

# **POLK COUNTY**

## **Board of County Commissioners**

NEIGHBORHOOD SERVICES DEPARTMENT  
HOUSING AND NEIGHBORHOOD DEVELOPMENT  
DIVISION



### **FY 2005 - 2009**

## **CONSOLIDATED PLAN AND FIVE -YEAR STRATEGY**

### **Polk County Board of County Commissioners**

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CPMP Version 1.3



# 5 Year Strategic Plan

This document includes Narrative Responses to specific questions that grantees of the Community Development Block Grant, HOME Investment Partnership, Housing Opportunities for People with AIDS and Emergency Shelter Grants Programs must respond to in order to be compliant with the Consolidated Planning Regulations.

## GENERAL

### Executive Summary

*The Executive Summary is optional, but encouraged. If you choose to complete it, please provide a brief overview that includes major initiatives and highlights that are proposed throughout the 5 year strategic planning period.*

Polk County's Consolidated Plan is a collaborative process whereby we as a grantee establish a unified vision for countywide community development. Starting in federal fiscal year 1995, the preparation and administration of the Consolidated Plan offered opportunities to shape various programs into effective, coordinated neighborhood and community development strategies that later become action driven initiatives for positive change. The Planning process places emphasis on the creation of an environment for strategic planning and citizen participation and serves to reduce duplication of effort at the local level.

Polk County's FFY 1998-2003 Consolidated Plan assessed deficiencies in quality housing and community needs in 61 predominately low- and moderate-income Census block groups across the county.

Adoption of a 2004 Polk Visioning process updated the data available from the existing 1998-2003 Consolidated Planning Document as extended to 2005. This comprehensive planning tool required general public participation from focus groups, task force members, public and private organizations.

- Phase I - Develop Core Values, Strategies, Key Benchmarks and Collaborative Implementation Process.
- Phase II - Vision Task Force Sessions in 6 strategic areas:  
Quality of life; Infrastructure; economic development; government; education and private sector leadership
- Phase III - Final Document-Implementation

**The ten top priority issues identified through the visioning process confirmed that the past and current consolidated planning priorities and objectives are in fact consistent and must be addressed if we are to achieve our goal of economic prosperity and improved quality of life for our citizens.**

The relative standard of living in Polk County has been on a steady decline since 1980 from 89.7% to 83.4% in 2002<sup>1</sup>. Per capita income is defined as total income of

<sup>1</sup>U.S. Department of Commerce, Bureau of Economic Analysis

county residents divided by total population of the county. From 1990-2003 in Polk County, the average annual increase in the number of jobs increased by 2,541<sup>2</sup> per year. This slow growth in jobs and the quality of the jobs not only resulted in a low tax base but out of county commuting of residents to Orlando and Tampa exporting our most educated professional people. The 2000 U.S. Census data has identified 31,598 Polk County residents commuting outside the county for work. Conversely, 17,602 living outside of Polk commute into the county for work, leaving a net of out-commuters of 13,996. Commuting causes stress on the family unit, and has economic implications that are not favorable to the county. Thus, the expansion of economic opportunities through job training and creation is paramount in reversing this trend. Social and personal needs result from and perpetuate low incomes. Corollary to this are many communities with inadequate infrastructure, and community and recreational facilities. The concept of a suitable living environment includes improving safety, appearance and livability of neighborhoods. It also entails increasing access to quality facilities and local delivery of services which serve to reduce isolation of groups often stranded by economic limitations and lack of transportation.

Much of the funding earmarked to improve quality of life issues, revitalize deteriorating infrastructure /neighborhoods and offer opportunities for safe, decent affordable housing has been provided by: Federal Community Development Block Grant (CDBG) Program Funds, Federal HOME Investment Partnership Program (HOME), Florida's State Housing Initiatives Partnership (SHIP) Program, and the Emergency Shelter Grant (ESG) Program which supports services for homeless persons. These programs involve rehabilitation of substandard units, emergency repairs, infrastructure improvements, elimination of slum and blighting influences, delivery of county wide public and homeless services, down payment assistance, and construction of community meeting places and centers for local service delivery.

