida Department of Transportation (FDOT) identifies a Complete Street project as including:

- Increased safety
- Enhanced mobility
- Improved connectivity
- Enriched connectivity
- Enriched quality of life
- Economic development

Projects that enhance appearance and safety within the Downtown District will likely encourage pedestrian traffic furthering the goals of the CRA plan and bringing more visitors to the Downtown area. At the same time, these projects complement previously completed South Central Park improvements to include 4th ST SW, 5th ST SW, Ave A SW and Magnolia Avenue, further creating a sense of place and enhancing the Downtown District.

CATALYST HIGHLIGHTS:

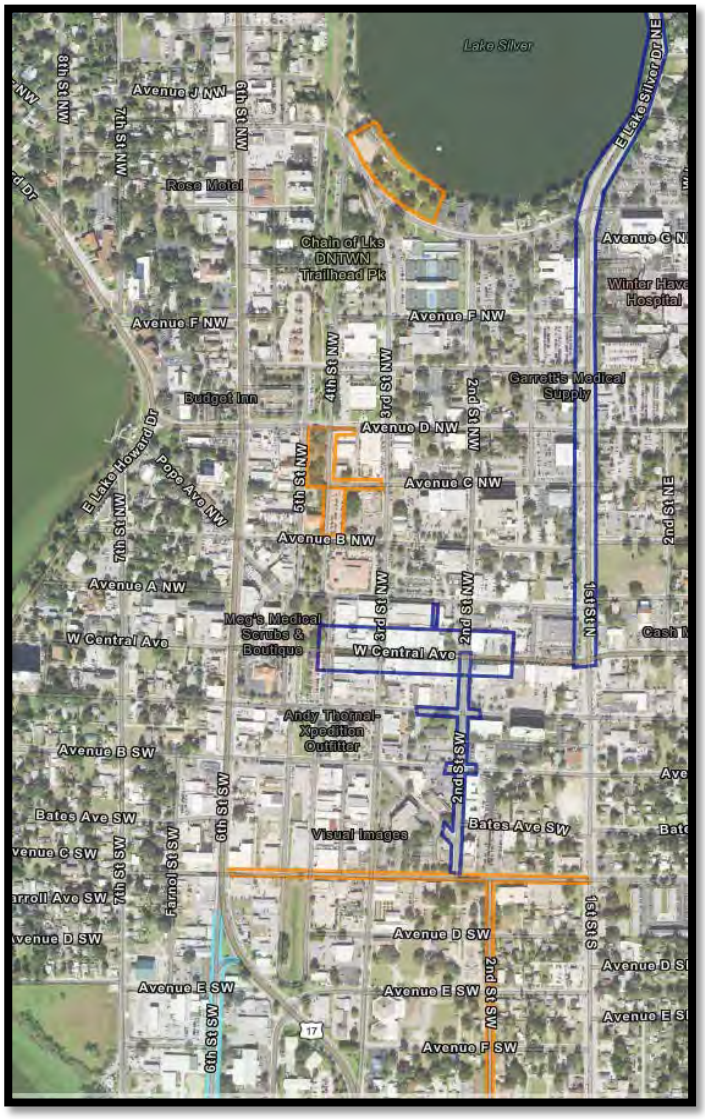
SITE DETAILS:

- **2nd Street SW Project**: This will bring the streetscaping elements of downtown to this corridor) with pavers, lighting, improved crosswalks, and manage pedestrian and traffic safety.
- **Avenue C SW and 2nd Street Project**: The improvements include drainage, pedestrian safety enhancement, roadway safety and traffic calming, and on-street parking.
- **6th Street SW Project**: The improvements include drainage, pedestrian enhancements, and roadway safety.
- **1st Street North Project**: FDOT will lead the project with improvements to include pedestrian and roadway safety.

IMPROVEMENTS:

- Traffic
- Safety
- Drainage
- Roadway
- Predestrian


AVE B
MAGNOLIA AVE
AVENUE C SE
2ND STREET SW
CENTRAL AVENUE


Lake Silver
Ellas Silver Dr NE
Avenue J NW
8th St NW
6th St NW
7th St NW
Rose Motel
Chain of Lks DNTWN Trailhead Pk
Avenue G N
Winter Have Hospital
Avenue F NW
Avenue F NW
4th St NW
3rd St NW
2nd St NW
Garretts Medical Supply
Budget Inn
Avenue D NW
E Late Howard Dr
Popo Ave NW
6th St NW
Avenue C NW
2nd St NE
7th St NW
Avenue B NW
Avenue A NW
3rd St NW
2nd St NW
1st St N
Meg's Medical Scrubs & Boutique
W Central Ave
W Central Ave
Cash
Andy Thomas- Xpedition Outfitter
Avenue B SW
2nd St SW
Bates Ave SW
6th St SW
Visual Images
Bates Ave SW
7th St SW
Farnol St SW
1st St S
Avenue D SW
Avenue D SW
2nd St SW
Avenue E SW
Avenue E SW
Avenue E S
6th St SW
17
Avenue F SW

WINTER HAVEN
The Chain of Lakes City

Winter Haven Public Library

Public libraries build a community's capacity for economic activity and resiliency by anchoring downtown and commercial developments. This leads to the development of more vibrant and attractive neighborhoods. The Winter Haven Public Library has proven to be an innovative and user-centric, anchor to the community. The services provided by the library offer opportunities for continued learning, exploration, accessible information, and discovery for city residents. Advancing learning infrastructure to connect with natural amenities further enhances the sense of place in downtown opening the door for more economic growth and potentially a new community gathering space.

CATALYST HIGHLIGHTS:

SITE DETAILS:

- Facility parking: 85
- Size/Acreage: 31,500 Square Feet
- Original Construction Date: 2004
- Facility Description:
  - Designated children's, young adult, technology areas, multi-purpose room, computer lab, coffee shop and bookstore
  - The City of Winter Haven Public Library was the first library in the State of Florida to have gigabit connectivity

REIMAGING THE WINTER HAVEN LIBRARY:

- Providing for an open-air concept
- Advancing learning infrastructure to connect with natural amenities
- Closing off 4th Street (the street between Ave A NW and Ave B NW) to traffic and extending infrastructure out to create an important link to liner park

COVID RELATED INNOVATION:

- During the Pandemic, Winter Haven Public Library parking lots were used to extend free public Wi-Fi access
- During the Pandemic fines and various fees for Library services were suspended
  - Staff is to continue the practice of no fees for Library services post Pandemic



Winter Haven Public Library 2022



Winter Haven Public Library, 1924-1955



Winter Haven Public Library 1975

Existing City Hall, City Hall Annex, Florida Citrus Building

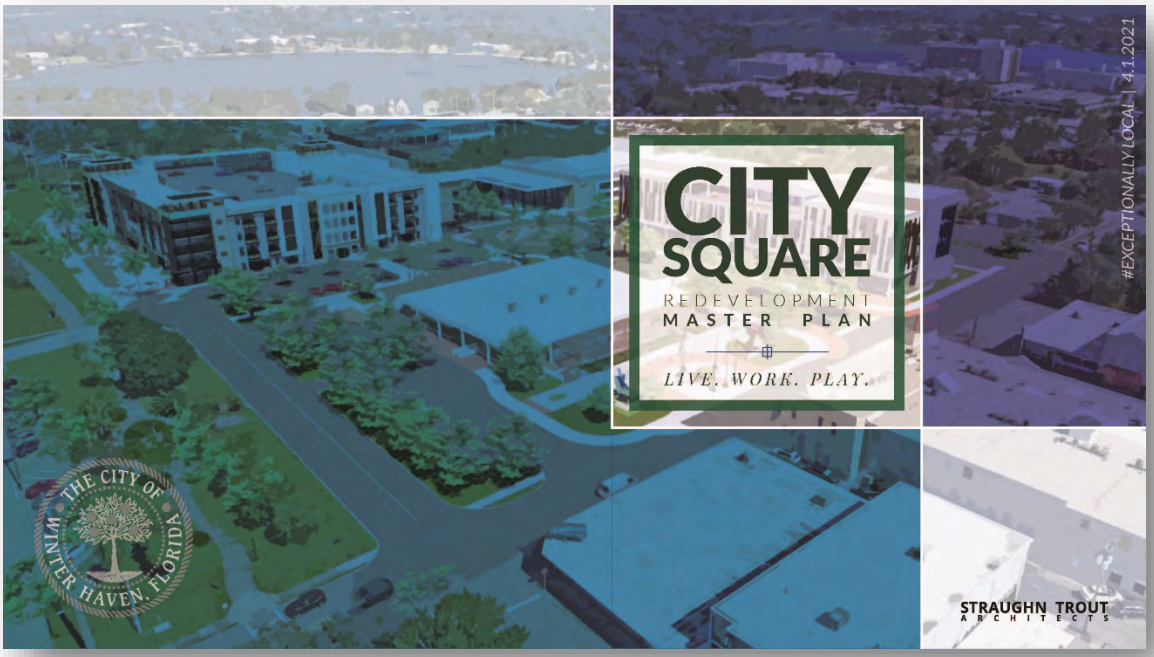
A goal of the Downtown Community Redevelopment Plan (2000) that continues to be a development opportunity is to consolidate government service facilities into a centralized location. The proposed site for this complex includes the 3 block area north of Avenue B to Avenue E on the south side of Nora Mayo Hall between 2nd and 3rd Street NW.

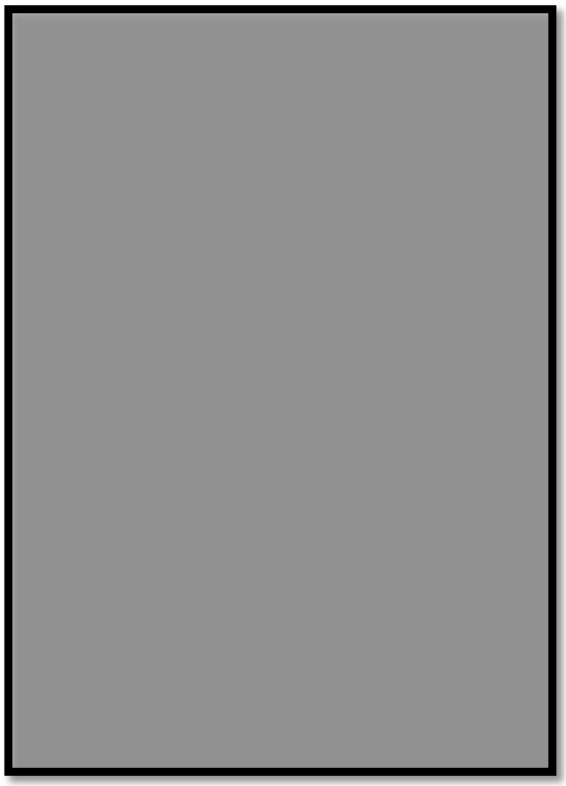
The consolidation of city departments into the Florida Citrus Building has been contemplated for some time, with the existing City Hall and annexes to be rented to outside organizations. Renovation costs, access requirements, and useful life considerations served as deterrents to moving forward. An alternative plan was proffered, born from the relocation and renovation analysis developed by Straughn Trout Architects who in turn submitted an alternative plan providing for the development of a new City Hall.

The City Square Redevelopment Master Plan Includes a vision for redevelopment that focuses on pedestrian and aesthetic connectivity between existing and proposed public amenities while at the same time incorporating complete streets concepts and smart city principals. The plan provides insight into the investment activities of the Downtown District and cost considerations associated with the development of a New City Hall/Smart City Center, Existing City Hall (restored), City Hall Annex (mixed use development), and Florida Citrus Building (improvements).

CATALYST HIGHLIGHTS:

SITE DETAILS:	• 3 block area north of Avenue B to Avenue E on the south side of Nora Mayo Hall between 2nd and 3rd Street NW		
TRAILHEAD COMMONS		Mixed-use dev. + Parking	$ 29 M
		Public/City Hall parking	$2.2 M
FLORIDA CITRUS BUILDING		Façade & common area	$3.9 M
		Higher ED partner area	$ 7 M
COMPLETE STREETS & INFRASTRUCTURE			$1.8 M
NEW CITY HALL			$25 M
LEEDY BUILDING		Building shell & plaza	$2.2 M
		Arts partner area	$ .8 M
		Restaurant tenant	$ 1 M


CITY
SQUARE
REDEVELOPMENT
MASTER PLAN
LIVE. WORK. PLAY.
#EXCEPTIONALLYLOCAL | 4.1.2021
THE CITY OF WINTER HAVEN, FLORIDA
STRAUGHN TROUT
ARCHITECTS




AVE NW
3
4
CURRENT ZONING:
PF PUBLIC INSTITUTIONAL
AVE NW
2ND ST NW
1ST LANE NW
2
1
CURRENT ZONING:
DCD MIXED-USE
AVE NW

Retail Areas along US 17

The 2020 COVID pandemic resulted in disruptions to businesses, the labor market, individual households, and communities. Alongside emergency declarations, the implementation of social distancing measures was employed to reduce the spread of infection. Correspondingly, businesses experienced a decrease in demand and supply chain issues leading to staffing reductions, layoffs, decreases in operating hours, and business closures. Florida's unemployment rate surged with most of Florida's major industries experiencing a decrease in job growth and the leisure and hospitality industry experiencing considerable impacts to employment. As the economy begins to shift back to its pre-pandemic momentum, retailers have begun to rethink the future landscape of retail.

Retail serves as a critical component to facilitating social engagement and helps to contribute to a community's sense of place. Planned hotel and residential development slated for the Downtown District, and residential growth throughout the whole of the City of Winter Haven present opportunities to reposition vacant or under performing retail.

The US 17 corridor supports significant local and regional economic activity, is highly trafficked and is an attractive location for development. A robust network of local retailers should be targeted to further enhance the community character. Evaluating current tenants and curating a tenant mix that can be supported by consumer groups within the Study Area is important to creating a sustainable downtown. With this in mind, developers proposing new projects with retail components should be encouraged to include offerings in neighborhood goods and services, food and beverage, and general business and retail. Additionally, financial assistance and mentoring opportunities for service and food and beverage entrepreneurs looking to transition into a brick-and-mortar space within the Downtown District should be explored.

CATALYST HIGHLIGHTS:

SITE DETAILS:	• Properties along US 17
WINTER HAVEN CITI CENTRE	• Redeveloped in 2000 • 185,705 SF • 1,200 SF (Availability) • Zoning: C-3 (Highway Commercial) • Parking: 226 spaces – 3.8/1,000 SF

WINTER HAVEN
The Chain of Lakes City

Lake and Trail System

The Downtown Community Redevelopment Plan (2000) and US 17 Vision & Action Plan identifies lakes and trails as key elements to economic growth within the Downtown CRA District. The City of Winter Haven boasts 13 miles of trails and 50 lakes within/bordering city limits providing for recreational amenities that lend themselves to increased pedestrian traffic reinforcing the marketability and brand image of the city and correspondingly increasing economic opportunities for downtown businesses.

Expanding city trails and waterways present opportunities to strengthen connectivity through access to recreation and social destinations. Correcting gaps in the existing blue and green trail network offers a number of strategic advantages to include an opportunity to further market community bike and pedestrian enhancements and grow ecotourism through the expansion of trail and boating opportunities. These new connections provide residents and visitors with additional access points to entertainment and businesses thereby encouraging a more active and vibrant community.

CATALYST HIGHLIGHTS:

SITE DETAILS:	
• Lake Network:	• Fifty fresh-water lakes inside the city limits • Renovated system of navigable canals • 22 boat ramps, 14 public docks • 30 waterfront parks within the city limits
• Trail Network:	• 13 miles of trails o 1/3 mile loop trail at the Lake Hartridge Nature Park o 1.5 miles of trail on Lake Howard o 3.6 mile Chain of Lakes Trail

Appendix A: Community Meeting & Workshop Summary Reports

Downtown Winter Haven Public Workshop — Thursday, December 9, 2021

Downtown Winter Public Workshop	Thursday, December 9, 2021	Winter Haven Garden Center

The public workshop took place on Thursday, December 9, 2021 at the Winter Haven Garden Center, and provided community stakeholders with an opportunity to identify strategic priorities. Approximately 18 participants attended the workshop. A summary list of public input by topic is provided below.

Redevelopment Administration:

a. CRA Advocate (not an employee)
b. Contract maintenance staff specific to CRA District
c. Hire Consultant to develop business improvement district
d. CRA employee that exclusively handles CRA programs and projects

Redevelopment Policy:

a. Streetscaping Maintenance
b. Strictly enforce code violations (business)
c. Enforce violations and collect code enforcement fees
d. Utilize alleys for event space (after they are improved)
e. Focus on other areas outside the core for beautification, programs and projects

Economic Development:

a. Address clouded title
b. Work force Housing
c. Keep acquiring government funding for programs and projects
d. Paint the Downtown water tower. Beautify and focus marketing efforts here
e. Partner with SBA to provide business support services for new business program

Public Facilities and Services:

a. More parking
b. Second parking garage
c. Streetscape modernization
d. Budget to redevelop public spaces
e. Social Services to assist homeless (priority)
f. Create tree canopy and include tree maintenance
g. Directional Parking Signage throughout the downtown
h. Big Belly Trashcan Receptacles (Smart Trash). Multi-purpose
i. Renovations to extend useable life (dedicated funding) of building and projects
j. Look into added enhancements and improvements to current incentive programs

Land Use:

a. Reflect the goals
b. Master Plan Downtown
c. Soccer turf, field 5v5, 3v3 for downtown
d. Flexibility in regulations for innovative combinations of uses and physical aspects (structures, placement, access)
e. Prioritize funding acquisitions/studies for trail development and connectivity. Extended trail connectivity south to Field House and other adjacent trail systems (Lake Howard and Lake Elbert. Continue efforts to achieve these priorities through Land Acquisition.

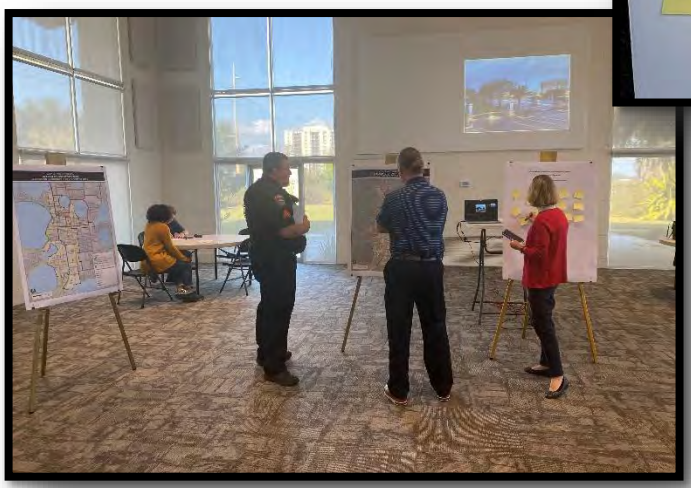
Housing

a. Apartments
b. Homeless shelter and support
c. Address homeless infrastructure
d. Encourage multi-family developments
e. Promote mix use and explore other opportunities
f. Continued investment in residential areas – transformative

Historic Preservation:

a. Historic survey
b. Highlight heritage
c. Spotlight the historic places
d. Historic Preservation Incentive Program
e. Pay closer attention to history preservation





The Greater Winter Haven Chamber of Commerce February Lunch and Learn session focused on an update to the 2000 Community Redevelopment Area (CRA) Plan for the Downtown CRA. City Manager Mike Herr kicked off the event discussing the Plan update and its significance to the economic future of the Downtown District. The Central Florida Regional Planning Council, in partnership with the City of Winter Haven addressed tasks necessary to update the Plan and future opportunities for engagement.



Nearly 50 participants, including public, private and community stakeholders from across the community were present for this event. Attendees were provided with the current goals of the Downtown CRA plan, a community survey, and were asked to identify ideas for the future of the Downtown District. Infrastructure improvements, beautification, neighborhood enhancement, connectivity, and expanded economic development were just a few of the strategies identified by attendees to further opportunities for growth and create a thriving Downtown District. The following is a summary of the comments received from the public workshop.





REDEVELOPMENT DISTRICT: CURRENT ASSETS

1. Lake Silver Park
2. Chain of Lakes Stadium
3. Arabella's Restaurant
4. Walkability
5. Diversity of businesses
6. Farmers Market
7. Library
8. MLK Park and amphitheater
9. Tennis Center
10. Older buildings with charm
11. Grove Roots
12. Ritz Theater
13. Local restaurants Fieldhouse
14. Concerts and festivals
15. Central Avenue Park
16. Lakes
17. Private sector investment in downtown
18. Parking garage
19. Preschool
20. Retail
21. The Magnet School
22. Lake Frontage
23. Coffee shops
24. Maintain: Old Women's Club and Ritz
25. Central Park System

REDEVELOPMENT DISTRICT: BIG IDEAS

1. Safe and affordable residential areas
2. Lighting on side streets
3. Places to draw families, i.e., Chucky Cheese, Bounce House, Putt Putt Golf
4. Central grocery area or neighborhood market
5. More sidewalks
6. Small business Microloan Program
7. More art/murals
8. Better maintenance of existing assets, i.e., sidewalks, parking garage, alleys
9. Wayfinding Program
10. Expanded events
11. New City Hall Plaza
12. Mobility features added
13. Trees/canopy
14. Add connectivity over Hwy 17 to Lake Howard Dock
15. Innovation lab (non-profit/business incubation)
16. Keep going with bikes and walkability
17. Attract B&Bs or boutique hotel
18. Future Botanical Gardens
19. Add modern look to buildings
20. Another option like the lodge
21. Pre-schools
22. A City Square with a new City Hall
23. Lake front businesses
24. Larger and functional city map

Downtown Winter Haven Open House	Monday, April 4, 2022	Winter Haven Public Library



Approximately 21 attendees participated in the scheduled open house, to include residents, business owners, and public and private administrators. The meeting began with a PowerPoint presentation that included a brief overview of the purpose of community redevelopment areas, the goals of the current redevelopment plan, current activities and programs within the downtown district, and community survey results. Participants were provided with handouts that featured the current redevelopment goals and identified redevelopment plan accomplishments achieved over time. CFRPC staff guided participants through three breakout sessions where respondents were asked to identify catalyst sites, and propose program and project priorities. Following the breakout sessions participants were asked to allocate play money to three areas of priority, with a fourth option identified as "Other" for programs and or projects not listed. A summary of proposed priorities is provided below.

Attendees were asked to prioritize projects through an exercise called "Show me the money". Attendees were provided with $100 of play money to deposit into one of four boxes titled:

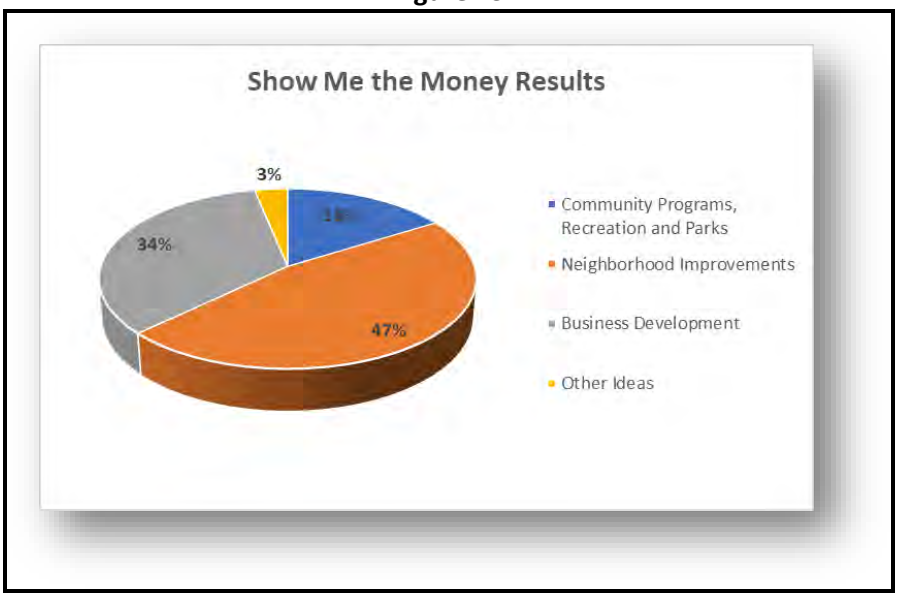
- Community Programs, Recreation and Parks
- Neighborhood Improvements
- Business Development
- Other Ideas





Results of the survey are shown below. The majority of participants allocated 47 percent of funds to Neighborhood Improvements followed by Business Development (34 percent), Community Programs, Recreation and Parks (16 percent) and Other Ideas (3 percent).

Figure 13



Consistent with the identified goals and objectives of the CRA Plan, project priorities include:

Increasing Revitalization Efforts

Advancing Business Development Strategies

Affordable Housing and Additional Housing Options

Expanding Community Programming

Downtown Winter Haven Open House | Monday, May 16, 2022 | Winter Haven Public Library

A community open house was held Monday May 16, 2022, to discuss the draft Winter Haven Downtown CRA Plan update. Approximately 12 attendees participated in the event. The meeting began with a PowerPoint presentation that included an overview of the proposed Downtown CRA Plan, proposed goals and objectives, current activities and programs within the downtown district, and community survey results. Participants were asked to comment on proposed catalyst sites and opportunities, project priorities and program priorities. The following is a summary of the comments received.

Goals and Objectives of the Winter Haven Downtown Community Redevelopment Agency:

a. Ice cream shops needed
b. Wayfinding for parking garage
c. Gateways into the city is important
d. Enhanced security at parking garage
e. Expansion of outdoor dining options
f. Kid friendly family centered Downtown
g. Shade, lighting, and benches at the skate park
h. Address blighting south of the Downtown Core
i. Grove roots to Central Ave is a high activity area
j. Support the National Guard Armory and Women's Club
k. Shuffleboard court improvements (covers, benches, fans)
l. Street lighting innovation/improvement for beautification
m. Roundabouts on East 6th Street & Central and Lake Howard & Ave D
n. More planning for livable, work play environments in the Downtown
o. More parking (for every parking space through private development, an additional parking space should be made available for public use)

Redevelopment Improvement Programs, Activities, and Opportunities:

a. Small business incubators for targeted retail
b. Sections of greenspace to balance brick and mortar in downtown area
c. Planned development/aesthetic improvement to strip retail along Hwy 17
d. Community awareness program to target disparities in economic/racial/healthcare imbalances
e. Illegal dumping contributing to trash related code enforcement issues for downtown businesses

Catalyst Sites and Projects:

a. Dry cleaners
b. Popup market
c. Mini grocery store
d. Commissary kitchen/community kitchen
e. Neighborhood market and culinary food hub
f. Retail development along Hwy 17 to include Citi Centre (Macy's)

Copy of Notice, Agenda, and PowerPoint Presentation

A copy of the public notice for the May 16, 2022 Community Open House is provided below. Additionally, postcard and email distributions were sent, along with postings to various social media platforms.

~ PRESS RELEASE ~ PRESS RELEASE ~ PRESS RELEASE ~ PRESS RELEASE ~

For Immediate Release
May 2, 2022

Press Release Contact:
Beneshea Frazier,
Central Florida Regional Planning Council
(863) 534-7130 ext. 141

Winter Haven seeks Community Input about the future of Downtown...

Winter Haven, FL – The Downtown Winter Haven Redevelopment Agency, the City of Winter Haven, and the Central Florida Regional Planning Council invite the public to attend an open house on Monday, May 16, 2022, at the Winter Haven Public Library to discuss the future of the Downtown area. Topics will include expanded economic and business development, neighborhood enhancement, and infrastructure improvements. Input will be used to help shape an update of the Downtown Community Redevelopment Plan.

Community Open House

Topic: Downtown Winter Haven Open to discuss the future of the Downtown Area

When: Monday, May 16, 2022, 5:30 PM to 7:30 PM
A presentation of the Draft CRA Plan Update will be provided at 6:00 PM.

Where: Winter Haven Public Library
325 Avenue A NW, Winter Haven FL, 33881

If you have any questions, please contact Deena Ware at dnware@mywinterhaven.com or at (863) 291-5600 extension 243 or Beneshea Frazier at bfrazier@cfrpc.org or at (863) 534-7130 extension 141.

In compliance with the Americans with Disabilities Act (ADA), anyone who needs a special accommodation to participate in this workshop should notify the City of Winter Haven (863) 291-5600 least 48 hours in advance of the scheduled meeting.

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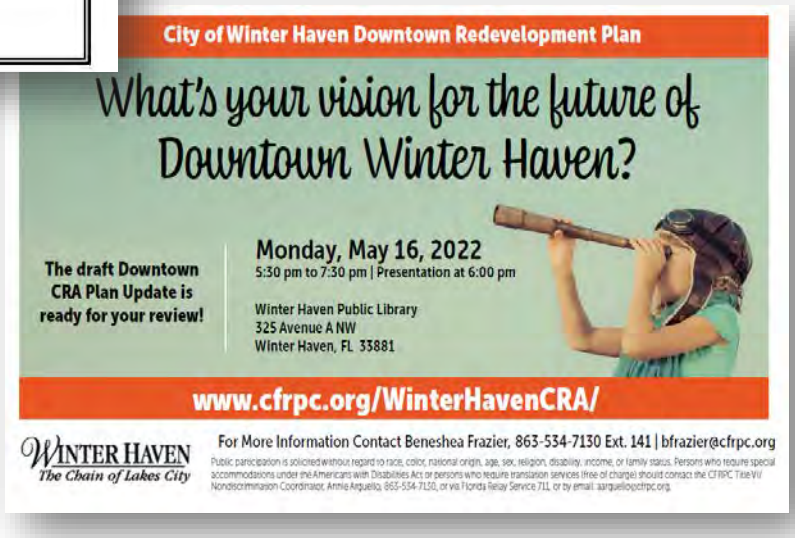
Downtown Winter Haven District Open House
Update of Community Redevelopment Plan

Monday, May 16, 2022/5:30p.m. to 7:30 p.m.
Presentation scheduled to take place at 6:00 PM

Winter Haven Public Library
325 Avenue A NW, Winter Haven FL, 33881

AGENDA

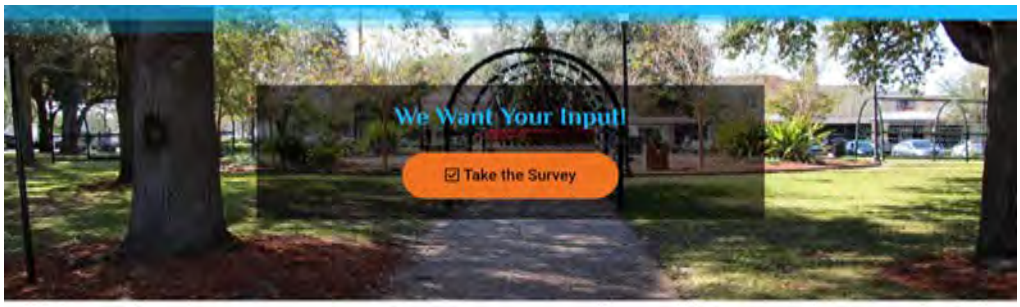
1. **SIGN-IN, ACTIVITY BOARDS**
   - Downtown CRA Map (landmarks)
   - Downtown CRA Project Map
   - Goals and Objectives
2. **DOWNTOWN WINTER HAVEN DISTRICT POWERPOINT**
   - CRA Purpose
   - Current Projects
   - Achievements
3. **COMMUNITY INPUT**
   - Proposed catalyst sites and opportunities **(Station 1)**
   - Proposed project priorities **(Station 2)**
   - Proposed program priorities **(Station 3)**

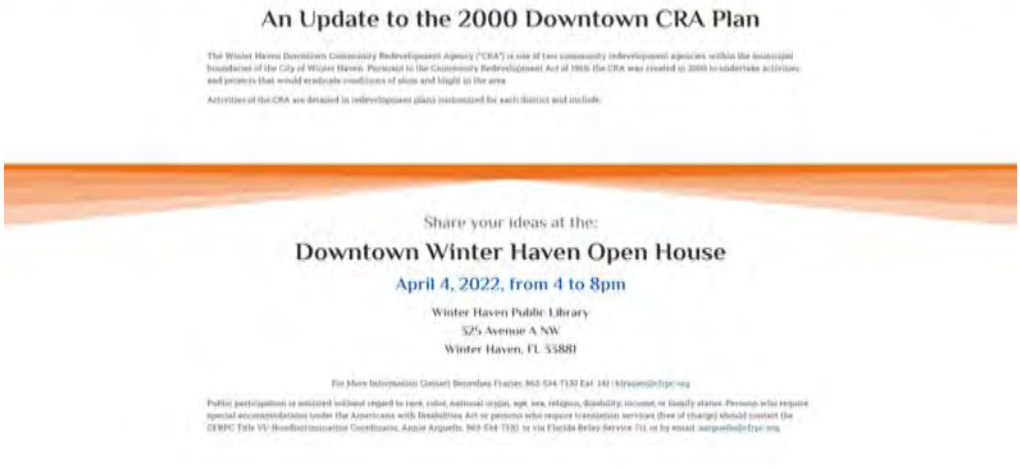


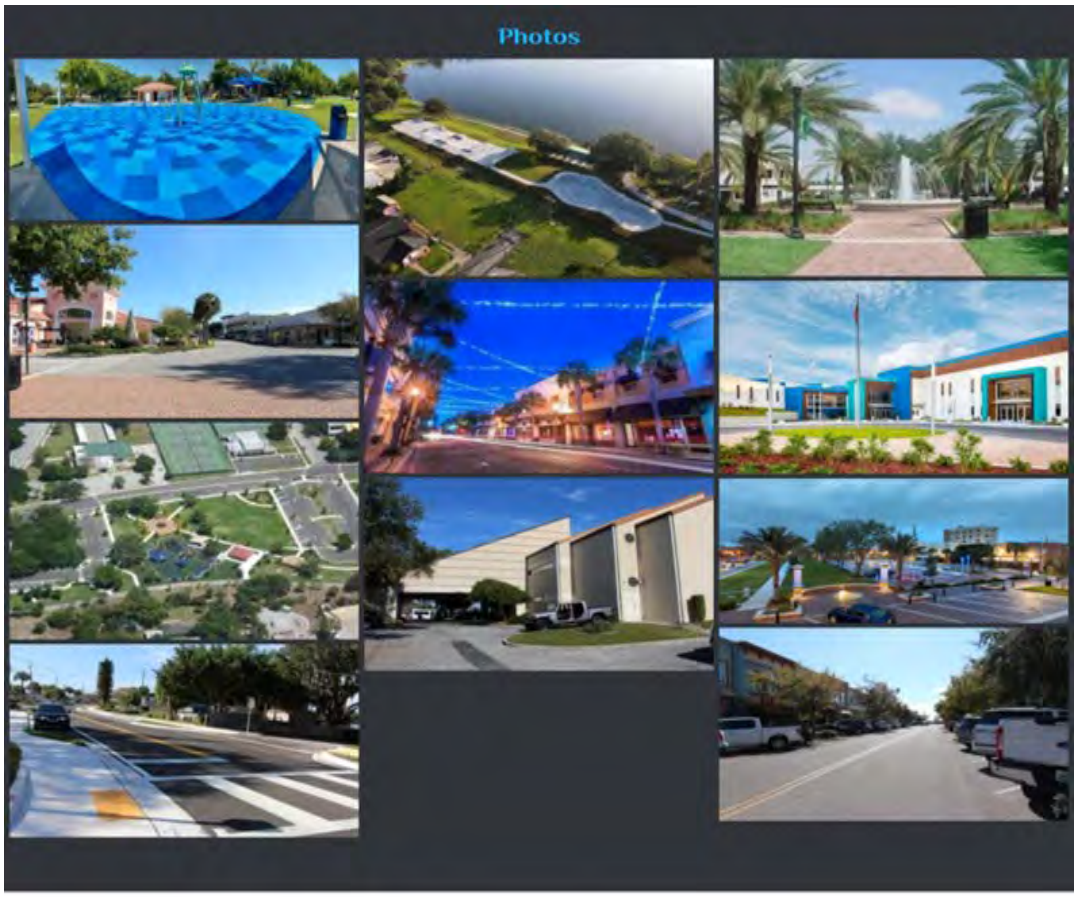
Screenshot of the Project Webpage

A project webpage was created to keep stakeholders informed of project updates and allow for additional opportunities to review proposed plan material. The project website also includes a link to proposed pan concepts, an online community survey, 2000 Downtown Redevelopment Plan and boundary map. Weblink to the project's website is here: www.cfrpc.org/winterhavencra.









Documents

Download The 2000 CRA Downtown Redevelopment Plan (mywinterhaven.com)

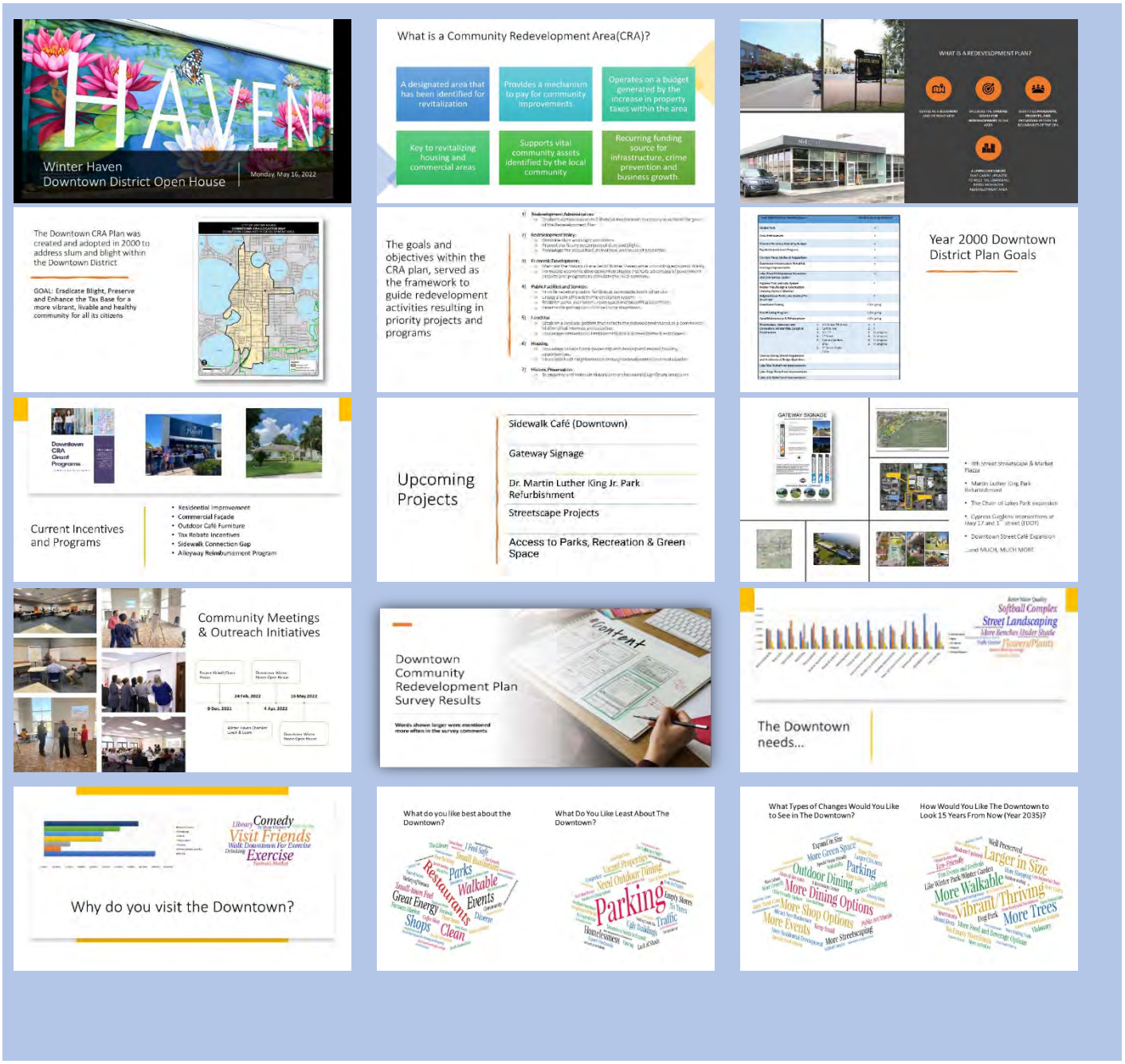
Download The Winter Haven Downtown CRA Boundary Map

Visit The City of Winter Haven CRA Website

Presentation

The PowerPoint Presentation below was provided as part of the opening of the May 16, 2022 Community Open House. The presentation included the following:

- A brief overview of the purpose of CRAs
- An overview of the current the CRA Plan
- Current Activities and Programs within the Downtown CRA
- Past, Present and Planned Projects and Programs in the CRA
- Community Survey Results




What is Your Favorite Feature of The Downtown?
Is there anything missing from the Downtown? If yes, what?
Restaurants
Central Park
Art
Well Maintained Parks
Quaint
The Fountain
More Landscaping
Grocery Store
Specialty Stores
Outdoor Dining
Lighting
Art
Parking
Family Friendly Activities
More Restaurants
More Housing
Sidewalk Cafe


Does The Downtown Need More Businesses? If Yes, What Type?
Does The Downtown Need More Residences? If Yes, What Type?
More Shops
Pre-School
Specialty Restaurants
All types
Events and Fun
Small Businesses
Apartments
Condos
Lofts
No
Townhomes
Multi-family
Over 55
All Types
Cottages

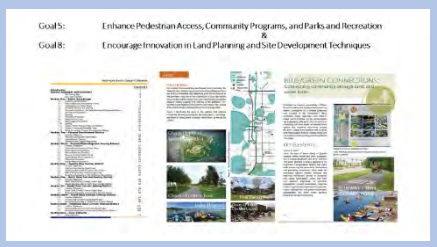

What Types of Improvements Would You Like to See Made to Parks Within The Downtown, if Any?
More Art
Lighting
More Shade
Dog Park
Wifi
None
More Landscaping
More benches
Play Area For Kids


Downtown District Draft CRA Plan Goals
Goal 1: Enhance Economic Development by Supporting Existing Businesses and Attracting New Investment to the Downtown District
Goal 2: Formulate Economic Development Strategies That Take Advantage of Existing and Proposed Government Projects and Programs
Goal 3: Expand Neighborhood Development and Revitalization Efforts
Goal 4: Encourage Private Home Ownership, and Develop and Market Housing Opportunities Within the Redevelopment Area
Goal 5: Enhance Pedestrian Access, Community Programs, and Parks and Recreation
Goal 6: Re-Establish Old Neighborhoods Through Redevelopment and Revitalization of Housing Stock
Goal 7: Continue to Advance Smart City Opportunities, Strategies, and Partnerships
Goal 8: Encourage Innovation in Land Planning and Site Development Techniques

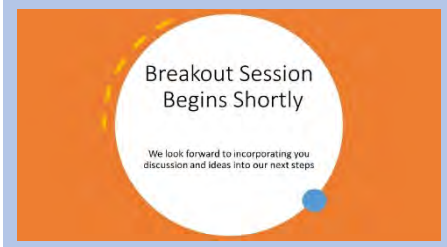

Goal 1:
Goal 2:
CITY OF SOUTH DAYTONA
TARGETED BUSINESS PROGRAM


Goal 3: Expand Neighborhood Development and Revitalization Efforts
WINTER HAVEN


Goal 4: Encourage Private Home Ownership, and Develop and Market Housing Opportunities Within the Redevelopment Area
&
Goal 6: Re-Establish Old Neighborhoods Through Redevelopment and Revitalization of Housing Stock
REHABILITATION PROGRAM


Goal 5: Enhance Pedestrian Access, Community Programs, and Parks and Recreation
&
Goal 8: Encourage Innovation in Land Planning and Site Development Techniques


Goal 7: Continue to Advance Smart City Opportunities, Strategies, and Partnerships
DORAL


Breakout Session Begins Shortly
We look forward to incorporating you discussion and ideas into our next steps


Thank you for your participation!
Project Contact Information
City of Winter Haven
Eric Labbe, Director
Department of Economic Opportunity & Community Investment
elabbe@cityofwinterhaven.com
Central Florida Regional Planning Council
Benechea Frazier,
863-534-7130 Ext. 141 | bfrazier@cfrpc.org

Community Comments

Recommendations were gathered from community stakeholders and compiled utilizing survey data, and information gained through outreach efforts. Proposals presented below reflect areas of particular interest participants would like to see addressed during the redevelopment process to include programming efforts and future development considerations.

1. Traffic
2. Lighting
3. Driving
4. Congestion
5. Broadband
6. Pre-schools
7. Flexible code
8. Safety issues
9. Late night noise
10. Gateway features
11. Illegal dumping
12. More sidewalks
13. Lack of night life
14. More attractions
15. Charging stations
16. Affordable Housing
17. Signage/wayfinding
18. Need more red lights
19. Bring in more people
20. Lake front businesses
21. Lack of trees/canopy
22. Overhead Power Lines
23. Free shuttle downtown
24. Active code enforcement
25. Dining options (outdoor)
26. Plan around Smart Cities
27. 1st Street is not walkable
28. Environmental concerns
29. Flexible land use patterns
30. Future Botanical Gardens
31. Add modern look to buildings
32. Empty stores, few stores of interest
33. Needs more events (cultural diversity)
34. Lack of Police attention in the evenings
35. Parking (no parking during events, lack of parking, too many surface lots
36. Needs to expand footprint (bigger)
37. Family focused entertainment options
38. Central grocery/neighborhood market
39. Small business Microloan Program
40. More art/murals
41. Better maintenance of existing assets, i.e., sidewalks, parking garage, alleys
42. Mobility features added
43. Add connectivity over Hwy 17 to Lake Howard Dock
44. More bike trails and walkability
45. Attract B&Bs or boutique hotel
46. A City Square with a new City Hall
47. Larger and functional city map
48. Expanded senior and youth programing
49. Expanded homeless assistance programing
50. Expanded Residential Improvement program
51. Planned Development/aesthetic improvement to retail along HW17
52. Add sections of green space to balance brick and mortar in downtown area
53. Social innovation lab/business incubation for targeted retail/service industries
54. Community awareness program to target disparities
55. Address blight south of the Downtown Core
56. Shuffleboard court improvements
57. Roundabouts on E 6th Street & Central and Lake Howard & Ave D
58. Shade, lighting, and benches at the skate park
59. Support the National Guard Armory and Women's Club

Appendix B: Community Survey Overview

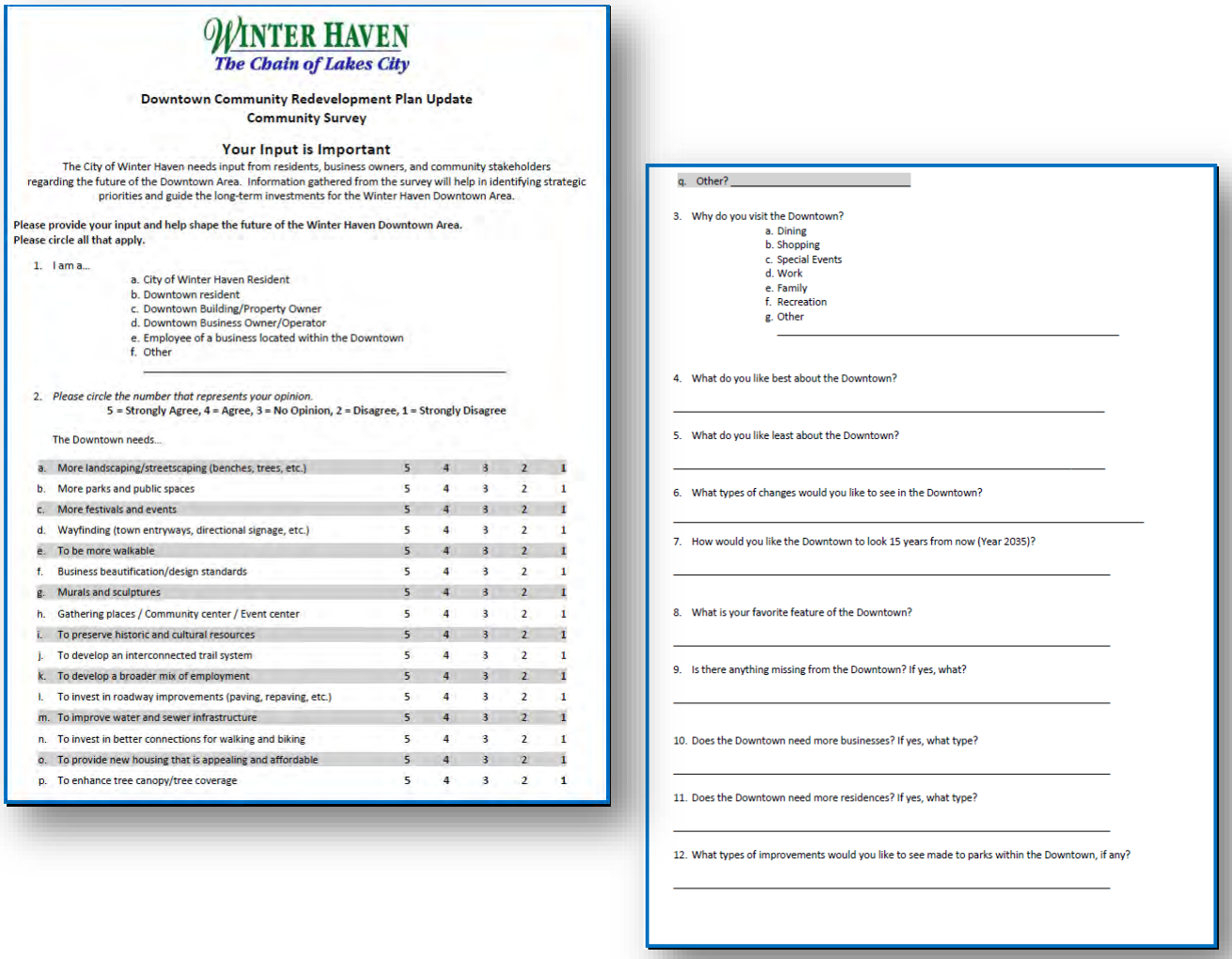
To receive feedback on community priorities and needed improvements within the Winter Haven Downtown CRA a web-based survey was conducted. Survey information was distributed during the February 24, 2022 Winter Haven Chamber of Commerce Lunch and Learn, through press release, and survey postcard distribution. The postcards included both English and Spanish versions with a QR link to the survey. Additionally, survey information was posted on the City and Chamber website, through the city's neighborhood hub platform "Nextdoor", email distributions and through the project's website. A copy of the postcard is provided below.





Copy of Web-Based CRA Community Survey

An online community survey was designed through the website Survey Monkey. The community survey has both an online and a written version that featured 12 questions; three of the questions are multiple choice with the remaining nine questions being open ended or fill in the blank.



WINTER HAVEN
The Chain of Lakes City

Downtown Community Redevelopment Plan Update
Community Survey

Your Input is Important

The City of Winter Haven needs input from residents, business owners, and community stakeholders regarding the future of the Downtown Area. Information gathered from the survey will help in identifying strategic priorities and guide the long-term investments for the Winter Haven Downtown Area.

Please provide your input and help shape the future of the Winter Haven Downtown Area.
Please circle all that apply.

1. I am a...
   a. City of Winter Haven Resident
   b. Downtown resident
   c. Downtown Building/Property Owner
   d. Downtown Business Owner/Operator
   e. Employee of a business located within the Downtown
   f. Other _____

2. *Please circle the number that represents your opinion.*
   5 = Strongly Agree, 4 = Agree, 3 = No Opinion, 2 = Disagree, 1 = Strongly Disagree

The Downtown needs...

a.	More landscaping/streetscaping (benches, trees, etc.)	5	4	3	2	1
b.	More parks and public spaces	5	4	3	2	1
c.	More festivals and events	5	4	3	2	1
d.	Wayfinding (town entryways, directional signage, etc.)	5	4	3	2	1
e.	To be more walkable	5	4	3	2	1
f.	Business beautification/design standards	5	4	3	2	1
g.	Murals and sculptures	5	4	3	2	1
h.	Gathering places / Community center / Event center	5	4	3	2	1
i.	To preserve historic and cultural resources	5	4	3	2	1
j.	To develop an interconnected trail system	5	4	3	2	1
k.	To develop a broader mix of employment	5	4	3	2	1
l.	To invest in roadway improvements (paving, repaving, etc.)	5	4	3	2	1
m.	To improve water and sewer infrastructure	5	4	3	2	1
n.	To invest in better connections for walking and biking	5	4	3	2	1
o.	To provide new housing that is appealing and affordable	5	4	3	2	1
p.	To enhance tree canopy/tree coverage	5	4	3	2	1

q. Other? _____

3. Why do you visit the Downtown?
   a. Dining
   b. Shopping
   c. Special Events
   d. Work
   e. Family
   f. Recreation
   g. Other _____

4. What do you like best about the Downtown?
   _____

5. What do you like least about the Downtown?
   _____

6. What types of changes would you like to see in the Downtown?
   _____

7. How would you like the Downtown to look 15 years from now (Year 2035)?
   _____

8. What is your favorite feature of the Downtown?
   _____

9. Is there anything missing from the Downtown? If yes, what?
   _____

10. Does the Downtown need more businesses? If yes, what type?
    _____

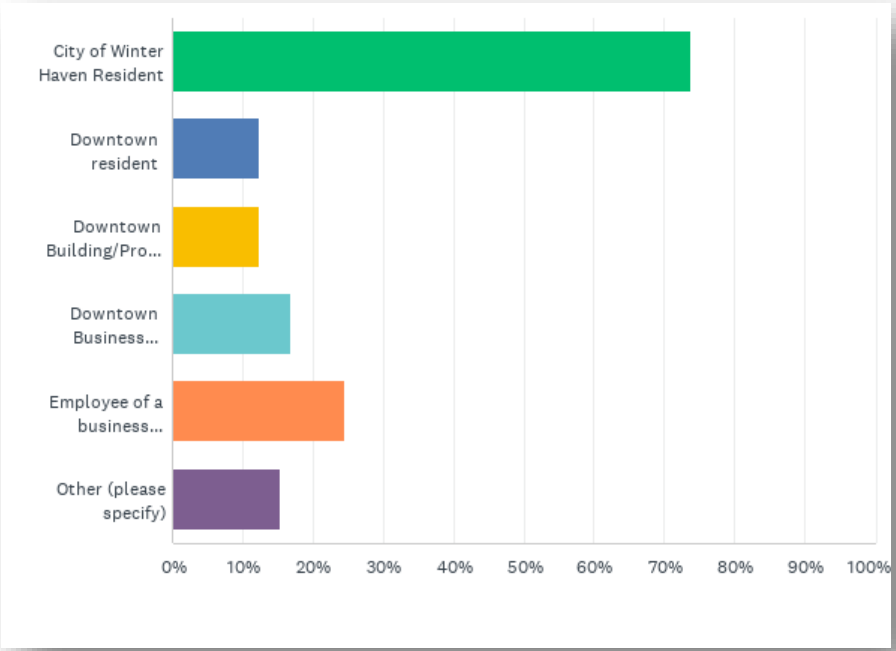
11. Does the Downtown need more residences? If yes, what type?
    _____

12. What types of improvements would you like to see made to parks within the Downtown, if any?
    _____

Results from Web-Based CRA Community Survey

A total of 68 completed surveys were received by the March 22, 2022 deadline. The Community Assessment Survey results are provided below.

Question 1: I am a…



In **Question 1** above, respondents were asked to identify themselves. Responses include:

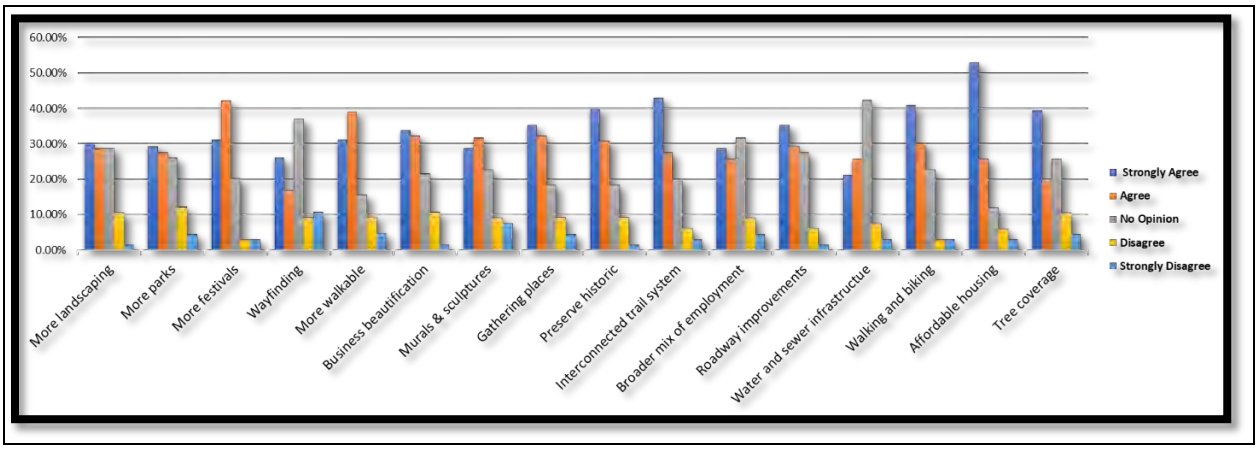
- City of Winter Haven Resident (73.85 percent)
- Downtown resident (12.31 precent)
- Downtown Building/Property Owner (12.31 percent)
- Downtown Business Owner/Operator (16.92 percent)
- Employee of a business located within the Downtown (24.62 percent)

The “Other Category” had a 15.38 percent response rate. Respondents included the following comments for “Other”.

- Retired
- Developer
- City employee
- Auburndale Business
- City Manager/Local Government
- Winter Haven ED Council Employee
- Investor in neighboring cities CBA's/Downtowns
- Long time area resident and business owner in city limits

Question 2: The Downtown needs…

(Please select the number that represents your opinion:
5 = Strongly Agree, 4 = Agree, 3 = No Opinion, 2 = Disagree, 1 = Strongly Disagree)



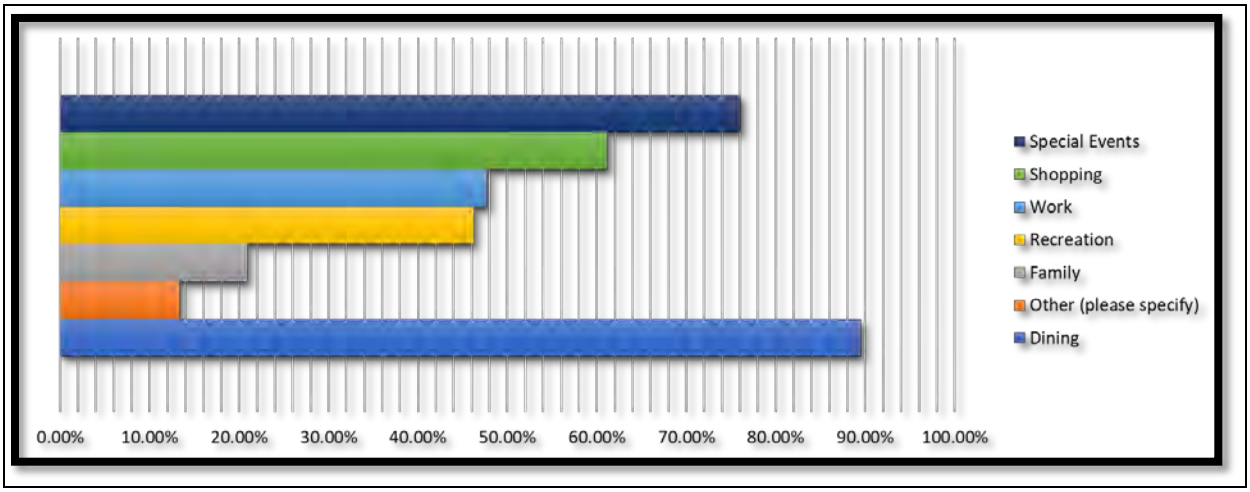
In **Question 2** above, respondents were asked to identify the needs of the Downtown District. Top responses identified as Strongly Agree include:

- More landscaping/streetscaping (30 precent)
- More parks and public spaces (29.23 percent)
- Business beautification/design standards (33.85 percent)
- Gathering places / Community center / Event center (35.38 percent)
- To preserve historic and cultural resources (40 percent)
- To develop an interconnected trail system (43.08 percent)
- To invest in roadway improvements (paving, repaving, etc.) (35.38 percent)
- To invest in better connections for walking and biking (40.91 percent)
- To provide new housing that is appealing and affordable (53.03 percent)
- To enhance tree canopy/tree coverage (39.39 percent)

Respondents included the following comments for “Other”.

- More benches under shades trees
- Flowers/plants
- Softball complex
- Better water quality
- Another parking garage
- Street trees
- Increased safety
- Traffic control

Question 3: Why do you visit the Downtown?



In **Question 3** above, respondents were asked to identify why they visit Downtown Winter Haven. Top three answers include:

- Dinning (89.55 percent)
- Special Events (76.12 percent)
- Shopping (61.19 percent)

The "Other Category" had a 13.43 percent response rate. Respondents included the following comments for "Other".

- Library
- Drinking
- Exercise
- Comedy
- Visit friends
- Walk my dog
- Farmers market
- Walk downtown nightly for exercise
- To show off our downtown to visitors

Downtown Community Redevelopment Plan Survey Results

For Question 4-12, Words shown larger were mentioned more often in the survey comments.

Question 4: What do you like best about the Downtown?



Question 5: What Do You Like Least About the Downtown?



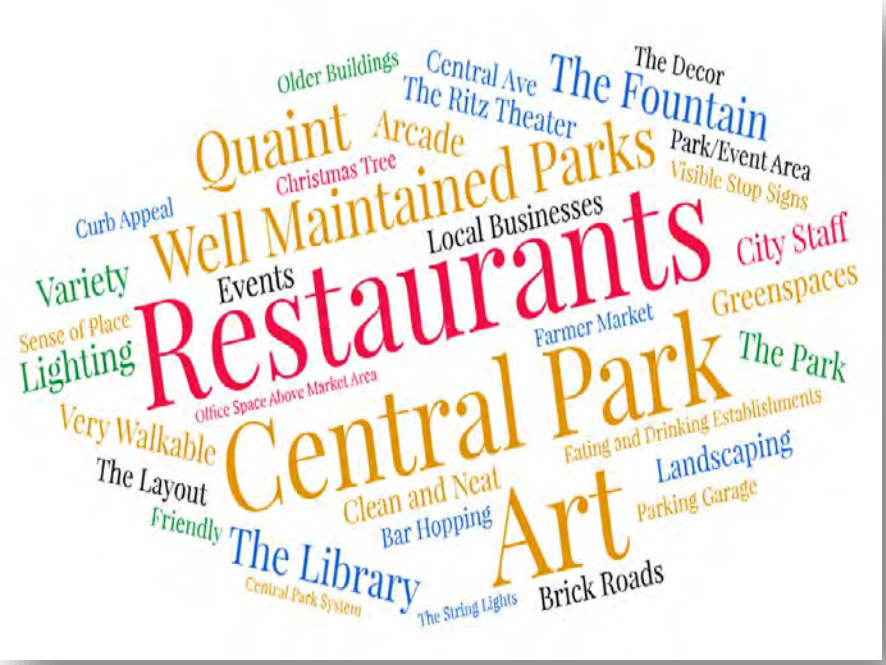
Question 6: What Types of Changes Would You Like to See in The Downtown?



Question 7: How Would You Like the Downtown to Look 15 Years from Now (Year 2035)?



Question 8: What is Your Favorite Feature of The Downtown?



Question 9: Is there anything missing from the Downtown? If yes, what?



Question 10: Does the Downtown Need More Businesses? If Yes, What Type?



Question 11: Does the Downtown Need More Residences? If Yes, What Type?

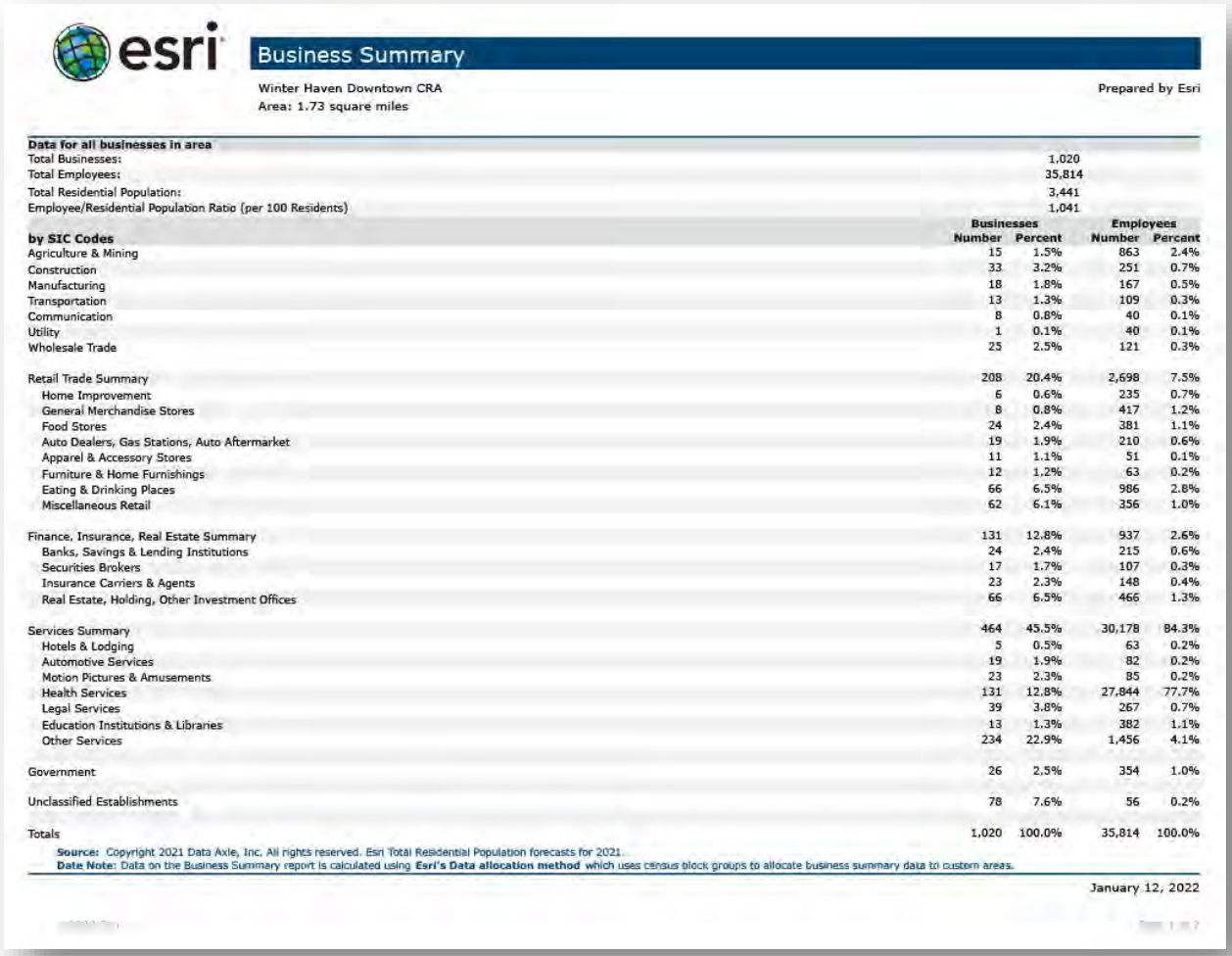


Question 12: What Types of Improvements Would You Like to See Made to Parks Within the Downtown, if Any?



Appendix C: Business Summary

Esri's Business Summary data summarizes the comprehensive list of businesses from Infogroup for select NAICS and SIC summary categories by geography and includes total number of businesses and total number of employees for a trade area.



esri

Business Summary

Winter Haven Downtown CRA
Area: 1.73 square miles

Prepared by Esri

Data for all businesses in area	
Total Businesses:	1,020
Total Employees:	35,814
Total Residential Population:	3,441
Employee/Residential Population Ratio (per 100 Residents)	1,041

	Businesses		Employees	
by SIC Codes	Number	Percent	Number	Percent
Agriculture & Mining	15	1.5%	863	2.4%
Construction	33	3.2%	251	0.7%
Manufacturing	18	1.8%	167	0.5%
Transportation	13	1.3%	109	0.3%
Communication	8	0.8%	40	0.1%
Utility	1	0.1%	40	0.1%
Wholesale Trade	25	2.5%	121	0.3%
Retail Trade Summary	208	20.4%	2,698	7.5%
Home Improvement	6	0.6%	235	0.7%
General Merchandise Stores	8	0.8%	417	1.2%
Food Stores	24	2.4%	381	1.1%
Auto Dealers, Gas Stations, Auto Aftermarket	19	1.9%	210	0.6%
Apparel & Accessory Stores	11	1.1%	51	0.1%
Furniture & Home Furnishings	12	1.2%	63	0.2%
Eating & Drinking Places	66	6.5%	986	2.8%
Miscellaneous Retail	62	6.1%	356	1.0%
Finance, Insurance, Real Estate Summary	131	12.8%	937	2.6%
Banks, Savings & Lending Institutions	24	2.4%	215	0.6%
Securities Brokers	17	1.7%	107	0.3%
Insurance Carriers & Agents	23	2.3%	148	0.4%
Real Estate, Holding, Other Investment Offices	66	6.5%	466	1.3%
Services Summary	464	45.5%	30,178	84.3%
Hotels & Lodging	5	0.5%	63	0.2%
Automotive Services	19	1.9%	82	0.2%
Motion Pictures & Amusements	23	2.3%	85	0.2%
Health Services	131	12.8%	27,844	77.7%
Legal Services	39	3.8%	267	0.7%
Education Institutions & Libraries	13	1.3%	382	1.1%
Other Services	234	22.9%	1,456	4.1%
Government	26	2.5%	354	1.0%
Unclassified Establishments	78	7.6%	56	0.2%
Totals	1,020	100.0%	35,814	100.0%

Source: Copyright 2021 Data Axle, Inc. All rights reserved. Esri Total Residential Population forecasts for 2021.
Date Note: Data on the Business Summary report is calculated using **Esri's Data allocation method** which uses census block groups to allocate business summary data to custom areas.

January 12, 2022

Business Summary

Winter Haven Downtown CRA
Area: 1.73 square miles

Prepared by Esri

by NAICS Codes	Businesses Number	Businesses Percent	Employees Number	Employees Percent
Agriculture, Forestry, Fishing & Hunting	9	0.9%	833	2.3%
Mining	0	0.0%	0	0.0%
Utilities	1	0.1%	20	0.1%
Construction	39	3.8%	303	0.8%
Manufacturing	19	1.9%	109	0.3%
Wholesale Trade	22	2.2%	109	0.3%
Retail Trade	136	13.3%	1,689	4.7%
Motor Vehicle & Parts Dealers	17	1.7%	205	0.6%
Furniture & Home Furnishings Stores	8	0.8%	30	0.1%
Electronics & Appliance Stores	1	0.1%	14	0.0%
Bldg Material & Garden Equipment & Supplies Dealers	6	0.6%	235	0.7%
Food & Beverage Stores	16	1.6%	357	1.0%
Health & Personal Care Stores	26	2.5%	183	0.5%
Gasoline Stations	2	0.2%	4	0.0%
Clothing & Clothing Accessories Stores	15	1.5%	66	0.2%
Sport Goods, Hobby, Book, & Music Stores	11	1.1%	76	0.2%
General Merchandise Stores	8	0.8%	417	1.2%
Miscellaneous Store Retailers	17	1.7%	93	0.3%
Nonstore Retailers	9	0.9%	7	0.0%
Transportation & Warehousing	12	1.2%	107	0.3%
Information	23	2.3%	198	0.6%
Finance & Insurance	68	6.7%	485	1.4%
Central Bank/Credit Intermediation & Related Activities	25	2.5%	221	0.6%
Securities, Commodity Contracts & Other Financial	19	1.9%	111	0.3%
Insurance Carriers & Related Activities; Funds, Trusts &	24	2.4%	153	0.4%
Real Estate, Rental & Leasing	64	6.3%	423	1.2%
Professional, Scientific & Tech Services	112	11.0%	652	1.8%
Legal Services	43	4.2%	286	0.8%
Management of Companies & Enterprises	3	0.3%	11	0.0%
Administrative & Support & Waste Management & Remediation	25	2.5%	222	0.6%
Educational Services	14	1.4%	366	1.0%
Health Care & Social Assistance	161	15.8%	28,182	78.7%
Arts, Entertainment & Recreation	16	1.6%	79	0.2%
Accommodation & Food Services	75	7.4%	1,061	3.0%
Accommodation	5	0.5%	63	0.2%
Food Services & Drinking Places	69	6.8%	998	2.8%
Other Services (except Public Administration)	119	11.7%	557	1.6%
Automotive Repair & Maintenance	17	1.7%	74	0.2%
Public Administration	26	2.5%	354	1.0%
Unclassified Establishments	78	7.6%	54	0.2%
Total	1,020	100.0%	35,814	100.0%

Source: Copyright 2021 Data Axle, Inc. All rights reserved. Esri Total Residential Population forecasts for 2021.
Date Note: Data on the Business Summary report is calculated using **Esri's Data allocation method** which uses census block groups to allocate business summary data to custom areas.

January 12, 2022

Appendix D: Retail Market Potential

Esri's U.S. Retail MarketPlace data provides a direct comparison between retail sales and consumer spending by industry and measures the gap between supply and demand. For this report, a 1-mile, 2-mile, and 3-mile radius comparison was used.



esri

Retail MarketPlace Profile

Downtown Winter Haven, Winter Haven, Florida
Ring: 1 mile radius

Prepared by Esri
Latitude: 28.02231
Longitude: -81.73039

Summary Demographics	
2021 Population	6,118
2021 Households	2,773
2021 Median Disposable Income	$26,973
2021 Per Capita Income	$20,581

NOTE: This database is in mature status. While the data are presented in current year geography, all supply- and demand-related estimates remain vintage 2017.

2017 Industry Summary	NAICS	Demand (Retail Potential)	Supply (Retail Sales)	Retail Gap	Leakage/Surplus Factor	Number of Businesses
Total Retail Trade and Food & Drink	44-45,722	$52,524,167	$319,880,390	-$267,356,223	-71.8	185
Total Retail Trade	44-45	$47,543,986	$279,084,858	-$231,540,872	-70.9	128
Total Food & Drink	722	$4,980,181	$40,795,532	-$35,815,351	-78.2	57
2017 Industry Group	**NAICS**	**Demand (Retail Potential)**	**Supply (Retail Sales)**	**Retail Gap**	**Leakage/Surplus Factor**	**Number of Businesses**
Motor Vehicle & Parts Dealers	441	$10,077,276	$30,837,267	-$20,759,991	-50.7	13
Automobile Dealers	4411	$8,039,121	$20,566,913	-$12,527,792	-43.8	4
Other Motor Vehicle Dealers	4412	$1,150,218	$3,323,498	-$2,173,280	-48.6	1
Auto Parts, Accessories & Tire Stores	4413	$887,937	$6,946,856	-$6,058,919	-77.3	8
Furniture & Home Furnishings Stores	442	$1,659,576	$11,105,796	-$9,446,220	-74.0	10
Furniture Stores	4421	$947,302	$8,162,358	-$7,215,056	-79.2	6
Home Furnishings Stores	4422	$712,274	$2,943,438	-$2,231,164	-61.0	4
Electronics & Appliance Stores	443	$1,333,933	$3,288,554	-$1,954,621	-42.3	3
Bldg Materials, Garden Equip. & Supply Stores	444	$2,946,176	$35,455,450	-$32,509,274	-84.7	6
Bldg Material & Supplies Dealers	4441	$2,714,093	$34,548,843	-$31,834,750	-85.4	5
Lawn & Garden Equip & Supply Stores	4442	$232,083	$906,607	-$674,524	-59.2	1
Food & Beverage Stores	445	$8,727,874	$56,034,947	-$47,307,073	-73.0	17
Grocery Stores	4451	$7,954,222	$52,630,206	-$44,675,984	-73.7	8
Specialty Food Stores	4452	$367,496	$3,116,478	-$2,748,982	-78.9	8
Beer, Wine & Liquor Stores	4453	$406,156	$288,263	$117,893	17.0	1
Health & Personal Care Stores	446,4461	$3,278,188	$25,642,249	-$22,364,061	-77.3	16
Gasoline Stations	447,4471	$5,022,772	$20,605,819	-$15,583,047	-60.8	7
Clothing & Clothing Accessories Stores	448	$2,324,929	$5,590,802	-$3,265,873	-41.3	13
Clothing Stores	4481	$1,581,673	$2,823,315	-$1,241,642	-28.2	8
Shoe Stores	4482	$356,253	$0	$356,253	100.0	0
Jewelry, Luggage & Leather Goods Stores	4483	$387,002	$2,628,029	-$2,241,027	-74.3	5
Sporting Goods, Hobby, Book & Music Stores	451	$1,132,589	$13,808,312	-$12,675,723	-84.8	11
Sporting Goods/Hobby/Musical Instr Stores	4511	$925,453	$12,244,705	-$11,319,252	-85.9	9
Book, Periodical & Music Stores	4512	$207,137	$1,563,607	-$1,356,470	-76.6	2
General Merchandise Stores	452	$7,830,217	$54,613,516	-$46,783,299	-74.9	7
Department Stores Excluding Leased Depts.	4521	$5,417,863	$51,513,077	-$46,095,214	-81.0	4
Other General Merchandise Stores	4529	$2,412,354	$3,100,438	-$688,084	-12.5	2
Miscellaneous Store Retailers	453	$1,953,857	$21,993,710	-$20,039,853	-83.7	25
Florists	4531	$75,403	$1,159,620	-$1,084,217	-87.8	4
Office Supplies, Stationery & Gift Stores	4532	$407,527	$15,053,752	-$14,646,225	-94.7	5
Used Merchandise Stores	4533	$428,475	$3,084,125	-$2,655,650	-75.6	11
Other Miscellaneous Store Retailers	4539	$1,042,452	$2,696,213	-$1,653,761	-44.2	5
Nonstore Retailers	454	$1,256,599	$108,435	$1,148,164	84.1	1
Electronic Shopping & Mail-Order Houses	4541	$1,053,331	$0	$1,053,331	100.0	0
Vending Machine Operators	4542	$21,423	$0	$21,423	100.0	0
Direct Selling Establishments	4543	$181,845	$108,435	$73,410	25.3	1
Food Services & Drinking Places	722	$4,980,181	$40,795,532	-$35,815,351	-78.2	57
Special Food Services	7223	$83,506	$76,081	$7,425	4.7	1
Drinking Places - Alcoholic Beverages	7224	$380,067	$1,367,836	-$987,769	-56.5	4
Restaurants/Other Eating Places	7225	$4,516,608	$39,351,615	-$34,835,007	-79.4	52

Data Note: Supply (retail sales) estimates sales to consumers by establishments. Sales to businesses are excluded. Demand (retail potential) estimates the expected amount spent by consumers at retail establishments. Supply and demand estimates are in current dollars. The Leakage/Surplus Factor presents a snapshot of retail opportunity. This is a measure of the relationship between supply and demand that ranges from +100 (total leakage) to -100 (total surplus). A positive value represents 'leakage' of retail opportunity outside the trade area. A negative value represents a surplus of retail sales, a market where customers are drawn in from outside the trade area. The Retail Gap represents the difference between Retail Potential and Retail Sales. Esri uses the North American Industry Classification System (NAICS) to classify businesses by their primary type of economic activity. Retail establishments are classified into 27 industry groups in the Retail Trade sector, as well as four industry groups within the Food Services & Drinking Establishments subsector. For more information on the Retail MarketPlace data, please click the link below to view the Methodology Statement.
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January 12, 2022

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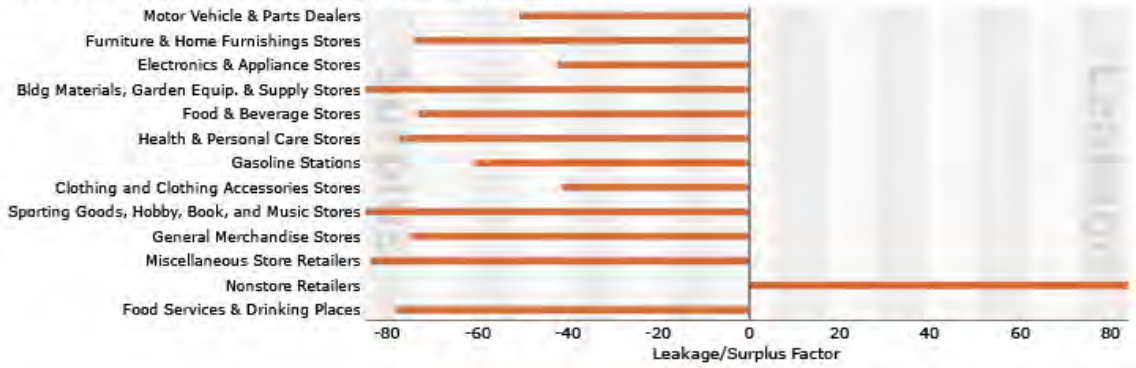
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Retail MarketPlace Profile

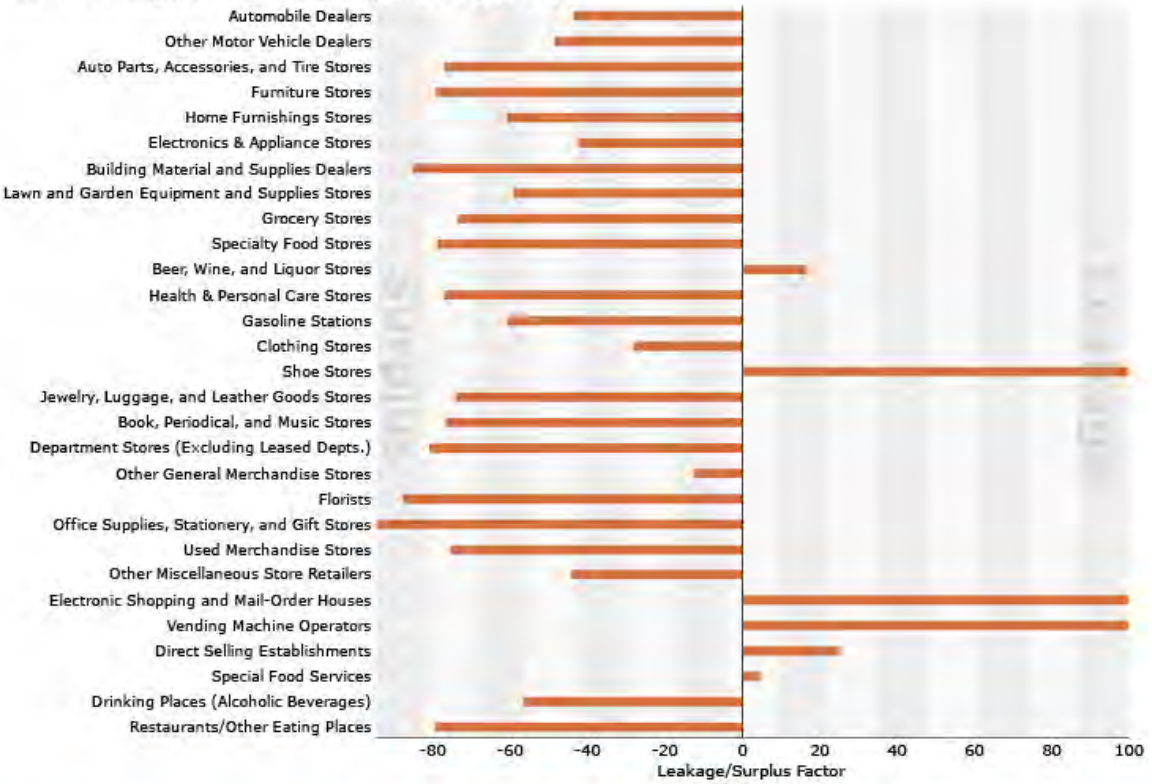
Downtown Winter Haven, Winter Haven, Florida
Ring: 1 mile radius

Prepared by Esri

2017 Leakage/Surplus Factor by Industry Subsector



2017 Leakage/Surplus Factor by Industry Group



Source: Esri and Data Axle. Esri 2021 Updated Demographics. Esri 2017 Retail MarketPlace. ©2021 Esri. ©2017 Data Axle, Inc. All rights reserved.

January 12, 2022

Retail MarketPlace Profile

Downtown Winter Haven, Winter Haven, Florida
Ring: 2 mile radius

Prepared by Esri
Latitude: 28.02218
Longitude: -81.73134

Summary Demographics	
2021 Population	27,444
2021 Households	11,267
2021 Median Disposable Income	$36,623
2021 Per Capita Income	$24,087

NOTE: This database is in mature status. While the data are presented in current year geography, all supply- and demand-related estimates remain vintage 2017.

2017 Industry Summary	NAICS	Demand (Retail Potential)	Supply (Retail Sales)	Retail Gap	Leakage/Surplus Factor	Number of Businesses
Total Retail Trade and Food & Drink	44-45,722	$266,566,879	$648,354,725	-$381,787,846	-41.7	353
Total Retail Trade	44-45	$241,680,803	$558,911,188	-$317,230,385	-39.6	234
Total Food & Drink	722	$24,886,076	$89,443,537	-$64,557,461	-56.5	119
2017 Industry Group	**NAICS**	**Demand (Retail Potential)**	**Supply (Retail Sales)**	**Retail Gap**	**Leakage/Surplus Factor**	**Number of Businesses**
Motor Vehicle & Parts Dealers	441	$52,374,455	$100,162,221	-$47,787,766	-31.3	33
Automobile Dealers	4411	$41,754,218	$77,048,276	-$35,294,058	-29.7	15
Other Motor Vehicle Dealers	4412	$6,106,516	$10,241,304	-$4,134,788	-25.3	4
Auto Parts, Accessories & Tire Stores	4413	$4,513,721	$12,872,641	-$8,358,920	-48.1	15
Furniture & Home Furnishings Stores	442	$8,504,649	$14,678,169	-$6,173,520	-26.6	15
Furniture Stores	4421	$4,769,355	$9,813,127	-$5,043,772	-34.6	8
Home Furnishings Stores	4422	$3,735,294	$4,865,042	-$1,129,748	-13.1	7
Electronics & Appliance Stores	443	$6,709,891	$6,768,364	-$58,473	-0.4	8
Bldg Materials, Garden Equip. & Supply Stores	444	$16,165,527	$52,847,098	-$36,681,571	-53.2	12
Bldg Material & Supplies Dealers	4441	$14,853,599	$51,770,921	-$36,917,322	-55.4	11
Lawn & Garden Equip & Supply Stores	4442	$1,311,929	$1,076,177	$235,752	9.9	2
Food & Beverage Stores	445	$43,155,631	$140,371,325	-$97,215,694	-53.0	35
Grocery Stores	4451	$39,323,600	$130,450,865	-$91,127,265	-53.7	19
Specialty Food Stores	4452	$1,811,479	$7,678,090	-$5,866,611	-61.8	13
Beer, Wine & Liquor Stores	4453	$2,020,552	$2,242,370	-$221,818	-5.2	2
Health & Personal Care Stores	446,4461	$16,514,648	$40,227,903	-$23,713,255	-41.8	25
Gasoline Stations	447,4471	$25,469,188	$36,412,293	-$10,943,105	-17.7	14
Clothing & Clothing Accessories Stores	448	$11,559,467	$8,075,244	$3,484,223	17.7	20
Clothing Stores	4481	$7,873,325	$4,388,384	$3,484,941	28.4	13
Shoe Stores	4482	$1,770,243	$435,029	$1,335,214	60.5	1
Jewelry, Luggage & Leather Goods Stores	4483	$1,915,898	$3,251,831	-$1,335,933	-25.9	6
Sporting Goods, Hobby, Book & Music Stores	451	$5,731,140	$19,383,505	-$13,652,365	-54.4	17
Sporting Goods/Hobby/Musical Instr Stores	4511	$4,719,710	$14,901,118	-$10,181,408	-51.9	13
Book, Periodical & Music Stores	4512	$1,011,429	$4,482,387	-$3,470,958	-63.2	4
General Merchandise Stores	452	$39,189,628	$110,694,748	-$71,505,120	-47.7	15
Department Stores Excluding Leased Depts.	4521	$27,139,800	$96,296,095	-$69,156,295	-56.0	6
Other General Merchandise Stores	4529	$12,049,828	$14,398,653	-$2,348,825	-8.9	9
Miscellaneous Store Retailers	453	$9,920,662	$29,163,189	-$19,242,527	-49.2	40
Florists	4531	$415,822	$1,295,766	-$879,944	-51.4	5
Office Supplies, Stationery & Gift Stores	4532	$2,041,154	$16,313,210	-$14,272,056	-77.8	5
Used Merchandise Stores	4533	$2,124,870	$4,119,580	-$1,994,710	-31.9	15
Other Miscellaneous Store Retailers	4539	$5,338,816	$7,434,633	-$2,095,817	-16.4	15
Nonstore Retailers	454	$6,385,917	$127,130	$6,258,787	96.1	1
Electronic Shopping & Mail-Order Houses	4541	$5,296,889	$0	$5,296,889	100.0	0
Vending Machine Operators	4542	$105,564	$0	$105,564	100.0	0
Direct Selling Establishments	4543	$983,464	$109,144	$874,320	80.0	1
Food Services & Drinking Places	722	$24,886,076	$89,443,537	-$64,557,461	-56.5	119
Special Food Services	7223	$429,577	$174,977	$254,600	42.1	2
Drinking Places - Alcoholic Beverages	7224	$1,921,488	$3,315,350	-$1,393,862	-26.6	9
Restaurants/Other Eating Places	7225	$22,535,011	$85,953,211	-$63,418,200	-58.5	108

Data Note: Supply (retail sales) estimates sales to consumers by establishments. Sales to businesses are excluded. Demand (retail potential) estimates the expected amount spent by consumers at retail establishments. Supply and demand estimates are in current dollars. The Leakage/Surplus Factor presents a snapshot of retail opportunity. This is a measure of the relationship between supply and demand that ranges from +100 (total leakage) to -100 (total surplus). A positive value represents 'leakage' of retail opportunity outside the trade area. A negative value represents a surplus of retail sales, a market where customers are drawn in from outside the trade area. The Retail Gap represents the difference between Retail Potential and Retail Sales. Esri uses the North American Industry Classification System (NAICS) to classify businesses by their primary type of economic activity. Retail establishments are classified into 27 industry groups in the Retail Trade sector, as well as four industry groups within the Food Services & Drinking Establishments subsector. For more information on the Retail MarketPlace data, please click the link below to view the Methodology Statement.
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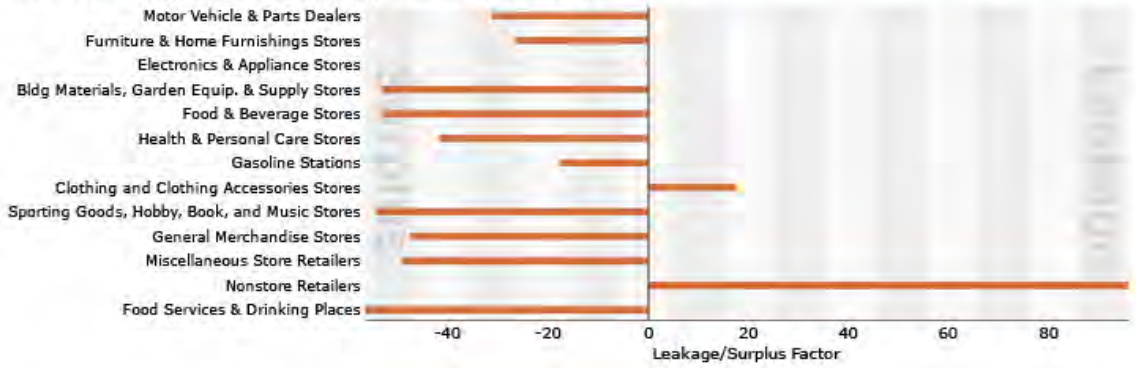
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Retail MarketPlace Profile

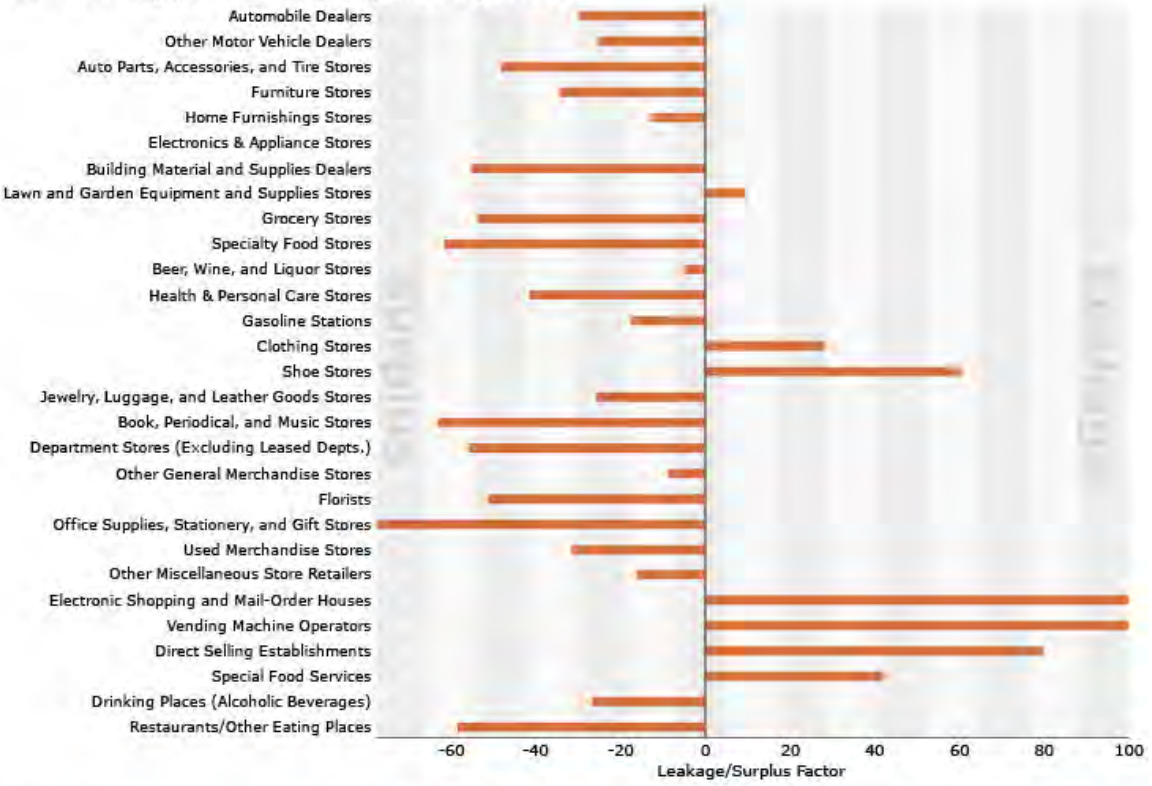
Downtown Winter Haven, Winter Haven, Florida
Ring: 2 mile radius

Prepared by Esri
Latitude: 28.002216
Longitude: -81.736194

2017 Leakage/Surplus Factor by Industry Subsector



2017 Leakage/Surplus Factor by Industry Group



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Retail MarketPlace Profile

Downtown Winter Haven, Winter Haven, Florida
Ring: 3 mile radius

Prepared by Esri
Latitude: 28.02216
Longitude: -81.73134

Summary Demographics	
2021 Population	51,308
2021 Households	19,927
2021 Median Disposable Income	$38,523
2021 Per Capita Income	$24,364

NOTE: This database is in mature status. While the data are presented in current year geography, all supply- and demand-related estimates remain vintage 2017.

2017 Industry Summary	NAICS	Demand (Retail Potential)	Supply (Retail Sales)	Retail Gap	Leakage/Surplus Factor	Number of Businesses
Total Retail Trade and Food & Drink	44-45,722	$488,695,263	$780,543,217	-$291,847,954	-23.0	436
Total Retail Trade	44-45	$443,228,002	$684,231,505	-$241,003,503	-21.4	305
Total Food & Drink	722	$45,467,260	$96,311,712	-$50,844,452	-35.9	132
2017 Industry Group	**NAICS**	**Demand (Retail Potential)**	**Supply (Retail Sales)**	**Retail Gap**	**Leakage/Surplus Factor**	**Number of Businesses**
Motor Vehicle & Parts Dealers	441	$96,421,718	$131,713,338	-$35,291,620	-15.5	48
Automobile Dealers	4411	$76,873,716	$103,811,513	-$26,937,797	-14.9	23
Other Motor Vehicle Dealers	4412	$11,272,897	$12,924,551	-$1,651,654	-6.8	6
Auto Parts, Accessories & Tire Stores	4413	$8,275,106	$14,977,274	-$6,702,168	-28.8	19
Furniture & Home Furnishings Stores	442	$15,583,432	$18,972,841	-$3,389,409	-9.8	20
Furniture Stores	4421	$8,707,067	$11,828,192	-$3,121,125	-15.2	10
Home Furnishings Stores	4422	$6,876,365	$7,144,649	-$268,284	-1.9	9
Electronics & Appliance Stores	443	$12,272,805	$8,392,298	$3,880,507	18.8	11
Bldg Materials, Garden Equip. & Supply Stores	444	$30,073,687	$66,658,688	-$36,585,001	-37.8	24
Bldg Material & Supplies Dealers	4441	$27,645,471	$64,726,258	-$37,080,787	-40.1	19
Lawn & Garden Equip & Supply Stores	4442	$2,428,215	$1,932,430	$495,785	11.4	5
Food & Beverage Stores	445	$78,768,289	$186,452,460	-$107,684,171	-40.6	46
Grocery Stores	4451	$71,777,562	$174,636,542	-$102,858,980	-41.7	27
Specialty Food Stores	4452	$3,305,029	$8,568,096	-$5,263,067	-44.3	15
Beer, Wine & Liquor Stores	4453	$3,685,698	$3,247,822	$437,876	6.3	4
Health & Personal Care Stores	446,4461	$30,215,733	$49,936,718	-$19,720,985	-24.6	28
Gasoline Stations	447,4471	$46,735,586	$45,586,477	$1,149,109	1.2	17
Clothing & Clothing Accessories Stores	448	$21,137,419	$8,656,825	$12,480,594	41.9	22
Clothing Stores	4481	$14,389,595	$4,863,628	$9,525,967	49.5	15
Shoe Stores	4482	$3,245,152	$435,029	$2,810,123	76.4	1
Jewelry, Luggage & Leather Goods Stores	4483	$3,502,671	$3,358,168	$144,503	2.1	6
Sporting Goods, Hobby, Book & Music Stores	451	$10,491,131	$20,098,014	-$9,606,883	-31.4	19
Sporting Goods/Hobby/Musical Instr Stores	4511	$8,657,458	$15,615,627	-$6,958,169	-28.7	15
Book, Periodical & Music Stores	4512	$1,833,672	$4,482,387	-$2,648,715	-41.9	4
General Merchandise Stores	452	$71,657,790	$115,089,783	-$43,431,993	-23.3	18
Department Stores Excluding Leased Depts.	4521	$49,633,550	$96,680,574	-$47,047,024	-32.2	6
Other General Merchandise Stores	4529	$22,024,240	$18,409,210	$3,615,030	8.9	12
Miscellaneous Store Retailers	453	$18,169,820	$32,203,404	-$14,033,584	-27.9	50
Florists	4531	$765,937	$1,429,080	-$663,143	-30.2	5
Office Supplies, Stationery & Gift Stores	4532	$3,737,625	$16,439,151	-$12,701,526	-63.0	6
Used Merchandise Stores	4533	$3,867,468	$4,879,895	-$1,012,427	-11.6	19
Other Miscellaneous Store Retailers	4539	$9,798,790	$9,455,277	$343,513	1.8	20
Nonstore Retailers	454	$11,700,592	$470,658	$11,229,934	92.3	2
Electronic Shopping & Mail-Order Houses	4541	$9,691,017	$0	$9,691,017	100.0	0
Vending Machine Operators	4542	$192,604	$361,514	-$168,910	-30.5	2
Direct Selling Establishments	4543	$1,816,971	$109,144	$1,707,827	88.7	1
Food Services & Drinking Places	722	$45,467,260	$96,311,712	-$50,844,452	-35.9	132
Special Food Services	7223	$784,542	$177,579	$606,963	63.1	2
Drinking Places - Alcoholic Beverages	7224	$3,514,026	$3,998,252	-$484,226	-6.4	10
Restaurants/Other Eating Places	7225	$41,168,692	$92,135,882	-$50,967,190	-38.2	120

Data Note: Supply (retail sales) estimates sales to consumers by establishments. Sales to businesses are excluded. Demand (retail potential) estimates the expected amount spent by consumers at retail establishments. Supply and demand estimates are in current dollars. The Leakage/Surplus Factor presents a snapshot of retail opportunity. This is a measure of the relationship between supply and demand that ranges from +100 (total leakage) to -100 (total surplus). A positive value represents 'leakage' of retail opportunity outside the trade area. A negative value represents a surplus of retail sales, a market where customers are drawn in from outside the trade area. The Retail Gap represents the difference between Retail Potential and Retail Sales. Esri uses the North American Industry Classification System (NAICS) to classify businesses by their primary type of economic activity. Retail establishments are classified into 27 industry groups in the Retail Trade sector, as well as four industry groups within the Food Services & Drinking Establishments subsector. For more information on the Retail MarketPlace data, please click the link below to view the Methodology Statement.
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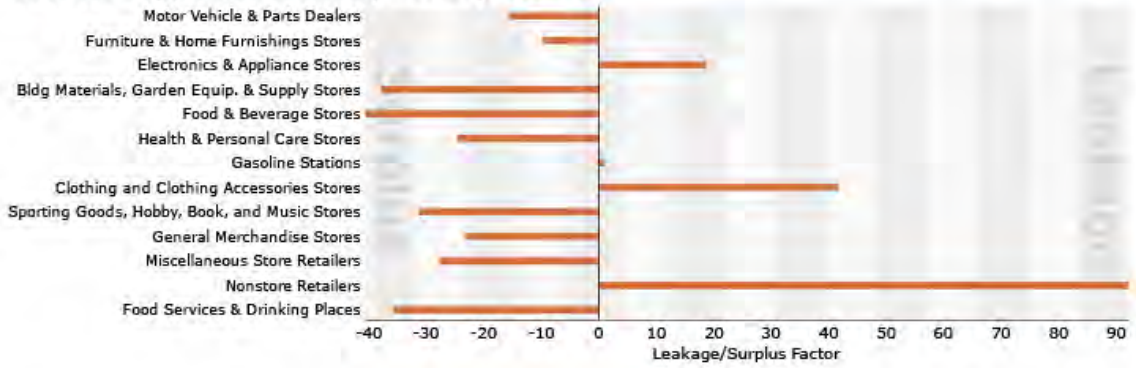
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Retail MarketPlace Profile

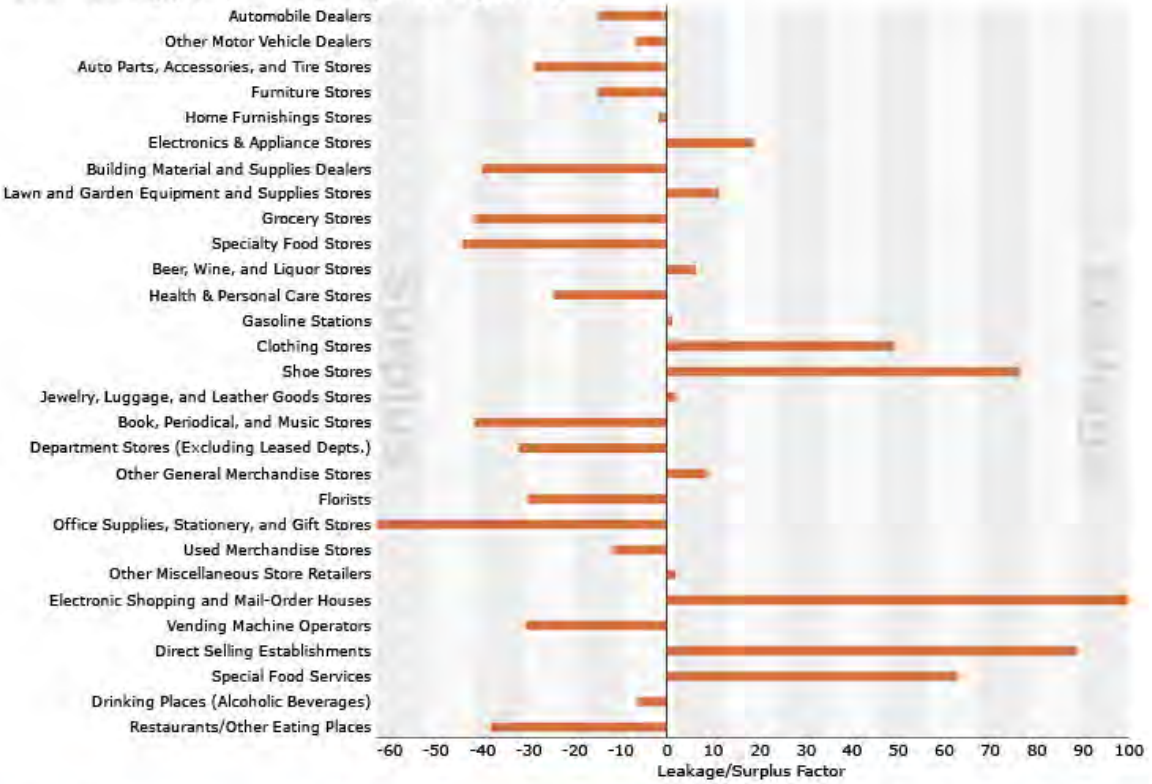
Downtown Winter Haven, Winter Haven, Florida
Ring: 3 mile radius

Prepared by Esri
Latitude: 28.002218
Longitude: -81.730394

2017 Leakage/Surplus Factor by Industry Subsector



2017 Leakage/Surplus Factor by Industry Group



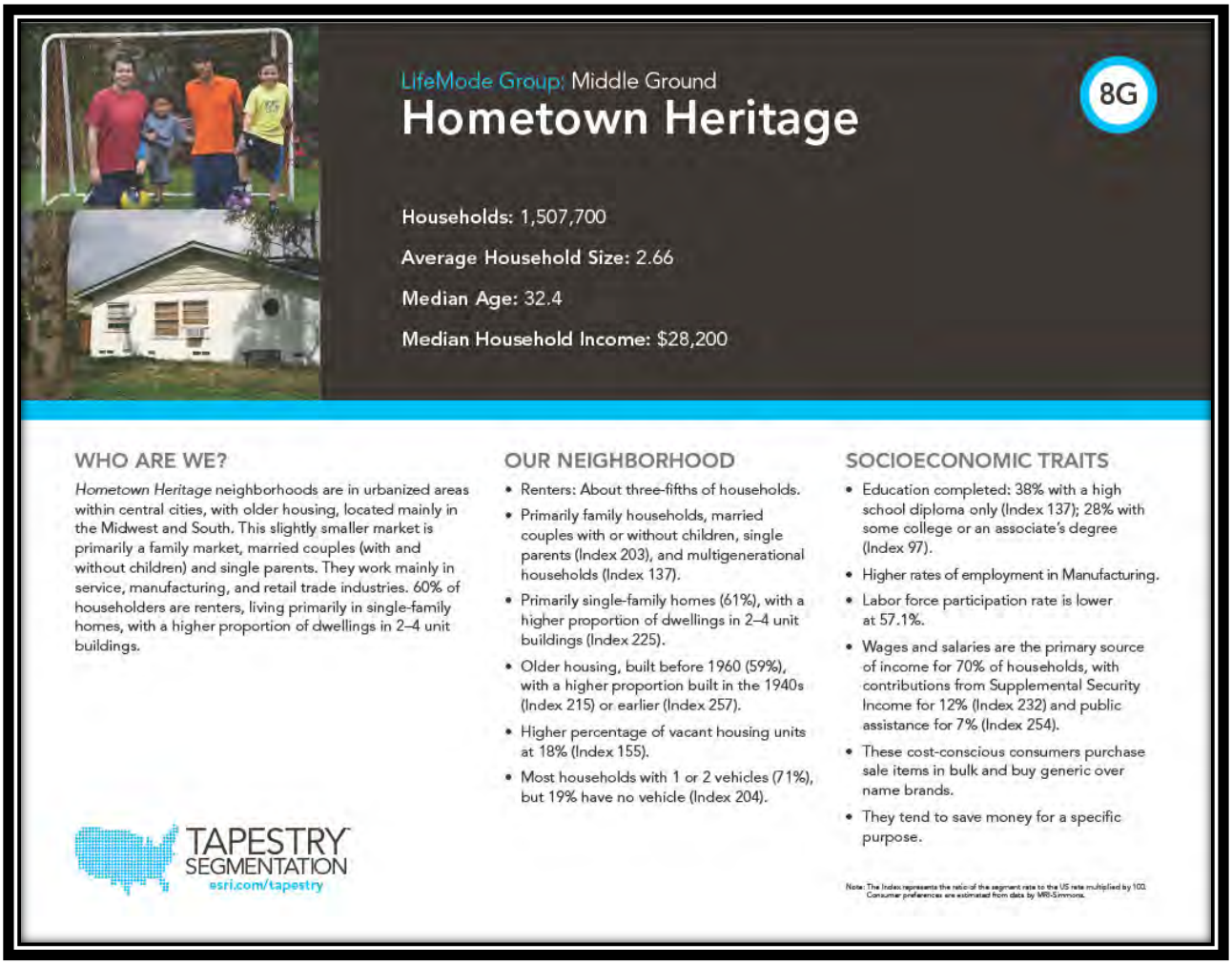
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Appendix E: Tapestry Segmentations

Esri's Tapestry segmentation provides an accurate, detailed description of America's neighborhoods—U.S. residential areas are divided into 67 distinctive segments based on their socioeconomic and demographic composition—then further classifies the segments into LifeMode and Urbanization Groups. The Downtown CRA area is composed by three main tapestry segmentation groups: Social Security Set (9F), Hometown Heritage (8G), and Traditional Living (12B).



8G

LifeMode Group: Middle Ground

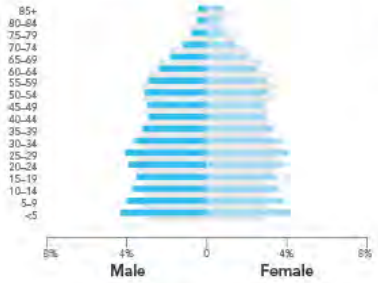
Hometown Heritage

TAPESTRY SEGMENTATION
esri.com/tapestry

AGE BY SEX (Esri data)

Median Age: 32.4 US: 38.2

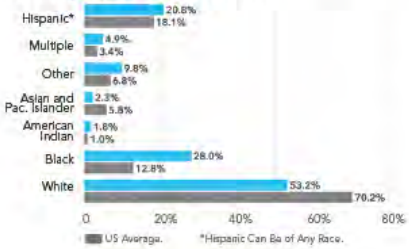
Indicates US



RACE AND ETHNICITY (Esri data)

The Diversity Index summarizes racial and ethnic diversity. The index shows the likelihood that two persons, chosen at random from the same area, belong to different race or ethnic groups. The index ranges from 0 (no diversity) to 100 (complete diversity).

Diversity Index: 75.7 US: 64.0



INCOME AND NET WORTH

Net worth measures total household assets (homes, vehicles, investments, etc.) less any debts, secured (e.g., mortgages) or unsecured (credit cards). Household income and net worth are estimated by Esri.

Median Household Income

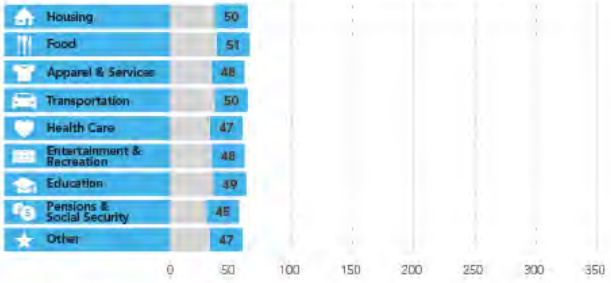


Median Net Worth



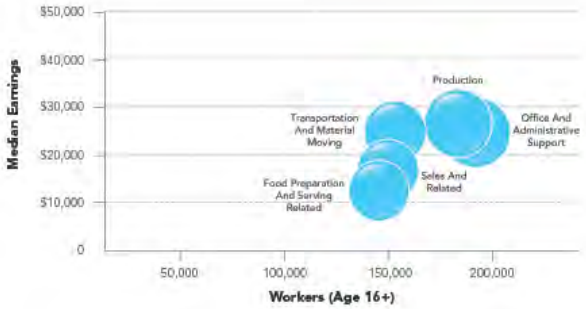
AVERAGE HOUSEHOLD BUDGET INDEX

The index compares the average amount spent in this market's household budgets for housing, food, apparel, etc., to the average amount spent by all US households. An index of 100 is average. An index of 120 shows that average spending by consumers in this market is 20 percent above the national average. Consumer expenditures are estimated by Esri.



OCCUPATION BY EARNINGS

The five occupations with the highest number of workers in the market are displayed by median earnings. Data from the Census Bureau's American Community Survey.



8G

LifeMode Group: Middle Ground

Hometown Heritage

TAPESTRY SEGMENTATION
esri.com/tapestry

MARKET PROFILE (Consumer preferences are estimated from data by MRI-Simmons.)

- For those with young children at home, watching Disney Channel, Cartoon Network, and Nickelodeon on TV is popular; diapers, baby food, and children's clothing are priority expenditures.
- Favor shopping at their local discount store, search for bargains on the Internet, or purchasing from in-home sales representatives.
- Read parenting and health magazines.
- Watch programs on BET, VH1, and Game Show Network.
- Prefer to listen to gospel, R&B, rap, and hip-hop music.
- Like to listen to sports on the radio and watch on TV. Favorite sports include NASCAR racing, professional wrestling, and basketball.

HOUSING

Median home value is displayed for markets that are primarily owner occupied; average rent is shown for renter-occupied markets. Tenure and home value are estimated by Esri. Housing type and average rent are from the Census Bureau's American Community Survey.

Typical Housing:
Single Family

Average Rent:
$710
US Average: $1,038



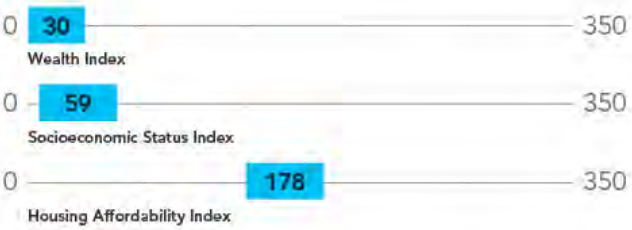
POPULATION CHARACTERISTICS

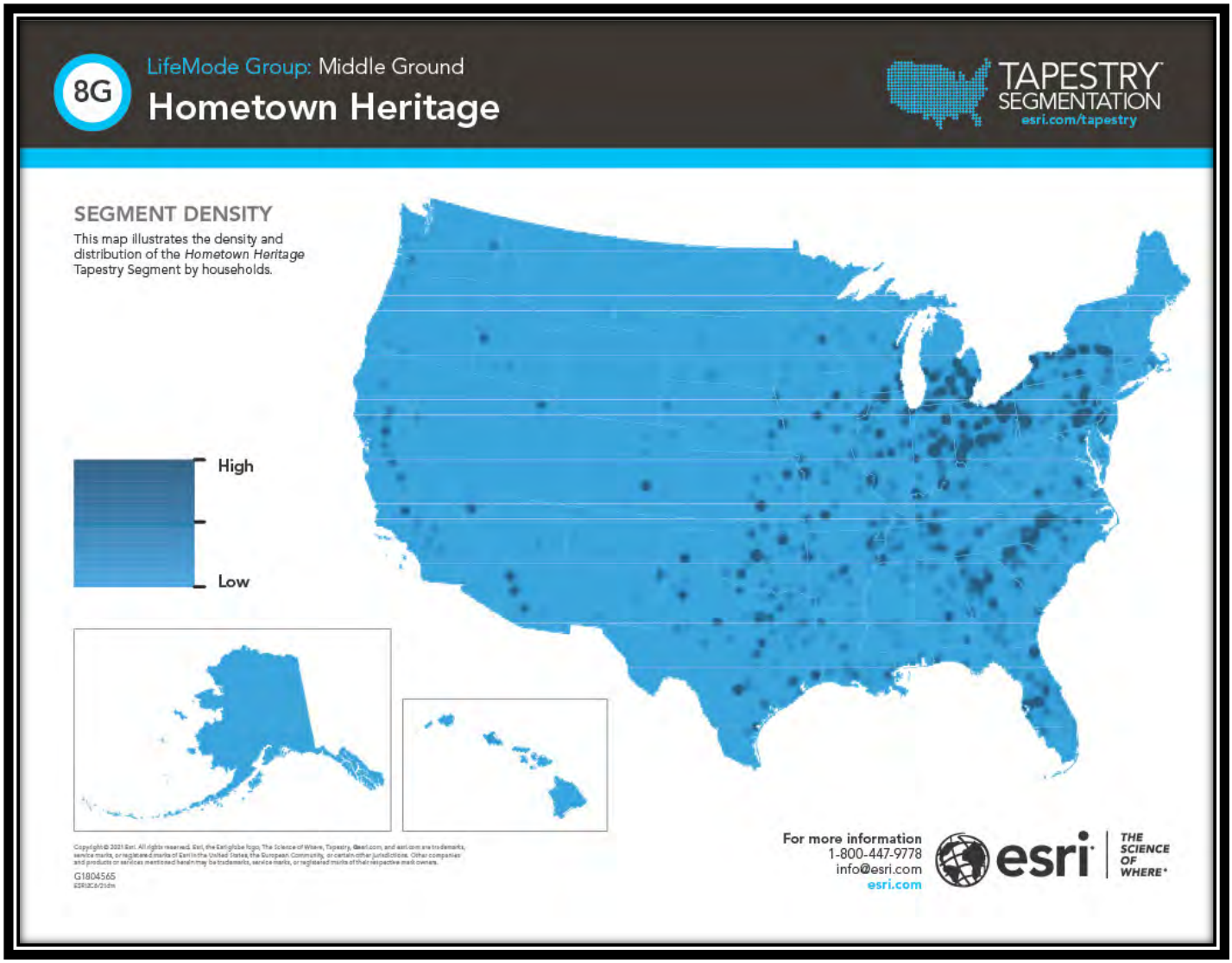
Total population, average annual population change since Census 2010, and average density (population per square mile) are displayed for the market relative to the size and change among all Tapestry markets. Data estimated by Esri.



ESRI INDEXES

Esri developed three indexes to display average household wealth, socioeconomic status and housing affordability for the market relative to the US.




8G
LifeMode Group: Middle Ground
Hometown Heritage
TAPESTRY SEGMENTATION
esri.com/tapestry
SEGMENT DENSITY
This map illustrates the density and distribution of the Hometown Heritage Tapestry Segment by households.
High
Low
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LifeMode Group: Senior Styles

Social Security Set

9F

Households: 1,001,400

Average Household Size: 1.73

Median Age: 45.6

Median Household Income: $17,900

WHO ARE WE?

Social Security Set is an older market located in metropolitan cities across the country. One-fourth of householders here are aged 65 or older and dependent on low, fixed incomes, primarily Social Security. In the aftermath of the Great Recession, early retirement is now a dream for many approaching the retirement age; wages and salary income in this market are still earned. Residents live alone in low-rent, high-rise buildings, located in or close to business districts that attract heavy daytime traffic. But they enjoy the hustle and bustle of life in the heart of the city, with the added benefit of access to hospitals, community centers, and public transportation.

OUR NEIGHBORHOOD

- Most residents live alone in this older market; 13% of householders are aged 75 and older; another 13% are 65 to 74 years old.
- Multiunit rental properties with affordable rents are predominant (Index 63); primarily built prior to 1979.
- Located in higher-density, high-traffic areas of metropolitan cities with good access to public transportation, vehicle ownership is low.

SOCIOECONOMIC TRAITS

- These aging consumers rely mostly on Social Security income but also depend on Supplemental Security Income and public assistance.
- Wages and salary income are still earned by almost half of all households.
- With fixed incomes, consumers remain price sensitive.
- A trusted source of information, TV is an important part of their lives.
- An aging population that is often limited by medical conditions, they are willing to try advanced medication but rely on their physicians for recommendations.
- Rather than eat out, *Social Security Set* residents prefer to have their meals at home, whether they order takeout or warm up a frozen dinner. To save money, many frequently cook their own meals.

TAPESTRY SEGMENTATION
esri.com/tapestry

Note: The Index represents the ratio of the segment rate to the US rate multiplied by 100. Consumer preferences are estimated from data by MRI-Simmons.

9F

LifeMode Group: Senior Styles

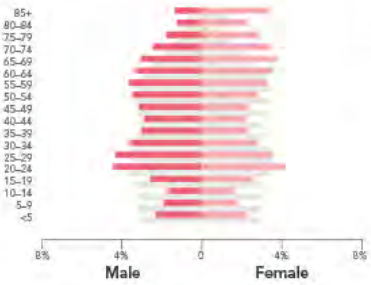
Social Security Set

TAPESTRY SEGMENTATION
esri.com/tapestry

AGE BY SEX (Esri data)

Median Age: 45.6 US: 38.2

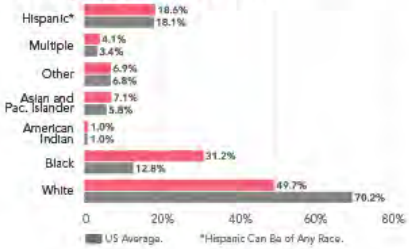
Indicates US



RACE AND ETHNICITY (Esri data)

The Diversity Index summarizes racial and ethnic diversity. The index shows the likelihood that two persons, chosen at random from the same area, belong to different race or ethnic groups. The index ranges from 0 (no diversity) to 100 (complete diversity).

Diversity Index: 75.7 US: 64.0



INCOME AND NET WORTH

Net worth measures total household assets (homes, vehicles, investments, etc.) less any debts, secured (e.g., mortgages) or unsecured (credit cards). Household income and net worth are estimated by Esri.

Median Household Income

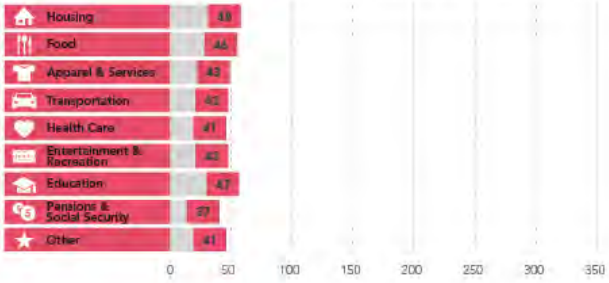


Median Net Worth



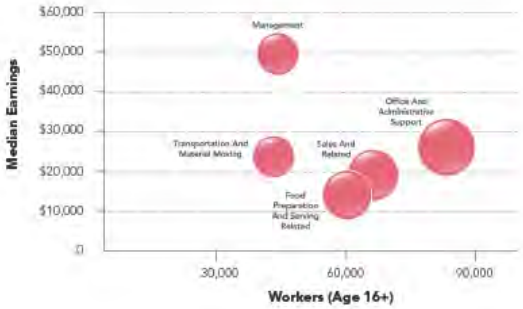
AVERAGE HOUSEHOLD BUDGET INDEX

The index compares the average amount spent in this market's household budgets for housing, food, apparel, etc., to the average amount spent by all US households. An index of 100 is average. An index of 120 shows that average spending by consumers in this market is 20 percent above the national average. Consumer expenditures are estimated by Esri.



OCCUPATION BY EARNINGS

The five occupations with the highest number of workers in the market are displayed by median earnings. Data from the Census Bureau's American Community Survey.



9F

LifeMode Group: Senior Styles

Social Security Set

TAPESTRY SEGMENTATION
esri.com/tapestry

MARKET PROFILE (Consumer preferences are estimated from data by MRI-Simmons.)

- With limited resources, spending on entertainment is restricted. Residents have basic cable television. Daytime news, documentaries, and sport shows are popular. Activities outside the house are also limited, but bingo at the local community center is a favorite. When the TV is off, the radio is on; residents aren't picky about the radio station, but do enjoy the companionship.
- Risk-averse consumers in *Social Security Set* prefer to pay their bills in person, usually with cash. Some residents don't have a checking account, although one in three maintain a savings account for their small savings.
- They steer away from cell phones, computers, and digital cameras.
- Many residents are dependent on Medicare and Medicaid for health care expenses.
- They don't eat out often, but KFC and McDonald's are their restaurants of choice.

HOUSING

Median home value is displayed for markets that are primarily owner occupied; average rent is shown for renter-occupied markets. Tenure and home value are estimated by Esri. Housing type and average rent are from the Census Bureau's American Community Survey.

Typical Housing:
Multi-Unit Rentals

Average Rent:
$658
US Average: $1,038



POPULATION CHARACTERISTICS

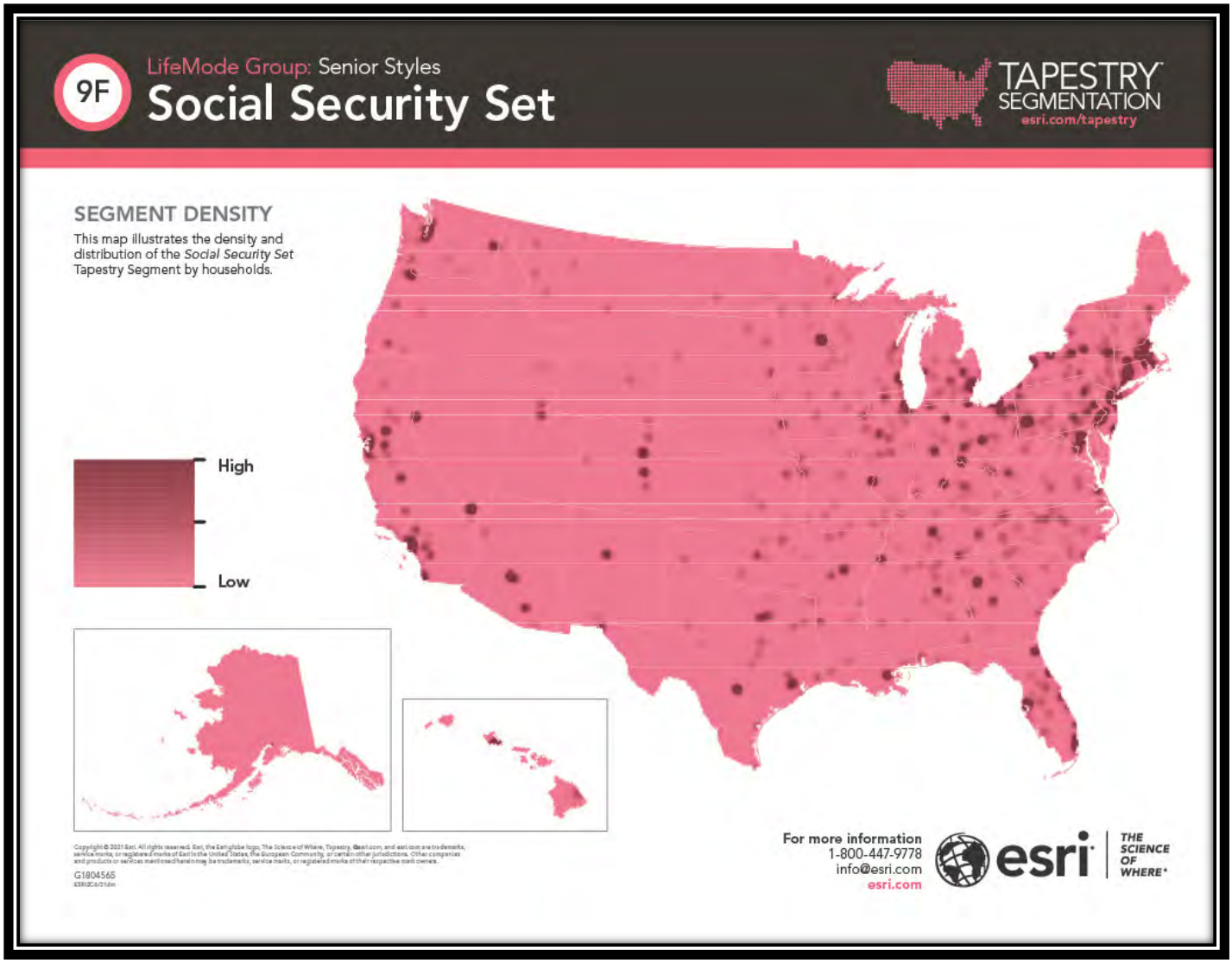
Total population, average annual population change since Census 2010, and average density (population per square mile) are displayed for the market relative to the size and change among all Tapestry markets. Data estimated by Esri.



ESRI INDEXES

Esri developed three indexes to display average household wealth, socioeconomic status, and housing affordability for the market relative to US standards.




9F
LifeMode Group: Senior Styles
Social Security Set
TAPESTRY SEGMENTATION
esri.com/tapestry
SEGMENT DENSITY
This map illustrates the density and distribution of the Social Security Set Tapestry Segment by households.
High
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LifeMode Group: Hometown

Traditional Living

12B

Households: 2,395,200

Average Household Size: 2.51

Median Age: 35.5

Median Household Income: $39,300

WHO ARE WE?

Residents in this segment live primarily in low-density, settled neighborhoods in the Midwest. The households are a mix of married-couple families and singles. Many families encompass two generations who have lived and worked in the community; their children are likely to follow suit. The manufacturing, retail trade, and health care sectors are the primary sources of employment for these residents. This is a younger market—beginning householders who are juggling the responsibilities of living on their own or a new marriage, while retaining their youthful interests in style and fun.

TAPESTRY SEGMENTATION
esri.com/tapestry

OUR NEIGHBORHOOD

- Married couples are the dominant household type, but fewer than expected from the younger age profile and fewer with children (Index 79); however, there are higher proportions of single-parent (Index 146) and single-person households (Index 112).
- Average household size is slightly lower at 2.51.
- Homes are primarily single family or duplexes in older neighborhoods, built before 1940 (Index 228).
- Most neighborhoods are located in lower-density urban clusters of metro areas throughout the Midwest and South.
- Average commuting time to work is very short (Index 22).
- Households have one or two vehicles.

SOCIOECONOMIC TRAITS

- Over 70% have completed high school or some college.
- Labor force participation is a bit higher than the national rate at 63.4%.
- Almost three quarters of households derive income from wages and salaries, augmented by Supplemental Security Income (Index 139) and public assistance (Index 152).
- Cost-conscious consumers that are comfortable with brand loyalty, unless the price is too high.
- Connected and comfortable with the Internet, more likely to participate in online gaming or posting pics on social media.
- TV is seen as the most trusted media.

Note: The Index represents the ratio of the segment rate to the US rate multiplied by 100. Consumer preferences are estimated from data by MRI-Simmons.

12B

LifeMode Group: Hometown

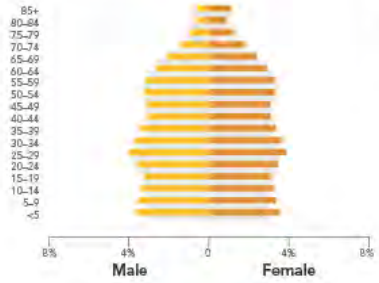
Traditional Living

TAPESTRY SEGMENTATION
esri.com/tapestry

AGE BY SEX (Esri data)

Median Age: 35.5 US: 38.2

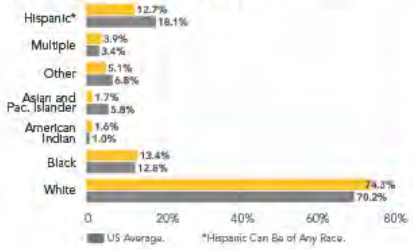
Indicates US



RACE AND ETHNICITY (Esri data)

The Diversity Index summarizes racial and ethnic diversity. The index shows the likelihood that two persons, chosen at random from the same area, belong to different race or ethnic groups. The index ranges from 0 (no diversity) to 100 (complete diversity).

Diversity Index: 55.6 US: 64.0



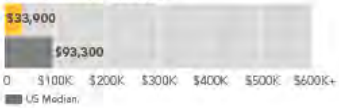
INCOME AND NET WORTH

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Median Household Income

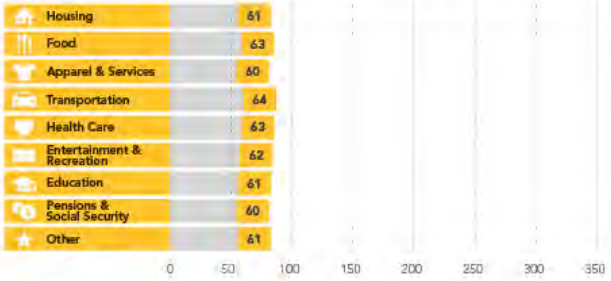


Median Net Worth



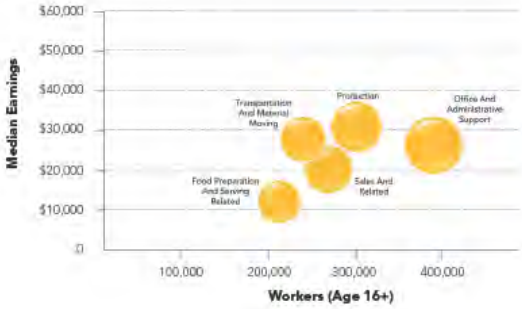
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OCCUPATION BY EARNINGS

The five occupations with the highest number of workers in the market are displayed by median earnings. Data from the Census Bureau's American Community Survey.



12B

LifeMode Group: Hometown

Traditional Living

TAPESTRY SEGMENTATION
esri.com/tapestry

MARKET PROFILE (Consumer preferences are estimated from data by MRI-Simmons.)

- Shop for groceries at discount stores such as Walmart supercenters.
- Convenience stores are commonly used for fuel or picking up incidentals.
- Tend to carry credit card balances, have personal loans, and pay bills in person.
- Half of households have abandoned landlines for cell phones only.
- Favorite TV channels include ABC Family, CMT, and Game Show Network.
- Fast-food devotees.
- Enjoy outdoor activities such as fishing and taking trips to the zoo.

HOUSING

Median home value is displayed for markets that are primarily owner occupied; average rent is shown for renter-occupied markets. Tenure and home value are estimated by Esri. Housing type and average rent are from the Census Bureau's American Community Survey.

Typical Housing:
Single Family

Median Value:
$83,200
US Median: $207,300



POPULATION CHARACTERISTICS

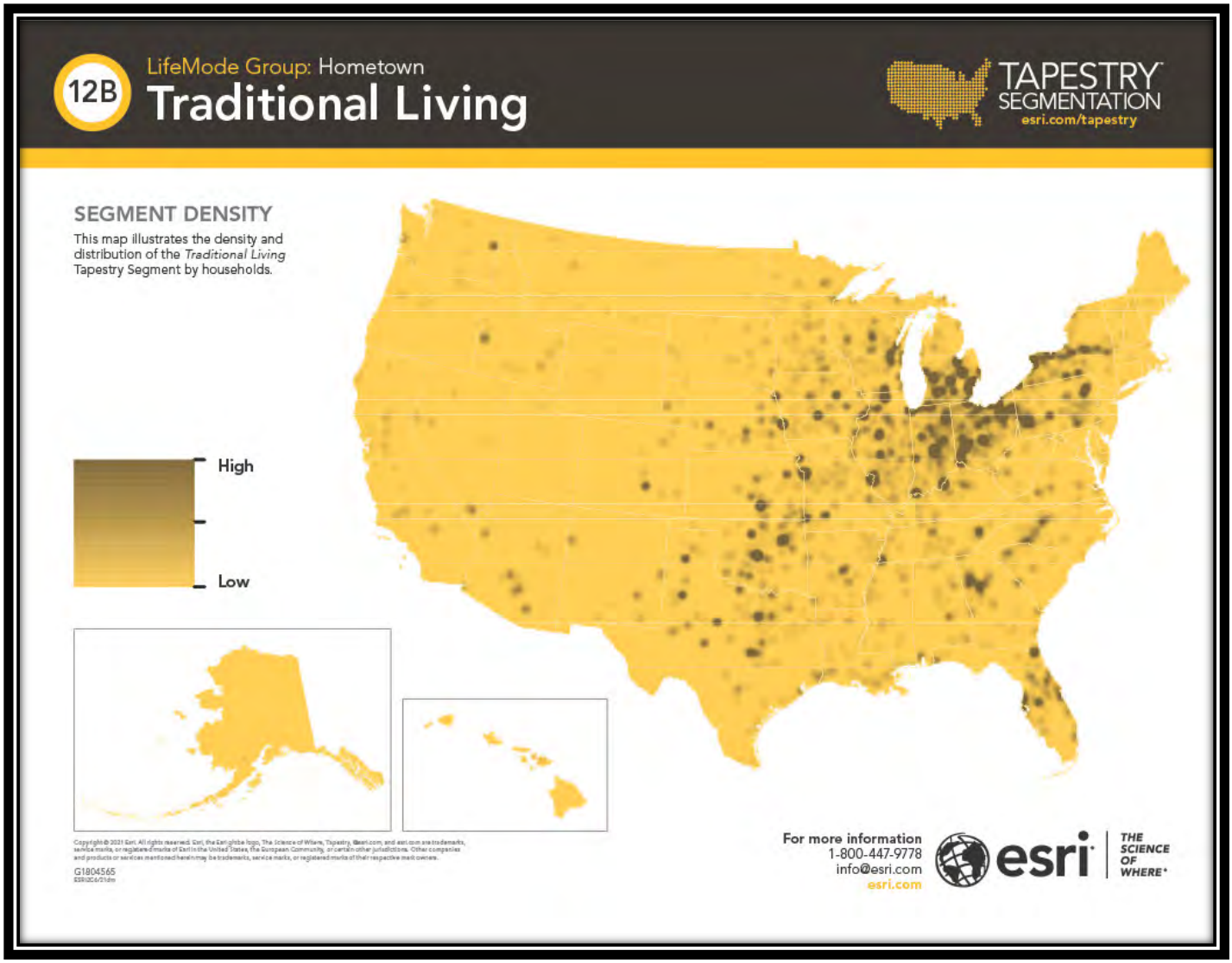
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12B
LifeMode Group: Hometown
Traditional Living
TAPESTRY SEGMENTATION
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SEGMENT DENSITY
This map illustrates the density and distribution of the Traditional Living Tapestry Segment by households.
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Appendix F: Full Parcel Inventory List

Information identifying parcels and total acreage within the Downtown CRA, derived from many data sources to include Polk County Property Appraiser parcel files.

PARCELID	DORDESC	TOT_ACREAG
262828616000000072	COM	0.0007
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262829634000002050	RES	0.1075
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262829624000005003	INST/EX	0.1752
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262832644000001260	RES	0.1759
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262829632000003060	RES	0.1767
262828605000011050	RES	0.1767
262829633500000290	RES	0.1768
262829624000001002	RES	0.1777
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262829634030004110	RES	0.1793
262829634116005010	COM	0.1794
262828618500021131	COM	0.1809
262829634030006110	RES	0.1811
262828618500021120	COM	0.1812
262829634030007100	RES	0.1812
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262829634070029100	COM	0.1817
262829621000022051	MISC	0.1817

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262828605000004131	RES	0.1824
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262829624000001008	RES	0.1826
262829633500000202	RES	0.1828
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262829621000041014	COM	0.1838
262829633000000170	RES	0.1839
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262829633000000580	RES	0.184
262829633000000560	RES	0.184
262829633000000190	RES	0.184
262829633000000210	RES	0.184
262829633000000230	RES	0.1841
262829633000000250	RES	0.1841
262829633000000270	RES	0.1842
262829633000000290	RES	0.1842
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262829634070029150	RES	0.1849
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262829634070030150	RES	0.1865
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262828616500000050	RES	0.188
262828616500000061	RES	0.188
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262828609500000010	RES	0.1886
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262828618573000010	COM	0.1899
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262829634070030080	RES	0.191
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262828605000002032	COM	0.1916

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262829624000001001	RES	0.1938
262829633500000201	RES	0.1942
262828609500000030	RES	0.1946
262828604000008050	RES	0.1946
262829632000005151	RES	0.1949
262832644000002350	RES	0.1951
262832644000002320	RES	0.1951
262828607000002100	RES	0.1959
262828607000001040	RES	0.196
262828607000001030	RES	0.1961
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262832647000007131	RES	0.1962
262828607000002060	RES	0.1963
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262828607000002040	RES	0.1965
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262820566500002212	RES	0.1969
262829634030006030	COM	0.1973
262820566500002222	RES	0.1976
262829634030006041	COM	0.1977
262829634030006050	COM	0.198
262828607000002170	RES	0.1983
262829634030006060	RES	0.1984
262820570426003250	RES	0.1984
262829624000001006	RES	0.1985
262828607000002180	RES	0.1987
262820555000012040	COM	0.1987
262829634030006081	RES	0.1988
262829634070030050	COM	0.1991
262820555000012080	RES	0.1992
262828607000002200	COM	0.1992
262828607000002210	COM	0.1996
262829624000005012	RES	0.2003
262829632000005010	RES	0.2006
262828604000006020	RES	0.2011
262828609500000020	RES	0.2012
262828607000001211	RES	0.2013
262828605500013110	COM	0.2019
262820555000012070	RES	0.2021
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262828605500013120	COM	0.2021
262832643500000611	GOV/EX	0.2021
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262828605000001071	COM	0.203
262820556500000070	COM	0.2032
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262820555000012020	COM	0.2034
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262828618500021280	RES	0.2041
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262829626500000011	IND	0.2043
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262829630000002110	COM	0.2045
262828605500014060	COM	0.2045
262828605500014050	COM	0.2046
262820555000012050	COM	0.2047
262820555000012010	COM	0.2047
262828605500014040	COM	0.2048
262829624000001005	RES	0.2049
262828605500014030	COM	0.2049
262820555000010040	RES	0.2052
262829632000004211	RES	0.2053
262829632000004050	RES	0.2053
262829621000023152	COM	0.2058
262820555000010010	COM	0.2059
262820555000010020	COM	0.2059
262820555000010030	COM	0.2059
262832647500000140	RES	0.2061
262828616500000010	RES	0.2061
262829624000005004	RES	0.2062
262828616500000020	RES	0.2062
262832647500000110	COM	0.2062
262829626500000052	COM	0.2064
262829620000007120	COM	0.2065
262829624000001003	COM	0.2065
262828616500000090	RES	0.2067
262828616500000100	RES	0.2069
262829620000007101	COM	0.2072
262829621000052040	RES	0.2072
262832644000002050	IND	0.208
262820567000000100	COM	0.2082
262829621000016042	COM	0.2085

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262829620000007131	COM	0.2095
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262829621000036022	IND	0.2249

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262828604000006030	RES	0.2095	**262829621000053110**	COM	0.2256
262828607000001130	RES	0.2098	**262820557000002020**	COM	0.2258
262829620000007110	COM	0.2102	**262828607000002130**	COM	0.2262
262820554000008160	COM	0.2104	**262829621000034140**	GOV/EX	0.2273
262829634070030011	COM	0.2126	**262829621000033010**	COM	0.2273
262820554500014030	COM	0.2131	**262829634030004170**	RES	0.2281
262820557000002040	COM	0.2132	**262829634030006141**	RES	0.2289
262828617000001050	RES	0.214	**262832643500000502**	COM	0.2291
262829631500000151	COM	0.214	**262832643500000503**	COM	0.2292
262829000000041070	COM	0.2141	**262829634030006130**	RES	0.2294
262832644000005320	MISC	0.2141	**262820554000009080**	INST/EX	0.2294
262820554500014040	RES	0.2145	**262820557000002030**	COM	0.2294
262828605000010111	COM	0.2149	**262829621500000100**	COM	0.2305
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262828605000011061	RES	0.2153	**262828605000007100**	RES	0.2305
262829634000002240	RES	0.2154	**262828605000004120**	COM	0.2306
262829634000003130	COM	0.2159	**262828605000004061**	RES	0.2306
262828609500000120	COM	0.2161	**262829619600000050**	IND	0.2308
262829634000003200	RES	0.2161	**262829624000005002**	RES	0.2314
262828609500000110	COM	0.2171	**262829623000000200**	COM	0.2315
262832648000000052	RES	0.2173	**262832649000002100**	GOV/EX	0.2325
262828618500021260	RES	0.2173	**262828615500000060**	COM	0.2331
262828604000006050	RES	0.2179	**262829621000034010**	COM	0.2336
262828605500015150	COM	0.2187	**262828609500000180**	RES	0.2338
262828605500015161	IND	0.2187	**262828609500000190**	RES	0.2344
262832000000013050	IND	0.2191	**262828607000001061**	COM	0.2349
262820570000013400	COM	0.2192	**262820557000002080**	COM	0.2358
262829621000012040	INST/EX	0.2196	**262820557000002090**	COM	0.2364
262829623000000210	COM	0.2199	**262829634050003200**	COM	0.2369
262829621000035102	GOV/EX	0.2203	**262829620000002092**	COM	0.2372
262820555000011010	COM	0.2203	**262829629500000040**	COM	0.2378
262820555000011050	COM	0.2204	**262820570000031200**	COM	0.2392
262829621000054050	COM	0.2207	**262828618000018160**	COM	0.2397
262829621000054040	COM	0.2208	**262828618000018171**	COM	0.2399
262829632000003030	RES	0.2208	**262829634070029111**	COM	0.2401
262829632000003040	RES	0.2208	**262828000000031010**	RES	0.241
262829632000003120	COM	0.2209	**262829629000000030**	COM	0.241
262820555000011040	COM	0.2209	**262828616000000121**	RES	0.2411
262820555000011020	COM	0.221	**262829634030005090**	RES	0.2412
262820555000011060	COM	0.2211	**262828609500000210**	RES	0.2432
262828604000006090	COM	0.2212	**262832649000002062**	IND	0.2436
262820555000011080	COM	0.2213	**262829632000005152**	RES	0.2442
262820555000011030	COM	0.2217	**262820566500004190**	RES	0.2444
262820555000011070	COM	0.2218	**262820568500007111**	COM	0.2444

262820566500004200	**RES**	**0.2445**	**262820568500004280**	**COM**	**0.258**
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262832647000007090	RES	0.2451	**262820570426003143**	RES	0.2583
262832647000007080	RES	0.2452	**262829620000001070**	COM	0.2584

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262820568500004100	COM	0.2453	**262828617000002010**	COM	0.259
262820570000021900	COM	0.2454	**262828615500000050**	RES	0.2592
262832647000006160	RES	0.2454	**262828607000002230**	RES	0.2601
262832647000006150	RES	0.2454	**262828604000008030**	COM	0.2601
262832647000004140	RES	0.2456	**262832644000002140**	RES	0.2603
262828605000010100	COM	0.2456	**262832648000000040**	RES	0.2603
262832647000004150	RES	0.2457	**262829632000003010**	COM	0.2604
262828605000006120	RES	0.2461	**262829634030005190**	COM	0.2613
262828605000006060	RES	0.2461	**262828605000004021**	RES	0.2613
262829624000003002	RES	0.2462	**262828605000006050**	RES	0.2615
262828618000020110	COM	0.2465	**262820557000001090**	COM	0.2619
262820566500002082	COM	0.247	**262832643500000506**	COM	0.262
262829632000005200	RES	0.2471	**262829626500000090**	COM	0.2621
262820566500002191	RES	0.2473	**262828605000009070**	COM	0.2623
262820566500002251	RES	0.2476	**262829623000000070**	COM	0.2624
262820566500002240	RES	0.2477	**262829634080055210**	IND	0.2626
262820570426003190	RES	0.248	**262829634030004010**	INST/EX	0.2628
262820570426003130	RES	0.248	**262828605000008090**	COM	0.2637
262820570426003110	RES	0.248	**262829628500000030**	COM	0.2638
262828595000000022	COM	0.248	**262820000000014100**	INST/EX	0.2638
262820570000030601	RES	0.249	**262829626500000031**	COM	0.2641
262832647000009053	IND	0.25	**262829000000014040**	COM	0.2641
262829624000003001	RES	0.2501	**262829632000005020**	RES	0.2641
262828604000008110	RES	0.2516	**262829621000055011**	COM	0.2647
262828604000008100	RES	0.2516	**262828605000008070**	COM	0.2649
262828607000001142	RES	0.2519	**262820566500001010**	COM	0.2652
262832643500000501	COM	0.252	**262829624000001004**	RES	0.2677
262829634060006011	COM	0.2525	**262829626500000032**	COM	0.2682
262828606500000308	RES	0.2527	**262828605000001021**	RES	0.2692
262828606500000311	RES	0.253	**262828605000001012**	RES	0.2692
262828605000003090	COM	0.2531	**262829621000052110**	RES	0.2699
262828606500000303	COM	0.2531	**262829621000041022**	COM	0.2703
262829634030006190	RES	0.2534	**262820566500002050**	COM	0.2704
262828606500000310	RES	0.2534	**262829623500002012**	COM	0.2745
262828605000006080	RES	0.2538	**262820568500003110**	COM	0.2747
262828605000006091	RES	0.2538	**262829633000000070**	RES	0.2756
262829634070030232	COM	0.2538	**262829633000000100**	RES	0.2757
262829634070029220	RES	0.2542	**262832643500000602**	COM	0.2757
262829633500000081	RES	0.2542	**262828609500000040**	COM	0.2762
262828605500015130	COM	0.2542	**262829633000000470**	RES	0.2763
262832648500000012	RES	0.2571	**262829633000000440**	RES	0.2764
262829634030006090	RES	0.2575	**262829633000000761**	RES	0.2764
262820557000001110	COM	0.2575			

262820566500002030	**COM**	**0.2764**	**262820554000009260**	**INST/EX**	**0.2944**
262828605000004010	RES	0.2767	**262829632000003160**	RES	0.2946
262820554500014071	COM	0.277	**262829632000003140**	RES	0.2946
262829621000015010	COM	0.2772	**262829621000012210**	INST/EX	0.2946
262829621000054210	COM	0.279	**262829621000012190**	COM	0.2947

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262829626500000012	IND	0.28
262828607000001170	RES	0.2802
262828607000001200	RES	0.2804
262828616000000010	RES	0.2814
262829621000022040	COM	0.2815
262829623500004070	RES	0.2821
262833655000000130	COM	0.2841
262829634030007192	COM	0.285
262828617000001010	COM	0.2854
262832648030000025	COM	0.2869
262820566500004230	RES	0.287
262820570000022400	RES	0.2872
262820570000021000	RES	0.2872
262829620000005091	COM	0.2873
262829633000000341	RES	0.2883
262820557000002110	COM	0.2883
262820557000002120	COM	0.2884
262820557000001170	COM	0.2889
262820557000001160	COM	0.2901
262829634000003170	COM	0.2903
262829632000005260	RES	0.2909
262829632000005280	RES	0.291
262820557000001140	COM	0.2913
262828605500015200	COM	0.2916
262829621000055140	RES	0.2918
262820570000020100	RES	0.2923
262820557000001130	COM	0.2926
262829632000005130	RES	0.293
262829633000000681	COM	0.2931
262829628000000022	COM	0.2932
262829632000004060	RES	0.2933
262829623000000051	COM	0.2933
262829621000012140	COM	0.2934
262829627500000380	COM	0.2935
262828605500015040	COM	0.2938
262828605500014200	COM	0.2939
262829621000024120	COM	0.2941
262829621000054180	COM	0.2941
262829621000015140	COM	0.2942
262829621000055060	RES	0.2942
262829621000055080	RES	0.2942
262829621000054070	RES	0.2942
262820570000022800	RES	0.2942
262820554000009270	COM	0.2954
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262829634070029200	RES	0.2966
262833654500000130	COM	0.2966
262832649000002080	GOV/EX	0.2986
262820557000001120	COM	0.2987
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262829621000054120	RES	0.3011
262820566000001102	COM	0.3013
262820566000001104	COM	0.3013
262828607000001090	RES	0.3014
262828604000007230	COM	0.3022
262828618000019190	RES	0.3043
262829634090023120	COM	0.3046
262829633500000242	RES	0.3052
262832643500000509	COM	0.3053
262828618000020200	RES	0.3053
262820568500003010	COM	0.3061
262828616000000071	RES	0.3063
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262828605000007130	RES	0.3073
262820557000003060	RES	0.3075
262828605000004040	COM	0.3075
262828618000018190	COM	0.3075
262828605000001030	RES	0.3076
262828604000007150	COM	0.3077
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262828605000005061	RES	0.3077
262828605000003130	RES	0.3079
262828605000003150	RES	0.3079
262828604000008060	RES	0.3086
262829623000000180	RES	0.3086
262828605000002150	RES	0.3087
262828609500000140	COM	0.3095
262832000000031040	RES	0.3102
262828609500000160	RES	0.3107
262828609500000070	COM	0.3132
262820557000002060	COM	0.3136
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262829620000007190	RES	0.3148

262820570000023200	**INST/EX**	**0.3149**
262829622500000010	COM	0.3165
262829620000004050	COM	0.3181
262829621000015241	COM	0.3182
262832646500000012	COM	0.3182
262828604000007100	**RES**	**0.3353**
262828604000007080	RES	0.3353
262828604000007060	RES	0.3353
262828604000008080	RES	0.3354
262829624000004001	COM	0.3356

262828618000018060	COM	0.3201
262829628500000020	IND	0.3208
262829634090024150	COM	0.3208
262828605000008110	COM	0.3209
262828618000018230	COM	0.3211
262829634000001100	GOV/EX	0.3212
262828605000008050	COM	0.3213
262828605000008030	COM	0.3213
262828605000008010	COM	0.3213
262829620000002060	COM	0.3218
262829632000005050	RES	0.3226
262832647000002080	RES	0.323
262828606500000306	RES	0.3238
262832647000002060	RES	0.3243
262829633000000310	RES	0.3245
262821582500003010	INST/EX	0.3251
262820566500004170	RES	0.3258
262829634090023100	COM	0.3267
262820568500004150	COM	0.3269
262832647000006130	RES	0.3271
262832647000007150	RES	0.3271
262832647000007010	RES	0.3272
262820568500005160	INST/EX	0.3272
262832647000007170	RES	0.3272
262832647000005170	RES	0.3276
262832647000004040	RES	0.3278
262832647000004060	COM	0.3278
262832647000004080	RES	0.3278
262829621000035021	GOV/EX	0.3284
262832648000000091	IND	0.3293
262832648020008150	RES	0.3302
262820566500002170	RES	0.3303
262820566500004150	RES	0.3304
262820566500004130	RES	0.3305
262820570426003210	RES	0.3306
262820570426003230	RES	0.3306
262820566500004090	RES	0.3307
262832646500000013	RES	0.3342
262829634000002141	RES	0.3343
262829621500000010	COM	0.3343
262829632000005211	RES	0.3344
262829620000007080	COM	0.3348
262820554000001180	COM	0.3349
262829634117000032	COM	0.3352
262828604000006070	COM	0.3352
262829633000000130	**RES**	**0.3678**
262829634090024160	COM	0.3682
262832648000000140	RES	0.3682
262829634090023051	COM	0.3684
262820566000001105	COM	0.3732
262820570000020500	RES	0.336
262829633500000260	RES	0.3368
262828605000006031	RES	0.3384
262828605000006010	RES	0.3384
262828605000005090	RES	0.3384
262828605000005110	RES	0.3384
262828605000005010	RES	0.3384
262829620000001110	COM	0.3388
262820554000008220	COM	0.3416
262820566000001119	COM	0.3418
262820000000014040	COM	0.3424
262832649000001190	RES	0.3444
262829621000035120	COM	0.3457
262820570420000130	RES	0.3459
262832648000000020	RES	0.3464
262829620000005061	COM	0.347
262829631500000082	IND	0.3472
262828618500021100	COM	0.3472
262829624000002003	COM	0.3474
262828605000001120	RES	0.3484
262833655000000140	COM	0.3492
262829633000000680	COM	0.3507
262820000000014090	INST/EX	0.3522
262820554500013050	INST/EX	0.3523
262829634100005050	RES	0.3525
262828605000011090	COM	0.3532
262820570410002040	RES	0.3533
262820554500013010	INST/EX	0.3549
262820557000002010	COM	0.3552
262829625000000030	COM	0.3596
262829630000002140	COM	0.3625
262829634000006010	COM	0.3626
262829634070030110	IND	0.3629
262820554000008010	GOV/EX	0.3635
262832647500000070	COM	0.3653
262829621000012051	COM	0.3658
262829633000000520	RES	0.3661
262820554500014010	COM	0.3661
262829634090024040	COM	0.3662
262832646000000072	COM	0.3665
262829627500000510	COM	0.3667
262829624000001009	RES	0.3674
262829633000000600	RES	0.3678
262820554500013070	**INST/EX**	**0.4083**
262820566000001114	COM	0.4092
262820554500013030	INST/EX	0.4102
262829634070012040	COM	0.4122
262820566000001101	COM	0.4122

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262829634070030210	COM	0.3743
262820556000000182	COM	0.3748
262820568000003040	COM	0.3761
262828595000000023	COM	0.3768
262829634030007112	COM	0.3772
262832646000000111	COM	0.3773
262829634070029010	COM	0.3778
262829628500000050	COM	0.3788
262829624000005010	RES	0.3803
262829633500000410	RES	0.3818
262829000000023010	COM	0.3826
262820554000009200	INST/EX	0.3827
262828604000007022	COM	0.3833
262829634070029230	COM	0.3844
262820557000002140	COM	0.3846
262828604000007191	COM	0.3846
262829621000052130	INST/EX	0.385
262832000000031050	GOV/EX	0.3869
262820558000000300	COM	0.3878
262820566500001041	COM	0.3879
262829634118000100	RES	0.388
262828618500021210	RES	0.3882
262829628500000060	COM	0.3882
262829620000005011	COM	0.3896
262833654500000145	COM	0.3898
262829631000000210	COM	0.394
262820570000021400	COM	0.3962
262829000000014020	COM	0.3963
262828605500015100	COM	0.3968
262828618000019130	COM	0.397
262828618000019100	COM	0.3973
262828606500000315	COM	0.3975
262829633000000370	RES	0.3991
262829634000002170	RES	0.3991
262829631500000111	COM	0.4007
262820566000001118	COM	0.4007
262829629000000100	INST/EX	0.4012
262828605500013090	COM	0.4029
262829631000000241	COM	0.403
262820570000030300	RES	0.4036
262820556500000010	COM	0.4056
262820556500000040	COM	0.4063
262829632000005300	RES	0.4075
262829634090023081	COM	0.4075
262829621000024090	**GOV/EX**	**0.4691**
262829632000004260	INST/EX	0.4691
262829621000024140	GOV/EX	0.4695
262832643500000302	COM	0.4709
262829634090023170	COM	0.4709
262829621000054010	COM	0.4124
262820570426003170	INST/EX	0.4133
262829000000044030	RES	0.4146
262829620000007040	COM	0.4149
262829621000023010	COM	0.4187
262832648500000080	RES	0.4211
262829620000007010	COM	0.4219
262828607000002010	COM	0.4222
262829633000000640	RES	0.4228
262828605500014010	INST/EX	0.4266
262828605000002010	COM	0.4266
262829621000012010	COM	0.4277
262829621000041021	COM	0.4305
262828607000001010	COM	0.4316
262832648000000072	IND	0.4343
262820557000003081	RES	0.4353
262829621000055160	RES	0.4377
262829634090024010	COM	0.4379
262820566500002010	COM	0.4394
262828605500015060	COM	0.4396
262832643500001101	COM	0.4411
262833655000000191	COM	0.4412
262829633500000040	RES	0.4422
262833655000000031	COM	0.4452
262829632500002000	GOV/EX	0.4453
262820568500007140	COM	0.4454
262833654500000061	COM	0.447
262828605500013220	INST/EX	0.4493
262829631000000250	COM	0.4524
262820570000032110	COM	0.455
262832648500000140	MISC	0.4564
262828618000019010	COM	0.4575
262828618000020050	RES	0.458
262829620000002010	COM	0.459
262829626500000061	IND	0.4599
262829634030007020	COM	0.46
262828605000007050	RES	0.4611
262828605000004080	COM	0.4611
262828604000006140	COM	0.4615
262829000000024030	COM	0.4618
262828606500000309	COM	0.4618
262829621000016031	COM	0.4619
262828606500000200	COM	0.464
262833655000000193	COM	0.4644
262832647000007110	**RES**	**0.5398**
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262832000000013020	IND	0.5419
262829621000041013	COM	0.5419
262829621000041011	COM	0.5441

262828609000000044	COM	0.475
262829621000036021	COM	0.4752
262828604000007120	COM	0.4753
262829629500000010	COM	0.4759
262829620000002040	COM	0.4762
262828604000006170	COM	0.4769
262832648020008190	RES	0.4777
262829628000000090	RES	0.4804
262829631500000020	IND	0.4824
262832643500000608	GOV/EX	0.4833
262829634010000010	COM	0.4834
262832649000003060	GOV/EX	0.4855
262829628000000120	INST/EX	0.4887
262832647000006060	GOV/EX	0.4906
262832647000004110	RES	0.4912
262829621000022010	COM	0.4927
262829633000000400	RES	0.4963
262829621000031030	GOV/EX	0.4973
262829621000053120	COM	0.4999
262829621000052011	COM	0.5012
262828609000000045	COM	0.5096
262828604000006110	COM	0.5107
262829621000016032	COM	0.5119
262828594000000091	COM	0.5122
262820557000003031	RES	0.5134
262829627500000420	INST/EX	0.5135
262829634090024180	COM	0.5144
262820554500014050	COM	0.5144
262828605000009090	COM	0.5148
262828604000008010	COM	0.5151
262820568500005100	INST/EX	0.516
262828606500000301	COM	0.5207
262832646500000051	IND	0.5211
262833654500000062	COM	0.523
262832000000013010	COM	0.5247
262829632000005170	RES	0.5271
262829623500002011	COM	0.5277
262829620000004041	COM	0.5293
262820557500000080	COM	0.5298
262829000000013040	GOV/EX	0.5313
262828605000005030	COM	0.5384
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262829621000016043	COM	0.5487
262828000000031020	COM	0.5544
262829624000006001	COM	0.5545
262829634070030170	COM	0.5575
262828605000002050	COM	0.5613
262820570426003040	COM	0.5615
262832000000011100	COM	0.5618
262820568500003070	COM	0.5619
262820554000005010	GOV/EX	0.562
262829621000033080	COM	0.5683
262829634010000410	COM	0.5699
262829634020000011	COM	0.5713
262829632000003180	RES	0.5761
262832646000000120	COM	0.5793
262832643500000607	COM	0.5824
262829621000012081	COM	0.585
262829627500000350	GOV/EX	0.5867
262829633500000510	GOV/EX	0.5869
262832643500000301	COM	0.5883
262829621000053190	COM	0.5912
262829621000053150	RES	0.5914
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262832646500000082	COM	0.5959
262829631500000070	IND	0.5968
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262829620000007150	COM	0.5984
262829000000041050	COM	0.6029
262829634030007140	COM	0.6132
262829619600000010	COM	0.6133
262828605500013010	COM	0.614
262829632000005071	RES	0.6156
262820568000003050	COM	0.6173
262820000000023050	GOV/EX	0.6194
262829000000024100	COM	0.6214
262832648030000022	COM	0.6235
262832644000001010	COM	0.624
262820554000008270	GOV/EX	0.6262
262832643500000603	COM	0.6271
262833654500000160	COM	0.6309
262820568500005050	INST/EX	0.6313
262828606500000100	COM	0.6341
262829626500000100	**COM**	**0.6393**
262829633500000270	COM	0.6412
262829000000013010	INST/EX	0.6415
262820557000003100	COM	0.6481
262820554000016010	RES	0.6554
262829000000014060	IND	0.662
262820568500003140	**COM**	**0.7863**
262829000000041010	RES	0.7967
262832646500000061	COM	0.7979
262820566500004010	COM	0.7991
262829621000041030	COM	0.8015
262828618000018010	INST/EX	0.802

262829621000016033	COM	0.6624
262829623000000150	COM	0.6636
262828618500021040	COM	0.664
262833000000033130	COM	0.6661
262832649001000040	COM	0.6661
262833654500000200	COM	0.6665
262832646000000012	COM	0.67
262829620500000012	COM	0.6703
262829621000022071	COM	0.6709
262820000000024020	GOV/EX	0.6732
262832648030000023	COM	0.6743
262833654500000013	INST/EX	0.6745
262832649000003080	GOV/EX	0.6829
262832649000001120	GOV/EX	0.6888
262829634060015010	IND	0.7041
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262829623000000140	RES	0.71
262829633500000310	COM	0.7268
262828618500021140	COM	0.7278
262828606500000319	COM	0.7289
262828605500014090	COM	0.7318
262832647000006011	RES	0.7322
262829634060015020	IND	0.7372
262829621000052200	COM	0.7386
262832000000011040	COM	0.7412
262829000000013020	GOV/EX	0.7424
262829632000004010	COM	0.7425
262829000000014050	INST/EX	0.7455
262820554000001010	COM	0.7468
262820000000014110	COM	0.7471
262820567500000020	INST/EX	0.7572
262832643500000609	COM	0.7582
262829620000002140	COM	0.7628
262832649001000030	COM	0.7645
262820566500004040	COM	0.7653
262829619600000040	COM	0.7673
262820570426003010	INST/EX	0.7674
262829634060003020	COM	0.7691
262821582500001010	RES	0.7703
262832646500000011	COM	0.7752
262820000000014020	COM	0.7818
262820000000024030	GOV/EX	0.7851
262828618571002080	COM	0.8028
262829621000023053	GOV/EX	0.8125
262820570000011400	COM	0.8127
262828606500000314	COM	0.8131
262820000000012050	MISC	0.8211
262832643500000307	COM	0.8218
262829000000024020	COM	0.8254
262832646500000070	COM	0.8261
262820566000001107	COM	0.8265
262832648000000111	IND	0.829
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262832648030000026	COM	0.8533
262832000000011160	COM	0.8566
262821582500001020	RES	0.8704
262829620000001010	IND	0.8706
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262828605000002090	COM	0.8722
262829000000041020	COM	0.8724
262829620000003170	MISC	0.8745
262828605500013130	COM	0.8753
262820000000023020	GOV/EX	0.8787
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262829620000007221	INST/EX	0.8812
262821582500002000	COM	0.8901
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262833654500000020	COM	0.9147
262820570000031010	COM	0.928
262829634115000010	COM	0.932
262832643500000605	COM	0.9339
262820570427000010	COM	0.9391
262832647000009070	MISC	0.9425
262829634117000020	COM	0.9439
262829621000022110	COM	0.9588
262820000000023030	GOV/EX	0.9606
262829621000026011	INST/EX	0.9664
262832643500000303	GOV/EX	0.9671
262829634114000010	COM	0.9833
262828605500014130	COM	0.9836
262833654500000050	COM	0.9858
262832645000001020	COM	0.9918
262829634090023010	INST/EX	0.9921
262829620500000022	COM	0.9956

262829620000004010	**COM**	**0.999**
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262833000000033120	COM	0.9996
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262829620500000021	COM	1.0001
262828618000018090	COM	1.0007
262832000000011140	**COM**	**1.4183**
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262828605500013040	COM	1.44
262833654500000071	COM	1.4407
262820554000015060	COM	1.4562
262829634111070570	RES	1.4569

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262820554000008070	GOV/EX	1.0119
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262820566000001116	COM	1.0257
262832649000001060	GOV/EX	1.0325
262829625500000030	COM	1.0327
262832643500000304	COM	1.0467
262829621000046042	IND	1.0698
262829634070029030	COM	1.0846
262829627000000020	COM	1.0863
262829630500000031	COM	1.0926
262829634117000031	COM	1.1107
262828618573000090	COM	1.1132
262833654500000143	COM	1.1252
262832000000011180	COM	1.1408
262829634116005020	COM	1.1467
262829620500000019	COM	1.1667
262832000000011020	COM	1.17
262832649001000020	COM	1.1993
262833000000033020	COM	1.2122
262833655000000032	COM	1.2225
262829000000041060	COM	1.2274
262829000000014010	GOV/EX	1.2384
262829634030004070	INST/EX	1.2458
262829621000042120	COM	1.2471
262832643500000402	COM	1.2535
262829000000031000	GOV/EX	1.2535
262820554000003010	GOV/EX	1.2755
262829619600000020	COM	1.2892
262820570427000020	COM	1.2928
262829621000016011	COM	1.2986
262820000000014070	COM	1.322
262833000000033110	COM	1.3318
262832000000011070	COM	1.3407
262832000000011120	COM	1.3574
262832647000009016	IND	1.3625
262820566500001090	INST/EX	1.3778
262829000000013030	GOV/EX	1.3832
262832000000013040	IND	1.3941
262829000000024050	IND	1.3958
262829620500000016	COM	1.4051
262828605500011160	COM	1.4084
262832647000002100	INST/EX	1.4632
262832649001000010	COM	1.4679
262828605000009010	COM	1.472
262829621000053010	INST/EX	1.4776
262829000000024040	COM	1.4902
262829634060001010	INST/EX	1.5162
262829634040013121	COM	1.5229
262832646000000020	IND	1.5278
262832648030000015	COM	1.5304
262832643500000606	COM	1.5469
262820000000012061	INST/EX	1.593
262829000000044300	COM	1.5971
262829000000044200	RES	1.6133
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262820566000001103	GOV/EX	1.679
262832648020008470	MISC	1.6939
262820568500005220	GOV/EX	1.7207
262820558500000020	RES	1.732
262832647500000550	IND	1.7401
262829621000032011	GOV/EX	1.7536
262829632500000001	INST/EX	1.7619
262820567500000041	RES	1.7942
262832643500000601	COM	1.8029
262829621000015030	INST/EX	1.8101
262829632000002010	COM	1.8478
262832647500000430	IND	1.8552
262829621000013010	GOV/EX	1.857
262828605500011010	COM	1.9345
262832647000009013	IND	1.9796
262820558000000090	INST/EX	1.992
262832000000011200	COM	1.998
262820569000000010	COM	2.0004
262820568500004220	RES	2.0076
262832646000000040	COM	2.0677
262832000000011220	COM	2.1517
262832647000009052	COM	2.1792

262829634117000010	**COM**	**2.2023**
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262832643500000401	COM	2.2702
262828605000011100	GOV/EX	2.346
262820554000007000	GOV/EX	2.352
262829634010000091	COM	2.356
262832644000005010	**IND**	**6.2341**
262820554000002000	GOV/EX	6.2904
262832643500000504	COM	6.4419
262832643500000305	COM	6.601
262829620000006010	INST/EX	7.1306
262832000000011050	COM	7.2601

262820000000012020	INST/EX	2.3798
262832649000002010	RES	2.4561
262829630000001010	INST/EX	2.4836
262832000000011010	COM	2.4889
262829626000000010	COM	2.5784
262832648030000021	COM	2.6024
262832647000005010	INST/EX	2.6208
262832000000031010	RES	2.6604
262829634040031020	MISC	2.663
262820554000004010	GOV/EX	2.6685
262820000000023040	GOV/EX	2.6732
262832644000004010	IND	2.6779
262829000000041040	RES	2.6784
262829634060014010	COM	2.6854
262829634040013100	COM	2.6919
262821582500003070	INST/EX	2.7709
262829000000023050	GOV/EX	2.7732
262829634060011010	IND	2.7921
262820554000016040	GOV/EX	2.8011
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262832643000000142	IND	2.9422
262829634060007020	GOV/EX	2.9425
262832644500000011	IND	2.9833
262832648030000014	IND	3.046
262832643500000306	COM	3.0638
262828594000000010	COM	3.1648
262832643500001403	GOV/EX	3.2244
262820570423000010	INST/EX	3.2484
262829634070012060	IND	3.2809
262832000000011030	INST/EX	3.5965
262829000000044010	COM	3.7156
262832000000011090	COM	3.9791
262833655000000150	COM	3.9943
262832000000031030	RES	4.0956
262833000000033050	INST/EX	4.195
262832000000011130	COM	4.4947
262832643500000901	IND	5.2271
262829634000004000	COM	5.3488
262820567000000050	INST/EX	5.9533
262829634070027100	IND	9.0175
262820000000014060	COM	10.1169
262829634040053000	GOV/EX	10.1418
262829620500000015	COM	13.3905
262829620500000013	COM	16.1562
262821583000000010	INST/EX	28.0727
262832643500001104	GOV/EX	72.7585

Appendix G: Legal Comments and Compliance Statements

The Winter Haven Community Redevelopment Agency is a dependent special district of the City of Winter Haven, Florida established by the City Commission of the City of Winter Haven, Florida pursuant to Part III of Chapter 163 of the Florida Statutes, the *Interlocal Agreement for Delegation of Community Redevelopment Authority* between Polk County and the City of Winter Haven dated January 8, 2000, Resolution 00-09 of the Board of County Commissioners of Polk County, Florida dated February 8, 2000, and Resolution 00-07 of the City Commission of the City of Winter Haven, Florida dated March 13, 2000. The community redevelopment area of the City of Winter Haven lies exclusively within the municipal boundaries of Winter Haven, Florida and the exercise of redevelopment powers is generally governed by Section 163.410, Florida Statutes and the foregoing county and municipal acts.

The redevelopment trust fund for the Winter Haven Community Redevelopment Agency was created by Ordinance O-00-15 of the City of Winter Haven, Florida dated June 26, 2000, which is codified at Section 17-149 of the *Code of Ordinances of the City of Winter Haven, Florida* ("City Code"). Pursuant to Section 17-149(c), City Code, each taxing authority shall annually appropriate to the redevelopment trust fund a sum that is no less than the tax "increment" defined in Section 17-149(d), City Code, for a period of thirty (30) years after _____, which is the date this CRA Plan update was adopted by the City Commission.

Notwithstanding Section 17-149(c), City Code or Section 163.362(10) of the Florida Statutes, the Board of Commissioners of the Winter Haven Community Redevelopment Agency and the City Commission of the City of Winter Haven, Florida intend to take all actions necessary to require annual appropriations to the redevelopment trust fund for the maximum period of time permitted by Section 163.387(2)(a) of the Florida Statutes, which actions may include adopting one or more additional updates to this CRA Plan Update at certain dates in the future.

Under this CRA Plan update, and pursuant to Resolution R-00-09 of the Board of County Commissioners of Polk County, Florida, the Winter Haven Community Redevelopment Agency is vested with all powers necessary or convenient to carry out and effectuate the purposes and provisions of Part III of Chapter 163 of the Florida Statutes, including the following specific powers in addition to any and all others granted by law:

a. To make and execute contracts and other instruments necessary or convenient to the exercise of its powers.

b. To disseminate slum clearance and community redevelopment information.

c. To undertake and carry out community redevelopment and related activities within the community redevelopment area, which may include:

i. Acquisition of property within a slum area or a blighted area by purchase, lease, option, gift, grant, bequest, devise, or other voluntary method of acquisition.

ii. Demolition and removal of buildings and improvements.

iii. Installation, construction, or reconstruction of streets, utilities, parks, playgrounds, public areas of major hotels that are constructed in support of convention

centers, including meeting rooms, banquet facilities, parking garages, lobbies, and passageways, and other improvements necessary for carrying out in the community redevelopment area the community redevelopment objectives of Part III of Chapter 163 of the Florida Statutes in accordance with the community redevelopment plan.

iv. Disposition of any property acquired in the community redevelopment area at its fair value as provided in Section 163.380 of the Florida Statutes for uses in accordance with the community redevelopment plan.

v. Carrying out plans for a program of voluntary or compulsory repair and rehabilitation of buildings or other improvements in accordance with the community redevelopment plan.

vi. Acquisition by purchase, lease, option, gift, grant, bequest, devise, or other voluntary method of acquisition of real property in the community redevelopment area which, under the community redevelopment plan, is to be repaired or rehabilitated for dwelling use or related facilities, repair or rehabilitation of the structures for guidance purposes, and resale of the property.

vii. Acquisition by purchase, lease, option, gift, grant, bequest, devise, or other voluntary method of acquisition of any other real property in the community redevelopment area when necessary to eliminate unhealthful, unsanitary, or unsafe conditions; lessen density; eliminate obsolete or other uses detrimental to the public welfare; or otherwise to remove or prevent the spread of blight or deterioration or to provide land for needed public facilities.

viii. Acquisition, without regard to any requirement that the area be a slum or blighted area, of air rights in an area consisting principally of land in highways, railway or subway tracks, bridge or tunnel entrances, or other similar facilities which have a blighting influence on the surrounding area and over which air rights sites are to be developed for the elimination of such blighting influences and for the provision of housing (and related facilities and uses) designed specifically for, and limited to, families and individuals of low or moderate income.

ix. Acquisition by purchase, lease, option, gift, grant, bequest, devise, or other voluntary method of acquisition of property in unincorporated enclaves surrounded by the boundaries of a community redevelopment area when it is determined necessary by the agency to accomplish the community redevelopment plan.

x. Construction of foundations and platforms necessary for the provision of air rights sites of housing (and related facilities and uses) designed specifically for, and limited to, families and individuals of low or moderate income.

d. To provide, or to arrange or contract for, the furnishing or repair by any person or agency, public or private, of services, privileges, works, streets, roads, public utilities, or other facilities for or in connection with a community redevelopment; to install, construct, and reconstruct streets, utilities, parks, playgrounds, and other public improvements; and to agree to any conditions that it deems reasonable and appropriate which are attached to federal

financial assistance and imposed pursuant to federal law relating to the determination of prevailing salaries or wages or compliance with labor standards, in the undertaking or carrying out of a community redevelopment and related activities, and to include in any contract let in connection with such redevelopment and related activities provisions to fulfill such of the conditions as it deems reasonable and appropriate.

e. Within the community redevelopment area:

i. To enter into any building or property in any community redevelopment area in order to make inspections, surveys, appraisals, soundings, or test borings and to obtain an order for this purpose from a court of competent jurisdiction in the event entry is denied or resisted.

ii. To acquire by purchase, lease, option, gift, grant, bequest, devise, or other voluntary method of acquisition any personal or real property, together with any improvements thereon.

iii. To hold, improve, clear, or prepare for redevelopment any such property.

iv. To mortgage, pledge, hypothecate, or otherwise encumber or dispose of any real property.

v. To insure or provide for the insurance of any real or personal property or operations of the City of Winter Haven and the Winter Haven Community Redevelopment Agency against any risks or hazards, including the power to pay premiums on any such insurance.

vi. To enter into any contracts necessary to effectuate the purposes of Part III of Chapter 163 of the Florida Statutes.

vii. To solicit requests for proposals for redevelopment of parcels of real property contemplated by a community redevelopment plan to be acquired for redevelopment purposes by a community redevelopment agency and, as a result of such requests for proposals, to advertise for the disposition of such real property to private persons pursuant to s. 163.380 prior to acquisition of such real property by the community redevelopment agency.

f. To invest any community redevelopment funds held in reserves or sinking funds or any such funds not required for immediate disbursement in property or securities in which savings banks may legally invest funds subject to their control and to redeem such bonds as have been issued pursuant to Section 163.385 of the Florida Statutes at the redemption price established therein or to purchase such bonds at less than redemption price, all such bonds so redeemed or purchased to be canceled.

g. To borrow money and to apply for and accept advances, loans, grants, contributions, and any other form of financial assistance from the Federal Government or the state, county, or other public body or from any sources, public or private, for the purposes of Part III of Chapter 163 of the Florida Statutes and to give such security as may be required and to enter into and carry out contracts or agreements in connection therewith; and to include in any contract for

financial assistance with the Federal Government for or with respect to community redevelopment and related activities such conditions imposed pursuant to federal laws as the City of Winter Haven, Florida deems reasonable and appropriate which are not inconsistent with the purposes of Part III of Chapter 163 of the Florida Statutes.

h. To make or have made all surveys and plans necessary to the carrying out of the purposes of Part III of Chapter 163 of the Florida Statutes; to contract with any person, public or private, in making and carrying out such plans; and to adopt or approve, modify, and amend such plans, which plans may include, but are not limited to:

i. Plans for carrying out a program of voluntary or compulsory repair and rehabilitation of buildings and improvements.

ii. Plans for the enforcement of state and local laws, codes, and regulations relating to the use of land and the use and occupancy of buildings and improvements and to the compulsory repair, rehabilitation, demolition, or removal of buildings and improvements.

iii. Appraisals, title searches, surveys, studies, and other plans and work necessary to prepare for the undertaking of community redevelopment and related activities.

i. To develop, test, and report methods and techniques, and carry out demonstrations and other activities, for the prevention and the elimination of slums and urban blight and developing and demonstrating new or improved means of providing housing for families and persons of low income.

j. To apply for, accept, and utilize grants of funds from the Federal Government for such purposes.

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

l. To appropriate such funds and make such expenditures as are necessary to carry out the purposes of Part III of Chapter 163 of the Florida Statutes; to zone or rezone any part of the City of Winter Haven, Florida or make exceptions from building regulations; and to enter into agreements with a housing authority, which agreements may extend over any period, notwithstanding any provision or rule of law to the contrary, respecting action to be taken by the City of Winter Haven, Florida pursuant to any of the powers granted by Part III of Chapter 163 of the Florida Statutes.

m. To close, vacate, plan, or replan streets, roads, sidewalks, ways, or other places and to plan or replan any part of the City of Winter Haven, Florida.

n. To organize, coordinate, and direct the administration of the provisions of Part III of Chapter 163 of the Florida Statutes, as they may apply to Winter Haven, Florida, in order that the objective of remedying slum and blighted areas and preventing the causes thereof within

the City of Winter Haven, Florida may be most effectively promoted and achieved and to establish such new office or offices of the City of Winter Haven, Florida or to reorganize existing offices in order to carry out such purpose most effectively.

o. To develop and implement community policing innovations.

By law, the following matters may not be paid for or financed by any increment revenues deposited in the redevelopment trust fund of the Winter Haven Community Redevelopment Agency:

a. Construction or expansion of administrative buildings for public bodies or police and fire buildings, unless each taxing authority agrees to such method of financing for the construction or expansion, or unless the construction or expansion is contemplated as part of a community policing innovation.

b. Installation, construction, reconstruction, repair, or alteration of any publicly owned capital improvements or projects if such projects or improvements were scheduled to be installed, constructed, reconstructed, repaired, or altered within 3 years of the approval of the community redevelopment plan by the City Commission of the City of Winter Haven, Florida pursuant to a previously approved public capital improvement or project schedule or plan of the City Commission which approved the community redevelopment plan unless and until such projects or improvements have been removed from such schedule or plan and 3 years have elapsed since such removal or such projects or improvements were identified in such schedule or plan to be funded, in whole or in part, with funds on deposit within the community redevelopment trust fund.

c. General government operating expenses unrelated to the planning and carrying out of a community redevelopment plan

With the approval of the City Commission of the City of Winter Haven, Florida, the Winter Haven Community Redevelopment Agency may:

a. Prior to approval of any modifications to this CRA Plan update, acquire real property in the community redevelopment area by purchase, lease, option, gift, grant, bequest, devise, or other voluntary method of acquisition; demolish and remove any structures on the property; and pay all costs related to the acquisition, demolition, or removal, including any administrative or relocation expenses; and

b. Assume the responsibility to bear any loss that may arise as the result of the exercise of authority under Part III of Chapter 163 of the Florida Statutes in the event that the real property is not made part of the community redevelopment area.

By law, the Winter Haven Community Redevelopment Agency shall procure all commodities and services it uses under the same purchasing processes and requirements that apply to the City of Winter Haven, Florida, to which it is dependent.

Pursuant to Section 163.358 of the Florida Statutes, and Resolution 00-09 of the Board of County Commissioners of Polk County, Florida, the City of Winter Haven, Florida shall have all powers necessary or convenient under this CRA Plan update to carry out and effectuate the purposes and provisions of Part III of Chapter 163 of the Florida Statutes, including those powers granted under Section 163.370 of

the Florida Statutes. Further, pursuant to Resolution 00-09 of the Board of County Commissioners of Polk County, Florida, the City Commission of the City of Winter Haven, Florida retains the following powers of community redevelopment:

1. The power to determine an area to be a slum or blighted area, or combination thereof; to designate such area as appropriate for community redevelopment; and to hold any public hearings required with respect thereto;

2. The power to grant final approval to community redevelopment plans and modifications thereof;

3. The power to authorize the issuance of revenue bonds as set forth in Section 163.385 of the Florida Statutes;

4. The power to approve the acquisition, demolition, removal, or disposal of property as provided in Section 163.370(4) of the Florida Statutes and the power to assume the responsibility to bear loss as provided in Section 163.370(4) of the Florida Statutes;

5. The power to approve the development of community policing innovations; and

6. The power of eminent domain.

A Finding of Necessity for the Downtown Community Redevelopment Area was made by Resolution R-00-05 of the City Commission of the City of Winter Haven, Florida, adopted on March 13, 2000. A legal description of the community redevelopment area and the reasons for establishing such boundaries are wholly contained within the Finding of Necessity resolution, which is incorporated into this CRA Plan update by reference.

The base year for tax increment calculations is 2000.

The time certain for the completion of redevelopment activity by the Winter Haven Community Redevelopment Agency in the Downtown Community Redevelopment Area pursuant to this CRA Plan update is December 31, 2052. Notwithstanding anything in the law to the contrary, the Board of Commissioners of the Winter Haven Community Redevelopment Agency and the City Commission of the City of Winter Haven, Florida intend to take all actions necessary to require annual appropriations to the redevelopment trust fund from taxing authorities for the maximum period of time permitted by law, which is anticipated to be December 31, 2060.

Adoption of this CRA Plan update was recommended by Resolution _____of the Board of Commissioners of the Winter Haven Community Redevelopment Agency adopted on _____.

Notice of intent to consider and adopt this CRA Plan update was furnished to the public and to each taxing authority which levies ad valorem taxes on taxable real property contained within the geographic boundaries of the community redevelopment area pursuant to Section 163.346, Florida Statutes, on _____ and _____, respectively.

Pursuant to Section 163.361(3)(a), Florida Statutes, a written report was provided to each taxing authority concerning this CRA Plan update on _____.

This CRA Plan update was found to be compliant with the Comprehensive Plan of the City of Winter Haven by the Winter Haven Planning Commission, in its capacity as Local Planning Agency for the City of Winter Haven, Florida under the *Community Planning Act* on _____.

Pursuant to Section 163.361(2) of the Florida Statutes, a public hearing was convened on _____ before the City Commission of the City of Winter Haven to consider and adopt this CRA Plan update. This CRA Plan update was adopted by the City of Winter Haven by Resolution _____ of the City Commission of the City of Winter Haven, Florida on _____ with immediate effect.

A resolution approving the existence of the Winter Haven Community Redevelopment Agency beyond the termination dates specified in Section 6 of Chapter 2019-163, Laws of Florida, was adopted by majority vote of the City Commission of the City of Winter Haven, Florida, in its capacity as governing body, on _____.

By adoption of this CRA Plan update, the Board of Commissioners of the Winter Haven Community Redevelopment Agency and the City Commission of the Winter Haven, Florida jointly find that this CRA Plan update contains specific information regarding (a) the impact of redevelopment upon the residents of the community redevelopment area, (b) planned public capital improvements, (c) safeguards, (d) assurances, and (e) projected costs for redevelopment, all in compliance with the minimum requirements of Sections 163.362(3)-(9) of the Florida Statutes.

All capital improvement plans, five-year work plans and fixed capital outlay plans adopted by the executive departments and agencies of the State of Florida, by Polk County, by the School Board of Polk County, and by the City of Winter Haven, Florida that are effective as of the date of adoption of this CRA Plan update, are incorporated herein by reference to the extent such plans reflect publicly funded capital projects to be undertaken within the community redevelopment area.

Florence Villa Community Redevelopment Plan Update (CRA)

Community Redevelopment Plan Update

July 12, 2022

Prepared for: The City of Winter Haven, Florida
Prepared by: Central Florida Regional Planning Council

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Florence Villa
Community Redevelopment Plan Update

BACKGROUND

What is a Community Redevelopment District?

Under Florida law (Chapter 163, Part III), local governments are able to designate areas as Community Redevelopment Districts when certain conditions exist. Since all the monies used in financing Community Redevelopment Agency activities are locally generated, Community Redevelopment Agencies are not overseen by the state, but redevelopment plans must be consistent with local government comprehensive plans. Examples of conditions that can support the creation of a Community Redevelopment District include, but are not limited to: the presence of substandard or inadequate structures, a shortage of affordable housing, inadequate infrastructure, insufficient roadways, and inadequate parking. To document that the required conditions exist, the local government must survey the proposed redevelopment area and prepare a Finding of Necessity. If the Finding of Necessity determines that the required conditions exist, the local government may create a Community Redevelopment District to provide the tools needed to foster and support redevelopment of the targeted area.

There are currently over 200 Community Redevelopment Districts in the State of Florida. The designation is used by Florida cities of all sizes, from Jacksonville and Tampa to Madison and Apalachicola. Many familiar locations, such as Church Street in Orlando, Ybor City in Tampa, and the beachfront in Ft. Lauderdale are successful examples of Community Redevelopment Districts.

What is a Community Redevelopment Agency?

The activities and programs offered within a Community Redevelopment District are administered by the Community Redevelopment Agency. A five to seven-member Community Redevelopment Agency "Board" created by the local government (city or county) directs the agency. The Board can be comprised of local government officials and or other individuals appointed by the local government. Although one local government may establish multiple Community Redevelopment Districts, there generally may be only one Community Redevelopment Agency Board. Each district must maintain separate trust funds, and expend those funds only in that district.