The hardships County residents experienced during the summer of 2004 when three major hurricanes crisscrossed Polk County dramatically increased the need for emergency and substantial housing repairs, the replacement of destroyed mobile homes, and available units for rental. The rental housing that survived became a premium. While funding is just now being released one year later, the county maintains a waiting list for disaster relief housing rehabilitation assistance of 600 households. Infrastructure damage is widespread; the County experienced severe flooding conditions to the extent that many individuals were using air boats to access their property long after the storms had passed.

In response to these pressing needs, Polk County developed a multi-jurisdictional application for CDBG Supplemental Funds available through the Small Cities Programs for the 15 Counties most hard hit from the hurricane events. The application included projects for eight partner cities to address the damaged infrastructure. On June 10, 2005, Polk County was notified that we will receive \$2.6 million in federal aid to address these issues. Housing and infrastructure recovery will be long term.

Polk County's FFY 2005-2009 Consolidated Plan will continue to use Community Development Block Grant Funds (CDBG), Emergency Shelter Grant Funds (ESG) funds, and HOME Investment Partnership Program funds (HOME) to address priority

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<sup>2</sup>Central Florida Development Council, Florida Agency for Workforce Innovation

needs in 58 predominately low/moderate census block groups across the county excluding Lakeland, Winter Haven and the municipalities that participate in the State's Small Cities Program.

The Consolidated Plan has developed long and short-term strategies to meet the identified needs from Quality of Life Surveys, Polk's Visioning Process and public input:

- Providing adequate infrastructure and public facilities
- Improving community appearance, removing slum and blight
- Developing needed park and recreational facilities
- Economic Development, job creation, training and retention
- Providing for health services and promote public safety

Housing activities have likewise been prioritized. Strategies to be utilized include:

- Preserving the County's existing housing stock
- Increasing the supply of affordable housing, and
- Eliminating the causes and effects of homelessness.

Housing activities are funded from the HOME Investment Partnership Program (HOME), Emergency Shelter Grant (ESG) and the State Housing Initiatives Partnership (SHIP) Programs.

- FFY 2005/06 SHIP funding provides \$2,958,882 to Polk County for the aforementioned housing strategies.

The Consolidated Plan is organized into the following seven sections.

Section I General Information. Demographic and socioeconomic profile with citizen's participation and administrative process.

Section II Housing: Low- and moderate-income housing supply/demand analysis.

Section III Homeless: Strategies for homeless individuals and families.

Section IV Community Development: Specific objectives are identified.

Section V Non-Homeless Special Needs: Addresses elderly, disabled, and households with special needs.

Section VI Needs Tables and Charts: Identifies and summarizes community development needs.

Section VII Certifications: Required HUD Certifications.

**FFY 2005 – 2009 ESTIMATED AVAILABLE BUDGET**

	2005	2006	2007	2008	2009	Totals
<b>Formula Grant CDBG</b>	\$3,465,954	\$3,465,954	\$3,465,954	\$3,465,954	\$3,465,954	\$17,329,770
<b>Formula Grant ESG</b>	\$133,359	\$133,359	\$133,359	\$133,359	\$133,359	\$666,795
<b>Formula Grant ADDI</b>	\$34,214	\$34,214	\$34,214	\$34,214	\$34,214	\$171,070
<b>Formula Grant HOME</b>	\$1,187,432	\$1,187,432	\$1,187,432	\$1,187,432	\$1,187,432	\$5,937,160
<b>Total Funds Available</b>	\$4,820,959	\$4,820,959	\$4,820,959	\$4,820,959	\$4,820,959	\$24,104,795