What is a Community Redevelopment Plan?

The Community Redevelopment Agency is responsible for developing and implementing the Community Redevelopment Plan that addresses the unique needs of the targeted area. The plan includes the overall goals for redevelopment in the area, as well as identifying the types of projects planned for the area.

Examples of traditional projects include: streetscapes and roadway improvements, building renovations, new building construction, flood control initiatives, water and sewer improvements, parking lots and garages, neighborhood parks, sidewalks, and street tree plantings. The plan can also include redevelopment incentives such as grants and loans for such things as façade improvements, sprinkler system upgrades, signs, and structural improvements. The redevelopment plan is a living document that can be updated to meet the changing needs within the Community Redevelopment Area; however, the boundaries of the area cannot be changed without starting the process from the beginning. [1]

FLORENCE VILLA COMMUNITY REDEVELOPMENT DISTRICT

History

A continuous goal of the City of Winter Haven is to explore mechanisms to promote economic development and improve the quality of life within the Florence Villa area. The Florence Villa Community Redevelopment Area (CRA), located in the City of Winter Haven, is an urban community of approximately 4,195 people (Source: 2017 ESRI Business Analyst).

This CRA Plan update builds upon the goals established as part 2000 CRA Plan and provides for: updated Capital Improvements Plan (CIP) and Tax Increment Financing (TIF) projections. In addition, it is the intent of this CRA Plan update to revise and extend the time certain for redevelopment activity to the maximum amount permitted by Florida law.

The community encompasses approximately 1.4 square miles and is less than one mile north of the City's downtown area. US Highway 17 is on the west side of the area. The Florence Villa CRA Plan has not been updated since it was adopted in 2000. The purpose of the update to the Florence Villa CRA Plan is to allow the City and community to evaluate the successes of the CRA, the current conditions, and prioritize revisited and new short-term and long-term goals. This document provides research and an analysis of current market conditions and development and residential opportunities. The first step was to have an overview of the existing land parcels in the area and examine the Future Land Use, zoning, existing land use, and lot sizes through GIS mapping. The second part analyzes the current socioeconomic and demographic conditions of the area. ESRI – U.S. Census was utilized to determine population, local economy, and housing characteristics in the Florence Villa CRA area compared to the City of Winter Haven and Polk County.

Table 1 below identifies the 2000 CRA Plan priorities as well as accomplishments as of this update. Several parks and recreation improvements in Florence Villa have been completed. Ongoing work includes code enforcement including a new "helping hands" code enforcement program, and drainage improvements.

Table 1:

Florence Villa CRA Plan
Recommendations & Accomplishments
2007-2018 Status

Year 2000 CRA Plan Identified Goals	CRA Plan Accomplishments
Construction of the regional trail system. Should be paid for by other government organizations.	✓
Streetscape Design/Construction	✓
Lake Maude Waterfront Park	✓
Inman Park Improvements	✓
Sidewalk Improvements	✓
Sportsman Park	✓
Lake Maude Recreation	✓
Location and construction of the Winter Haven Police Department within the Redevelopment Area.	✓
Upgrade the street lighting systems.	**In places**
Encourage increased code enforcement on delinquent properties.	**On going**
Unsafe structures should be demolished. Consider organizing volunteer work parties to clean and maintain vacated properties.	**On going**
Sewer/Drainage Improvements	**On going**
First Street N Commercial	**Corridor Study completed in 2010**
Housing Strategies	
Planned Industrial Complex	

Figure 1 showing the map of completed and planned projects in Florence Villa is provided below. Since the adoption of the 2000 CRA Plan, several projects have been completed including the streetscaping of Martin Luther King Jr. Boulevard, drainage improvements throughout the community, and the Lake Maude Recreation Complex.

Figure 1: Commercial, Residential, and Infrastructure Development Projects Planned and/or Completed in Florence Villa

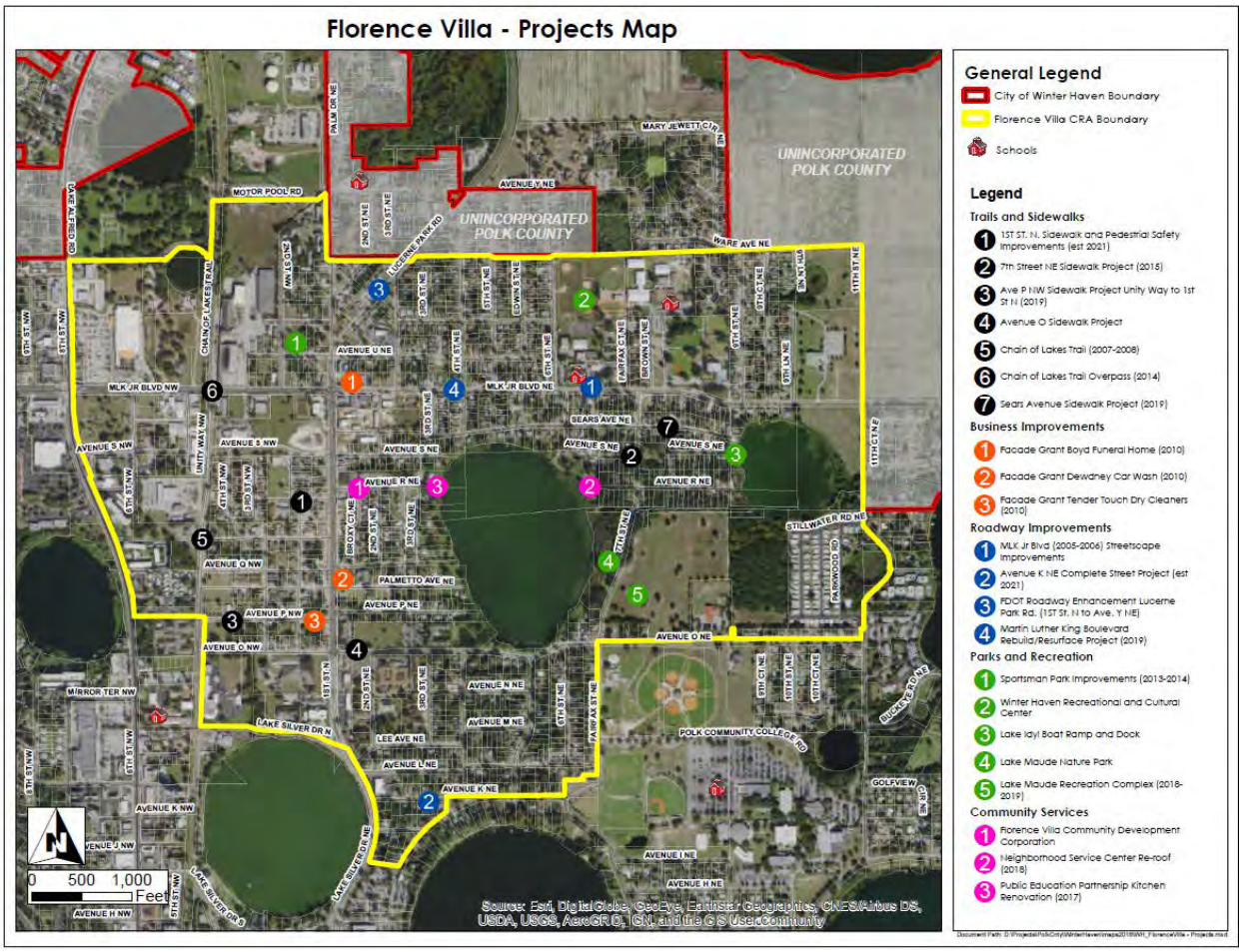
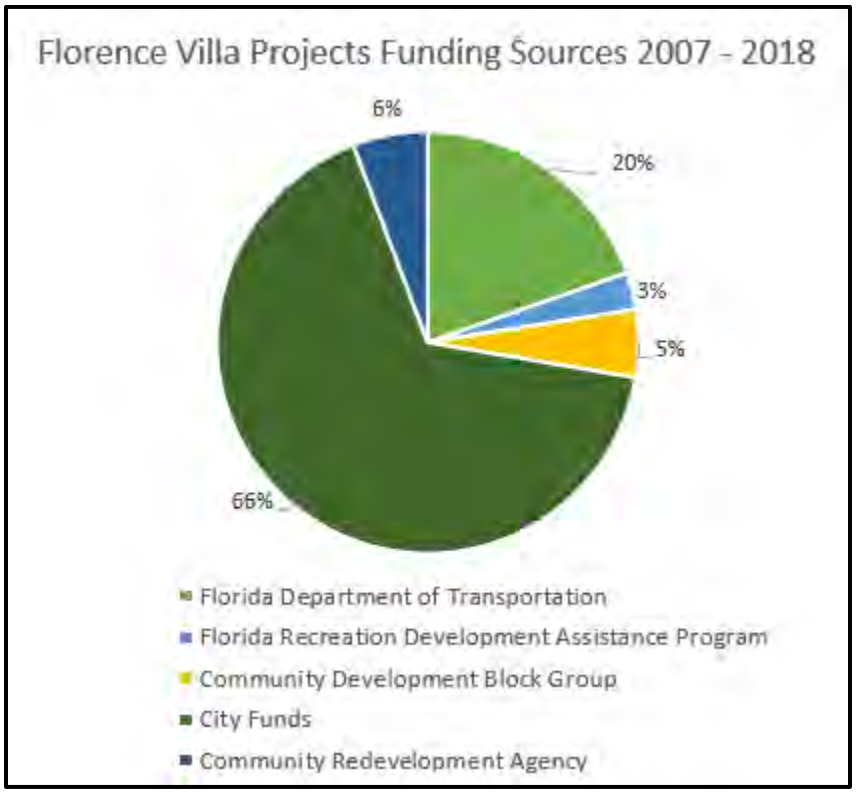


Figure 2 below indicates the funding sources for projects completed to date within the Florence Villa CRA. As shown, the majority of funding has been from the City's General Fund followed by the Florida Department of Transportation.

Figure 2: Florence Villa Projects Funding Sources

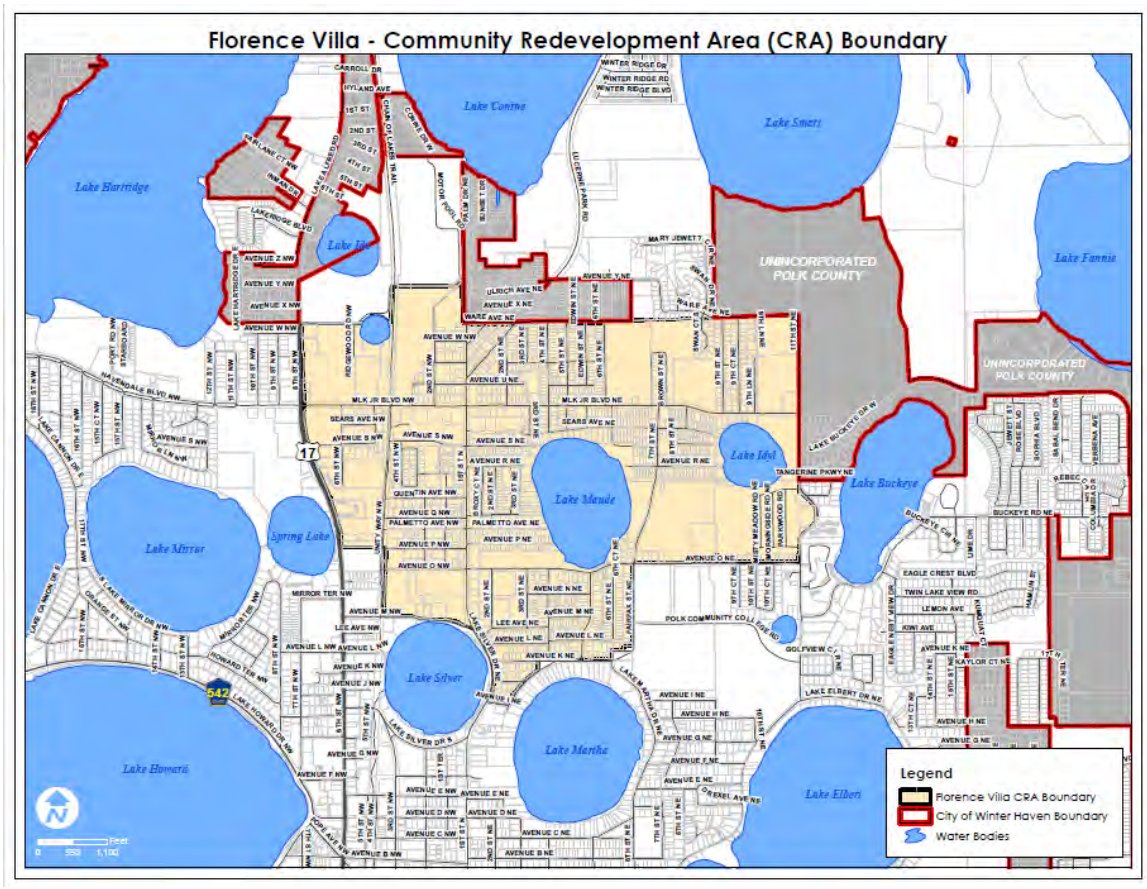


Boundary

Florence Villa, the original African-American settlement in Winter Haven, is located in the north central portion of the City of Winter Haven and extends from 6th Street NW on the west, Avenue X NW and Ware Ave NE to the north, 11th Street on the east, and Avenue M NW/Avenue I/ Lake Martha Drive on the south.

The Florence Villa Community Redevelopment Area consists of approximately 715 total acres. Approximately 77.8 of those acres contain water bodies. The largest percentage of land area comes from 278.5 total acres of residential property. Most of the commercial property is located along U.S. Highway 17, MLK Jr. Blvd and First Street. Government and Institutional uses combined compose almost 28 percent of the total CRA area.

Figure 3. Florence Villa CRA Boundary



Population

The Florence Villa area has a population of approximately 4,200 according to 2018 ESRI – U.S. Census Bureau (See Table 4). This population growth is expected to continue for the next five years. According to U.S. ESRI- U.S. Census, the Florence Villa CRA community will have a population of approximately 4,567 or a 1.6 annual population rate by 2023. Based on this 1.6 annual projection rate, by 2025, the population is expected to increase by 10 percent and by 2030, the population is expected to increase by 17 percent. See Table 2 for population projections. The median age in Florence Villa is 40, which is lower than the median age in the City of Winter Haven and Polk County. The Florence Villa community has an average household size of 2.52 and an average family size of 3.23. Additionally, approximately 71 percent of Florence Villa residents are high school graduates, which is lower than the City of Winter Haven and Polk County.

Table 2: Population and Socio-Economic Characteristics

	Florence Villa Area*	Winter Haven**	Polk County**	Florida**	USA**
Population	4,200	38,663	652,256	20,278,447	325,719,178
Average Household Size	2.52	2.32	2.59	2.48	2.58
Average Family Size	3.23	2.93	3.05	3.01	3.14
Median Household Income	$25,429	$41,790	$45,988	$50,883	$57,652
Per Capita Income	$13,904	$23,424	$22,579	$28,774	$31,177
Median Age	40	44	40.4	41.8	37.2
High School Graduate	70.7%	85.4%	84.3%	87.6%	87.3%

**Source: 2018 ESRI – US. Census Bureau*

***Source: U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates & 2010 Census*

Table 3: Population Projections 2018-2040*

Year	Population
2018	4,200
2020	4,331
2025	4,678
2030	5,052
2035	5,456
2040	5,893

**Source: ESRI -U.S. Census*

Socio-Economic

The Florence Villa community has suffered from long-standing depressed economic conditions. In addition to low homeownership rate and higher renter occupied rate, the median household income is $25,429, which is 39 percent less than the City of Winter Haven and 46 percent less than Polk County median household income.

Per capita income is also lower in Florence Villa. According to the 2018 U.S. Federal Poverty Guidelines to determine financial eligibility for federal programs, the annual income for one person is less than $12,140. In Florence Villa, the per capita income is only $13,904, which is 13 percent more than the U.S. Federal Poverty Guideline's figure and almost half of the City of Winter Haven per capita income.

Housing and Homeownership

The median value of owner-occupied housing is $83,136, which is 46 percent less than the City of Winter Haven median value of owner-occupied housing units and 45 percent less than Polk County's median owner-occupied housing units. In the Florence Villa community, the renter occupied rate is greater than the home ownership rate. In contrast, more than 50 percent of residents in Winter Haven and Polk County own their own homes and less than 40 percent rent. Additionally, there is a higher percentage of vacant housing units in Florence Villa as compared to the City of Winter Haven. See Table 3 for more details.

Table 4: Housing and Homeownership Characteristics

	Florence Villa Area	Winter Haven	Polk County
Total Housing Units	1,953	19,188	307,982
Owner Occupied Housing Units	37%	53%	55%
Renter Occupied Housing Units	46%	32	26%
Vacant Housing Units	17%	15%	19.1%
Median value of owner - occupied housing	$83,136	$154,434	$152,438

Source: 2018 ESRI- U.S. Census Bureau

According to the Agricultural and Labor Program, an organization that provides Low Income Home Energy Assistance Program (LIHEAP) in Polk County, the program benefited approximately 391 families and 471 homes in 2018. Estimating an average of 3.23 per family size (2018 Esri – US. Census), this means that this program benefited approximately 1,263 residents or 70 percent of the Florence Villa residents.

Business

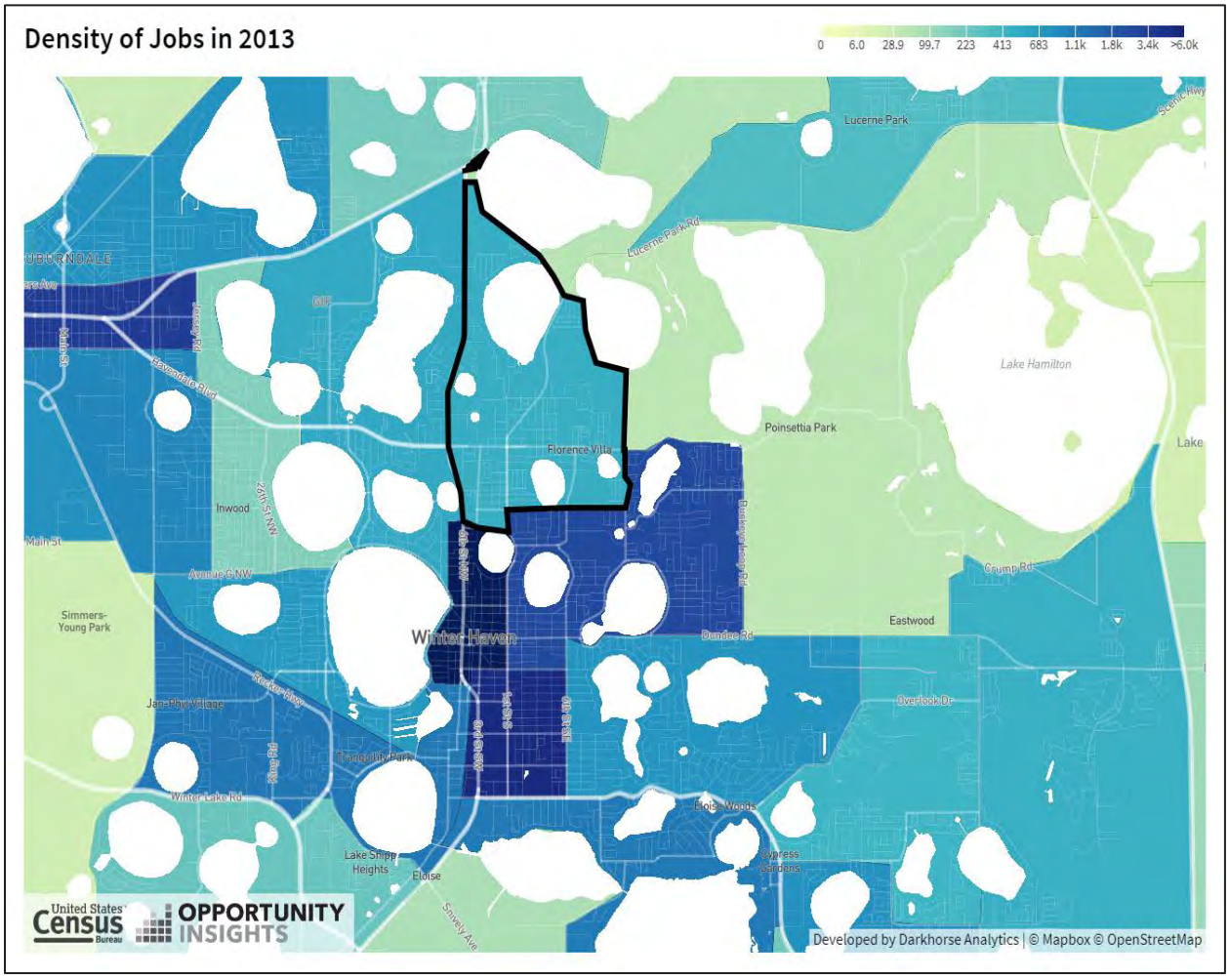
There are approximately 157 businesses in Florence Villa. The highest number of businesses by North American Industry Classification System (NAICS) is "Other Services (Except Public Administration)", which is 32.3 percent of the total amount of businesses. This category typically includes businesses such as repair and maintenance, personal and laundry services, religious and other professional organizations, among others (Bureau of Labor Statistics). The second and third highest number of businesses by NAICS is Health Care & Social Assistance (14.5 percent) and Retail Trade with 13.7 percent, respectively. According to the Winter Haven Chamber of Commerce, only 15 businesses are members of the Chamber of Commerce. Taking into consideration that the total population is inside an urbanized area, there are no businesses classified under the Agriculture or Mining NAICS industry in the area.

Employment

The Florence Villa area employee/residential population ratio per 100 residents is 79, which is 55 points less than the employee/residential population in the City of Winter Haven. The total number of employees in Florence Villa is 3,311. The "Health Care and Social Assistance" NAICS classification has the highest number of employees with approximately 2,285 employees or 69 percent of the total amount of employees. A total of 5.6 percent of employees work in Educational Services and 5.4 percent work in wholesale trade. An estimated 38.6 percent of the population has a white-collar occupation classification and 29.8 percent has a blue-collar occupation classification.

According to U.S. Census Opportunity Insights Atlas, the estimated job growth rate from 2004 to 2013 was 0.4 percent. Census Tract 12105013600, which comprises most of the Florence Villa CRA area, has an estimate of 483 jobs per square mile in 2013. This figure is slightly higher than the City's estimated number of jobs per square mile, which is 413 per square mile. Figure 4 shows the density of jobs per square mile in 2013.

Figure 4: Density of Jobs in 2013. Source: Opportunity Insights Atlas



Existing Land Use Characteristics

In regards to the existing land use, the Florence Villa CRA area's highest percentage of existing land use is residential, followed by government, and commercial. The City of Winter Haven and the State of Florida as well as the Polk County School District are part of the existing government land use. The CRA area has a total of three (3) city parks (Inman Park, Sportsman Park, and Lake Maude Nature Park), one (1) recreational center (Winter Haven Recreational and Cultural Center), one (1) recreational complex (Lake Maude Recreational Complex), and the Chain of Lakes multi-use trail. Most of the parcels in the CRA area have a Residential Low Future Land Use designation and Residential-single family zoning designation. See Table 5 for Existing Land Use.

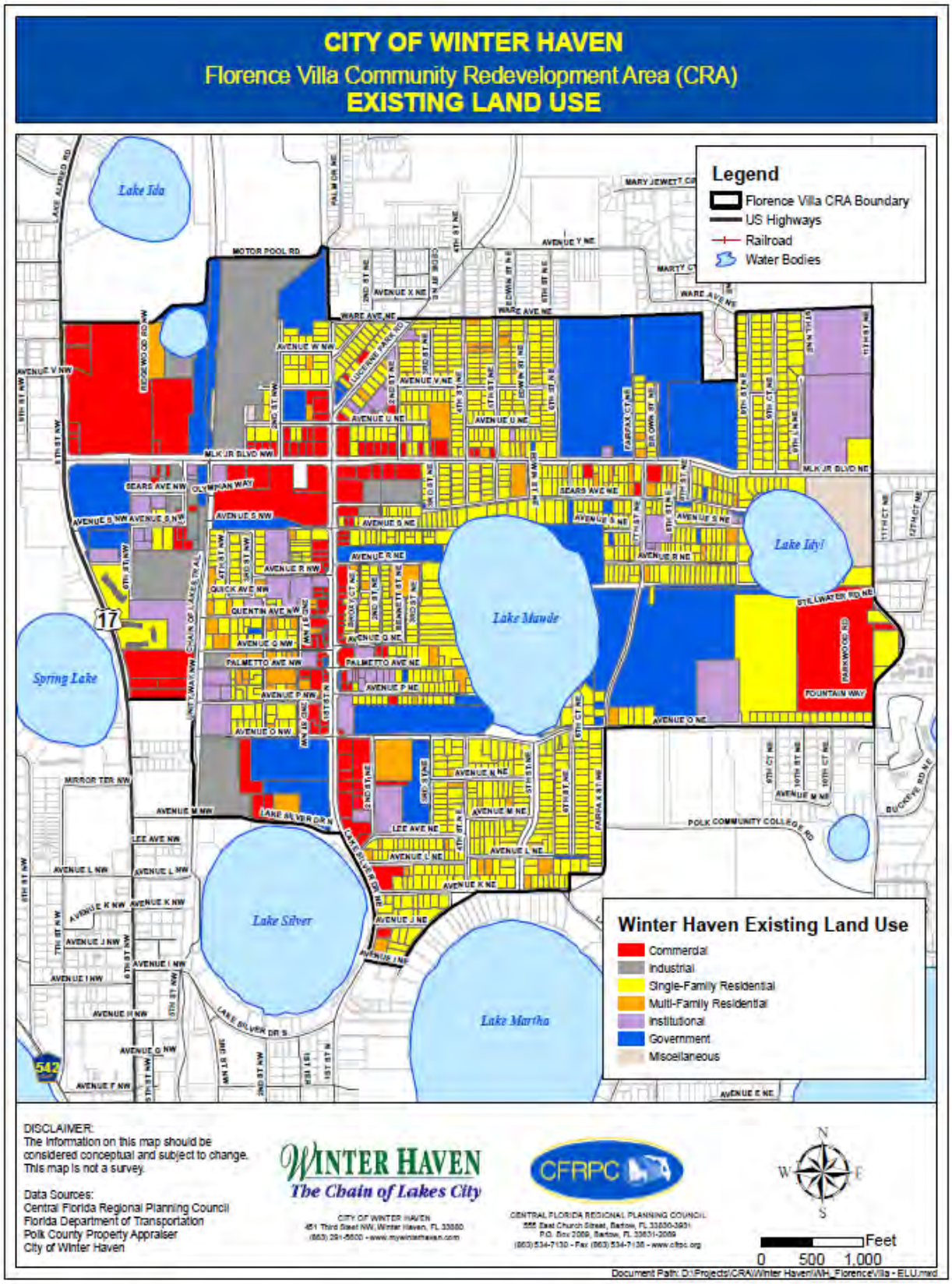
The Florence Villa CRA area has approximately 715.3 acres or 1.3 square miles that includes water bodies and other unassigned land uses based on the Department of Revenue (DOR) land use code designation. The area does not have agricultural land; thus, 100 percent of the population live and work inside an urbanized area. Approximately 39 percent of the area is residential and 22 percent is government. A total of 15 percent of the existing land use is designated as commercial. The total sum of water bodies is approximately 77.8 acres, which is 11 percent of the total number of acres.

Table 5: Existing Land Use

	Total Acreage	Percent Acreage
Agricultural	0	0%
Commercial	108.7	15%
Government	157.2	22%
Industrial	46.3	6%
Institution	60.4	8%
Miscellaneous	64.2	9%
Residential	278.5	39%
Unassigned	0	0%
Total	715.3	100%

In regards to vacant land, 362 parcels are vacant, totaling 167.7 acres or 23.5 percent. Of the 362 parcels, 85 have a commercial land use designation and have a total acreage of 21.6. There are 5 parcels with an industrial land use designation and have a total of 1.6 acres. Residential land use has the highest vacancy rate. A total of 199 parcels with residential land use designation are currently vacant which represents approximately 55 percent of the total number of vacant parcels.

Figure 5: Existing Land Use Map



Parcel Inventory

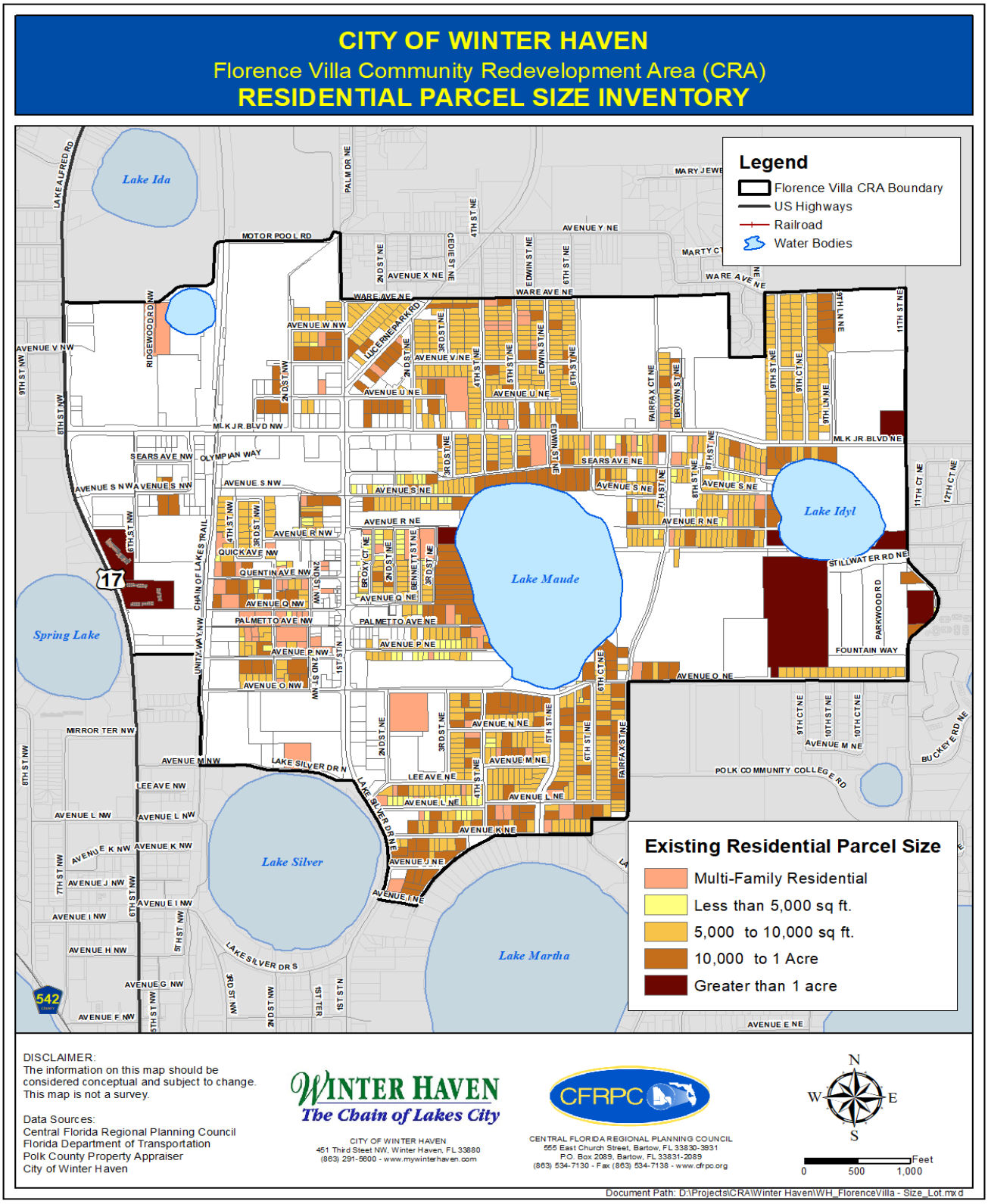
According to Polk County Property Appraiser information, there are 14 residential parcels in the area that are greater than one acre in size. The Florence Villa CRA area also has existing multi-family developed areas, which is considered to be 10 residential dwelling units or more according to the Department of Revenue land use code. The total area of the existing multi-family residential land is approximately 34.8 acres and there are approximately 243 parcels.

The largest parcel area with single- family residential zoning is located on the south side of Lake Idyl and has approximately 15.4 acres. The parcel is currently vacant and is adjacent to the City of Winter Haven's Lake Maude Recreational Center and the Colony Club mobile home community. More than 60 percent of the existing residential parcels have a parcel size between 5,000 and 10,000 square feet and 20 percent of residential properties have a size of less than 5,000 square feet.

Table 6: Residential Parcel Sizes in Florence Villa

	< 5,000 sq ft	**5,000 sq ft - 10,000 sq ft**	**10,000 sq ft -1 acre**	**➢ 1 acre**	**Multi-Family Residential**
Number of Parcels	276	849	242	14	243

Figure 6: Residential Parcel Size Inventory



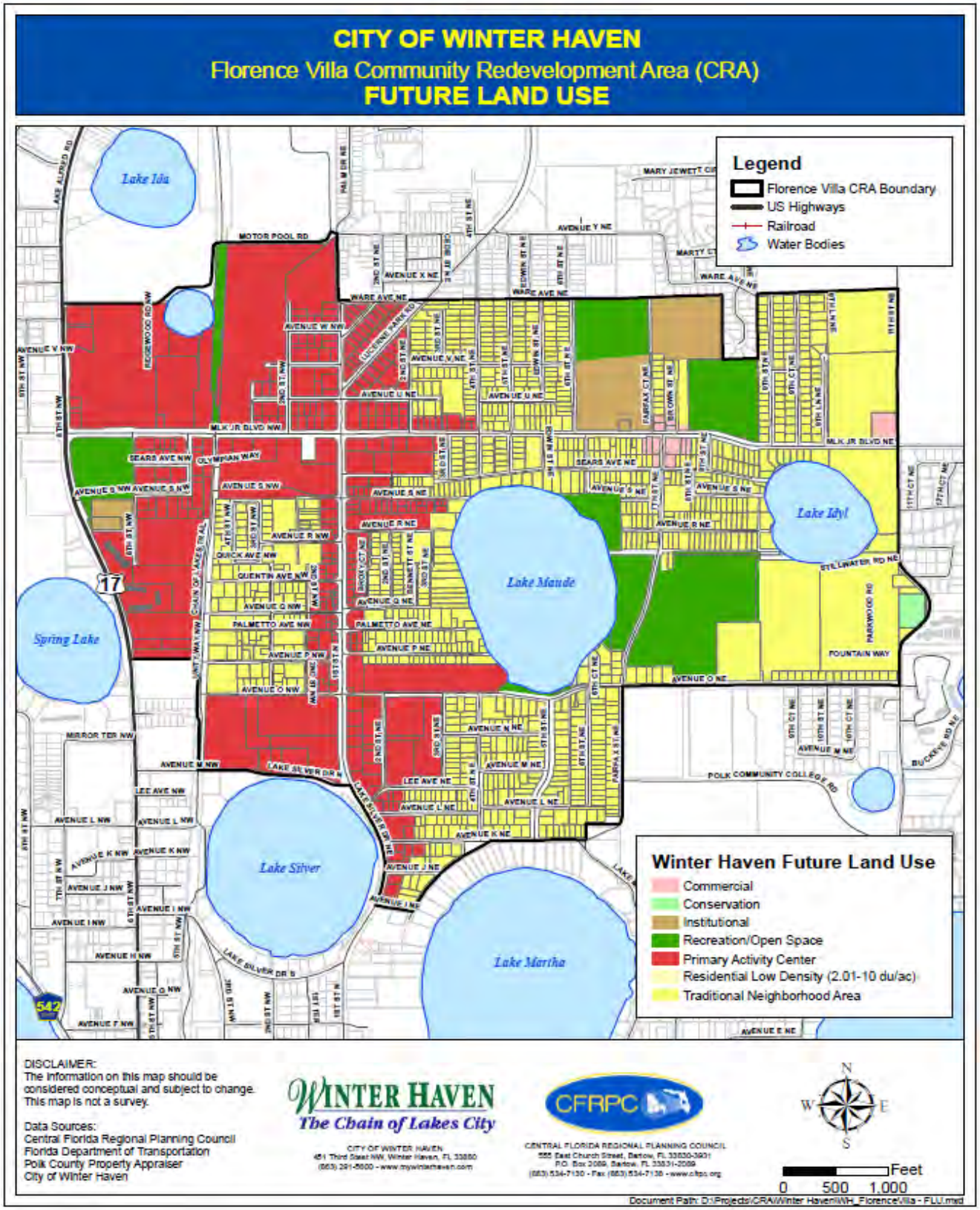
Future Land Use

Figure 5 depicts the Future Land Use pattern within the CRA area. The Future Land Use pattern shows a much more homogeneous area that has primarily low to medium density residential in the Traditional Neighborhood Area Future Land Use designation. Multi-family uses are allowed under this designation as it allows residential densities for new construction of between 3 and 15 units per acre. Allowing multi-family uses within the commercial corridor, especially in First Street and MLK Jr. Blvd, may encourage mixed use, and walkable commercial and entertainment districts. See Table 7 for the Future Land Use analysis.

Table 7: Future Land Use Designations in Florence Villa CRA

	Total Acreage	Percent Acreage
Commercial	14.85	0%
Conservation	3.3	0.46%
Institutional	176.64	25%
Recreational/Open Space	29.75	4%
Primary Activity Center	241.95	34%
Residential Low Density	0	0%
Traditional Neighborhood Area	407.82	57%
Total	715.3	100%

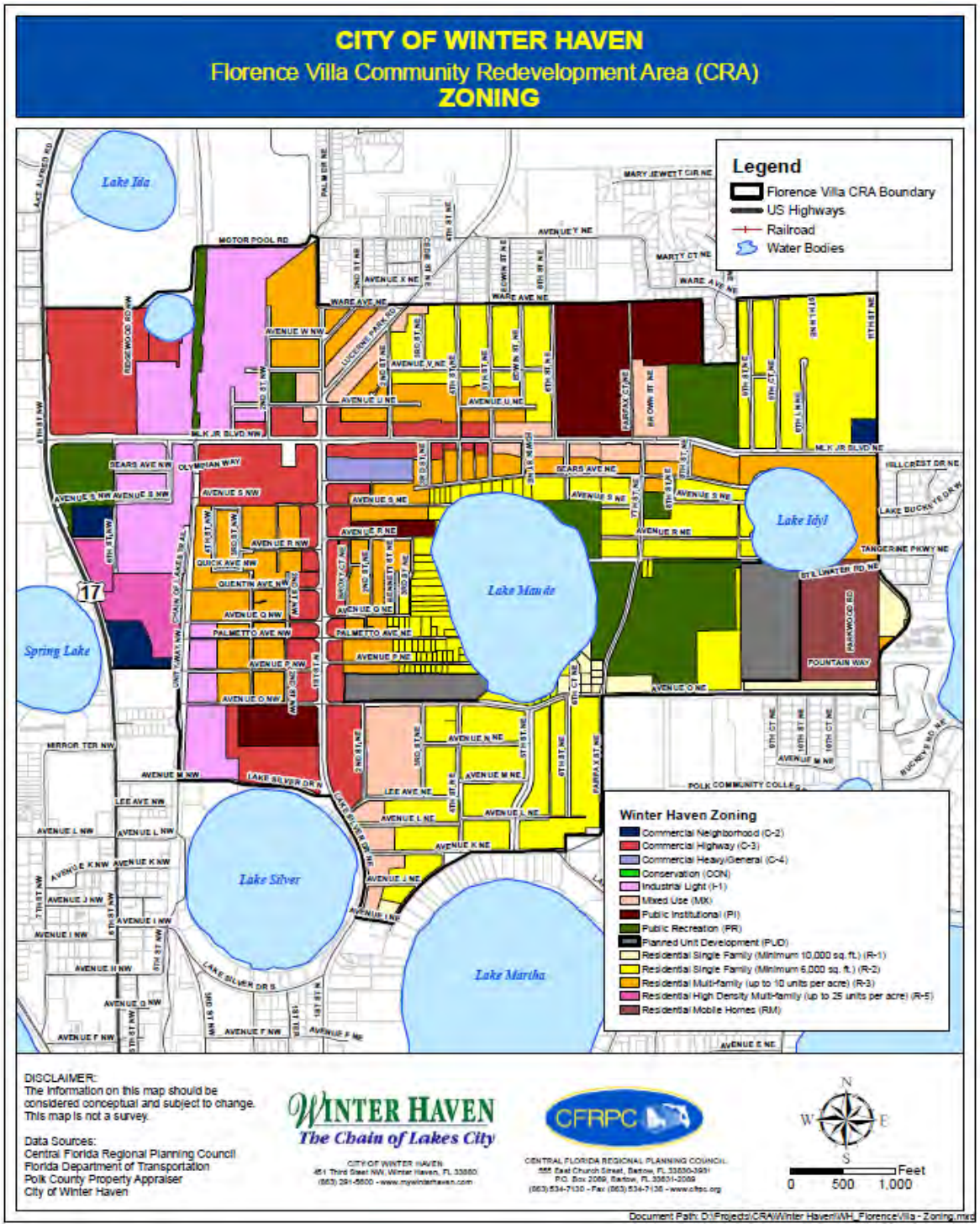
Figure 7: Future Land Use Map



Zoning

The zoning districts in the CRA are consistent with the Winter Haven Comprehensive Plan. The CRA area is composed of different zoning classifications, primarily Residential single-family (R-2). Residential multi-family is also allowed in the area. Along U.S. Highway 17 and First Street, there are parcels that have a Commercial Highway zoning and Commercial Neighborhood zoning.

Figure 8: Zoning Map



Transportation

One of the most significant transportation projects in Florence Villa has been the widening of First ^{t} Street. All conversations with the community lead back to the noticed decline in Florence Villa beginning with changing First Street from 2 lanes to 4 lanes. The Florida Department of Transportation may consider adding streetscaping to this area to slow traffic down and create a more pedestrian friendly environment. As First Street continues to the north and turns into Lucerne Park Road (SR 544), the Florida Department of Transportation is evaluating the corridor for potential widening and alternative corridors.

As part of the recommendation from the 2000 CRA Plan, Martin Luther King, Jr. Boulevard has been improved through streetscaping, crosswalks, sidewalks, and a bus stop. This is a gateway into Florence Villa.

Speed is an issue throughout the community on both local and collector roadways. Residents stated that while speed bumps are helpful, they prefer speed tables to prevent drivers from racing over the speed bumps.

Infrastructure

The City of Winter Haven's central potable water system and wastewater system extend throughout Florence Villa as indicated on Figures 9 and 10 below.

Figure 9:

Winter Haven Central Potable Water System in Florence Villa

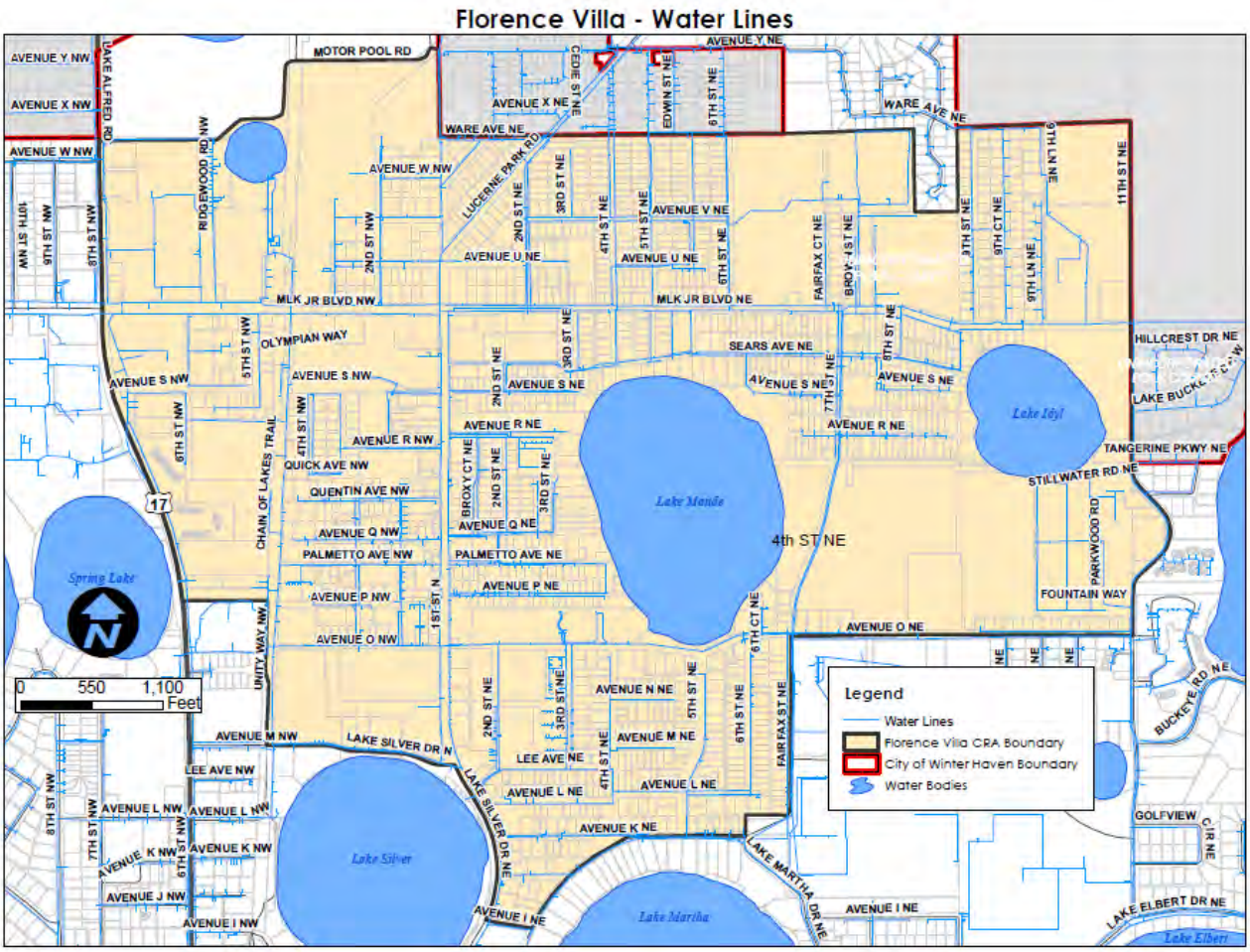
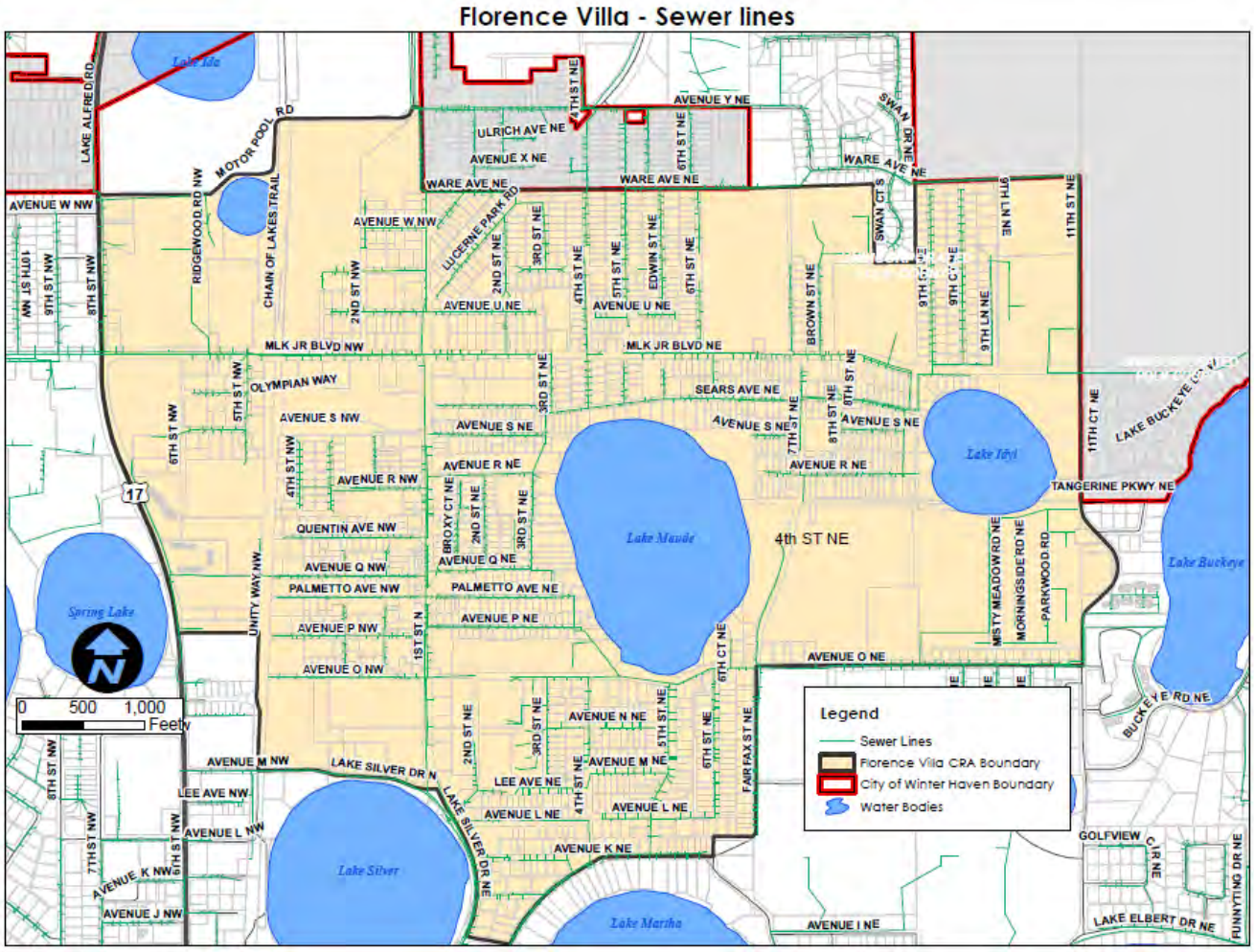


Figure 10:

Winter Haven Central Wastewater System in Florence Villa



Winter Haven Florence Villa
Community Redevelopment Plan Update

PAST, CURRENT, AND PROJECTED MILLAGE RATES

In comparing current millage rates with those in the past and the potential for the future, a mill is the base unit which is used to calculate ad valorem revenue. For example, if a tax rate is 1.00 mill and the taxable value of a piece of property is $1,000, one dollar of revenue is generated. Table 8 includes the millage rates for Winter Haven and Polk County from 2010 through 2021. The millage rates are specific to the County and City of Winter Haven and do not include the millage rates for the School Board or Water Management Districts. Winter Haven kept the same millage rate from 2010 through 2017 and then increased it in 2018. Polk County kept the same millage rate from 2010 to 2014, reduced it in 2015, increased it in 2018, and reduced it in 2020. Based on the historical trends, the projected millage rate is set as the 2023 millage rate.

TABLE 8:

MILLAGE RATES

Year	City Millage Rate	County Millage Rate	Combined Millage Rate
2010	5.7900	6.8665	12.6565
2011	5.7900	6.8665	12.6565
2012	5.7900	6.8665	12.6565
2013	5.7900	6.8665	12.6565
2014	5.7900	6.8665	12.6565
2015	5.7900	6.7815	12.5715
2016	5.7900	6.7815	12.5715
2017	5.7900	6.7815	12.5715
2018	6.7900	7.1565	13.9465
2019	6.7900	7.1565	14.2465
2020	6.7900	6.8990	13.6890
2021	6.7900	6.8990	13.6890

Source: the Polk County Property Appraiser's Office

According to the Florida Department of Revenue, the City of Winter Haven levied $19,190,651.93 of ad valorem taxes in 2020 and $20,773,469.91 of ad valorem taxes in 2021, which is an 8.3 percent increase.

Assessed Values

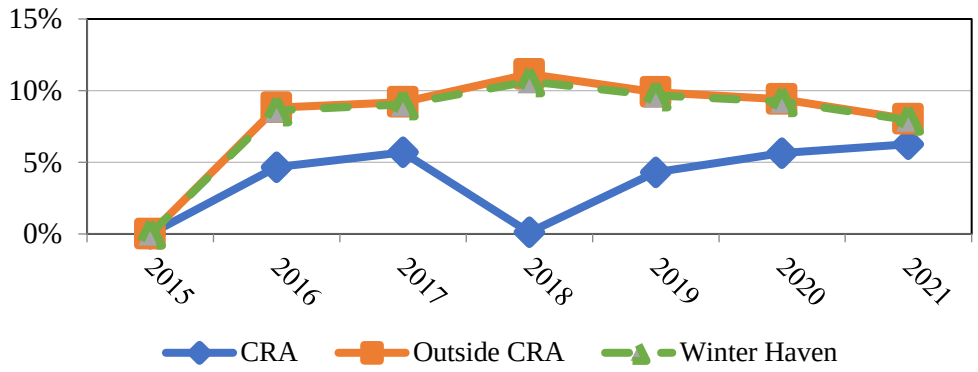
The Assessed Values for the properties in the Florence Villa CRA District experiences increases between 2015 through 2021, with the strongest increase between 2019 and 2020. The overall growth in assessed values in the Florence Villa CRA District were not as strong as the growth in the City of Winter Haven or the area located outside the Florence Villa CRA District. The growth in assessed values in these areas also increased each year. This is partially explained through the addition of annexed lands in these areas while the Florence Villa CRA district boundary remains the same. From 2015 to 2021, the Florence Villa CRA District experienced a 29.7 percent increase in assessed values, the area outside the CRA experienced a 71.5 percent increase in assessed values, and the City of Winter Haven experienced a 69.5 percent increase in assessed values.

TABLE 9:
TOTAL ASSESSED VALUE

	Within CRA		Outside CRA		City of Winter Haven	
Year	**Total Value**	**Percent Change from previous Year**	**Total Value**	**Percent Change from previous Year**	**Total Value**	**Percent Change from previous Year**
2015	$106,158,352	--	$2,038,319,921	--	$2,144,478,273	--
2016	$111,101,698	4.66%	$2,218,089,257	8.82%	$2,329,190,955	8.61%
2017	$117,436,192	5.70%	$2,422,153,740	9.20%	$2,539,589,932	9.03%
2018	$117,576,500	0.12%	$2,692,385,737	16.82%	$2,809,962,237	10.65%
2019	$122,629,074	4.30%	$2,958,947,452	9.90%	$3,081,576,526	9.67%
2020	$129,553,688	5.65%	$3,237,130,139	9.40%	$3,366,683,827	9.25%
2021	$137,668,214	6.26%	$3,496,586,299	8.02%	$3,634,254,513	7.95%
Overall Change	**$31,509,862**	**29.68%**	**$1,458,266,378**	**71.54%**	**$1,489,776,240**	**69.47%**

Source: The Polk County Property Appraiser's Office

Figure 11: Percent Change in Assessed Value History - Florence Villa CRA, Outside the CRA, and Winter Haven



Taxable Values

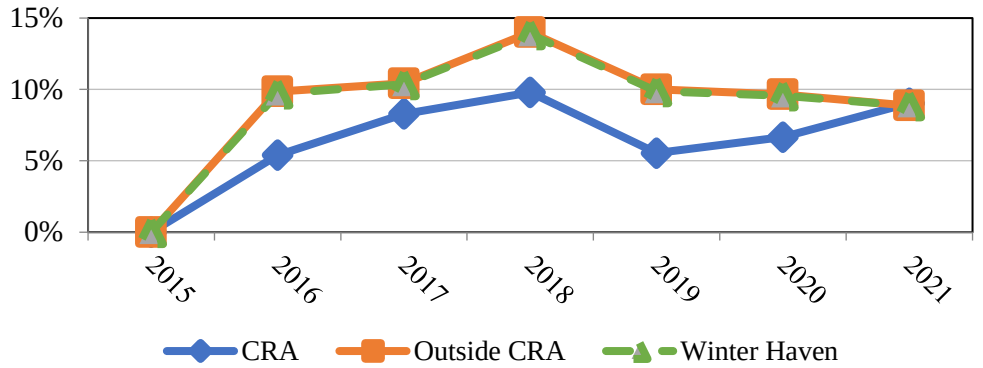
The Total Taxable Values for the properties in the Florence Villa CRA District increased every year, with the strongest increase between 2017 and 2018. The growth in Total Taxable Values in the Florence Villa CRA District were not as strong as the growth in the City of Winter Haven or the area located outside the Florence Villa CRA District. The growth in Total Taxable Values inside the Florence Villa CRA District from 2015 through 2021 was on average 4.5 percent. The growth in Total Taxable Values in these areas have increased each year from 2015 through 2021 on average of 10.4 percent. This is partially explained through the addition of annexed lands in these areas while the Florence Villa CRA district boundary remains the same. From 2015 to 2021, the Florence Villa CRA District experienced a 53.8 percent increase in Total Taxable Values, the area outside the CRA experienced an 81.6 percent increase in Total Taxable Values, and the City of Winter Haven experiences an 80.6 percent increase in Total Taxable Values.

TABLE 10:
TOTAL TAXABLE VALUES

	Within CRA		**Outside CRA**		**City of Winter Haven**	
Year	Taxable Value	Percent Change from previous Year	Taxable Value	Percent Change from previous Year	Taxable Value	Percent Change from previous Year
2015	$52,389,080	--	$1,477,523,646	--	$1,529,912,726	--
2016	$55,216,565	5.40%	$1,623,086,609	9.85%	$1,678,303,174	9.70%
2017	$59,794,463	8.29%	$1,792,314,735	10.43%	$1,852,109,198	10.36%
2018	$65,648,950	9.79%	$2,043,183,175	14.00%	$2,108,832,125	13.86%
2019	$69,286,988	5.54%	$2,247,532,562	10.00%	$2,316,819,550	9.86%
2020	$73,898,946	6.66%	$2,464,446,612	9.65%	$2,538,345,558	9.56%
2021	$80,579,826	9.04%	$2,683,036,870	8.87%	$2,763,616,696	8.87%
Overall Change	**$28,190,746**	**53.81%**	**$1,205,513,224**	**81.59%**	**$1,233,703,970**	**80.64%**

Source: the Polk County Property Appraiser's Office

Figure 12: Percent Change in Total Taxable Value History - Florence Villa CRA, Outside the CRA, and Winter Haven



Tax Increment Revenue Projections

Original CRA Plan Adopted June 2, 2000 (1999 Base Year)

The revenue projections in the original CRA Plan assumed a year 1999 baseline and projected revenues for 30 years, to 2029. It assumed a growth rate of 1.9 percent and a millage rate of 13.9970. The projections estimated a cumulative trust fund revenue of approximately 14.55 million dollars by 2029. The information on Table 11 includes the revenue projections from the original CRA plan only including the years applicable to this report (page 67 of original plan).

TABLE 11:
FIRST UPDATE FLORENCE VILLA CRA PLAN REVENUE PROJECTION (1999 BASE YEAR)

Year	Area Tax Base (Taxable Value)	Tax Base Increment	Millage Rate (City + County)	Increment Revenues	Increment Revenue Limit	Trust Fund Revenue ($)	Cumulative Revenue ($) – Since 2000
1999	$39,596,809	$0	0.013997	-	95%	$0	$0
2021	$91,385,206	$51,788,397	0.013997	$724,882	95%	$688,638	$8,170,023
2022	**$93,121,525**	**$53,524,716**	**0.013997**	**$749,185**	**95%**	**$711,726**	**$8,881,750**
2023	$94,890,834	$55,294,025	0.013997	$773,950	95%	$735,253	$9,617,003
2024	**$96,693,760**	**$57,096,951**	**0.013997**	**$799,186**	**95%**	**$759,227**	**$10,376,229**
2025	$98,530,941	$58,934,132	0.013997	$824,901	95%	$783,656	$11,159,885
2026	**$100,403,029**	**$60,806,220**	**0.013997**	**$851,105**	**95%**	**$808,549**	**$11,968,435**
2027	$102,310,686	$62,713,877	0.013997	$877,806	95%	$833,916	$12,802,350
2028	**$104,254,589**	**$64,657,780**	**0.013997**	**$905,015**	**95%**	**$859,764**	**$13,662,115**
2029	$106,235,427	$66,638,618	0.013997	$932,741	95%	$886,104	$14,548,218

***Note: 1999 Base line year**

Current Revenue Projections (1999 Base Year)

From 2015 to 2021, the annual percent change in taxable value for the Florence Villa CRA District averaged to 4.5 percent. The original Florence Villa CRA Plan included an updated revenue projections sheet that assumed a year 1999 baseline and assumed a growth rate of 1.9 percent. The current revenue projections assume an annual increase of 2.5 percent in taxable values within the CRA district with increases in years of catalyst projects as discussed in Section xxx. A lower percentage rate is utilized as a conservative measure against a potential future slowdown in residential development and property demands. The 2.5 percent proposed is between the original CRA plan's 1.9 percent and the 4.5 percent average in 2015 to 2021. Table 12 includes the forecast revenue projections for the Florence Villa CRA District from 2021 through 2060. The 1999 tax year is the established base year and the tax increment is the difference between the base year and the forecast year. The contribution rate is at 95% with a city tax rate of 6.7900 mills through 2022 and 6.5900 starting in2023 and a county tax rate of 6.8990 mills. Figure 13 illustrates the difference in the annual forecast trust fund revenue projections for 2021 through 2029 from the original projections.

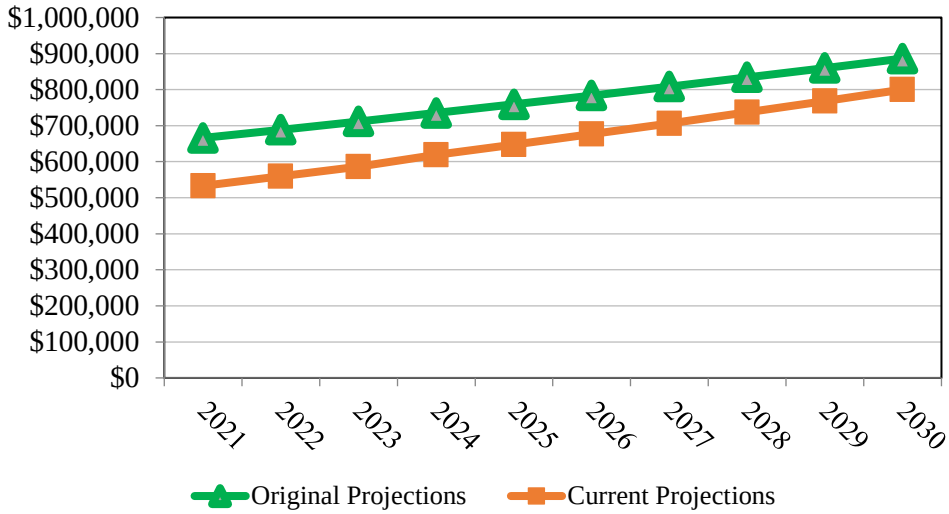
TABLE 12
REVENUE PROJECTION

Year	Area Tax Base (Taxable Value) ($)	Tax Base Increment ($)	City Millage	County Millage	Increment Revenues ($)	Increment Revenue Limit	Trust Fund Revenue ($)	Cumulative Revenue ($)
1999	$39,596,809							
2021	$80,579,826	$40,983,017	6.7900	6.8990	$561,017	95%	$532,966	$532,966
2022	$82,594,322	$42,997,513	6.7900	6.8990	$588,593	95%	$559,163	$1,092,129
2023	$84,659,180	$45,062,371	6.5900	6.8990	$607,846	95%	$577,454	$1,669,583
2024	$87,198,955	$47,602,146	6.5900	6.8990	$642,105	95%	$610,000	$2,279,583
2025	$89,378,929	$49,782,120	6.5900	6.8990	$671,511	95%	$637,935	$2,917,519
2026	$91,613,402	$52,016,593	6.5900	6.8990	$701,652	95%	$666,569	$3,584,088
2027	$93,903,737	$54,306,928	6.5900	6.8990	$732,546	95%	$695,919	$4,280,007
2028	$96,251,331	$56,654,522	6.5900	6.8990	$764,213	95%	$726,002	$5,006,009
2029	$98,657,614	$59,060,805	6.5900	6.8990	$796,671	95%	$756,838	$5,762,846
2030	$101,124,054	$61,527,245	6.5900	6.8990	$829,941	95%	$788,444	$6,551,290
2031	$103,652,156	$64,055,347	6.5900	6.8990	$864,043	95%	$820,840	$7,372,131
2032	$106,243,460	$66,646,651	6.5900	6.8990	$898,997	95%	$854,047	$8,226,178
2033	$108,899,546	$69,302,737	6.5900	6.8990	$934,825	95%	$888,083	$9,114,261
2034	$111,622,035	$72,025,226	6.5900	6.8990	$971,548	95%	$922,971	$10,037,232
2035	$114,412,586	$74,815,777	6.5900	6.8990	$1,009,190	95%	$958,731	$10,995,962
2036	$117,272,900	$77,676,091	6.5900	6.8990	$1,047,773	95%	$995,384	$11,991,347
2037	$120,204,723	$80,607,914	6.5900	6.8990	$1,087,320	95%	$1,032,954	$13,024,301
2038	$123,209,841	$83,613,032	6.5900	6.8990	$1,127,856	95%	$1,071,463	$14,095,764
2039	$126,290,087	$86,693,278	6.5900	6.8990	$1,169,406	95%	$1,110,935	$15,206,699
2040	$129,447,339	$89,850,530	6.5900	6.8990	$1,211,994	95%	$1,151,394	$16,358,094
2041	$132,683,522	$93,086,713	6.5900	6.8990	$1,255,647	95%	$1,192,864	$17,550,958
2042	$136,000,610	$96,403,801	6.5900	6.8990	$1,300,391	95%	$1,235,371	$18,786,329
2043	$139,400,626	$99,803,817	6.5900	6.8990	$1,346,254	95%	$1,278,941	$20,065,270
2044	$142,885,641	$103,288,832	6.5900	6.8990	$1,393,263	95%	$1,323,600	$21,388,870
2045	$146,457,782	$106,860,973	6.5900	6.8990	$1,441,448	95%	$1,369,375	$22,758,245
2046	$150,119,227	$110,522,418	6.5900	6.8990	$1,490,837	95%	$1,416,295	$24,174,541
2047	$153,872,208	$114,275,399	6.5900	6.8990	$1,541,461	95%	$1,464,388	$25,638,928
2048	$157,719,013	$118,122,204	6.5900	6.8990	$1,593,350	95%	$1,513,683	$27,152,611
2049	$161,661,988	$122,065,179	6.5900	6.8990	$1,646,537	95%	$1,564,210	$28,716,822
2050	$165,703,538	$126,106,729	6.5900	6.8990	$1,701,054	95%	$1,616,001	$30,332,823
2051	$169,846,126	$130,249,317	6.5900	6.8990	$1,756,933	95%	$1,669,086	$32,001,909
2052	$174,092,279	$134,495,470	6.5900	6.8990	$1,814,209	95%	$1,723,499	$33,725,408
2053	$178,444,586	$138,847,777	6.5900	6.8990	$1,872,918	95%	$1,779,272	$35,504,680
2054	$182,905,701	$143,308,892	6.5900	6.8990	$1,933,094	95%	$1,836,439	$37,341,119
2055	$187,478,344	$147,881,535	6.5900	6.8990	$1,994,774	95%	$1,895,035	$39,236,154

Year	Area Tax Base (Taxable Value) ($)	Tax Base Increment ($)	City Millage	County Millage	Increment Revenues ($)	Increment Revenue Limit	Trust Fund Revenue ($)	Cumulative Revenue ($)
2056	$192,165,302	$152,568,493	6.5900	6.8990	$2,057,996	95%	$1,955,097	$41,191,250
2057	$196,969,435	$157,372,626	6.5900	6.8990	$2,122,799	95%	$2,016,659	$43,207,910
2058	$201,893,671	$162,296,862	6.5900	6.8990	$2,189,222	95%	$2,079,761	$45,287,671
2059	$206,941,012	$167,344,203	6.5900	6.8990	$2,257,306	95%	$2,144,441	$47,432,112
2060	$212,114,538	$172,517,729	6.5900	6.8990	$2,327,092	95%	$2,210,737	$49,642,849

***Note: 1999 Base line year**

Figure 13: Florence Villa CRA Annual Forecast Revenue Projections



Parcel List

Table 13, included on the following pages, includes the list of parcels located within the Florence Villa Winter Haven CRA. The list includes parcels identified by the Polk County Property Appraiser for the 2021 tax year.

Table 13 Parcel IDs Located in the Florence Villa CRA per the 2021 Tax Roll			
262816000000021010	262816000000023310	262816537600000131	262816537700000070
262816000000021020	262816000000024020	262816537600000141	262816537700000080
262816000000021030	262816000000041010	262816537600000151	262816537700000090
262816000000021040	262816000000042010	262816537600000161	262816537700000100
262816000000021050	262816000000044010	262816537600000171	262816537700000111
262816000000021060	262816000000044020	262816537600000190	262816537700000120
262816000000021070	262816000000044030	262816537600000201	262816537700000130
262816000000021080	262816000000044040	262816537600000211	262816537700000140
262816000000021090	262816000000044050	262816537600000221	262816537700000151
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262821573000000040	262821574000000390	262821575000000120	262821578000000380
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262821573000000150	262821574000000510	262821578000000030	262821579000000101
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262821580000000150	262821581000001050	262821581500004060	262821584000005120
262821580000000160	262821581000001060	262821581500004070	262821584000007060
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262821580100000280	262821581500001010	262821583500000011	262821584000012080
262821580100000290	262821581500001020	262821584000001280	262821584000012100
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262821580500000014	262821581500002020	262821584000001400	262821584100008041
262821580500000041	262821581500002030	262821584000004010	262821584100008060
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262821580500000052	262821581500002080	262821584000004060	262821584100008120
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262821584100009120	262821584100011160	262821585012000080	262821585012000520
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262821584100010010	262821584100012131	262821585012000150	262821585012000590
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262821584100010100	262821584100013071	262821585012000230	262821585012000670
262821584100010110	262821584100013072	262821585012000240	262821585012000680
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262821584100010140	262821584100013100	262821585012000260	262821585012000700
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262821584100010190	262821584100014040	262821585012000320	262821585012000760
262821584100010210	262821584100014050	262821585012000330	262821585012000770
262821584100010220	262821584100014060	262821585012000340	262821585012000780
262821584100010230	262821584100014070	262821585012000350	262821585012000790
262821584100010240	262821584100014080	262821585012000360	262821585012000800
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262821584100011012	262821584100014100	262821585012000380	262822588000000033
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262821584100011080	262821585012000010	262821585012000450	
262821584100011100	262821585012000020	262821585012000460	
262821584100011110	262821585012000030	262821585012000470	

Future Finance Alternatives

Future growth and finance alternatives include continued TIF revenue, grant sources, and tax credits. As indicated in the section above, the TIF revenues in Florence Villa are anticipated to increase through the year 2060. In 2030 the Trust Fund Revenue is projected at $788,444 with a total cumulative revenue of $6,551,290. In 2060 the Trust Fund Revenue is projected at $2,210,737 with a cumulative revenue of $49,642,849.

Grant sources may provide funding to the CRA. The City has received and used funding from the Florida Recreation Development Assistance Program to help pay for recreation improvements in Florence Villa.

Tax credits may also apply in the Florence Villa area and include but are not limited to Low-Income Housing Tax Credit funding for low income housing including senior housing. This tax credit program provides incentives for private equity in development of affordable housing. The maximum rent that may be charged is based on the Area Median Income.

New Market Tax Credits (NMTC) are another tool to be considered to finance business. This program helps economically challenged communities attract private capital by providing investors with a federal tax credit. For every $1.00 provided through federal funds, the NMTC generate approximately $8.00 of private investment.

ANALYSIS OF MARKET POTENTIAL & DEVELOPMENT OPPORTUNITIES FOR COMMERCIAL & RESIDENTIAL MARKETS

During the Future of Florence Villa public workshop held on November 8, 2018, attendees expressed their desire to have more businesses in the area and more affordable housing. An analysis of market potential and development opportunities for commercial and residential markets determined possibilities regarding where Florence Villa residents can live, work, and shop. The sources used to explore the opportunities in the area were provided by ESRI Census Bureau ArcGIS Business Analyst, GIS Land Use Analysis, community and City staff conversations, and on-site visits to the area.

Retail Marketplace Profile and Potential

To determine the retail market potential, ESRI and Infogroup methodology was used. This methodology provides a direct comparison between retail sales and consumer spending by industry and measures the gap between supply and demand. To identify a retail potential opportunity, a leakage/surplus factor is identified. If the factor is positive (green), it represents a retail opportunity for new retailers to enter the trade area or for existing retailers to extend their marketing outreach to accommodate the excess demand. If the factor is negative (red), this means that supply is exceeding the area's demand and retailers are attracting shoppers that reside outside the trade area. In urban areas, like Florence Villa, where many customers walk and/or take mass transit, trade areas are much smaller. Therefore, data was pulled for a 1-mile, 2-mile, and 3-mile radius. See Appendix B for a complete list of industries and their leakage/surplus factor in a 1, 2 and 3 mile-radius.

As observed on Table 14, the factor number changes in every industry group category. For example, in a 1-mile radius, the leakage factor number (green) under the "29. Florists" industry is 100 (positive). However, in a 2-mile radius, the is a surplus factor number (red) is -61.0 (negative). This means that in a 1-mile radius there are no florists in the area, but in a 2-mile radius, there is one or several florists that are meeting the trade area demand.

Main roads such as U.S. 17, MLK Jr Blvd, and First Street and the location of public transportation stops influence the trade area demand. Additionally, the location of other competitive shopping districts and shopping centers or commercial corridors also influence the size of the trade area. In Winter Haven, the Downtown district area and the Cypress Gardens Blvd commercial corridors provide easy access for shopping and entertainment and generate larger traffic count.

Through community conversations and information compiled from public workshops, the businesses that have more potential to succeed in the area should be small local shops. Residents within the CRA area are younger than the city's median age, are growing faster in a 1.6 annual population rate, and have a lower household income than the City. Therefore, clothing and accessories stores, shoes stores, and other non-store retailers would be needed in the area.

Table 14: Retail Marketplace Profile

2017 Industry Group	Leakage/ Surplus Factor 1 -mile radius	Leakage/ Surplus Factor 2-mile radius	Leakage/ Surplus Factor 3-mile radius
1. Motor Vehicle & Parts Dealers	-17.9	-9.5	-21.1
2. Automobile Dealers	-18.0	-6.9	-20.3
3. Other Motor Vehicle Dealers	12.4	14.1	-7.4
4. Auto Parts, Accessories & Tire Stores	-38.5	-41.0	-38.9
5. Furniture & Home Furnishings Stores	54.2	-25.5	-12.9
6. Furniture Stores	100.0	-29.4	-20.3
7. Home Furnishings Stores	18.4	-19.6	-1.0
8. Electronics & Appliance Stores	80.6	30.4	20.9
9. Bldg Materials, Garden Equip. & Supply Stores	-63.8	-56.6	-43.0
10. Bldg Material & Supplies Dealers	-66.2	-58.5	-45.5
11. Lawn & Garden Equip & Supply Stores	100.0	-4.1	20.2
12. Food & Beverage Stores	-15.6	-18.8	-40.5
13. Grocery Stores	-18.6	-20.8	-41.3
14. Specialty Food Stores	10.4	-21.4	-50.2
15. Beer, Wine & Liquor Stores	100.0	65.9	9.7
16. Health & Personal Care Stores	-19.0	-37.6	-31.4
17. Gasoline Stations	-30.8	-21.3	-2.4
18. Clothing & Clothing Accessories Stores	37.1	16.2	36.0
19. Clothing Stores	22.8	23.7	43.2
20. Shoe Stores	100.0	100.0	73.2
21. Jewelry, Luggage & Leather Goods Stores	100.0	-28.7	-3.5
22. Sporting Goods, Hobby, Book & Music Stores	100.0	-52.0	-36.7
23. Sporting Goods/Hobby/Musical Instr Stores	100.0	-53.9	-33.7
24. Book, Periodical & Music Stores	100.0	-40.4	-47.7
25. General Merchandise Stores	27.4	-0.7	-29.4
26. Department Stores Excluding Leased Depts.	100.0	-4.0	-38.2
27. Other General Merchandise Stores	-28.8	7.6	3.9
28. Miscellaneous Store Retailers	-2.2	-41.5	-34.6
29. Florists	100.0	-61.0	-38.8
30. Office Supplies, Stationery & Gift Stores	100.0	-71.8	-66.9
31. Used Merchandise Stores	-47.1	-42.5	-17.9
32. Other Miscellaneous Store Retailers	13.8	8.4	-7.4
33. Nonstore Retailers	100.0	95.2	94.8
34. Electronic Shopping & Mail-Order Houses	100.0	100.0	100.0
35. Vending Machine Operators	100.0	100.0	100.0
36. Direct Selling Establishments	100.0	71.5	86.9
37. Food Services & Drinking Places	10.4	-27.0	-40.4
38. Special Food Services	20.2	24.1	58.2
39. Drinking Places - Alcoholic Beverages	100.0	11.8	-6.7
40. Restaurants/Other Eating Places	6.2	-29.7	-42.8

Development Opportunities for Commercial and Residential Markets & Potential Redevelopment Sites

The sources to determine the development opportunities for commercial and residential markets were ArcMap 10.5 and 2017 Polk County Property Appraiser aerial photos. ArcMap was used to calculate the estimated amount of commercial land use designation per DOR land use code designation. The estimated total amount of vacant commercial land is 21.6 acres. Once the parcels were identified, to more accurately account for the potential commercial building stock, 2017 Polk County Property Appraiser aerial photos were utilized.

Only 4 out of 85 vacant commercial lots have an existing building on site. Out of the four (4) commercial vacant buildings, only one (1) totals more than one (1) acre. The rest of the vacant commercial parcels are less than an acre. Most of the vacant commercial parcels with no existing buildings on site are located on First Street. Although residents are in favor of development, particularly local shops, along that corridor, challenges are presented due to lot size and configuration. However, this type of redevelopment is necessary for job creation and revitalization of the area. See Table 15 for the complete list of vacant commercial parcels and see Figure 14 for the map of vacant commercial and residential parcels.

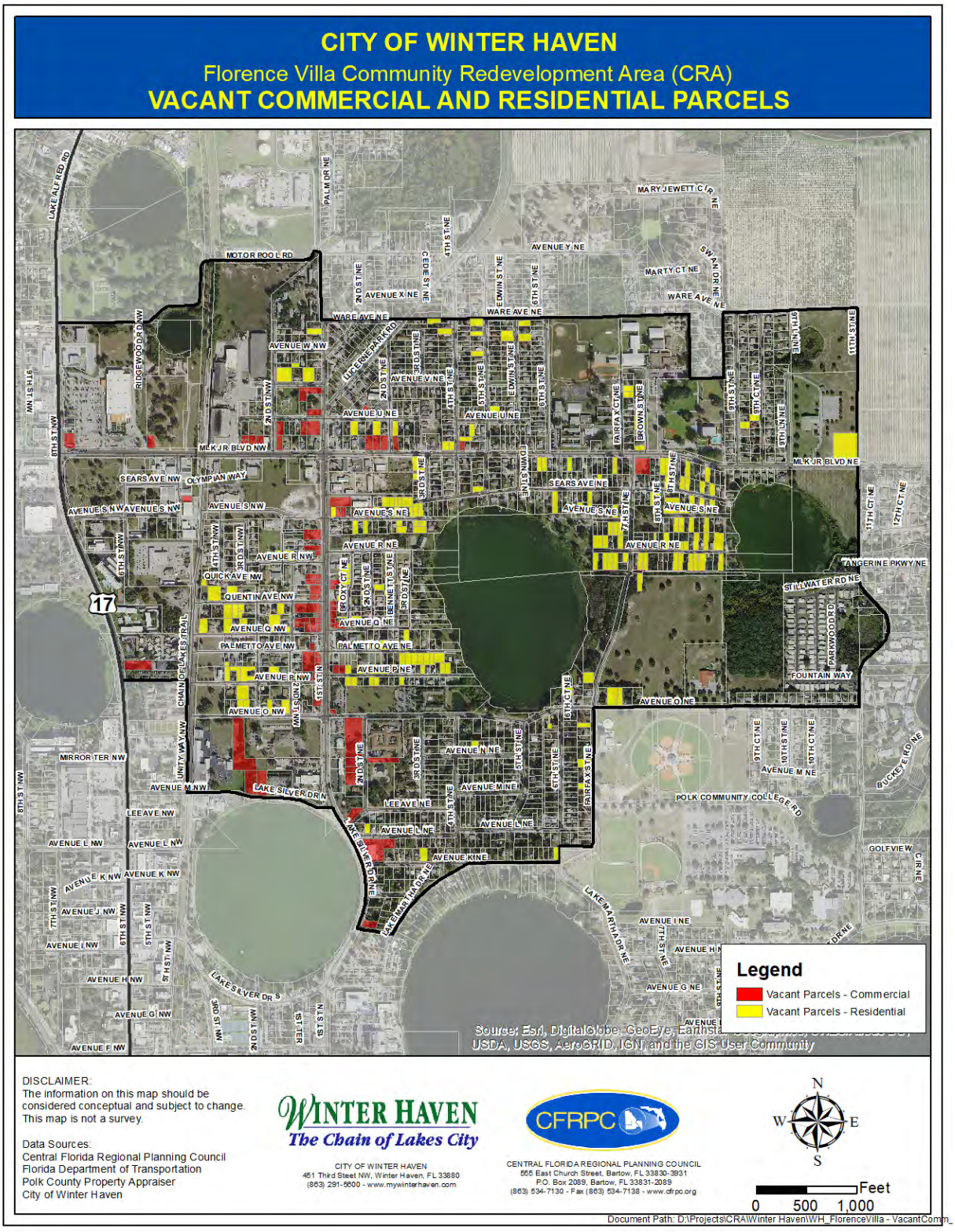
Table 15: Vacant Commercial Parcels

Parcel ID	Building on Site Yes/No
262821572000000010	No
262821584000005090	No
262821572000000090	No
262820559000000100	No
262820559000000120	No
262821572000000100	No
262821572000000110	No
262820000000012090	No
262821572000000130	No
262821572500002030	No
262820000000011200	No
262820000000011170	No
262820000000011100	No
262820000000011250	No
262820000000011040	No
262821580100000190	No
262821580100000180	No
262820000000011030	No
262820560500000042	No
262820000000011020	No
262820000000011270	No
262820000000011010	No
262820559500013050	No
262821580500000076	No
262820559500014050	No
262820559500014040	No
262820559500014100	No
262820559500014090	No
262821581500001092	No
262821580500000043	No
262820559500014060	No
262820559500014030	No
262821580500000041	No
262820559500014080	No
262820559500014070	No
262820559500014010	No
262820559500015120	No
262820559500015100	No
262820559500015070	Yes
262820559500015050	No
262821581500001010	No

Parcel ID	Building on Site Yes/No
262820559500015020	No
262821581500001020	No
262820559500015010	No
262821581000001030	No
262820559500016080	No
262820559500016040	No
262820559500016070	Yes
262821580500000012	No
262817548500002031	No
262816541500000250	No
262817548500002034	No
262817548500002032	No
262817548500002039	No
262817548500002033	No
262817548500001123	No
262817548500001072	No
262817548500001060	No
262816539500001090	No
262816539500001040	No
262816539500001030	No
262816539500001010	No
262816539500001140	No
262817545000000081	No
262817547500005052	No
262817547500006072	No
262817547500005070	No
262817547500005060	No
262817547500007140	No
262817547500005051	No
262817547500007150	No
262817547500007160	No
262817542800000011	No
262817543500001031	Yes
262817547500006060	No
262817547500006031	No
262817547500006010	No
262817547500001120	No
262817547500009122	No
262817547500001010	No
262816540500001010	No
262816538100001830	No
262821000000034130	No

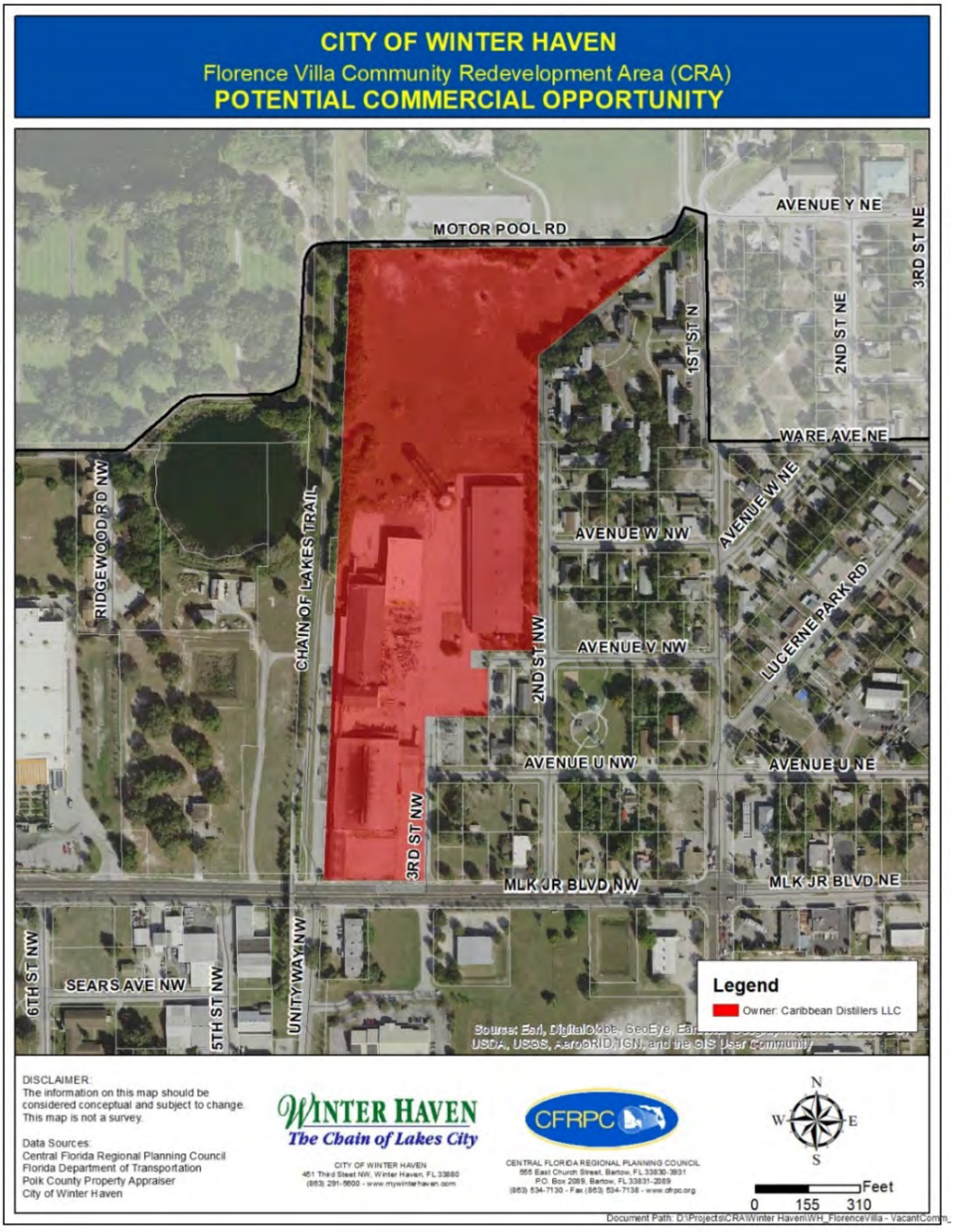
Parcel ID	Building on Site Yes/No
262816538000000110	No
262821583500000010	Yes

Figure 14: Vacant Commercial and Residential Parcels Map



Another potential commercial market opportunity is located on the northwest side of the CRA area (See Figure 15). This parcel has a light industrial land use designation but has been vacant for several years. The current owner is Caribbean Distilleries (previously Florida Distillers Co). This parcel has a total acreage of 22.6. Located between U.S. Highway 17 and First Street, on the north side of MLK Blvd, this parcel is adjacent to the Winter Haven Chain of Lakes Trail and the Home Depot market plaza. This area has the potential to become a successful brownfield project that could have a significant positive economic impact to the Florence Villa CRA and the City of Winter Haven.

Figure 15: Vacant Commercial Opportunity Map



In regards to potential residential development, the vacant parcels that have a residential land use designation are scattered throughout the Florence Villa CRA area (See Figure 14). However, between Palmetto Ave NE and Avenue P NE, a conglomeration of nine (9) single-family home parcels has a total acreage of 1.7 and may be a potential area for future affordable housing. The Future Land Use Designation Residential Low-Density and zoning classification of Residential single-family. Another potential residential development area is located on the east side of the CRA area, between MLK Jr Blvd NE and 11th Street NE. The total acreage of this parcel is 1.6 and has a Residential Low-Density Future Land Use designation and a zoning designation of Residential single-family.

The First Street corridor that extends through the west side the community offers additional opportunity for potential mixed use development. Residents have indicated they would like to see a history center, restaurants, childcare facilities, an affordable grocery store, retail with residential on top floors, a bank, and uses that allow for competitive wage jobs. The map below identifies the First Street Corridor with Business/Commercial Infill Opportunities. One of the challenges in this endeavor is to acquire a large enough property for development.

Figure 16: First Street Business/Commercial Infill Opportunities



CONSTITUENT ISSUES BASIS FOR THE COMMUNITY REDEVELOPMENT PLAN

An essential component of the framework of a Community Redevelopment Plan are the key issues identified by the residents, property owners, business owners, and others whose lives are intimately tied to the Community Redevelopment Area. Nobody has more insight about the area than these vitally important constituents. As part of the process of updating the Florence Villa Community Redevelopment Plan, the CFRPC staff has placed particular emphasis on soliciting input and participation from the constituents for which the Community Redevelopment Plan is being created.

Constituent Engagement

CFRPC staff conducted community workshops to identify key issues related to the Florence Villa Community Redevelopment Plan update. Each workshop resulted in valuable input to guide the development of the Plan.

Community Workshop Summary – 11/8/18, Winter Haven Recreational & Cultural Center



The public workshop took place on Thursday, November 8, 2018 at the Winter Haven Recreation and Cultural Center. The meeting had approximately 58 attendees, which included City of Winter Haven elected officials, Florence Villa CRA Board members, local business owners, and Florence Villa residents. The meeting was opened by Winter Haven Mayor Pro Tem and Florence Villa area resident, Nat Birdsong. CFRPC staff presented the CRA historic background information, explained the project's purpose and what projects have been accomplished in the area since the creation of the CRA back in year 2000. Then, workshop participants, in five breakout groups, discussed what they like most in Florence Villa, what they would like to see in the future and a

big idea for a project to make a difference in the community. Participants reported out their big ideas and other topics discussed during the meeting.



Many participants mentioned that they would like to see more local businesses and jobs in the area and also expressed the need for greater economic development opportunities. Participants explained that more businesses on First Street are needed. Most of the services needed for the residents of Florence Villa are recreational services, programs for senior citizens, business incubators to help people start business and mentoring programs for young children and teenagers. Participants also mentioned the need for more grocery stores and for other businesses that support the local culture.



Residents think that more community policing is needed in the area as well as mentoring/ apprentice programs. Participants expressed their concern for the lack of economic development programs and preserving the historic heritage and culture. Participants would like to see an events or venue space where more cultural activities are held and where people can get together.

In regards to infrastructure improvements, participants mentioned that they would like to see sidewalks on all the streets and more street lighting. Participants suggested that First Street should be redesigned in order to improve the access to businesses in the area. Participants showed concern regarding the intersection of First Street and Lucerne Road. Some participants mentioned that this part of the road should be redesigned. Participants would like to see more traffic calming devices and traffic signs on main roads to encourage safer, more responsible driving and potentially reduce traffic flow, specifically on Avenue "O" and 7th Street. Participants said that Martin Luther King JR Boulevard needs an update because the streetscape is aging and it needs beautification.

Recreational opportunities and facilities improvements were mentioned during the workshop. Participants said that they would like to see more events and activities in the area. They explained that Lakes Maude and Idyl have a lot of vegetation and they need a cleanup. They would like to see Lake Maude being used for outdoor activities like canoeing or paddle boarding. Participants mentioned that they would like to see well- maintained parks, trails, and lakes. They mentioned that the Winter Haven Recreational and Cultural Center should have a splash pad and a clock.



Among other projects, participants would like to see an expansion of broadband and high-speed internet. They also discussed the need for better public transportation options and well-designed bus shelters. Residents would like to see better housing that is affordable and accessible to all. They discussed the possibility of uniting the Downtown and Florence Villa Community Redevelopment Areas.

Concern was expressed regarding redevelopment opportunities being difficult, due to lot size and configuration. Residents would like the CRA to prioritize lot assembly in order to encourage new development. Residents are concerned that City staff does not understand the needs of the community and how best to serve those needs in regard to the culture and heritage of Florence Villa.

Community Workshop Summary – 3/28/19, Winter Haven Recreational & Cultural Center



A Community Workshop was held on Thursday, March 28, 2019 at the Winter Haven Recreation and Cultural Center. The meeting had approximately 44 attendees, which included City of Winter Haven elected officials, Florence Villa CRA Advisory Board members, local business owners, and Florence Villa residents. The meeting was opened by Winter Haven Mayor Pro Tem and Florence Villa area resident, Nat Birdsong. The Community Workshop included: 1) Welcome and Introduction presentation by Mayor Pro Term Birdsong; 2) Overview of the Florence Villa CRA Advisory Board and introduction of Florence Villa CRA Advisory Board members by Ms. Tymesia Ellis; 3) A current activities and programs update by Winter Haven Planning Manager and CRA Director Eric Labbe; and 4) An explanation of the Florence Villa CRA presented by Central Florida Regional Planning Council staff including a summary of community survey results and key aspects of the Draft CRA Plan Update.



The opening presentations were followed by breakout groups facilitated by staff. During the breakout groups, staff facilitated discussion to seek input regarding: 1) proposed catalyst sites

along First Street and at US 17 and Martin Luther King Jr. Boulevard (Business Development); 2) Proposed Project Priorities; and 3) Proposed Program Priorities (Quality of Life and Housing).

Proposed Catalyst Sites (Business Development) and Project Priorities

The First Street Corridor and the US 17 and Martin Luther King Jr. Boulevard area were discussed as potential catalytic areas within the CRA. Participants agreed that First Street has the potential for many catalyst sites including the potential for a viable mixed-use development. Workshop attendees shared that they frequent the local shops and restaurants on First Street like the hair salon, dry cleaners, and Big Daddy's BBQ. They would like to see more commercial options on First Street like a consignment shop, a family restaurant, grocery store with low prices, recreation centers like a movie theatre, skating rink or bowling center. Community members aspire for Florence Villa to cater to families by having historical educational centers, childcare facilities and a family diner. By catering to families and their needs, they believe it will make Florence Villa attractive to live and start a family.

Business beatification along the First Street corridor and along Unity Way as well as Martin Luther King Jr. Boulevard was a topic that came up as a priority. Participants felt that there should be enforcement or assistance in upkeeping store fronts and making them aesthetically pleasing. Store fronts and businesses look rundown and therefore keep visitors from wanting to visit. Having adequate street lighting and cameras along commercial areas was also suggested so that businesses and customers feel safe accessing goods and services from local businesses.

The suggestion of a business incubator was brought up with participants encouraging virtual offices, multipurpose facilities and conference centers for businesses needing a start. Having high-speed affordable internet was also important to members of the breakout sessions. Bringing new businesses to the Florence Villa area while providing assistance to current businesses already established resonated well with the participants, due to the correlation it has to the economy and the development of jobs in the area.

Participants also shared the challenges they see with Business Development, the lack of parking in the area, the slowing down of traffic and the potential for more pedestrian fatalities due to higher traffic patterns.

Priority Programs - Quality of Life and Housing



Participants at the Community Workshop voiced major concerns with speeding in the area and the lack of enforcement. Participants felt it was unsafe to have children outside and walking the streets. Street lighting is lacking and sometimes inactive. There is high drug activity in the area and participants would like to see a police sub-station in the area or for patrolling to increase. Participants felt there was no sense of security and noise complaints need to be enforced. Participants would like to see this community be a kid friendly community by providing a place for kids to walk to school or their bus stop, for kids to play at their local playground and engage in community activities while feeling safe. Organized children and community activities in the form of art, music and youth development are suggestions that the community would like to see in the Florence Villa area.

Affordable housing in form of homeownership was a need for the participants of the workshop. Programs like down payment assistance and home improvement assistance are needed in the community. Affordable rental properties were also a need and participants would like to see the cost of rent link to the average household income. Participants suggested information classes on home buying, credit repair and budgeting should be provided to the community. Assistance for homeowners especially those who are of mature age is needed. Many of the homes need upkeep and homeowners are not able to afford home improvements.

Vacant housing is also an issue, some homes are left unkept and make the community less approachable. Participants would like to see vacant homes and lots enforced by code enforcement. They would also like to see that renters take ownership of their rental homes by keeping the home well kept.

Other Suggestions

Workshop participants identified the expansion of business and commercial zoning while preserving the neighborhoods as a top priority. They want the CRA to focus on community-based

projects that are easy to complete and can make a difference immediately. Participants suggested that the CRA Advisory Board and Board get involved with the community and see firsthand the current situation in order to make equitable decisions.

Community Voting on Priorities

At the end of the Community Workshop, participants were asked to deposit voting dollars in the boxes labeled as follows. Participants were asked to place dollars in the boxes in which they believe are CRA priorities.

NEIGHBORHOOD IMPROVEMENTS
INCLUDING HOUSING, SIDEWALKS, LIGHTING, AND TRAFFIC CALMING

BUSINESS DEVELOPMENT
INCLUDING First STREET CORRIDOR

COMMUNITY PROGRAMS, RECREATION, AND PARKS

OTHER IDEAS

As shown in the graph below, approximately 36 percent of the voting dollars were allocated to Community Programs, Recreation, and Parks. The next highest priority identified by voting dollars is 31 percent for Business Development. A total of 25 percent of the voting dollars were allocated to Neighborhood Improvements and approximately 8 percent of the dollars were provided in the Other Ideas box.

Key Issues

Key issues are those items that were regularly identified at the various constituent meetings and workshops. They are issues that the community has decided are important to them and are key elements to be considered in any redevelopment effort. These reflect what the community sees as both positive and negative about current conditions and future possibilities.

- Resurface roads
- Opportunities for new homes
- Lighting
- Lots are unattractive to developers
- New CRA Director
- Traffic/transportation/roadway improvements
- Promote businesses on 1st St. (JOBS!!)
- Public Library
- A centralized Community Center
- Lucerne Park Rd, US 17 – Gateways
- Growth Potential – no growth in the middle
- If it is old tear it down
- Grants for existing business to revitalize
- Partnerships – Community, Law Enforcement, Codes. Work together, communication.
- Lots on First Street – approach owners, look at opportunities for these properties
- Optimize development
- Business appearance – area clean up
- Lot behind Auto Zone
- Community Aesthetic
- As we look at Downtown, look at Greater City
- Lake Maude & upcoming Phase 2
- No Basketball facilities
- Affordable Housing – Sec. 8
- Safe Pedestrian Crossings / Well lighted
- Technology
- Library/Event Space
- Clean up (remove vegetation from) Lake Maude and Lake Idyl and improve recreational use options like with Lake Silver.
- Business incubator to support local people trying to start businesses
- Have the CRA buy up some of the lots on First Street to create lots where things can actually be built.

The Florence Villa Community Redevelopment Advisory Board Strategic Planning Session-3/05/22 Winter Haven Recreational & Cultural Center

The Florence Villa Community Redevelopment Advisory Board Strategic Planning Session focused on providing Board members with an overview Community Redevelopment Area's and best practices. The Central Florida Regional Planning Council facilitated the session and began with a CRA 101 overview addressing what a CRA is, its mission, and how communities can be revitalized through associated programs and projects.

Participants included committee members and community stakeholders totaling 13. Attendees were provided with the current goals of the Florence Villa CRA plan, key issues, and an outline of key redevelopment concepts. Participants were later asked to identify ideas for future projects within the district. Re-establishing 1st Street into the Business District, building partnerships with community leaders and organizations, master planning with property owners on 1st Street, and youth career programming were just a few of the strategies identified.

The Florence Villa CRA Plan was created and adopted in 2000 to address slum and blight in the Florence Villa Community. Since its adoption, significant improvements have been made in the community to improve the quality of life of its residents. The Florence Villa CRA Plan was amended in year 2020 to provide for additional strategies to address the unique needs of the area, allowing further improvements to the community that enhance the quality of life for residents.







FLORENCE VILLA CRA ADVISORY BOARD STRATEGIC PLAN SESSION
"BIG IDEAS" – March 5, 2022

1. Community outreach plan
2. Meet the CRA Event, Facebook page, newsletter
3. Food Incubator's at small businesses
4. Create a sense of PLACE along 1st Street corridor
5. Invest in franchise businesses
6. Taste of Florence Villa Festival; Soul food, other food options
7. Inventory of vacant property in Florence Villa
8. Understand percentage of owners vs. renters. Learn renters who want to own.
9. CRA owned the property and have food truck events. Revenue will be for the CRA.
10. Florence Villa Main Street program or organization that creates constant community events.
11. Re-establishing 1st Street into the Business District.
12. Building Partnerships:
    a. Faith based
    b. Law Enforcement
    c. Investors
    d. Community leaders
    e. Florence Villa Community Development Corporation Board
    f. Chamber
13. Master planning with property owners on 1st Street to see what can happen.
14. Strategize how to bring in a variety of housing options, incentive programs (tax rebates).
15. Youth Career program, Workforce Education Partner with Polk Vision for a youth program, summer program.
16. Bridge the resources available through the County to the residents, down payment assistance.
17. Focus on 1st Street property owner title issues.
18. Florence Villa Incubator.

Goals, and Objectives of the Florence Villa Community Redevelopment Agency

FLORENCE VILLA CRA GOALS AND OBJECTIVES

The following are goals and objectives/initiatives identified as part of the CRA Plan Update.

Goal 1: Attract business and economic development opportunities.

Objectives

- Modify land use policies to better allow for redevelopment.
- Develop cost-sharing policies for infrastructure improvements.
- Develop criteria to identify and support catalyst site developments.
- Support job training, education, and business development programs.
- Support land parcel assembly, code enforcement, and demolition for potential redevelopment.
- Provide incentives for business retention and recruitment for businesses along Martin Luther King Jr. Boulevard and First Street.
- Continue to Consider and seek ways to implement the First Street North Corridor Study.
- Develop a loan pool to support investment opportunities.
- Expand Broadband throughout the CRA.
- Apply for New Market Tax Credit program.
- Identify mixed use development opportunities along the First Street corridor.
- The CRA, Florence Villa Community Development Corporation, churches, and civic leaders should work together to develop the organizational framework and institutional relationships to facilitate effective redevelopment activities.

Goal 2: Improve housing conditions and increase affordable housing stock.

Objectives

- Continue to identify and remove dilapidated housing structures that pose a threat to public health and safety.
- Continue infill housing development projects.
- Work with City and Code enforcement through more of a “helping hands” rather than disciplinary program.
- Partner with private developers to apply for Low-Income Housing Tax Credit projects.
- Increase residents’ and businesses’ pride and responsibility in the CRA neighborhoods.
- Increase quality and quantity of middle-income housing.
- Implement home repair assistance programs.

Goal 3: Embrace Florence Villas African American History, Culture and Education.

Objectives

- Support development of culture, art and education facilities.
- Encourage Partnerships to leverage local assets including private and public resources as part of an economic development initiative to build facilities and sponsor programs.

Goal 4: Reduce crime and create a safer living environment.

Objectives

- Continue to encourage coordination between the Winter Haven and Polk County Police Departments.
- Establish neighborhood policing efforts in the community.
- Continue code enforcement program.

Goal 5: Improve Community Programs, Parks and Recreation.

Objectives

- Work to offer fee waivers for after school programs for qualified applicants. Continue to provide programs on weekends and breaks from school.
- Continue installing sidewalks to connect residences to and schools and parks.
- Improve the Winter Haven Recreation and Cultural Center.
- Work to improve stormwater treatment facilities through low impact design.

REDEVELOPMENT IMPROVEMENT PROGRAMS & ACTIVITIES

According to Florida Statutes any redevelopment activity that is authorized by Chapter 163 Part III can be utilized by a Community Redevelopment Agency if that redevelopment activity is included within a Community Redevelopment Plan. Redevelopment activities can be grouped into two categories; Programs and Projects.

The programs and projects identified within this section of the Plan are tools that may be utilized by the Board throughout the life of the CRA. Prior to the implementation of any program or project identified within the Plan, the Board shall establish and/or adopt specific details, rules, criteria or policy as is necessary to properly and successfully implement the program or project. The Board shall have the authority to adopt, prioritize, modify, update, change or abolish any program or project at any duly noticed public meeting, whether or not the action was on the agenda. Property owners and business operators may apply to participate in any number of CRA programs or projects as determined by program or project rules, criteria, or policy.

The Board has the authority to decide when and if any programs or projects identified within the Plan will be implemented and, if implemented, when funded. Simply because a program or project is identified, does not mean that the Board is bound to implement or provide funds for that particular redevelopment activity.

All programs and projects identified within this Plan shall be implemented in an appropriate manner for the use and expenditure of TIF funds deposited in the redevelopment trust fund. The Board may use any number of the projects or programs in a manner that furthers the redevelopment of the community.

Programs

The list of programs below has been created in order to provide a general outline of the redevelopment activities and authority conveyed to the CRA by this plan and by Florida Statutes Chapter 163, Part III. Listing a program within this chapter does not ensure that the program will be established, considered for establishment, or funded by the Board. The Board reserves the right to establish, fund, develop, study, plan, or pursue any program listed within this section that is allowable by this plan, by Florida Statutes Chapter 163, Part III, by Florida law, and by the Winter Haven Comprehensive Plan. The Board also reserves the right to amend this plan, to add new programs, or edit existing programs that are allowable by Florida Statutes Chapter 163, Part III, by Florida law, and by the Winter Haven Comprehensive Plan at any duly noticed public hearing.

Greenfield Development Incentives

Unlike urban sprawl, where there is little or no urban planning, greenfield development is about proper urban planning that aims to provide practical, affordable, and sustainable developed spaces for growing urban populations. Proper planning takes future growth and development

into account and seeks to avoid the various infrastructure issues that sometimes exist in urban areas. The development of greenfield areas within the District can serve as a catalyst for the CRA, providing additional TIF revenue that could then be utilized to further additional redevelopment programs and projects within the District.

The Board reserves the right to take permissible acts, provide any and all incentives, and use TIF redevelopment trust fund revenue, as allowable by Florida Statutes Chapter 163 Part III, by Florida law, and by the Winter Haven Comprehensive Plan including but not limited to property acquisition including air rights, property sales at a discounted rate, public-private partnerships, grants, loans, interest payments, demolition, construction, transaction costs, title insurance, request-for-proposal costs, marketing, consulting fees, plan or study preparation, and attorney's fees, for the improvement and/or redevelopment of greenfields. It is the intent of this plan to empower the CRA to utilize any legal development and/or redevelopment tool available to facilitate the development of greenfield properties within the District, with priority given to development by the private sector.

The CRA Board also reserves the right to establish rules, guidelines, and/or policies with respect to the administration of any greenfield development program.

Infill Development Incentives

Infill development is a redevelopment strategy that is used to repurpose real estate within a city or town that is no longer serving any real purpose. The process of this type of development effort may include new construction on vacant lots, changing uses in declining areas for new purposes, or even modifying existing structures so they can serve a new purpose. Infill development is often part of an overall urban renewal strategy, designed to revitalize areas of the city that have declined and are no longer considered desirable for any particular purpose.

The most common example of infill development usually involves vacant lots or parcels of land. While these lots may have once held some type of structure, those buildings are no longer present. In order to make the area useful again, the Board may identify a use for the vacant lot and proceed to implement that purpose. For example, a vacant lot may become home to a new structure, a park, residential units, or even be turned into a parking lot that helps to alleviate a parking problem that prevents consumers from shopping in nearby retail establishments.

The Board reserves the right to take permissible acts, provide any and all incentives, and use TIF redevelopment trust fund revenue, as allowable by Florida Statutes Chapter 163 Part III, by Florida law, and by the Winter Haven Comprehensive Plan including but not limited to property acquisition including air rights, property sales at a discounted rate, public-private partnerships, grants, loans, interest payments, demolition, construction, transaction costs, title insurance, request-for-proposal costs, marketing, consulting fees, plan or study preparation, and attorney's fees, for the improvement and/or redevelopment of infill. It is the intent of this plan to empower the CRA to utilize any legal development and/or redevelopment tool available to facilitate the

redevelopment of infill properties within the District, with priority given to development by the private sector.

The Board also reserves the right to establish rules, guidelines, and/or policies with respect to the administration of any infill redevelopment program.

Brownfield Development Incentives

Brownfield remediation and development is a redevelopment tool and a process in which contamination at brownfield sites is addressed so that the sites can be redeveloped. Redevelopment of brownfields is important to many communities for a variety of reasons, ranging from wanting to preserve undeveloped land to a desire to make previously unusable contaminated land usable so that it can be part of the community. Because the environmental cleanup can be very complicated legally and environmentally, brownfield is important to many communities for a variety of reasons, ranging from wanting to preserve undeveloped land to a desire to make previously unusable contaminated land usable so that it can be part of the community. Because the environmental cleanup can be very complicated legally and environmentally, brownfield remediation often involves multiple government agencies.

A brownfield is an area of land which was used for commercial or industrial uses, and then abandoned. Some brownfields are actually perfectly usable, and simply haven't been targeted for redevelopment, but most have some form of contamination which needs to be addressed before the land or building can be used. During the brownfield remediation process, the contamination is identified and addressed. Cleanup efforts can include actively removing contaminants, isolating contaminants so that they cannot leak into the environment, or just re-zoning the land for a use which allows the presence of some contaminants.

Redevelopment of brownfields is important for a number of reasons. From an environmental perspective, cleanup of contamination is important because it reduces the release of harmful contaminants into the environment, making the environment safer. Environmental cleanup can reduce health problems in the neighboring community and support plant and animal life.

The Board reserves the right to take permissible acts, provide any and all incentives, and use TIF redevelopment trust fund revenue, as allowable by Florida Statutes Chapter 163 Part III, by Florida law, and by the Winter Haven Comprehensive Plan including but not limited to property acquisition including air rights, property sales at a discounted rate, public-private partnerships, grants, loans, interest payments, demolition, construction, transaction costs, title insurance, request-for-proposal costs, marketing, consulting fees, plan or study preparation, and attorney's fees, for the improvement and/or redevelopment of brownfields. It is the intent of this plan to empower the CRA to utilize any legal development and/or redevelopment tool available to facilitate the redevelopment of brownfield properties within the District, with priority given to development by the private sector.

The Board also reserves the right to establish rules, guidelines, and/or policies with respect to the administration of any brownfield redevelopment program.

Building and Property Improvement and Rehabilitation Incentives

The improvement and rehabilitation of key blighted and/or underutilized non-residential properties within the District is a redevelopment strategy that is used to repurpose buildings, making them more attractive and marketable for private enterprise. Building and property improvements must be of a permanent or "fixed" nature, as allowable by Florida Statutes Chapter 163, Part III. Permanent improvements include, but are not limited to, façade improvements, structural improvements, roof repair, window repair/replacement, painting, driveway and parking improvements, water and wastewater hookups, plumbing, electrical upgrades, interior buildout, landscaping, and anything associated with bringing a structure into compliance with local or state building codes.

Similarly, the improvement and rehabilitation of blighted residential buildings and properties within the District is key to the appearance and integrity of residential neighborhoods. Accordingly, the CRA may provide assistance to residential property owners and associations for the rehabilitation of their properties. Both single-family and multi-family residential units and structures are eligible for assistance. Again, these building or property improvements must be of a permanent or "fixed" nature, as allowable by Florida Statutes Chapter 163, Part III. Permanent improvements include, but are not limited to, façade improvements, structural improvements, roof repair, window repair/replacement, painting, driveway and parking improvements, water and wastewater hookups, plumbing, electrical upgrades, interior buildout, landscaping, and anything associated with bringing a structure into compliance with local or state building codes.

The Board reserves the right to take permissible acts, provide any and all incentives, and use TIF redevelopment trust fund revenue, as allowable by Florida Statutes Chapter 163 Part III, by Florida law, and by the Winter Haven Comprehensive Plan including but not limited to property acquisition including air rights , property sales at a discounted rate, public-private partnerships, grants, matching funds for grants, loans, interest payments, demolition, construction, transaction costs, title insurance, request-for-proposal costs, marketing, consulting fees, plan or study preparation, and attorney's fees, for the improvement and/or redevelopment of key blighted and/or underutilized non-residential properties. It is the intent of this plan to empower the CRA to utilize any legal development and/or redevelopment tool available to facilitate the improvement and rehabilitation of buildings and properties within the District, with priority given to development by the private sector.

The Board also reserves the right to establish rules, guidelines, and/or policies with respect to the administration of any building and property improvement and rehabilitation program.

Public Infrastructure Development/Redevelopment

The provision of adequate public infrastructure is essential to the health and vitality of an urban community and its residents. The lack of adequate public infrastructure is a major cause of disinvestment and the establishment of blighted conditions within communities. The development and/or improvement of Public Infrastructure is a redevelopment strategy designed to address current and future needs by increasing capacity, functionality, efficiency, and/or marketability. Public infrastructure may include but is not limited to water and wastewater utilities, roadways, traffic calming, parking, electric utilities, signalization, broadband and other innovative technologies, recreational facilities and equipment, open space, bicycle lanes, and pedestrian facilities including sidewalks, walking/biking trails, and trailheads.

Public infrastructure also includes the provision of adequate public transportation. As an incentive to local businesses and a convenience to the residents, the CRA may wish to enhance public transportation throughout the redevelopment area including but not limited to contracting with public agencies, contracting with private providers, purchasing or leasing vehicles, employing qualified staff and promoting the services.

The Board reserves the right to take permissible acts, provide any and all incentives, and use TIF redevelopment trust fund revenue, as allowable by Florida Statutes Chapter 163 Part III, by Florida law, and by the Winter Haven Comprehensive Plan including but not limited to property acquisition including air rights, property sales at a discounted rate, public-private partnerships, grants, matching funds for grants, loans, interest payments, demolition, construction, transaction costs, title insurance, request-for-proposal costs, marketing, consulting fees, plan or study preparation, and attorney's fees, for the improvement and/or redevelopment of public infrastructure. It is the intent of this plan to empower the CRA to utilize any legal development and/or redevelopment tool available to facilitate the development and/or redevelopment of public infrastructure, including public transportation within the District, with priority given to development by the private sector.

The Board also reserves the right to establish rules, guidelines, and/or policies with respect to the administration of any public infrastructure development and/or redevelopment program, including the provision of public transportation.

Historic Preservation

The preservation and promotion of historic properties and structures within the Florence Villa Community Redevelopment Area attracts residents and visitors to the District to celebrate the area's heritage, learn about the City and its past, and engage with the Florence Villa community.

The Board reserves the right to take permissible acts, provide any and all incentives, and use TIF redevelopment trust fund revenue, as allowable by Florida Statutes Chapter 163 Part III, by Florida law, and by the Winter Haven Comprehensive Plan including but not limited to property acquisition including air rights, property sales at a discounted rate, public-private partnerships,

grants, matching funds for grants, loans, interest payments, demolition, construction, transaction costs, title insurance, request-for-proposal costs, marketing, consulting fees, plan or study preparation, and attorney's fees, for the improvement and/or redevelopment of historic structures and historic properties within the Florence Villa CRA District. It is the intent of this plan to empower the CRA to utilize any legal development and/or redevelopment tool available to facilitate the development, redevelopment, and/or rehabilitation of historic structures and places, with priority given to development, redevelopment, and/or rehabilitation by the private sector.

The Board also reserves the right to establish rules, guidelines, and/or policies with respect to the administration of any historic preservation program.

Community Events, Festivities, Cultural Awareness, and Non-Profits

Community events and activities that occur within the District serve to promote the area and attract residents and visitors to the district to shop with local merchants and dine in local eateries. The creation, support, and/or facilitation of such events is a redevelopment strategy that boosts the local economy and encourages more activity within the District, especially the historic downtown.

Similarly, many non-profit organizations assist in any number of various activities that support redevelopment goals within the District. The CRA may partner with various non-profit organizations of this type that seek to improve the economic, social, and physical character of the District.

The Board reserves the right to take permissible acts, provide any and all incentives, and use TIF redevelopment trust fund revenue, as allowable by Florida Statutes Chapter 163 Part III, by Florida law, and by the Winter Haven Comprehensive Plan including but not limited to property acquisition (including air rights), property sales at a discounted rate, public-private partnerships, grants, matching funds for grants, loans, interest payments, demolition, construction, transaction costs, title insurance, request-for-proposal costs, marketing, consulting fees, plan or study preparation, and attorney's fees, related to community events, festivals, cultural awareness, and non-profit activities. It is the intent of this plan to empower the CRA to utilize any legal development and/or redevelopment tool available to support community events, festivals, cultural awareness, and non-profits.

The Board also reserves the right to establish rules, guidelines, and/or policies with respect to the administration of any program designed to support community events, festivities, cultural awareness, and non-profits.

Beautification

The appearance and aesthetic beauty of the District is critical for attracting residents and visitors to the District, especially the historic downtown. Beautification programs help to create a visually

and emotionally pleasant environment. Patrons of the historic downtown area will find themselves staying longer and enjoying themselves more, when the area is as attractive as it can be. A beautification program may include, but is not limited to, signage, entry features, period lighting, public art, murals, plantings, and landscaping.

A beautification program may also include the updating or establishment of design standards for any given neighborhood or area within the District, including the historic downtown.

The Board reserves the right to take permissible acts, provide any and all incentives, and use TIF redevelopment trust fund revenue, as allowable by Florida Statutes Chapter 163 Part III, by Florida law, and by the Winter Haven Comprehensive Plan including but not limited to property acquisition (including air rights), property sales at a discounted rate, public-private partnerships, grants, matching funds for grants, loans, interest payments, demolition, construction, transaction costs, title insurance, request-for-proposal costs, marketing, consulting fees, plan or study preparation, and attorney's fees, for improvement and/or redevelopment purposes related to exterior aesthetics, community beautification, and enhancement of the District tax base. It is the intent of this plan to empower the CRA to utilize any legal development and/or redevelopment tool available to facilitate a beautification program.

The Board also reserves the right to establish rules, guidelines, and/or policies with respect to the administration of any beautification program, with priority given to development by the private sector.

Marketing, Promotions and Recruitment

Generally speaking, marketing is "the management process through which goods and services move from concept to the customer. It includes the coordination of four elements called the 4 P's of marketing:

1. identification, selection and development of a product,
2. determination of its price,
3. selection of a distribution channel to reach the customer's place, and
4. development and implementation of a promotional strategy."

Although a CRA does not develop and sell any one specific good or service, is should similarly determine what it has to sell (the product), what it will take to get people to enjoy the product (its price), how to get the product and the consumer together (the place), and how to raise awareness of its product (promotional strategy).

In February of 2004 a CRA Redevelopment/Marketing Plan was completed for the District. Created nearly 10 years ago (at the time of the drafting of this Plan), that marketing plan and the strategies identified within are largely outdated. The Board may provide funding and guidance necessary to create a useful and locally tailored marketing plan as allowable by Florida Statutes Chapter 163 Part III, by Florida law, for the purposes of attracting residents and visitors to use

the community redevelopment area and thereby enhance the District tax base. Additionally, the Board may provide funds to promote the District and its residential and/or non-residential opportunities to residents or potential visitors. TIF funding may be utilized to recruit private investment, development, and businesses to locate or relocate to the District.

The Board reserves the right to take permissible acts, provide any and all incentives, and use TIF redevelopment trust fund revenue, as allowable by Florida Statutes Chapter 163 Part III, by Florida law, and by the Winter Haven Comprehensive Plan including but not limited to property acquisition (including air rights), property sales at a discounted rate, public-private partnerships, grants, matching funds for grants, loans, interest payments, demolition, construction, transaction costs, title insurance, request-for-proposal costs, marketing, consulting fees, plan or study preparation, and attorney's fees, for any and all legally-permissible marketing, promotions, and recruitment opportunities. It is the intent of this plan to empower the CRA to utilize any legal development and/or redevelopment tool available to facilitate a marketing, promotions and/or recruitment program.

The Board also reserves the right to establish rules, guidelines, and/or policies with respect to the administration of any marketing, promotions and/or recruitment program, with priority given to development by the private sector.

Code Enforcement

Adequate and proactive code enforcement is a redevelopment strategy that is necessary to protect property values, commercial activity, and the general quality of life for residents and visitors within the District. Proper code enforcement can also help to attract new business development and investment to the District by increasing the marketability, aesthetics and structural integrity of blighted properties. The CRA has the ability to augment the City's existing code enforcement efforts.

The Board reserves the right to take permissible acts, provide any and all incentives, and use TIF redevelopment trust fund revenue, as allowable by Florida Statutes Chapter 163 Part III, by Florida law, and by the Winter Haven Comprehensive Plan including but not limited to property acquisition (including air rights), property sales at a discounted rate, public-private partnerships, grants, matching funds for grants, loans, interest payments, demolition, construction, transaction costs, title insurance, request-for-proposal costs, marketing, consulting fees, plan or study preparation, and attorney's fees, to assist with the enforcement of municipal codes in the Florence Villa Community Redevelopment Area as well as to assist with compliance-required remediation, improvement and/or rehabilitation of properties within the Florence Villa Community Redevelopment Area. It is the intent of this plan to empower the CRA to utilize any legal development and/or redevelopment tool available to support code enforcement efforts within the District.

The Board also reserves the right to establish rules, guidelines, and/or policies with respect to the administration of any program designed to augment the City's code enforcement efforts within the District.

Relocation Assistance

In some instances, residential and non-residential redevelopment activities may require the relocation of a business or household. The CRA may utilize TIF revenue to provide relocation assistance. Assistance may include, but is not limited to, rent/lease assistance, advertisements, distribution of pertinent information, and the cost of moving.

The Board reserves the right to take permissible acts, provide any and all incentives, and use TIF redevelopment trust fund revenue, as allowable by Florida Statutes Chapter 163 Part III, by Florida law, and by the Winter Haven Comprehensive Plan including but not limited to property acquisition (including air rights), property sales at a discounted rate, public-private partnerships, grants, matching funds for grants, loans, interest payments, demolition, construction, transaction costs, title insurance, request-for-proposal costs, marketing, consulting fees, plan or study preparation, and attorney's fees, for relocation initiatives directly affecting the Florence Villa Community Redevelopment Area. It is the intent of this plan to empower the CRA to utilize any legal development and/or redevelopment tool available to support a relocation assistance program within the District.

The Board also reserves the right to establish rules, guidelines, and/or policies with respect to the administration of any relocation assistance program within the District.

Community Policing

Adequate law enforcement is a necessary redevelopment strategy to help protect property values, promote activity, ensure safety, and enhance the quality of life of the residents and visitors within the District. When residents and visitors feel safe, activity increases, helping to facilitate new investment, new businesses, and more residents. According to Florida Statutes, the CRA may participate in community policing activities including, but not limited to, community mobilization, Neighborhood Block Watch, Citizen Patrol, neighborhood storefront police stations, support for increased or dedicated Winter Haven Police Department patrol within the District, and the installation of security and monitoring systems.

The Board reserves the right to take permissible acts, provide any and all incentives, and use TIF redevelopment trust fund revenue, as allowable by Florida Statutes Chapter 163 Part III, by Florida law, and by the Winter Haven Comprehensive Plan including but not limited to property acquisition (including air rights), property sales at a discounted rate, public-private partnerships, grants, matching funds for grants, loans, interest payments, demolition, construction, transaction costs, title insurance, request-for-proposal costs, marketing, consulting fees, plan or study preparation, and attorney's fees, for community policing initiatives within in the Florence Villa Community Redevelopment Area. It is the intent of this plan to empower the CRA to utilize any

legal development and/or redevelopment tool available to facilitate a community policing program within the District.

The Board also reserves the right to establish rules, guidelines, and/or policies with respect to the administration of any community policing program within the District.

Neighborhood Reinvestment Program

The funding of certain capital improvements, increased pride of home ownership, and elimination of certain blighted conditions facilitate the stabilization and revitalization of stressed residential neighborhoods.

The Board reserves the right to take permissible acts, provide any and all incentives, and use TIF redevelopment trust fund revenue, as allowable by Florida Statutes Chapter 163 Part III, by Florida law, and by the Winter Haven Comprehensive Plan including but not limited to property acquisition (including air rights), property sales at a discounted rate, public-private partnerships, grants, matching funds for grants, loans, interest payments, demolition construction, transaction costs, title insurance, request-for-proposal costs, marketing, consulting fees, plan or study preparation, and attorney's fees, for improvement and/or redevelopment of residential properties within the Florence Villa Community Redevelopment Area. It is the intent of this plan to empower the CRA to utilize any legal development and/or redevelopment tool available to support a neighborhood reinvestment program within the District.

The Board also reserves the right to establish rules, guidelines, and/or policies with respect to the administration of any neighborhood reinvestment program within the District.

Elderly and Disabled Assistance Program

The Board may establish and participate in a program specifically designed to assist the elderly and disabled within the District. Such assistance may include, but is not limited to, financial assistance for housing needs, housing rehabilitation, wheelchair ramps, property improvements, transportation, and bringing any building or structure into compliance with the Americans with Disabilities Act (ADA). The CRA may also participate in the Communities for a Lifetime Initiative which is a partnership between the Florida Department of Elder Affairs and the American Association of Retired Persons (AARP) that assists Florida cities, towns and counties in planning and implementing improvements that benefit their residents, both youth and elder. (http://communitiesforalifetime.org/faq.php)

The Board reserves the right to take permissible acts, provide any and all incentives, and use TIF redevelopment trust fund revenue, as allowable by Florida Statutes Chapter 163 Part III, by Florida law, and by the Winter Haven Comprehensive Plan including but not limited to property acquisition (including air rights), property sales at a discounted rate, public-private partnerships, grants, matching funds for grants, loans, interest payments, demolition, construction, transaction costs, title insurance, request-for-proposal costs, marketing, consulting fees, plan or study

preparation, and attorney's fees, for the purpose of assisting the elderly and disabled. It is the intent of this plan to empower the CRA to utilize any legal development and/or redevelopment tool available to support an elderly and disabled assistance program within the District.

The Board also reserves the right to establish rules, guidelines, and/or policies with respect to the administration of an elderly and disabled assistance program within the District.

Disaster Prevention and Recovery

The CRA may establish and participate in program(s) that plan for the prevention or mitigation of damage caused by both natural and/or man-made disasters including, but not limited to, hurricanes, tropical storms, tornados, floods, terrorism, riots, and chemical spills or explosions. Disaster prevention and recovery programs are specifically designed to protect the public's health, safety, and welfare and prevent or remove blight due to such disasters.

The Board reserves the right to take permissible acts, provide any and all incentives, and use TIF redevelopment trust fund revenue, as allowable by Florida Statutes Chapter 163 Part III, by Florida law, and by the Winter Haven Comprehensive Plan including but not limited to property acquisition (including air rights), property sales at a discounted rate, public-private partnerships, grants, matching funds for grants, loans, interest payments, demolition, construction, transaction costs, title insurance, request-for-proposal costs, marketing, consulting fees, plan or study preparation, and attorney's fees, for the improvement and/or redevelopment activities related to disaster prevention and recovery within the Florence Villa Community Redevelopment Area. It is the intent of this plan to empower the CRA to utilize any legal development and/or redevelopment tool available to support a disaster prevention and recovery program within the District. The Board also reserves the right to establish rules, guidelines, and/or policies with respect to the administration of a disaster prevention and recovery program within the District.

PROGRAM AND ACTIVITY CONCEPTS

The concepts listed below provide for an opportunity to continue the momentum created by the redevelopment goals and program activities identified. Given the limited funding the CRA will have to spend over its term, the approach below seeks to maximize the impact and improvement of the Florence Villa community.

Goal	Program	Result
Enhancement of Community Aesthetics	• Development and installation of a community gateway feature. • Banners and landscaping lining First Street • Installation of cultural/historical placards. • Development of walking and or driving tour of Florence Villa. • Organization of music, art, and cultural festivals. • Development of a social media ambassador program. • Create murals program in coordination with local businesses, artists, and residents.	• Achieve a sense of place and community pride • Promote and celebrate the history and culture of the neighborhood. • Promote special community events; marketing Area to potential developers and promoting local businesses. • Establishes a community brand.
Pedestrian Facility Expansion and Improvement	• Installation of bus shelters and traffic calming devices. • Improve crosswalks with updated lighting and signage. • Coordinate with Local, State, and Federal agencies to identify current and future grant funding opportunities to finance community development projects. • Seek partnership opportunities with recreation providers to expand programing and activities.	• Improve community infrastructure • Promote walkability • Deter crime and improve the health and safety of the community
Economic Development / Expansion of Employment Opportunities	• Development of a Florence Villa Summer Youth Internship Initiative. • Development of a Florence Villa CRA Economic Incentive Program (Commercial, Industrial, and Office). • Development of a Florence Villa CRA Mom and Pop Grant. • Establish a Disaster Prevention and Recovery Program. • Expand broadband throughout CRA. • Launch a business incubator. • Consider commercial lot consolidation to encourage and attract development.	• Increase employment opportunities for the youth of Florence Villa. • Retain and support community businesses seeking to expand. • Provide disaster relief to struggling community businesses. • Support new entrepreneurs and business owners through resources and programing.

Goal	Program	Result
	• Establish coordination with the Winter Haven Chamber of Commerce, Winter Haven EDC. and Central Florida Development Council.	• Leverage relationships with community stakeholders.
Housing Strategies	• Identify lots for Habitat for Humanity home sites. • Develop a down payment assistance program. • Explore incentivizing alternative affordable housing construction.	• Keep families of existing residents in Florence Villa. • Help ease the transition from renting to home ownership in Florence Villa.

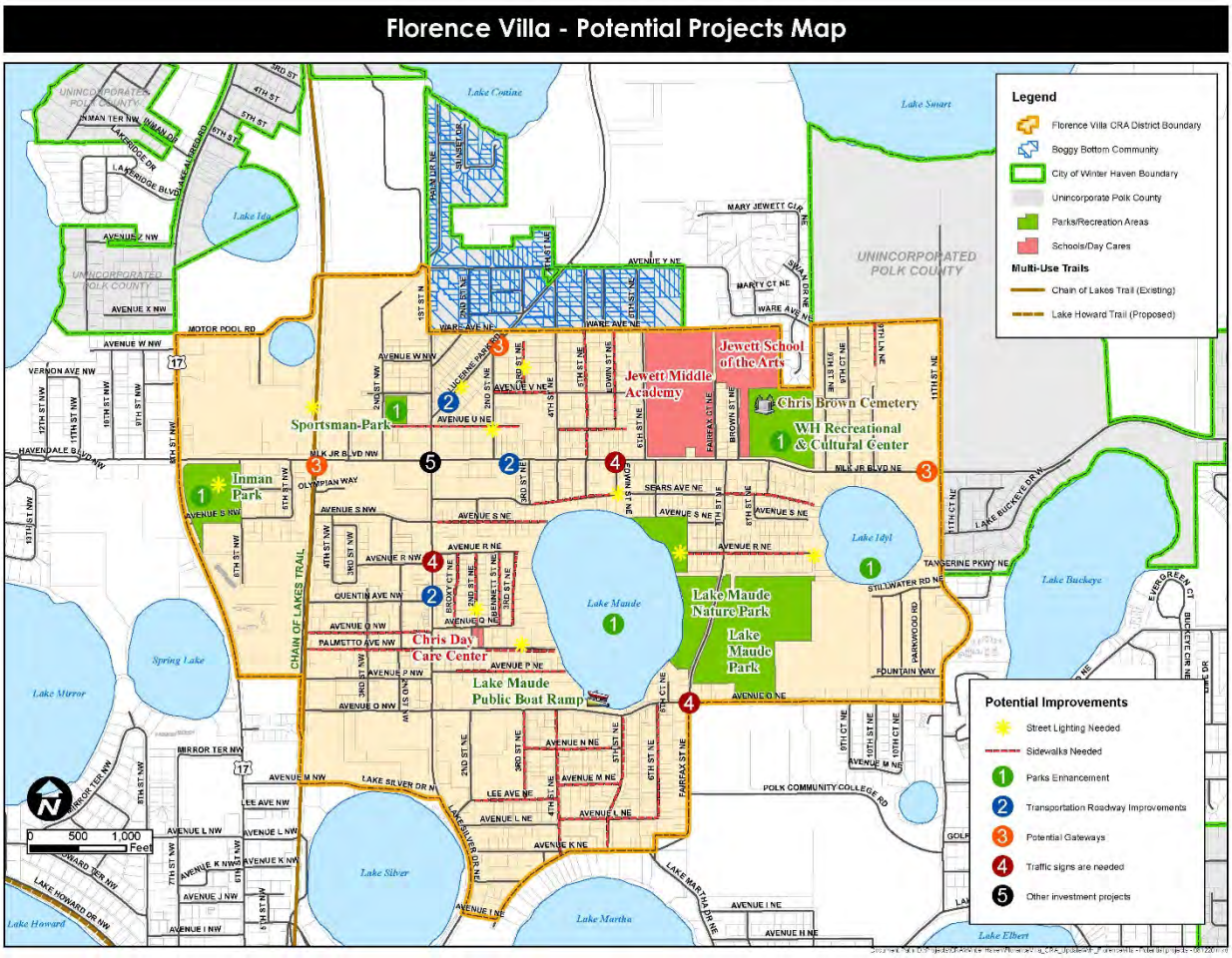
PROJECTS AND CATALYST SITES

Projects identified through community engagement are included in the table and map below. Potential projects include but are not limited to street lighting, park upgrades and maintenance, and affordable housing.

Table 16: Potential Projects Identified by the Community
Street Lighting
Pedestrian Crosswalks
Sidewalks
Speed Bumps
Transportation Roadway Improvements – First Street
Transportation Roadway Improvements – Lucerne Park Road and First Street
Traffic signals at Avenue O and 7th Street
Lucerne Road Gateways
Park Upgrades and Maintenance
Lake Maude and Lake Idyl Cleanup
More recreation options
Broadband and Technology
Façade Grants to improve aesthetics
Business Incubator
Job-producing businesses
Affordable Housing

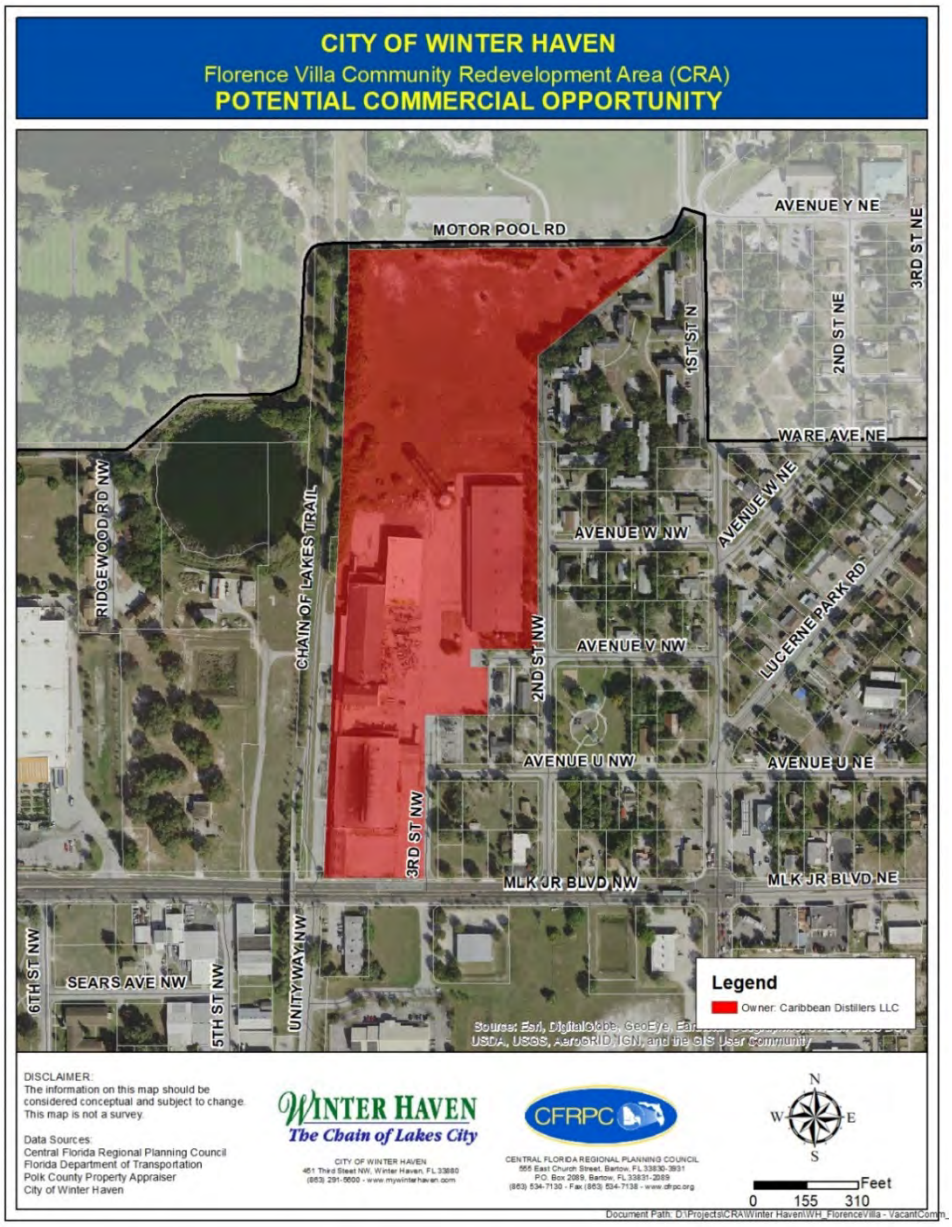
Potential projects are identified on the map below by categories including 1) Parks Enhancements; 2) Transportation Roadway Improvements; 3) Potential Gateways; 4) Traffic Lights Needed; and 5) Other Investment Projects.

Figure 17: Florence Villa Potential Projects Map



Potential Catalyst Sites are indicted on the two maps below and include a site located on the northwest side of the CRA area. This parcel has a light industrial land use designation but has been vacant for several years. The current owner is Caribbean Distilleries (previously Florida Distillers Co). This parcel has a total acreage of 22.6. Located between U.S. Highway 17 and First Street, on the north side of MLK Blvd, this parcel is adjacent to the Winter Haven Chain of Lakes Trail and the Home Depot market plaza. This area has the potential to become a successful brownfield project that could have a significant positive economic impact to the Florence Villa CRA and the City of Winter Haven.

Figure 18: Vacant Commercial Opportunity Map



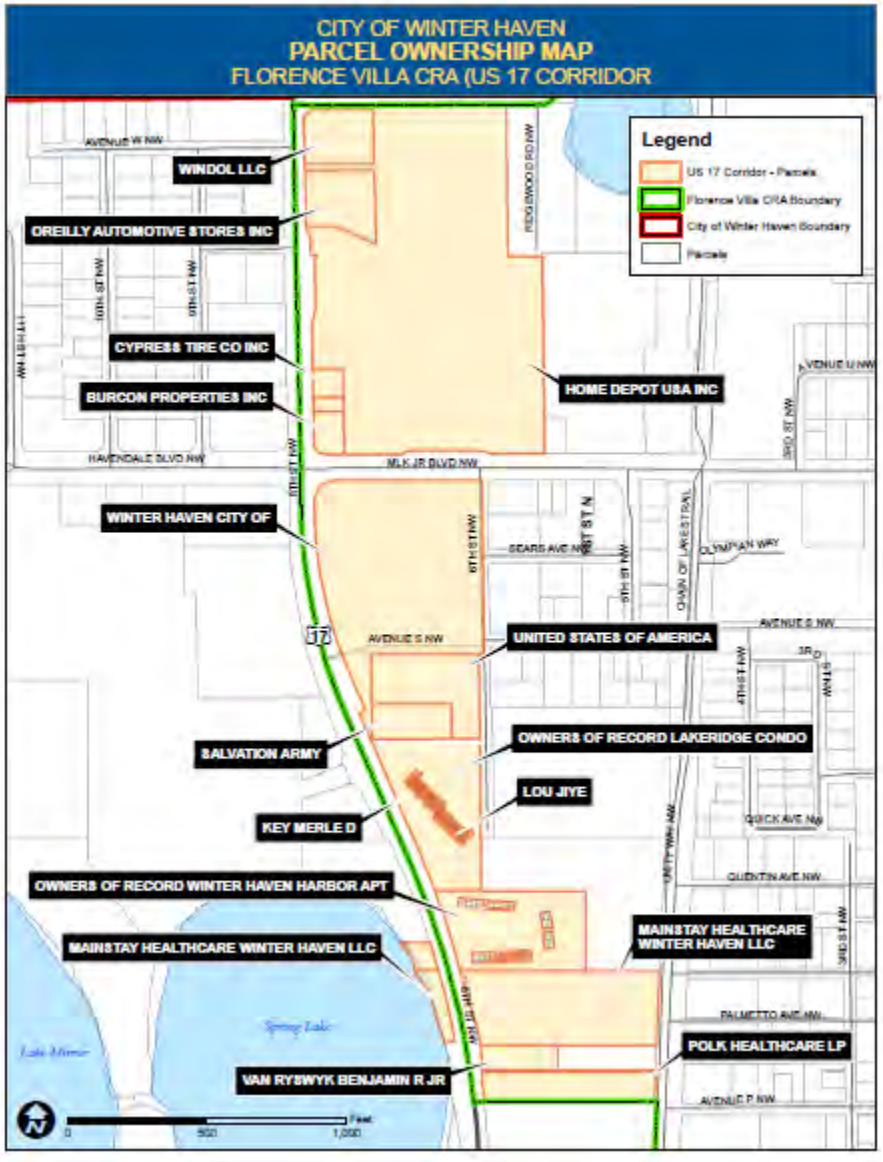
In regards to potential residential development, the vacant parcels that have a residential land use designation are scattered throughout the Florence Villa CRA area (See Figure 14). However, between Palmetto Ave NE and Avenue P NE, a conglomeration of nine (9) single-family home parcels has a total acreage of 1.7 and may be a potential area for future affordable housing. The Future Land Use Designation Residential Low-Density and zoning classification of Residential single-family. Another potential residential development area is located on the east side of the CRA area, between MLK Jr Blvd NE and 11th Street NE. The total acreage of this parcel is 1.6 and has a Residential Low-Density Future Land Use designation and a zoning designation of Residential single-family.

The First Street corridor that extends through the west side of the community offers additional opportunity for potential mixed use development. Residents have indicated they would like to see a history center, restaurants, childcare facilities, an affordable grocery store, retail with residential on top floors, a bank, and uses that allow for competitive wage jobs. The map below identifies the First Street Corridor with Business/Commercial Infill Opportunities. One of the challenges in this endeavor is to acquire a large enough property for development.

Figure 19: First Street Business/Commercial Infill Opportunities



Figure 20: US 17 at Martin Luther King Jr. Boulevard Opportunities



The US 27 and Martin Luther King Jr. Boulevard intersection has been identified as a gateway into Florence Villa. There are vacant properties on the east side of 6th Street NW that are potential infill development opportunities. Conversations held in the community about this area revealed that the Florence Villa community has no identification with this intersection and in particular, Inman Park. Community members stated that it is ok for private investment in this area but not for CRA investment. This area does have the potential for new development which would increase the tax base of the CRA.

Prioritized Projects

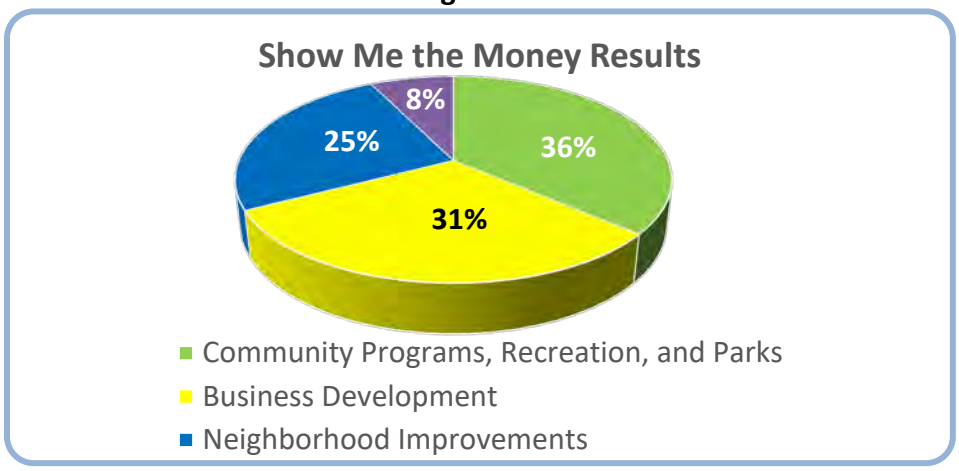
At a community workshop held on March 28, 2019, attendees were asked to prioritize projects through an exercise called "Show me the money". Attendees were provided with $100 of play money to deposit their dollars in one four boxes titled:

- Community Programs, Recreation and Parks
- Business Development
- Neighborhood Improvements
- Other Ideas



Results of the survey are show below. The majority of participants (36 percent) voted to fund Community Programs, Recreation and Parks. The second highest category to fund is Business Development (31 percent) followed by Neighborhood Improvements (25 percent) and Other Ideas (8 percent).

Figure 21



Consistent with the identified goals and objectives of the CRA Plan, project priorities include:

- Expansion of Broadband.
- Business retention and recruitment.
- Development of opportunities along First Street for job producing businesses.
- Affordable housing.
- Community programs.

Legal Comments and Compliance Statements

The Winter Haven Community Redevelopment Agency is a dependent special district of the City of Winter Haven, Florida established by the City Commission of the City of Winter Haven, Florida pursuant to Part III of Chapter 163 of the Florida Statutes, the Interlocal Agreement for Delegation of Community Redevelopment Authority between Polk County and the City of Winter Haven dated January 8, 2000, Resolution 00-09 of the Board of County Commissioners of Polk County, Florida dated February 8, 2000, and Resolution 00-07 of the City Commission of the City of Winter Haven, Florida dated March 13, 2000. The community redevelopment area of the City of Winter Haven lies exclusively within the municipal boundaries of Winter Haven, Florida and the exercise of redevelopment powers is generally governed by Section 163.410, Florida Statutes and the foregoing county and municipal acts.

The redevelopment trust fund for the Winter Haven Community Redevelopment Agency was created by Ordinance O-00-15 of the City of Winter Haven, Florida dated June 26, 2000, which is codified at Section 17-149 of the Code of Ordinances of the City of Winter Haven, Florida ("City Code"). Pursuant to Section 17-149(c), City Code, each taxing authority shall annually appropriate to the redevelopment trust fund a sum that is no less than the tax "increment" defined in Section 17-149(d), City Code, for a period of thirty (30) years after _____, which is the date this CRA Plan update was adopted by the City Commission.

Notwithstanding Section 17-149(c), City Code or Section 163.362(10) of the Florida Statutes, the Board of Commissioners of the Winter Haven Community Redevelopment Agency and the City Commission of the City of Winter Haven, Florida intend to take all actions necessary to require annual appropriations to the redevelopment trust fund for the maximum period of time permitted by Section 163.387(2)(a) of the Florida Statutes, which actions may include adopting one or more additional updates to this CRA Plan Update at certain dates in the future.

Under this CRA Plan update, and pursuant to Resolution R-00-09 of the Board of County Commissioners of Polk County, Florida, the Winter Haven Community Redevelopment Agency is vested with all powers necessary or convenient to carry out and effectuate the purposes and provisions of Part III of Chapter 163 of the Florida Statutes, including the following specific powers in addition to any and all others granted by law:

a. To make and execute contracts and other instruments necessary or convenient to the exercise of its powers.

b. To disseminate slum clearance and community redevelopment information.

c. To undertake and carry out community redevelopment and related activities within the community redevelopment area, which may include:

i. Acquisition of property within a slum area or a blighted area by purchase, lease, option, gift, grant, bequest, devise, or other voluntary method of acquisition.

ii. Demolition and removal of buildings and improvements.

iii. Installation, construction, or reconstruction of streets, utilities, parks, playgrounds, public areas of major hotels that are constructed in support of convention centers, including meeting rooms, banquet facilities, parking garages, lobbies, and passageways, and other improvements necessary for carrying out in the community redevelopment area the community redevelopment objectives of Part III of Chapter 163 of the Florida Statutes in accordance with the community redevelopment plan.

iv. Disposition of any property acquired in the community redevelopment area at its fair value as provided in Section 163.380 of the Florida Statutes for uses in accordance with the community redevelopment plan.

v. Carrying out plans for a program of voluntary or compulsory repair and rehabilitation of buildings or other improvements in accordance with the community redevelopment plan.

vi. Acquisition by purchase, lease, option, gift, grant, bequest, devise, or other voluntary method of acquisition of real property in the community redevelopment area which, under the community redevelopment plan, is to be repaired or rehabilitated for dwelling use or related facilities, repair or rehabilitation of the structures for guidance purposes, and resale of the property.

vii. Acquisition by purchase, lease, option, gift, grant, bequest, devise, or other voluntary method of acquisition of any other real property in the community redevelopment area when necessary to eliminate unhealthful, unsanitary, or unsafe conditions; lessen density; eliminate obsolete or other uses detrimental to the public welfare; or otherwise to remove or prevent the spread of blight or deterioration or to provide land for needed public facilities.

viii. Acquisition, without regard to any requirement that the area be a slum or blighted area, of air rights in an area consisting principally of land in highways, railway or subway tracks, bridge or tunnel entrances, or other similar facilities which have a blighting influence on the surrounding area and over which air rights sites are to be developed for the elimination of such blighting influences and for the provision of housing (and related facilities and uses) designed specifically for, and limited to, families and individuals of low or moderate income.

ix. Acquisition by purchase, lease, option, gift, grant, bequest, devise, or other voluntary method of acquisition of property in unincorporated enclaves surrounded by the boundaries of a community redevelopment area when it is determined necessary by the agency to accomplish the community redevelopment plan.

x. Construction of foundations and platforms necessary for the provision of air rights sites of housing (and related facilities and uses) designed specifically for, and limited to, families and individuals of low or moderate income.

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

e. Within the community redevelopment area:

i. To enter into any building or property in any community redevelopment area in order to make inspections, surveys, appraisals, soundings, or test borings and to obtain an order for this purpose from a court of competent jurisdiction in the event entry is denied or resisted.

ii. To acquire by purchase, lease, option, gift, grant, bequest, devise, or other voluntary method of acquisition any personal or real property, together with any improvements thereon.

iii. To hold, improve, clear, or prepare for redevelopment any such property.

iv. To mortgage, pledge, hypothecate, or otherwise encumber or dispose of any real property.

v. To insure or provide for the insurance of any real or personal property or operations of the City of Winter Haven and the Winter Haven Community Redevelopment Agency against any risks or hazards, including the power to pay premiums on any such insurance.

vi. To enter into any contracts necessary to effectuate the purposes of Part III of Chapter 163 of the Florida Statutes.

vii. To solicit requests for proposals for redevelopment of parcels of real property contemplated by a community redevelopment plan to be acquired for redevelopment purposes by a community redevelopment agency and, as a result of such requests for proposals, to advertise for the disposition of such real property to private persons pursuant to s. 163.380 prior to acquisition of such real property by the community redevelopment agency.

f. To invest any community redevelopment funds held in reserves or sinking funds or any such funds not required for immediate disbursement in property or securities in which savings banks may legally invest funds subject to their control and to redeem such bonds as have been issued pursuant to Section 163.385 of the Florida Statutes at the redemption price established therein or to purchase such bonds at less than redemption price, all such bonds so redeemed or purchased to be canceled.

g. To borrow money and to apply for and accept advances, loans, grants, contributions, and any other form of financial assistance from the Federal Government or the state, county, or other public body or from any sources, public or private, for the purposes of Part III of Chapter 163 of the Florida Statutes and to give such security as may be required and to enter into and carry out contracts or agreements in connection therewith; and to

include in any contract for financial assistance with the Federal Government for or with respect to community redevelopment and related activities such conditions imposed pursuant to federal laws as the City of Winter Haven, Florida deems reasonable and appropriate which are not inconsistent with the purposes of Part III of Chapter 163 of the Florida Statutes.

h. To make or have made all surveys and plans necessary to the carrying out of the purposes of Part III of Chapter 163 of the Florida Statutes; to contract with any person, public or private, in making and carrying out such plans; and to adopt or approve, modify, and amend such plans, which plans may include, but are not limited to:

i. Plans for carrying out a program of voluntary or compulsory repair and rehabilitation of buildings and improvements.

ii. Plans for the enforcement of state and local laws, codes, and regulations relating to the use of land and the use and occupancy of buildings and improvements and to the compulsory repair, rehabilitation, demolition, or removal of buildings and improvements.

iii. Appraisals, title searches, surveys, studies, and other plans and work necessary to prepare for the undertaking of community redevelopment and related activities.

i. To develop, test, and report methods and techniques, and carry out demonstrations and other activities, for the prevention and the elimination of slums and urban blight and developing and demonstrating new or improved means of providing housing for families and persons of low income.

j. To apply for, accept, and utilize grants of funds from the Federal Government for such purposes.

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

l. To appropriate such funds and make such expenditures as are necessary to carry out the purposes of Part III of Chapter 163 of the Florida Statutes; to zone or rezone any part of the City of Winter Haven, Florida or make exceptions from building regulations; and to enter into agreements with a housing authority, which agreements may extend over any period, notwithstanding any provision or rule of law to the contrary, respecting action to be taken by the City of Winter Haven, Florida pursuant to any of the powers granted by Part III of Chapter 163 of the Florida Statutes.

m. To close, vacate, plan, or replan streets, roads, sidewalks, ways, or other places and to plan or replan any part of the City of Winter Haven, Florida.

n. To organize, coordinate, and direct the administration of the provisions of Part III of Chapter 163 of the Florida Statutes, as they may apply to Winter Haven, Florida, in order that the objective of remedying slum and blighted areas and preventing the causes thereof within the City of Winter Haven, Florida may be most effectively promoted and achieved and to establish such new office or offices of the City of Winter Haven, Florida or to reorganize existing offices in order to carry out such purpose most effectively.

o. To develop and implement community policing innovations.

By law, the following matters may not be paid for or financed by any increment revenues deposited in the redevelopment trust fund of the Winter Haven Community Redevelopment Agency:

a. Construction or expansion of administrative buildings for public bodies or police and fire buildings, unless each taxing authority agrees to such method of financing for the construction or expansion, or unless the construction or expansion is contemplated as part of a community policing innovation.

b. Installation, construction, reconstruction, repair, or alteration of any publicly owned capital improvements or projects if such projects or improvements were scheduled to be installed, constructed, reconstructed, repaired, or altered within 3 years of the approval of the community redevelopment plan by the City Commission of the City of Winter Haven, Florida pursuant to a previously approved public capital improvement or project schedule or plan of the City Commission which approved the community redevelopment plan unless and until such projects or improvements have been removed from such

schedule or plan and 3 years have elapsed since such removal or such projects or improvements were identified in such schedule or plan to be funded, in whole or in part, with funds on deposit within the community redevelopment trust fund.

c. General government operating expenses unrelated to the planning and carrying out of a community redevelopment plan

With the approval of the City Commission of the City of Winter Haven, Florida, the Winter Haven Community Redevelopment Agency may:

a. Prior to approval of any modifications to this CRA Plan update, acquire real property in the community redevelopment area by purchase, lease, option, gift, grant, bequest, devise, or other voluntary method of acquisition; demolish and remove any structures on the property; and pay all costs related to the acquisition, demolition, or removal, including any administrative or relocation expenses; and

b. Assume the responsibility to bear any loss that may arise as the result of the exercise of authority under Part III of Chapter 163 of the Florida Statutes in the event that the real property is not made part of the community redevelopment area.

By law, the Winter Haven Community Redevelopment Agency shall procure all commodities and services it uses under the same purchasing processes and requirements that apply to the City of Winter Haven, Florida, to which it is dependent.

Pursuant to Section 163.358 of the Florida Statutes, and Resolution 00-09 of the Board of County Commissioners of Polk County, Florida, the City of Winter Haven, Florida shall have all powers necessary or convenient under this CRA Plan update to carry out and effectuate the purposes and provisions of Part III of Chapter 163 of the Florida Statutes, including those powers granted under Section 163.370 of the Florida Statutes. Further, pursuant to Resolution 00-09 of the Board of County Commissioners of Polk County, Florida, the City Commission of the City of Winter Haven, Florida retains the following powers of community redevelopment:

1. The power to determine an area to be a slum or blighted area, or combination thereof; to designate such area as appropriate for community redevelopment; and to hold any public hearings required with respect thereto;

2. The power to grant final approval to community redevelopment plans and modifications thereof;

3. The power to authorize the issuance of revenue bonds as set forth in Section 163.385 of the Florida Statutes;

4. The power to approve the acquisition, demolition, removal, or disposal of property as provided in Section 163.370(4) of the Florida Statutes and the power to assume the responsibility to bear loss as provided in Section 163.370(4) of the Florida Statutes;

5. The power to approve the development of community policing innovations; and

6. The power of eminent domain.

A Finding of Necessity for the Florence Villa Community Redevelopment Area was made by Resolution R-00-06 of the City Commission of the City of Winter Haven, Florida, adopted on March 13, 2000. A legal description of the community redevelopment area and the reasons for establishing such boundaries are wholly contained within the Finding of Necessity resolution, which is incorporated into this CRA Plan update by reference.

The base year for tax increment calculations is 2000.

The time certain for the completion of redevelopment activity by the Winter Haven Community Redevelopment Agency in the Florence Villa Community Redevelopment Area pursuant to this CRA Plan update is December 31, 2052. Notwithstanding anything in the law to the contrary, the Board of Commissioners of the Winter Haven Community Redevelopment Agency and the City Commission of the City of Winter Haven, Florida intend to take all actions necessary to require annual appropriations to the redevelopment trust fund from taxing authorities for the maximum period of time permitted by law, which is anticipated to be December 31, 2060.

Adoption of this CRA Plan update was recommended by Resolution _____of the Board of Commissioners of the Winter Haven Community Redevelopment Agency adopted on _____.

Notice of intent to consider and adopt this CRA Plan update was furnished to the public and to each taxing authority which levies ad valorem taxes on taxable real property contained within

the geographic boundaries of the community redevelopment area pursuant to Section 163.346, Florida Statutes, on _____ and _____, respectively.

Pursuant to Section 163.361(3)(a), Florida Statutes, a written report was provided to each taxing authority concerning this CRA Plan update on _____.

This CRA Plan update was found to be compliant with the Comprehensive Plan of the City of Winter Haven by the Winter Haven Planning Commission, in its capacity as Local Planning Agency for the City of Winter Haven, Florida under the Community Planning Act on _____.

Pursuant to Section 163.361(2) of the Florida Statutes, a public hearing was convened on _____ before the City Commission of the City of Winter Haven to consider and adopt this CRA Plan update. This CRA Plan update was adopted by the City of Winter Haven by Resolution _____ of the City Commission of the City of Winter Haven, Florida on _____ with immediate effect.

A resolution approving the existence of the Winter Haven Community Redevelopment Agency beyond the termination dates specified in Section 6 of Chapter 2019-163, Laws of Florida, was adopted by majority vote of the City Commission of the City of Winter Haven, Florida, in its capacity as governing body, on _____.

By adoption of this CRA Plan update, the Board of Commissioners of the Winter Haven Community Redevelopment Agency and the City Commission of the Winter Haven, Florida jointly find that this CRA Plan update contains specific information regarding (a) the impact of redevelopment upon the residents of the community redevelopment area, (b) planned public capital improvements, (c) safeguards, (d) assurances, and (e) projected costs for redevelopment, all in compliance with the minimum requirements of Sections 163.362(3)-(9) of the Florida Statutes.

All capital improvement plans, five-year work plans and fixed capital outlay plans adopted by the executive departments and agencies of the State of Florida, by Polk County, by the School Board of Polk County, and by the City of Winter Haven, Florida that are effective as of the date of adoption of this CRA Plan update, are incorporated herein by reference to the extent such plans reflect publicly funded capital projects to be undertaken within the community redevelopment area.







Destination Winter Haven

FINAL DRAFT JULY 21, 2003













KIMLEY-HORN AND ASSOCIATES, INC. URBAN RESOURCE GROUP COOPER CARRY URBANOMICS THE GOODMAN CORPORATION

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Kimley-Horn and Associates, Inc.

July 21, 2003

Charles Cone, Chairman
Winter Haven CRA
451 Third St. NW
Winter Haven, FL 33881

Dear Charles:

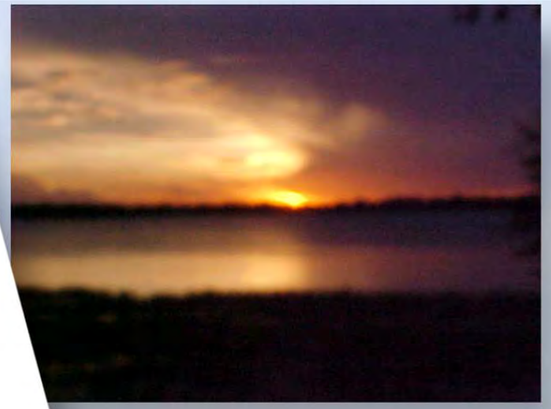
Here it is! *Destination Winter Haven*, the culmination of the *Urban Lakefront and Economic Revitalization Study* is complete! I hope that you and the CRA are as excited about receiving it as the Kimley-Horn team has been to prepare it. The entire process, especially the two-day Design Studio, was a pleasurable experience for us and I believe is the beginning of a trend in downtown planning.

This document is a graphical and pictorial summary of the process. Besides including the concept drawings developed at the Design Studio, it includes a discussion of the historical background of the City of Winter Haven and chapters on each of the sub-districts studied. The concept plans along with the recommendations in the implementation plan will serve as a road map to achieve the redevelopment and revitalization of your lakefronts.

Once again, it has been a pleasure serving you and the CRA and I look forward to assisting in the implementation of elements of the plan.

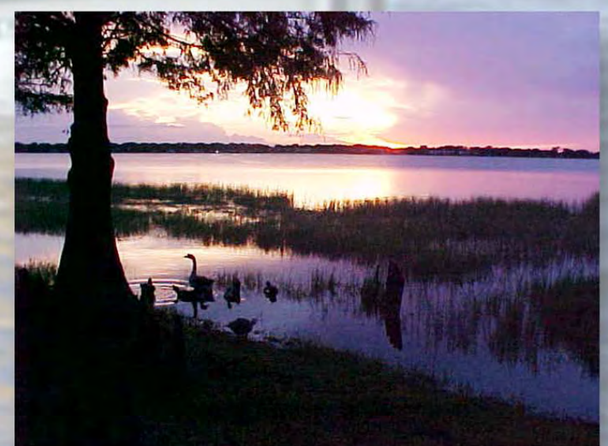
Sincerely,

Frederick W. Schwartz, P.E.









Background

Winter Haven is a city of 26,000 within Polk County in central Florida. It is located about 45 miles east of Tampa and 45 miles southwest of Orlando. Winter Haven is a city known for many attributes, but the most famous might be the city's lakes. There are 31 freshwater lakes that either touch or are contained within the city limits. Fourteen of the lakes are connected by a series of navigable canals. These canals, known collectively as the Chain of Lakes, were originally built as a means of transporting citrus to market. In the sun-baked landscape of central Florida, the lakes are notable and beautiful natural features.

Located adjacent to Winter Haven and on the Chain of Lakes is the oldest of Florida's theme parks, Cypress Gardens. The famous water skiing show, including the dramatic pyramid of skiers, is one of the truly memorable images of central Florida. Cypress Gardens helped put Winter Haven on the map as the "Water Skiing Capital of the World."

However, Winter Haven's economy has been only partially influenced by the lakes. The first settlers arrived in the Winter Haven area in the 1860s. Agriculture was the primary industry in the area, and Winter Haven was one of many small towns in central Florida that depended on it. Platted in 1884, the town grew slowly at first. The population of Winter Haven was only 400 at the turn of the century. The town was incorporated in 1911. The lakes began to take a more prominent role in 1915 when the Twenty Lakes Boat Course Club was organized. Thus began the system of canals known as the Chain of Lakes.

The Florida Boom of the 1920s brought growth to the area. Surrounded by hundreds of thousands of acres of citrus groves, the city hosted the first Florida Citrus Festival in 1924. A man named Dick Pope opened Cypress Gardens in 1936, and thus Winter Haven's economy and identity revolved around those hallmarks of old Florida - agriculture and tourism.

Today, the economy of Polk County is largely based on the same industries – agriculture and tourism – plus the important industry of phosphate mining. Polk County has the largest amount of farmland of any county in the state, with an estimated 620,000 acres. Approximately 100,000 of those acres are devoted to citrus, making Polk the top citrus-producing county in Florida and the nation. As the home of Bok Tower Gardens, Cypress Gardens, Fantasy of Flight, and two Major League Baseball spring training sites (including the Cleveland Indians in Winter Haven), Polk County enjoys a respectable tourism industry.

Changes in local economies are inevitable, and the evolution of Winter Haven's industry and attractions is no exception. As the citrus industry consolidates and the recent closure of Cypress Gardens attests, Winter Haven, like so many places in the United States, is beginning to re-imagine itself as a "quality of life" destination. Rather than position itself as a great place to grow citrus or take a vacation, Winter Haven should promote itself as a great place to live. This process is already beginning. In 2000, the community engaged in a visioning process, "Our Future By Design: A Greater Winter Haven Community" and created the Community Redevelopment Agency. An organization called Main Street Winter Haven is partnering with the city and working to revitalize and plan for the future of Downtown. Efforts are underway to address the city's needs for reinvestment in infrastructure and transportation improvements. The city's old shopping mall has been redeveloped into a new retail center called Citi Centre. The South Lake Howard Nature Park, a major stormwater filtration and ecological park on Lake Howard, is complete. These initiatives, if successful, will attract a diverse mix of businesses, families, and retirees to Winter Haven. Great places to live also tend to be great places to visit, especially on a regional basis. Visitors and locals alike will look to those lakes.

Surprisingly in a city known for its lakes, there are limited opportunities to enjoy these amenities. There is little in the way of public lakefront for access or enjoyment of the lakes. Indeed, there currently is no city park or trail system which circumnavigates a lake. Although there is some boat access, not everyone has a boat. Without much public or semi-public use, such as a waterfront restaurant or other attractions, the lakes remain a hidden treasure. This was acceptable as long as people were living in the area because of the citrus industry or in support of it. With a more diversified economy and plenty of retirees, the citizens of Winter Haven want more out of their lakes.

The lakes remain pleasant backdrops for a few homes and even industrial uses. If the future of Winter Haven is truly based on quality of life, the lakes will be the key. The current condition of the lakefront will simply not be compatible with the city's needs. Changes will come to Winter Haven's lakefronts, balancing enhanced opportunities for access and recreation with careful preservation of the environmental qualities that make them an attraction. The challenge is to determine the quality and the quantity of those changes, and to shape the future of the city along with its lakes.

Sources: Central Florida Development Council (www.cfdc.org), Winter Haven Area Chamber of Commerce (www.winterhavenfl.com), Polk County (www.polk-county.net), VISIT FLORIDA (www.flausa.com), City of Winter Haven (mywinterhaven.com), and stakeholder interviews








Pensacola
Tallahassee
Jacksonville
Daytona Beach
Orlando
Melbourne
Winter Haven
Tampa
Vero Beach
Fort Pierce
Sarasota
Palm Beach
Miami




Lake Alfred
Auburndale
Winter Haven
Lake Hamilton
Dundee
Eagle Lake
Waverly
FLORIDA


Winter Haven
Avenue A NE
Avenue B NE
Avenue C NE
E Central Ave
Avenue A SE
Avenue C SE
Avenue D SE
Avenue E SE
Avenue F SE
Avenue H SE
Avenue I SE
Avenue J SE
Avenue K SE
Avenue A SW
Avenue B SW
Avenue H NE
Avenue Q NE
Avenue Z SE
Dundee Rd
Lake Howard Dr SW
Lake Shipp Dr
Brevard Dr
Escambia
Amtrak - Winter Haven

The "Process"

The Design Studio for the Winter Haven Lakefront Revitalization Plan was conducted on December 16 and 17, 2002 in the Chain of Lakes Complex. Kimley-Horn and Associates led a team of consultants including The Center for Connective Architecture at Cooper Carry, Urbanomics, and The Goodman Corporation.

The public was invited to participate in all aspects of the Design Studio, but particularly encouraged to attend at certain times such as the Monday and Tuesday lunches, and the Tuesday afternoon presentation. The consultant team used the remainder of the Design Studio to design and draw.

The Design Studio began on Monday, December 16 with a presentation by Fred Schwartz of Kimley-Horn to an audience of City of Winter Haven staff. This crowd heard about the Design Studio process and the preliminary research conducted by the team.

After the presentation, the team gathered the thoughts of the staff. Fred Schwartz conducted the dialogue with the group of stakeholders. He asked questions of the group as Bill Waddill of Kimley-Horn recorded the answers on large sheets of paper. The stakeholder comments are listed on the following page. The consultant team solicited information about existing conditions and trends in Winter Haven; opinions about what is missing or scarce in Winter Haven, such as a high-end hotel; how the stakeholders believed the study area could be improved; and what other places could serve as models for Winter Haven's future development. The stakeholder comments on this first morning and all other times were invaluable to the process.

The team split the study area into three sub-districts. In small groups, members of the consultant team left the Chain of Lakes Complex to study the sub-districts on foot. Surveying the information in person allowed the design team to assess and document the condition of existing buildings, streets, and other infrastructure. Walking the site also helped the team determine opportunities and challenges within each sub-district.

Matt Noonkester and Angelo Rao of Kimley-Horn and Jonathan Young of The Center surveyed the Downtown/Lake Howard sub-area. Bruz Noel of Kimley-Horn and Brett Wylie of The Center looked at the Lake May/Citi Centre sub-district. Mike Bello of Kimley-Horn and Mark Schnell of The Center examined the Chain of Lakes Complex/Lake Shipp sub-district.

Meanwhile, Fred Schwartz and Bill Waddill of Kimley-Horn and Rich Flierl of The Center started developing the "big picture" plan. Using the input from the morning stakeholder discussion, this group began to tie the three sub-districts, and the entire lakefront area, into a more cohesive whole.

By the time the small groups examining the sub-districts had returned, it was lunchtime. Additional stakeholders and citizens joined the team at the Chain of Lakes Complex during this time. Again, their comments and critiques were very helpful to the consultant team. The designers were able to translate the ideas offered by the citizens from words to drawings.

For the rest of the day, the team drew concept after concept based on the discussions and observations. The sub-district teams largely remained intact as they developed plans. Working with the "big picture" team to ensure continuity and a cohesive vision, the sub-district teams arranged land uses and infrastructure over aerial photos of their respective sub-districts. By the end of the day, rough concepts were generally worked out. The consultant team retired for the evening after a long, productive day of work.

On Tuesday, December 17, the Design Studio reconvened at the Chain of Lakes Complex. The consultant team assessed the progress from the previous day of work. At this point, the remaining tasks were divided among the team members.

The consultant team continued to refine the plans according to new stakeholder comments. As the morning passed, the team was drawing furiously to complete the plans and axonometric views by the mid-afternoon review. Stopping only for a few bites of lunch, the consultant team completed several large drawings – enough to cover a large wall in the Chain of Lakes Complex. These drawings convey the visions for Winter Haven's lakefronts.

A sizable group of citizens returned to the Chain of Lakes Complex in time for the 3 pm presentation. Fred Schwartz opened with a general presentation and summary of the two-day Design Studio. The team from Cooper Carry presented the designs. Rich Flierl talked first about the larger vision for the lakefronts and Downtown. He discussed how the plan ties several districts together. Jonathan Young described the Downtown/Lake Howard sub-district, Brett Wylie talked about the Lake May/Citi Centre sub-district, and Mark Schnell of The Center presented the Chain of Lakes Complex/Lake Shipp sub-district.

Rich Flierl, Fred Schwartz, and Bill Waddill fielded questions from the crowd. After the presentations and questions, the consultant team wrapped up the Design Studio. The team returned to their offices to assemble the plans and information created during the Design Studio into a workbook for the client and the citizens of Winter Haven.







Photos of stakeholders, staff, and consultants working throughout the day

AGENDA FOR DESIGN STUDIO

MONDAY, DECEMBER 1Sixth, 2002

• Kickoff Meeting	8:00-9:00
• Field Review	9:00-10:00
• Establish Objectives & Guidelines	10:00-12:00
• Working lunch & interviews w/ public officials*	12:00-1:30
• Work Sessions w/in Work Groups	1:30-5:30
• Dinner Break	5:30-7:00
• Work Group Activities, As Needed	7:00-9:00

TUESDAY, DECEMBER 17TH, 2002

• Review Results of Day One*	8:00-9:00
• Work Session w/in Work Groups	9:00-12:00
• Working Lunch, Informal Presentation To Public Officials*	12:00-1:00
• Continued Work w/in Work Groups	1:00-3:00
• Informal Presentation of Results*	3:00-5:00
• Adjourn	5:00

* Although public officials and members of the public were welcome to visit the Design Studio at any time, they are encouraged to attend at the times denoted by asterisk (*).

Input from the Workshop

GOALS/ISSUES/IDEAS

.“Doable” Plan - Emphasize National Resources
.Enhance Waterside Opportunities (Boating/Waterside Access)
.20% Of Population On/Near Waterfront
.Strong Arts Community
- (Industrial Area As Lofts?)
-Focus
.Active Retirement Community (65% ±) Environmentally-Themed Facility/Learning Opportunity
. Women’s Club/Heritage Gardens - Historical Museum
.Improve Under Utilization of Lake Fronts (Access); Symbiotic With Downtown
.Residential Along Lakeshore Under Utilized
.Good Examples:
-Celebration
-Fort Lauderdale (Las Olas) (Higher Density)
-San Antonio
-Hyde Park
.Per Capita Income Higher Than State Average
.Festival Retail/Destination - Location? Downtown is Currently Focus for Revitalization
.Polk County Residential Growing Rapidly -”Gated” Community
.Capture Active Retirement Population Downtown
.Schools Downtown - Location, Quality
.Product (Residential), “Place” in Downtown To Strengthen
.School Interact/Share Chain Of Lakes Complex
- 90,000 SF
- 8,000-9,000 Students
.State School Size Cap
.Infrastructure
- Water, Sewer Improvements Needed
- C.I.P. Does Not Currently Provide $$$
.Enhancement Materials Consistency
.Community Shifting Away From Agriculture
.Redeveloped Retail Area Growing - Vacant Land Across Street Planned For Residential/Retail (Uni Corp)
.“Bite Size” Steps - Implementation
.Need More Entertainment, Nightlife
- Improved Housing Stock
- improve Viability Of Lake Howard Neighborhood
- Downtown Residential

GOALS/ISSUES/IDEAS (Continued)

.Residential
-Adequate “Starter” housing
-Need Townhouse/Multi-Family And Middle-Upper
.Single Family
.Downtown/Main Street Targeting Housing
.Ridge Art Gallery Looking For Larger Facility (“Feeds” Off Theater - 320 Seats ±) - Catalyst?
.Outdoor Dining
- Need
-Little Downtown
.Amateur Sports Demand For Chain Of Lakes Facility - Restaurant Demand; Inadequate Hotels During Tournaments
.Hotels “Upgrades” Opportunity?
.Cypress Gardens Future? - Private Residential
.Aquatic Sports Facilities Opportunities - Private Reuse of Cypress Gardens
.Water Taxi Large Segment Of Community Doesn’t Have Boat-Limited Lake Interaction

ADDITIONAL COMMENTS 12/17/02

.Address Water Quality Issues During Implementation
.Consider Citrus Dome Reuse As Citrus Museum
.Muck Depth Issue Exists At Lake May
.Consider Other Sites For Urban School (Like Idea In General)
.Consider PRAM/Sailing School
.Possible Restoration Of Historic Gazebo/Structure at Lake Howard
.Andy Thornal Outfitters Expanding At South Square Avenue ‘A’ SW - 4th/5th
.Trolley Tram Station In Neighborhoods
.Muck Issue/Lake May
.Lake Website (SWFMD) On Descriptions Of Lakes/Uses
.Study Retail Alternate on Recreation Complex Site
.Road Standard; Use FDOT Standards
.Treat Stormwater, Protect Lakes (Strong Community Movement)
.Sensitivity To Density Along Lakes
.Sea Plane Festival

CORE IDEAS

.Strengthen Downtown
-Cultural/Arts At Chain Of Lakes Move Downtown
.Focus On The Lakes
-Strengthen Public Access
.Chain Of Lakes
- Build On Active Recreation Existing
.Industrial/Mixed at the Chain of Lakes
- Incorporate Citrus Into mixed Neighborhood
-Cypress Gardens + Citrus = “ Old Florida”

ADDITIONAL PLANS/INFORMATION NEEDED

.Powell Fragala and Associates Water Use Study - County
.Historic Preservation Center
.Lakefront Beach/Recreation Center

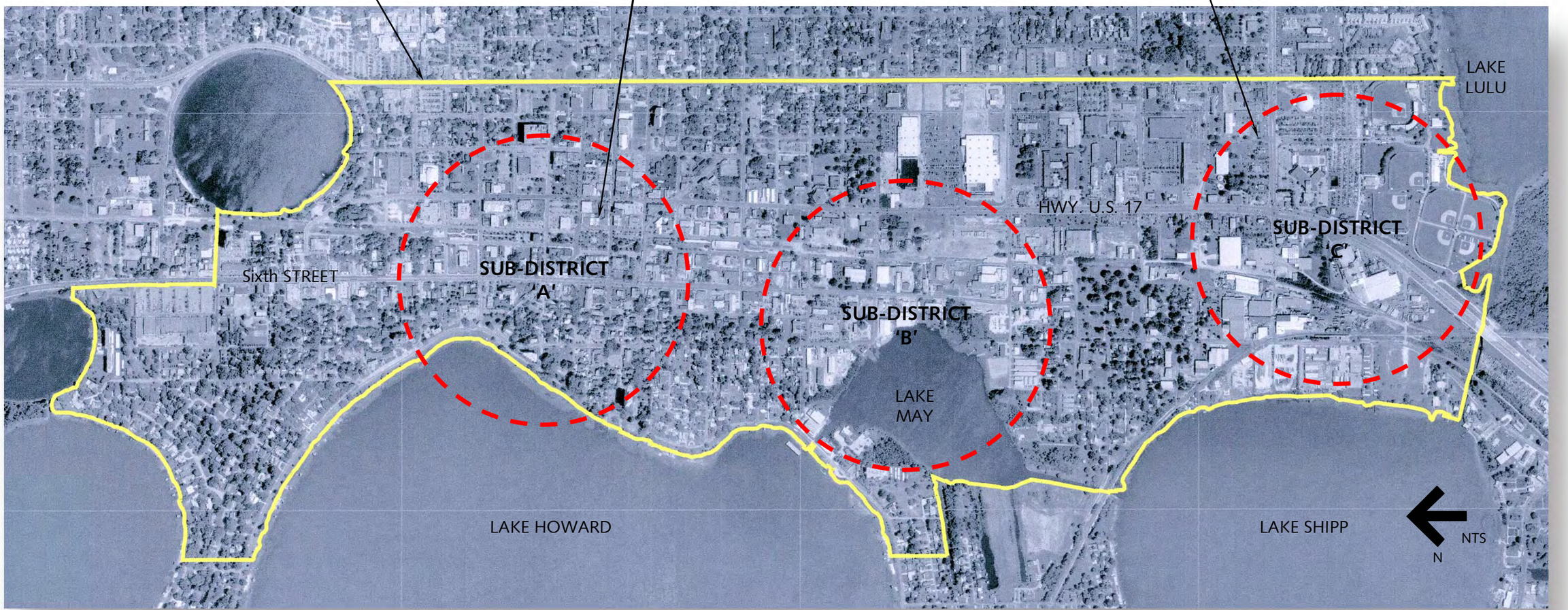


Through the design workshop process, it was identified that the project area had 3 distinct subdistricts. These subdistricts were analyzed for their own unique opportunities and constraints, with recommendations for redevelopment provided. While each subdistrict has distinct projects identified in this plan, each is envisioned to be part of a collective and consistent redevelopment strategy for the study area.









Sub-Districts:
A. Lake Howard/Downtown
B. Lake May/Citi Centre
C. Chain of Lakes Complex/Lake Shipp







Winter Haven historic imagery





Planned downtown revitalization

The Lakefront Revitalization Plan

The Lakefront Revitalization Plan knits central Winter Haven together through an expanded park system, a new transit system and strategic land use changes. The most important role of the new park system is to connect the lakes of central Winter Haven and transform them into remarkable public amenities.

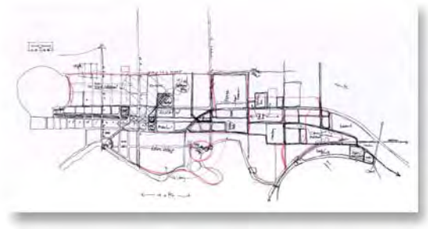
One goal of the plan is to encourage the revitalization of the lakefronts without impeding the revitalization of Downtown. In order to accomplish this goal, the park system and connections of Downtown must be re-imagined along with those of the lakefronts. The existing Downtown Park and Trail Corridor, located along the old railroad right-of-way between Fourth and Fifth Streets, will be extended south as far as possible. A new city hall will be constructed within the Corridor. Land uses downtown will be rearranged to focus residential development along both sides of the Corridor and office uses moved slightly to the east. A new road-based trolley system will be developed, connecting downtown south to the County boat launch on Lake Shipp and existing shopping.

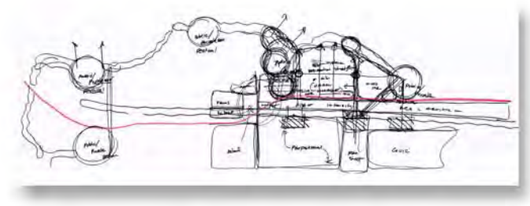
Downtown must be well linked to the lakefronts. Central Avenue is envisioned as one of several key connections to Lake Howard. This emphasis on the city's Main Street will help Downtown as much as the lakefront. Otherwise, an improved pedestrian and bicycle environment along streets such as Pope Avenue and Avenue D will improve connectivity between Downtown and Lake Howard. Pope Avenue, as the existing diagonal connection through the grid of streets, will be among the most important of these connections. Also, the planned Rails-to-Trails conversion will connect to the lake through the locations named previously.

A thin strip along the eastern shore of Lake Howard – between the water and Lake Howard Drive – will be transformed wherever possible from the private realm to the public realm. The intent is to create a recreational amenity for the city in the form of a lakefront trail. The neighborhoods immediately to the east of Lake Howard will remain mixed-use, but emphasis should be given to a core area as indicated in the City's Neighborhood Revitalization Report. While the small office uses that have entered the area can remain, they should also be encouraged to relocate to an area east along US Highway 17 and along Lake Howard Drive (see attached map). This would continue to spur renovations of houses in the area, and strengthen the residential base critical to the vitality of any downtown district.

Farther south, along the shores of diminutive Lake May, lie opportunities to create a new "village" within Winter Haven. The City of Winter Haven owns key properties in the area, and they will be used to spur village-scale development. There are already the beginnings of such a character near the canal to Lake Howard. This character gives one a sense for the waterfront restaurants and arts facilities that could occupy the area with a little encouragement and design guidelines.

Again, there will be connections to the lakefront from the east. In this case Avenue G will run from the neighborhood – and the school – to the east all the way to a public space along Lake May. This is also in the vicinity of the new mixed-use development on city land. Avenue G also passes the Citi Centre retail development. This retail area will expand across Highway US Highway 17 to engage the Lake May Village. The expansion will be accessible from the transit system (on-street trolley and parallel trail corridor) running north and south. There is also room for retail expansion on the Citi Centre site with the addition of structured parking.





Overall process sketches

Meanwhile, the lakefront park system passes along the western edge of Lake May. Part of this park system will resemble the Lake Howard trail. However, to the south of the two existing canals on the west side of the lake is an opportunity for a larger park space. It will extend south to Lake Shipp.

Like the residential neighborhood adjacent to Lake Howard, the neighborhood between Lake May and Lake Shipp will enjoy a renaissance as the lakefront park system is constructed. The trail will continue around Lake Shipp to the southeast, towards the next canal and Lake Lulu. Over time, the industrial uses along the eastern shore of Lake Shipp could evolve into new lakefront residential development and a marina. At the south end of this new development lies the County boat launch. Nearby, connected by a new greenway, is the southern terminus of the transit system.

A trail connection also continues east to the Chain of Lakes Complex.

The southern portion of the transit system passes through the Market District, featuring a new organic produce market, a new boutique hotel, and an existing citrus industrial facility.

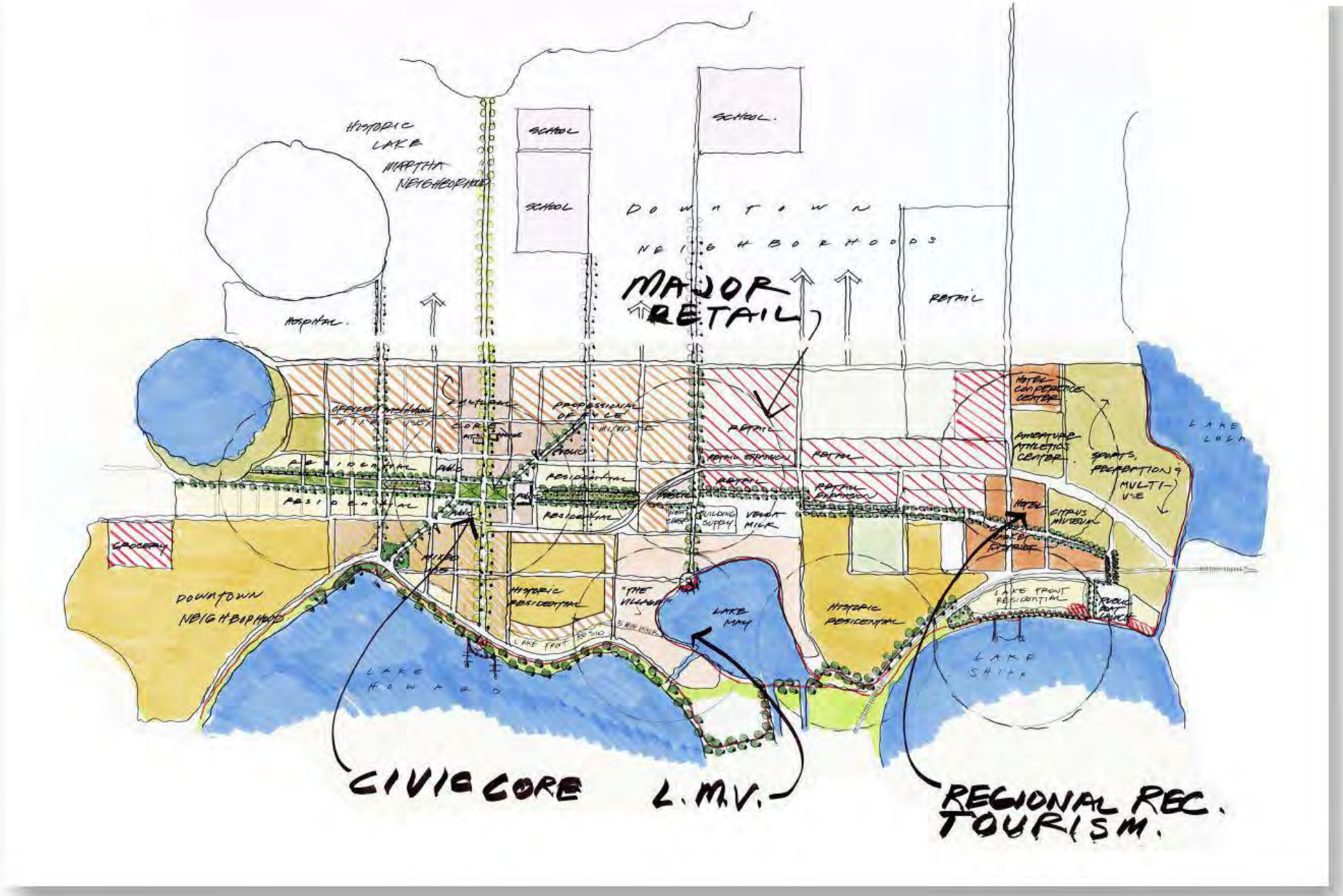
Across Highway US Highway 17, the Chain of Lakes Complex is revitalized as either a mixed-use or regional amateur athletics destination. As this evolution takes place, regardless of the potential departure of the Indians after their 5 year option to remain expires, the Complex will continue to be the southern anchor to the Lakefront Revitalization Plan.





Images from Winter Haven's rich history





Overall sketch of study area

SUB-DISTRICT 'A': Lake Howard/Downtown

This sub-district is the metaphorical "heart" of Winter Haven. The core of this sub-district is defined by Avenue B NW to the north of the Downtown Park and Trail Corridor, Avenue B SW to the south of the Corridor, Third Street to the east of the Corridor, and Sixth Street (US Highway 17) to the west of the Corridor.