**FFY 2005-2009 CONCEPT BUDGET**

	2005	2006	2007	2008	2009	Totals
<b>Formula Grant CDBG</b>	\$3,465,954	\$3,465,954	\$3,465,954	\$3,465,954	\$3,465,954	\$17,329,770
<b>Formula Grant ESG</b>	\$133,359	\$133,359	\$133,359	\$133,359	\$133,359	\$666,795
<b>Formula Grant ADDI</b>	\$34,214	\$34,214	\$34,214	\$34,214	\$34,214	\$171,070
<b>Formula Grant HOME</b>	\$1,187,432	\$1,187,432	\$1,187,432	\$1,187,432	\$1,187,432	\$5,937,160
<b>Total Funds Available</b>	\$4,820,959	\$4,820,959	\$4,820,959	\$4,820,959	\$4,820,959	\$24,104,795
<b>Neighborhood Improvements</b>	\$1,382,977	\$1,382,977	\$1,382,977	\$1,382,977	\$1,382,977	\$6,914,885
<b>Municipal Partners</b>	\$519,893	\$519,893	\$519,893	\$519,893	\$519,893	\$2,599,465
<b>Public Services</b>	\$519,893	\$519,893	\$519,893	\$519,893	\$519,893	\$2,599,465
<b>Emergency Shelter Grant</b>	\$126,691	\$126,691	\$126,691	\$126,691	\$126,691	\$633,455
<b>Affordable Housing</b>	\$1,102,903	\$1,102,903	\$1,102,903	\$1,102,903	\$1,102,903	\$5,514,515
<b>Public Facilities</b>	\$350,000	\$350,000	\$350,000	\$350,000	\$350,000	\$1,750,000
<b>Administration</b>	\$818,602	\$818,602	\$818,602	\$818,602	\$818,602	\$4,093,010
<b>Total Funds</b>	\$4,820,959	\$4,820,959	\$4,820,959	\$4,820,959	\$4,820,959	\$24,104,795

## Strategic Plan

**Due every three, four, or five years (length of period is at the grantee's discretion) no less than 45 days prior to the start of the grantee's program year start date. HUD does not accept plans between August 15 and November 15.**

**Mission:** The mission of Polk County Housing and Neighborhood Development Division (HND) is to improve the quality of life for the low and moderate-income citizens of Polk County and, at the same time, rekindle community pride through economic and political empowerment and development of lasting partnerships between government and the community. More specifically, HND will:

Increase economic opportunities and improve living standards through mobilization of all available resources within and outside the community.

- Conduct assessments of existing conditions to discover opportunities as well as problems;
- Maintain an unbiased approach to housing and community development, maximizing existing opportunities, and tailoring problem solutions to specific needs and cultural preferences;
- Increase public awareness of and facilitate ongoing participation in the community development process; and
- Provide leadership and leadership training through development and nurturing of neighborhood organizations.

## General Information

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

Polk County is located in the geographic center of Florida, 25 miles east of Tampa and 35 miles southwest of Orlando, between Orange County and Hillsborough County and extends south almost to Lake Okeechobee. The County is approximately equidistant from the east and west coasts, the Georgia-Florida border, and the Southern tip of the peninsula. It is traversed by the Interstate-4 corridor, the main route between Tampa and Orlando, as well as by US Highways 17, 98, 92, and 27. Polk County is approximately the size of the State of Delaware. The land area covers 2,010 square miles, making it the fourth largest county in Florida. The landscape varies from the rural south and east to the more urbanized north and west.

## Community Profile

This section describes the demographic and economic characteristics of Polk County and demonstrates the geographic basis for the allocation of community development funding and identifies the areas where assistance is most needed.

### Demographic Characteristics:

The Shimberg Center for Affordable Housing at the University of Florida estimates Polk County's total population in 2005 to be 525,895 with 62.25% or 327,366 persons living in unincorporated Polk County.

**Population**

The Population Projections by Jurisdiction table estimates that by 2025 there will be approximately 681,603 persons residing in all of Polk County. This will account for a 31.9% increase in the unincorporated Polk County population and a growth of as much as 53.5% in the Highland Park area, south of Lake Wales. Most of the smaller municipalities will experience a significant increase in the next 20 years with the exception of Bartow, Mulberry and Frostproof. Frostproof is the only municipality that shows a negative population trend.

**Population Projections by Jurisdiction**

Total Number of Residents						
Place	2005	2010	2015	2020	2025	Percent Change
Polk County	525895	564698	603601	643306	681603	29.6%
Auburndale	11629	12388	13142	13908	14639	25.9%
Bartow	15470	15603	15734	15873	15989	3.4%
Davenport	2106	2290	2472	2662	2839	34.8%
Dundee	3052	3246	3438	3632	3817	25.1%
Eagle Lake	2657	2904	3154	3408	3659	37.7%
Ft. Meade	5894	6129	6352	6577	6776	15.0%
Frostproof	2961	2960	2955	2942	2928	-1.1%
Haines City	14354	15303	16264	17254	18217	26.9%
Highland Park	271	305	344	379	416	53.5%
Hillcrest Heights	278	290	306	322	335	20.5%
Lake Alfred	4040	4172	4298	4434	4561	12.9%
Lake Hamilton	1382	1459	1534	1608	1680	21.6%
Lake Wales	12004	13102	14206	15340	16433	36.9%
Lakeland	90289	98415	106635	115108	123375	36.6%
Mulberry	3271	3318	3359	3398	3441	5.2%
Polk City	1593	1650	1705	1763	1817	14.1%
Winter Haven	26878	27273	27686	28111	28488	6.0%
Polk-Unincorporated	327766	353891	380017	406587	432193	31.9%