From a land use perspective, maintaining vitality of this mixed-use area, including its two historic districts, is critical to the long term success of this plan. Consistent with the city's recent Lake Howard Neighborhood Revitalization Report, land uses should continue to generally have a mixed-use emphasis; however, within the historic residential and professional/residential zones, emphasis should continue to be preservation and revitalization of residential to maintain a healthy land use mix.

As the small consultant group further investigated the sub-district, it was discovered that the "downtown experience" (typical of most downtowns) was not readily evident to pedestrians, motorists, or residents. While some effort has been devoted to the improvement of the Downtown Park and Trail Corridor, not all of the Downtown core has seen equivalent interest. The Corridor serves as the hub of the plan with land use and traffic patterns radiating from the park.

The Downtown Park and Trail Corridor will expand to become part of a larger greenway and trail system. The Rails-to-Trails is already in the planning stages north of the Downtown Corridor. This linear park/greenway will continue south to the County boat launch at Lake Shipp. Likewise, the proposed trolley system will run generally parallel to the trail. Along the edges of the Downtown Park and Trail Corridor will be new residential development. This public space will be transformed into an amenity for Downtown residents as well as people from all over the city. The new residents will add vitality to the Downtown. This plan also recommends the new city hall facility remain in this sub-district as a civic "anchor". Although several locations are possible for the new facility, maintaining it on a prominent site along the Park and Trail Corridor should be a primary focus of the site evaluation process.

Multiple direct links are made from the Downtown core to the shore of Lake Howard. Avenue D reaches from the Lake to (avenue B is the end) the Rails-to-Trails greenway. While this link is visually impressive, the current traffic pattern does not lend itself well to a more formal link from the Rails-to-Trails to the Lake Howard shoreline. Avenue B NW (north of the Downtown Corridor) is another strong link from the shore of Lake Howard to the existing Chamber of Commerce building. This connection is crucial to the development of the city's core district. The intersections of Avenue B and Sixth Street and Avenue B and Third Street should serve as the northern gateway to the city core. The intersection of Avenue B and Sixth Street has further importance as Pope Avenue connects the Downtown Park and Trail Corridor to Lake Howard on the diagonal. These nodes of importance will dictate where street materials and amenities progress to a finer level of detail for the pedestrians and the motorists.

Central Avenue is the ceremonial connection to the Lake Howard shore. This connection will play a vital role in future development of Downtown. Current development has organized on Central Avenue east of the Downtown Corridor. Avenue B SW (south of the Corridor) is a strong link from the shore of Lake Howard to the southern boundary of the city core. Similar to Avenue B NW, this avenue should create nodes of importance that serve as gateways to the city core on the south.

While the connections from Downtown to Lake Howard are important to the future of Winter Haven, they will have minimal impact to the city if more of the lakefront does not become accessible to the public.

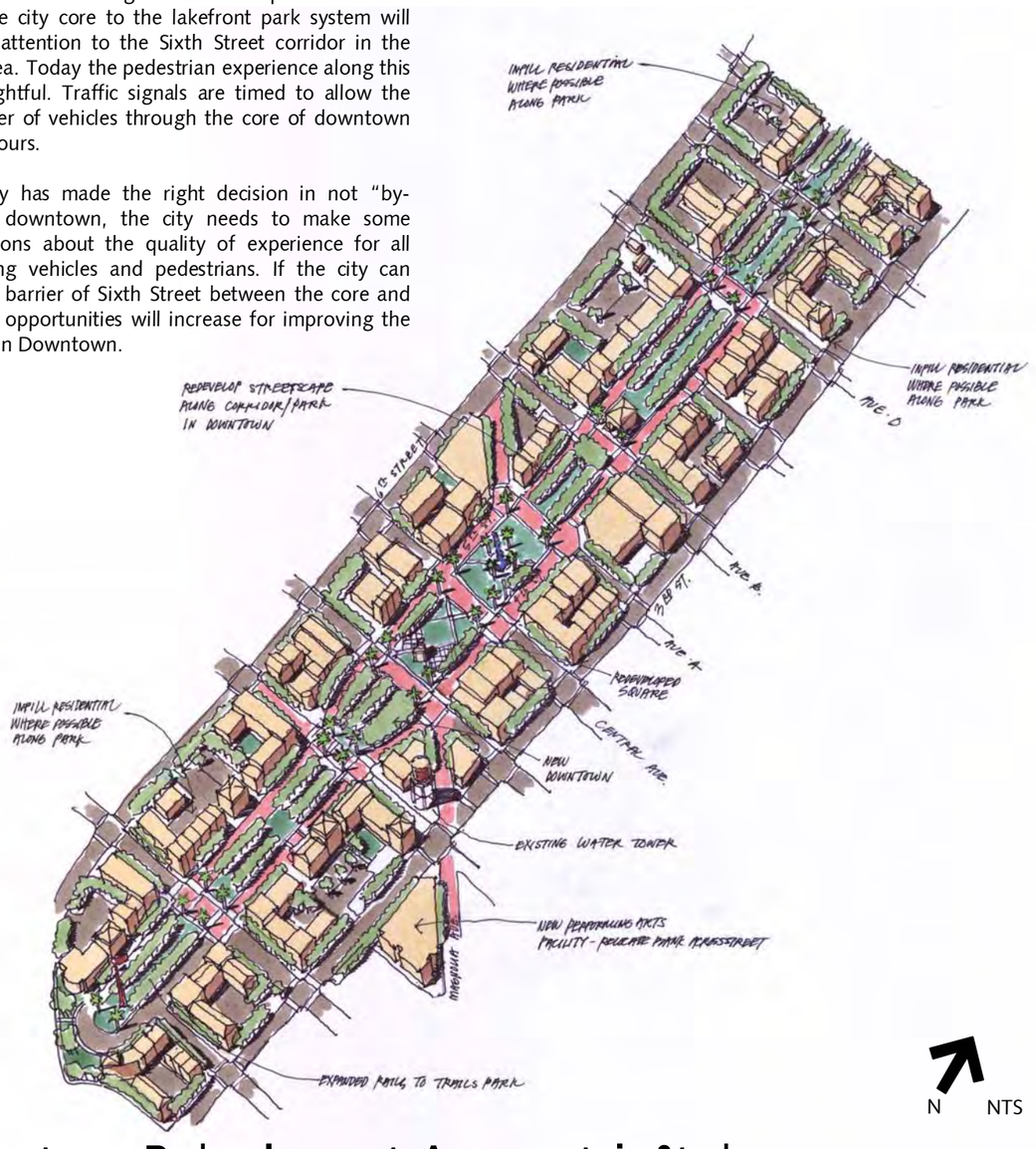


Study Area Enlargement

Currently the shoreline is not an amenity to the city because so much of it is privatized and inaccessible to pedestrians. Over time, the properties along the lakeshores will transform into an elaborate network of parkland that celebrates the uniqueness of the city. This single vision should orient the city's development strategies. Consideration should also be given to traffic calming enhancements along Lake Howard Drive, thereby encouraging traffic to "behave" or utilize alternate through routes, further strengthening this initiative.

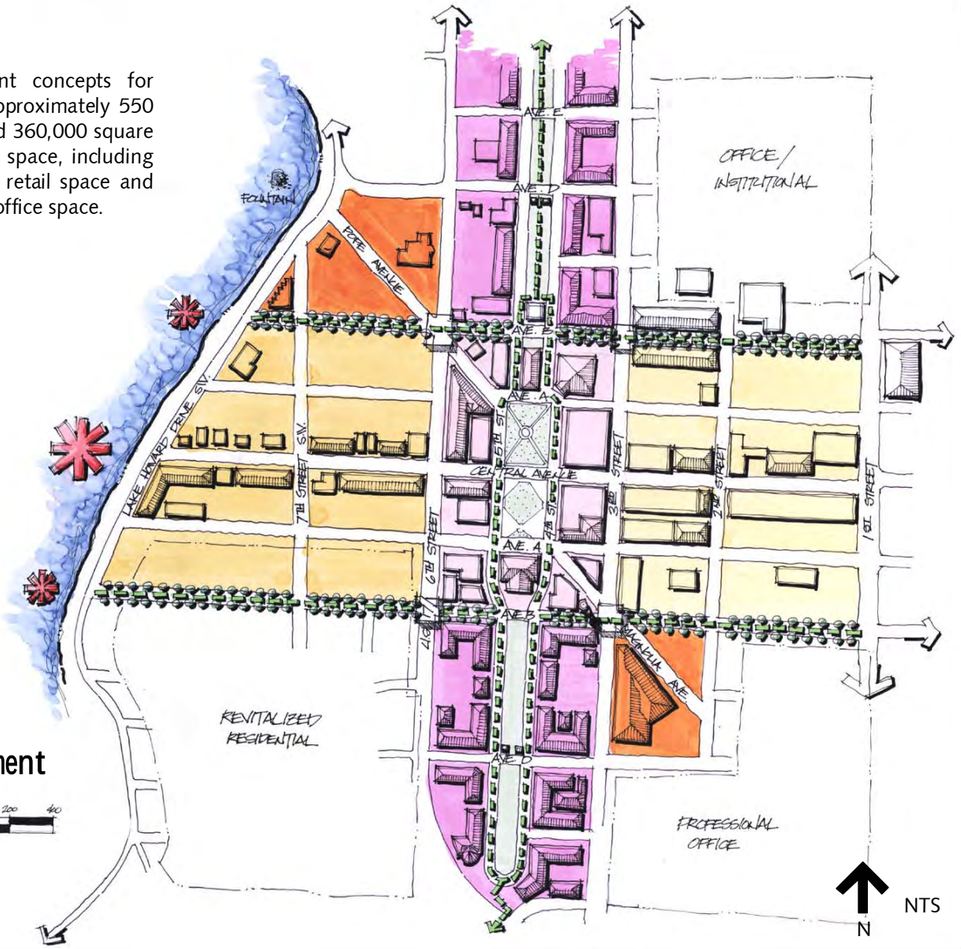
In addition, a substantial obstacle exists in making this dream a reality - traffic on Sixth Street (US Highway 17). The majority of the traffic in this sub-district is associated with this corridor. Facilitating movement of pedestrians and users from the city core to the lakefront park system will require close attention to the Sixth Street corridor in the downtown area. Today the pedestrian experience along this corridor is frightful. Traffic signals are timed to allow the highest number of vehicles through the core of downtown during peak hours.

While the city has made the right decision in not "by-passing" the downtown, the city needs to make some difficult decisions about the quality of experience for all users, including vehicles and pedestrians. If the city can overcome the barrier of Sixth Street between the core and the lakes, the opportunities will increase for improving the quality of life in Downtown.



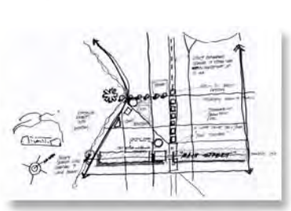
Downtown Redevelopment Axonometric Study

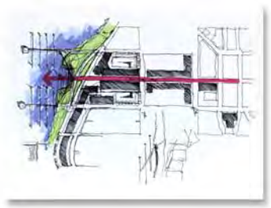
Altogether, development concepts for this subdistrict reflect approximately 550 new residential units and 360,000 square feet of new commercial space, including 100,000 square feet of retail space and 260,000 square feet of office space.

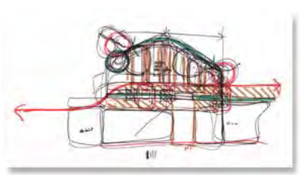




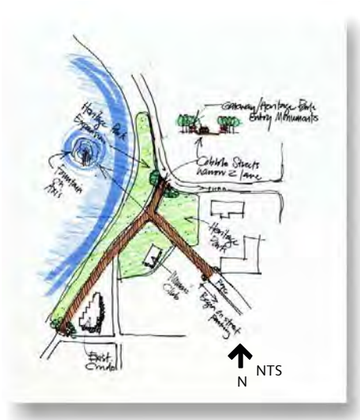
Central Park study



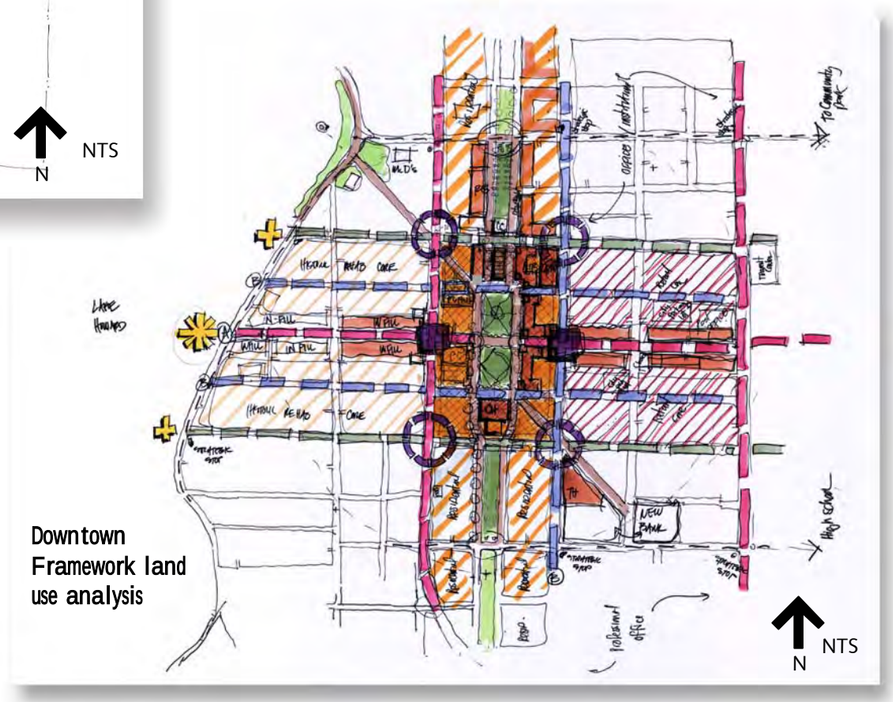




Lake Howard/Downtown process sketches



Heritage Park study



Existing Conditions



Historic downtown building



Typical downtown street



Central Park



Heritage Park



Residences along waterfront

SUB-DISTRICT 'B': Lake May/Citi Centre

The revitalized Citi Centre retail district and Lake May are important individually as retail destinations, but together they serve as the "bridge" between Downtown and the Chain of Lakes Complex. Citi Centre is arguably the most prominent national retail center in the city. The existing marina on Lake May is one of the few places on the Chain of Lakes to buy gas for boats. Lake May also features some of the only bars and restaurants on the waterfront in the city.

Citi Centre is a recent redevelopment project on the site of the city's former shopping mall. In the future, Citi Centre is encouraged to add a parking deck over its existing surface parking lot and add new retail buildings along US Highway 17 and First Street.

The land across US Highway 17 from Citi Centre is slated to become retail development. This will strengthen this National Retail Center of the city. This plan encourages the buildings to front US Highway 17, leaving parking to the west – or rear side – of the lot.

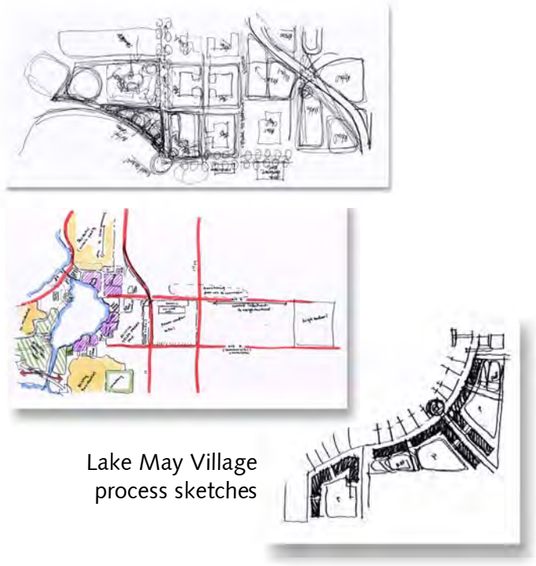
With Citi Centre and the Velda Farms property forming superblocks, there is limited east-west connectivity through the sub-district. As a result, Avenue G and, to a lesser extent, Avenue K, form the only major east-west links. This makes Avenue G, with its connections to a neighborhood and school to the east, a very important street for the sub-district. To highlight this importance, the plan calls for a public space at the western terminus of Avenue G at Lake May.

The Velda Farms property also requires the southern expansion of the Rails-to-Trails greenway to move to Sixth Street for several blocks. The proposed transit system along this corridor will likewise utilize Sixth Street.

In the vicinity of this space, there are opportunities to create a new "village" within Winter Haven. The most viable of these opportunities is the public works/7th Street SW facility owned by the City of Winter Haven. The seed of village-scale development is already in place around Lake May, especially near the canal to Lake Howard.

Most of this city-owned land located northeast of Lake May will be offered to developers in order to spur redevelopment in the area. The city can therefore control the quality and scale of development on the property. The new development will include a new magnet school, residential development, retail development, and arts facilities. The school will bring life to the area, help encourage residential development in the area, and will contribute to the village-like scale. The residential development will be consistent with the village-scale concept rather than high-rise scale. Residential development will extend along the southeast lakefront.

Retail along the Lake May shore will capitalize on views of the water. New restaurants will build on those already in the area to achieve a critical mass. Other development and redevelopment in the area will be oriented towards the arts. Again, the arts will fit well within the village concept and build upon the existing character of the lake.

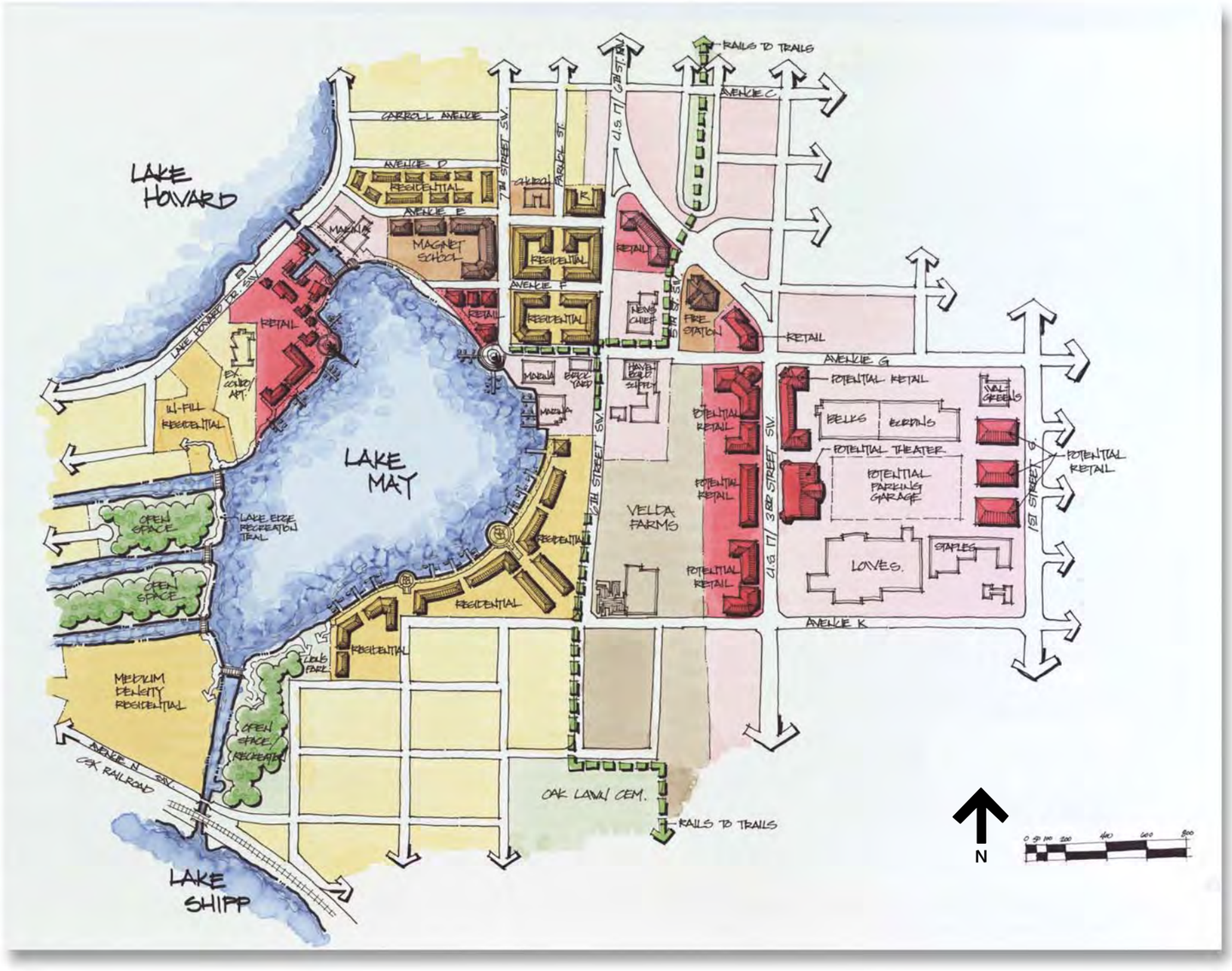


Lake May Village process sketches

The larger lakefront park system for Winter Haven will pass along the western edge of Lake May. It will take the form of a trail for most of the Lake May portion, but will expand to become a larger park space to the south and west of the lake. The park system will connect Lake May to Lake Shipp on the south and Lake Howard on the north.

The lakefront park system, the Rails-to-Trails greenway, and the street-oriented retail along US Highway 17 will substantially improve the connections between Downtown and the Chain of Lakes Complex. The Citi Centre/Lake May Sub-District will become a bridge rather than a barrier.





Lake May Village
land use analysis

The design concept for Lake May Village provides for approximately 20 net acres of residential development. Residential acreage will support in the order of 200 multifamily units at typical suburban densities.

Commercial areas in the Lake May Village concept plan total approximately eight acres and could support up to an estimated 80,000 square feet of retail and other commercial space. This could be a mix of retail, restaurant, studio, marine service, office space, and even B&B-scaled lodging.

The concept plan also shows opportunities for additional commercial space within the Citi Centre block along 1st and 3rd Streets, and on the west side of 3rd Street. These sites total approximately 15 acres and would accommodate 120,000 square feet or more of additional uses, including small strip centers and/or free-standing retailers and restaurants primarily serving the local market.

Existing Conditions



Citi Centre


US Highway 17


US Highway 17


Lake Howard Drive


Waterfront park

SUB-DISTRICT 'C': Chain of Lakes Complex/Lake Shipp

This sub-district is notable for the Chain of Lakes Complex, US Highway 17, Cypress Gardens Boulevard, and an industrial district along Lake Shipp. The Chain of Lakes Complex is currently home to the Cleveland Indians spring training facilities; a community center featuring meeting rooms, an art gallery, and a pool; and the Citrus Dome conference facility. US Highway 17 passes over the canal connecting Lake Shipp and Lake Lulu and intersects with Cypress Gardens Boulevard, a strip retail street. The Cypress Gardens theme park, recently closed and its future evolution under consideration, is located about three miles to the east on this boulevard.

The industrial district along Lake Shipp is split by active railroad tracks carrying freight trains, as well as Amtrak trains. The Amtrak station is within the industrial district. Among several industrial facilities, the most prominent are the Roe and Sons citrus facility, a fertilizer facility, and the Adams building materials facility. The Roe and Sons buildings straddle Avenue R, which becomes Cypress Gardens Boulevard east of US Highway 17. The fertilizer facility is in a prominent position along US Highway 17. Adams is located between Seventh Street and Lake Shipp. Two sites along the lakefront are used, but lack major structures. One is the Roe and Sons truck parking lot and the other is the County boat launch.

As this sub-district is the southern anchor of the Lakefront Revitalization Plan, several concepts have been carefully considered for both their urban design contributions as well as their market viability. The initial concept considered is shown on this page.

Concept A

The initial concept for the Chain of Lakes Complex is for its continuation as a sports and special events oriented attraction, including the use of the stadium and sports fields for amateur sports and events, a new hotel/ conference replacing the existing Orange Dome, and reuse of the existing conference/arts center for sports training. Nearby properties would be redeveloped as an urban agricultural market and visitor center/museum.

This concept divides the sub-district into a mixed-use Market District to the west of US Highway 17 and an athletic-oriented Chain of Lakes Complex to the east, while providing stronger connections between the two.

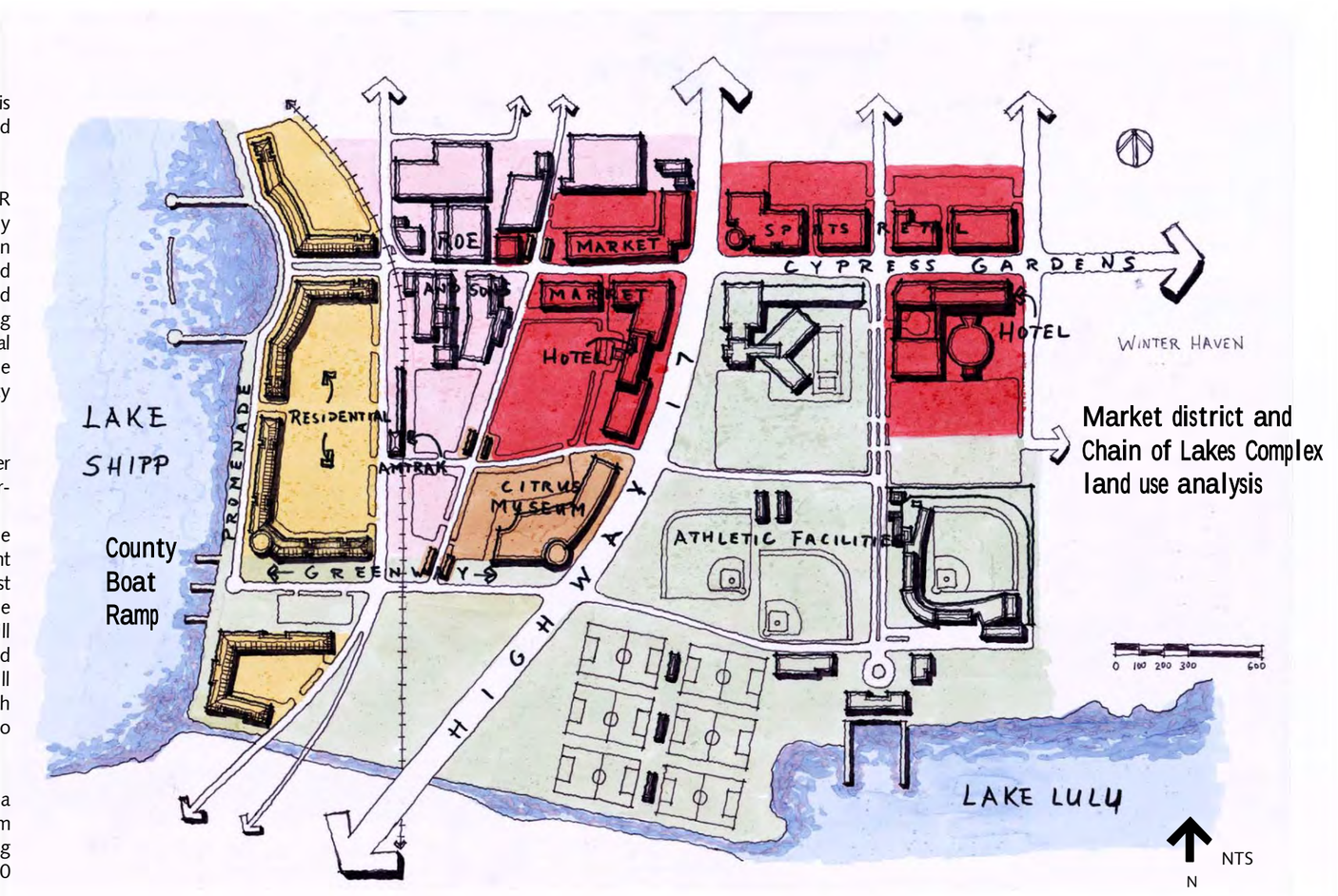
The Market District is centered on Avenue R, which is the extension of Cypress Gardens Boulevard and could be renamed Market Street.

At the intersection of US Highway 17 and Avenue R will be large market buildings. This will be a daily market for citrus and other local products, with an emphasis on organic foods. Next door, the Roe and Sons citrus facility will continue to operate. It will feed fresh citrus to the adjacent market and be a working example of the industry. The interesting old industrial buildings of the Roe and Sons facility could be transformed into other compatible uses if the facility ever relocates.

The properties along Lake Shipp will transform over time to residential uses. This location is ideal for four- to six-story apartments or condominiums with views of the lake. The buildings will be set back from the railroad tracks and provide an edge for a new lakefront promenade. Restaurants will be located on the first floor of the buildings, with outdoor seating along the promenade and the water. The boat launch will remain. The western end of Avenue R will be extended to the lakefront and a new marina. The promenade will be part of the larger lakefront park system, with connections to Lake May to the north and Lake Lulu to the east.

The concept plan for the Chain of Lakes complex area shows two hotel sites. One would be a 250-room hotel and conference center on the site of the existing Orange Dome. The other would have up to 150 rooms.
Both are intended to support and be supported by visitors to sporting events, citrus center, agricultural market, sports training and medicine center, and various conferences and meetings. Four hundred rooms would be a major increase for Winter Haven, which presently has fewer than 1,000. The absence of Cypress Gardens lessens potential demand for additional hotel rooms, but also means that capacity would be available to market other visitor activities.

In the Market District, the trolley system will have three stops: the Citrus Museum, the Amtrak station, and the market. The plan also improves connectivity across US Highway 17 in order to unite the districts. Two new auto and pedestrian streets will cross the highway south of Cypress Gardens Boulevard.

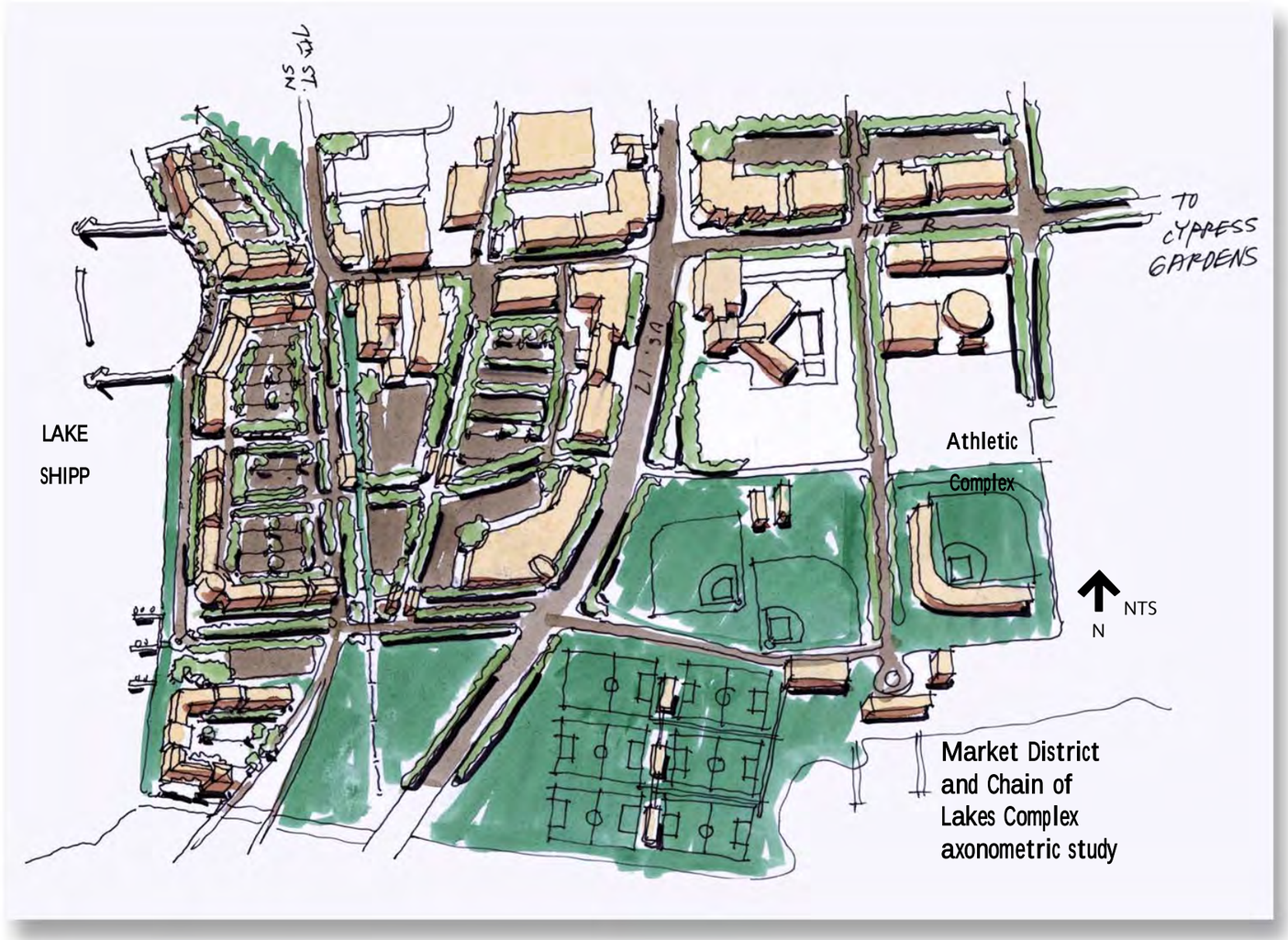


Market district and Chain of Lakes Complex land use analysis

The southernmost street is accompanied by a greenway to facilitate movement through the lakefront park system. Without this crossing, a trail could only follow the difficult, if not impossible, path along the canal between Lake Shipp and Lake Lulu. The other road crossing the highway connects the Amtrak station directly to the Chain of Lakes Complex.

The intersection of US Highway 17 and Cypress Gardens Boulevard is the most important intersection in the sub-district. Therefore, all buildings adjacent to the intersection will be constructed close to the street with an architectural emphasis on the corners of the buildings. This announces the intersection as a gateway to central Winter Haven and adds to pedestrian comfort as they move across the busy streets. The intersection will be improved to aid in pedestrian mobility and connectivity.

This athletic facility – along with the hotel and associated retail – could have an enormous impact on the local economy. Athletes will travel to town for tournaments, spending money in the hotel and retail as well as the restaurants, museum, hotel, and market across US Highway 17. Downtown will benefit as well from the influx of visitors.







Market District and Chain of Lakes Complex process sketches

This concept, however, is not without its challenges. Recent closure of Cypress Gardens after six decades, coupled with the potential departure of the Cleveland Indians to another spring training location, makes this visitor attraction concept more difficult to implement. The amateur sports and special events market is becoming increasingly competitive, as many communities, including those with vacated and underused stadiums and arenas seek different ways to strengthen their tourist industries. Three spring training facilities in Florida have been vacated in recent years, including stadiums in Polk County (Davenport), Port Charlotte, and Clearwater. Others, including Chain of Lakes in Winter Haven, are in jeopardy.

Polk County has a very competitive sports marketing organization and program, and would be counted on heavily to market Winter Haven for various sports-related special events. The city, which presently subsidizes operations and upkeep of the Chain of Lakes stadium complex in the amount of $0.9 million per year, would have to continue to provide significant financial support for any other use. The city and the public may decide that ongoing expenditures are acceptable to maintain a level of visitor activity and its affects on the reputation of Winter Haven and its local quality of life, particularly to help blunt the loss of Cypress Gardens and potential departure of the Cleveland Indians.

Existing Conditions



Citrus Dome



Athletic facilities



Typical industrial lakefront



US Highway 17 bridge, looking north



Typical canal connection

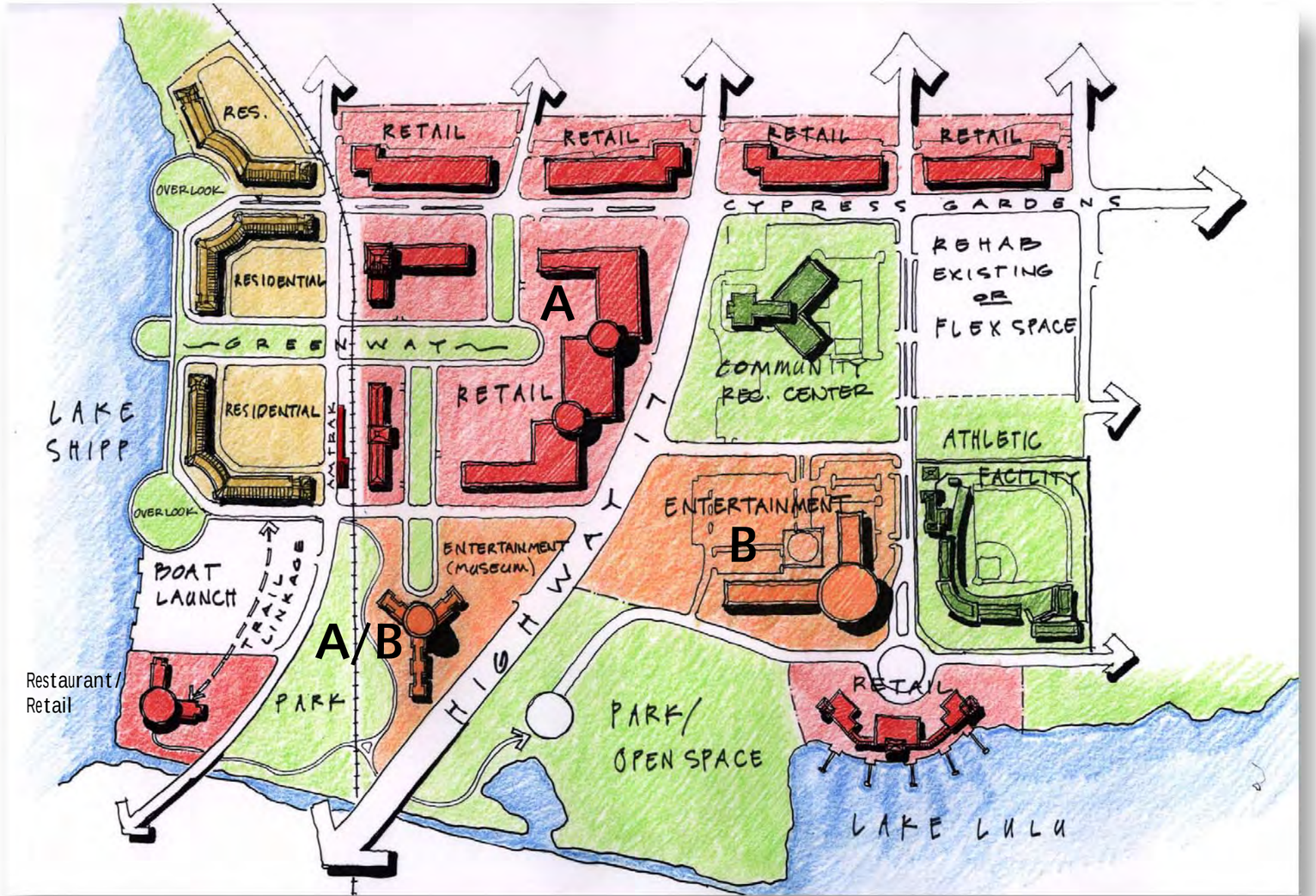
Concept B
Alternate Development Scenarios

Other redevelopment options for the Chain of Lakes Complex have also been considered, recognizing that it may not be prudent for the city to continue to subsidize existing facilities to such an extent. These other options would have the benefit of putting all or a major portion of the 60-acre property on the tax rolls and would allow reinvestment of subsidy funds in other public projects and incentives which leverage private development in the downtown area. Development options are as follows:

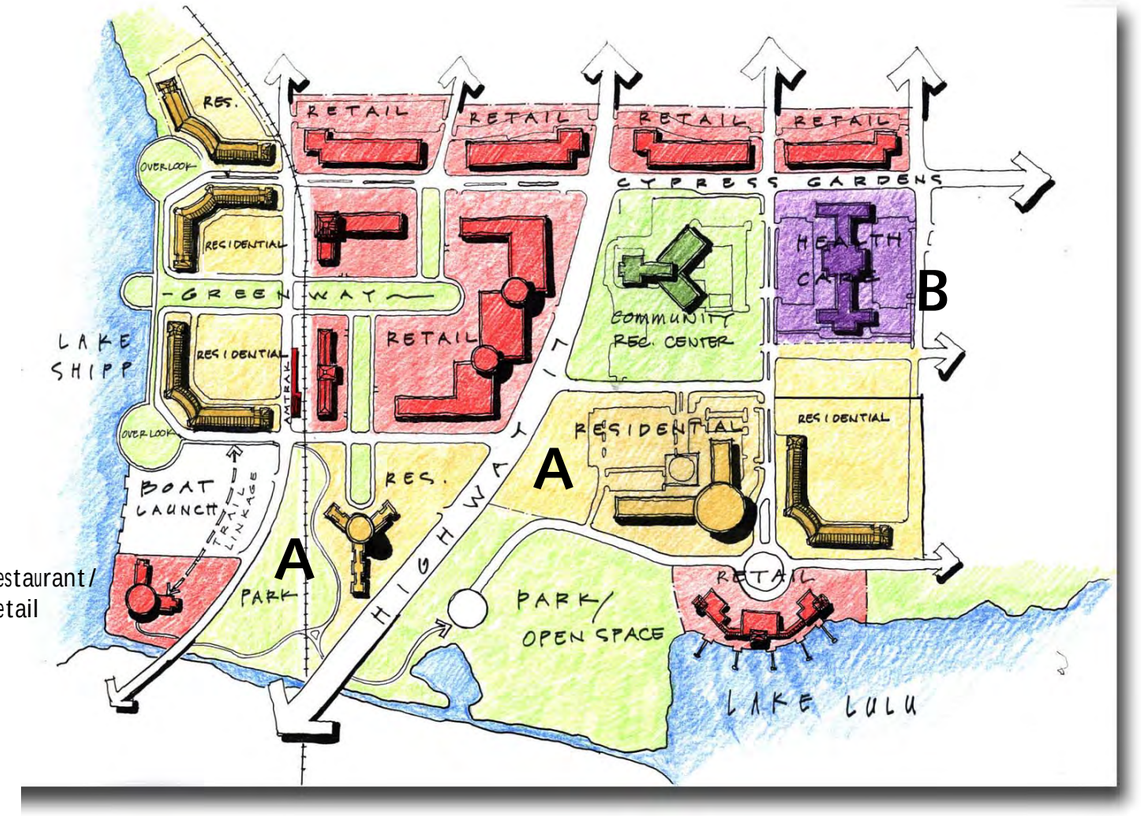
Retail and Entertainment Center. Chain of Lakes could be redeveloped as an upscale regional shopping (A) and entertainment center (B) with a mix of department and specialty stores, restaurants, and public gathering places designed with visual and physical access to adjacent Lake Lulu in mind. The center would be in the range of 400,000 square feet. The adjacent intersection of 3rd Street SW and Cypress Gardens Boulevard is the busiest in the city and among the busiest in the county, and is tailor-made for retail development. If existing Citi Centre department stores elect to seek other sites for expansion in the future, the Chain of Lakes site offers the best opportunity in the city.

Lake Shipp
(All three scenarios)

Vacant and underused property fronting on nearby Lake Shipp is viewed as having residential potential. There are approximately 20 acres of land in this area adjacent to a county park and boat ramp which could support 200 or more units. An enclave of mid-rise condos and townhomes catering to moderate-to-upper income households is envisioned in this location. However, the site is impacted by daily rail service on tracks bordering the site, related traffic interruptions, and industrial activities on the opposite side of adjacent street. These activities provide the location with a certain energy, but special care in site planning and buffering will be required to promote marketable redevelopment.



Retail and Entertainment Center Concept

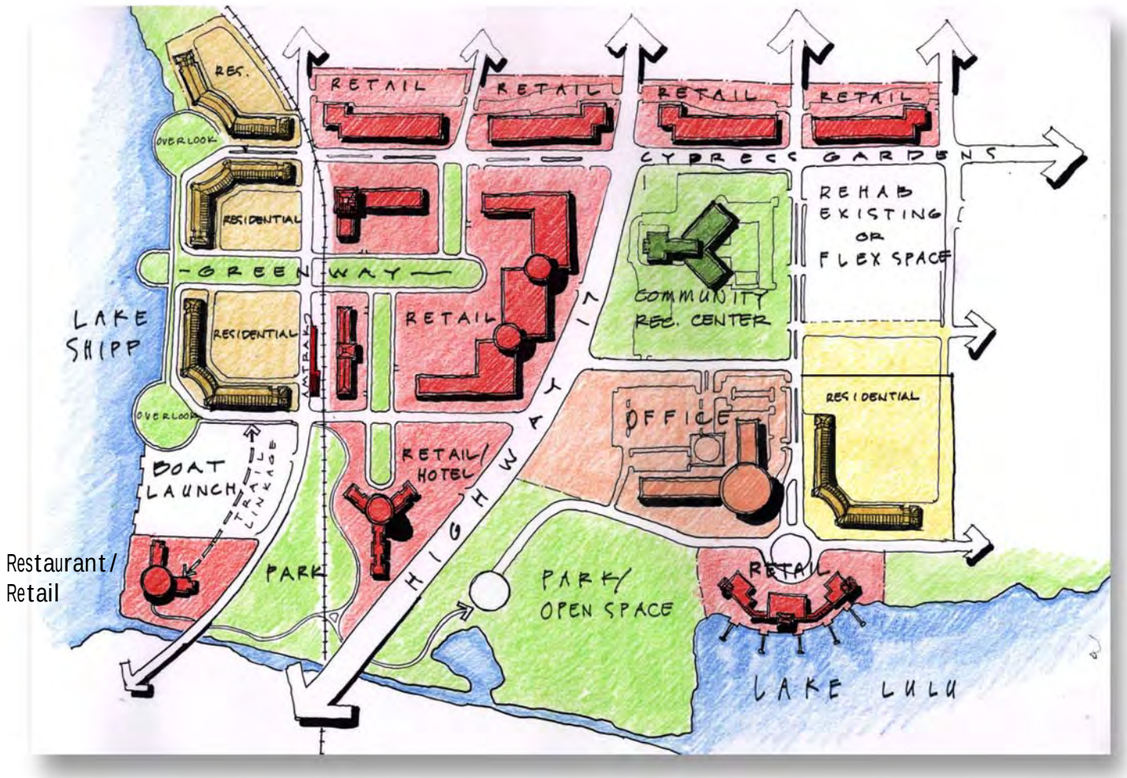


Residential Community Concept

Concept C
Residential Community. Chain of Lakes could be redeveloped as a senior-oriented residential community (A) with associated on-site health care facilities (B). The community would have a combination of independent and assisted living accommodations for active seniors and those needing various levels of care. The community would have in the range of 400 units and central facilities providing various dining, recreation, social, and health care services. Winter Haven is a widely recognized Central Florida retirement destination, and has the amenities and health care facilities to attract continued growth of the senior population. For example, the 527-bed Winter Haven Hospital is one of the largest small-to-mid market facilities in Florida, rivaling those in Naples, Ft. Myers, and Melbourne, and exceeding those in Vero Beach, Stuart, and Ocala.

Mixed Use Development. Under this option, Chain of Lakes could be redeveloped with a mix of uses, including community shopping center, offices (A), with additional multifamily apartments, a condominium community, or hotel (B). This is a possible future to consider where no progress is made with the other options.

The existing community and aquatic center would continue under all three options. The Citrus Center/ urban market concepts could be pursued independently of the reuse of the Chain of Lakes Complex.



Mixed - Use Development Concept

Bicycle/Pedestrian Connectivity

Efforts are now underway to plan a new Rails-to-Trails corridor in Winter Haven running directly north-south through the heart of downtown. The initial project will bring the trail from the north into the Downtown Park and Trail Corridor. Future phases of the project will convert the abandoned CSX rail corridor all the way to Lake Shipp. These facilities traditionally provide cyclists, walkers and in-line skaters a place to exercise and experience the many natural and cultural wonders within the area. However, the new corridor will also enhance the existing recreational resources within the city by linking visitors and local residents to parks, water fronts, recreational centers and other facilities.

In Winter Haven, the most critical connection to establish during the first phase of the project is between the Downtown and Lake Howard. Multiple direct links exist from the Downtown core to the shore of Lake Howard. Avenue D NW reaches the Lake from the southern end of the trail. While this link is visually impressive, the current traffic pattern does not lend itself well to a more formal link from the trail to the Lake Howard shoreline. Avenue B NW is another strong link from the shore of Lake Howard to the southern terminus of the trail at the Chamber of Commerce building. Lower traffic volumes and the existing street cross section provide a great potential for this street to become the formal bicycle link between the trailhead and Lake Howard. Pope Avenue reaches the shoreline on a diagonal connecting the center of the Downtown Park and Trail Corridor with Lake Howard. This street has great potential for bicycle- and pedestrian-friendly improvements; however, identifying this street as the formal link would require bicyclists to 'double back' for access to Lake Howard and the terminus of the trail north of this connection would require intermixing heavy bicycle traffic through the northern portion of the Downtown Corridor. Formal connections established on either Avenue B NW or Pope Avenue would require design enhancements at the Six Point Intersection (US Highway 17) to reinforce the priority for bicycles and pedestrians to cross the five travel lanes.

The consulting team made site visits to all three candidate connections taking field notes, pictures and measurements back to the group for discussion. Based on the input from the participants at the workshop, Avenue B NW was chosen as the formal bicycle connection between the Downtown Park and Trail Corridor and Lake Howard. The group also concluded that in the future pedestrian-friendly enhancements should be targeted for Pope Avenue to establish the street as a formal pedestrian connection between the downtown and shoreline.





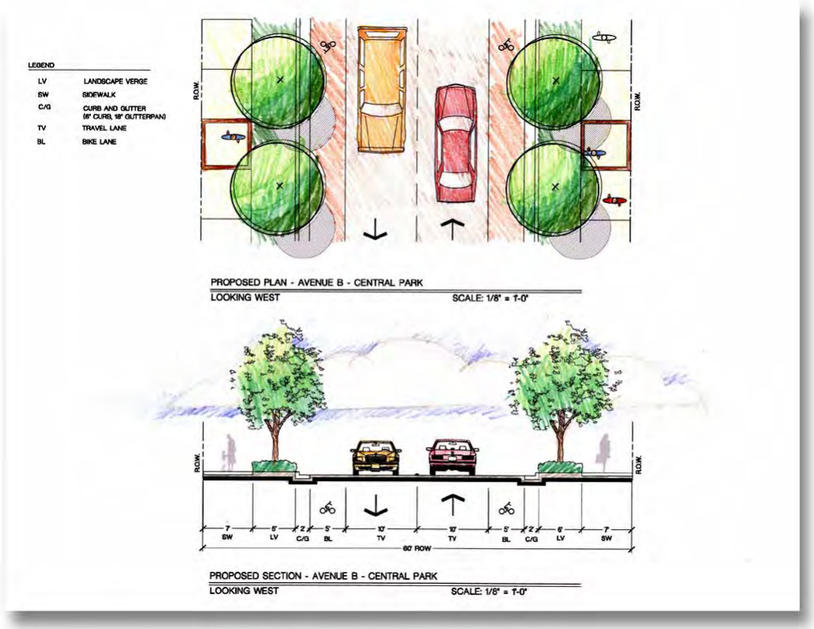


Design Context

The formal bicycle connection envisioned for Avenue B NW will extend from Fourth Street near the Chamber of Commerce to Lake Howard Drive, including a formal connection to the future Lake Howard multi-use path planned around the lake. Several design standards have been established by the team to reinforce the bicycle environment and alert motorists that they are on a bicycle-friendly street. Design treatments common to the entire corridor include:

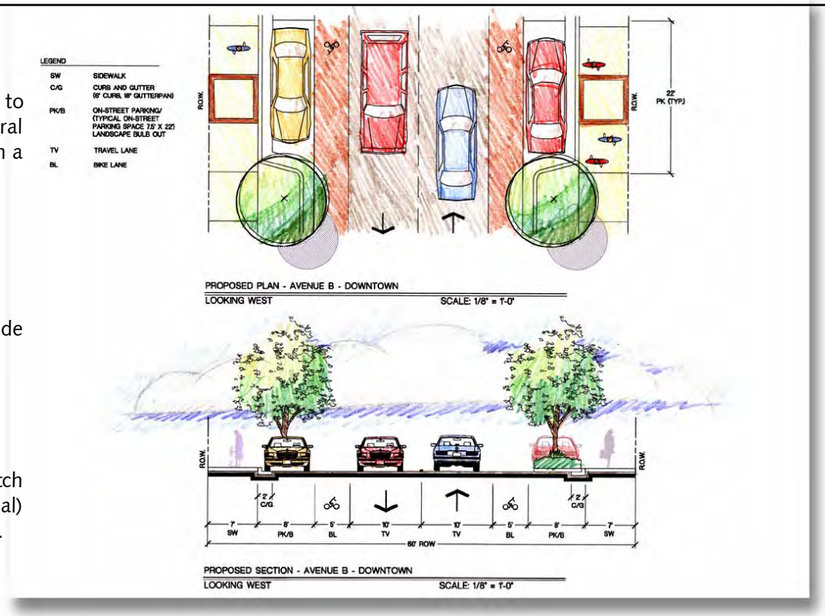
- Establish the posted and design speeds for Avenue B NW at 25 miles per hour
- Travel lanes for motorized traffic should be 10 feet wide
- Bicycle lanes should be 5 feet wide and treated with a terra cotta color to clearly distinguish them from the travel lanes
- Curb radii should generally be 20 feet unless site-specific demands require otherwise
- On-street parking stalls should be 22 feet long and 7 ½ feet wide measured from the face of curb (outside) to the outside stripe designating the bicycle lane
- Sidewalks should be a minimum of 5 feet in the residential area and 7 feet in the downtown
- Bulb-out treatments should be installed in those locations shown in the conceptual plan
- Street trees should be spaced 20 feet on center measured along the face of curb

In addition to general themes for the corridor, specific design treatments were identified for sections of the street that match the character of the surrounding built environment. Three sections were identified (Central Park, Downtown and Residential) and typical cross sections were created to guide the transformation of the corridor. Each of these sections is discussed below.



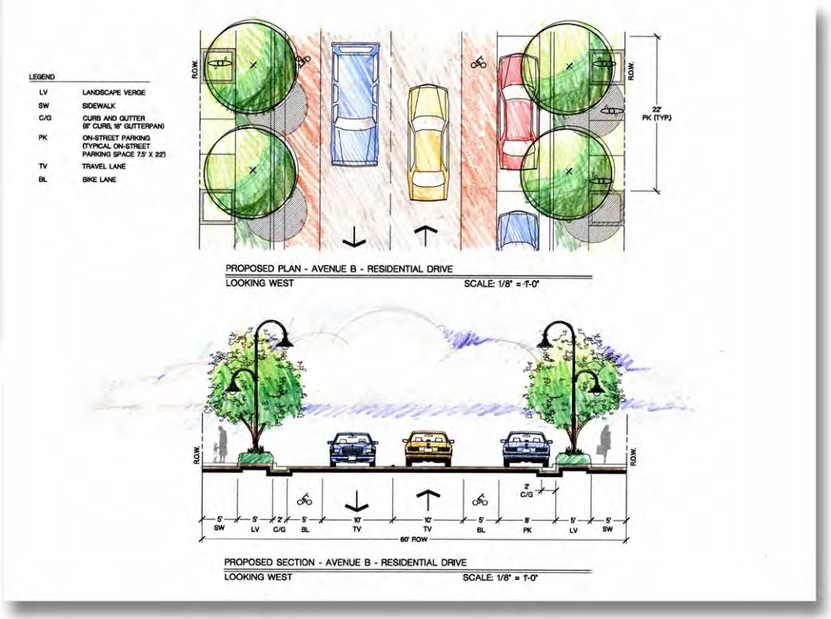
Central Park Section *(Fourth Street to Fifth Street)*

The central park section includes the segment between Fourth Street and Fifth Street. The cross section provides two travel lanes with bicycle lanes on both sides. On-street parking is removed in this section to maximize the amount of park space on the south side of the street and minimize the crossing distance for bicyclists/pedestrians between the trailhead and park. A six-foot planting strip and seven-foot sidewalk are also provided along both sides of the street. A six inch curb and eighteen inch gutter pan have also been identified along both sides of the street for moving storm water.



Downtown Section *(Fifth Street to Sixth Street)*

The downtown street section includes the segment between Fifth Street and Sixth Street (US Highway 17). The cross section provides two travel lanes with bicycle lanes on both sides. On-street parking and seven-foot sidewalks are also provided along both sides of the street. Bulb-out treatments have been included to break up the on-street parking and provide areas for landscaping. A six inch curb and eighteen inch gutter pan have also been identified along both sides of the street for moving storm water.



Residential Section *(Sixth Street to Lake Howard Drive)*

The residential street section includes the segment between Sixth Street (US Highway 17) and Lake Howard Drive. The cross section provides two travel lanes with bicycle lanes on both sides. On-street parallel parking is provided along the north side of the street. A five-foot planting strip for street trees and a five-foot sidewalk are also provided along both sides of the street. A six inch curb and eighteen inch gutter pan have also been identified along both sides of the street for moving storm water.

Existing Conditions


Central Park


Avenue B - Downtown


Avenue B - Six Points Intersection


Avenue B - Residential


Lake Howard

Conceptual Plan

The conceptual plan for the formal bicycle corridor between the Downtown Park and Trail Corridor and Lake Howard is illustrated below. Special design features in the plan include:

- A mid-block bicycle/pedestrian crossing between Fourth Street and Fifth Street connecting the trailhead to Central Park
- Major improvements to the Six Points Intersection (US Highway 17) to better facilitate east-west bicycle and pedestrian movements
- Special pavement colors for the bicycle lanes that reinforce their presence along the street



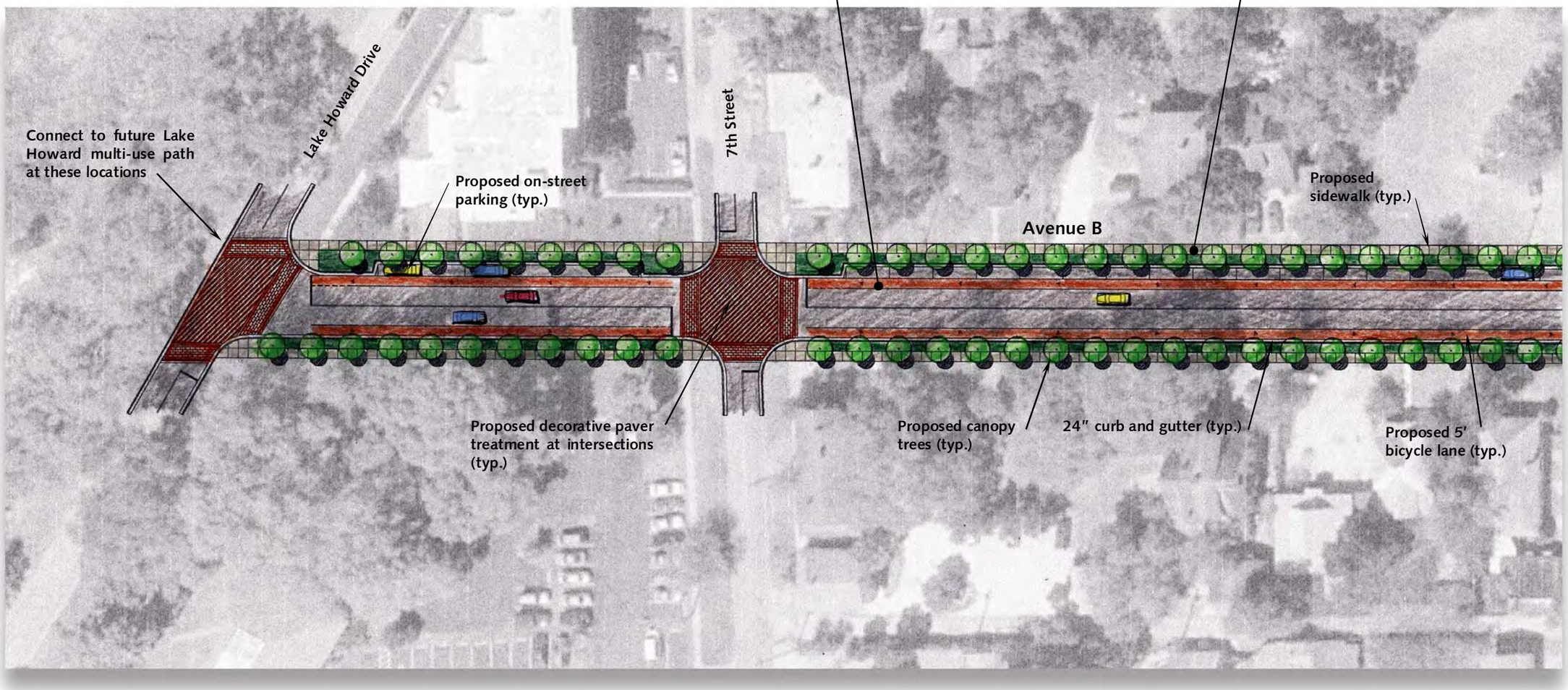
Colored Bicycle Lane

Bicycle lanes along the entire corridor have been treated with a terra cotta color to clearly distinguish them from the travel lanes.



Sidewalk Treatments

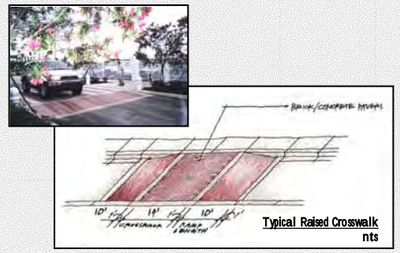
Existing decorative paver treatments on the sidewalks within the downtown section of Avenue B NW have been carried through the entire corridor.



Mid-Block Treatment - Curb and gutter treatments have been continued behind the midblock bulb-outs to maintain the local drainage system.

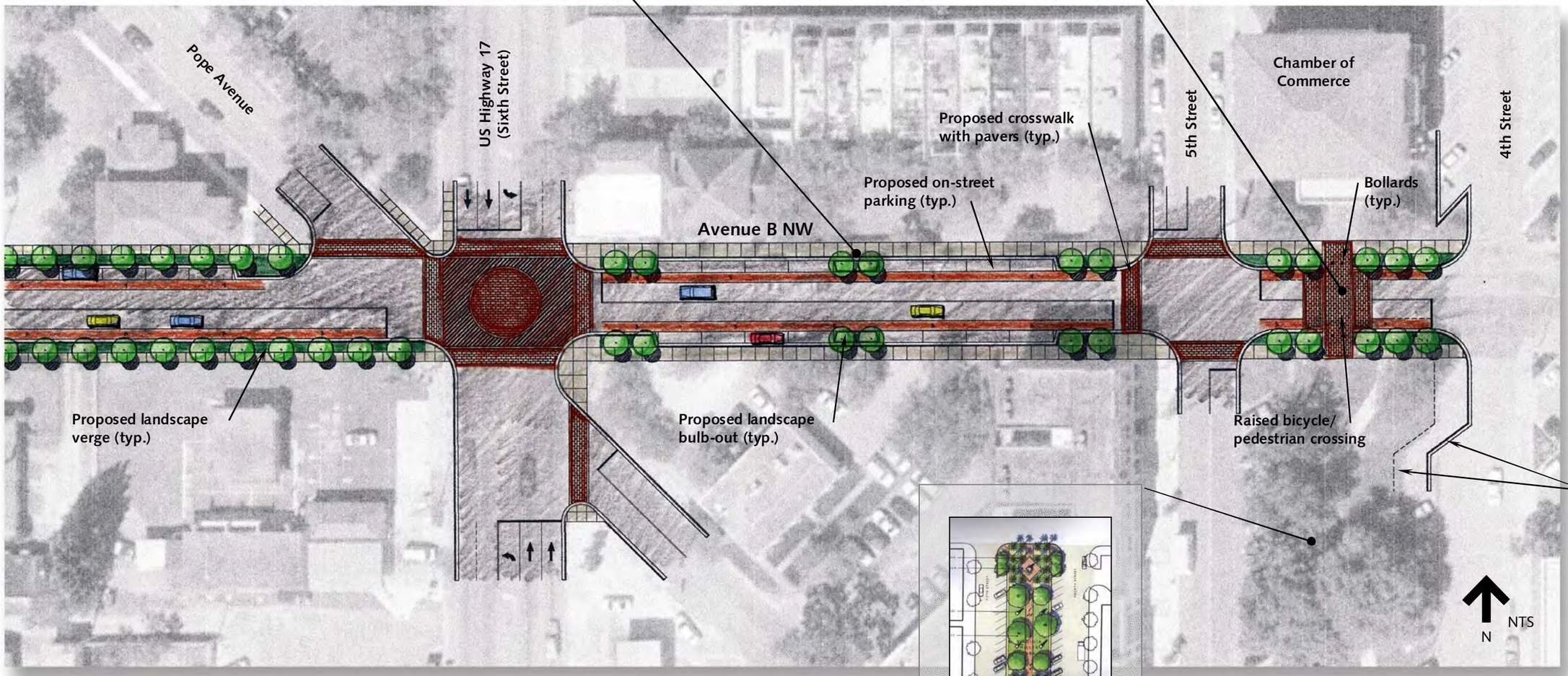


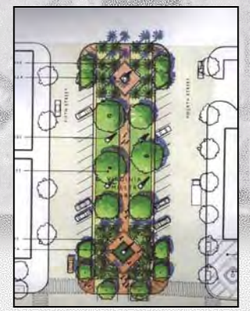
Mid-Block Drainage Treatment



Mid-Block Crossing

A raised midblock crossing in this location reinforces the presence of high bicycle/pedestrian activity crossing Avenue B NW and provides a visual connection between the trailhead and park.





Central Park

The conceptual plan for the new bicycle connection recognizes previous work completed for enhancing the area of the Downtown Park and Trail Corridor south of Avenue B NW.

General Notes and Comments

1. The location and number of on-street parking spaces may vary with the final design.
2. The location and number of on-street parking spaces may vary based on comments received by the public.
3. All crosswalks should meet ADA guidelines.
4. Posted and Design speed set at 25 MPH.
5. General Design Standards:

   Travel Lanes: 10 feet wide

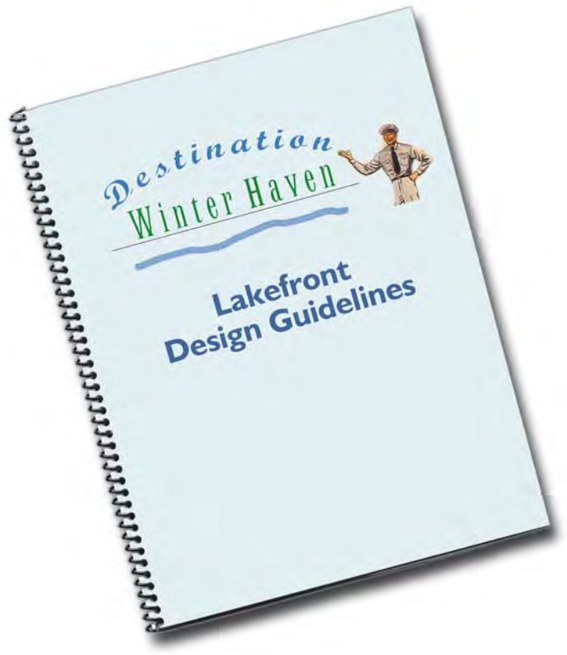
   Sidewalks: 7 feet wide downtown)

   5 feet wide (residential)

   On-street parking: 22 feet long x 7.5 feet wide

Implementation

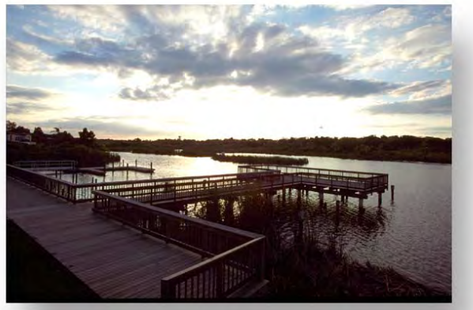
- Begin the process of land acquisition along Lake Howard, Lake May, Lake Shipp, and Lake Lulu. Acquire as much land as possible along these shores. Where land acquisition is not possible, purchasing easements for a trail should be considered.
- Consider proposing an open space tax to collect money exclusively for the acquisition of open space. This kind of tax has found support in many communities.
- Begin exploring the possibility of moving existing industrial uses away from the lakefronts, especially Lake Shipp. There will need to be negotiations, and potentially, land swaps. The businesses will need incentives to move because the expense of moving will be quite high.
- Create incentives to attract residential development. The acquisition of several parcels along the lake and the subsequent re-sale to selected developers could speed the process. The lakes would, in a sense, sell themselves – and that might be enough of an incentive.
- Develop a Festival of Lakes, along the lines of Minneapolis' Aquatennial (attendance of 800,000 over 10 days). It will utilize the new parks and other public spaces along the Chain of Lakes. A new annual festival would benefit the local economy – and the local sales tax revenues. In part, this justifies the cost to create the lakefront public spaces.
- Commission a feasibility study for a lakefront trail system.
- Create design guidelines for the lakefront areas.
- Commission a market study for hotels in central Winter Haven.
- Develop an action plan for a transit system. Study the feasibility of a trolley circulator line.
- Explore ways to move city hall to the possible sites on the Downtown Park and Trail Corridor.
- Develop strategies to move selected types of small businesses – like professional offices – out of the lakefront areas and into the areas east of the Downtown Park and Trail Corridor.
- Develop a retail strategy for Downtown and the lakefronts.
- Develop a strategy to line the Downtown Park and Trail Corridor with residential development.
- Release RFP for the development of public land near Lake May. Do so after creating design guidelines for the lakefronts.



Create design guidelines for lakefront redevelopment



Develop on street trolley system





As one stakeholder said, "It's all about the lakes!"











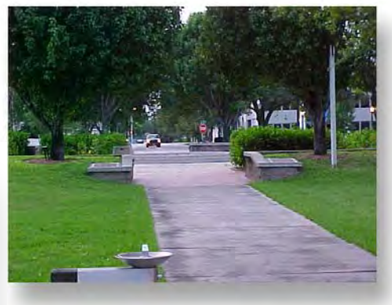




Begin easement acquisition for lakefront trail system

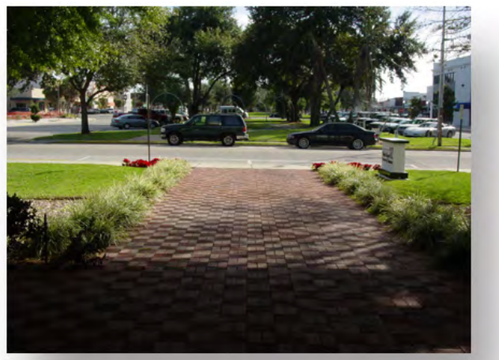












Locate new city hall to Downtown Park and Trail Corridor



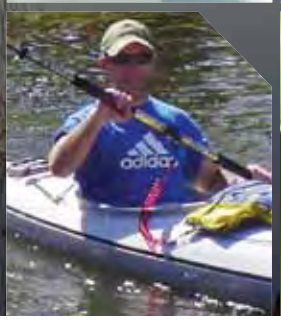
New City Hall along Downtown Park and Trail Corridor

Develop “Festival of Lakes” (annual “Sea Plane Festival” and “Florida Citrus Festival”)

sustainable water resource management









A PLAN FOR RESTORING AND PROTECTING
THE WATER RESOURCES OF THE PEACE CREEK WATERSHED
AND WINTER HAVEN, FLORIDA

WINTER HAVEN
The Chain of Lakes City

PREPARED BY PBS&J® an Atkins company

NOVEMBER 2010



foreword by Dale L. Smith, city manager, city of winter haven



As someone who grew up in Florida and is a long-time resident of Winter Haven, I know firsthand how fortunate we are, both across the state and in the City of Winter Haven, to have such diverse and abundant water resources. In the past, though, as the state was being developed, those water resources were often not valued through a lack of knowledge or vision, or merely through expediency.

In Winter Haven, many of the high, dry, sandy places where water once rapidly soaked into the ground were built over, reducing our community's natural ability to capture, store, and cleanse water in our aquifers, wetlands, and lakes. In lower-lying areas of the watershed, ditches and canals were dug to remove water from the land and move it out of the watershed as fast as possible, to reduce flooding and to make the land more "useful" for agriculture and other human uses. This has lowered the water level in our aquifers by nearly 10 feet in some cases, reducing the amount of water that is available for human consumption and the environment, and affecting water quality in the lakes.

We have since come to realize that draining the watershed is a shortsighted approach that will not leave us with enough water to meet the long-term needs of the community—especially with continued economic growth. We now understand that protecting and restoring our area's water resources is the key to our community's future health and sustainability. The vision is to reconnect the parts of the water network that recharge and sustain our regional water system, restore lakes close to their historical levels, protect water quality and natural systems, create parks for our community, and provide increased flood protection for our neighborhoods.

The community must put the ideas in this Sustainable Water Resource Management Plan *into place so that our grandchildren and great-grandchildren will continue to have a good quality of life. This work could be expensive and will take time, but its value in the next few decades will far exceed its cost. A restored water heritage and provisions for a sustainable future will set the long-term course for the City of Winter Haven.*



dear neighbors by Anne-Marie Leedy, city of winter haven resident





Currently, lake levels are down and our region is in the midst of a drought. But could things be better?

In a perfect and natural scenario, rainwater falls on the earth and slowly seeps into a shallow, underground aquifer, or "surficial" aquifer, which is separated from the deeper Floridan aquifer by a confining bed of clay. This process allows for the filtering of fertilizers, pet waste, and other harmful substances. The filtered water is then delivered to our lakes through the aquifer during the drier months, when lake levels begin to fall. This is the natural process by which our lakes are kept full.

Each time we develop and pave over or drain an area, we alter the natural movement of water through that area. Rainwater now flows through our storm drains and directly to our lakes within minutes, shortcircuiting the natural process of recharging the aquifer and filtering the water. Making matters worse, the stormwater that flows to the Peace Creek Canal is quickly routed out of the watershed in a matter of days (a process that would normally take months). The levels of the Floridan aquifer and some lakes have dropped about 10 feet over the last 90 years.

The City of Winter Haven has worked with PBS&J (an environmental science consulting firm) and local experts to develop a Sustainable Water Resource Management Plan. *With this approach, our rainwater would flow more naturally and the watershed would hold more rainwater. By developing a water network that reflects the natural meander of water through the watershed, we would benefit from natural wet areas surrounding our City. These would offer habitat for wildlife and recreational opportunities, and preserve our wetlands. This concept is referred to as the "sapphire necklace" around the City.*

We are one of the first cities in the country to use this approach. By holding more water in the watershed, we have the opportunity to ensure water availability for future generations. Keeping our aquifer levels up is a comprehensive way to restore natural systems, keep lake levels up, and improve water quality. During a drought, cleaner water would still be delivered to the lakes through the natural process of slow seepage.

With the addition of the CSX facility to southeast Winter Haven, the area will experience tremendous growth in the form of commercial properties, residential neighborhoods, and highways. This Sustainable Water Resource Management Plan *is an opportunity to protect Winter Haven's identity as not just another sterile community off a highway exit, but rather as a peaceful City with a unique intent to restore, preserve, and protect our natural resources.*

Please take the time to read this Plan carefully. I would like everyone to be aware and supportive of this exciting initiative.





acknowledgments

Valuable information and insights in the development of this Plan were gained from stakeholders with knowledge of the community's water resources. Stakeholders who participated in planning workshops and provided input on the Plan include:

Mike Britt	*Director, Natural Resources Division, City of Winter Haven*
Sean Byers	*Planner, Community Development, City of Winter Haven*
Frances Coleman	*Resident, City of Winter Haven*
Tom Deardorff	*Director, Growth Management, Polk County*
Dave Dickey	*Director, Community Development, City of Winter Haven*
Travis Edwards	*Director, Leisure Services Division, City of Winter Haven*
David L. Greene	*Former City Manager, City of Winter Haven*
Roger Griffiths	*Director, Lake Region Lakes Management District*
Joe Hamric	*Streets/Cemeteries Superintendent, City of Winter Haven*
Kim Hansell	*Director, Strategic Initiatives, City of Winter Haven*
Nick Hays	*Planner III, Special Areas, Growth Management, Polk County*
Bob Kollinger	*Water Resources Manager, Natural Resources Division, Polk County*
Anne-Marie Leedy	*Resident, City of Winter Haven*
Ingram Leedy	*Resident, City of Winter Haven*
Marvin May	*Survey Party Chief, Technical Services Division, City of Winter Haven*
Andy Palmer	*Leisure Services Project Development Coordinator, City of Winter Haven*
Curtis Porterfield	*Senior Scientist, Natural Resources Division, Polk County*
Marian Ryan	*President, Polk County Friends of the Parks, Sierra Club*
Rachelle Selser	*Natural Resources Coordinator, City of Winter Haven*
Gaye Sharpe	*Natural Areas Manager, Natural Resources Division, Polk County*
Dale L. Smith	*City Manager, City of Winter Haven*
Jeanne Sobierajski	*Planner, Community Development, City of Winter Haven*
Jeff Spence	*Director, Natural Resources Division, Polk County*
T. Michael Stavres	*Director, Community Services, City of Winter Haven*
Erin Tilghman	*Sustainability Manager, Community Development, City of Winter Haven*

PBS&J's project team comprised the following individuals: Tom Singleton, Project Director; Doug Robison, Principal, Quality Assurance/Quality Control; Cheryl Wapnick, Project Manager; Dave Tomasko, Senior Scientist; Ed Cronyn, Senior Scientist; Pam Latham, Principal Scientist; and Bob Viertel, Senior Hydrogeologist.

Mark T. Brown, Ph.D., Professor in Environmental Engineering Sciences and Director of the Howard T. Odum Center for Wetlands, University of Florida, Gainesville, and David Pfahler, a Ph.D. candidate in the Department of Environmental Engineering, University of Florida, Gainesville, served as project consultants.

Special acknowledgment goes to Mike Britt, who had the knowledge, experience, and vision to conceive of this Plan, and to Jeff Spence, Bob Viertel, and Roger Griffiths—all long-time Polk County residents and committed water resource professionals who had significant input into the creation of the Plan. Tom Champeau, Regional Director, Florida Fish and Wildlife Conservation Commission, was an early contributor to the concepts formulated for the area and also deserves special acknowledgment. Mike Britt provided many of the photographs of Winter Haven used in this report.

The content, organization, and design of this document—from both an artistic and editorial perspective—are critical elements in conveying technical information to a very diverse audience of technical and nontechnical individuals who love and care for the water resources of Winter Haven. Special thanks go to the MediaGroup at PBS&J's Miami office, and to Word, Ink for their extraordinary contributions to this Plan.

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***Appendix C:* Simulation Modeling of the Winter Haven Ridge and Polk Uplands—by Mark T. Brown, Ph.D., and David Pfahler, University of Florida**

***Appendix D:* Mitigation Banking—by Ed Cronyn, Senior Scientist, PBS&J**

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Purpose and Overview

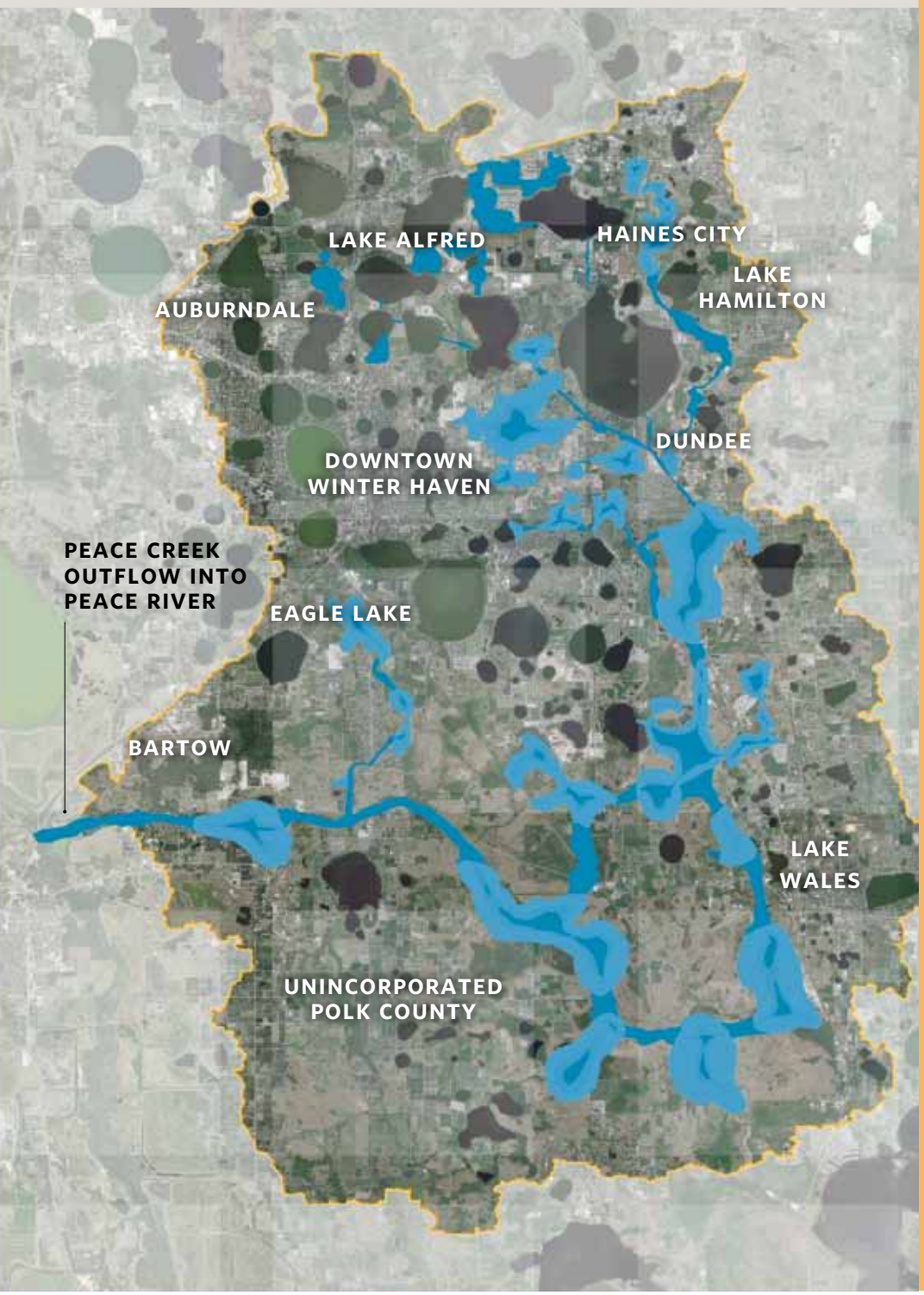
The Winter Haven area has had a number of severe weather extremes in the past 10 years, including the lowest recorded lake levels in history in 2001, 3 hurricanes that caused extensive flooding in 2004, and one of the worst 3-year droughts on record from 2007 to 2010. As a result, the community has focused its attention on how best to meet its future water resource needs, including improved water quality, increased water supplies to support both population growth and natural systems, and improved flood control.

Even before these extreme events took place, the goal of restoring the Peace Creek watershed and storing more water in the Polk County area had been discussed for at least the past 20 years. Today, the following conclusions are clear:



- *Past efforts to manage water by draining, piping, and covering recharge areas in the Peace Creek watershed and regional aquifer drawdowns have had, and will continue to have, negative effects on Winter Haven's water resources, including lakes.*
- *At best, today's regulations keep things the same but do not provide for restoration. At worst, they allow the further gradual degradation of water resources. The current rules for wetland mitigation and storm-water management encourage further degradation of the Peace Creek watershed.*
- *The Peace Creek watershed will experience significant new growth in the coming decades that could further harm the networking of water in the watershed—or help it, if that growth is planned correctly.*
- *Managing the area's water supply for both people and natural systems such as lakes are equally important.*
- *Using the natural infrastructure, which provides many hydrologic benefits at a much lower cost, is far preferable to engineered, structural solutions that are expensive to build and maintain, and that generally address single issues.*

The area's restored hydrologic network resembles a "necklace" of water, known in Winter Haven as the "sapphire necklace."



GOALS OF THE *SUSTAINABLE WATER RESOURCE MANAGEMENT PLAN*

- *Meet the long-term water resource needs of people and natural systems.*
- *Manage all sources of water—including floodwaters, stormwater, reuse water, groundwater, and rainfall—as a finite, interconnected resource.*
- *Establish a local leadership role in managing water resources and not rely on others to make decisions for the watershed.*
- *Ensure that the unique characteristics of the Peace Creek watershed are considered in local and regional decisions.*
- *Use existing experience, information, and science to make sound decisions for today and the future.*
- *Direct today's actions for a defined future result—that of water resource sustainability.*
- *Preserve and restore the natural infrastructure as much as possible and use it to provide multiple hydrologic functions and benefits.*
- *Ensure that all approaches are aligned with goals for economic growth; key considerations include providing opportunities for nature-based tourism, recreation, open space, water amenities, and urban development.*
- *Mitigate any impacts to water supply, water quality, hydrology, and natural systems within the Peace Creek watershed.*
- *Integrate water storage and treatment areas into the community using nature parks.*
- *Manage land to improve water resources in the future and not allow their gradual degradation as in the past.*



- *Today's body of knowledge, gained through scientific studies, staff experience, and historical perspective, represents the best chance of addressing the watershed's water resource issues over the long term.*
- *Managing land and managing water are inseparable activities and responsibilities.*
- *As part of the much larger Peace River Basin, the City of Winter Haven can actively work to influence not only the health of its local water resources but also to help preserve the water resources of the entire region.*

The current approach to managing water resources is not sustainable. If future residents want the same or a better quality of life, difficult choices have to be made. If the community chooses to do nothing, the sustainability of water resources will continue to decline, and future generations will be burdened with paying for projects to restore water resources that are being impacted today. Alternatively, the City can act to improve water resources for future generations.

The clear choice is for the community to actively pursue partnerships between governmental agencies, citizens, and private development interests in implementing projects to restore and improve water resources, while at the same time moving forward with comprehensively planned and strategically located economic growth. If this choice is not made today, future generations will pay a high financial, economic, and social price.

This document lays out a *Sustainable Water Resource Management Plan* that will enable the City of Winter Haven and the other communities in the Peace Creek watershed to manage their surface water and groundwater resources for the future—including water for residents, business and industry, agriculture, and the environment. It discusses the unique hydrology of the Peace Creek watershed and the Winter Haven area; how water moved through the watershed historically; how that network of water was altered by ditching, draining, and covering recharge areas with impervious surfaces; and how the natural hydrologic functions of the watershed can be restored to support the needs of both people and the environment.

When implemented, the *Sustainable Water Resource Management Plan* would restore as much as possible the networking of water that existed before



the watershed was altered. The restored hydrologic network, combined with existing lakes and other waterbodies, resembles a "sapphire necklace" of water (see map on page vii). Infiltration and treatment areas in the headwaters of the watershed would carry water into the surficial and Floridan aquifers. From there, it would move into a number of different storage and conveyance areas in the middle and lower reaches.

The Plan is an investment in the watershed's natural infrastructure, as opposed to man-made infrastructure. In the long term, using natural infrastructure such as aquifers, lakes, and wetlands to provide services will result in a less costly, more efficient water storage and delivery system for all future generations.

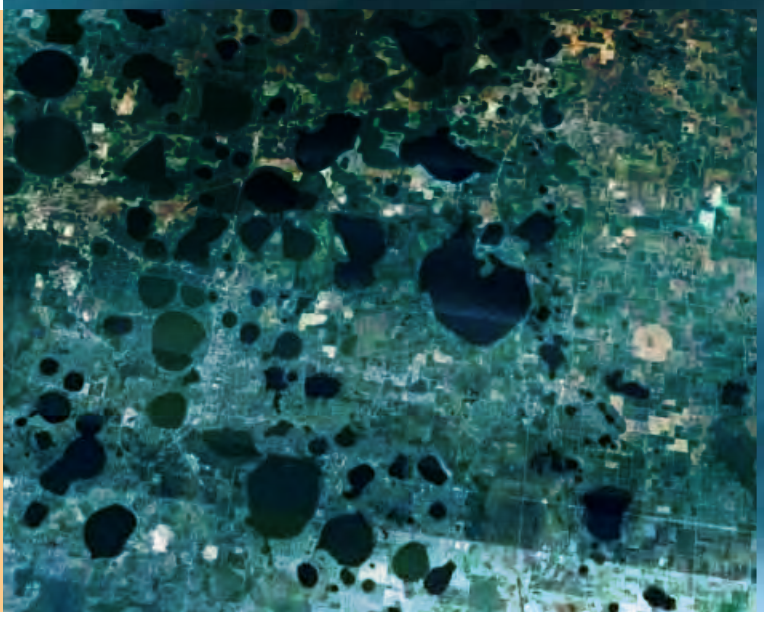
The power of the *Sustainable Water Resource Management Plan* is that it provides the opportunity for all public and private organizations involved in water management to coordinate their activities in order to maximize local and regional benefits, avoid unintended consequences, and create accountability for decisions. Ultimately, the success of the Plan will depend on how well projects are implemented as part of an integrated approach. Carrying out local and regional activities will create local benefits, and local activities will also provide regional benefits.

The *Sustainable Water Resource Management Plan* is a cornerstone of the City's initiative to work towards a sustainable community. It represents the City's commitment to its current and future citizens to provide a desirable, enjoyable, beautiful, and safe place to live. It preserves and enhances the innate ability of the watershed's unique landscape to provide many different water resource benefits, such as improved water quality, water supply, natural systems, and flood protection. Incorporating restoration projects into a series of interconnected nature parks will provide trails, vistas, opportunities for wildlife observation, scenic beauty, and water resource amenities that will attract growth and economic development. These amenities will help to integrate the Plan into the economic and cultural fabric of the City and make it sustainable. Other benefits include a strengthened local economy; greater social, cultural, and recreational opportunities; and a more aesthetically beautiful City. Together, all of these will enhance the community's quality of life and preserve it for future generations.









SUSTAINABLE WATER RESOURCE MANAGEMENT IS BROADLY DEFINED AS THE USE OF WATER RESOURCES "IN A WAY THAT MEETS THE NEEDS OF THE PRESENT WITHOUT COMPROMISING THE ABILITY OF FUTURE GENERATIONS TO MEET THEIR OWN NEEDS."

— Brundtland Commission, 1987

CHAPTER 1

INTRODUCTION

"We shall explore, first for the ends, and second for the means: we shall seek first our destination and then the way to get there." — *Benton MacKaye, The New Exploration, 1928*

Water is the most essential and precious resource on our planet. It supports all life, connecting and sustaining our human and natural environments. For people, water is vital for drinking, sanitation, and food and energy production. In the natural environment, plants and animals depend on water for survival, and its presence or absence determines which species live where. Oceans, rivers, lakes, estuaries, wetlands, springs, and aquifers support many different habitats and species, and for people they provide the foundation for a strong local, regional, state, and national economy.

Water has profoundly influenced—and will continue to influence—patterns of human settlement everywhere on the Earth. Florida is no exception. With 8,460 miles of coastline, 51,858 miles of rivers, over 7,700 lakes, 4,054 square miles of estuaries, 17,830 square miles of wetlands, over 500 freshwater springs, and some of the most productive aquifers (underground storage) in the world, the state's abundant and diverse water resources have both attracted and limited human activities.

Over time, these valuable and once self-sustaining water resources have been greatly altered for human uses. As a result, they are contaminated and depleted in many parts of the state. Today, the protection of our water resources is the most critical component of our current and future well-being and the single greatest challenge that we face as a state. It is an issue that threatens the economic viability of every Florida community.

Florida is blessed with abundant rainfall, and we have generally managed for too much water (by controlling flooding and draining water from the land surface to make it usable for homes, agriculture, and industry). However, Floridians are now beginning to understand that water is a finite resource, that it can easily become contaminated, and that we have to manage for too little water as well as too much. We must manage our water resources more efficiently and effectively.

Along with Florida's continued population and economic growth, which have increasingly placed a strain on the availability of fresh water, the climate appears to be changing. An extended drought has severely affected water quality and water supplies over the past three years, not only in Florida but in many other states in the southwest, south, and southeast. As a result, state and local governments are increasingly focusing on how to best to conserve, protect, and restore their water resources.

The protection of our water resources is the most critical component of our current and future well-being and the single greatest challenge that we face as a state. It is an issue that threatens the economic viability of every Florida community.





Taking advantage of the opportunity to restore and protect water resources today ensures that future generations will also have the benefits of those resources.

When the well's dry, we know the worth of water.

— *Benjamin Franklin, Poor Richard's Almanack, 1746*

watershed

A watershed is the geographic area through which water flows across the land and drains into a common body of water, such as a stream, river, lake, or ocean. It includes tributaries (wetlands, streams, canals, and ditches) as well as stormwater that runs off the land. Watersheds are usually separated from other watersheds by naturally elevated areas.

Because the water in a watershed ultimately drains to other waterbodies, it is essential to consider these downstream impacts when carrying out activities to protect and restore water resources. Everything upstream ends up downstream.

–Adapted from the Florida Department of Environmental Protection's Watershed Management Website at www.dep.state.fl.us/water/watersheds/index.htm

Like many other communities in Florida, the City of Winter Haven wants to ensure that its future water needs are met, both for people and natural systems. One of the key realizations of this process is that many opportunities still exist for restoring the natural ability of the landscape to provide multiple benefits. This is why the backbone of the Plan is an interconnected network of lakes, canals, wetlands, aquifers, open spaces, and parks, designed to meet the long-term water resource needs of the entire community, including supply (water quantity), treatment (water quality), flood protection, and the preservation of natural resources.

Because the lakes are essential to the community's unique character, Winter Haven—from its early development to the present—has sought to preserve and protect these extraordinary and valuable resources. Winter Haven's roads meander around its lakes, enhancing the City's charm and beauty, and its small-town atmosphere. The 50 lakes inside and adjacent to the City are a source of great pride to its residents, and an economic engine that has long attracted people to the area. The City's economy, its quality of life, and its current and future viability depend on preserving and sustaining the health of its water resources, the most visible of which are the lakes.

Currently, about 70% of the Peace Creek watershed is undeveloped. Within the next 10 to 20 years, however, the situation is likely to change dramatically. The new CSX Integrated Logistics Center proposed for southern Winter Haven, immediately adjacent to Peace Creek, will potentially bring significant growth to the area. The U.S. Highway 27 corridor and the State Road 60 corridor—also immediately adjacent to Peace Creek—will continue to attract growth and new development, such as Legoland Florida, as will the construction of the proposed Central Polk Parkway.

As development continues, it is crucial that the community actively work to protect, preserve, and restore its water resources—especially the lakes, which are one of the reasons that brought people to Winter Haven in the first place, and one of the reasons that will keep them there in the future. It is especially important to meet future water resource needs for both people and natural systems. The decisions made today on how the City manages its water resources will affect its future for decades, perhaps even permanently. Taking advantage of the opportunity to restore and protect water resources today ensures that future generations will also have the benefits of those resources.



Because Winter Haven is situated at the headwaters of the surface water and groundwater systems that comprise the much larger Peace River Basin, the water that falls within the watershed is the only source for all uses. The Peace Creek watershed, shown at left, is approximately 150,000 acres in size and comprises about 11% of the Peace River Basin. From its beginning in Winter Haven, Peace Creek flows into the Peace River, which extends 110 miles south to Charlotte Harbor and the Gulf of Mexico.

GREATER WINTER HAVEN AREA

GROUNDWATER BASIN

PEACE RIVER BASIN

COUNTY BOUNDARIES

TAMPA BAY

PEACE
RIVER

peace river basin

CHARLOTTE
HARBOR

Winter Haven, a community of 34,400 people in Polk County, is largely defined by its lakes. Fifty freshwater lakes border or are contained within the City limits. In fact, there are so many lakes that Winter Haven calls itself "the Chain of Lakes City." The Winter Haven Chain of Lakes consists of 9 lakes in the Northern Chain (shown in darker blue—see note below) and 16 lakes in the Southern Chain (shown in light blue). Little Lake Hamilton and Middle Lake Hamilton are also part of the Northern Chain but lie outside the City. Out of the City's total area of about 25 square miles, water covers almost 8 square miles, or almost one-third. Like Winter Haven, the surrounding region also has many lakes; there are 554 lakes in Polk County. The numerous lakes are a reflection of the enormous stores of water that are potentially contained within the landscape. The orange line on the map is the dividing line between the Winter Haven Ridge and the Polk Uplands.

NOTE: Generally, Lake Henry is not considered a part of the Northern Chain, since the canal is not navigable. However, since most of the management plans include Lake Henry for planning purposes, it is shown as part of the Chain on the map.



winter haven



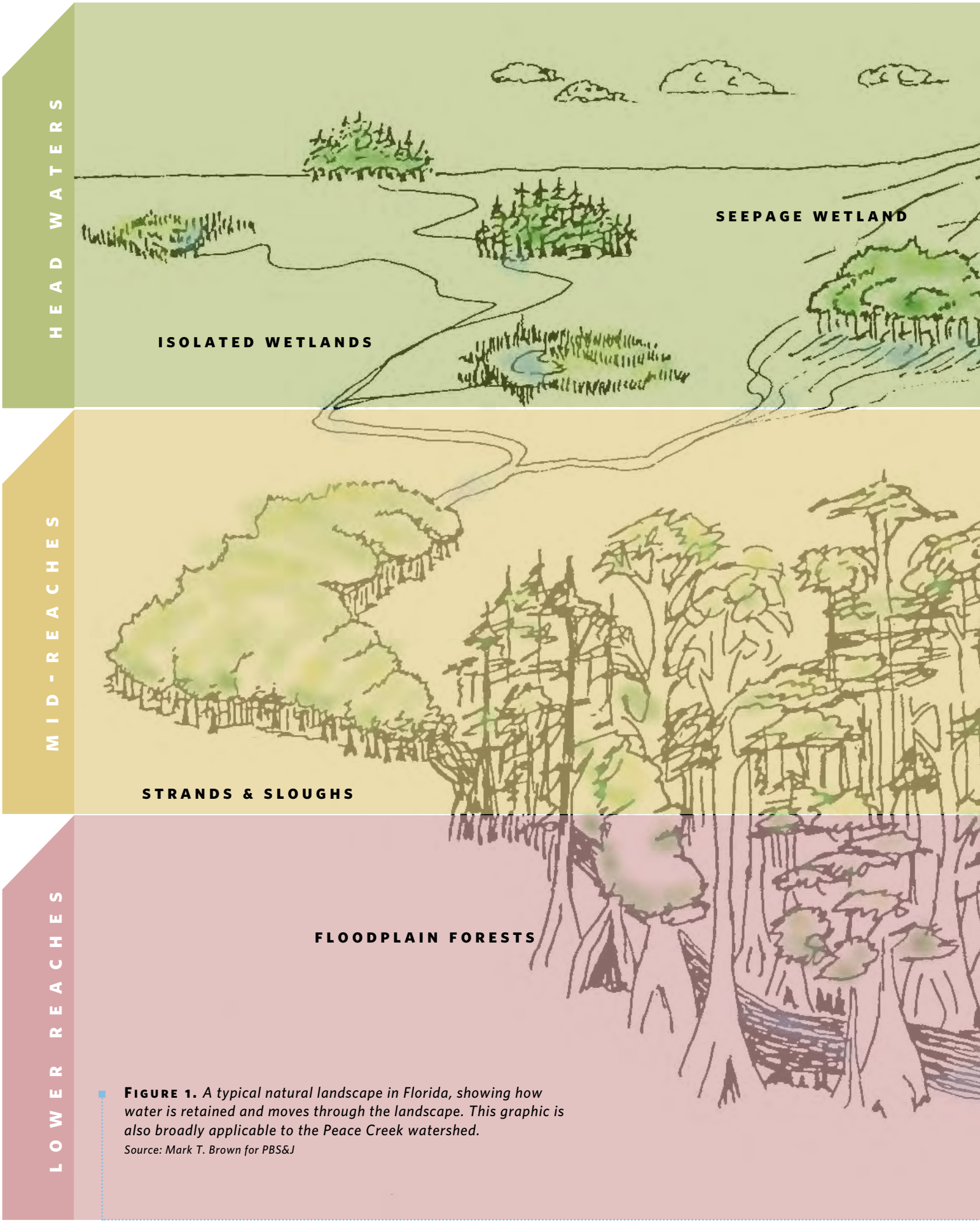


Figure 1. *A typical natural landscape in Florida, showing how water is retained and moves through the landscape. This graphic is also broadly applicable to the Peace Creek watershed.*
Source: Mark T. Brown for PBS&J

CHAPTER 2

PAST AND PRESENT NETWORKING OF WATER THROUGH THE PEACE CREEK WATERSHED

"We find ourselves in the shoes of our forefathers: their job was to unravel the wilderness of nature; ours is to unfold the wilderness of civilization."—Benton MacKaye, The New Exploration, 1928

The introduction, Chapter 1, describes how water connects and sustains both human and natural environments and how the future economic viability of every community in the state, including the City of Winter Haven, depends on protecting and managing water resources in the face of continued economic and population growth.

This chapter explores the unique relationship between Winter Haven and the water resources in the Peace Creek watershed. It discusses how the climate, geology, and physical environment of the watershed influence the movement and storage (or "networking") of water through the watershed. It also characterizes the natural networking of water before the watershed was altered for human use, including the construction of the Peace Creek Canal in the early 1900s for agricultural use, and the alteration of lake levels for improved navigation. In addition, the chapter discusses how the alterations have lowered lake levels, reduced aquifer storage, and affected water quality, and how proposed new land uses—especially in the lower watershed—might further affect water resources.

The Natural Hydrology of the Peace Creek Watershed

Florida's natural landscapes before European settlement were organized to efficiently store both surface water (lakes, rivers, and streams) and groundwater (aquifers), and to allow it to move slowly through the landscape. ***Figure 1*** shows a typical natural landscape in Florida. In the headwaters of the system, lakes and isolated wetlands provide water quality treatment and infiltration into both the shallow and deeper underground aquifers. In some places, the aquifer literally seeps out of the landscape into wetlands, lakes, and streams. These form disconnected strands and sloughs in the middle reaches of the watershed. The wetlands, along with the broad floodplain forests in the lower reaches, provide important surface water storage and conveyance during large storm events by allowing water to spread over the landscape.

The harm results, generally, when wet lands must be drained to be made habitable; ...when the water table is so lowered that creeks no longer flow; when forests are cut and burned so that native wildlife is destroyed, the wild animals driven away, and the very charm and beauty that made the area desirable in the first place is no longer left in existence.

—Letter dated October 18, 1972, from Garald Parker, Senior Scientist and Chief Hydrologist, Southwest Florida Water Management District, to Richard D. Pope, founder of Cypress Gardens , regarding his concern with the importance of the Green Swamp

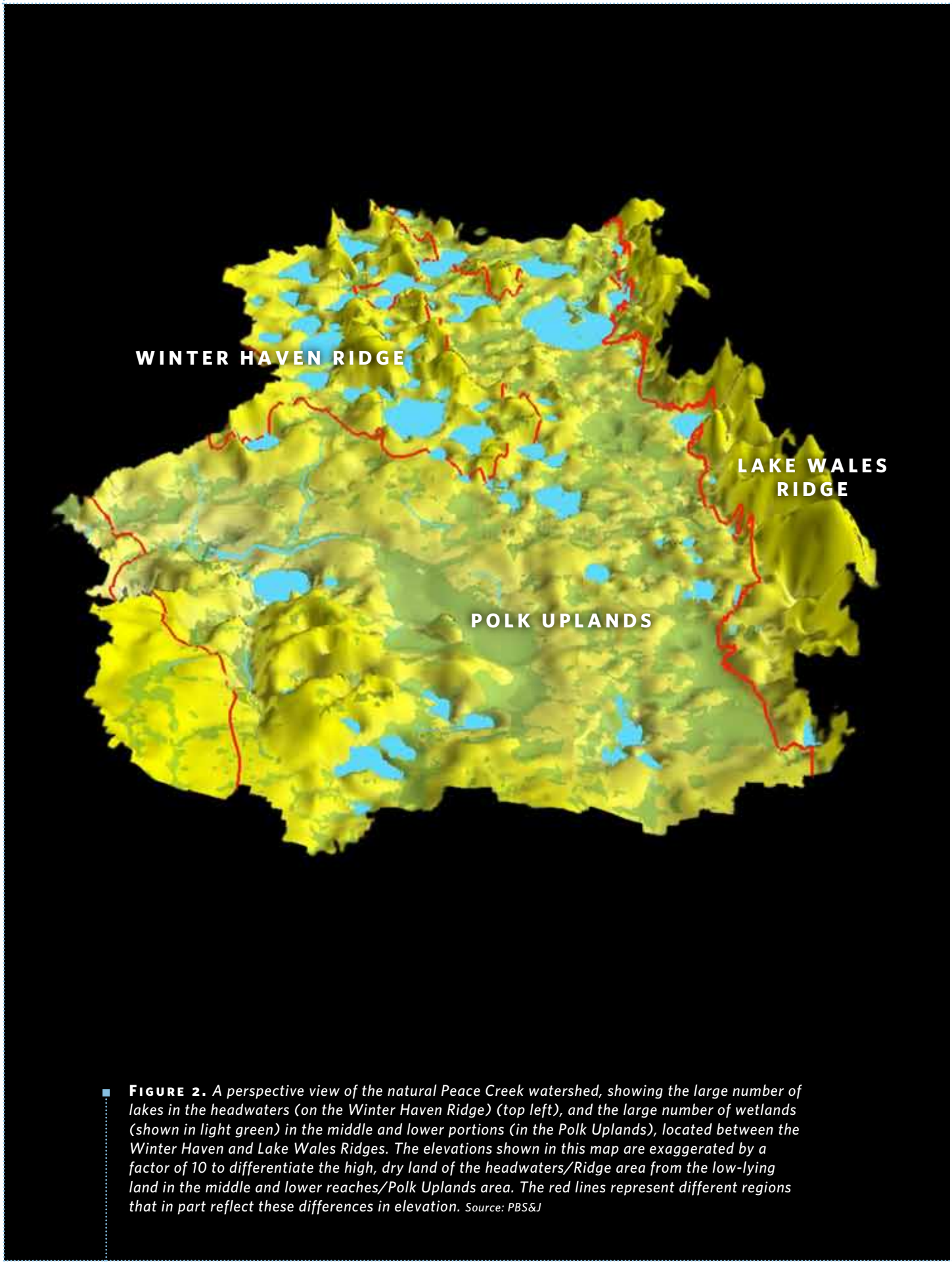


Figure 2. *A perspective view of the natural Peace Creek watershed, showing the large number of lakes in the headwaters (on the Winter Haven Ridge) (top left), and the large number of wetlands (shown in light green) in the middle and lower portions (in the Polk Uplands), located between the Winter Haven and Lake Wales Ridges. The elevations shown in this map are exaggerated by a factor of 10 to differentiate the high, dry land of the headwaters/Ridge area from the low-lying land in the middle and lower reaches/Polk Uplands area. The red lines represent different regions that in part reflect these differences in elevation.* Source: PBS&J

The Natural Hydrology of the Peace Creek Watershed—*continued*

The movement of surface water and groundwater in the natural Peace Creek watershed is similarly organized. In the headwaters/Ridge area, where the elevation is highest (the area outlined in red at top left in ***Figure 2***), ancient sand dune deposits contain sandy soils with very high infiltration rates. Over time, percolating rainwater dissolved areas of the underlying limestone, and the surface subsided and formed lakes. These lakes are well connected to the aquifer system and rise and fall with aquifer levels.

There are very few, if any, surface streams in the sandy headwaters/Ridge area of the watershed, indicating that rainwater did not run off the land surface. Instead, it infiltrated into the ground and then slowly moved through the surficial and Floridan aquifers to recharge the area's many lakes.

Groundwater that accumulated under the Ridge seeped out to form lakes and wetlands in the middle and lower reaches. This area, the Polk Uplands, encompasses about two-thirds of the watershed (the term "Polk Uplands" is a misnomer of sorts, since this is actually the lowest part of the watershed). During heavy rains, the lakes overflowed their banks, and the water moved across the landscape through elongated strands, sloughs, and wetland areas, much like those of the Everglades in south Florida. These spread the water over a wide area and retained it in the landscape before the water flowed out of the watershed into the Peace River.

During periods of drought and low rainfall, there was little flow in the Peace Creek system. However, during periods of high rainfall, excess water moved quickly through the system because it spread out over the landscape. In the lower portion of the watershed, where Peace Creek flows into the Peace River, sloughs likely connected to form forested swamp floodplains with a network of numerous small, meandering channels.

In its natural condition, the Peace Creek watershed held water on the land surface in lakes, wetlands, floodplains, and streams, and held water below the surface in aquifers. The water stored in the surficial and Floridan aquifers in the upper part of the watershed kept lake levels higher during periods of low rainfall. Similarly, in the middle and lower portion of the watershed, wetlands and the surficial aquifer stored floodwaters and slowed water flow, gradually releasing the water to maintain higher flows in the Peace River during dry seasons.

In its natural condition, the Peace Creek watershed held water above the land surface in lakes, wetlands, floodplains, and streams, and held water below the surface in aquifers.



The amount of water storage in the surficial aquifer, lakes, and wetlands is critical to maintaining enough water to meet water demand from both people and natural systems throughout the year.

Seasonal Storage and Demand in the Natural Peace Creek System

The monthly patterns of rainfall and sunlight on the landscape affect how water moves through the natural system, including lakes, in the Peace Creek watershed. Periods of high solar radiation during the summer create a high demand for water because of increased evaporation from lakes, wetlands, and natural and developed land surfaces, as well as increased transpiration by plants. This total water demand, called evapotranspiration, and represented by the yellow curve on the graph in ***Figure 3***, is particularly high in the summer. During the winter, it is much lower, as sunlight is much less intense.

Rainfall in central Florida (shown as the turquoise curve in the graph) varies significantly throughout the year, with a small peak from January through March as cold fronts move across Florida, and with most of the rain falling from June through October as summer thunderstorms occur and tropical systems move through the area. The periods in between (April and May; November and December) have much less rainfall.

The difference between these two curves (the area shown in color) represents either a water surplus or a water deficit (in inches). The green and blue area above the yellow line indicates a surplus, and the purple area below the yellow line indicates a deficit. If rainfall is higher than water demand, as is usually the case in winter and summer, then a water surplus occurs. A small portion of the surplus, shown in green, rehydrates the soil for plant growth (soil water recharge), while a much larger portion, shown in blue, is stored in the natural system. If rainfall is lower than water demand, then the system has a water deficit, shown in purple, which usually occurs in spring and fall.

During periods of water deficit, water demand is met from the water already stored in the system—in this case from water in the surficial aquifer and lakes. The water level in the lakes (represented by the dark blue curve at the bottom of the graph, measured in feet) rises as surplus water is stored in them, and falls as water leaves the system, to make up the water deficit. During deficits, plants draw moisture from the soil (soil water utilization) to survive.

Increased Water Storage: A Critical Factor

The amount of water storage in the surficial aquifer, lakes, and wetlands is critical to maintaining enough water to meet the water needs of people and natural systems. When there is a water surplus, especially during very wet years, the water should be stored in the watershed. If it is instead discharged from the watershed, then the amount of stored water available to meet future demand decreases. If the ability to store water is decreased, then the water supply for both lakes and people will drop further during periods of water shortage.

evapotranspiration

The water vapor produced through the natural processes of evaporation and transpiration. When rain falls on the earth, some of the water evaporates from the land surface and from waterbodies, returning to the atmosphere. Plants also transpire water vapor through small openings in their leaves.



SEASONAL WATER SURPLUSES AND DEFICITS IN CENTRAL FLORIDA

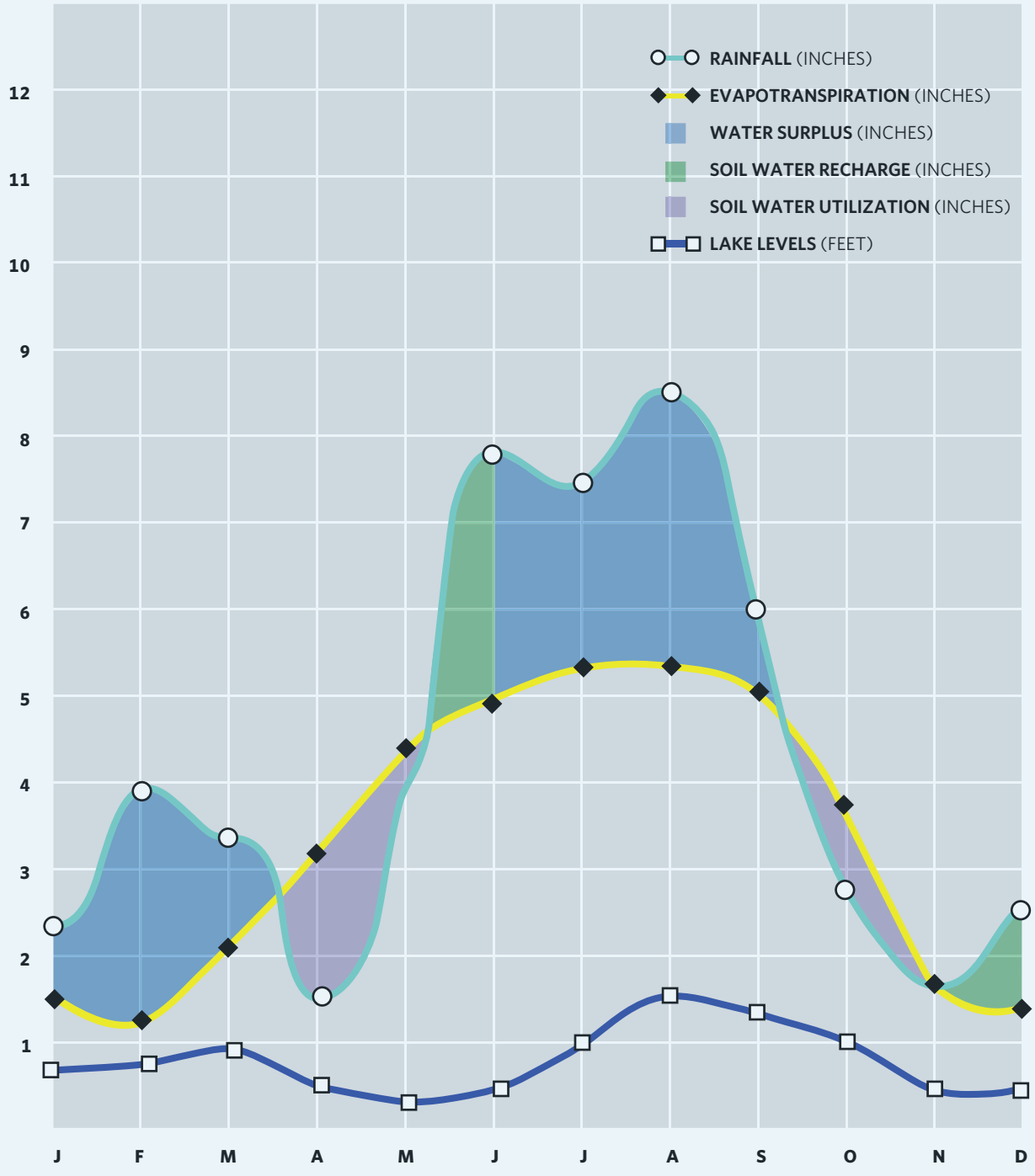


FIGURE 3. *A graph of seasonal water surpluses (storage) and deficits (demand) in Central Florida, showing how evapotranspiration (the yellow line) rises and falls seasonally; it is much higher during the summer than in the winter because of the increased solar radiation. Rainfall in central Florida (the turquoise line) also rises and falls seasonally. The difference between these two curves represents either a water surplus (the green and blue area above the yellow line) or a deficit (the purple area below the yellow line). During periods of water deficit, demand is met from water stored in the surficial aquifer and lakes. Thus it is critical to store surplus water rather than discharge it from the system, as the surplus is used to meet water demand for both public supply and the lakes during dry periods.*

Source: Mark T. Brown for PBS&J

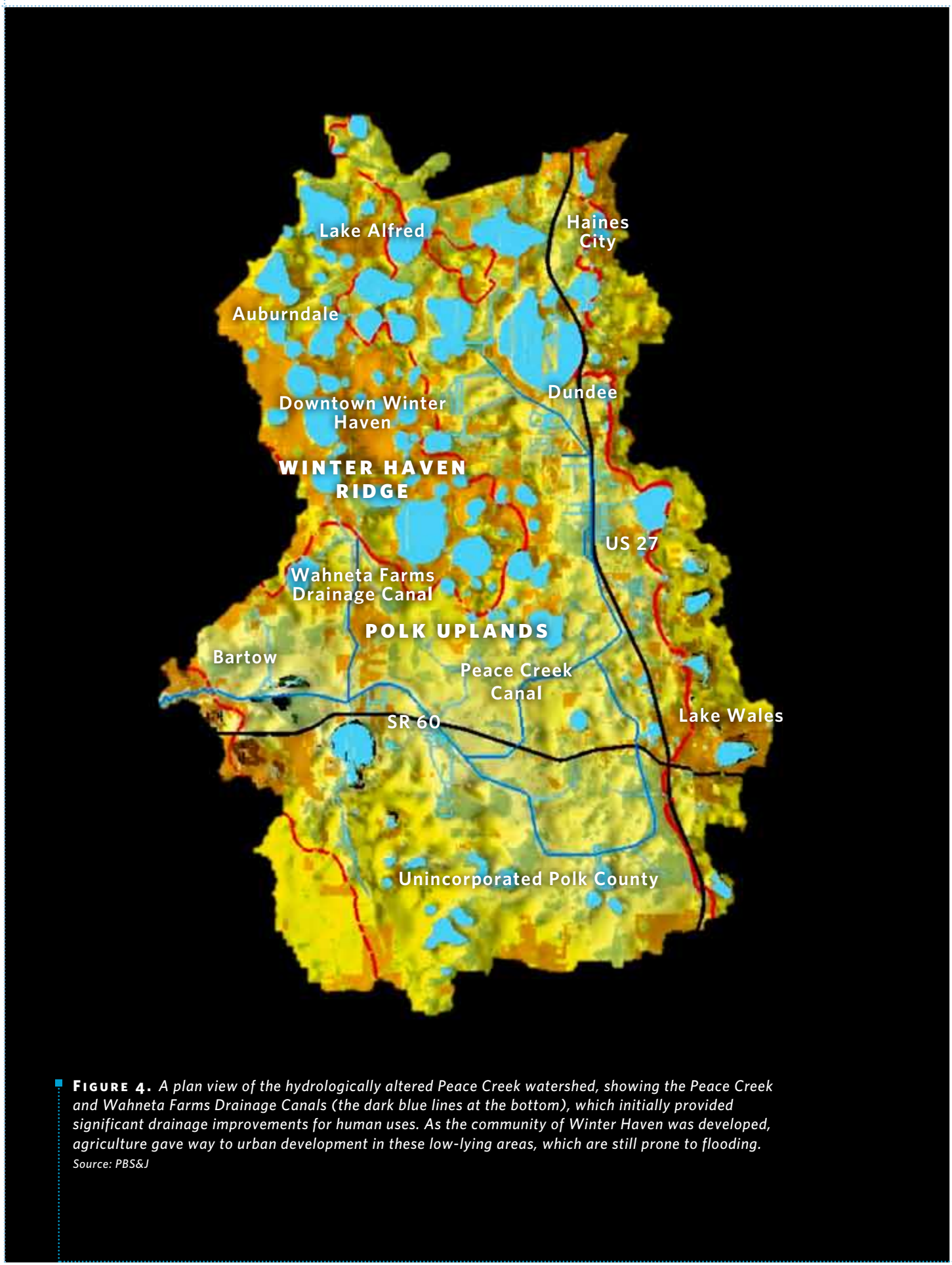


Figure 4. *A plan view of the hydrologically altered Peace Creek watershed, showing the Peace Creek and Wahneta Farms Drainage Canals (the dark blue lines at the bottom), which initially provided significant drainage improvements for human uses. As the community of Winter Haven was developed, agriculture gave way to urban development in these low-lying areas, which are still prone to flooding.*
Source: PBS&J

New development, especially in the storage/conveyance areas of the watershed, will likely result in further dewatering of the watershed, if development is allowed to occur as in the past.

The Hydrologically Altered Peace Creek Watershed

Although today we know more about the long-term effects of altering an area's hydrology, this was not known or understood historically. In many watersheds nationwide, historical drainage projects and development patterns have led to a significant loss of hydrologic function that has created long-term impacts to water supply and water quality, lowered lake levels, increased flooding, reduced river flows, and caused habitat destruction. The movement and storage of water are altered for human uses such as agriculture, homes, schools, businesses, industry, and roads. Urban development often occurs first in the highest, driest areas with the greatest potential for aquifer recharge. The last areas to be developed are usually those that were historically wet; often these are still prone to flooding.

The hydrologically altered Peace Creek watershed is no exception. The higher, drier areas in the headwaters/Ridge portion of the watershed were developed first for residential and business use. These high-recharge areas historically helped maintain water levels and water quality in the lakes, streams, and aquifer systems. Historical drainage "improvements" (as opposed to present-day stormwater treatment systems) associated with the resulting development took the rainwater that once percolated underground into the surficial aquifer and instead directed it into the lakes. Regional agricultural, urban, and phosphate mining withdrawals lowered Floridan aquifer levels. The resulting changes in infiltration, flow, and storage have contributed to lowered lake levels and degraded water quality.

In the early 1900s, a number of canals were constructed in the watershed ***(Figure 4)***: the Peace Creek Drainage Canal was constructed to provide an outflow for the Northern Chain of Lakes and to drain the surrounding lands ***(Figure 5)***; the Wahneta Farms Drainage Canal was built to allow outflows from the Southern Chain and to drain neighboring areas; and numerous other canals were constructed to connect Winter Haven's lakes so that they were navigable. As a result, water was rapidly moved out of the watershed, and levels in a number of lakes and the surficial aquifer have dropped by approximately 10 feet over the last 90 years. In addition, some of the canals connecting the lakes go dry during drought years. Today, many of the 50 lakes in the City are listed as impaired for nutrients, which can lead to the overgrowth of algae that reduces oxygen levels in the water and causes fish kills.



FIGURE 5. *The Peace Creek Canal has effectively drained agricultural lands during the past century.* *Source: Southwest Florida Water Management District, March 2006*

The City's water supply wells are located in the headwaters/Ridge area of the watershed. Most of the water pumped out of the ground in this area is discharged from the headwaters, where it could do the most good. Five million gallons per day of treated wastewater are sent to the Peace Creek Drainage Canal in the southern part of the watershed, where the water very rapidly flows downstream to the Peace River.

New development, especially in the storage/conveyance areas of the watershed, could result in the further dewatering of the watershed, since existing stormwater, wetland, and floodplain regulations allow further degradation to water resources. It is critical that the communities in the watershed plan for future development in a proactive, long-term manner, with the sustainable management of water resources and economic stability and viability as the primary goals.

Draining the watershed has increased the amount of agricultural and urban land; however, that increase has resulted in lost storage in the watershed.

Panorama, looking south, Winter Haven, Florida, 1919.



Water Storage and Demand in the Peace Creek Watershed

Changes in the Headwaters/Ridge Area

Urban development in the Peace Creek watershed began in the higher areas of the Winter Haven Ridge. The construction of buildings, parking lots, and roads covered the landscape with impervious surfaces, reducing the area available for water to infiltrate into the surficial and Floridan aquifers. Instead, the water that ran off the land surface was collected by underground pipes and discharged directly into the lakes, thus decreasing storage in the aquifer systems.

A second change in the system allowed this water to leave the headwaters/Ridge area much faster than it had in the past. Many of the lakes were lowered so that they could be connected by canals to allow for navigation. Outfalls were established from the lake chains, allowing water to flow out of the chains to the Peace Creek and Wahneta Farms Drainage Canals during periods of high rainfall.

As a result of these connections, some lake levels were lowered around 10 feet from historical elevations. This represents not only a loss of storage in the lakes themselves, but also a loss in the surficial and Floridan aquifers, which are highly connected to the lakes and essential to the needs of both people and the environment. The system can no longer store as much water in the headwaters/Ridge area as it once did, because water continually drains from the lakes into the aquifer system.

Changes in the Middle and Lower Reaches/Polk Uplands Area

In this part of the watershed, the Peace Creek and Wahneta Farms Drainage Canals were dug into the landscape to help remove surface water from wetlands and increase the amount of available land. These canals provided channels that moved water quickly off the landscape, instead of allowing it to spread across wide areas. Land that was once frequently wet became dry enough for agriculture and development. Because the canal channels were dug deep into the land surface, they continue to drain water from the surficial aquifer even when no surface water is flowing from the lakes. This represents lost storage during flood conditions and a drain on water stored during the dry season.

Land Management and Water Storage

The total available water to meet water demand for people and the environment consists of stored water plus rainfall (as shown in ***Figure 6***, the light green line indicates a low-rainfall year and the dark green line a high-rainfall year). As the population of the area increases, its water needs increase. When the increased human demand is overlaid with the water needs of the environment (purple line), eventually there will not be enough water to meet the needs of both (orange line).

To meet its future water needs, the community will need to protect areas vital to water resource management, including water storage in the headwaters/Ridge area, while at the same time allowing future development. However, increasing the amount of land used for water storage does not mean reduced economic opportunities. The two goals can be accomplished simultaneously.

The graph shows that when this balance between storage and demand is achieved, the water needs of the community can be met even during periods of low rainfall. In effect, what is good for the lakes and the environment (storage) is good for the community (supply). However, the community is at the brink of having to make some hard choices about how it chooses to manage land uses in the future.

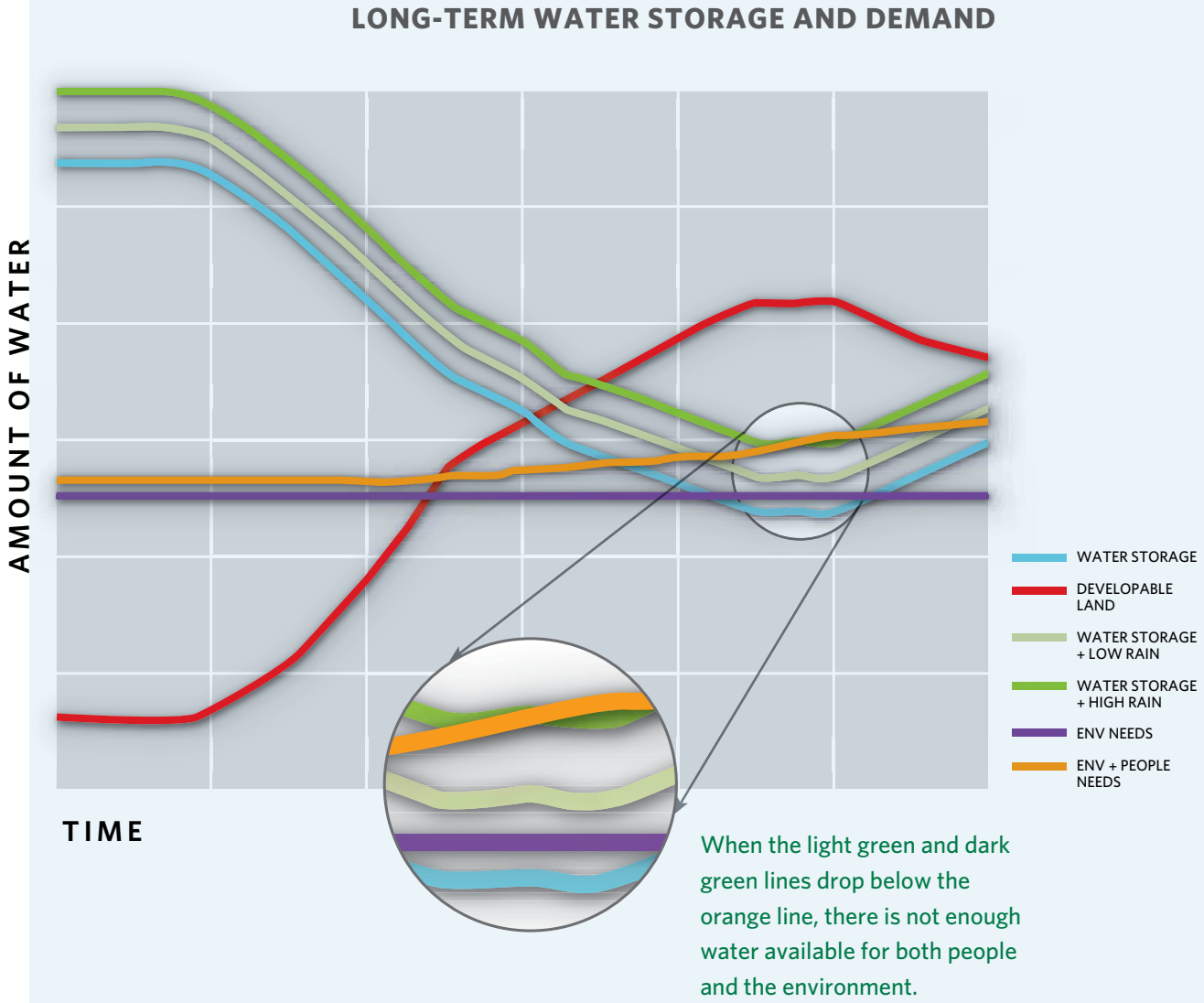


FIGURE 6. *A conceptual graph of water storage and demand in the Peace Creek watershed, showing how connecting the lakes and draining the watershed have increased the amount of developable land (represented by the increase of the red line on the graph). That increase has come at the cost of lost storage in the system (shown by the decrease in the blue line). The total available water to meet water demand consists of stored water plus rainfall (the light green line for a low-rainfall year and the dark green line for a high-rainfall year). As the population of the area increases, its water needs increase. When compared with the water needs of the environment (purple line), eventually the amount of available water will not be sufficient to meet both the needs of people and the environment (orange line).*
Source: Mark T. Brown for PBS&J

At least 2 billion gallons per year (5.5 million gallons per day) of rainfall are now piped to the lakes as direct stormwater runoff.

Estimating the Loss of Storage in the Peace Creek Watershed

The lost infiltration and storage of water in the watershed, and the lost storage and increased discharges of water out of the watershed, have depleted the supply of water that is needed to protect lake levels and water quality, provide flow to rivers and streams, and recharge aquifers for water supply.

Storage Losses in the Headwaters/ Ridge Area

Because of the sandy soils in the headwaters/Ridge area, there was little to no stormwater runoff under the natural conditions that existed before development. Rainfall mostly percolated into the shallow surficial and deeper Floridan aquifers and/or was temporarily stored in isolated wetlands.

Today, however, a substantial amount of stormwater runoff is generated from this urbanized area, and less water infiltrates into the ground to replenish the surficial aquifer. The amount of water that no longer percolates into the surficial aquifer is estimated as the amount of stormwater runoff into the lakes. At least 2 billion gallons per year (5.5 million gallons per day) of rainfall are now piped to the lakes as direct stormwater runoff. This calculation is based on the water budget for the Southern Chain of Lakes (***Figure 7***) developed by the Southwest Florida Water Management District in establishing pollutant reduction goals for the Winter Haven Chain of Lakes (McCary and Ross, 2005). Because the Southern Chain makes up less than 50% of the lakes in the headwaters/Ridge, this calculation provides a very conservative estimate of the loss of surficial aquifer recharge that results from directing stormwater runoff to the lakes. ***Appendix A*** provides details of the calculation.

If redirected to allow percolation, the 2 billion gallons would be available to recharge the surficial aquifer. Water reintroduced into the surficial aquifer would then recharge the adjacent lakes via groundwater seepage and contribute to deeper Floridan aquifer recharge. Some additional water would also be lost to evapotranspiration.

Reestablishing percolation and surficial aquifer recharge as the primary method for water to enter the lakes could reduce stormwater discharges to the lakes. Low lake levels during droughts and dry seasons would be moderated by additional flow from the surficial aquifer if more water percolated into the ground during the wet seasons. Additional benefits include the treatment of stormwater runoff to filter particles and to reduce the levels of nutrients such as phosphorus and nitrogen.

Storage Losses in the Middle and Lower Reaches/Polk Uplands Area

In its natural condition, the Polk Uplands, in the middle and lower reaches of the Peace Creek watershed, historically acted as a storage reservoir for the Peace River. This area received wet season rains, temporarily stored them in wetlands that comprised nearly 30% of the watershed's surface area, and slowly released them over the next several months. The hydrologic system functioned to maintain water in wetlands and upland soils for long periods. The considerable friction that slowed the meandering flow of water through wetland sloughs ensured that the landscape remained wet well into the dry season and that groundwater flow to both Peace Creek (baseflow) and the Peace River farther downstream was maintained year-round. As a result, the landscape was less suitable for agriculture or other forms of development.

water budget

A water budget describes what happens to water entering and leaving a watershed. The components of a water budget include the amount of rainfall; surface water and groundwater flows; the amount of water stored in lakes, wetlands, and aquifers; the amount of water taken up by plants; and the effects of natural conditions such as sunlight, rain, and wind.

southern chain of lakes

The digging of the Peace Creek Canal and the subsequent draining of wetlands and the surficial aquifer resulted in a decrease of wetland area of nearly 9,000 acres (a reduction of over 30%) in the storage/conveyance areas of the Polk Uplands. ***Appendix B*** lists estimates of wetland losses in the Peace Creek watershed, from its natural state to the hydrologically altered condition today. This has led to the loss of about 6 billion gallons of wetland storage and the loss of about 21 billion gallons of surficial aquifer storage, for a total storage loss of about 27 billion gallons.

The loss of storage, combined with the ditching and draining, has increased peak surface water runoff by almost 75% and increased the cumulative discharge from Peace Creek by about 28% (***Appendix C***). Much of the additional discharge comes during the wet season, when Peace Creek and the Peace River need it the least. Conversely, flow is reduced during the dry months, when the Peace River needs it the most.

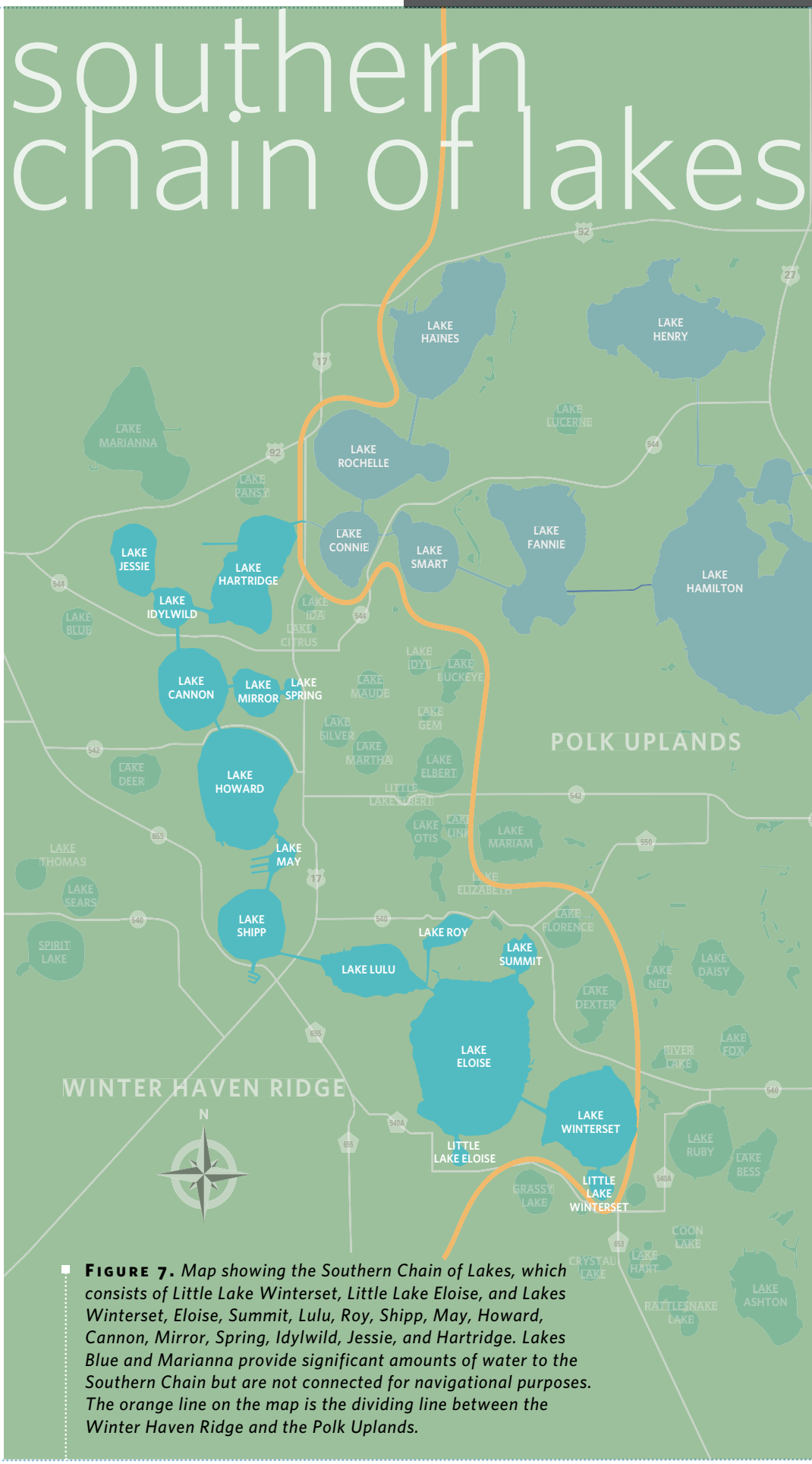


FIGURE 7. *Map showing the Southern Chain of Lakes, which consists of Little Lake Winterset, Little Lake Eloise, and Lakes Winterset, Eloise, Summit, Lulu, Roy, Shipp, May, Howard, Cannon, Mirror, Spring, Idylwild, Jessie, and Hartridge. Lakes Blue and Marianna provide significant amounts of water to the Southern Chain but are not connected for navigational purposes. The orange line on the map is the dividing line between the Winter Haven Ridge and the Polk Uplands.*

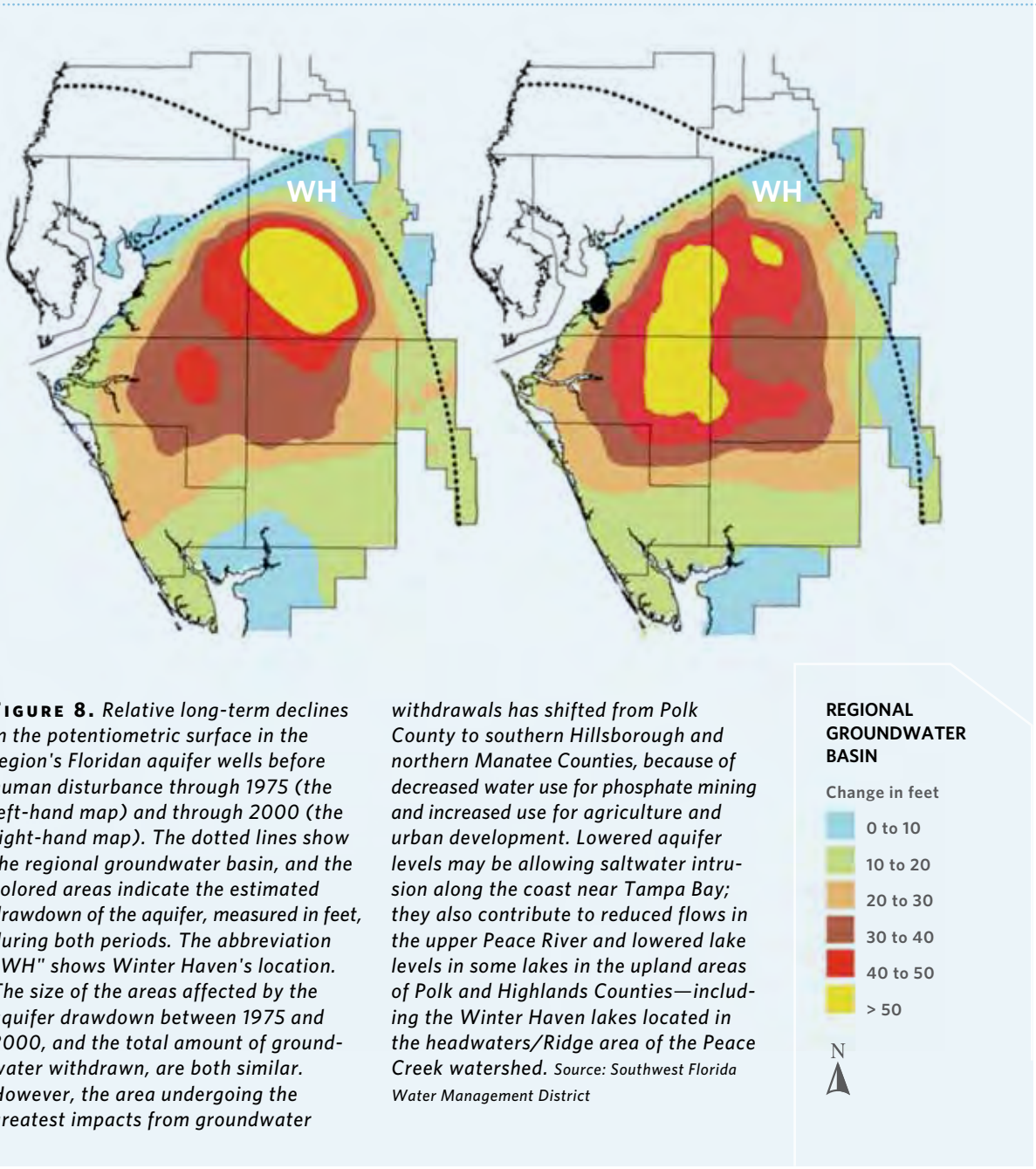


Figure 8. *Relative long-term declines in the potentiometric surface in the region's Floridan aquifer wells before human disturbance through 1975 (the left-hand map) and through 2000 (the right-hand map). The dotted lines show the regional groundwater basin, and the colored areas indicate the estimated drawdown of the aquifer, measured in feet, during both periods. The abbreviation "WH" shows Winter Haven's location. The size of the areas affected by the aquifer drawdown between 1975 and 2000, and the total amount of groundwater withdrawn, are both similar. However, the area undergoing the greatest impacts from groundwater withdrawals has shifted from Polk County to southern Hillsborough and northern Manatee Counties, because of decreased water use for phosphate mining and increased use for agriculture and urban development. Lowered aquifer levels may be allowing saltwater intrusion along the coast near Tampa Bay; they also contribute to reduced flows in the upper Peace River and lowered lake levels in some lakes in the upland areas of Polk and Highlands Counties—including the Winter Haven lakes located in the headwaters/Ridge area of the Peace Creek watershed.* Source: Southwest Florida Water Management District

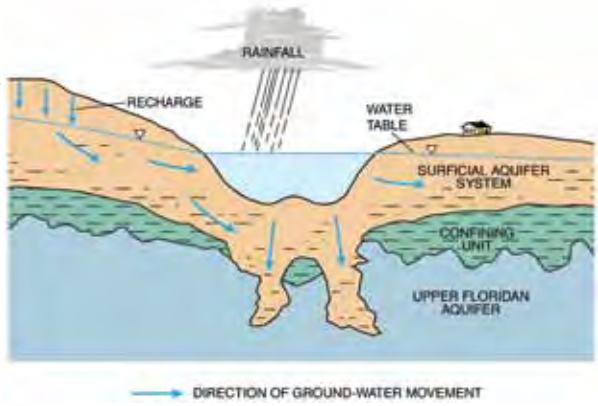


Figure 9. *Generalized cross-section of groundwater flow through a Florida lake.* Source: U.S. Geological Survey, 1999

potentiometric surface

An imaginary surface that represents the height to which water will rise when trapped between impermeable layers of rock or in a cased well.

Relationships between Surface Water and Groundwater

Peace River Region

Floridan aquifer water levels in the Peace River region of southwest central Florida have declined significantly due to withdrawals in the last century for public supply, agriculture, mining, power generation, and recreational uses. These withdrawals have resulted in declines of more than 50 feet in some areas. Although withdrawals have leveled off, the lowered aquifer may be causing saltwater intrusion in Hillsborough County wells along the coast near Tampa Bay; it also contributes to reduced flows in the upper Peace River and lowered lake levels in the upland areas of Polk and Highlands Counties—including the lakes in the City of Winter Haven.

The Water Use Caution Area designation is given to areas where water supplies are or will become critical in the next 20 years. In 1992, the Southwest Florida Water Management District designated the Southern Water Use Caution Area (SWUCA). The SWUCA encompasses 5,100 square miles and includes all or part of 8 counties (all of DeSoto, Hardee, Manatee, and Sarasota Counties and parts of Charlotte, Highlands, Hillsborough, and Polk Counties) in the southern part of the district. Because of the area's geology, the effects of regional withdrawals on the lakes, wetlands, and rivers of the Peace Creek watershed and the Peace River just below Peace Creek are more pronounced than in any other part of the SWUCA. The district has developed a Recovery Strategy for the SWUCA in order to reduce the rate of saltwater intrusion, restore flows in the upper Peace River, restore lake levels, and ensure sufficient water supplies to support current uses.

Figure 8 compares changes in the potentiometric surface of the Floridan aquifer in the region during two periods—before development through 1975 (the left-hand map), and before development until 2000 (the right-hand map). The dotted lines show the regional groundwater basin, and the colored areas indicate the decline of the potentiometric surface (in feet) during both periods.

A comparison of the two maps shows that the size of the area affected by the decline is similar for the two periods. The total amount of groundwater withdrawn during both periods is also similar. However, the area undergoing the greatest impacts from groundwater withdrawals from 1975 to 2000 has changed. In 1975, the center of the potentiometric surface decline was in Polk County's phosphate mining region. By 2000, it had moved to the southwest, into southern Hillsborough and northern Manatee Counties, due to a shift in water use from phosphate mining to agriculture and urban development.

The City of Winter Haven is located in the northeast corner of the maps in ***Figure 8*** (indicated by the abbreviation "WH"). As shown in the figure, the Floridan aquifer levels in this area have been drawn down as much as 10 feet from the predevelopment level.

Peace Creek Watershed

As discussed earlier, the lakes in the headwaters/Ridge area of the Peace Creek watershed formed over time when rainwater dissolved the underlying limestone, creating depressions that filled with rainwater and groundwater, which rapidly seeped through the sandy soils. This area has some of the highest infiltration rates to the surficial aquifer in Florida—as much as 10 to 20 inches per hour. From the surficial aquifer, the water eventually seeped laterally into the lakes and recharged the deeper Floridan aquifer, as shown in ***Figure 9***.

Figure 10 represents the range of conditions in lakes in Florida. These conditions can be either naturally occurring or created through hydrologic alterations. The top and middle figures represent conditions where the potentiometric surface of the Floridan aquifer is below the lakes. *Figure 10A* shows that when lake water levels are higher than the surrounding water table, water leaks out of the lake and into the surrounding surficial aquifer, and may eventually reach the Floridan aquifer. In many lakes, this represents a normal but temporary condition—that is, lake levels rise during periods of high rainfall, and water gradually leaks out until lake levels are the same as the water table. However, in Winter Haven, this can be a periodic condition— with constant leakage out of the lakes into the surficial and Floridan aquifers. The potentiometric surface used to help maintain lake levels, but today it does not because regional aquifer declines have altered the local hydrology, lowering water levels in the surficial and Floridan aquifers. Currently, the lakes leak water faster than they used to.

In *Figure 10B*, the direction of water flow reverses. As rain enters the soil and recharges the surficial aquifer, the water table near the lake rises above the lake water level, and the lake receives seepage from the surficial aquifer. This is the prevalent condition in the headwaters/ Ridge lakes today.

In contrast, *Figure 10C* represents the natural hydrology of many central Florida communities, and the historical condition in Winter Haven. In this case, the potentiometric surface of the water in the Floridan aquifer is both above the surface of the lake and above the water table of the surficial aquifer during dry conditions. The upward pressure of the water in the Floridan aquifer forces water back into the lake, providing the lake with a source of water as lake levels start to decline. Generally, surficial aquifer levels are also higher, and the water table provides additional seepage into the lake.

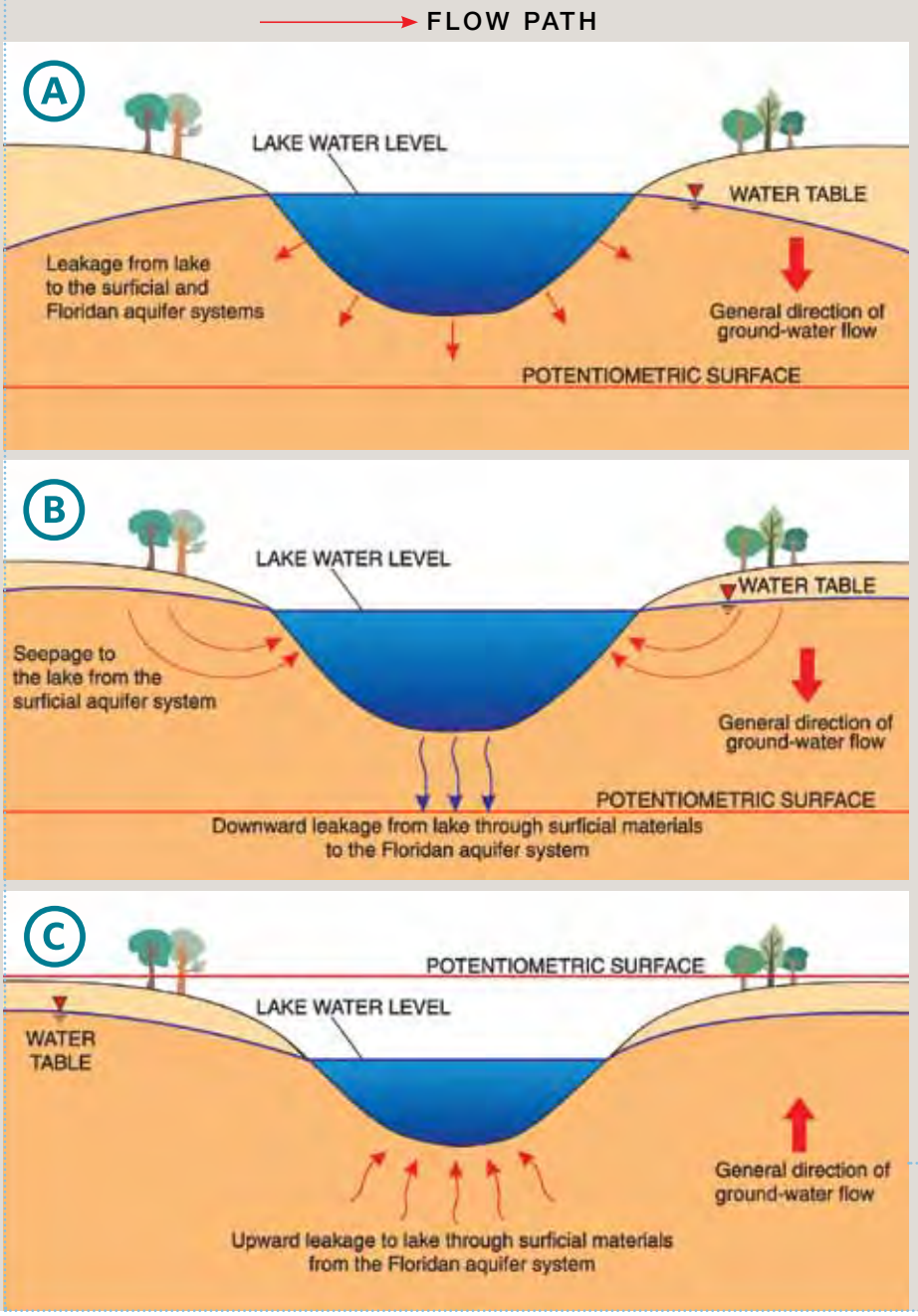


FIGURE 10. *Interactions between groundwater and lake water levels.*
Source: Schiffer, 1998

Relationships between Surface Water and Groundwater—*continued*

Real-Life Interactions

The real-life interactions between lakes and groundwater are very complex. The direction and amount of flow are influenced by the characteristics of the underlying soils and geology, as well as the position of the lake surface in relation to three factors: the water table, surficial aquifer, and potentiometric surface of the Floridan aquifer.

In the Peace Creek watershed, the situation that exists today results from lowering the regional aquifer and building over high-recharge areas, as well as piping stormwater runoff directly to the lakes. All of this has changed the way that the lakes receive water and has contributed to lower lake levels. In the middle and lower reaches/Polk Uplands area of the watershed, the surficial aquifer has been drawn down because of increased drainage from the canals and lowered Floridan aquifer levels due to regional withdrawals.

Part of the scope of this Plan is to restore water levels in lakes and the surficial aquifer. It may not be possible to restore the watershed to the natural conditions that existed before human disturbance (*Figure 10C*), and there are limits to what the City can accomplish by itself. However, increasing local groundwater recharge as far up into the headwaters/Ridge area as possible would increase the level of the water in the surficial and Floridan aquifers, raise lake levels, and provide additional treatment for stormwater flowing into the lakes. Any improved recharge in the headwaters/Ridge that eventually infiltrates into the middle and lower reaches/Polk Uplands area helps to provide water to downstream users.

In addition, water levels in the surficial aquifer would be increased by storing floodwaters during wet seasons, stopping the constant discharge of water from the middle and lower reaches/Polk Uplands area of the watershed, and slowing water flow by dechannelizing portions of the Peace Creek and Wahneta Farms Canals. These actions are all worth doing, both to preserve the City's water resources and, as part of an ongoing effort by all the communities in the area, to restore regional water levels in the Floridan aquifer.



Simulation Modeling

In reality, very little is known about how individual lakes receive and discharge water. ***Figure 11*** provides examples of how water can enter or leave a particular lake in myriad ways—sometimes recharging and discharging, and sometimes simply serving as a passthrough for water.

In simulation modeling, detailed information about a specific place is entered into a computer model, and different scenarios are simulated to gain a better understanding of the possible outcomes—in this case, how water delivered to Winter Haven's lakes affects surficial aquifer levels, and how aquifer levels have changed over time. Even though the models are not intended to be predictive, they are very useful in understanding the unique geology that gives rise to the conditions in Winter Haven's lakes; the complex, dynamic interactions between groundwater and the lakes; and the alterations that have occurred. This understanding provides an essential foundation for any future activities to restore water table levels in the surficial aquifer as well as lake levels.

Modeling Results

As part of the development of the *Sustainable Water Resource Management Plan*, the concept of restoring surficial aquifer levels was evaluated by Mark T. Brown, Ph.D.,

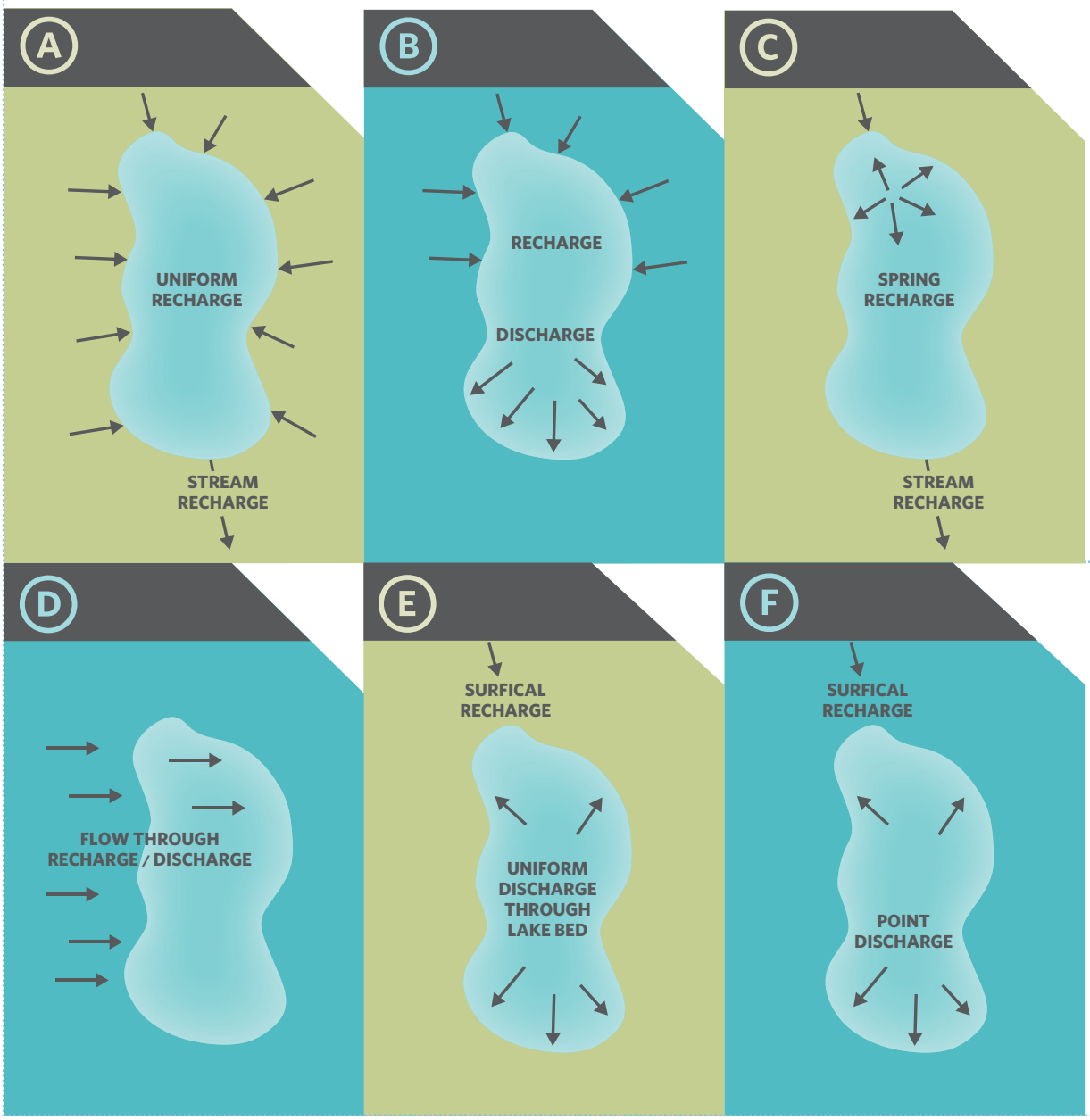


Figure 11. *Six main classes of surface water and groundwater movement in lakes.* *Source: Boyle, 1994*

of the University of Florida's Howard T. Odum Center for Wetlands, through whole systems simulation modeling of the Winter Haven Ridge and Polk Uplands (see *Appendix C*). Both predevelopment and postdevelopment models were run using a number of different scenarios. The modeling showed an 18% decrease in recharge to the upper Floridan aquifer from the surficial aquifer (equivalent to 2 billion gallons per year, or 5.5 million gallons per day), a 41% increase in recharge to the upper Floridan aquifer from the lakes, a loss of 6.7 billion gallons per year from increased surface discharge (equivalent to 18.4 million gallons per day), and a decrease in Peace Creek baseflow of 50% (from 100 to 50 cubic feet per second).

The results of this effort confirm that lowered Floridan aquifer water levels lead to lower surficial aquifer water levels and lake levels in the Winter Haven area. Furthermore, lower surficial aquifer water levels from reduced infiltration exacerbate the decline in lake levels. The modeling results also indicate that direct discharge to the lakes effectively "starves" the Floridan and surficial aquifers of water that would historically have recharged the aquifers. The lakes need to store as much water as possible to improve water quality and increase recharge to the Floridan aquifer. Routing stormwater to infiltration basins to increase the recharge to the surficial aquifer that gradually flows via groundwater seepage into the lakes will maintain nearly historical lake and surficial aquifer water levels. Increased infiltration in the headwaters/Ridge area may initially exacerbate problems with lake levels, but the long-term benefits of improved water storage and water quality will outweigh the short-term concerns.

In addition, water will not have to be discharged prematurely whenever there are significant amounts of rainfall (this premature discharge means that the water is forever lost to the community). Finally, raising surficial and Floridan aquifer water levels through increased recharge will have the effect of sustaining higher lake levels , and will also benefit users of the Floridan aquifer within the SWUCA.



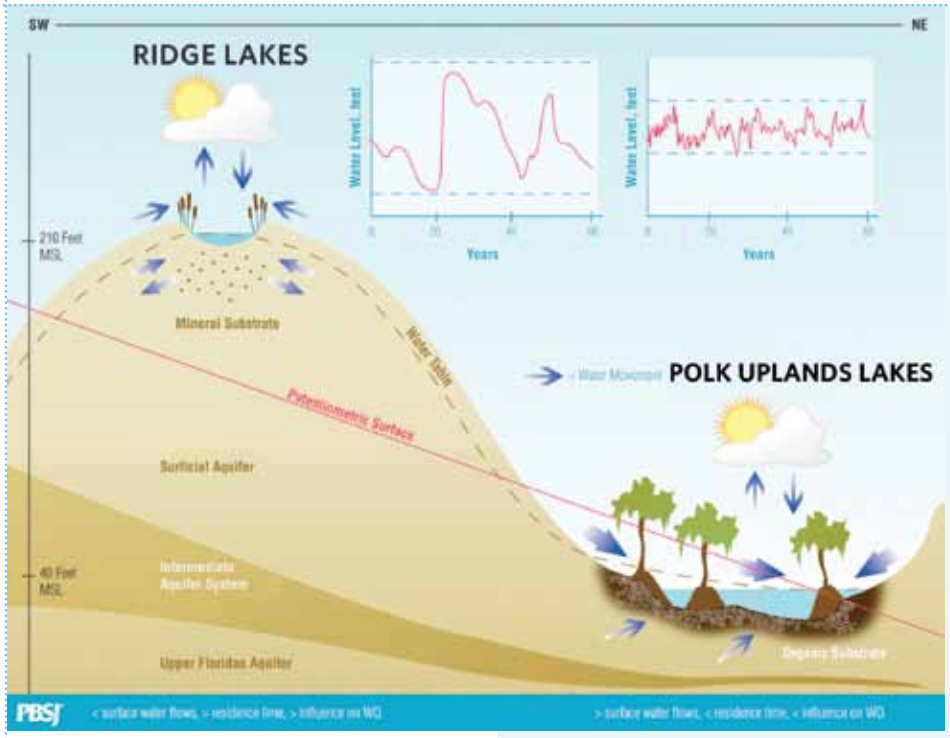


FIGURE 12. *Illustration of how water moves through the hydrologically altered watershed, showing the interactions between surface water, groundwater, and lake levels for the higher elevation lakes in the headwaters/Ridge area and the lower elevation lakes in the middle and lower reaches/Polk Uplands area.*
Source: PBS&J

How Surface Water and Groundwater Connections Affect Lake Water Quality

The dynamic relationships between surface water, groundwater, and lake levels described in the previous section influence lake water quality. *Figure 12* summarizes how water moves through the hydrologically altered watershed, showing the interactions between surface water, groundwater, and lake levels for both the higher elevation lakes in the headwaters/Ridge area and the lower elevation lakes in the middle and lower reaches/Polk Uplands area.

The Ridge lakes are highly connected to both the shallow and deeper aquifers, rising and falling with aquifer levels. The graph at the top left of the figure shows that in these lakes, water levels vary widely between the wet and dry seasons; they are also affected by drought and excess rainfall over longer periods. Because the potentiometric surface of the Floridan aquifer is below lake levels, there is a continuous loss of water from the Ridge lakes as water leaks out into the surficial and Floridan aquifers. In this part of the watershed, the sandy soils and the underlying limestone geology are highly permeable, allowing more water to be lost than in the Polk Uplands lakes.

Like the Ridge lakes, the Polk Uplands lakes are also connected to both the shallow and deeper aquifers, but not as well connected. However, in contrast to the Ridge lakes, they are continuously recharged by groundwater when the potentiometric surface of the Floridan aquifer is above the lakes. The graph at the top right of the figure shows that water levels in the Polk Uplands lakes are less variable over time than the Ridge lakes, and the largest fluctuations reflect the fact that soils found at the bottom of the lakes in this lower-lying part of the watershed are relatively impermeable compared with the sands underlying the Ridge lakes. These organic soils retard the downward movement of water and give rise to forested wetlands, also called swamps. At the same time, the organic soils do not limit the lateral and upward movement of water into the lakes from the Floridan and surficial aquifers, caused by upward pressure from the potentiometric surface of the Floridan. The more water there is in the surficial and Floridan aquifers, the greater the potential for water to flow laterally and upward into the lakes.

Other Factors Affecting Lake Water Quality

Just as the interactions between surface water, groundwater, and lake levels differ between the Ridge and Polk Uplands lakes, so do the various factors influencing lake water quality. These include the source, timing, and amount of water entering or leaving the lakes. The sources can consist of water entering the lakes through groundwater seepage, stormwater runoff, or rainwater falling directly on the lake surface. The timing can be seasonal (wet and dry seasons), longer term (floods and droughts), or extreme events that occur occasionally (hurricanes and tropical storms). The impacts of these events can be mild, moderate, or severe. The amount of water flowing into or out of the lakes depends on how much water is already stored in the system's lakes, aquifers, and wetlands, and the potentiometric surface of the Floridan aquifer.

Seasonal Variations

For the Ridge lakes, water quality is typically worse in low water conditions during the dry season, when stormwater runoff and direct precipitation are lowest, than during the rainy season, when water levels are higher. Studies in the Winter Haven Chain of Lakes and elsewhere have shown that this is due mostly to the increased ease of resuspension of bottom sediments when water levels are low. A lack of color increases the vulnerability of Ridge lakes to algal blooms, in contrast to the Polk Uplands lakes, whose increased color helps to buffer them from nutrient loading. Shallow lakes have the worst water quality. For deeper lakes, these seasonal differences are of little matter.

Increasing the amount of rainfall that percolates into the surficial aquifer appears to be the most important mechanism for increasing lake levels and improving water quality during the dry season. Higher lake levels reduce nutrient recycling in lakes with muck, reconnect wetlands to Polk Uplands lakes, and help to make the water less stagnant.

For the Polk Uplands lakes, higher lake levels are likely to benefit water quality the most during the wet season, because they enhance the hydrologic connections between the lakes and their adjacent forested wetlands. These swamp shorelines are the primary source of tannins, which moderate the transformation of nutrients into phytoplankton by shading or limiting the amount of light entering the lakes. This reduces the frequency and intensity of algal blooms.

For both the Ridge and Polk Uplands lakes, bottom sediments are potential sources of legacy nutrients from historical point and nonpoint source discharges. Because these nutrients can significantly degrade water quality, it is essential for any future restoration activities to address the removal of both internal and external loads. This issue is being addressed by the Sediment Removal Feasibility Study that has just been completed for Lakes May, Shipp, and Lulu by the City and Southwest Florida Water Management District.

Higher Water Levels: Summary of Benefits

Higher water levels provide many important benefits for both Ridge and Polk Uplands lakes, but for different reasons. In the Ridge lakes, they improve water quality by diluting contaminants, increasing circulation, and preventing the resuspension of sediments, so that fewer nutrients are recycled. The shallower the lake, the more vulnerable sediments are to resuspension from wind and wave action, or boat traffic. Water quality in the Polk Uplands lakes improves because of reconnected wetlands and floodplains, and increased water color. Other high-priority benefits for both the Ridge and Polk Uplands lakes include improved navigation and more water for aquifers and streams locally and regionally.

legacy nutrients

Legacy nutrients are nutrients deposited in a stream, river, or lake from past human activities, including land clearing, past wastewater discharges, untreated stormwater, and poor agricultural practices. Rainwater carries the nutrients to nearby surface waters, where they are taken up by aquatic plants such as algae. Once the plants die and decompose, the nutrients are released into the water, only to be taken up again by new plant growth. This cycle is endlessly repeated. Restoration efforts can only succeed if they address both this nutrient recycling (internal loads) and nutrients carried into a waterbody from outside sources (external loads) such as untreated stormwater.



Protecting and preserving water quality, water supplies, and natural systems, as well as providing adequate or improved flood protection, are all equally important.

Concepts and Conclusions

A number of important concepts and conclusions were derived from the information provided in Chapters 1 and 2. These were used to develop the guiding principles of sustainable water resource planning and management listed at right. In turn, these principles provided the foundation for developing the *Sustainable Water Resource Management Plan* presented in the next chapter, as well as the strategic recommendations for implementation in Chapter 4.

The long-term economic viability of the City of Winter Haven depends on adequate water resources in the future for both people and natural systems. Protecting and restoring water quality, water supplies, and natural systems, as well as providing adequate or improved flood protection, are equally important. The history of human activities in Florida, Polk County, and the City of Winter Haven makes it clear that, in the long term, population growth and economic development in the area will continue. For watersheds such as Peace Creek that do not receive contributions of water from outside the immediate area, managing water as a finite resource is critical.

The decisions that the City makes about water resources today will affect its future for decades—perhaps even permanently. At the local level, the preservation of Winter Haven's lakes is especially critical to the community. However, the effects of the City's decisions will reach far beyond its local jurisdiction. They will also affect the amount and timing of water delivered to the Peace River system downstream, and eventually Charlotte Harbor and the Gulf of Mexico. Also, because Winter Haven lies at the headwaters of the regional groundwater basin, decisions made by the City about water resources will affect supplies in the larger region.

The assessment carried out as part of the development of this Plan has led to a better understanding of the losses in hydrologic function—and the accompanying losses in water resource benefits—that have occurred in the watershed because of human activities. These consist of the loss of water storage benefits such as water treatment and infiltration in the headwaters/Ridge area, and the loss of storage and conveyance in the middle and lower reaches/Polk Uplands area. To restore these essential functions, restoration and protection efforts should focus on re-creating the historical networking of water in the watershed.

To meet its future water needs, the community will need to decide how much land to allocate both for future economic growth and for essential hydrologic functions, including water storage, treatment, and conveyance. Incorporating water percolation and storage into plans for future growth can work with already accepted practices for landscaping, stormwater management, and wetland mitigation planning. When a balance is achieved between human land use needs and natural hydrologic functions, the water needs of the community can be met even during periods of low rainfall. In effect, what is good for the lakes and the environment (storage) is good for the community (supply).

Restoration can accomplish significant improvements, approximately equivalent to conditions that existed 75 years ago. As part of the restoration effort, to buffer the hydrologic system and increase its resilience, the increased amount of water stored in the aquifer in the headwaters/Ridge area of the watershed should include provisions for extended droughts. In the middle and lower reaches/Polk Uplands area, historical wetlands should be restored, providing storage for floodwaters and allowing recharge of the surficial aquifer.

In addition to restoring and protecting the historical networking of water, other efforts are also crucial. Development should be planned and coordinated to avoid the cumulative impacts that have occurred in the past across Florida—impacts that are far greater than those of individual development projects.

principles of sustainable water resource planning & management

The impacts to water resources of future development should be considered and addressed during the planning and approval process. Furthermore, all impacts to water resources should be compensated for or mitigated locally, if possible, since the Peace Creek watershed receives no water from outside the watershed.

Cost-effective best management practices (BMPs) to increase infiltration, improve water quality, protect natural systems, and improve flood protection should be required and implemented for all existing and proposed development. In addition, stormwater and treated wastewater should be recycled and reused to supplement aquifer recharge.

Incorporating water resource restoration projects as amenities for development, recreation, and beautification will increase the sustainability of water resources as well as the community's economic and cultural viability.

If the City and neighboring communities continue with future development according to today's standards, the condition of the area's water resources will only continue to worsen in the future. As economic and population growth continue, significant opportunities exist for the sustainable management of water resources over the long term. The time is right for a proactive, long-term approach.

1. **The total rainfall in the region is that region's water budget**—supplies from outside the region are considered to be "borrowed" or "leased" and cannot be counted on during drought or after the watershed is built out. The storage of water in the landscape—in aquifers, lakes, rivers, and wetlands—allows variations in rainfall to be averaged, and this vital function should be restored and protected.

2. **In the long run, it is far more efficient and cost-effective to use the watershed's natural infrastructure to provide multiple long-term water resource benefits than to restore lost hydrologic function using structural, man-made means**—it is essential to preserve and protect whatever is left of the watershed's existing natural landscape, which provides multiple water resource services and benefits (such as improved water quality, water supply, natural systems, and flood protection) at a lower cost.

3. **Any impacts to water resources in a watershed should be mitigated in the watershed**—specifically, mitigation for wetlands, water quality, recharge, and flooding impacts should be carried out in the areas of the watershed that are critical to increased infiltration, storage, and conveyance.

4. **The locations of surface water and groundwater storage areas to protect and restore water resources must be integrated into urban and community design**—the development of areas such as nature parks and the setting aside of open spaces create a strong sense of place in the community.

5. **Stormwater, wastewater, and reuse water should be viewed as a valuable resource, rather than a form of waste to be disposed of. This resource should be recycled and recharged at a rate commensurate with use**—the storage and recharge of stormwater, wastewater, and reuse water should be achieved at the neighborhood, community, and regional scale.

6. **Each parcel of land should contribute to the water budgets of both the watershed and the region**—the postdevelopment water budget for each parcel should equal the predevelopment water budget as much as possible, and historical hydrologic functions such as recharge, water quality treatment, storage, and conveyance should be restored and protected to the greatest extent possible.

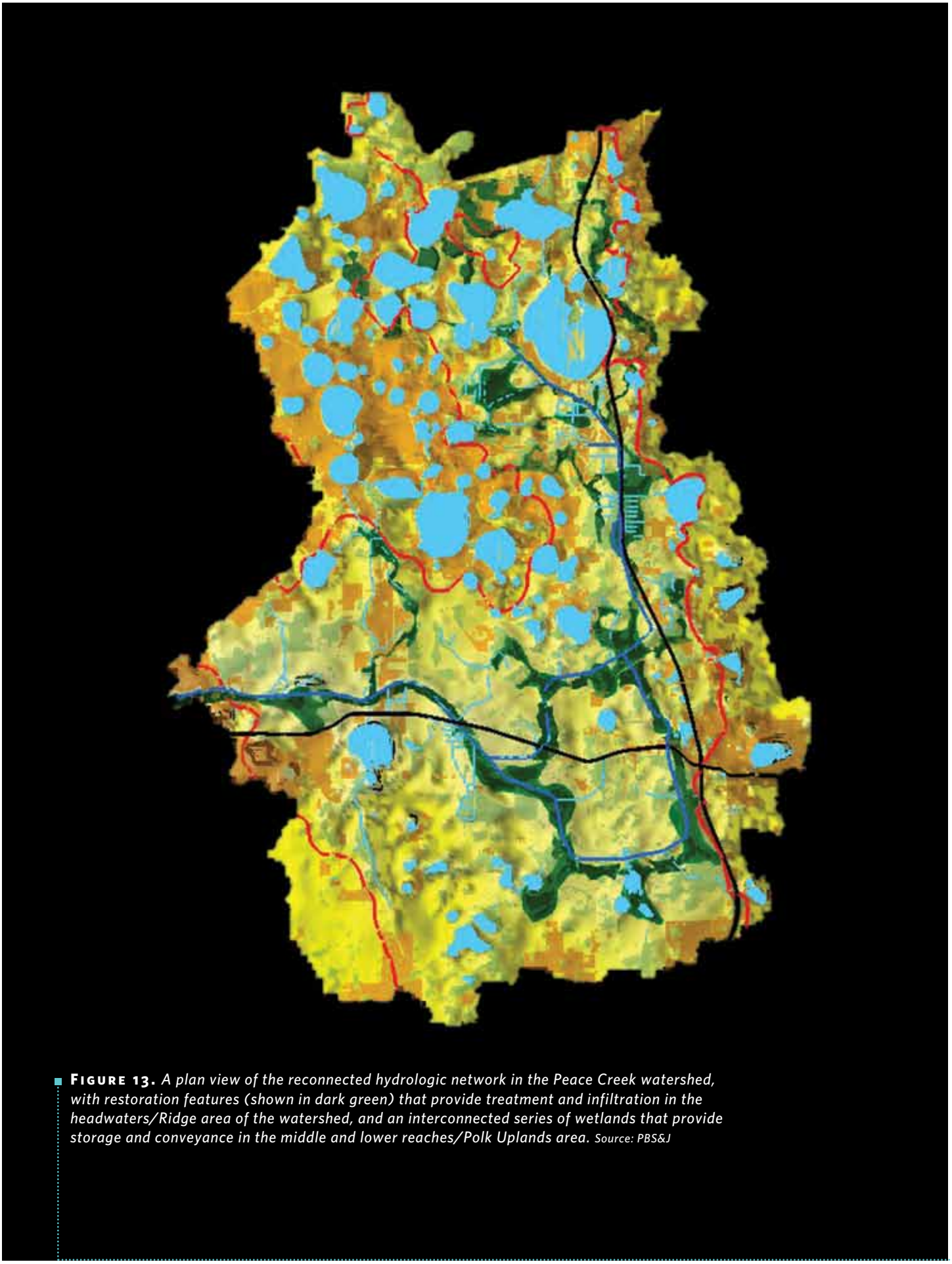


Figure 13. *A plan view of the reconnected hydrologic network in the Peace Creek watershed, with restoration features (shown in dark green) that provide treatment and infiltration in the headwaters/Ridge area of the watershed, and an interconnected series of wetlands that provide storage and conveyance in the middle and lower reaches/Polk Uplands area.* Source: PBS&J

CHAPTER 3

A PLAN FOR PRESERVING AND RESTORING THE WATER RESOURCES OF THE PEACE CREEK WATERSHED

"The essentials of the old exploration were actualities; the essentials of the new exploration are potentialities. The old exploration described that which is, while the new exploration projects that which can be. The first was based on descriptive science; the second is based on applied science."

—Benton MacKaye, The New Exploration, 1928

In any community, a detailed understanding of the movement and storage of water provides a sound foundation for water resource management. Through the comprehensive assessment described in Chapter 2, the City of Winter Haven and other communities in the Peace Creek watershed have gained a much better understanding of the hydrologic functions and benefits that have been lost through human alterations. The goal of the *Sustainable Water Resource Management Plan* described in this chapter is to restore as much of the historical storage and movement of water through the watershed as possible, using stormwater, floodwater, and reuse water as a resource, while still providing adequate flood protection. The Plan would increase aquifer storage throughout the watershed and restore about 6,300 acres of wetlands in the middle and lower reaches/Polk Uplands area. It effectively meets the water needs of both people and natural systems, and provides for the sustainable management of water resources.

This new approach offers tremendous opportunities but also difficult challenges, as the community makes choices about how its future water needs are to be met. To restore balance to the system and still meet the needs of both people and the environment, the amount of water storage should be increased. That can only happen by understanding and using the hydrologic functions of different areas of the watershed as efficiently as possible, including preserving land areas for natural storage—in other words, to let the system naturally do what it does best.

The principal opportunities for restoring the watershed's hydrologic function are as follows:

- **INCREASED TREATMENT AND INFILTRATION**—*The most important opportunity in the headwaters/Ridge area, including the residential and commercial areas around downtown Winter Haven, is to restore the infiltration of stormwater to recharge the surficial aquifer. This will provide storage capacity and flow for lakes during dry seasons, and will also ensure that adequate treatment is provided before the stormwater reaches the lakes or the aquifer. Treated water from local wastewater facilities (called reuse water) also provides opportunities for greater aquifer recharge and increased lake levels in the headwaters/Ridge area.*

- **INCREASED STORAGE AND CONVEYANCE**—*The most important opportunity in the middle and lower reaches/Polk Uplands area, which has the highest development pressure today, is to provide for additional storage of water and wider conveyance paths through the system during wet seasons. Increasing the amount of available storage will allow more water to be retained in the lakes in the headwaters/Ridge area during years with a water surplus. In the event of a storm, excess water will flow into the middle reaches, where it will be stored in the landscape (wetlands). Increased storage on the land results in higher surficial aquifer levels, which will provide more consistent outflows to Peace Creek and the Peace River during dry seasons. Finally, in the lower portion of the watershed, a wider conveyance area will allow large volumes of water to move through the system more quickly with less damage to property during flood events. At the same time, planning for this increased conveyance with future development will protect property from flood damage.*

Figure 13 shows the reconnected hydrologic network. In the headwaters/Ridge area, a number of features provide increased treatment and infiltration. Although some of these features can be seen in the downtown area, they are more difficult to discern at this scale and are described in greater detail later in the chapter. In the middle and lower reaches/Polk Uplands area, an interconnected series of wetlands provides storage and conveyance, generally in the area near the Peace Creek Canal.



The City's nature parks are heavily used by residents and visitors, and are very pleasant places because of the combination of water, natural systems, and wildlife found in the midst of a developed urban area.

Increasing Water Treatment and Infiltration in the Headwaters/Ridge Area

To provide for the infiltration of stormwater in the headwaters/Ridge area of the Peace Creek watershed, open land is needed in an already developed urban landscape. An initial goal is to devote 5% of the watershed's current land area to implementing stormwater infiltration technologies such as rain gardens, swales, and percolation systems. This percentage is based on the calculation that about 2 billion gallons a year of stormwater are no longer infiltrated because of altered hydrologic function, and 5% of the watershed's land area would be needed to infiltrate that quantity of water annually (see *Appendix C* for details of this calculation).

By providing depressions in the landscape to collect runoff before it enters storm drains, the City can capture most of the runoff so it can be infiltrated into the surficial aquifer. The best strategy is to develop as many small depressions as possible, spread throughout the landscape, to mimic infiltration patterns in the natural system.

Different approaches to capturing stormwater are required for the various land use types and locations in the watershed. Opportunities in the residential and downtown commercial areas, and at the City's edge where development is ongoing, are described below and on the next two pages.

1 Opportunities To Capture Stormwater in Residential Areas

Figure 14 shows a stormwater capture system that covers 5% of the surface area (highlighted in green) of an existing residential neighborhood in southwest Winter Haven near Lake Shipp. Stormwater can be collected in the following ways:

- **Capturing the water that runs off the roofs of private homes.** Private rain gardens in homeowners' yards can be incorporated into landscaping and located anywhere in the yard where a depression can be created to capture water from the roof.
- **Capturing the water that runs off streets and driveways.** In some areas, water can be collected in long, vegetated swales that parallel the road. These swales can be located in a median if present, or within the public right-of-way along a road.
- **Using portions of neighborhood parks for larger retention areas.** There are two different types of nature parks, or hydric parks. Some contain water all the time, and others fill with water only during heavy storms. (see the box on nature parks on page 38).



Figure 14. *Aerial photo of a residential neighborhood in southwest Winter Haven, showing a stormwater capture system that covers 5% of the surface area (highlighted in green).*
Source: Mark T. Brown for PBS&J

2 Opportunities To Capture Stormwater in Commercial Areas

Figure 15 shows a stormwater capture system (highlighted in green) that covers 5% of the downtown Winter Haven commercial district. Commercial areas can be one of the most challenging places to capture stormwater because of the high percentage of impervious surface and lack of available land. Besides roofs and roads, parking lots make up a large portion of the surface area. Three principal ways exist to capture stormwater in commercial areas:

- **Constructing swales and rain gardens within and along the edges of parking lots**. This is one of the best ways to capture stormwater in areas with little land. Some parking spaces could be lost to provide enough area for runoff infiltration.

- **Constructing roadside swales in the City's commercial district to capture runoff from street surfaces.** Although swales are an important way to capture stormwater and provide treatment in the headwaters/Ridge area, they are particularly important in providing treatment before stormwater runs into the lakes.

- **Retrofitting parks and open spaces with shallow depressions to collect runoff**. In higher density commercial areas, such as downtown Winter Haven, rain gardens and swales will be smaller but more numerous than in the more open residential areas. The City has a central park that provides a large, open space in the urban center. This provides some opportunities for retrofitting, and helps to prevent a heat island effect through the use of green spaces. Retrofitting is especially important in areas that are being redeveloped in the headwaters/Ridge portion of the watershed. The use of pervious concrete in areas undergoing redevelopment would also increase the amount of stormwater captured.



FIGURE 15. *Aerial photo of the downtown Winter Haven commercial district, showing a stormwater capture system that covers 5% of the surface area (highlighted in green).* *Source: Mark T. Brown for PBS&J*



3 Opportunities To Capture Stormwater at the City's Edge

Some of the greatest opportunities to maximize treatment and infiltration are found at the edges of cities, where development has not yet occurred, or is still occurring. Planning, design, permitting, and implementation should all reinforce each other, and should focus on the preservation of both natural hydrologic function and as many existing natural features as possible.

There are four major recommendations for developing areas at the outer edges of Winter Haven, as follows (*Figure 16*):

- **Preserve pre-existing, low-lying areas that collect and infiltrate rainwater.** Don't fill these in, but allow them to continue their important and essential function in the landscape, and enhance these areas where possible.
- **Enhance and extend the wetland edges of lakes with nature parks, or hydric parks.** These wetland areas can be used to treat stormwater before it enters the lakes, providing water quality benefits. They also store floodwaters and become recreational attractions (see the box on nature parks on page 38).
- **Preserve wet corridors in the landscape.** During heavy rainfall, having a path for the water to move across the landscape without affecting permanent structures is critical to maintaining high water levels and healthy lakes during normal weather patterns. These wet corridors can be enhanced to create wetland areas that act as wildlife and recreational corridors in the landscape.
- **Require new development to use low-impact stormwater management techniques, such as rain gardens and percolation ponds.** Requiring a new development to manage all its runoff within the development itself ensures that it is not creating a problem that will require more land elsewhere to solve.

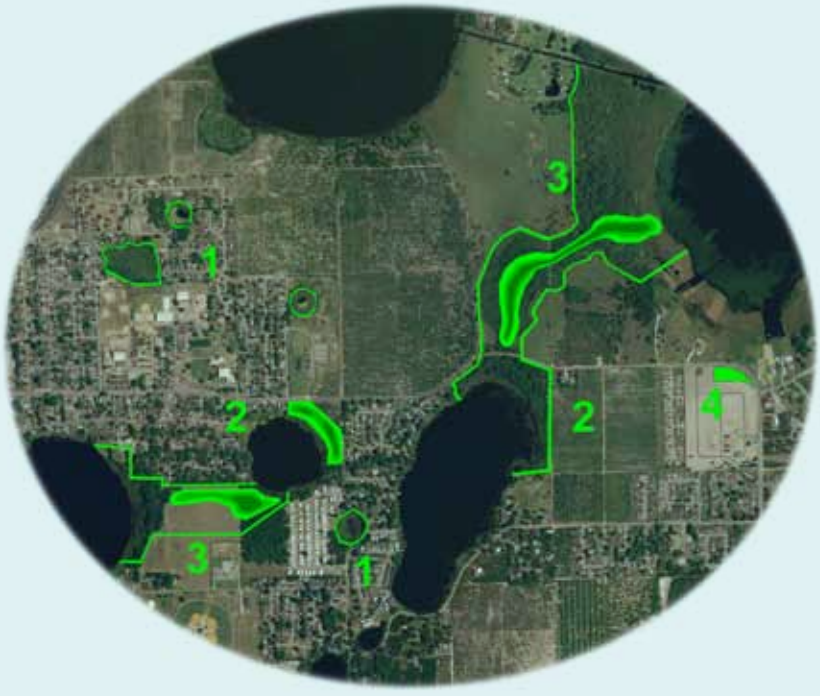


Figure 16. *Strategies for permitting development in undeveloped areas of Winter Haven include (1) preserving existing low-lying, undeveloped areas, (2) enhancing and extending wetland lake fringes, (3) preserving wet corridors, and (4) requiring low-impact development.*
Source: Mark T. Brown for PBS&J

FIGURE 17. *Technologies for capturing stormwater in the landscape for treatment and infiltration include roadside and parking lot swales, pocket wetlands, and rain gardens.*

Stormwater Treatment Technologies

Figure 17 shows some of the different stormwater capture technologies discussed on the previous pages as they look when they are incorporated into the landscape. Roadside and parking lot swales (top photos) are built on the edges of paved areas. They can be constructed with curb breaks to allow water to enter, as in the parking lot swale, or without any curbs, as illustrated in the roadside swale.

Rain gardens (center and bottom right) can be added in the area of downspouts on buildings, or out in the yard as part of the landscaping. With careful design, they can be both low maintenance and aesthetically pleasing.

Finally, pocket wetlands (bottom left) can be created to hold water for longer periods. These create variety in the landscape and help provide better stormwater treatment, because the living organisms that flourish in such systems work to break down contaminants. If such areas already exist, they provide a natural fit. Places where groundwater has historically seeped to the surface, if present, would be ideal locations for creating such features. Pocket wetlands in the headwaters/Ridge area could also be used to infiltrate reuse water.



Sources: ***Roadside swale:*** *Public Utilities Department, Seattle, Washington* ***Parking lot swale:*** *Government of Monroe County, Indiana* ***Pocket wetland:*** *Ramsey-Washington Metro Watershed District, Twin Cities, Minnesota* ***Rain garden:*** *Theresa Watkin, Institute of Food and Agricultural Sciences, University of Florida* ***Downspout rain garden:*** *Ginny Stibolt, Floridata*

low-impact development

LID is a set of principles used to develop land, or to retrofit existing development, and can be adapted to many different kinds of land uses. It focuses on working with nature to manage stormwater as close to the source as possible, in order to reduce human impacts and promote the natural movement and storage of water in a watershed or ecosystem. Stormwater is viewed as a resource, rather than a waste product to be disposed of.