**Source:** Shimberg Center for Affordable Housing

The unincorporated Polk County population is, in general, an aging population. As revealed in the Unincorporated County Population Projection by Age Group table (below) the age groups 60 and above are the fastest growing with rates from 77.8% to 108.2%. This unequivocally means that **services to seniors must expand accordingly.\*** In contrast, two (2) of the age groups, 40-44 and 45-49, will experience negative growth. This steady projected decrease may be an indicator of a lack of employment opportunities in the County resulting in out migration to neighboring counties, other parts of the state, or out of state where more and better jobs are readily available.

**Unincorporated County Population Projection by Age Group**

<b>Projected Population by Age, 2005-2025</b>						
<b>Age Category</b>	<b>Year</b>					<b>% Change</b>
	<b>2005</b>	<b>2010</b>	<b>2015</b>	<b>2020</b>	<b>2025</b>	
0-4	21721	23034	24209	25086	25909	19.3%
5-9	20487	21724	22929	24188	25202	23.0%
10-14	22459	21890	23133	24504	25912	15.4%
15-19	21969	22763	22051	22886	24152	9.9%
20-24	18747	20079	20681	20161	20996	12.0%
25-29	17663	20602	22020	23033	22372	26.7%
30-34	18489	18106	20936	22415	23281	25.9%
35-39	19838	18807	18982	21739	23259	17.2%
40-44	23908	21295	19986	19731	22530	-5.8%
45-49	24444	25866	22847	21595	21921	-10.3%
50-54	21621	26137	27339	24479	22967	6.2%
55-59	20871	23921	28507	29871	26547	27.2%
60-64	18844	23613	27294	32276	33514	77.8%
65-69	17451	21265	26877	30926	36326	108.2%
70-74	14727	16999	20520	25988	30335	106.0%
75 or more	24527	27790	31706	37709	46970	91.5%
<b>Total</b>	<b>327766</b>	<b>353891</b>	<b>380017</b>	<b>406587</b>	<b>432193</b>	<b>31.9%</b>

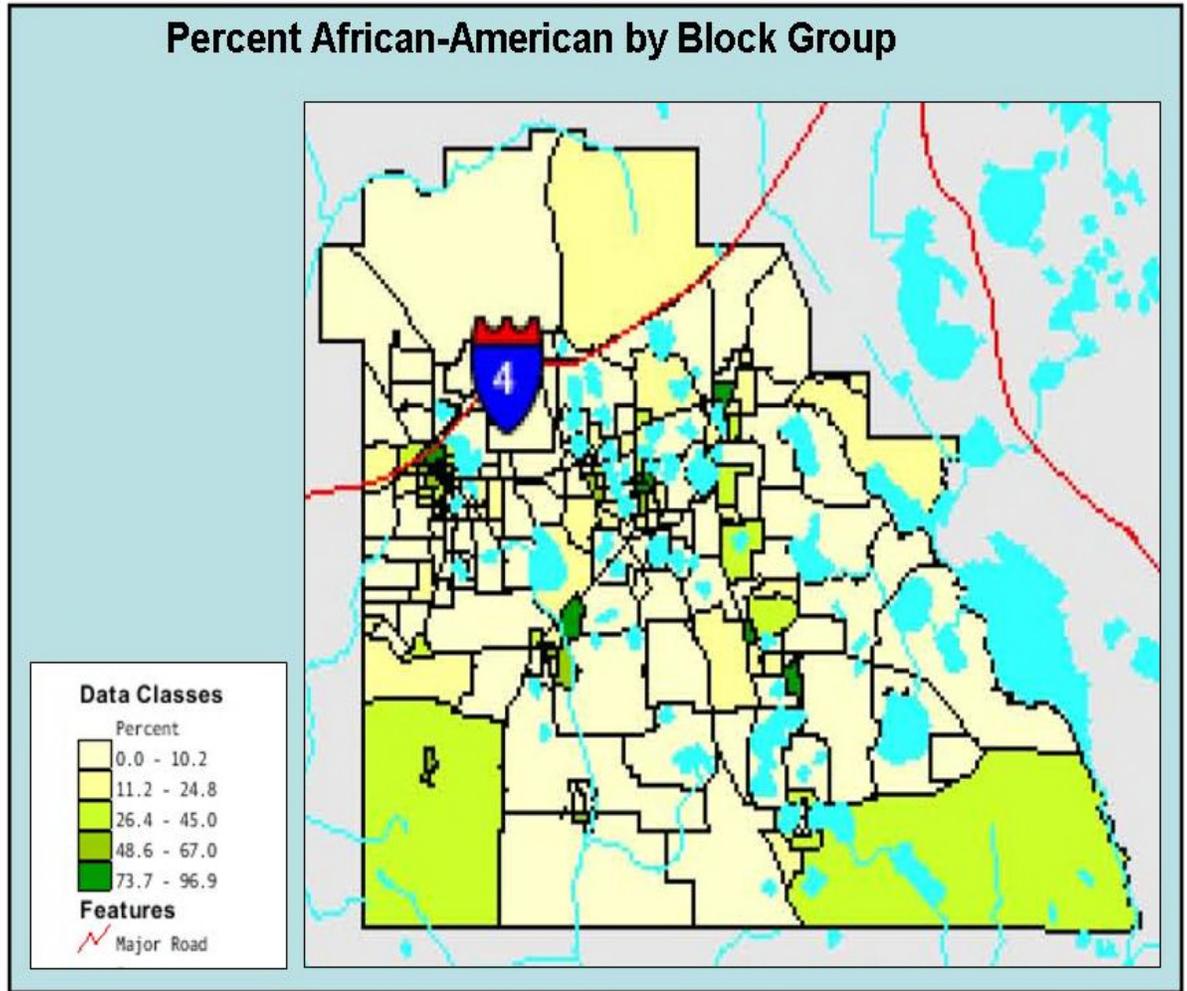
**Source:** Shimberg Center for Affordable Housing

**Minority Populations**

The population of Polk County is diverse. Of the various minority groups present throughout the County the two most significantly represented are the African-American and Hispanic populations with 12.2% and 11.8%, respectively. The two maps below show the distribution of these minority groups by block group throughout the County.