—Adapted from the U.S. Environmental Protection Agency's Nonpoint Source Pollution Website at www.epa.gov/nps/lid



In the event of a storm, excess water will flow into the middle reaches, where it will be stored in the landscape (wetlands).

Increasing Water Storage and Conveyance in the Middle and Lower Reaches /Polk Uplands Area

Ninety percent of storm events in Florida generate less than an inch of stormwater runoff. This water should be retained on the landscape and allowed to infiltrate. However, in a channelized system such as Peace Creek, the water from many of these smaller storms is conveyed off the land as stormwater. With more than an inch of rainfall, only the excess should be discharged. For peak events, all of the water can be passed through the system and discharged, but only when absolutely necessary to prevent flooding.

Increased water storage can be provided by creating wetland storage areas, stormwater treatment areas, and forested wetland sloughs to help buffer the system against droughts, while at the same time providing flood protection (see *Figure 18*). This can be done by designing a system with significant surface water storage along the current Peace Creek Canal, and a wider conveyance corridor that facilitates high-volume flows during flood events, as shown in the cross-section view of the restored canal in *Figure 18*.

Wetland Storage

In the restored hydrologic network, portions of the Peace Creek Canal would be strategically dechannelized in as many places as possible, and barriers (called ditch blocks) would be placed in the canal to hold back water and allow it to spread across the landscape, as shown in *Figures 18* and *19*. These changes would slow down the water moving through the system, and the water would be stored for a much longer time, allowing it to recharge the surficial aquifer.

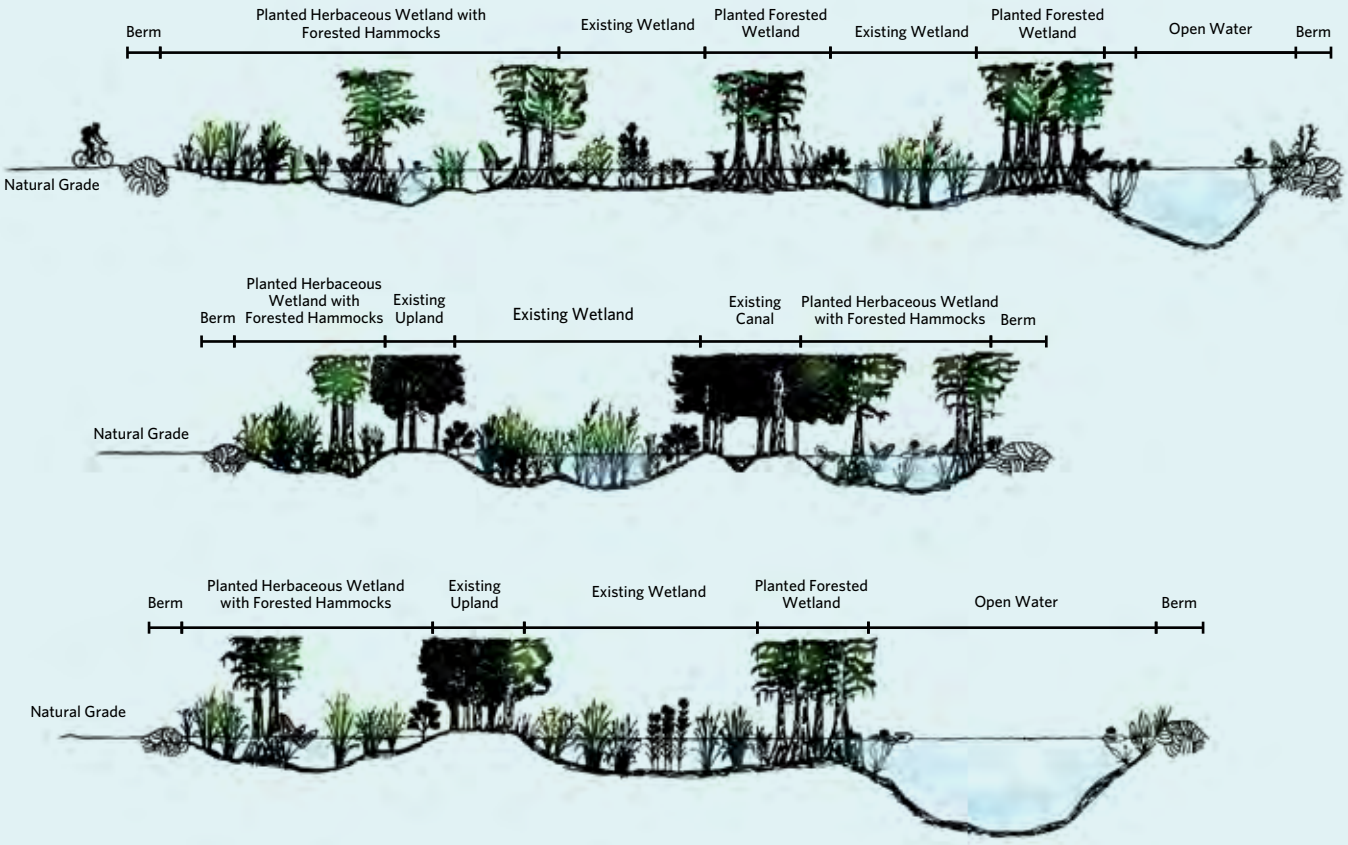
The newly created wetland storage areas would hold floodwaters to reduce flooding, and then release the water slowly downstream to increase baseflow in Peace Creek and the Peace River during the driest times of the year, when water is most needed in the system. By storing more water, these areas would also reduce peak flows during heavy rains, helping to provide flood protection downstream. In addition, the wetlands would serve as valuable waterfront amenities, providing recreational opportunities and wildlife habitat.

Wetland storage areas should be designed with varying water depths that allow a wide range of wetland habitats and support diverse plant and animal life. Higher land areas with shallow water should be provided to support forested wetlands and emergent wetland marshes. Medium-depth pools provide for submerged vegetation. Deep open-water areas create refuges for wildlife when the system goes through dry cycles and the majority of the wetland dries out. The variation in water depth and hydroperiod will create a system that contains all the biological components necessary to adapt to changing conditions in the future, with little human maintenance.

hydroperiod

The length of time that a wetland or pond contains water.

FIGURE 18. *Cross-section of a wetland storage area. The center of the middle graphic shows the existing canal, with wetland storage on either side. In some places, the canal will actually remain as a central feature, and in other places the channel could be expanded, as shown in the top and bottom graphics. Wetland storage areas should be designed with variations in water depth to allow a wide range of wetland habitats and support diverse plant and animal life. These variations will create a system that contains all the biological components necessary to adapt to changing conditions in the future, with little human maintenance. Flood protection to the surrounding lands will be maintained or improved by increasing the cross-section width of the discharge area.* *Source: Mark T. Brown for PBS&J*



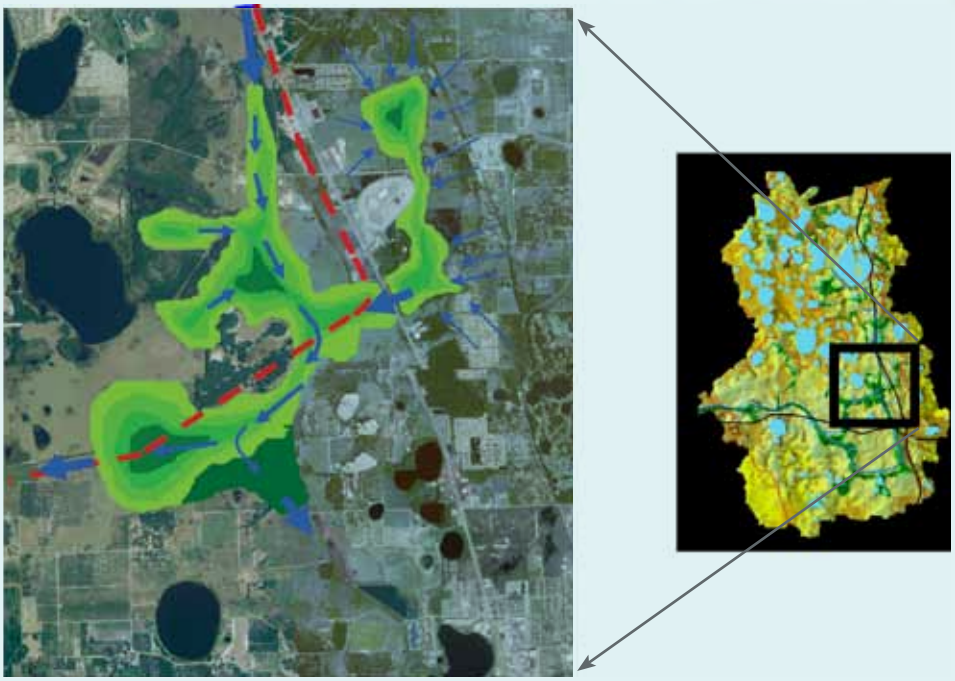


FIGURE 19. *Conceptual map of a wetland storage area. The green highlighting shows areas where water could be stored. Darker shades indicate the deepest part of the system. The blue lines represent the new path of water as it flows through the system. The Peace Creek Canal (the dashed red line) would be strategically removed, and water would be allowed to spread out across the landscape. This would slow water movement through the system, provide longer storage, allow surficial aquifer recharge, provide water quality treatment, increase baseflow to Peace Creek and the Peace River during dry periods and reduce peak flows during high rainfall, provide flood protection downstream, and create waterfront amenities for future development and wetland mitigation areas for that development.* *Source: Mark T. Brown for PBS&J*

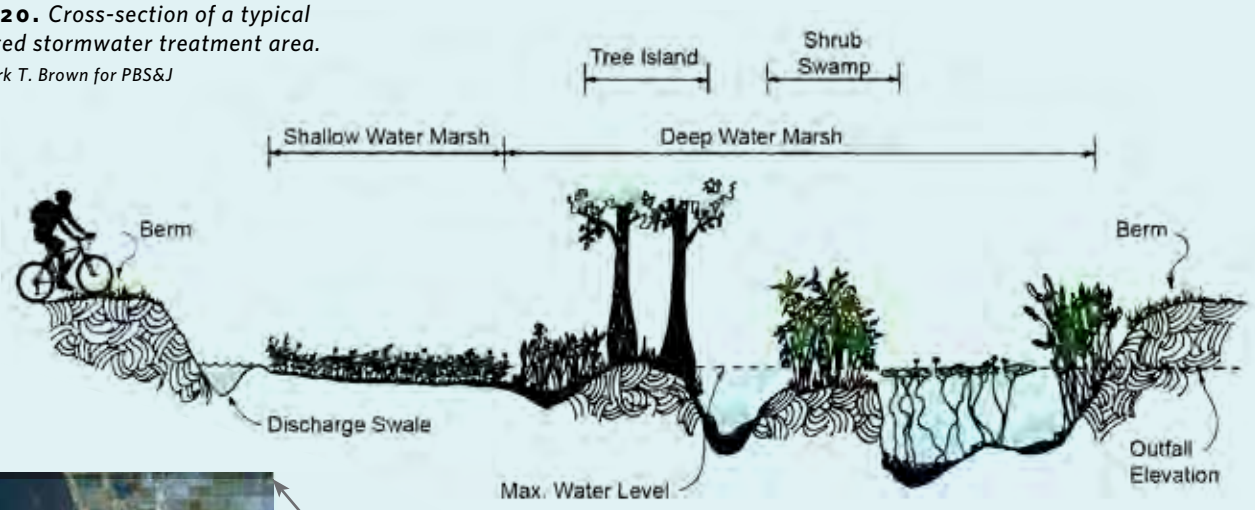


Increased water storage can be provided by creating wetland storage areas, stormwater treatment areas, and forested wetland sloughs to help buffer the system against droughts, while at the same time providing flood protection.

Stormwater Treatment

Wetland areas in the restored Peace Creek watershed would treat stormwater flowing off developed and agricultural lands. These areas would naturally remove nutrients, sediments, and other pollutants through biological, chemical, and physical processes. The large surface area would provide high-efficiency treatment for normal amounts of rainfall and significantly increase water quality in the system (*Figures 20* and *21*), helping to prevent waterbodies from becoming impaired and restoring and preserving water quality in urbanizing areas. The treatment areas would provide additional groundwater storage through slow infiltration. Portions of the wetlands would be designed to provide additional stormwater treatment to address existing or future water quality impacts. These created wetlands could also provide further treatment for reuse water before it is discharged to aquifers, lakes, or wetlands.

Figure 20. *Cross-section of a typical constructed stormwater treatment area.*
Source: Mark T. Brown for PBS&J



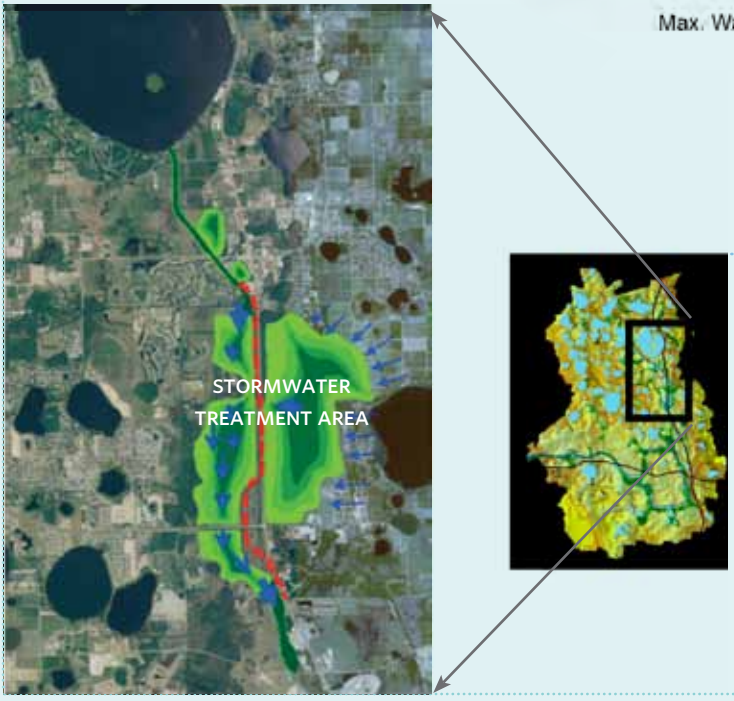


Figure 21.
Wetland areas in the restored Peace Creek watershed would treat stormwater flowing off developed and agricultural lands. These areas would improve water quality by removing sediments, nutrients, and other pollutants through natural biological, chemical, and physical processes.
Source: Mark T. Brown for PBS&J

Storage and Conveyance

The wetland storage and stormwater treatment areas, both of which store surface water, should be connected by forested wetland corridors, or sloughs, that can accommodate flows after heavy rains, when large quantities of water need to be moved quickly through the system (*Figure 22*). During periods of excessive rainfall, water would flow over the barriers and across a broad cross-section of the canal (an area broader than the canal) to maintain flood protection to neighboring properties. At the same time, these corridors should help to minimize the amount of water lost from the watershed during the dry season, when water storage is important.

The numerous small stream channels in a slough create friction, helping to slow the water. When water levels rise, a much wider corridor allows large amounts of flow. This wider area is kept clear of vegetation and brush by the tree canopy overhead. The wetland trees shade out vegetation below and can tolerate the system's constant variation in water levels.

In contrast, the current conveyance system, which consists of canal channels cut into the ground, is designed to carry surface water and groundwater out of the watershed all the time, even during periods of low rainfall. To ensure high flows during storms, the canals are kept clear of any obstacle to flow. Although this approach works well to move water out of the system, in the dry season water from the surficial aquifer enters the canal and continues to flow once stormwater has abated, continually seeping from underground supplies.

The conveyance capacity in the restored system is equal to or greater than that of the existing system, including an allowance for friction loss. For example, if the existing channel was 60 feet wide by 10 feet deep (or 600 square feet), the restored system would provide the same conveyance capacity if it was 200 feet wide by 3 feet deep. The revised capacity would be validated through modeling, using the Southwest Florida Water Management District's Peace Creek model. Using this approach, the sloughs will at least maintain, if not enhance, the capacity of the system for flood protection.

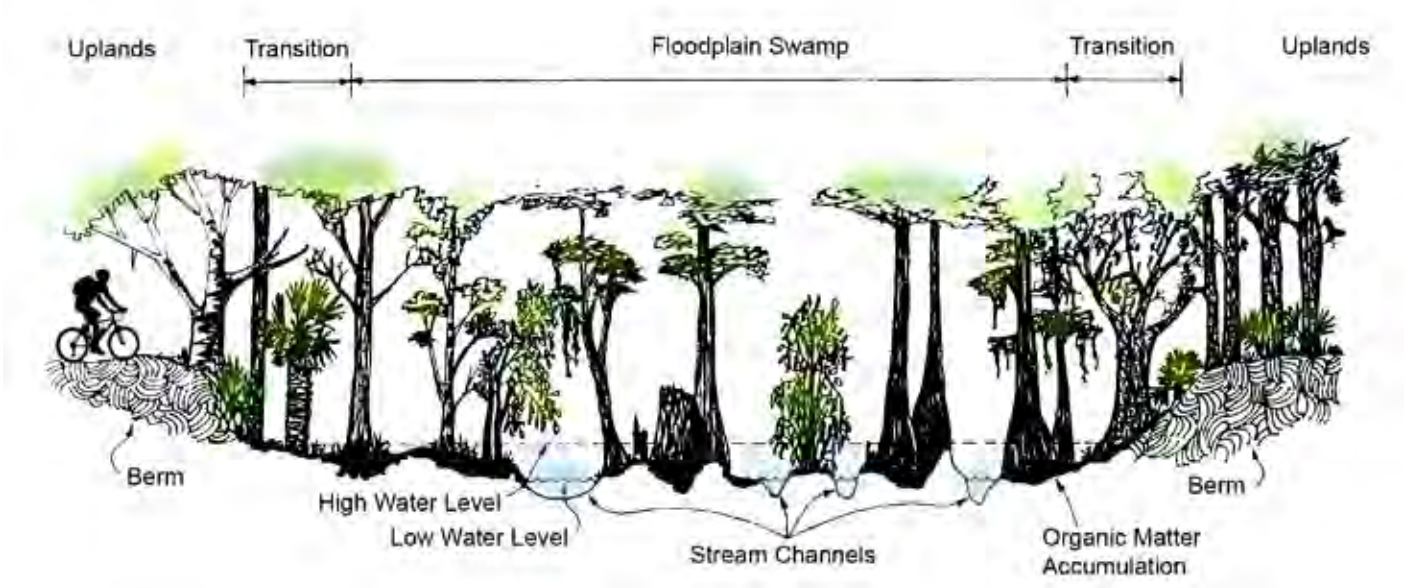


FIGURE 22. *Cross-section of a typical forested wetland slough with multiple stream channels that provide paths for water to flow across the landscape slowly, and wide corridors that can move floodwaters through quickly. Flood protection to the surrounding lands would be maintained or improved by increasing the cross-section width of the discharge area.* *Source: Mark T. Brown for PBS&J*

Nature Parks: An Essential Component of Hydrologic Restoration

These hydrologic restoration projects also serve as amenities, including recreation, water frontage, wildlife corridors, and scenic vistas.

Some elements of the *Sustainable Water Resource Management Plan* are already evidenced in the City of Winter Haven's existing and planned nature parks (also called hydric parks). As an essential component of hydrologic restoration, the nature parks conceptualized in the Plan offer many different kinds of opportunities to capture, treat, and store water both in the headwaters/Ridge and the middle and lower reaches/Polk Uplands areas of the watershed. For example, nature parks can be used to enhance and extend the wetland edges of lakes, and to treat stormwater before it enters the lakes. They can be used in residential neighborhoods, at the City's edge, or in a more rural landscape. Depending on the space available, they can be compact or cover large areas.

In addition to their water quality and water storage benefits, the parks will significantly contribute to the area's recreational system and provide beautiful vistas that attract development. They are intended to become recreational and aesthetic amenities that draw people to them, preserve the beauty of the landscape, create habitat for fish and wildlife, and provide economic and social benefits to the City and to neighboring areas. They generally contain passive recreational features such as hiking trails, boardwalks, fishing/observation decks, benches, picnic tables, and educational displays.

The City has already constructed three nature parks in the urban area to receive stormwater. The first, an 11-acre nature park at Lake Howard, captures and treats stormwater runoff from a 578-acre watershed. The second, a 6-acre nature park at Lake Hartridge, captures and treats runoff from a 105-acre watershed. The third park treats runoff from a 7-acre residential watershed and restores approximately 1,000 feet of lake shore at Lake Maude. A fourth park, still in the planning stages, will cover 34 acres and treat stormwater from a 328-acre watershed at Lake Conine.

Another nature park, the Circle B Reserve, was created by Polk County and the Southwest Florida Water Management District. Located between Lakeland and Winter Haven, this park, along with a new nature center, is one of the biggest tourist attractions in Polk County because of the large number of birds found there.

The nature parks conceptualized in this Plan will provide new water features in the landscape that will benefit both people and the environment. The City of Winter Haven envisions a series of interconnected nature parks throughout the watershed, linked by the Peace Creek channel, that will attract future development and create economic opportunities for future generations.









LAKE HOWARD NATURE PARK IS AN EXAMPLE OF A NATURE PARK THAT PROVIDES MULTIPLE WATER RESOURCE BENEFITS.



The restored natural systems provide many additional benefits, including improved habitat for fish and wildlife; recreational, aesthetic and waterfront amenities; a more livable, enjoyable, and safe community with increased property values; a strengthened community identity; and an improved quality of life.

Meeting Future Water Resource Needs for People and the Environment

The goal of the *Sustainable Water Resource Management Plan* for the Peace Creek watershed is to restore as much as possible the historical movement and storage of water to provide multiple benefits, not just the singular benefits usually targeted by expensive structural solutions. These benefits include supply for people and the environment (water quantity); treatment for aquifers, lakes, and rivers (water quality); flood protection; and the restoration and preservation of natural systems. In contrast, engineered infrastructure is very expensive to build, requires more long-term maintenance, and is much less efficient in storing and delivering water for future use.

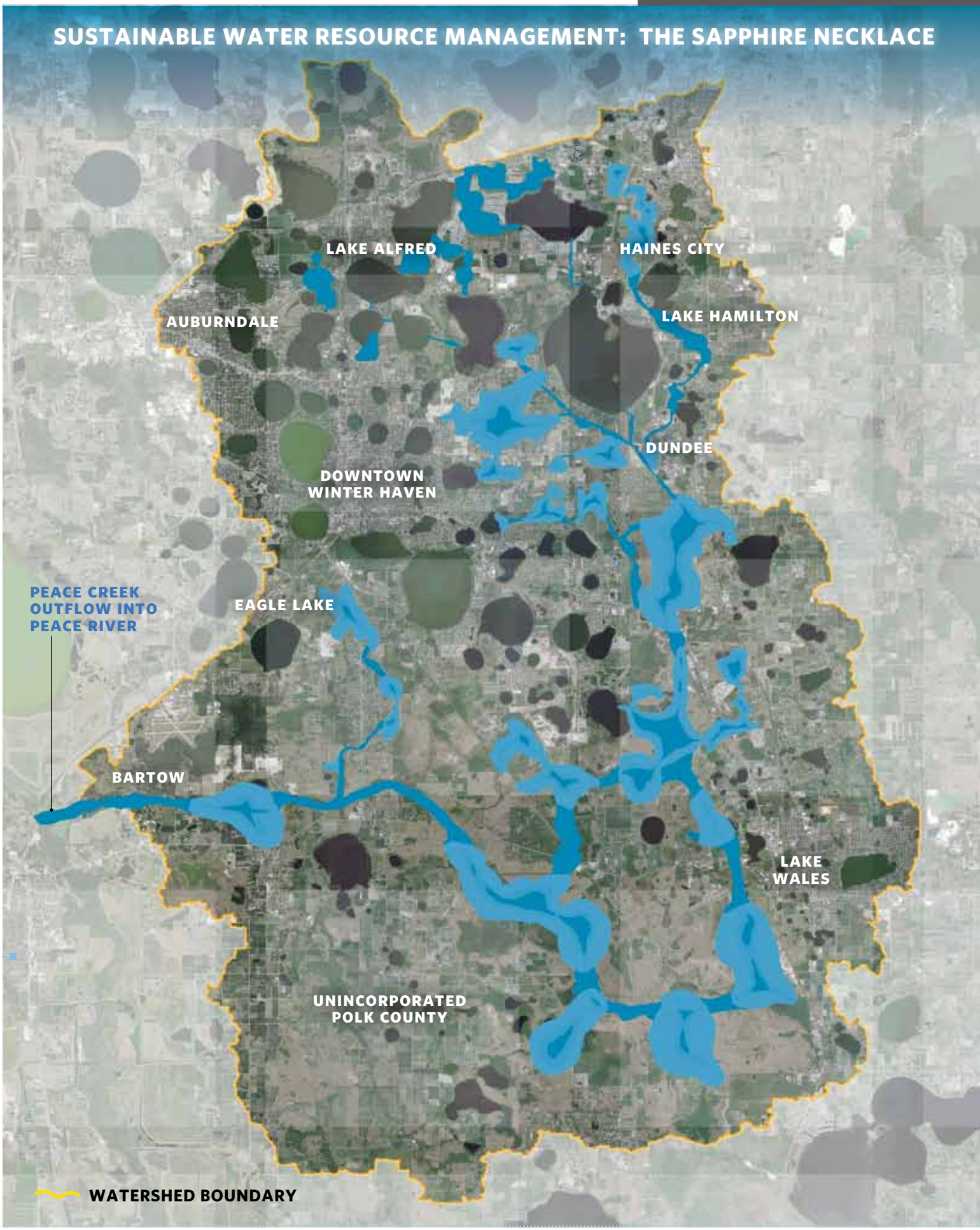
Currently, stormwater is directed to the lakes and moved out of the headwaters/Ridge area as quickly as possible. When it reaches the middle and lower reaches/Polk Uplands area, the water is drained rapidly through canals and into the Peace River. In contrast, in the restored network, increased infiltration and treatment of rainwater in the headwaters/Ridge area will help to improve water quality in lakes and aquifers, provide higher water levels throughout the year, and conserve water in the system so it is available during dry seasons.
In the middle and lower reaches/Polk Uplands area, up to 6,300 acres of wetlands will be restored. These areas will provide increased storage and conveyance, buffering the effects of dry seasons and extended droughts, reducing peak flows during major storms, and accommodating floodwaters. They will also help to remove pollutants and support natural ecosystems.

The *Sustainable Water Resource Management Plan* is based on a detailed understanding of how the watershed functioned in the past, the loss of hydrologic function that has occurred because of human alterations, and the opportunities for restoring the movement and storage of water in the Peace Creek watershed. This information provides the foundation for an integrated, comprehensive approach that will enable the communities in the watershed—including Winter Haven, Auburndale, Lake Alfred Haines City, Lake Hamilton, Dundee, Lake Wales, Bartow, and unincorporated Polk County—to meet their current and future water resource needs for both people and the environment. The sustainable management of water resources is essential if these communities are to achieve long-term economic, social, and environmental sustainability.

The Plan links most of the east Polk County communities in the Peace Creek watershed hydrologically, providing a basis for consistent, comprehensive land and water planning on a regional scale, as well as a means to develop common recreational amenities (***Figure 23***). Regional storage and mitigation provide benefits to individual landowners, allowing development to occur, while preserving natural systems and meeting the water resource needs of people and the environment. At the same time, flood protection for adjoining neighbors or the region is also improved. Additional benefits of the Plan include improved habitat for fish and wildlife; recreational, aesthetic, and waterfront amenities; a more livable, enjoyable, and safe community with increased property values; a strengthened community identity; and an improved quality of life.

Figure 23. *The restored hydrologic network, combined with existing lakes and other waterbodies, resembles a "sapphire necklace" of water. Infiltration and treatment areas in the headwaters/Ridge portion of the watershed carry water into the surficial and Floridan aquifers. From there, it moves into a number of different storage and conveyance areas in the middle and lower reaches/Polk Uplands. These areas, which provide scenic buffers for neighboring communities, are connected by the Peace Creek Canal.*
Source: Mark T. Brown for PBS&J

SUSTAINABLE WATER RESOURCE MANAGEMENT: THE SAPPHIRE NECKLACE



Benefits of the *Sustainable Water Resource Management Plan*

The *Sustainable Water Resource Management Plan* is an investment in the capacity of the natural landscape to provide multiple water resource benefits. In contrast, man-made structural solutions such as channels, ditches, reservoirs, and pipes are generally implemented primarily for singular benefits. In the long term, using the natural landscape to provide these multiple benefits will result in a less costly, more efficient water supply system for people and the environment. The Plan's multiple benefits include the following:.

WATER QUALITY BENEFITS—*Improves water quality in the Peace Creek watershed's lakes, rivers, and wetlands, and restores water quality in impaired waters as part of the state's Total Maximum Daily Load (TMDL) Program.*

ENVIRONMENTAL BENEFITS—*Restores wetlands; enhances water levels in the lakes and the wetlands surrounding those lakes; creates and protects quality habitat for fish, wildlife, and plants native to the community; and helps to restore natural rainfall and climate patterns in the area.*

ECONOMIC BENEFITS—*Restores and protects lakes, which are the reason that many people move to the area; expands the effective amount of waterfront to attract future development; creates economic opportunities for mitigation banking, water storage, and stewardship for landowners; facilitates economic growth by establishing a viable watershed approach to mitigation planning and stormwater permitting for future development; and saves money over the long term by using the natural infrastructure to provide valuable water resource services. Paying for these services now by restoring and preserving the natural infrastructure will provide more benefits and will be less costly than implementing and maintaining structural solutions in the future.*

WATER SUPPLY BENEFITS—*Recharges aquifers where all public water supply and most other supplies originate; provides more water for natural systems, lakes, and aquifers in the Peace Creek watershed; contributes to the maintenance of Minimum Flows and Levels (MFLs) in the Peace River; and is an important component of the Southwest Florida Water Management District's Recovery Strategy for the larger regional aquifer.*

FLOOD PROTECTION BENEFITS—*Increases the capacity of the landscape to treat and store the water from small rainfall events that is currently being discharged from the watershed in the name of flood protection and, through increased storage and conveyance, provides much-needed flood protection during large storms.*

SOCIAL, CULTURAL, AND RECREATIONAL BENEFITS—*Provides an integrated system of parks, trails, and other recreational areas (such as greenways and blueways), improves the area's aesthetic beauty, provides a more enjoyable and safe place to live with increased property values, strengthens the community's identity, creates a collaborative water resource management framework for many of the east Polk County cities and towns, provides the basis for making future land use decisions, and improves quality of life.*

CHAPTER 4

IMPLEMENTING THE SUSTAINABLE WATER RESOURCE MANAGEMENT PLAN FOR THE PEACE CREEK WATERSHED

There is no endeavor more noble than the attempt to achieve a collective dream. When a city accepts as a mandate its quality of life; when it respects the people who live in it; when it respects the environment; and when it prepares for future generations, the people share the responsibility for that mandate. This shared cause is the only way to achieve that collective dream.

—Jaime Lerner, Toward a Rechargeable City, Whole Earth Review, Spring 1995

The previous chapters describe the current state of water resources in the City of Winter Haven and Peace Creek watershed, where changes to the land have affected water resources. The hydrologic alteration of the watershed that began in the early 1900s has reduced wetland areas by over 30%, or nearly 9,900 acres. As a result, at least 27 billion gallons of water are no longer stored in the landscape. This is no small quantity—it is enough to meet all of the public supply needs for the City of Winter Haven for nearly 7 years.

The alterations to the watershed's hydrology have improved flood protection near drainage ditches such as the Wahneta Farms and Peace Creek Canals and made more land available for agriculture, homes, and businesses. However, the economic, environmental, and social costs of these alterations to the Winter Haven community, the Peace Creek watershed, and the larger Peace River Basin are far greater than their benefits. Many of these costs cannot be quantified and will more than likely be paid for with public funds in the future.

The most significant cost to the City of Winter Haven is the loss of its ability to provide adequate water resources in the future for both people and the environment (including lakes, wetlands, and aquifers). This loss affects the City's long-term economic viability. Major environmental costs include declining lake levels, decreased lake water quality, surficial aquifer drawdowns, navigable waterways that are dry part of the year, and less habitat for fish and wildlife. All of these result in a diminished quality of life and decreased sustainability.

For the larger region, the impacts include the environmental degradation resulting from reduced base-flow to the Peace River alternating with large pulses of nutrient-laden water during heavy storms, as well as regional aquifer declines that reduce the available supply of water for all uses.

In addition, the City (and the entire region) faces challenges such as changing rainfall patterns, prolonged drought, and continued economic and population growth. New development could result in further impacts if current regulations and approaches are followed. In the same way, increased water supply demands outside the watershed could make matters worse by lowering the regional aquifer further.

The current approach to managing water resources is not sustainable. If future residents want the same or a better quality of life, alternatives have to be considered as to how best manage water and land. The "do nothing" alternative will continue to reduce the quality and sustainability of water resources, and future generations will be burdened with paying for projects to restore water resources that are being impacted today in order to have the same quality of life. Alternatively, the community can choose to begin taking action to improve water resources for the future.

The clear choice is to actively pursue partnerships between governmental agencies, citizens, and land development interests to restore and improve water resources, while moving forward with comprehensively planned and strategically located economic growth. If this choice is not made today, future generations will pay a high economic, social, and environmental price.

Community Vision

For a watershed such as Peace Creek, which receives no surface or groundwater from outside its geographic area, preserving and restoring the watershed's natural hydrologic functions is essential for the long-term sustainability of its water resources. The vision for the Peace Creek watershed consists of an interconnected hydrologic network of lakes, canals,

wetlands, aquifers, open spaces, and parks that will help meet long-term water resource needs, including supply (water quantity), treatment (water quality), flood protection, and the preservation of natural resources. By managing its water resources to meet the current and future needs of both people and the environment, the City is building a solid foundation to improve community quality of life and maintain economic, social, and environmental sustainability.

By proactively identifying the essential hydrologic functions that must be restored and protected, the *Sustainable Water Resource Management Plan* (described in Chapter 3) provides a road map to making this vision a reality. The Plan outlines a framework to restore and preserve as much as possible the historical movement and storage of water throughout the watershed before drainage and other alterations took place, using stormwater runoff, excess floodwaters, and reuse water as resources, while still providing adequate flood protection. It effectively balances the water needs of both people and the environment by using the capacity of the natural landscape as efficiently as possible, including preserving land for water storage.

In other words, the system would be allowed to do naturally what it does best. Ultimately, what is good for the lakes and the environment (storage, treatment, and recharge) is good for the community and economic growth (supply and flood protection).

To provide the volume of storage needed to ensure adequate water supplies and flood storage in the future, about 6,300 acres of wetlands in the lower and middle reaches/Polk Uplands area of the watershed should be restored. As part of the natural landscape, these features provide opportunities for storage with many more benefits than traditional man-made structures and controls. The restoration of these natural features, along with increased treatment and aquifer recharge in the headwaters/Ridge area, will provide additional benefits.

The story of Winter Haven and the Peace Creek watershed not only provides compelling reasons why the protection and restoration of water resources are essential to a community's future, but the City's ongoing efforts also serve as a good example of how other communities can work to understand and manage their water resources.



Most communities evaluate water by looking at existing hydrologic conditions. In contrast, Winter Haven has evaluated the natural Peace Creek watershed before hydrologic alterations and is using that as a model for future land and water resource management.

While the City of Winter Haven can carry out many restoration activities within the Peace Creek watershed, a coordinated effort is needed to solve the larger problems that are outside the City's jurisdiction but affect all communities in the area. Restoring the regional aquifer and addressing other issues such as diminished Peace River flows must be carried out in collaboration with the other communities in the watershed, in concert with the Southwest Florida Water Management District, Florida Department of Environmental Protection, Florida Department of Transportation, Polk County, Lake Region Lakes Management District, and other agencies.

Priorities, Strategies, and Recommendations for Implementing the Plan

The Plan can be used to direct a wide range of activities to restore and protect water resources on a neighborhood, community, and regional scale. Basically, the goal of implementation is to mitigate the impacts of existing development and provide a framework for future development that will help to preserve and restore the watershed's essential hydrologic functions. As described in Chapter 3, the

Sustainable Water Resource Management Plan establishes two major priorities for restoring and preserving the essential hydrologic functions in the Peace Creek watershed:

1. *Increased infiltration and treatment in the headwaters/Ridge area; and*

2. *Increased storage and conveyance in the middle and lower reaches/ Polk Uplands area.*

Although both priorities are important, it is especially crucial to focus on the second priority listed: restoring storage and conveyance. Put simply, there is no point in increasing the amount of water infiltrating into the system only to have it drain quickly out of the watershed; it would be like trying to fill a bathtub with the drain still open.

This chapter lays out recommendations and strategies for implementing these two priorities, based on a collaborative effort with other communities in the region, as well as state and regional agencies. It also discusses specific next steps that the City can take as it begins to implement the Plan. The recommendations and strategies discussed here are, in essence, a set of tools that can be used to fund, direct, and support the implementation of the *Sustainable Water Resource Management Plan*, and to measure the results of implementation. They do not require a choice between people and the environment, but support both.

The tools to be considered—which can be political, regulatory, financial, incentive based, or project related—can be used simultaneously on both local and regional scales. They include land use planning, mitigation banking (and other funding options), redirecting stormwater and reuse water, and monitoring to measure progress towards specific goals. They build on activities that are already under way in the City of Winter Haven, Polk County, and the larger region, as well as those of regional and state agencies, and provide a long-term approach to implementation. They can be carried out by the City as part of a coordinated, collaborative effort with Polk County and other communities in the region, as well as with state and regional agencies, to minimize costs and avoid duplicated effort. Opportunities for public/private partnerships as well as profit-making private initiatives are also encouraged to further the Plan's implementation.

Many of these tools are subject to additional evaluation to identify their feasibility in the Peace Creek watershed and the City of Winter Haven. Some options may be more feasible than others; some may be more cost-effective; some can be implemented relatively quickly; and others would need to be implemented over a period of years. The tools will also need further fine-tuning in terms of design and implementation. In addition, new tools may become available that are not discussed in this document. Any proposed restoration activities using these tools should also be considered in light of the six guiding principles of sustainable water resource management described in detail at the end of Chapter 2 and summarized at right.

THE SIX GUIDING PRINCIPLES OF SUSTAINABLE WATER RESOURCE MANAGEMENT

1. *The total rainfall in the region is that region's water budget—supplies from outside the region are considered to be "borrowed" or "leased" and cannot be counted on during drought or after the watershed is built out.*

2. *In the long run, it is far more efficient and effective to use the watershed's natural infrastructure to provide multiple water resource benefits than to restore lost hydrologic function using structural, man-made means.*

3. *Any impacts to hydrology in the watershed should be mitigated within the watershed.*

4. *The locations of surface water and groundwater storage areas to protect and restore water resources must be integrated into urban and community design.*

5. *Stormwater, wastewater, and reuse water should be viewed as a valuable resource, rather than a form of waste to be disposed of, and this resource should be recycled and recharged at a rate commensurate with use.*

6. *Each parcel of land in the region should contribute to the water budgets of both the watershed and the region—that is, the postdevelopment hydrologic condition for each parcel should equal the predevelopment hydrologic condition as much as possible.*



Wood storks—an endangered species in Florida—
are frequent visitors to the South Lake Howard Nature Park.

Priority 1: Increased Storage and Conveyance in the Middle and Lower Reaches/Polk Uplands Area

This recommendation is the highest priority, since there is no point in increasing the amount of water infiltrating into the system in the headwaters/Ridge area of the watershed, only to have it drain quickly out of the watershed through the canals in the middle and lower reaches/Polk Uplands area. Storing the large quantities of excess floodwaters in the natural landscape, including aquifers, lakes and wetlands, prior to discharging them downstream is essential to achieving long-term water resource sustainability within the watershed.

***ACTION:** Use Comprehensive Land Use Planning and Land Development Codes To Direct and Guide Development and Restoration Activities*

This *Sustainable Water Resource Management Plan* creates a framework by which the City of Winter Haven can make future land use and water resource management decisions. The City's Comprehensive Land Use Plan is the legal instrument that guides future land use decisions. This Plan should be adopted as a part of the Comprehensive Land Use Plan to ensure that future land use and water management decisions are integrated. The recommendations contained in this Plan should be incorporated as policies in an updated Comprehensive Land Use Plan.

In addition, future plans for managing water resources, including water supply, water quality, and drainage, will need to incorporate the concepts contained in this Plan. The City's development of a Water Quality Management Plan for the Northern and Southern Chains of Lakes should include the hydrologic restoration concepts contained in this Plan as a road map for improving water quality and lake levels. Future plans for water supply should consider concepts for the recharge of stormwater and reuse water.

***ACTION**: Identify Future Storage and Conveyance Areas*

The *Sustainable Water Resource Management Plan* shows the general locations of areas that historically stored significant amounts of water. This information can be used to begin scientifically investigating areas that need further evaluation. Historical wetland, floodplain, and soil maps should be evaluated to identify in more detail the areas that could be used to store water. The hydrologic models currently under construction by the Southwest Florida Water Management District will provide excellent tools to further evaluate potential storage sites.

***ACTION:** Develop a Water Resource Overlay District and Ordinance*

Once potential storage sites are identified, they can be protected. An overlay district and ordinance is a good example of a form of protection that already exists and is being used in other areas of Florida and around the country. It is a way to proactively protect important features in the landscape as communities grow and develop. Overlay districts and ordinances have been used successfully to preserve historic areas; protect wellheads; establish buffers or setbacks from surface waters such as lakes, rivers, floodplains, and wetlands; restrict development in floodways (which are prone to damage from rapidly moving floodwaters); and protect critical water recharge areas. A notable example is the Innovation Way overlay development ordinance in Orange County, Florida, described on the facing page, that was created to protect and preserve the natural land and water resources of the Econlockhatchee River Basin.

Innovation Way: Protecting the Econlockhatchee River Basin

Innovation Way is a planned development corridor that encompasses approximately 32,000 acres bordering the Econlockhatchee River in east Orange County, Florida. This blackwater river is one of the last unspoiled rivers in central Florida, an Outstanding Florida Water, and the second largest tributary to the St. Johns River. The northern portion of the 17-mile-long development corridor already contains residential, commercial, and institutional development; the southern portion is largely undeveloped. To protect and preserve the natural resources of this ecologically valuable watershed, including the river and its floodplain, Orange County enacted a number of land use policies to promote the environmentally sensitive development of the area. For example, these policies include the following provisions:

- *Development plans must delineate and identify natural corridors that allow wildlife to move through needed upland and wetland habitats, such as wetlands and other environmentally sensitive areas.*
- *Lands acquired for wildlife preservation must be protected by a management plan that promotes the maintenance of native species diversity and offsets unavoidable development impacts elsewhere in the development corridor.*
- *New crossings of identified wetlands or other environmentally sensitive corridors must be evaluated on a case-by-case basis, and the number of new crossings must be minimized. Crossings must be appropriately sized, and fencing must be used to direct species to the crossings.*
- *The county's land development code must consider and implement appropriate mechanisms to preserve environmentally sensitive lands through acquisition and/or conservation easements.*
- *As part of the county's development approval, all new development in the area must maintain and monitor baseline data on species number and species diversity, in order to recognize the cumulative effects of development on species diversity and habitat over time. With sufficient data, the county can determine if additional policies are needed to protect species by protecting habitat types.*
- *Development must minimize damage to the 100-year floodplain, wetlands, and other environmentally sensitive areas by ensuring that public and private roads are sited to avoid crossing the floodplain and wetlands. Crossings must be located at the narrowest point of a floodplain or wetland system to ensure the continuity of a corridor.*
- *The county must consider amending the land development code to require upland buffers for environmentally sensitive areas in the development corridor and determine the appropriate criteria for these buffers.*
- *The interim use of stewardship lands is allowed, provided it does not negatively affect a property's long-term environmental viability.*

The goal of implementation is to mitigate the impacts of existing development and provide a framework for future development that will help to restore the watershed's essential hydrologic functions.

Overlay ordinances apply a common set of standards to a designated area that shares significant traits. These ordinances overlay existing land use codes and, in doing so, apply additional guidelines to achieve a common goal. For example, the federal government is trying to prevent development in floodways. The federal floodways in the Peace Creek watershed are identified in Federal Emergency Management Agency (FEMA) flood maps used for flood insurance rating purposes. A number of areas on either side of the Peace Creek Canal are identified as floodways where no development is allowed, and many of them correspond with elements of the *Sustainable Water Resource Management Plan*.

In the Peace Creek watershed, the overlay concept could be applied to preserve, restore, and protect the various essential elements of the hydrologic network described in the *Sustainable Water Resource Management Plan*, including critical aquifer recharge areas, lakes, floodplains, wetlands, stormwater treatment areas, and floodways. In fact, these areas would make excellent mitigation banking sites (see the discussion of mitigation banking on page 50). An overlay ordinance would allow the City of Winter Haven to extend protection into hydrologically important areas that are not otherwise protected. Any new requirements would have to be consistent with the policies of regional or state agencies, but additional site-specific criteria could be provided based on local needs.

Today, each individual development can address its own flood protection, stormwater treatment, and wetland mitigation needs onsite. This significantly reduces the amount of development that can occur on that individual parcel. In addition, the capacity of a single piece of land to carry out many different hydrologic functions is easily lost, and there is no provision for moving water during extreme flood events.

In contrast, implementing an overlay ordinance would facilitate development, particularly in the floodprone middle and lower reaches/Polk Uplands area of the watershed. With overlay ordinances, development would be allowed to occur within a larger, regional network of natural stormwater management features that would ensure flood protection. As a result, more of each individual parcel could be developed, while at the same time creating a regional benefit.

Overlay ordinances can be used to designate where water can be stored and treated, and how it will flow during flood events, thus leading to development in the right places in the right way. It allows the City to provide for development, but with foresight about how water moves and is stored in the Peace Creek watershed.

The use of overlay ordinances provides opportunities to carry out restoration work in support of the *Sustainable Water Resource Management Plan* at the same time that development is carried out. This is achieved by working with developers to incorporate elements of the Plan into their development projects. Development incentives, including expedited permitting, guaranteed future water supplies, reduced mpact fees, and the creation of mitigation opportunities up front, could be provided to developers who help implement the Plan. A basic premise of this Plan is that the restoration of water resources and development are interdependent.

Nature gives the Florida Peninsula a larger supply of rain and natural recharge than she gives most places elsewhere on Earth. All we need to enjoy these blessings is the intelligent management of water and related land resources. Most of the "messes" we now suffer have developed without an understanding of the requirements of good water-and-land management. We have these understandings now and we need not repeat the errors of the past . . . We can, if we will, live within our individual and regional water crops and still have enough water to meet the needs of all. But our most precious resource, our water supplies, can be needlessly ruined if we continue the careless and wasteful ways of the past. —*Garald Parker, The Hydrogeology and Problems of Peninsular Florida's Water Resources, 1975*

RECOMMENDATIONS FOR DIRECTING AND GUIDING DEVELOPMENT AND RESTORATION ACTIVITIES

1. *The City of Winter Haven should develop a Water Resource Restoration overlay ordinance and land development codes to direct and guide development in the Peace Creek watershed in a way that will restore, preserve, and protect water resources for people and the environment, including water supply, water quality, natural systems, and flooding. The various components of the overlay ordinance could include the following:*

   a. *Proactively identifying those areas important for future water supplies;*

   b. *Transferring development out of the floodplain and potential water storage areas;*

   c. *Requiring mitigation work to be completed within the Peace Creek watershed;*

   d. *Providing connections to wildlife corridors;*

   e. *Providing for interconnected pedestrian corridors;*

   f. *Using existing tools such as conservation easements, stewardship agreements, land trusts, and established drainage districts to manage newly created watershed projects;*

   g. *Establishing incentives for improving water resources, not just limiting impacts; and*

   h. *Creating rain gardens and percolation ponds to recharge groundwater in the headwaters/Ridge area of the watershed, as opposed to piping water to a large stormwater pond in the lower-lying middle and lower reaches/Polk Uplands area.*

2. *Once the overlay ordinance is developed, Polk County, as well as the other cities and towns in the watershed, should adopt a similar ordinance to cover the entire watershed. One idea is for Polk County to adopt the ordinance, with the cities having approval authority. The Central Florida Regional Planning Council may be able to provide assistance in this coordination effort.*

3. *The Southwest Florida Water Management District Peace Creek Watershed Management Model and other technical resources should be used to identify the potential storage areas, impacts, water control structures required, and other important details for implementing the Plan.*



Background: Mitigation Banking and Mitigation Credits

Mitigation banking is based on the requirement that if the hydrology of a parcel of land is altered through development, that impact must be mitigated, or compensated for. A mitigation bank is an aquatic resource, such as a wetland or stream, that has been restored, established, enhanced, or sometimes preserved to compensate for unavoidable impacts to aquatic resources permitted under a federal (Section 404), state, or local wetland regulation. A government agency, corporation, nonprofit organization, or other entity undertakes these activities through a formal agreement with a regulatory agency. Mitigation banks have four components, as follows:

Bank site—*The physical acreage restored, established, enhanced, or preserved;*

Bank instrument—*The formal agreement between the bank owners and regulators;*

Interagency Review Team (IRT)—*The federal interagency team that provides regulatory review, approval, and oversight; and*

Service area—*The geographic area where permitted impacts can be compensated for.*

A mitigation bank's value is defined in mitigation credits. A bank instrument establishes liability, performance standards, management and monitoring requirements, and the terms of bank credit approval. It also identifies the number of credits available for sale and requires the use of ecological assessment techniques to certify that those credits provide the required degree of ecological improvement.

The amount of credit is determined using a functional assessment method such as the Uniform Mitigation Assessment Method (UMAM) (Rule 62-345, Florida Administrative Code) to establish the value of the improvement. The credits are then sold to third parties who need to offset their own proposed impacts. This transfer of management responsibilities and liability is very attractive to permit holders, who would otherwise be responsible for the design, construction, monitoring, ecological success, and long-term protection of a site.

—Adapted from the U.S. Environmental Protection Agency's Website at http://www.epa.gov/owow/wetlands/facts/fact16.html

***ACTION:** Use Mitigation Banking To Direct the Location and Funding of Restoration Activities*

Since restoration activities are usually far more costly than protecting water resources in the first place, funding restoration is a major consideration. Possibilities include using mitigation banks to direct restoration to the areas identified in the *Sustainable Water Resource Management Plan* and to pay for restoration, as well as using the Southwest Florida Water Management District's Surface Water Improvement and Management (SWIM) restoration funds to mitigate impacts from Florida Department of Transportation activities. Other funding possibilities, discussed later in this chapter, include the City's existing stormwater and water supply utilities.

Agricultural, industrial, commercial, and residential land uses affect the movement, storage, and treatment of water. Federal and state regulations seek to minimize or compensate for the impacts of those land uses through a process called mitigation. Mitigation means that the amount and type of lost hydrologic function must be calculated and then re-created somewhere else. Examples include mitigation

for wetland losses, losses of habitat essential to threatened and endangered species, and impacts to riverine systems, as well as water quality and flood protection. The mitigation process can also be extended to include pollutant and carbon trading.

Historically, mitigation occurred onsite; however, isolated mitigation projects resulted in the fragmentation of hydrologic and wildlife habitat systems. The cumulative impacts of many individual projects reduced the resilience of natural systems to act as a buffer against droughts and other environmental stresses, and often led to flooding. The U.S. Army Corps of Engineers and state and local governments are now encouraging mitigation at a watershed scale, to ensure that water resources are preserved as part of a larger hydrologic system, to retain that system's essential hydrologic function, and to protect wildlife habitat. The *Sustainable Water Resource Management Plan* is consistent with current rules that encourage the use of watershed-scale mitigation instead of onsite mitigation.

Mitigation banking can be a valuable restoration tool. Since development affects water resources, the bank sells mitigation credits to fund activities to restore those resources. As part of the implementation of the *Sustainable Water Resource Management Plan*, a developer would purchase mitigation credits from a mitigation bank, and those funds would be used to carry out restoration work in the areas identified in the Plan as priorities. In effect, the mitigation efforts of future development would pay for implementing significant portions of the Plan. It is important that mitigation planning also consider the impacts of historical alterations. For the Peace Creek watershed, the goal is not only to mitigate for planned development, but also for many years of hydrologic alterations.

Mitigation banks can be either public or private. Both options work well. If the bank were publicly owned, bank profits could be used to acquire additional lands for restoration and to increase the size of the mitigation bank—both of which are desirable. If the bank were owned by private investors or some other entity, it would be paid to restore lands identified in the *Sustainable Water Resource Management Plan* as restoration priorities. The CSX Integrated Logistics Center facility and/or other anticipated private and public projects in the Peace River Basin could be the mitigation bank's customers.

The Southwest Florida Water Management District has identified the entire Peace River Basin as an area for mitigation banking, meaning that an impact in the Peace Creek watershed can be mitigated anywhere in the Peace River Basin. However, this does not help the sensitive Peace Creek watershed but only makes matters worse, since mitigation will likely occur downstream of one of the most severely affected areas in the Peace River Basin.

The Peace Creek watershed needs to be identified as the area for mitigation banking because of its unique hydrologic function and the important role it plays in the entire Peace River Basin and the regional aquifer systems. Any improvements in the Peace Creek watershed would also benefit the Peace River's surface water and groundwater system.

In addition, to the greatest extent possible, the mitigation banks should be directed to the areas identified in the *Sustainable Water Resource Management Plan.* For example, the storage areas and floodways described in the Plan would be a good location for one or more mitigation banks.

Ideally, the Southwest Florida Water Management District would designate the Peace Creek watershed as a "nested regional watershed" within the Peace River Basin. This "watershed-within-a-watershed" is created to concentrate mitigation in a smaller area with different specific needs than those of the larger regional watershed. There is no Southwest Florida Water Management District precedent for this designation. However, the

St. Johns River Water Management District, with identical statutory authority and nearly identical regulations, has established five nested regional watersheds in its district. Each of these watersheds contains wetlands and/or associated creeks and riparian areas that the district has deemed to be of such unique value (such as habitat for listed species) that impacts can only be offset close to these unique resources.

Mitigation banking requires authorization from the U.S. Army Corps of Engineers (known as a Mitigation Banking Instrument) and the Southwest Florida Water Management District (through an Environmental Resource Permit). State rules currently allow onsite or nearby mitigation, but practices and policies increasingly favor the use of mitigation banks on a watershed scale, because of the relatively poor success rate of many onsite mitigation projects.

Federal law also allows for water quality and hydrologic mitigation, while state policy is primarily concerned with wetland mitigation. In the Peace Creek watershed, improvements in hydrologic function will ultimately improve the natural system, and these elements should be allowed to compensate for each other as a part of an overall watershed restoration strategy.

RECOMMENDATIONS FOR DIRECTING THE LOCATION OF AND FUNDING FOR RESTORATION ACTIVITIES THROUGH MITIGATION BANKING

1. *All hydrologic impacts from development in the Peace Creek watershed, including wetlands destruction, water quality degradation, flooding, and decreased aquifer recharge, should be mitigated in the Peace Creek watershed, rather than the larger Peace River Basin.*

2. *To accomplish this goal, the Southwest Florida Water Management District should identify the Peace Creek watershed as a nested regional watershed within the larger Peace River Basin, and possibly also within the Southern Water Use Caution Area. This would require the district to revise its map of regional watersheds to add the boundaries of the Peace Creek watershed, and to add a footnote in the map denoting the Peace Creek watershed as a nested regional watershed, using language similar to that of the St. Johns River Water Management District in its map of regional watersheds. The rule should state that all hydrologic impacts, including wetlands, water quality, and hydrologic impacts (past and present), should be managed according to the needs of the Peace Creek watershed.*

3. *The City of Winter Haven should ask the state to identify the Peace Creek watershed as a receiving area for other impacts throughout the Peace River Basin (and possibly the Southern Water Use Caution Area), as a pilot program for implementing watershed-scale hydrologic restoration. The mitigation of other impacts could be directed to the Peace Creek watershed, as a part of restoring the headwaters of the Peace River Basin.*

4. *The City should evaluate opportunities for establishing a mitigation bank and opportunities for mitigation, including identifying the acres of land and the value of the credits available in the Peace Creek watershed. These opportunities could be public, private, or a public/private partnership.*

5. *The City should evaluate the feasibility of mitigation banking as a mechanism for restoring the areas identified in the* Sustainable Water Resource Management Plan *(**Appendix D** provides a detailed description of the evaluation process).*

6. *Developers who carry out restoration activities according to the* Sustainable Water Resource Management Plan *should gain multiple permitting benefits. Since a master plan is already prepared for wetland and hydrologic mitigation, permit applications that are consistent with the Plan should be expedited.*



***ACTION:** Use Surface Water Improvement and Management (SWIM) Restoration Funding To Mitigate Impacts from Florida Department of Transportation Activities*

The Florida Department of Transportation's ability to offset the destructive impacts of its road construction activities, such as wetland destruction, is often severely restricted because of existing development and the fact that there may be no mitigation opportunities in a particular right-of-way. Thus, the agency pays a fee to the Southwest Florida Water Management District's SWIM Program in lieu of providing mitigation. This option is also available to other transportation authorities, including toll and expressway authorities.

The district should identify the areas in the *Sustainable Water Resource Management Plan* as being the recipients of these mitigation dollars. This is an ideal route, because the district could specifically direct those funds towards building elements of the Plan. However, SWIM funds can only be used for elements of the Plan that are publicly owned. A district-sponsored SWIM project in the Peace Creek watershed would be funded through a Florida Department of Transportation escrow fund.

***ACTION:** Manage the Hydrologic Network Identified in the* **Sustainable Water Resource Management Plan** *as a Regional Stormwater Management System*

The restoration of areas for water storage and conveyance, as proposed in the *Sustainable Water Resource Management Plan*, will help the City manage its stormwater as a resource to be preserved and protected. Rather than having each individual development address its own stormwater management needs, a larger system of interconnected water features can be managed more effectively and comprehensively than if it is split into many different pieces. This comprehensive approach meets the requirements of individual developments but also provides water resource benefits to the entire community. In fact, it may allow lands that would not otherwise be developed, because of their potential for flooding, to be developed for intensive land uses that are compatible with environmental protection.

The Southwest Florida Water Management District's hydrologic and hydraulic model can be used to ensure that flood protection is not compromised or reduced, and that the *Sustainable Water Resource Management Plan* provides adequate flood protection that meets the water resource needs of individual developments and the community.

RECOMMENDATIONS FOR MITIGATING IMPACTS FROM FLORIDA DEPARTMENT OF TRANSPORTATION ACTIVITIES

1. *The Southwest Florida Water Management District should identify the Peace Creek watershed, and specifically the areas identified in the* Sustainable Water Resource Management Plan*, as the receiving areas for mitigating Florida Department of Transportation wetland impacts throughout the district.*

RECOMMENDATIONS FOR MANAGING THE HYDROLOGIC NETWORK AS A REGIONAL STORMWATER MANAGEMENT SYSTEM

1. *The City should use the Southwest Florida Water Management District's hydrologic and hydraulic model to ensure that the implementation of the* Sustainable Water Resource Management Plan *provides adequate flood protection for current and future development, while at the same time meeting the water resource needs of individual developments and the Winter Haven community.*

2. *The City should investigate the feasibility of using pollutant trading credits to help meet requirements for state and federal water quality standards and stormwater quality treatment within the Peace Creek watershed.*

3. *The City should consider requesting that the Peace Creek watershed be subject to a "special basin rule"of the Southwest Florida Water Management District permitting process to incorporate a regional stormwater approach, while also managing flood storage, wetland restoration, water quality improvements, and aquifer recharge (quality and quantity).*

Priority 2: Increased Aquifer Recharge and Water Quality Treatment in the Headwaters/Ridge Area

While the City of Winter Haven and other entities work to increase the amount of water stored in the middle and lower reaches/Polk Uplands area of the watershed using wetland restoration combined with increased conveyance for large storm events, the second major priority is to "prime the pump"in the headwaters/Ridge area. By viewing stormwater and treated wastewater as valuable resources, and increasing recharge and water quality treatment in the headwaters/Ridge area to the greatest extent possible, the water can gradually make its way through the hydrologic system, providing the maximum benefit to aquifers and lakes. Stormwater is water provided by nature at no cost that would have historically infiltrated, and the reuse of treated wastewater can be used to supplement stormwater recharge.

The two principal ways to increase aquifer recharge and water quality treatment are as follows:

1. *Redirect stormwater into the ground throughout the headwaters/Ridge area, including downtown Winter Haven, using features such as rain gardens, pocket wetlands, and roadside and parking lot swales; and*

2. *Use treated reuse water for irrigation, percolation, or aquifer recharge on the land surface as high up as possible in the headwaters/Ridge area. It is also essential to evaluate the effects of these activities on aquifer and lake levels, and on water quality, through a surficial aquifer and lake monitoring program. The City is already proposing to implement such a program.*

The costs and issues associated with each of these options vary widely. For increased stormwater infiltration, there is the expense of retrofitting developed areas with rain gardens and percolation swales, so that rainwater does not run off from impervious surfaces into the lakes but is captured on the land surface so that it can soak into the ground.

For reuse, there are costs associated with treating, piping, and pumping the irrigation water to be applied to the land. With reuse water in particular, nutrients such as nitrogen and phosphorus also can affect the quality of drinking water supplies and accelerate plant and algal growth in surface waters.

For both options, an overlay ordinance could be used to specify where and how retrofits would be constructed, as well as requirements for new development. Other ordinances could be enacted to require individual homes and businesses to connect to the reuse supply for irrigation use.

***ACTION:** Redirect Stormwater into Rain Gardens and Treatment Areas Throughout the Downtown and Residential Areas To Recharge the Aquifer*

The City of Winter Haven, as well as the other communities in the headwaters/Ridge area of the watershed, should recharge the surficial aquifer in this area with the amount of stormwater that would have historically infiltrated locally, and that is currently discharged via pipes to the lakes. As discussed earlier, this amount for the Southern Chain of Lakes (approximately 2 billion gallons per year, or 5.5 million gallons per day) can be recharged by constructing water storage features on about 5% of the total land surface in the City's downtown and residential areas.

Because recharge is so rapid in many parts of the headwaters/ Ridge area, there is little or no time for stormwater to receive treatment before it enters the surficial aquifer. As described earlier, once the water enters the surficial aquifer, a large portion of it enters the lakes. Thus, as the City designs and builds features to redirect and absorb stormwater, it will need to consider the source of the water and the amount of treatment needed to improve water quality. For example, water flowing off a roof is relatively clean and requires virtually no treatment, while water coming off a road picks up contaminants and requires additional treatment to remove oil, grease, sediments, nutrients, and other substances.

To increase the amount of local stormwater infiltration and treatment, the City should implement as many small projects as possible in its downtown commercial and residential areas, which are underlain by sandy Ridge soils. Features such as rain gardens, swales, and pocket wetlands can be used to incorporate these projects as landscape amenities. A number of projects, including the following, are currently under way or planned:

- *The first project, just completed, is just across the street from City Hall to the east: a shallow (9-inch-deep), broad rain garden will receive drainage from about 65% of the roof area of the City's Technical Services/ Building Department building.*

- *On 4th Street Northwest, across from the Library, there has been a persistent problem with standing water. A French drain percolation system is currently under construction that will allow water to seep into the ground.*

- *On Avenue C Northwest—an area with persistent drainage problems —a right-of-way will be used for a French drain percolation system to solve drainage problems, as opposed to creating a new inlet to allow the water to directly discharge to the lakes.*

- *The City recently retrofitted a significant portion of the 6th Street Southeast corridor with rain gardens during the reconstruction of this area.*

To provide additional treatment in areas receiving more pollutants, wetlands, swales, and rain gardens should be designed as bioretention areas. These features would include grasses and other native plants to capture sediments and take up nutrients. Oil and grease would settle in the grass and eventually break down in sunlight and through natural processes.

The Southwest Florida Water Management District is providing grant funding to the City to develop more water quality treatment and infiltration projects in the downtown and residential areas. It is anticipated that this cooperative effort will provide a significant start to a long-term effort to ensure that stormwater is used as a beneficial resource.

The City should identify opportunities for increased stormwater recharge and treatment in areas yet to be developed. It is essential to preserve and protect important hydrologic features before any development occurs because of the important functions they carry out. These functions, such as protecting water quality in lakes and helping to maintain lake water levels, are provided at no cost to the public. The City could protect many of these hydrologic features using public utility dollars, possibly including funds from its stormwater utility. As new development and redevelopment occur, the overlay ordinance could require these features to be preserved and protected.

RECOMMENDATIONS FOR REDIRECTING STORMWATER TO RECHARGE THE AQUIFER

Downtown and Residential Areas (areas with high recharge/infiltration rates)

1. *In addition to the sites that staff have already identified, the City should carry out a comprehensive survey of its downtown and residential areas to locate publicly owned sites (such as parking lots, roads, and large rooftops) that can be used to infiltrate stormwater runoff. The goal is to identify 5% of the total downtown and residential area that can ultimately be set aside for this use.*

2. *Once these areas are identified, the City should determine which type of feature is appropriate for each individual site and establish priorities based on cost, ease of installation, amount of infiltration, and amount of treatment needed, with the goal of increasing infiltration as much as possible at the lowest cost.*

3. *The City should adopt land development codes to ensure that stormwater is percolated into the ground in the headwaters/Ridge area using low-impact development concepts, as opposed to allowing new development to direct stormwater downhill into large stormwater treatment ponds. This will allow infiltration into the sandy headwaters/Ridge area for storage, as opposed to simply providing stormwater treatment and discharge. Existing codes should be reviewed to encourage landscaping and parking that allow historical percolation.*

4. *The City should reduce the use of pesticides and fertilizers in publicly owned areas by implementing environmentally sensitive approaches such as Florida-friendly landscaping, which provides a framework for activities such as integrated pest management (IPM) and reduced fertilizer use., This will help to reduce the amount of contamination entering groundwater and surface water.*

5. *The City should provide education and incentives that encourage homeowners to reduce stormwater runoff and increase infiltration in residential areas by using swales, downspout rain gardens, and features such as natural depressions. Other residential options include encouraging the use of rain barrels and pervious driveways. Incentives could include mini-grants for homeowners to construct rain gardens, or credits for their stormwater utility fees, or reductions in their stormwater utility fees.*

6. *The City should provide education and incentives that encourage homeowners to use approaches such as IPM and Florida-friendly landscaping to reduce the use of fertilizers and pesticides in residential areas. This will help to reduce the contaminants entering groundwater and surface water. Incentives could include mini-grants, or reductions in homeowners' water and stormwater bills.*

Developing Areas at the City's Edge (areas with low recharge/infiltration rates)

1. *The City should identify the most essential portions of the hydrologic network and the valuable natural functions these areas perform, so that they can be preserved. Geographic information system (GIS) databases for wetlands and floodplains can be used to identify these areas initially.*

2. *As in the downtown and residential areas, the City should identify opportunities for increased stormwater recharge and treatment in areas still to be developed. An overlay ordinance can be created to direct efforts in those areas where they will benefit overall water resources.*

3. *The City should also implement an overlay ordinance immediately to protect essential portions of the hydrologic network at the City's edges from development, and address how development would be allowed to occur in other areas. The ordinance could include no-development zones in the most critical areas, and limited-development zones or buffers to guide the development process in less critical areas.*

4. *The City should increase the number of nature parks at its edge, with decisions about the type of park (wet vs. dry) based on the amount of treatment needed to improve water quality before infiltration occurs.*

5. *Concepts such as rain gardens, percolation areas, the transfer of development rights, and the encouragement of "conservation subdivisions" should also be included on a case-by-case basis, depending on the unique hydrologic conditions of an area.*

6. *As a general recommendation, the City should take an active role in helping other communities in the Peace Creek watershed implement similar restoration strategies and efforts. This will also ensure the viability of their future water supply, water quality, and quality of life, and address flooding issues.*

RECOMMENDATIONS FOR ADOPTING AN OVERLAY ORDINANCE TO PROTECT ESSENTIAL HYDROLOGIC FEATURES

1. *For both increased stormwater infiltration and reuse, an overlay ordinance should immediately be developed and adopted to protect essential portions of the Peace Creek watershed's hydrologic network and address how development is allowed to occur—including where and how retrofits will be constructed and requirements for new development.*

2. *The City should provide this protection before the watershed is built out, not after.*

3. *The overlay ordinance should be used to create restoration zones in the most critical areas, and limited-development zones or buffers to guide the development process in less critical areas. Concepts such as transfer of development rights, designations for conservation subdivisions, and other incentives should be explored to ensure the long-term protection of these areas.*

4. *The City should build additional nature parks, and should do so based on the conditions and treatment requirements in specific places. Parks with wet ponds that contain water all the time should be used to treat stormwater runoff from contaminated areas such as roads and parking lots, while parks with dry ponds should be used to rapidly infiltrate stormwater runoff that requires little or no treatment.*

***ACTION:** Adopt an Overlay Ordinance for the Ridge/Headwaters Area and City's Edge*

In areas containing significant wetlands, lakes, and other important hydrologic features—such as the Ridge/headwaters area and the City's edge—the City should establish and adopt overlay zones immediately to provide special protection for essential portions of the Peace Creek watershed's hydrologic network and to address how development is allowed to occur. The City should do this before the watershed is built out, not after. To protect important features needed for storage and increased recharge to the lakes, overlay ordinances could be used to create restoration zones in the most critical areas, and limited-development zones or buffers could be used to guide the development process in less critical areas. Concepts such as transfer of development rights, designations for "conservation subdivisions,"and other incentives need to be explored to ensure the protection of these areas.

Nature parks, or hydric parks, discussed on page 38, will be a crucial component of the City's strategy to increase storage and treatment in a way that integrates these functions into community life and at the same time supports the local economy. The City has already constructed three such nature parks in the urban area, with a fourth in the design and permitting stages:

- *An 11-acre nature park at Lake Howard captures and treats stormwater runoff from a 578-acre watershed;*
- *An 8-acre nature park at Lake Hartridge captures and treats runoff from a 105-acre watershed;*
- *An 11-acre nature park at Lake Maude treats runoff from a 5-acre residential watershed and restores approximately 1,000 feet of lake shoreline; and*
- *A planned nature park at Lake Conine will cover 34 acres and treat stormwater from a 328-acre watershed.*



It will be important for the City to supplement aquifer recharge from stormwater by also applying reuse water to the land at strategic locations.

Located in populated areas of the watershed, the nature parks are perhaps the most visible part of the City's approach to increasing the storage and treatment of stormwater, because they are seen and used by residents and visitors. Not only do they provide both water quality and water storage benefits, they become recreational and aesthetic amenities that attract people, preserve the beauty of the landscape, create habitat for fish and wildlife, and provide economic and social benefits to neighboring areas. The parks can be small or large, to accommodate different circumstances. They can be used in residential neighborhoods, in areas of new growth, or in more rural areas (such as the Circle B Reserve, located between Lakeland and Winter Haven) to enhance and extend the wetland edges of lakes, and to treat stormwater before it enters the lakes.

Not only should the City build additional nature parks, it should do so based on the conditions at a specific place. For example, nature parks with wet ponds that contain water all the time should be used to treat stormwater runoff from roads, parking lots, and other areas with significant amounts of contamination. In contrast, parks with dry ponds should be used to rapidly infiltrate stormwater runoff that requires little or no treatment.

***ACTION:** Redirect Reuse Water To Augment Aquifer and Surface Water Recharge*

Because communities are looking for ways to offset surface water and groundwater withdrawals for water supply, the bulk of the water supply projects in the state over the last decade have been reuse projects. Reuse water consists of treated, or reclaimed, water from a wastewater treatment plant that is recycled and used for other applications, such as golf course and residential irrigation. Although the water is highly treated and safe, under current state regulations it cannot be used for drinking water or for other uses involving human consumption.

While many wastewater facilities still discharge treated wastewater to surface waters, eventually all these facilities may be required to reuse all or most of their effluent. The state now requires coastal areas with ocean outfalls of wastewater to reuse this resource beneficially. The conversion to reuse is currently under way in many coastal areas and in other parts of the state where new supplies of potable drinking water are becoming harder to find.

However, the challenge facing many communities statewide is that there are not enough strategically located places to apply all the reuse water, or the treated reuse water is not in a location where it can do the most good. The City of Winter Haven provides a good example of this scenario. Water is pumped from the area east and southeast of the downtown area, but it is treated and discharged in the lower reaches/Polk Uplands area of the watershed, where it discharges to Peace Creek. To be used most effectively, the water needs to be brought back to the headwaters/Ridge area, to recharge the aquifer from which it came.

In addition, treated reuse water is high in nutrients—particularly nitrogen and phosphorus—compared with the levels in drinking water and natural systems. When the reuse water is applied as irrigation on the land surface, the nutrients benefit plant growth. However, those same



Example of a rapid infiltration basin (RIB) in Orlando, Florida.

RECOMMENDATIONS FOR REDIRECTING REUSE WATER TO RECHARGE THE SURFICIAL AQUIFER AND SURFACE WATERS

1. *The City of Winter Haven should recycle and reuse all wastewater and reuse water that comes from the Peace Creek watershed within the watershed, as opposed to discharging the water from the watershed.*

2. *The City should examine the possibility of using reuse for augmenting aquifer recharge or surface water supplies in the Peace Creek watershed on a facility-by-facility basis.*

3. *The City should carefully examine the specific areas where the reuse water would be applied. The most viable options for applying reuse water are probably indirect aquifer recharge using rapid infiltration basins (RIBs), as well as discharge to natural and man-made wetlands and potential discharge to surface waters such as lakes, streams and rivers. The quality of water recharged using RIBs is a major consideration.*

4. *The City should explore the application of reuse water to surface waters or indirect aquifer recharge in the head-waters/Ridge area, to maximize the benefits to the watershed and increase the amount of water storage and the length of time the water is stored.*

5. *The City should consider the acquisition of a wetland storage site in the recharge zones of the most significant wellfields that could also be used to store floodwaters during high flows.*

6. *The City should consider using the large, interconnected system of wetlands proposed in the Sustainable Water Resource Management Plan to supplement the treatment of reuse water and floodwater before they enter the surficial aquifer and adjacent surface waters. An important factor to be considered is sizing the wetlands to store enough water for a long enough period to provide the necessary treatment, before the water is discharged. Such a system could provide multiple benefits, including water storage, treatment, locations for infiltration basins for aquifer recharge, wetland habitat, and public recreation.*

7. *The City should ask the Southwest Florida Water Management District to provide a "water reservation" as aquifer levels recover in the Peace Creek watershed, to ensure that hydrologic improvements continue and that the district does not issue permits for future consumptive uses until full restoration occurs.*

nutrients, if they enter surface water as runoff, can disrupt a waterbody's health by accelerating the growth of algae. If excessive amounts of reuse water percolate underground, the nitrogen can be carried into surface waters via groundwater.

The drawdown of the regional aquifer and the recent prolonged drought have significantly affected the City of Winter Haven's ability to restore local aquifer levels. It will be important for the City to supplement aquifer recharge from stormwater by applying reuse water to the land at strategic locations. Also, other communities need to be included as partners in creating an integrated approach for reuse water to help restore the watershed.

In addition, as the City seeks to augment aquifer recharge, it will need to ensure that nutrients are at low enough levels and the reuse water is applied at a rate that does not exceed the capacity of soil and plants to take up the nutrients. This could mean implementing additional water quality treatment at wastewater facilities to lower nutrient levels even further if necessary, or using man-made wetlands to provide adequate treatment and storage to protect water that goes to the surficial aquifer and lakes.

The application of reuse water to augment aquifer recharge or surface water in the Peace Creek watershed will need to be examined on a facility-by-facility basis, as will the specific areas or waterbodies where the reuse water will be applied. The most viable options for applying reuse are constructing RIBs for aquifer recharge, using reuse water for irrigation in specific areas where recharge is needed, using existing dry retention ponds for percolating water in the dry season, discharging treated reuse water

to natural or created (man-made) wetlands for treatment, and potentially discharging to surface waters such as lakes, streams, and rivers.

The large, interconnected system of wetlands proposed in the *Sustainable Water Resource Management Plan* could be used to supplement the treatment of reuse water before it goes into the aquifer and adjacent surface waters. One important factor to be considered is sizing the wetlands to store enough water for a long enough period to provide the required treatment, before the water is discharged indirectly to the aquifer or directly to surface waters. This approach may prove more efficient than providing additional wastewater treatment to reduce nutrients.

Of the City's current wastewater facilities, Plants #2 and #3 provide additional treatment suitable for the reuse of wastewater. Reuse water from Plant #2 primarily goes to land application (a golf course and cemetery) in the northern part of the watershed, and the water from Plant #3 goes to the Peace Creek Canal, where it quickly leaves the watershed.

Ideally, the application of reuse water to surface waters or indirect aquifer recharge should be carried out as high as possible in the headwaters area (but within the same groundwater basin), to maximize the benefits to the watershed by increasing the amount of water stored for longer periods. One of the existing reuse lines runs through downtown Winter Haven and thus is ideal for recharging the headwaters/Ridge area. As discussed earlier, the challenge is how to apply the reuse water for indirect aquifer recharge, or to surface water, including man-made wetlands, without water quality degradation. Given the geology of the region and the close connection between groundwater and the lakes, the City will need to make an effort to protect water quality so that the lakes and surficial aquifer are not degraded. The increased wetland areas proposed for the watershed could be used to provide these water quality improvement services.

Unfortunately, it is difficult to direct reuse water to lawns, golf courses, parks, and agricultural fields in the most strategic locations. The storage of reuse water during the wet season is also a consideration. In addition, since not all the nutrients are removed from treated wastewater, achieving 100% reuse without creating additional water quality problems presents another difficulty. Even if nutrient concentrations in wastewater are further reduced, if application rates are increased, then the amount of nutrients being applied also increases.

Thus, the challenge is finding a way to return large quantities of treated wastewater to surface water and groundwater supplies without causing water quality degradation. The regulations covering reuse water continue to evolve, and the state is currently investigating these issues in the Wekiva River watershed near Orlando—where increased algal growth and other problems have resulted from higher levels of nitrates in the watershed—and developing new regulatory approaches. Clearly, similar investigations should be conducted in the Peace Creek watershed. A cooperative funding request approved by the Southwest Florida Water Management District to investigate the feasibility of redirecting reuse water for more beneficial uses will provide additional information to meet this challenge.

The regulation of wastewater treatment plants and the application of reuse water are very complex and address issues of direct and indirect aquifer recharge and the discharge of wastewater to natural waterbodies such as rivers and natural and man-made wetlands. ***Appendix E*** summarizes some of the most relevant reuse regulations.

RECOMMENDATIONS FOR INCREASING AND MAINTAINING LAKE STORAGE, WHILE ALSO MAINTAINING FLOOD PROTECTION

1 *The City of Winter Haven should evaluate specific ways to provide valuable water storage in the lakes, and at the same time meet flood protection needs.*

***ACTION**: Develop Strategies for Increasing and Maintaining Lake Storage, While Also Maintaining Flood Protection*

As lake and surficial aquifer levels increase and are sustained at higher levels for longer periods, and as water storage and conveyance are increased in the middle and lower reaches/Polk Uplands area of the watershed, it will be important to increase the conveyance and discharge of water from the lakes during periods of excessive rainfall to prevent flooding. To accomplish this, new outfall structures may need to be built and new management schedules may need to be implemented that allow the rerouting of water from the lakes. For example, redirecting water from the Southern Chain of Lakes to the Northern Chain and the Peace Creek storage and conveyance system would significantly increase the amount of water stored prior to its discharge from the watershed. This would also increase the amount of recharge and water quality treatment, since the water would travel more than 3 times the distance than it would if it were conveyed through the Southern Chain (i.e., the water would travel 34 miles through the Peace Creek system, compared with 10 miles through the Southern Chain of Lakes). The red arrows in ***Figure 24*** show opportunities to connect the Southern Chain to the Northern Chain. In evaluating these opportunities, it will also be important to consider the varying water quality in each of the lakes, the presence of invasive exotic plants and animals that could be introduced to other lakes, and the outflow capacity of each lake.



FIGURE 24. *Opportunities for connecting the Southern Chain to the Northern Chain (shown by red arrows) include the following:*

- *Lake Roy to Lake Otis;*
- *Lake Howard to Lake Silver;*
- *Lake Hartridge to Lake Conine;*
- *Lake Winterset to Lake Dexter; and*
- *Lake Summit to Lake Florence.*

***ACTION:** Continue To Use the City's Existing Stormwater and Public Supply Utilities for Increasing and Restoring Water Storage*

In 2004, the City of Winter Haven implemented a stormwater utility to fund projects to protect and maintain lake water quality. It is the only stormwater utility in the country with dedicated funding to restore water quality. In addition to providing ongoing maintenance of the stormwater system, the City has funded five major water quality restoration projects in Lakes Howard (two projects), May, Lulu, and Hartridge. It has also funded a water quality study to evaluate the removal of sediments and other treatment options in Lakes May, Shipp, and Lulu, and is developing a water quality management plan to guide lake restoration in the City. These efforts have established the City as a leader in lake restoration, both statewide and nationally.

The City's water supply utility helped fund the development of the *Sustainable Water Resource Management Plan* and provided funds to match the Southwest Florida Water Management District grant to develop rain gardens and other infiltration projects in the headwaters/Ridge area. Because of the need to increase aquifer storage and ensure future water supplies for public use, the utility should continue to be a partner in funding capital improvement projects that help recharge the aquifer and protect future supplies. In the past, utility rates only covered the transmission of the water, not the cost of the water itself. Using the water supply utility for funding allows the users of the water to fund restoration projects that help keep the system sustainable.

The water and stormwater utility rates could be modified to encourage the implementation of the Plan. For example, rate reductions could be offered as an incentive to conserve irrigation water, build and maintain rain gardens, or implement Florida-friendly landscaping principles.

***ACTION:** Monitor Lake and Aquifer Levels To Guide Restoration and Measure Results*

As the *Sustainable Water Resource Management Plan* is implemented, there will be a need for detailed and reliable information on lake and aquifer levels that can be used to direct and monitor restoration activities and measure their results.

Agencies are currently measuring lake levels in many of the lakes monthly; however, depending on the time of month and the frequency of rainfall events, monthly readings can miss significant hydrologic events. To collect information more often, the City is investigating the feasibility of using automated data collection systems to continuously report lake levels. Lake level monitoring equipment could relay information to a central data management system.

RECOMMENDATIONS FOR FUNDING INCREASED WATER STORAGE AND RECHARGE

1. *The City should continue to fund water storage and aquifer recharge projects consistent with the goals of the* Sustainable Water Resource Management Plan.
2. *The City's stormwater and water utilities should both be considered for funding storage and recharge projects.*
3. *The City should consider offering water and stormwater utility rate reductions as an incentive to conserve water and implement projects to increase aquifer recharge.*



RECOMMENDATIONS FOR MONITORING AND EVALUATING THE RESULTS OF RESTORATION ACTIVITIES

1. *The City should continuously monitor lake, aquifer levels, water movement, and rainfall to provide more detailed and reliable information that can be used to guide and monitor the success of management actions to restore lake water levels.*

2. *The City should create and maintain a fully integrated GIS-based system for comprehensively managing land and water resources and to guide and monitor the implementation of the* Sustainable Water Resource Management Plan.

3. *The City should work with agencies such as the Southwest Florida Water Management District and U.S. Geological Survey to develop a better understanding of the inter-relationships between the watershed's lakes, wetlands, seepage rates, recharge rates, and the surficial and Floridan aquifer systems.*

In the past, utility rates only covered the transmission of the water, not the cost of the water itself. Using the water supply utility for funding allows the users of the water to fund restoration projects that help keep the system sustainable.



Coordination with Other Plans and Programs To Support the Implementation of the *Sustainable Water Resource Management Plan*

The Peace Creek watershed and the larger Peace River Basin are currently the focus of a number of major ongoing initiatives and plans to (1) enhance regional water supplies; (2) restore water quality in lakes, rivers, and streams, including lakes in the Winter Haven Chain; (3) ensure flood protection in the area of the Peace Creek Canal; and (4) restore local and regional natural systems. It is crucial for the City to coordinate the efforts described in the *Sustainable Water Resource Management Plan* with these ongoing initiatives, in order to accelerate the implementation of the Plan and to leverage its limited resources by working with other agencies, organizations, programs, and plans. The table on the following pages describes some of the major initiatives under way by the Southwest Florida Water Management District, Florida Department of Environmental Protection, Florida Department of Transportation, Polk County, City of Winter Haven, and others.

The *Sustainable Water Resource Management Plan* provides the opportunity for all the entities listed in the table to coordinate efforts and cooperate with each other in carrying out ongoing and planned projects. This integrated approach will maximize local and regional benefits, avoid unintended consequences, and create accountability for water management decisions. In the long run, the Plan's success will depend on how effectively projects are integrated and carried out at the local scale. Local projects and activities—when implemented throughout the Peace Creek watershed—will also provide regional benefits in the future.

Southwest Florida Water Management District: Activities and Initiatives

The Southwest Florida Water Management District has a number of plans, projects, and studies under way that provide a basic understanding of the water resource limitations in the Peace Creek watershed and information on managing the area's water resources for all uses. The *Sustainable Water Resource Management Plan*—with its focus on restoring the landscape and storing more water locally in lakes and aquifers—supports the district's initiatives in the region, such as aquifer recovery, watershed planning, permitting processes, and flood protection. Linking the goals and activities of the water management district and those of the City of Winter Haven is essential to the Plan's success, and this approach can be used as a model for many of the communities in the Southern Water Use Caution Area (SWUCA).

The Southwest Florida Water Management District's ongoing initiatives that affect the Peace Creek watershed include the following:

- *The Southern Water Use Caution Area (SWUCA) Recovery Strategy for this area focuses on restoring flows in the upper Peace River, restoring lake levels, and ensuring sufficient water supplies to support current uses. The West-Central Florida Water Restoration Action Plan (WRAP) is an implementation plan for components of the Recovery Strategy. The plan describes the district's strategy for ensuring that adequate water supplies are available to meet growing demands, while at the same time protecting and restoring the area's water resources and related natural resources. The goals of both the Recovery Strategy and the WRAP are consistent with the City's* Sustainable Water Resource Management Plan.

- *In accordance with the SWUCA Recovery Strategy goals, the Peace Creek Watershed Management Plan has identified potential water storage areas to prevent flooding, protect water supplies and natural resources, provide water for aquifer recharge, and contribute to the restoration of Minimum Flows and Levels (MFLs) for the upper Peace River. The hydrologic model developed for this plan will be a significant tool in designating storage areas and designing structures that can help store water in historical wetlands. These goals and activities are consistent with the City's* Sustainable Water Resource Management Plan.



- *The Peace River Integrated Surface/Ground Water Model is scheduled for completion in fall 2010. This model will provide the most comprehensive analysis to date of the interaction between surface water and groundwater in the basin, and should be used to help determine priority actions for storing water, increasing lake levels, and recharging aquifers.*

- *The Management and Storage of Surface Water (MSSW) and Environmental Resource Permit (ERP) processes are used to govern the location of water storage structures, stormwater treatment, and wetland permitting. The water management district's regulatory programs could significantly influence the implementation of the* Sustainable Water Resource Management Plan*. Because of the unique circumstances in the Peace Creek watershed, one consideration is for the district, Florida Department of Environmental Protection, or Florida Legislature to create a special basin rule that would allow for comprehensively managing wetlands, stormwater treatment, aquifer recharge, and flooding to restore lost hydrologic function for local and regional benefit, as proposed in the* Sustainable Water Resource Management Plan*. A special basin rule would give regional and state significance to restoring the watershed, above some of the local significance conveyed in this Plan.*

- *The Peace Creek Canal Maintenance Program maintains the unobstructed conveyance of water through the canal to provide flood protection for the middle and lower reaches/Polk Uplands area of the watershed. The water management district assumed responsibility for maintaining the canal for flood protection following the widespread flooding associated with tropical storms and hurricanes in 2004 and 2005. The primary cause of the flooding was the fact that water could not be conveyed rapidly enough out of the canal because of accumulated debris. The program's goal of providing adequate flood protection is consistent with the* Sustainable Water Resource Management Plan*.*

- *The Winter Haven Chain of Lakes Surface Water Improvement and Management (SWIM) Plan identifies projects and management strategies for restoring and managing the Chain of Lakes, including goals for restoring water quality by reducing the pollutants entering the lakes. Ongoing studies include the Sediment Removal Feasibility Report and the Chain of Lakes Water Quality Management Plan. The SWIM Plan's goal of raising lake levels to improve water quality is consistent with the City's* Sustainable Water Resource Management Plan.

- *The Water Use Permitting and MFL Programs are related to the SWUCA Recovery Strategy and WRAP, and could be useful in restoring aquifer levels in the watershed. Currently, regulations are established to ensure that aquifer levels do not decline, while in the future, restoring aquifer levels to ensure the protection of lake levels and river flows should be a primary consideration.*

Winter Haven is already working with the water management district to ensure that the City's activities are consistent with the SWUCA Recovery Strategy and the Peace Creek Watershed Management Plan, and to ensure that the district's plans are consistent with those of the City. Many of the storage areas identified by the district are incorporated in the City's *Sustainable Water Resource Management Plan*, and much of the information compiled by the district, including detailed topography, can be used to refine the location and design of various elements in the Plan. In addition, the district's hydrologic and hydraulic model will be a valuable tool to ensure that the implementation of the *Sustainable Water Resource Management Plan* provides adequate flood protection for current and future development.

MAJOR ONGOING RESTORATION ACTIVITIES AND PLANS IN THE PEACE CREEK WATERSHED

PLAN/PROJECT OR ACTIVITY	DESCRIPTION	STATUS
SOUTHWEST FLORIDA WATER MANAGEMENT DISTRICT		
District Water Management Plan	Describes water management district responsibilities for water supply, flood protection, water quality, and natural systems.	Approved 2005
Regional Water Supply Plan	Assesses projected water demands and potential sources of water to meet demands from 2000 to 2025.	Approved 2006
Southern Water Use Caution Area (SWUCA) Recovery Strategy	Identifies strategies for ensuring that water supplies are available to meet growing demands, while protecting and restoring the area's water resources and related natural resources.	Approved 2006
West-Central Florida Water Restoration Action Plan (WRAP)	Consists of an implementation plan for components of the Recovery Strategy—works with local and regional partners to introduce agricultural best management practices and stormwater treatment, restore surface water storage and flows, and maximize the beneficial use of alternative supplies to further reduce groundwater withdrawals.	Approved 2008
Upper Peace River Minimum Flows and Levels (MFLs)	Establishes MFLs to restore flow to the upper Peace River and to restore Ridge lake levels, to protect them from harm from future withdrawals for consumptive use.	Approved 2002
Lake Hancock Lake Level Modification and Outfall Treatment Projects	Consists of restoration projects to increase water storage in Lake Hancock and control water releases to meet the minimum flow and water level requirements for the upper Peace River, and to treat the water discharging from the lake to improve water quality throughout the entire Peace River and protect Charlotte Harbor.	Approved 2009; Construction 2009—11
Peace Creek Watershed Management Plan	Identifies potential water resource projects to help recover watershed storage and restore minimum flows and water levels for the Peace River in accordance with the SWUCA Recovery Strategy goals.	Ongoing
Peace Creek Canal Maintenance Program	Provides ongoing maintenance of the Peace Creek Canal to maintain conveyance and reduce flooding.	Ongoing
Winter Haven Chain of Lakes Surface Water Improvement and Management (SWIM) Plan	Identifies projects and management strategies for restoring and managing the Chain of Lakes, including Pollutant Load Reduction Goals (PLRGs) to restore water quality in the lakes. Ongoing studies include the Sediment Removal Feasibility Report and the Chain of Lakes Water Quality Management Plan.	Approved 1998
Peace River Integrated Surface/ Groundwater Model	Enhances the understanding of the factors affecting flow in the Peace River; assesses the impact of climate, land use, and water use on Peace River flows; evaluates various engineering options for restoring flows in the Peace River; and develops predictive simulations for climate, land use, pumping, and MFLs.	Phases 1 through 4 completed; Phase 5 results expected by end of 2010
Environmental Resource Permit (ERP) Program	Combines the Wetlands Resource Permit and Management and Storage of Surface Water (MSSW) Permit to provide for flood control, stormwater treatment, and wetlands protection, and to increase statewide consistency in minimizing the impacts of new land uses.	Ongoing
Water Use Permit (WUP) Program	Allows the withdrawal of a specified amount of water, either from the ground or from a lake or river.	Ongoing
Florida Forever Program	Acquires environmentally sensitive lands to conserve natural resources and preserve the state's natural and cultural heritage (replaces Preservation 2000 [P2000]), the largest public land acquisition program of its kind in the country).	Ongoing
FLORIDA DEPARTMENT OF ENVIRONMENTAL PROTECTION		
Peace River Cumulative Impact Study	Evaluates the relative impacts of phosphate mining, agriculture, urbanization, and climate change on the Peace River, which is a major source of drinking water.	Completed 2007
Nutrient Total Maximum Daily Loads (TMDLs) for 8 Lakes in the Winter Haven Southern Chain of Lakes	Establishes pollutant loading limits for phosphorus to restore water quality in Lakes Cannon, Howard, Idylwild, Jessie, Lulu, May, Mirror, and Shipp.	Adopted 2007
Fecal Coliform and Nutrient TMDLs for the Peace Creek and Wahneta Farms Drainage Canals	Establishes pollutant loading limits for fecal coliform and nutrients to restore water quality in the Peace Creek and Wahneta Farms Drainage Canals.	Adopted 2007
Winter Haven Chain of Lakes Pre-Basin Management Action Plan (BMAP) Assessment	Evaluates existing data and information to guide management. activities to restore and protect water quality in the lakes.	Completed 2008

PLAN/PROJECT OR ACTIVITY	DESCRIPTION	STATUS
FLORIDA DEPARTMENT OF ENVIRONMENTAL PROTECTION — *Continued*		
Integrated Habitat Network/ Coordinated Development Area	Establishes a comprehensive plan for the nine-county southern phosphate mining district of southwest Florida to maintain and protect regional water resources, balance intensive and nonintensive land uses, and restore and protect critical native plant and animal habitats.	Ongoing
Statewide Stormwater Rule Update	To address ongoing issues with contaminated urban stormwater, develops and implements a statewide stormwater treatment rule based on a higher performance standard.	Final rule adoption between July 1, 2010, and June 30, 2011
FLORIDA DEPARTMENT OF TRANSPORTATION		
Polk Parkway Extension Alignment Study	Evaluates alternative road alignments for extending the Polk Parkway south through the Peace Creek watershed.	Ongoing
POLK COUNTY		
Polk County and Municipalities Comprehensive Water Supply Plan	Assesses projected water demands and potential sources of water to meet demands from 2010 to 2030.	Ongoing
Gateway Selected Area Study	Evaluates future development scenarios associated with the construction of the CSX Integrated Logistics Center (intermodal transportation facility) and the SunRail commuter rail system.	Ongoing
Wahneta Farms Canal Maintenance	Carries out activities to maintain the Wahneta Farms Drainage Canal.	Ongoing
Lake Gwynn Restoration Project	Restores the 120-acre wetland, which drains directly to Peace Creek, in order to re-establish historical surface water levels, help maintain minimum flows, improve aquatic habitat and fisheries, improve floodplain storage and conveyance, and restore wetland functions.	Ongoing
Environmental Lands Program	Acquires and manages natural lands to protect water, wildlife, and wilderness resources.	Ongoing
CITY OF WINTER HAVEN		
Sustainable Water Resource Management Plan for the Peace Creek Watershed and Winter Haven, Florida	Creates a regional system for managing water that is designed to meet the long-term water resource needs of both people and the environment, including supply (water quantity), treatment (water quality), flood protection, and the preservation of natural resources.	Completed 2010
Winter Haven Chain of Lakes Water Quality Management Plan	Identifies management actions to restore and protect water quality in the Chain of Lakes.	Completed 2010
Winter Haven Stormwater Utility	Provides a dedicated source of funding for water quality improvement projects.	Ongoing
Winter Haven Environmental Lands Program	Purchases environmentally sensitive or important lands in the City.	Ongoing
FLORIDA FISH AND WILDLIFE CONSERVATION COMMISSION		
General Activities	Manages fish and wildlife resources for their long-term well-being and the benefit of people, in collaboration with volunteers; private landowners; anglers; hunters; wildlife viewers; boaters; scientists; environmental, industrial, and recreational interests; and other governmental agencies ranging from local to federal levels.	Ongoing
LAKE REGION LAKES MANAGEMENT DISTRICT		
General Activities	Works to protect water quality, provide safe and convenient navigation, construct launching basins, control lake pests, construct and maintain navigation and drainage canals, aid in flood control and lake level management, and carry out other activities for the general convenience and safety of those using the area's lakes and canals.	Ongoing
CHARLOTTE HARBOR NATIONAL ESTUARY PROGRAM		
General Activities	In partnership with citizens, elected officials, resource managers, and commercial and recreational resource users, works to protect the estuaries and watersheds in a 4,700-square-mile area extending from Venice to Bonita Springs to Winter Haven, and addresses issues of fish and wildlife habitat loss, water quality, and water flow.	Ongoing

Southern Water Use Caution Area (SWUCA) Recovery Strategy

The Southwest Florida Water Management District's SWUCA encompasses 5,100 square miles and covers all of DeSoto, Hardee, Manatee, and Sarasota Counties, and parts of Charlotte, Highlands, Hillsborough, and Polk Counties. The designation is given to areas where water resources are or will become critical in the next 20 years. Water withdrawals in this area for public water supply, agriculture, mining, power generation, and recreational uses during the past 60 to 70 years have resulted in declines in the Floridan aquifer of more than 50 feet in some areas. In parts of the Peace Creek watershed and the City of Winter Haven, the Floridan has been drawn down by as much as 15 feet as the result of these regional declines. Although the City's *Sustainable Water Resource Management Plan* will help restore aquifer levels locally, recent activities by the water management district focusing on aquifer level recovery on a regional scale would also help local water resources.