**\* This Bold statement reflects a priority area for the Strategic Plan**

### The Distribution of African-American Population

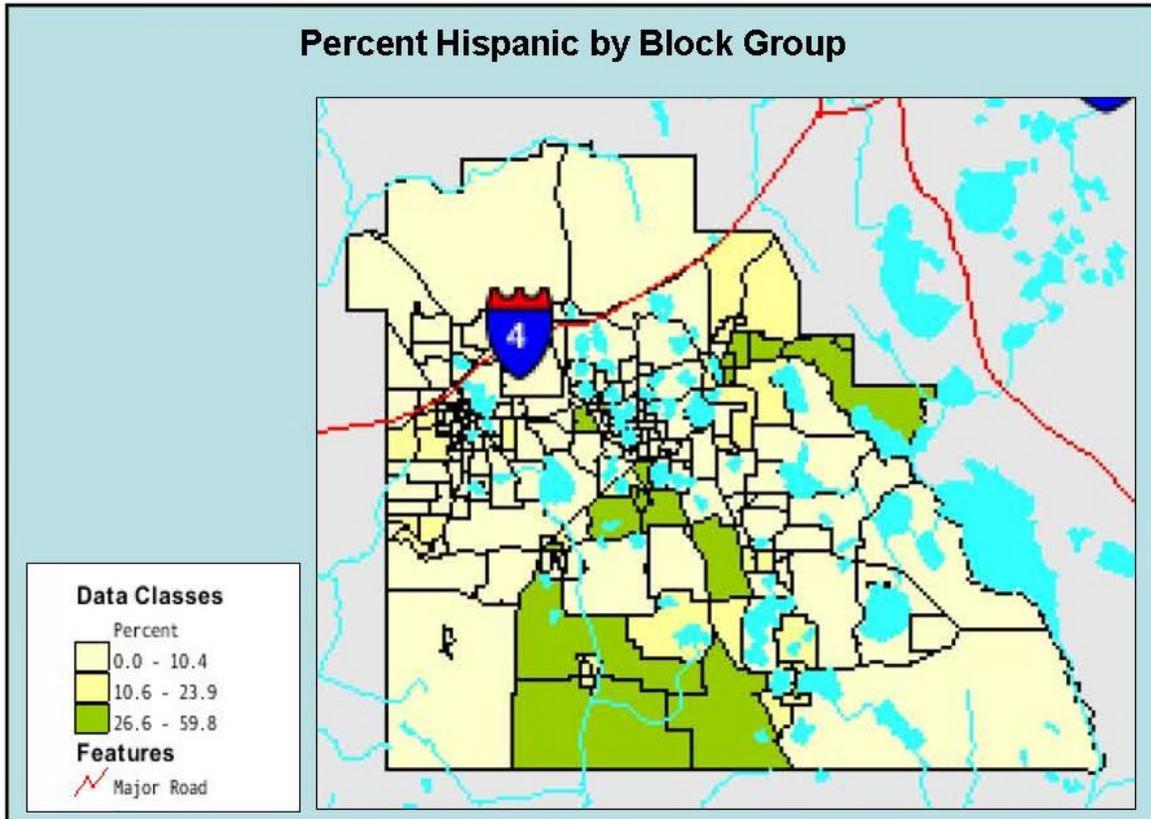


**Data Source:** 2000 US Census

Throughout the Polk County the African-American population is represented in greatest proportions in or near the urban centers of all of the municipalities in the central region of the County such as the Lakeland, Winter Haven, Bartow, Lake Wales, Mulberry, Auburndale and Haines City. There are also significant representative proportions in the southeastern and southwestern corners of the County.

The distribution of the Hispanic population is most densely concentrated from the center extending out to the South central and Northeastern portions of the County as demonstrated in the map below.

### The Distribution of Hispanic Population



**Data Source:** 2000 US Census

#### Minority Concentrations

Areas of minority concentration are defined as block groups whose percentages of a specific minority group are 10% or greater than that of the jurisdiction as a whole. The African-American population and Hispanic population represent 12.2% and 11.8%, respectively, of the total population. Therefore, any block group with a 22.2% or greater African-American population or 21.8% or greater Hispanic population would have a minority concentration residing within it. There are 40 block groups that have minority concentrations as shown in the table titled Areas of Minority Concentration by Block Group on the next page.

Of the 40 block groups, 19 have 22.2% or greater African-American population excluding Lakeland and Winter Haven. The greatest concentrations are in 3 block groups with proportions exceeding 75%; those being census tract 154.01, block group 1, census tract 143.01, block group 5 and census tract 126.01, block group 2 in order of greatest to least concentration. Twenty-one (21) block groups have 21.8% or greater Hispanic population again excluding Lakeland and Winter Haven. The greatest concentration is 59.8% in census tract 126.02, block group 1.