RECOMMENDATIONS FOR COORDINATING WITH THE SOUTHWEST FLORIDA WATER MANAGEMENT DISTRICT

1. *The City of Winter Haven and Polk County should ask the Southwest Florida Water Management District Governing Board to approve and/or adopt the* Sustainable Water Resource Management Plan *as being consistent with the district's programs.*

2. The Sustainable Water Resource Management Plan *should be incorporated into the district's West-Central Florida Water Restoration Action Plan (WRAP) study that recommends action to help maintain Minimum Flows and Levels (MFLs).*

3. *The water management district should adopt the* Sustainable Water Resource Management Plan *as an alternate means of conveying floodwaters during extreme flood events. It should also phase out canalization as the storage and conveyance projects outlined in the Plan are implemented.*

4. *The City should ask the district to provide a "water reservation" as aquifer levels recover in the Peace Creek watershed to ensure that the district does not approve permits for future consumptive uses until full restoration occurs.*

5. *The water management district's Management and Storage of Surface Water (MSSW) and Environmental Resource Permit (ERP) processes should consider the special conditions of the Peace Creek watershed, including the mitigation of all hydrologic impacts in the watershed and groundwater basin. One consideration is to create a special basin rule to allow for restoration activities.*

6. *The updated information in the Federal Emergency Management Agency (FEMA) flood maps should be used to evaluate the options for increasing storage and conveyance.*

7. *The City has already incorporated into the* Sustainable Water Resource Management Plan *the storage areas identified by the district. It should use the information compiled by the district, including detailed topography, to refine the location and design of various elements in the Plan. In addition, the district's hydrologic and hydraulic model can be used to ensure that the* Sustainable Water Resource Management Plan *provides adequate flood protection for current and future development.*

8. *The City should ask the water management district to include the Peace Creek corridor in the Florida Forever Program, since it meets the program's criteria. If it is included, the Florida Forever Program should coordinate with local Environmental Lands Programs for purchasing land and development rights in critical areas identified in the* Sustainable Water Resource Management Plan.

9. *The City should ask the Southwest Florida Water Management District to designate the Peace Creek watershed as a "nested regional watershed" within the Peace River Basin, in order to concentrate mitigation activities in the smaller watershed, which has different specific needs for offsetting development impacts than the larger regional watershed.*

Florida Department of Environmental Protection: Activities and Initiatives

In the Peace River Cumulative Impact Study completed in March 2007, the Florida Department of Environmental Protection evaluated the impact of hydrologic and land use changes on stream flow, water quality, and natural resources in the Peace River Basin. The study recommends ways to mitigate and minimize the impacts of past and future development. Two major recommendations in the study are (1) restoring wetlands to increase water storage and surface water flows, and (2) protecting uplands in the 100-year floodplain to protect water quality and wildlife and provide flood protection. These are both key elements of the City's *Sustainable Water Resource Management Plan*.

In 2006, the Florida Department of Environmental Protection developed a Total Maximum Daily Load (TMDL) for 8 lakes in the Winter Haven Southern Chain of Lakes with impaired water quality from excess nutrients (a TMDL is the maximum amount of a given pollutant that a waterbody can receive and remain healthy). The agency has since identified an additional 12 lakes in Winter Haven, including 6 in the Northern Chain of Lakes, that will require nutrient TMDLs. The City and the Southwest Florida Water Management District are cooperating on the Winter Haven Chain of Lakes Water Quality Management Plan to address these concerns. The Florida Department of Environmental Protection has also developed TMDLs for the Peace Creek and Wahneta Farm Drainage Canals, both of which are impaired for nutrients and coliform bacteria.

RECOMMENDATIONS FOR COORDINATING WITH THE FLORIDA DEPARTMENT OF ENVIRONMENTAL PROTECTION

1. *Because all of the recommendations in the* Sustainable Water Resource Management Plan *are consistent with the goal of restoring the Peace River, the City should ask the Peace River Basin Management Advisory Committee to endorse the Plan.*

2. *The City should coordinate its restoration activities in the Peace Creek watershed with the activities of the Peace River Basin Management Advisory Committee in the larger Peace River system.*

3. *The City should make the recommendations in its* Sustainable Water Resource Management Plan *a high priority for any future water quality improvements for impaired waters in the Winter Haven area.*

4. *The City should ask the Florida Department of Environmental Protection to incorporate the recommendations in the* Sustainable Water Resource Management Plan *into its Basin Management Action Plan (BMAP) for restoring impaired waters and any other plans that affect the Peace Creek watershed.*

5. *The various elements of the* Sustainable Water Resource Management Plan *to increase lake levels and enhance water quality in the lakes, as well as to increase storage and conveyance along the Peace Creek Canal, should all be incorporated into the City's plans for restoring water quality in impaired waters under the TMDL Program. The City should look to the Chain of Lakes Water Quality Management Plan for specific guidance on restoring and managing the lakes for improved water quality and other benefits.*

6. *The City should work with the Florida Department of Environmental Protection to manage the elements of the* Sustainable Water Resource Management Plan *as a network of wildlife corridors. It should also coordinate with the activities of the Peace River Integrated Habitat Network, which connects with the restoration areas proposed in the Plan and with wildlife corridors created by other programs.*

RECOMMENDATIONS FOR COORDINATING WITH THE FLORIDA DEPARTMENT OF TRANSPORTATION

1. *The City should ask the Florida Department of Transportation to use the* Sustainable Water Resource Management Plan *as a guide to minimize the hydrologic and environmental impacts of building the Central Polk Parkway.*

2. *The City should ask the Florida Department of Transportation to incorporate the storage and conveyance areas identified in the Plan into the design of the stormwater management system for the road.*

3. *The City should ask that the storage and conveyance areas identified in the Plan be included as receiving areas for mitigating wetland losses and other hydrologic impacts.*

4. *The City, Polk County, and other local governments in the area should work closely with Florida Department of Transportation staff to ensure that local mitigation is a priority, and that historical hydrologic alterations are corrected where possible.*

Florida Department of Transportation: Activities and Initiatives

The Florida Department of Transportation is currently evaluating alternative road alignments for extending the Polk Parkway south through the Peace Creek watershed to serve future development, especially in the middle and lower reaches of the watershed. The study will be completed by 2013.

The Florida Department of Transportation could use the City's *Sustainable Water Resource Management Plan* as a guide to minimize the hydrologic and environmental impacts of building the parkway. The storage and conveyance areas identified in the Plan could be incorporated into the design of the stormwater management system for the road and identified as receiving areas for mitigating wetland losses and other hydrologic impacts. This could streamline the permitting process, save significant time and money, and jump-start the implementation of the *Sustainable Water Resource Management Plan*. The City of Winter Haven, Polk County, and other local governments in the area will need to work closely with Florida Department of Transportation officials to ensure that local mitigation is a priority, and that past hydrologic alterations are corrected where possible.

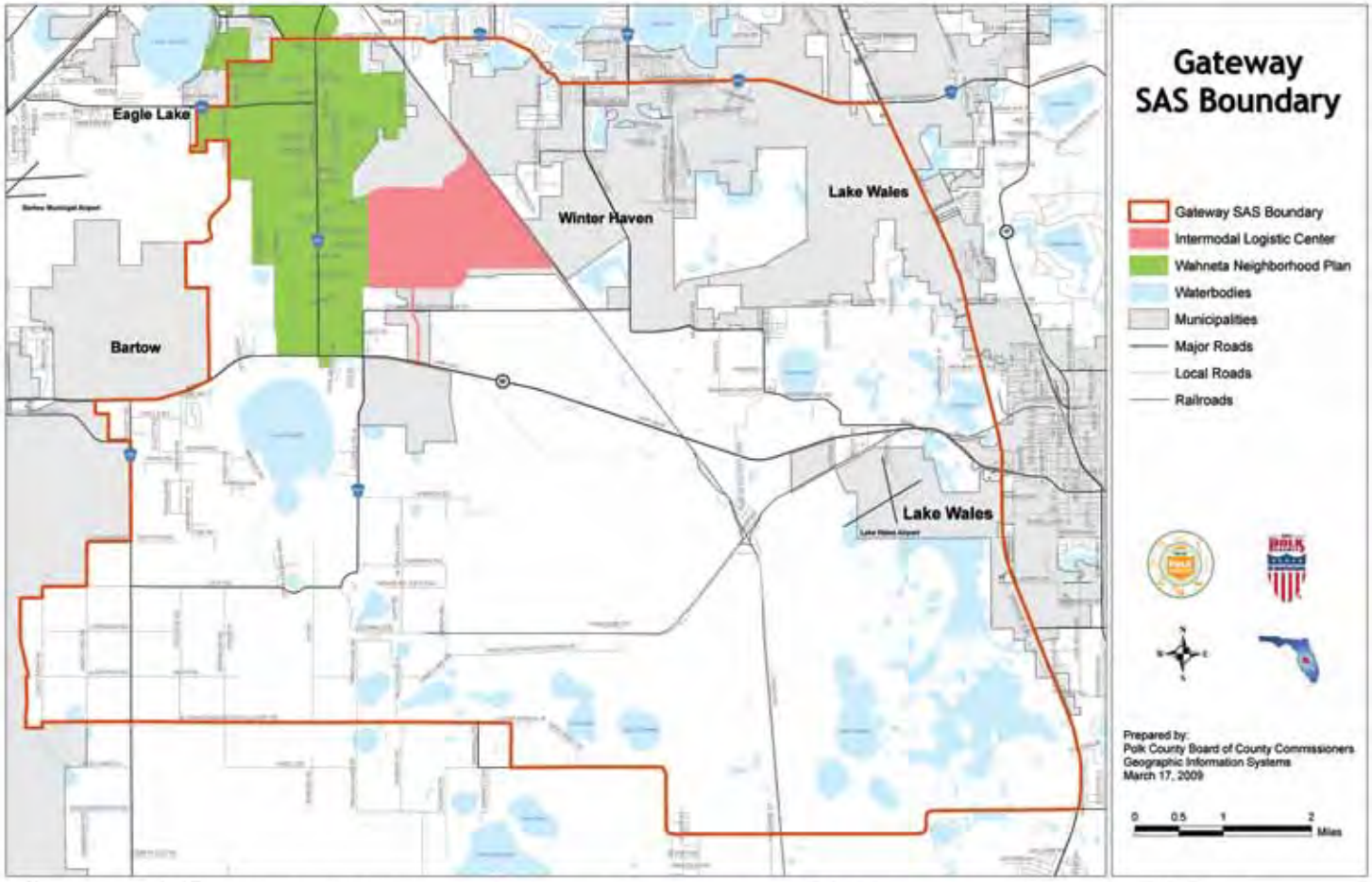
Polk County: Activities and Initiatives

Many areas in the middle and lower reaches/Polk Uplands portion of the watershed are flood prone, and development will only make matters worse unless all agencies with land use authority in the watershed plan otherwise. Planned future development in this area could cause further impacts if developed according to today's approaches and regulations, exacerbating the existing losses of aquifer and wetland storage, increasing stormwater runoff pollution, and magnifying stormwater discharge.

Polk County and the City of Winter Haven are partnering in an effort to plan for future development in this area, which is known as the Gateway Study Area (***Figure 25***). The *Sustainable Water Resource Management Plan* should be included in the water infrastructure element of the Gateway Study Area. By helping to address water quality, water supply, natural systems, and flood protection needs, the Plan provides a way to develop the area so that the objectives of the community are achieved. It also provides a conceptual foundation for where and how essential infrastructure such as new roads is constructed, where and how development should occur, and how the impacts from any new development could be handled expeditiously.

At the center of this new development is the proposed CSX Integrated Logistics Center, a transportation hub that uses trucks and railways to carry goods. To support the new facility through build-out, plans are being created to increase road capacity into and out of the area. Pollard Road will be expanded and extended to State Road 60 to provide primary access to the Logistics Center, and the capacity of State Road 60 may also need to be expanded.

FIGURE 25. *Map showing the location of the Gateway Selected Area Study and Polk Parkway extension in the middle and lower reaches/Polk Uplands area of the Peace Creek watershed.*





If road construction is allowed to occur in the same way as in the past, it could continue to alter the hydrology of the area. It is essential to carry out improvements in a way that is sensitive to the land form and that takes advantage of opportunities to store water, convey large amounts of water through the system during major storms, AND at the same time provide adequate flood protection.

Polk County is developing a comprehensive water supply plan for the county and its 17 municipalities, including Winter Haven. The county's plan evaluates the projected water demands and potential sources of water to meet the demands from 2010 to 2030. The projections for 2030 indicate the need for an additional 27.8 million gallons per day (MGD) in permitted capacity in the county, with 24% (6.6 MGD) of that capacity required to meet the water needs of the City of Winter Haven.

RECOMMENDATIONS FOR COORDINATING WITH POLK COUNTY

1. *The City and Polk County should use the* Sustainable Water Resource Management Plan *as a foundation for determining where and how essential infrastructure such as new roads is constructed, where and how development should occur, and how to handle the impacts to water resources from new development.*

2. *The City and Polk County should include the* Sustainable Water Resource Management Plan *in the water infrastructure element of the Gateway Study Area, to ensure that the community's current and future water resource needs are addressed.*

3. *Any planned future development in the middle and lower reaches/Polk Uplands area of the watershed should not be carried out according to today's approaches and regulations, but on a broader, watershed-wide scale, to address cumulative impacts such as lost aquifer and wetland storage, increased stormwater pollution, and higher stormwater volume.*

4. *Any activities to increase road capacity and expand roadways should be carried out in a way that is sensitive to the land form of individual areas and takes advantage of opportunities to store water, convey large amounts of water through the system during major storms, AND at the same time provide adequate flood protection.*

5. *Polk County, as well as the other cities and towns in the watershed, should adopt an overlay ordinance to protect the water resources in the entire watershed, with the cities having approval authority.*

While the City's primary strategy will be to decrease per capita water consumption through water conservation, the *Sustainable Water Resource Management Plan* will help address increased future demand by focusing reuse water and conservation strategies to limit the need for new water supply sources, and by restoring and preserving the historical storage and movement of water through the Peace Creek watershed as much as possible. By increasing recharge to the Floridan aquifer and the amount of water storage, the implementation of the *Sustainable Water Resource Management Plan* will also help all other water supply utilities in the area.

Other cities in the Peace Creek watershed may want to adopt a similar approach to the one in this Plan, since many are in the same hydrologic situation as the City of Winter Haven. Most of the recommendations presented in this Plan are applicable to the other communities in the watershed.

Other Governmental Agencies: Activities and Initiatives

It is essential for the City of Winter Haven to work in partnership with other governmental agencies in the region—including the Florida Fish and Wildlife Conservation

Commission and the Lakes Region Lakes Management District—on projects that will help to meet the goals of the *Sustainable Water Resource Management Plan.* These include restoring and protecting the area's wetlands, increasing water storage, improving fisheries habitat, and restoring flows for fish passage in the Peace River, while at the same time improving flood protection. All of these activities will benefit not only the communities in the Peace Creek watershed but also those downstream in the larger Peace River Basin.

Nongovernmental, Nonprofit, and Private Organizations/Environmental Groups/ Private Landowners: Activities and Initiatives

Organizations and individuals interested in participating and partnering in restoration activities in the Peace Creek watershed include the Charlotte Harbor National Estuary Program (CHNEP), environmental groups such as the Sierra Club and Audubon Society, and private landowners. All of these will play an important role in supporting and helping to implement the *Sustainable Water Resource Management Plan*. While each of these organizations and individuals has different interests and needs, they all have something important to contribute to the collaborative process and will also bring to the table their unique, place-specific knowledge of the region.

Furthermore, each shares with the City of Winter Haven and other governmental entities a desire to meet the current and future water needs of people and/or the environment, both in the Peace Creek watershed and the larger Peace River region. The Plan offers a way for the City to establish a common base of understanding with these different groups and individuals, to work cooperatively with them on developing new approaches, and to adapt existing rules and regulations to meet local and regional needs.

One of the primary means for implementing the Plan is to manage future urban growth to facilitate water management. In one possible solution, landowners who want their land to remain rural could be compensated for storing water on their property—an approach called "water farming." However, the feasibility, benefits, and costs of this approach will need to be carefully evaluated, as will the possibility of implementing other long-term alternatives to protecting water resources, including conservation easements, stewardship plans, and similar programs.

RECOMMENDATIONS FOR COORDINATING WITH OTHER AGENCIES, ORGANIZATIONS, AND PRIVATE LANDOWNERS

1. *The City should identify other governmental entities that are interested in supporting and contributing to the implementation of the* Sustainable Water Resource Management Plan.
2. *The City should work cooperatively with other agencies to evaluate how their ongoing and planned projects can contribute to implementing the Plan, while at the same time meeting the needs of the individual agencies.*
3. *Locally, regionally, and statewide, the City should identify organizations, groups, and individuals who are interested in supporting and contributing to the implementation of the Plan.*
4. *The City should work to identify major landowners who want rural land in the Peace Creek watershed to remain rural.*
5. *The City should evaluate the feasibility and costs of implementing water farming and other long-term management alternatives such as conservation easements and stewardship plans.*



conclusion

Over the past century, the Peace Creek watershed was drained to make way for agricultural and urban development. As a result, much of its natural hydrologic function—including aquifer recharge, storage in lakes and wetlands, water quality treatment, and measured releases to the Peace River downstream—was destroyed or significantly altered. The consequence of this historical approach is that today the City of Winter Haven and the other communities in the Peace Creek watershed will not have enough water to meet the long-term needs of both people and the environment in the face of continued economic and population growth.

The Peace Creek watershed receives no water other than rainfall. What falls on the ground is all that is available for current residents, natural systems, and future growth. This situation is unique to the entire Peace River Basin and the region encompassed by the Southwest Florida Water Management District's Southern Water Use Caution Area (SWUCA).

Protecting and restoring the Peace Creek watershed's hydrologic system so that water is stored naturally during the wet season for use in the dry season—and also stored during wet years for use in dry years—is critical to meeting the future water resource needs of people and the environment. Natural storage, with its many benefits, including natural systems and flood protection, is much more desirable than structural, man-made storage, which usually has only a single purpose, is expensive to construct and maintain, and often is limited in managing extreme events (for example, no matter how much money is spent, there will always be storms that exceed a structure's design capacity).

Merely holding the line on maintaining current aquifer levels is not enough: the City needs to identify specific actions to restore aquifer levels, which are critical to the future sustainability of the region. Many of the watershed's historical wetland areas still exist, but future development plans may preclude the use of these areas in the future; thus the City needs to act NOW.

Through the implementation of the *Sustainable Water Resource Management Plan*, the City has the opportunity to serve as a model for other communities in the region. However, the City cannot restore regional aquifer levels by itself; to succeed, other communities and agencies will need to participate in this effort.

While the Southwest Florida Water Management District did not create the problem of the regional aquifer drawdown, it has the responsibility to solve the problem. Neither the district nor local communities can solve the problem independently, but together, they can leverage common goals to integrate regional water resource planning with local land use decisions.

The Plan's success ultimately depends on how effectively projects are integrated and carried out throughout the watershed. Coordination and cooperation among all the agencies carrying out projects in the watershed are essential. Not only will these coordinated local and regional activities provide local benefits, but local projects and activities —when implemented throughout the Peace Creek watershed—will create a "critical mass" that results in long-term regional benefits.

There is no project or single solution that will restore aquifer levels; it will require a comprehensive and adaptive management approach, sustained long-term effort, and significant funds. To a large extent, future development will need to pay for restoration through mitigation banking and other activities. In turn, developers will require economic incentives to carry out restoration work.

Ironically, while the watershed was dewatered as a result of historical development, one of the best opportunities to preserve and restore lost hydrologic function is to partner with future development. The key lies in managing the types of development that are planned and built, where they are located, and the conditions that the City and other governmental agencies and entities place on that development. The City's long-term future is sustainable only if the watershed is developed in a way that is sensitive to the unique land and water resources in the region. This will take a bold, new approach, as well as courage and leadership. Current and future efforts to restore the Peace Creek watershed's water resources must be supported and encouraged by agencies and entities at all levels, both public and private, as well as individual landowners and residents.

The Peace Creek watershed receives no water other than rainfall. What falls on the ground is all that is available for current residents, natural systems, and future growth. This situation is unique to the entire Peace River Basin and the region encompassed by the Southwest Florida Water Management District's Southern Water Use Caution Area.

It is time to speak your truth, to create your communities, to be good to each other and to not look outside of yourself for a leader.

This could actually be a good time. There is a river flowing now, very fast. It is good and great and swift and there are those who will be afraid. They will try to hold on to the shore. Know that the river has its destination. The elders say we must let go of the shore, push off into the middle of the river, keep our eyes open and our heads above the water, see who is with us and celebrate. . . .

The time of the lone wolf is over. Gather yourselves. Banish the word "struggle" from your attitude and your vocabulary. All that we do now must be done in a sacred way and in celebration. We are the ones we have been waiting for.

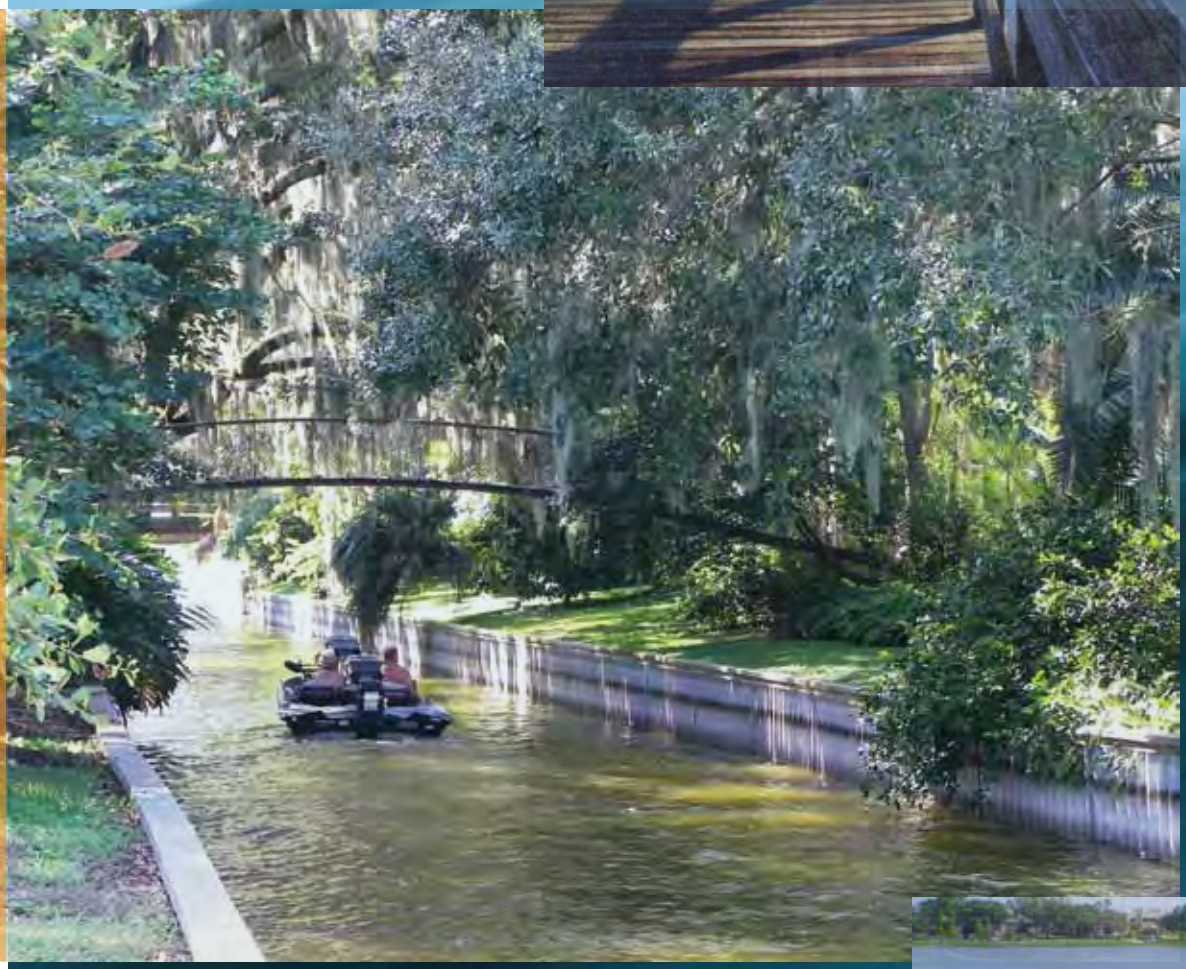
— Hopi Elder Prayer



Water is the most critical resource issue of our lifetime and our children's lifetime.

The health of our waters is the principal measure of how we live on the land. *—Luna Leopold*







ENJOYING WINTER HAVEN'S
LAKES AND CANALS

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RAIN GARDENS THROUGHOUT WINTER HAVEN



glossary

Algal bloom—A rapid increase in the number of algae (phytoplankton) in an aquatic system, caused by excess nutrients in fertilizer and stormwater runoff. When the algae die and decay through natural processes, they consume oxygen in the water, which can lead to fish kills.

Aquifer—Underground water storage.

Basin—Also referred to as a watershed, a basin is the geographic area through which water flows across the land and drains into a common body of water, such as a stream, river, lake, or ocean. It includes tributaries (wetlands, streams, canals, and ditches) as well as stormwater that runs off the land. Basins are usually separated from other basins by naturally elevated areas.

Best management practice (BMP)—Methods that have been determined to be the most effective, practical means of preventing or reducing pollution from nonpoint sources.

Bioretention area—A shallow, landscaped depression constructed to receive runoff from impervious surfaces. These areas slow the speed of stormwater runoff and filter pollutants from the water.

Biosolids—Treated sewage sludge.

Coliform—Bacteria that live in the intestines (including the colon) of humans and other animals that are used as a measure of the presence of feces in water or soil.

Conservation subdivision—A residential or mixed-use development where a significant portion of the buildable land is designated as undivided, permanently protected open space, with houses clustered on the rest of the property. Communities can use this designation to help preserve open space and natural areas, protect water quality and wildlife habitat, reduce subdivision construction and maintenance costs, and expand public trails and greenways.

Conveyance—A broad, relatively shallow corridor through which floodwaters can pass.

Consumptive use—Water that is consumed and not returned to the source from which it originated. It consists of the water that evaporates, is used in products or crops, or is consumed by humans or livestock.

Designated use—The specific uses that Florida applies to each waterbody or waterbody segment (such as drinking water, swimmable, fishable) for which there are water quality standards. The state has five designated use categories, as follows:

Class I: Potable water supplies
Class II: Shellfish propagation or harvesting
Class III: Recreation, propagation, and maintenance of a healthy, well-balanced population of fish and wildlife
Class IV: Agricultural water supplies
Class V: Navigation, utility, and industrial use (there are no state waters currently in this class).

Ditch block—A barrier placed across a canal or ditch, designed to deflect water flow.

Drawdown—The lowering of an aquifer or reservoir.

Dry season—The dry part of the year—in Florida, generally defined as November through May.

Environmental Resource Permit (ERP)—A water management district permit that is required before an applicant initiates any construction activity that would affect wetlands, alter surface water flows, or contribute to water pollution.

Evapotranspiration—The water vapor produced through the natural processes of evaporation and transpiration. When rain falls on the earth, some of the water evaporates from the land surface and from waterbodies, returning to the atmosphere. Plants also transpire water vapor through small openings in their leaves.

External loads—Pollutants originating from outside a waterbody that contribute to its pollutant load.

Floodplain—A low-lying area next to a waterbody that allows floodwaters to spread out, and where man-made structures such as buildings are prone to damage from floodwater.

Floodway—A stream channel and the surrounding areas that carry floodwater.

Florida-friendly landscaping—A set of landscaping principles designed to reduce stormwater runoff and fertilizer and pesticide use, and to protect water resources from contamination and overuse. It includes using low-maintenance plants, mulch, integrated pest management, water conservation, and other environmentally sustainable practices.

glossary cont.

Floridan aquifer—A deep aquifer system made up of a layer of thick carbonate rock that underlies an area of about 100,000 square miles in southern Alabama, southeastern Georgia, southern South Carolina, and all of Florida. It is the principal source of potable (drinking) water in these areas.

French drain—A ditch covered with gravel or rock that channels surface water and groundwater away from an area.

Green infrastructure—The network of natural environmental components, green spaces (plants), and blue spaces (water) that provides multiple social, economic, and environmental benefits. In the same way that the transportation infrastructure is made up of a network that includes roads, railways, and airports, green infrastructure has its own physical components, including rivers, wetlands, parks, street trees, and grass.

Groundwater—Water below the land surface, including shallow and deep aquifers.

Groundwater basin—A discrete underground deposit of water in the form of a single aquifer or a group of interconnected aquifers.

Headwaters—The area or place where a stream or river originates.

Hydric—Holding water.

Hydric park—Also called a nature park, this is a water treatment and storage area that also significantly contributes to an area's recreational system, provides habitat for fish and wildlife, and provides economic and social benefits to neighboring areas. These parks generally contain passive recreational features such as hiking trails, boardwalks, fishing/observation decks, benches, picnic tables, and educational displays.

Hydrologic system—The way in which water moves through and is distributed and stored in a specific area such as a watershed. It can also refer to a conceptual model, called the hydrologic cycle, of the cyclical movement, distribution, and storage of water that occurs between the atmosphere and above and below the Earth's surface.

Hydrology—The study of the movement, distribution, and quality of water. The term is also used to describe the movement of water through an area or watershed.

Hydroperiod—The length of time that a wetland or pond contains water.

Impaired—The condition of a waterbody that does not achieve water quality standards (designated use) due to pollutants or an unknown cause.

Infiltration—The absorption of stormwater into the ground.

Infiltration basin—A shallow pond constructed to infiltrate stormwater into the ground. A type of best management practice (BMP), it is used to manage stormwater runoff, prevent flooding and downstream erosion, and improve water quality in adjacent waterbodies. Infiltration basins generally do not discharge to surface waters but are designed with overflow structures that are used during flood conditions.

Internal loads—The recycling of nutrients from organic material that enters a waterbody, decomposes, and is stored in bottom sediments.

Land application—The application of treated sewage sludge (also called biosolids) to the land surface.

Legacy nutrients—Nutrients such as nitrogen and phosphorus that are deposited in a stream, river, or lake from past human activities, including land clearing, past wastewater discharges, untreated stormwater, and poor agricultural practices. Rainwater carries the nutrients to nearby surface waters, where they are taken up by aquatic plants such as algae. Once the plants die and decompose, the nutrients are released into the water, only to be taken up again by new plant growth. This cycle is endlessly repeated.

Limited-development zone—An ecologically sensitive or valuable area where development activities are limited in scope.

Loading—The total quantity of pollutants in stormwater runoff that contributes to water quality impairment in a waterbody. It is calculated by multiplying the concentration of the pollutant by the rate of flow, expressed as a volume per unit of time.

Low-impact development (LID)—A set of principles used to develop land, or to retrofit existing development, that can be adapted to many different kinds of land uses. LID principles are focused on working with nature to manage stormwater as close to its source as possible, in order to reduce human impacts and promote the natural movement and storage of water in a watershed or ecosystem. Stormwater is viewed as a resource, rather than a waste product to be disposed of.

Management and Storage of Surface Water (MSSW) permit—A permit required by the water management districts before applicants carry out any activities that affect surface water, in order to prevent harm to Florida waters. These activities include the construction of stormwater management systems, dams, impoundments, reservoirs, dredging, filling, and the creation of canals, ditches, culverts, impoundments, fill roads, buildings, and other impervious surfaces.

Minimum Flows and Levels (MFLs)—Flows and levels for waterbodies established by the water management districts to prevent significant harm as a result of water withdrawals.

Mitigation—The process of calculating the amount and type of lost hydrologic function caused by human land uses, and compensating for those impacts by restoring or setting aside other areas with the same function. Examples include mitigation for wetland losses, losses of habitat essential to threatened and endangered species, and impacts to riverine systems, as well as water quality and flood protection. The mitigation process can also be extended to include pollutant and carbon trading.

Mitigation bank—A public or private entity that sells mitigation credits to developers to compensate for the ecological impacts of their activities, such as wetland destruction and habitat loss. The funds are then used to purchase conservation land or carry out restoration projects. This transfer of management responsibilities and liability is very attractive to permit holders, who would otherwise be responsible for the design, construction, monitoring, ecological success, and long-term protection of a site. A mitigation bank's value is defined in mitigation credits.

Mitigation credit—The value of an ecological improvement, determined using a functional assessment method such as the Uniform Mitigation Assessment Method (UMAM) (Rule 62-345, Florida Administrative Code). The credits are sold to developers who need to offset the ecological impacts of their activities.

Natural infrastructure—Also called green infrastructure, this consists of interconnected, healthy natural areas (both land and water) that provide multiple ecological services and benefits, supporting human, animal, and plant life at no cost. The term is also used to describe strategically planned and managed networks of naturally functioning areas—such as open spaces, forests, swamps, rivers, and aquifers—that operate as a whole to preserve and restore ecosystem values and functions.

Nature park—Also called a hydric park, this is a water treatment and storage area that also significantly contributes to an area's recreational system, provides habitat for fish and wildlife, and provides economic and social benefits to neighboring areas. These parks generally contain passive recreational features such as hiking trails, boardwalks, fishing/observation decks, benches, picnic tables, and educational displays.

Nested regional watershed—A watershed within a watershed, created to concentrate mitigation in a smaller region than the larger regional watershed.

Nitrogen—One of the three major nutrients required for plant growth (the others being phosphorus and potassium). Nitrogen plays a role in almost all plant metabolic processes.

No-development zone—An ecologically sensitive or valuable area where no construction is permitted.

Nonpoint source—Diffuse runoff without a single point of origin that flows over the surface of the ground by stormwater and then flows to surface water or ground water. It includes atmospheric deposition and runoff or leaching from agricultural lands, urban areas, unvegetated lands, onsite sewage treatment and disposal systems, and construction sites.

Nutrients—Chemical elements, such as nitrogen, phosphorus, and potassium, that are required for plant growth. Excessive amounts of nutrients that reach a waterbody through runoff from agricultural or residential areas can cause algal blooms.

Outfall—The place where a sewer, drain, or stream discharges into a waterbody.

Overlay district—A special zone, created for a significant natural resource such as a floodplain or aquifer, where additional restrictions are applied to land uses. The underlying zoning remains in place. More than one overlay district may be applicable to a single area.

Overlay ordinance—An ordinance that applies a common set of standards to a designated area, to minimize or control the impacts of development—for example, where water can be stored and treated, and how it will flow during flood events.

Percolation—The downward flow of water through soil.

Pervious—Porous; allowing water to pass through.

Phosphorus—One of the three major nutrients required for plant growth (the others being nitrogen and potassium).

Pocket wetland—An artificially constructed shallow marsh system for storing stormwater and removing pollutants.

Point source—An identifiable and confined discharge point for one or more water pollutants, such as a pipe, channel, vessel, or ditch.

Pollutant loading—The amount of a pollutant entering a waterbody.

Potentiometric surface—An imaginary surface that represents the height to which water will rise when trapped between impermeable layers of rock or in a cased well.

Predevelopment—The natural vegetative community types and hydrologic condition prior to modification for agricultural, urban, or other uses.

Rain garden—A planted depression that holds stormwater runoff from impervious urban areas such as roofs, driveways, and sidewalks, so it can be absorbed into the ground.

glossary cont.

Rapid infiltration basins (RIBs)—A group of artificially constructed basins used to percolate treated wastewater rapidly through underlying soils when the demand for reuse water (for uses such as irrigation) is low.

Reach—A section of a river.

Recharge—The addition of water to the groundwater system.

Retention pond—An artificially constructed, permanent pool of water designed to store stormwater runoff.

Reuse—The application of reclaimed wastewater for a beneficial purpose. Section 62-610.810, Florida Administrative Code, contains the criteria used to classify projects as "reuse" or "effluent disposal."

Riparian—Related to the banks on either side of a river.

Riverine—Related to a river.

Runoff—Rainwater that is not absorbed into the ground but flows across the land surface, picking up contaminants.

Saltwater intrusion—The movement of saline water into a freshwater aquifer, often caused by groundwater pumping in coastal areas.

Simulation model—In simulation modeling, detailed information about a specific place is entered into a computer model, and different scenarios are simulated to gain a better understanding of the possible outcomes.

Slough—A soft, low-lying, swampy area. , through which water moves slowly.

Soil water recharge—The amount of water retained in the soil during the wet season.

Soil water utilization—The water stored in the soil that is extracted by plants to meet their evapotranspiration needs during period of low rainfall.

Southern Water Use Caution Area (SWUCA)—An area designated by the Southwest Florida Water Management District in 1992 where water resources are or will become critical in the next 20 years. The SWUCA encompasses 5,100 square miles and covers all of DeSoto, Hardee, Manatee, and Sarasota Counties, and parts of Charlotte, Highlands, Hillsborough, and Polk Counties.

Southern Water Use Caution Area Recovery Strategy—A Southwest Florida Water Management District restoration strategy for the SWUCA that focuses on restoring flows in the upper Peace River, restoring lake levels, and ensuring sufficient water supplies to support current uses.

Stormwater—Water that falls on the land surface from a rainfall event.

Stormwater capture system—A system designed to capture and hold stormwater, allowing it to infiltrate into the ground.

Stormwater runoff—The portion of rainfall that hits the ground and is not evaporated, percolated, or transpired by vegetation, but flows over the ground surface into a receiving waterbody.

Stormwater treatment area—An artificially constructed, vegetated wetland, designed to store water and to remove nutrients and other contaminants from stormwater.

Strand—The land bordering a waterbody.

Surface water—Water on the land surface, including rivers, lakes, streams, estuaries, and oceans.

Surface Water Improvement and Management (SWIM)—In 1987, the Florida Legislature created the SWIM Program. The water management districts develop SWIM plans for priority waterbodies to restore damaged ecosystems, prevent pollution from stormwater runoff and other sources, and educate the public. Currently, 29 waterbodies are on the priority list.

Surficial aquifer—A shallow aquifer below the land surface.

Sustainable—Resource use that meets the needs of people and the environment in the present, while also enabling future generations to meet their own needs.

Swale—A shallow, linear, grassy depression designed to capture stormwater from roads and parking lots.

Swamps—Forested wetlands.

Tannins—Chemicals leached from the breakdown of organic matter, such as leaves, that turns water a dark tea or coffee color. Tannins reduce the amount of light penetrating the water.

Total Maximum Daily Load (TMDL)—A TMDL is the maximum amount of a given pollutant that a waterbody can receive and remain healthy.

Transfer of development rights—The sale of development rights to a property, used to preserve open space, restrict growth, or protect ecologically sensitive areas.

Wastewater—The combination of liquid and pollutants from residences, commercial buildings, industrial plants, and institutions, together with any ground water, surface runoff, or leachate that may be present.

Water budget—A water budget describes what happens to water entering and leaving a watershed. The components of a water budget include the amount of rainfall; surface water and groundwater flows; the amount of water stored in lakes, wetlands, and aquifers; the amount of water taken up by plants; and the effects of natural conditions such as sunlight, rain, and wind.

Watershed—Also called a basin, this is the geographic area through which water flows across the land and drains into a common body of water, such as a stream, river, lake, or ocean. It includes tributaries (wetlands, streams, canals, and ditches) as well as stormwater that runs off the land. Watersheds are usually separated from other watersheds by naturally elevated areas.

Water table—The level of the groundwater surface.

Water Use Caution Area (WUCA)—A designation given by the water management districts to areas where water supplies are or will become critical in the next 20 years.

Wetland—A low-lying area containing soils that are saturated with water permanently or seasonally. They may contain pools of water and can be forested or marshy. Wetlands are the most biologically diverse of all ecosystems and provide valuable habitat for fish and wildlife. They also remove nutrients and other pollutants from water.

Wetland storage area—An artificially constructed wetland, designed to store water and to remove nutrients and other contaminants from stormwater.

Wet season—The rainy part of the year—in Florida, generally defined as June through October.

Withdrawal—The extraction of water for human use.



WINTER HAVEN
The Chain of Lakes City

This Sustainable Water Resource Management Plan *for the City of Winter Haven, Florida, is an investment in the capacity of the natural landscape to provide multiple water resource benefits. In contrast, man-made structural solutions such as channels, ditches, reservoirs, and pipes are generally implemented primarily for singular benefits. In the long term, using the natural landscape to provide these multiple benefits will result in a less costly, more efficient water supply system for people and the environment. The Plan's benefits include the following:*

- *Economic*
- *Environmental*
- *Water supply*
- *Flood protection*
- *Social, cultural, and recreational*



For additional information, please contact the Natural Resources Division, City of Winter Haven, Florida.

PREPARED BY PBS&J® an Atkins company

NOVEMBER 2010

SIDEWALK, PEDESTRIAN AND MULTIMODAL INFRASTRUCTURE ACCESS PLAN

CITY OF WINTER HAVEN



Final Report

November 2010

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1 INTRODUCTION

The City of Winter Haven has laid out an ambitious program to upgrade, expand and enhance its multimodal connections to improve the quality of life for City residents, promote public health and economic development and improve access to a wide variety of destinations and community activities. The Sidewalk, Pedestrian and Multimodal Infrastructure Access Plan promotes safe and convenient travel by all modes, providing needed connectivity between residential neighborhoods, commercial districts, employment centers, parks and recreational amenities. The master plan includes recommendations for new sidewalks and trails, trail extensions, bicycle lanes and intersection improvements, as well as policies for improved roadway and streetscape design.



The plan was developed through quantitative analysis of Winter Haven's existing multimodal infrastructure and quality of service, as well as the assimilation of public input and the City's goal of providing a geographically balanced multimodal network. The plan covers the entire City of Winter Haven and identifies the most critical connections required to achieve the long term goal of creating a complete, interconnected citywide network of sidewalks, bicycle lanes and trails.

The goal of the Multimodal Infrastructure Access Plan is to create a continuous and integrated multimodal network serving the entire City of Winter Haven. To do so, it will be necessary to fill sidewalk gaps, provide sidewalk connections to all transit stops (on both sides of the road), and connect the City's multi-use trails and bicycle lanes. While some of these goals will be achieved by implementing the major projects recommended in the plan, the City will have a separate program to address small scale gaps and barriers to access. The program will involve cataloging and filling small gaps in the multimodal network on an ongoing basis and will include guidance for prioritizing small scale projects.

1.1 PURPOSE

The purpose of the Sidewalk, Pedestrian and Multimodal Infrastructure Access Plan (Multimodal Access Plan) is to increase and enhance travel options in the City of Winter Haven to allow residents and visitors to access the City's key destinations without using an automobile. The plan is intended to fill gaps in the existing multimodal transportation network and address barriers to accessing destinations by transit or non-motorized modes. Projects included in the plan will also improve the overall safety of the multimodal network and address particular safety hazards in specific locations identified during the plan development process.

Additionally, the plan provides specific recommendations that can be incorporated and referenced in policy documents that guide capital improvements funding and long range transportation decision-making in the City. The proposed multimodal projects often entail a level of capital investment greater than the general maintenance of sidewalks or the filling of sidewalk gaps. As such, the plan is intended to guide the investment of available funds for significant multimodal projects and not to interfere with or detract from the City's goal of filling existing sidewalk gaps and maintaining or repairing existing infrastructure. The various funding options that may be used for different multimodal projects are included as part of the implementation section of the plan.

1.2 CONTENTS

The Multimodal Access Plan is presented in six main sections, including this introductory and summary section. The citywide multimodal plan is summarized in Section 1.3 below. Included in the summary are a description of the

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various types of multimodal facilities considered in the plan, a map showing the envisioned multimodal network and a table listing proposed capital projects, color coded by facility type. There is also a brief description of the plan development process.

Following the plan summary, Section 2 describes the history of the existing Chain of Lakes Trail and identifies multimodal projects that are currently under construction or programmed for construction in the near future. These projects will contribute to the realization of the citywide multimodal network described in the plan. Section 3 provides detailed information about priority sidewalk, bicycle lane and multi-use trail projects. Intersection improvements, traffic calming measures and signage and pavement marking programs are also outlined. In Section 4, area plans are presented for six specific areas in the City: Downtown, Lake Howard, Lake Elbert, the Chain O' Lakes Complex, the Northeast area and the Southeast area. A brief overview of each area is provided together with maps and lists of proposed multimodal projects.

The plan development process is outlined in Section 5. The plan development effort was guided by quantitative measures of multimodal level of service and neighborhood accessibility, as well as input obtained from the general public. Section 6 provides a general implementation plan. Opportunities to incorporate the Multimodal Access Plan into the City's policy documents are described along with examples of programs the City can initiate to support the plan. Section 6 also presents design guidelines for multimodal facilities and identifies potential funding sources to pay for multimodal improvements. This document also includes several Appendices that have technical and supplemental information. There is a list of Appendices at the beginning of the document.

1.3 PLAN SUMMARY

The overall goal of the Multimodal Access Plan is to enable people to safely and efficiently reach destinations throughout the City without using a personal automobile. The plan promotes non-motorized connections between Winter Haven's residential neighborhoods, commercial districts, employment centers, parks and recreational areas. These include bicycle facilities, sidewalks and multi-use trail connections. Each of these facility types is described in further detail below. The plan also aims to improve access to transit to further enhance travel options within the City, as well as to neighboring communities. Intersection projects are included to improve safety, especially for pedestrians and persons with disabilities. Additional programs to promote multimodal travel, educate motorists and non-motorized travelers about safely sharing the transportation system, improving signage and pavement markings and implementing traffic calming measures are also important components of the plan.



Bicycle lanes on Cypress Gardens Boulevard

1.3.1 FACILITY TYPES

The Multimodal Access Plan focuses primarily on non-motorized modes of transportation. The types of facilities envisioned in the citywide multimodal network include various kinds of bicycle facilities, sidewalks and multi-use trails. Multimodal transportation also incorporates public transit, and while access to transit is evaluated in the project prioritization section of the plan, the plan does not address or recommend any specific transit improvements. General information is provided below about the various facility types proposed in the plan.

Bicycle Facilities

There are two types of bicycle facilities: bicycle lanes and signed bicycle routes. Bicycle lanes are designated,

striped lanes on the roadway shoulder. Signs and pavement markings alert motorists to the presence of bicyclists and help direct cyclists along safe routes. In some cases, providing signage and lane markings may not be advisable where traffic volumes and/or operating speeds are high, as these roads may be uncomfortable for inexperienced cyclists. For more experienced riders, however, an unmarked paved shoulder can have the same benefits as a designated bicycle lane. Generally, where bicycle lanes are proposed in the plan, a designated, signed bicycle lane is envisioned. If, however, during the implementation of the plan it is determined that a proposed bicycle lane may not be a preferred treatment, the City or partner agency/jurisdiction should consider if providing an unmarked paved shoulder can satisfy the same goals of the proposed marked lane.

Signed bicycle routes create a shared travel lane for bicycles and motor vehicles with no striping or pavement markings. These bicycle facilities are relatively inexpensive and easy to implement; they are best suited for roads that have relatively low travel speeds and low traffic volumes. Many bicycle connections proposed in the plan, especially in the central areas of the City, are proposed as signed bicycle routes.

Sidewalks





Examples of priority pedestrian treatments in Winter Haven

The most essential element of any multimodal system is a comprehensive sidewalk network. Sidewalks provide pedestrian access to transit and economic, social and recreational attractions. Sidewalk dimensions and attributes will vary depending on neighborhood contexts. The plan considers two tiers of sidewalks to address pedestrian accessibility in Winter Haven: priority pedestrian corridors and standard sidewalk connections. Priority pedestrian corridors are generally found along major streets and offer amenities such as landscaped buffer zones, wide sidewalks and street furniture. Additionally, these corridors represent the primary connections that are recommended to facilitate pedestrian connectivity across the City.

The particular elements of a priority pedestrian facility may vary depending on the neighborhood contexts. For example, in the photographs to the left, the top picture shows a priority pedestrian facility in a downtown/urban context. The lower photograph shows an example of a priority pedestrian corridor in a suburban context. These examples demonstrate how a comfortable pedestrian environment can be created with different treatments that suit their respective neighborhood contexts.

The second tier of sidewalk is a standard sidewalk connection consisting of a five foot concrete sidewalk in most cases. The separation of the roadway and sidewalk, buffer zones and other features will not be emphasized in these corridors as they would be in priority pedestrian corridors. However, where feasible and affordable, such amenities should be considered. Continuous sidewalk connections have been highlighted for various corridors, but the City will continue to fill sidewalk gaps throughout its area as well.

Multi-Use Trails

A multi-use trail is a paved facility that serves both bicycle and pedestrian traffic. They generally have their own rights of way, independent of the roadway right of way or have significant separation from vehicular traffic. Multi-use trails should be at least 10 feet wide, although a width of 12 to 15 feet is preferred to accommodate two-way bicycle and pedestrian traffic.

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1.3.2 MULTIMODAL NETWORK VISION

The proposed multimodal network utilizes the existing Chain of Lakes Trail as the spine of an enhanced multimodal network consisting of branching multi-use trails, bicycle facilities and an extensive sidewalk network. Some segments have also been identified as priority pedestrian corridors, where amenities such as lighting, seating, wider sidewalks and protection from automotive traffic are warranted. Priority connections are proposed between the downtown Winter Haven area and Lake Howard, Lake Elbert and the Chain O' Lakes complex.

Connections from Lake Howard to downtown are made along a programmed priority pedestrian corridor along Avenue B NW and a proposed multi-use trail through some potential redevelopment parcels on Avenue G SW and 7th Street SW.

The pedestrian connection from downtown to Lake Elbert is made directly along Central Avenue. A trail connection is proposed from the northern portion of the existing Chain of Lakes Trail along Avenue O NW to the Polk State College campus. The Lake Elbert connections also feed many of the multimodal connections to the northeast and southeast areas.

A trail connection to the Chain O' Lakes Complex is proposed as a southern extension of the existing Chain of Lakes Trail. The proposed alignment utilizes a railroad corridor in an industrial sector of the City. However, portions of the railroad are active, as are some businesses in the corridor. As such, the feasibility of providing a continuous trail connection from downtown to the Chain O' Lakes Complex needs to be evaluated in detail.

Proposed connections to the outlying areas in the southeast and northeast include bicycle facilities and sidewalks. However, multi-use trail connections could be possible in these areas along roads with wide rights of way, such as State Road 544 (Lucerne Park Road), depending on costs.

The proposed citywide multimodal network is shown in Figure 1 below, followed by a ranked listing of individual projects in Table 1. Projects are grouped in the table according to the geographical area they primarily serve (Downtown, Chain O' Lakes Complex, Lake Howard, Lake Elbert, Northeast, Southeast). The table displays the relative ranking of each project in its respective geographical area, with the highest priority projects listed first. The prioritization process and the criteria used in project ranking are described in Sections 5.6 and 5.7.

Projects listed in the table are color coded by facility type, corresponding to the colors used in the map. For example, proposed bicycle connections appear as blue in the map and have blue identifiers in the "Map Key" field in the table. Projects are enumerated according to the areas they primarily serve (those described in Section 4) and the type of facility proposed. For example, there are two bicycle facilities proposed in the downtown area. These are numbered "DT1" and "DT2," where "DT" indicates that the projects serve the downtown area, and the numbers differentiate the two bicycle improvements from each other. There are other projects labeled "DT1," but these have different colors, meaning they refer to different facility types. There is not necessarily any relationship between the project numbering and prioritization or between projects with common tags (i.e., the blue "DT1" is not directly related to the red "DT1").

Figure 1 Map of Multimodal Master Plan

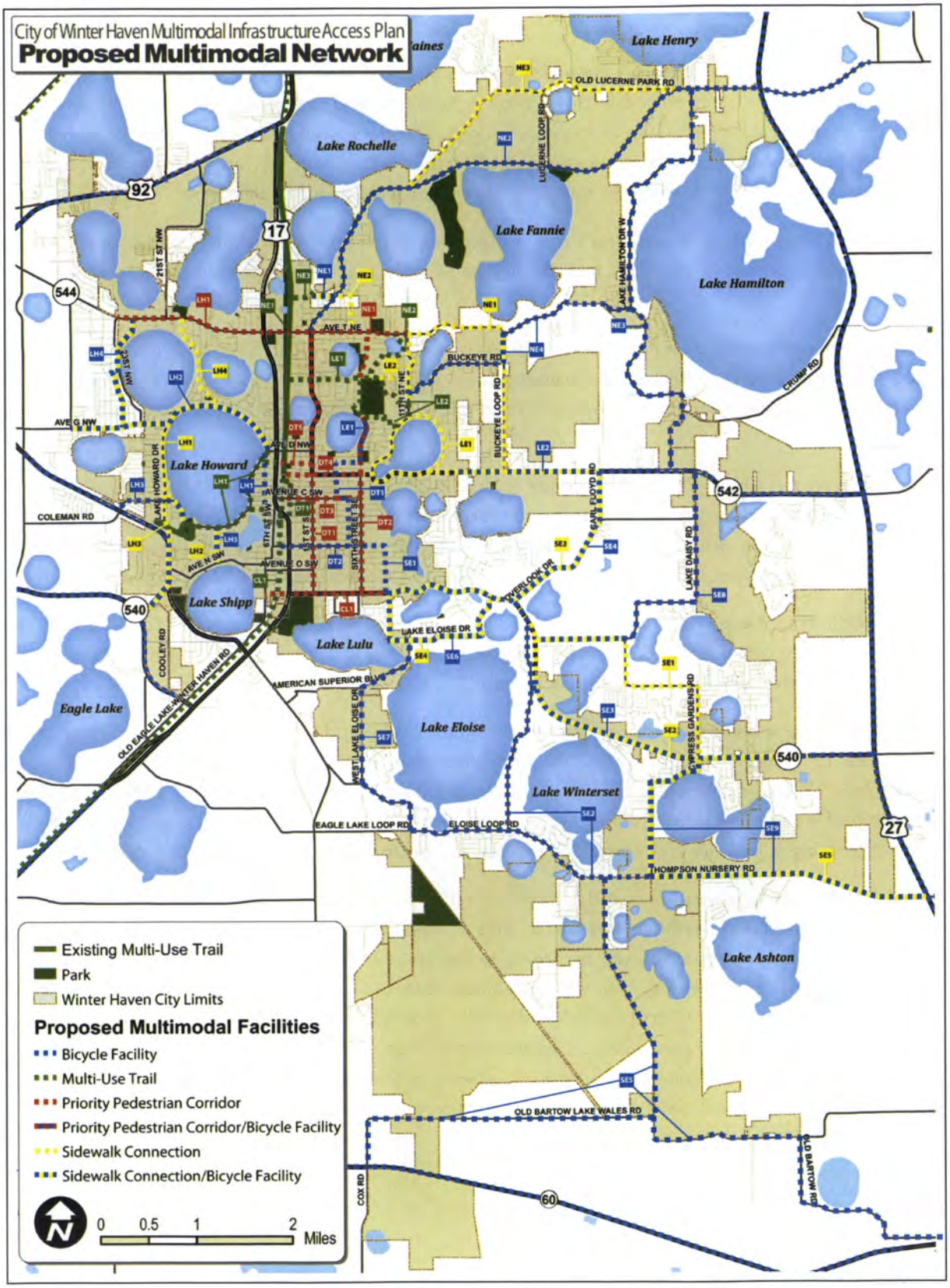
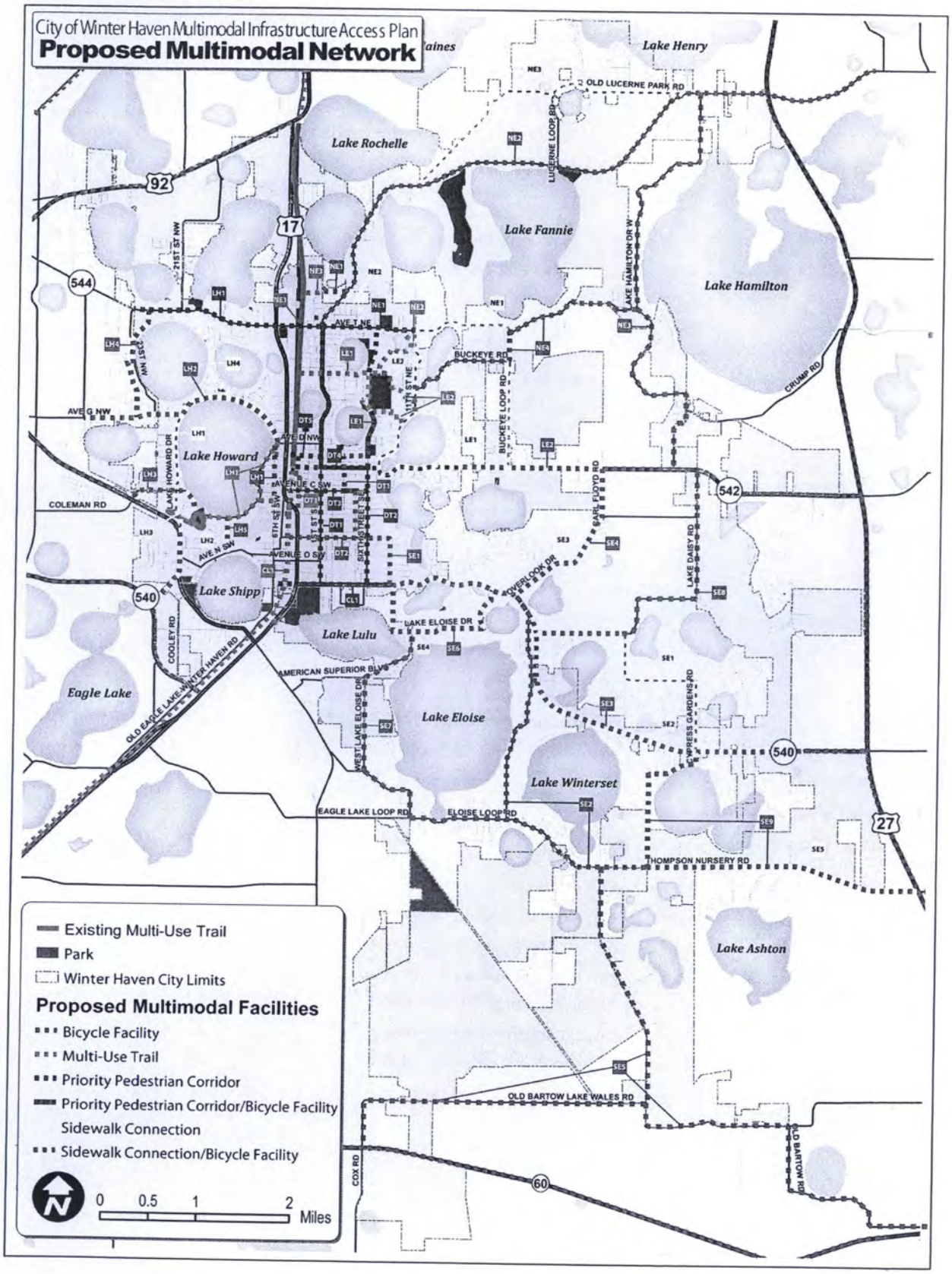


Figure 1 Map of Multimodal Master Plan



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Table 1 Proposed Multimodal Projects and Prioritization

PROPOSED IMPROVEMENT				SCORE	
Area	**Map Key**	**Project Type**	**Project Limits**	**Total Points**	**Rank**
Downtown	DT5	Priority Pedestrian Corridor	Avenue B NW - 1st St to Chain of Lakes Trail	53	1
	DT1	Multi-Use Trail	Chain of Lakes Trail - Central Ave to Ave G SW	35	2-4
	DT1	Priority Pedestrian Corridor	1st Street - Ave T NE to SR 540	35	2-4
	DT4	Priority Pedestrian Corridor	Central Ave - 6th St to Chain of Lakes Trail	35	2-4
	DT1	Signed Bicycle Route	5th St/Ave C/4th St/Ave B	30	5-6
	DT3	Priority Pedestrian Corridor	Avenue C - 6th St to Chain of Lakes Trail	30	5-6
	DT2	Signed Bicycle Route	Avenue K - 8th St to Chain of Lakes Trail	25	7-8
	DT2	Priority Pedestrian Corridor	6th Street - Lake Martha Dr to SR 540	25	7-8
Chain O' Lakes Complex	CL1	Multi-Use Trail	Chain of Lakes Trail - Ave G SW to COL Complex via US 17 underpass	53	1
	CL1	Priority Pedestrian Corridor	SR 540/Avenue R SW - 9th St SE to 7th St SW	38	2
Lake Howard	LH1	Multi-Use Trail	Lake Howard Trail - Lake Howard Dr/Connections to Chain of Lakes Trail	80	1
	LH1	Priority Pedestrian Corridor	SR 544 - 1st St to 26th St NW	65	2-3
	LH1	Sidewalk Connection	Lake Howard Loop	65	2-3
	LH2	Sidewalk Connection	15th St SW	50	4
	LH4*	Sidewalk Connection	17th St - Lake Howard Dr to Havendale Blvd		5
	LH3	Sidewalk Connection	21st Street SW	43	6
	LH2	Bicycle Lanes	Lake Howard Dr/Ave G NW - Ave D NW to Spirit Lake Rd	40	7
	LH3	Signed Bicycle Route	Ave C/SR 655 - Lake Howard Drive to SR 540	28	8
	LH1	Signed Bicycle Route	7th Street SW - Lake Howard Drive to planned Lake Howard Trail	25	9
	LH4	Signed Bicycle Route	Boys Club Rd/Lake Cannon Dr /Ave N/ 26th St - SR 544 to Ave G NW	20	10
	LH5	Signed Bicycle Route	15th St SW - Lake Howard Dr to Lake Shipp	10	11

*Project initiated by the City during completion of the Multimodal Access Plan; not subject to prioritization process

Table 1 Proposed Multimodal Projects and Prioritization

PROPOSED IMPROVEMENT				SCORE	
Area	**Map Key**	**Project Type**	**Project Limits**	**Total Points**	**Rank**
Downtown	DT5	Priority Pedestrian Corridor	Avenue B NW - 1st St to Chain of Lakes Trail	53	1
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	DT1	Priority Pedestrian Corridor	1st Street - Ave T NE to SR 540	35	2-4
	DT4	Priority Pedestrian Corridor	Central Ave - 6th St to Chain of Lakes Trail	35	2-4
	DT1	Signed Bicycle Route	5th St/Ave C/4th St/Ave B	30	5-6
	DT3	Priority Pedestrian Corridor	Avenue C - 6th St to Chain of Lakes Trail	30	5-6
	DT2	Signed Bicycle Route	Avenue K - 8th St to Chain of Lakes Trail	25	7-8
	DT2	Priority Pedestrian Corridor	6th Street - Lake Martha Dr to SR 540	25	7-8
Chain O' Lakes Complex	CL1	Multi-Use Trail	Chain of Lakes Trail - Ave G SW to COL Complex via US 17 underpass	53	1
	CL1	Priority Pedestrian Corridor	SR 540/Avenue R SW - 9th St SE to 7th St SW	38	2
Lake Howard	LH1	Multi-Use Trail	Lake Howard Trail - Lake Howard Dr/Connections to Chain of Lakes Trail	80	1
	LH1	Priority Pedestrian Corridor	SR 544 - 1st St to 26th St NW	65	2-3
	[illegible]	Sidewalk Connection	Lake Howard Loop	65	2-3
	[illegible]	Sidewalk Connection	15th St SW	50	4
	[illegible]	Sidewalk Connection	17th St - Lake Howard Dr to Havendale Blvd		5
	[illegible]	Sidewalk Connection	21st Street SW	43	6
	LH2	Bicycle Lanes	Lake Howard Dr/Ave G NW - Ave D NW to Spirit Lake Rd	40	7
	LH3	Signed Bicycle Route	Ave C/SR 655 - Lake Howard Drive to SR 540	28	8
	LH1	Signed Bicycle Route	7th Street SW - Lake Howard Drive to planned Lake Howard Trail	25	9
	LH4	Signed Bicycle Route	Boys Club Rd/Lake Cannon Dr /Ave N/ 26th St - SR 544 to Ave G NW	20	10
	LH5	Signed Bicycle Route	15th St SW - Lake Howard Dr to Lake Shipp	10	11

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Table 1 Proposed Multimodal Projects and Prioritization (Continued)

PROPOSED IMPROVEMENT				SCORE	
Area	Map Key	Project Type	Project Limits	Total Points	Rank
Lake Elbert	LE1	Multi-Use Trail	Avenue O NE - Chain of Lakes Trail to 7th St	75	1
	LE2	Sidewalk Connection	11th St NE	60	2
	LE1	Sidewalk Connection	Lake Elbert Loop	58	3
	LE2	Multi-Use Trail	PSC/Lake Elbert Trail – Alt 1: Fairfax St to PSC Alt 2: Ave O to 11th St via PSC	 43 43	 4 4
	LE2	Bicycle Lanes	SR 542 - Elbert Elementary to US27	35	5
	LE1	Signed Bicycle Route	6th St NE/Lake Martha Dr - Planned PSC Trail to Ave B NE	28	6
Northeast	NE1	Pedestrian Bridge	Avenue T NE	75	1
	NE3	Multi-Use Trail	Lake Conine Trail - Existing Chain of Lakes Trail to Lake Conine Nature Park	58	2
	NE1	Sidewalk Connection	Avenue T/Buckeye Loop Rd	55	3-4
	NE2	Sidewalk Connection	Avenue Y/6th St NE/Lake Conine Nature Park	55	3-4
	NE2	Multi-Use Trail	Northeast Trail - Avenue O NE to Avenue T NE	53	5-7
	NE1	Priority Pedestrian Corridor	7th Street NE/Lake Maude - Ave O to Ave T	53	5-7
	NE3	Sidewalk Connection	Old Lucerne Park Rd	53	5-7
	NE2	Bicycle Lanes	Lucerne Park Road	43	8
	NE1	Signed Bicycle Route	Avenue Y NE/Motor Pool Rd - SR 544 to Chain of Lakes Trail	38	9
	NE3	Bicycle Lanes	Lake Hamilton Dr - SR 542 to Lucerne Park Rd	20	10
	NE4*	Signed Bicycle Route	Lake Hamilton Drive to 11th Street via Country Club Drive and Buckeye Road		11

*Project initiated by the City during completion of the Multimodal Access Plan; not subject to prioritization process

Table 1 Proposed Multimodal Projects and Prioritization (Continued)

PROPOSED IMPROVEMENT				SCORE	
Area	Map Key	Project Type	Project Limits	Total Points	Rank
Southeast	SE1	Sidewalk Connection	Cypress Gardens Road	63	1-2
	SE2	Sidewalk Connection	Cypress Gardens Boulevard	63	1-2
	SE3	Sidewalk Connection	Overlook Road	53	3
	SE4	Sidewalk Connection	9th St/Lake Eloise Dr	45	4-5
	SE5	Sidewalk Connection	West Lake Ruby Dr/Thompson Nursery Rd to US 27	45	4-5
	SE8	Bicycle Lanes	Lake Daisy Rd/Cypress Gardens Rd - SR 542 to SR 540	40	6
	SE4	Bicycle Lanes	Overlook Rd/Carl Floyd Rd - SR 542 to SR 540	38	7
	SE6	Signed Bicycle Route	9th St/Lake Eloise Dr	35	8
	SE3	Bicycle Lanes	Cypress Gardens Boulevard - Register Rd to US27	33	9
	SE2	Signed Bicycle Route	Helena Road/Thompson Nursery Rd - SR540 to US 27	28	10
	SE9*	Signed Bicycle Route	SR 540 to Thompson Nursery Road via Lake Ruby Drive and Lake Ruby Drive to US 27 via Thompson Nursery Road		11
	SE1	Signed Bicycle Route	8th Street - Ave K SE to SR 540	18	12
	SE5	Bicycle Lanes	Old Bartow Lake Wales Rd/Old Bartow Rd/Old Lake Wales - Thompson Nursery Rd to SR 60	13	13-14
	SE7	Bicycle Lanes	American Superior Blvd/West Lake Eloise Dr/Eloise Loop Rd	13	13-14

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Table 1 Proposed Multimodal Projects and Prioritization (Continued)

PROPOSED IMPROVEMENT				SCORE	
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	SE5	Bicycle Lanes	Old Bartow Lake Wales Rd/Old Bartow Rd/Old Lake Wales - Thompson Nursery Rd to SR 60	13	13-14
	SE7	Bicycle Lanes	American Superior Blvd/West Lake Eloise Dr/Eloise Loop Rd	13	13-14

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1.3.3 PLAN DEVELOPMENT

To achieve the City's overall multimodal goals, the analysis supporting the plan quantified and assessed the City's existing multimodal conditions, needs for improvement and defined priority capital improvement projects and strategies to implement the plan. The following methods were used:

- The team worked with City staff to organize the City into five planning districts for detailed inventory and development of appropriate evaluation measures and criteria, which helped organize the work effort and also focus citizen involvement and interaction in the planning process.
- The team quantified existing multimodal infrastructure and defined gaps in the network or areas without any facilities. A detailed field inventory was conducted using hand-held Global Positioning System (GPS) technology to clarify, confirm and document existing conditions, gaps, barriers, opportunities for sidewalks, pathways and multimodal infrastructure elements. The field inventory data is summarized in Appendix A. The GPS was linked with photos taken using a digital camera to create a record of facility location and other characteristics.
- Based on the field review, the team prepared a spreadsheet database summarizing sidewalk and bicycle facility conditions of every functionally classified road segment. This data was used to calculate a pedestrian and bicycle quality of service score using the ARTPLAN software developed by the Florida Department of Transportation. The level of service results are included in Appendix D.
- The next step was to identify key existing and future destination areas, and overlay various data shape files to rate their accessibility. This set the stage for the development of evaluation criteria that were used to define project priorities. Building upon the previous tasks, the team created a map series that overlays GIS shape files for analysis. From this overlay, the team recommended facility evaluation criteria for use in identifying potential projects or strategies and setting priorities.
- The team developed a neighborhood accessibility score that ranked planning districts according to the level of accessibility they enjoy for connections to key destinations. The accessibility score was helpful in determining key issues, prioritizing projects, targeting funding and addressing equity considerations for future project needs.
- The team conducted a feasibility assessment on select recommended facility improvements or new facilities that were anticipated to present certain challenges. This planning-level assessment considered right-of-way availability, competing uses for right-of-way (e.g., utilities, drainage features, environmental mitigation and clear zone requirements), topographic characteristics and constructability. The feasibility assessment is included in Appendix B. Diagrams of typical plans and sections are included in Appendix C.
- The team prepared planning level cost estimates for the capital projects covered in the feasibility assessment and identified existing and potential funding sources to help the City with implementation.
- Finally, the team applied the evaluation criteria to recommend a ranking of the projects in priority order. The prioritization process reflected public input as expressed through a workshop and stakeholder discussion groups. The documentation of the public open house meetings and feedback is included in Appendix E.

2 EXISTING AND PROGRAMMED FACILITIES

The creation of the citywide multimodal network shown in the previous section will be the ultimate result of various discrete projects that will be implemented over time. Some portions of the plan are already in place, notably the Chain of Lakes Trail north of downtown. Winter Haven also has several projects that are either currently funded through FDOT's Five-Year Work Program or under design. This section describes briefly the process that led to the construction of the Chain of Lakes Trail and then identifies programmed projects that are part of the envisioned citywide multimodal network described in Section 1.3 above. These programmed projects represent the short term capital improvements upon which the remainder of the Multimodal Access Plan will be built. The recommended projects identified in Section 3 represent the next phase of multimodal improvements following these programmed projects, or in some cases, may be implemented concurrently with them if funding becomes available. The projects listed herein are described in greater detail than the broad descriptions offered in Table 1.

2.1 THE CHAIN OF LAKES TRAIL



In the early 2000's Winter Haven embarked on a Community Visioning Process, from which emerged a priority vision for trails, pedestrian corridors and transit. To implement trail projects, the City explored a variety of State and local partnerships and funding sources. The City partnered with the Florida Office of Greenways and Trails to acquire the CSX Trail Corridor from Avenue T to US 17/92 in Lake Alfred. Once the acquisition was complete, the City signed a lease agreement which paved the way for the development of the Chain of Lakes Trail from Downtown Winter Haven to Lake Alfred. The City then submitted applications for grant funding through the Polk Transportation Planning Organization's (TPO) Transportation Enhancement Program. A grants review committee evaluated those applications along with a pool of other Transportation Enhancement Project proposals from around the county and recommended the Chain of Lakes Trail for funding. As a result, FDOT programmed $608,937 in their Work Program to assist in funding the construction of the trail. In addition, a $200,000 Recreational Trails Grant was sought and attained for the project. A total of $808,937 in grant money was utilized in the construction of the $2.5 million project. Based on the success of the Chain of Lakes Trail history, ongoing planning of Winter Haven's trails and enhancement facilities continues to focus on developing partnerships and innovative funding.

2.2 PROGRAMMED FACILITIES

All of the projects listed in this section are programmed multi-use trails.

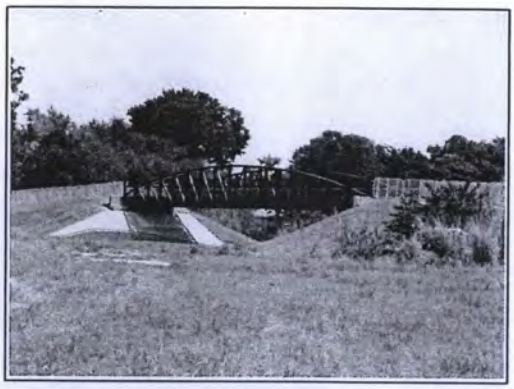
2.2.1 CHAIN OF LAKES DOWNTOWN TRAILHEAD PARK (DT1)

The Chain of Lakes Downtown Trailhead Park ranked high as a Transportation Enhancement Project for a grant award of $400,000. In addition, the City has also obtained a $75,000 FDOT Intermodal Grant for assistance with construction of the project. The cost estimates of the project are approximately $1.7 Million. $475,000 in grant money will be utilized for funding the construction or a little more than 30% of the total cost of the project. The project is expected to break ground in spring 2010.

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2.2.2 CHAIN OF LAKES TRAIL - SOUTHERN EXTENSION (DT1)

The Chain of Lakes Trail Southern Extension to Avenue G SW (along 3rd Street) project was submitted to the Polk TPO as a 2009 Transportation Enhancement Grant Application. The goal of the project is to link the Chain of Lakes Trail to the Citi Centre Complex along 3rd Street. The project includes a road diet for 3rd Street SW, reducing the number of lanes from four to two, to provide a dedicated trail, parking and landscaping. The project ranked high in the grants review process and was recommended for FDOT funding at $715,000. The project is programmed in FDOT's Five Year Work Program for fiscal years 2011 – 2012.

2.2.3 LAKE HOWARD TRAIL PHASE I (LH1)

The Lake Howard Trail Phase I Project (Avenue D NW – Avenue A NW) ranked high as a Transportation Enhancement Project for a total grant award of $250,000 (City $22,588 + $227,412) and has been programmed into FDOT's Five Year Work Program for fiscal year 2009/2010. The goal of the project is to establish this portion of Lake Howard as a major destination accessible from Downtown and the Chain of Lakes Trail and serve as the first leg of a trail around Lake Howard. The project is currently at the 90% plan stage. Construction is anticipated to start in winter 2011. Current cost estimates for the project are at approximately $250,000, 90% of which are projected to be funded through FDOT.

2.2.4 AVENUE B NW TRAIL CONNECTOR (LH1)

This project was submitted to the TPO as a 2009 Transportation Enhancement Grant Application. The goal of the project is to link the 1st Street Pedestrian Corridor to the Chain of Lakes Trail and the Chain of Lakes Trail to the Lake Howard Trail Phase I via a dedicated trail along Avenue B NW. The project ranked high in the grants review process and was recommended for FDOT funding at $600,000. The project is expected to be programmed in FDOT's Five Year Work Program for fiscal year 2014.

2.2.5 CHAIN OF LAKES TRAIL - PEDESTRIAN BRIDGE AT AVENUE T (NE1)

The existing Chain of Lakes Trail is interrupted at Avenue T where it intersects the roadway midblock with no crosswalk or signalization to allow trail users to cross the road safely. Trail users must either deviate from the trail to utilize the crosswalk at the signalized intersection of Avenue T and US 17 (about a quarter mile away) or risk making the midblock crossing. A pedestrian bridge over Avenue T would provide continuity in the trail and allow users to safely cross the roadway at their leisure, completely segregated from vehicular traffic. Public input identified this improvement as a priority for the City's residents.



The current intersection of the Chain of Lakes Trail with Avenue T

This project was submitted to the TPO as a 2009 Transportation Enhancement Grant Application. The goal of the project is to allow trail users to safely cross the trail over Avenue T. This will allow trail users safe access to the full 3.2 miles of trail and allow the trail to be fully utilized. The project ranked high in the grants review process and was recommended to be placed in the FDOT Work Program. FDOT has $1.2 million funded in their Five Year Work Program for fiscal years 2011-2012 for the project. It should be noted that during the initial Chain of Lakes Trail Design Process, City staff petitioned FDOT on more than one occasion to consider an at-grade crossing. After evaluation of the request, FDOT denied the at-grade crossing, basing their decision on the close proximity between the 1st Street/Ave T and U.S. 17/Ave T intersections. As such the trail was

designed in essentially two sections, the north and south sections. The proposed pedestrian bridge will link those sections to create a continuous, functional trail.

2.2.6 6TH STREET SE IMPROVEMENTS (RELATED TO DT2)

This project will be adding a southbound left-turn lane into Winter Haven High School which will ease traffic back-ups caused by left turning vehicles blocking the through travel lane. Additional upgrades will be made to the signals at Avenue C and Avenue K. The conversion to mast-arm type signals will move the signal poles from the sidewalk allowing for improved pedestrian movement at these intersections.

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3 RECOMMENDED PROJECTS

This section identifies the specific multimodal projects that are recommended for implementation concurrently with or immediately following the programmed projects described above. As in Section 2, the projects listed are described in some detail, although specific costs and revenue sources for each project are not available for all recommended projects in this section. Projects are broken down by type: sidewalks, bicycle facilities, multi-use trails, with roadways, intersections, traffic calming and signage and pavement markings also included. Projects listed under the sidewalks, bicycle facilities and multi-use trails headings appear in this section as a result of the prioritization process used to rank proposed facilities (see Section 5.7). Other projects represent either opportunities for quick, low cost implementation of the plan through roadway and intersection projects that are already programmed or specific areas of concern identified by the project team during the data collection and/or public involvement processes.

3.1 SIDEWALKS

3.1.1 LAKE HOWARD LOOP (LH1)

Purpose and Need

Lake Howard is a valuable natural attraction in the heart of Winter Haven, located directly west of the downtown area. Surrounding the lake are established neighborhoods and businesses on the eastern bank. The Lake Howard Nature Park on the southwestern edge of the lake features a boardwalk and multi-use trail meandering through wetlands; it is a popular destination for residents and visitors. Although there are some existing sidewalks along Lake Howard Drive, there is no continuous multimodal facility encompassing the lake. A sidewalk loop around the lake would significantly improve multimodal accessibility for residents of the Lake Howard area to the nature park and downtown. Additionally, accessibility to the lakefront would be increased from the downtown area, allowing the lake to function as a centrally located amenity for the enjoyment of the entire City. The proposed Lake Howard Loop sidewalk received substantial public support, demonstrating the importance of this connection to citizens.



Improvement Description

The Lake Howard Loop sidewalk is proposed for the northern and western shores of the lake, portions of which already have sidewalk. The proposed project would complete the sidewalk and provide a connection to the multi-use trail proposed for the eastern and southern banks of the lake. These complimentary facilities would form a continuous loop around the lake, which is the cornerstone of providing multimodal accessibility between western Winter Haven and other parts of the City.

Feasibility

The feasibility of constructing the Lake Howard Loop sidewalk is limited only by right-of-way concerns. The sidewalk would most likely parallel Lake Howard Drive, but the right-of-way for that road is constrained. Moreover, the lake shore is private property, and in some places (especially on the western bank) there are existing single family homes between Lake Howard Drive and the lake. If the right-of-way can be made available to allow construction along Lake Howard Drive, the loop can be completed with access to the lakefront

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limited on the western portions of the loop. A full feasibility study for the implementation of the sidewalk loop is recommended.

3.1.2 CYPRESS GARDENS ROAD AND CYPRESS GARDENS BOULEVARD (SE1 AND SE2)

Purpose and Need

Cypress Gardens Boulevard is the primary commercial corridor serving southeast Winter Haven, burgeoning with new retail and restaurant destinations and providing access to the proposed Legoland. Cypress Gardens Road serves the densest pockets of residential development in the southeast area and links them with the commercial destinations on Cypress Gardens Boulevard. Both streets have sporadic existing sidewalks. The proposed sidewalk projects for these streets would provide a continuous pedestrian connection that would improve the safety of pedestrians and transit patrons on these heavily traveled roads. They would also create a core of activity for the southeast area with relatively high pedestrian accessibility while improving access to transit, which would facilitate multimodal access between the southeast area and other parts of the City.

Improvement Description

The Cypress Gardens Road sidewalk connection is proposed for the entire length of that facility. The Cypress Gardens Boulevard sidewalk connection is proposed from US 17 to the Wal Mart Super Center east of Lake Fox Road. The connections would provide a continuous pedestrian connection on either side of both streets.

Feasibility

There are no apparent obstacles to implementing either project. A feasibility assessment for the implementation of a portion of these sidewalk improvements was conducted in conjunction with the development of this master plan and is included in Appendix B. Implementation of the project will require coordination between the City, County and FDOT.

3.1.3 17TH STREET CONNECTION FROM LAKE HOWARD DRIVE TO HAVENDALE BOULEVARD (LH4)

This sidewalk will connect Lake Howard Drive and Havendale Boulevard via 17th Street. The 17th Street sidewalk will be continued to the park on Orange Street. A sidewalk from Lake Howard Drive to 17th Street via 15th Street and Orange Street will provide direct pedestrian access from the east on Lake Howard Drive. The project recommendation was initiated by the City during the completion of the Multimodal Access Plan and did not go through the original prioritization process.

3.2 BICYCLE FACILITIES

3.2.1 LAKE DAISY ROAD/CYPRESS GARDENS ROAD (SE8)

Purpose and Need

Lake Daisy Road is a two-lane road that provides a link between southeast Winter Haven and the eastern portion of the Lake Elbert area (via SR 542) as well as the northeast area along Country Club Road and Lake Hamilton Drive. The road hosts a substantial amount of bicycle traffic. However, there are currently no bicycle lanes or paved shoulders, and the width of the lanes is not sufficient for bicycles and motor vehicles to safely share the road. There is enough vehicular traffic traveling at sufficiently high speeds to create an uncomfortable and dangerous environment for cyclists. During the public involvement process, the addition of bicycle lanes on Lake Daisy Road was identified as a high priority for the City's cyclists to improve bicycle safety and connectivity in

east Winter Haven.

Improvement Description

The proposed bicycle lanes would begin at the intersection of Lake Daisy Road and SR 542 and continue south along Lake Daisy Road until it turns to the west, then south on Lake Ned Road, and west on Cypress Gardens Road as far as Cypress Gardens Boulevard. This alignment provides a complete eastern connection between the Lake Elbert and southeast areas. The proposed improvement would add a paved shoulder on each side of these facilities and signage denoting them as bicycle routes.

Feasibility

Right-of-way constraints may limit the feasibility of full implementation of the proposed project. A full feasibility study is recommended. Additionally, the majority of this facility would pass through unincorporated Polk County, requiring the County's participation in the implementation of the project.

3.2.2 LUCERNE PARK ROAD (NE2)

Purpose and Need

Street connectivity in northeast Winter Haven is generally very low, making it difficult to provide multimodal connections to other parts of the City. Lucerne Park Road is the principal thoroughfare serving the northeast, and the proposed bicycle route along this facility is the primary means of providing a multimodal connection to the rest of the City. There is already a paved shoulder along the entire length of Lucerne Park Road from Avenue T to US 27, providing a satisfactory bicycle facility. The addition of signage identifying the facility as a bicycle route and reminding motorists to share the road would increase the visibility of cycling as a transportation option and improve the safety of cycling on this facility.



Paved shoulder on Lucerne Park Road

Improvement Description

The project would add signage to identify Lucerne Park Road as a bicycle route and remind motorists to share the road with cyclists.

Feasibility

The addition of bicycle route signage will be subject to the approval of FDOT, since Lucerne Park Road is a State maintained facility. FDOT may be reluctant to add the signs due to the relatively high posted speed on some portions of the road (45 mph or more). However, if approved, the signs would be a highly affordable means of creating a visible multimodal connection to the northeast.

3.3 MULTI-USE TRAILS

3.3.1 LAKE HOWARD TRAIL – LAKE HOWARD DRIVE/CONNECTIONS TO CHAIN OF LAKES TRAIL (LH1)

Purpose and Need

Although the Lake Howard area is adjacent to the downtown Winter Haven area, multimodal connections between the two areas are limited. The proposed Lake Howard Trail would complement the proposed Lake Howard Loop

east Winter Haven.

Improvement Description

The proposed bicycle lanes would begin at the intersection of Lake Daisy Road and SR 542 and continue south along Lake Daisy Road until it turns to the west, then south on Lake Ned Road, and west on Cypress Gardens Road as far as Cypress Gardens Boulevard. This alignment provides a complete eastern connection between the Lake Elbert and southeast areas. The proposed improvement would add a paved shoulder on each side of these facilities and signage denoting them as bicycle routes.

Feasibility

Right-of-way constraints may limit the feasibility of full implementation of the proposed project. A full feasibility study is recommended. Additionally, the majority of this facility would pass through unincorporated Polk County, requiring the County's participation in the implementation of the project.

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Purpose and Need

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3.3 MULTI-USE TRAILS

3.3.1 LAKE HOWARD TRAIL – LAKE HOWARD DRIVE/CONNECTIONS TO CHAIN OF LAKES TRAIL (LH1)

Purpose and Need

Although the Lake Howard area is adjacent to the downtown Winter Haven area, multimodal connections between the two areas are limited. The proposed Lake Howard Trail would complement the proposed Lake Howard Loop

sidewalk to form a continuous loop around Lake Howard and provide a high level of multimodal connectivity between downtown and Lake Howard. As noted in Section 2, a portion of the proposed improvement is already programmed for construction form Avenue A NW to Avenue D NW. The fully completed project would provide a highly visible and safe crossing of US 17 and connect two of the City's most popular trails: the Chain of Lakes Trail and the Lake Howard Nature Park Trail. It would also begin to provide a multimodal connection from the southern Lake Howard area to retail destinations along US 17. The proposed trail would be an amenity for potential redevelopment tracts west of US 17 in the vicinity of Avenue G SW and could be partly paid for by developer contributions.

Improvement Description

The Lake Howard Trail would consist of two main legs. The first extends from the Lake Howard Nature Park along the southern and eastern portions of Lake Howard Drive to Avenue D NW, intersecting a trail connection to downtown at Avenue B NW. The second leg branches off of the first leg at Avenue E SW and continues southeast to Avenue G SW either along 7th Street or through a potential redevelopment parcel. From Avenue G SW, the trail would proceed east across US 17 and link with the proposed southern extension of the Chain of Lakes Trail.

Feasibility

Right of way constraints and conflicts with utilities on Lake Howard Drive may limit the feasibility of providing a complete multi-use trail connection. A feasibility assessment for the implementation of these improvements was conducted in conjunction with the development of this master plan and is included in Appendix B.

3.3.2 AVENUE O NE TRAIL (LE1)

Purpose and Need

The Lake Elbert area is adjacent to the downtown area and home to Polk State College (PSC) and established urban single family neighborhoods. However, multimodal connections within the Lake Elbert area are limited, and there is no continuous multimodal connection between the Lake Elbert area and downtown. PSC is a significant destination in the City, and students are especially apt to take advantage of non-motorized travel options and/or transit. The proposed multi-use trail on Avenue O NE would provide multimodal access to the PSC campus and connect to the existing Chain of Lakes Trail, thereby forming a connection to downtown with convenient access to retail destinations along US 17 as well. Since there is no existing multimodal connection to the campus, the trail would improve the safety of pedestrians and cyclists. The trail is also very close to the recently completed Lake Maude Nature Park, though it does not provide direct access.

Improvement Description

The Avenue O NE Trail would begin at the intersection of Avenue O NW and United Way (Chain of Lakes Trail) and proceed east along Avenue O NW/NE to 7th Street NE and the northwest boundary of the baseball fields adjacent to the PSC campus. An extension of the multi-use trail to provide direct access to PSC is proposed as a separate project in the Multimodal Access Plan, but the projects could be combined if feasible and affordable.

Feasibility

There are some potential right-of-way constraints along Avenue O, and it may be necessary to have the trail cross the street at least once as a result. A feasibility assessment for the implementation of these improvements was conducted in conjunction with the development of this master plan and is included in Appendix B.

3.4 INTERSECTION, SAFETY AND ACCESSIBILITY

3.4.1 1ST STREET PRIORITY PEDESTRIAN CORRIDOR (DT1)

Purpose and Need

While there is currently sidewalk on both sides of the road for most of the length of 1st Street, the pedestrian environment is uncomfortable and, in some places, hazardous. The existing sidewalk is generally directly adjacent to the road, which has high traffic volumes and relatively high operating speeds. This makes the environment uncomfortable for pedestrians as a whole, and in specific locations, it presents significant safety risks. For example, the sidewalk is exceptionally narrow at the intersection with Lee Avenue NE, while vehicular speeds are high. There is no space to which the pedestrian can retreat as the sidewalk abuts a retaining wall about 16 inches from the curb. In such a setting, the pedestrian is at risk of injury or death simply by virtue of their proximity to vehicular traffic. Access for disabled persons is essentially non-existent. Public input identified other intersections along 1st Street as presenting safety hazards and/or having limited accessibility.

The proposed priority pedestrian corridor along 1st Street would resolve most of these issues by providing wider sidewalks with separation from the roadway where feasible. The increased safety and comfort fostered by the project would improve accessibility to destinations in and near downtown, including Winter Haven Hospital. The implementation of priority pedestrian treatments would also impact intersections to improve crossings and increase the visibility of pedestrians.

Improvement Description

The 1st Street priority pedestrian corridor is proposed from SR 540 in the south to Avenue T in the north. A phased implementation of the project would be possible, with areas identified as safety hazards recommended for initial implementation.

Feasibility

The feasibility of the project will depend on available right-of-way and funding. A phased implementation may be necessary due to costs.

3.4.2 OTHER SMALL PROJECTS

A list of recommended small projects to fill network gaps and complement the proposed citywide multimodal system is displayed in Table 2. These projects can be addressed as ongoing maintenance or low budget capital improvements efforts on an incremental basis. The projects typically aim to improve connectivity, safety, accessibility and/or visibility at specific points, such as intersections, or along short stretches of roadway. In some cases, a project is identified that addresses a particular issue confronting one of the larger projects listed in previous sections. For example, the first project listed in Table 2 identifies an area where a safe connection between the bicycle route proposed for 8th Street SE and the existing bicycle lanes on Cypress Gardens Boulevard will be difficult to achieve under existing conditions. The recommended small project calls for the City to explore opportunities to create a connection from 8th Street to the signalized intersection at 9th Street to link the two facilities.

3.4.1 1ST STREET PRIORITY PEDESTRIAN CORRIDOR (DT1)

Purpose and Need

While there is currently sidewalk on both sides of the road for most of the length of 1st Street, the pedestrian environment is uncomfortable and, in some places, hazardous. The existing sidewalk is generally directly adjacent to the road, which has high traffic volumes and relatively high operating speeds. This makes the environment uncomfortable for pedestrians as a whole, and in specific locations, it presents significant safety risks. For example, the sidewalk is exceptionally narrow at the intersection with Lee Avenue NE, while vehicular speeds are high. There is no space to which the pedestrian can retreat as the sidewalk abuts a retaining wall about 16 inches from the curb. In such a setting, the pedestrian is at risk of injury or death simply by virtue of their proximity to vehicular traffic. Access for disabled persons is essentially non-existent. Public input identified other intersections along 1st Street as presenting safety hazards and/or having limited accessibility.

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