**Areas of Minority Concentration by Block Group**

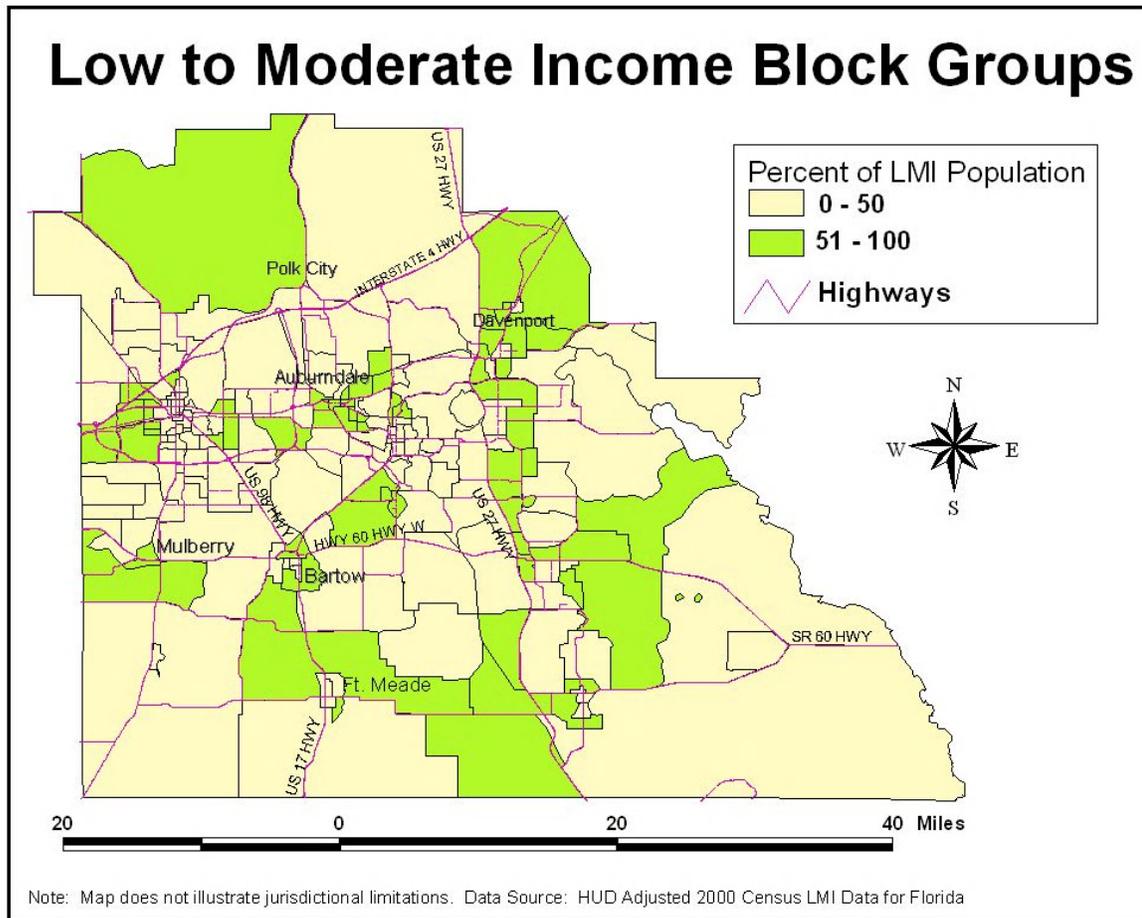
Geography	Total population	Total Black or African American	% Persons Black or African American	Total Hispanic or Latino population	% Persons Hispanic or Latino
Unincorporated Polk County	278,790	33,922	12.2	32,787	11.8
Block Group 1, Tract 126.02	2,816	377	13.4	1,683	59.8
Block Group 1, Tract 132	1,034	344	33.3	282	27.3
Block Group 1, Tract 145.01	1,846	23	1.2	569	30.8
Block Group 1, Tract 152	3,288	2,058	62.6	156	4.7
Block Group 1, Tract 154.01	695	669	96.3	17	2.4
Block Group 1, Tract 157	984	301	30.6	138	14
Block Group 1, Tract 158	2,670	65	2.4	1,184	44.3
Block Group 1, Tract 159	2,061	169	8.2	549	26.6
Block Group 1, Tract 161	758	259	34.2	22	2.9
Block Group 2, Tract 120.01	2,673	661	24.7	101	3.8
Block Group 2, Tract 125.01	1,058	85	8	249	23.5
Block Group 2, Tract 126.01	3,240	2,531	78.1	88	2.7
Block Group 2, Tract 126.02	3,306	701	21.2	1,425	43.1
Block Group 2, Tract 141.01	3,520	79	2.2	814	23.1
Block Group 2, Tract 144	1,712	332	19.4	487	28.4
Block Group 2, Tract 145.02	3,443	35	1	1,499	43.5
Block Group 2, Tract 146	2,902	163	5.6	681	23.5
Block Group 2, Tract 149.02	3,705	190	5.1	847	22.9
Block Group 2, Tract 150	2,642	959	36.3	158	6
Block Group 2, Tract 157	731	14	1.9	175	23.9
Block Group 2, Tract 161	556	270	48.6	19	3.4
Block Group 3, Tract 133	1,440	839	58.3	138	9.6
Block Group 3, Tract 143.02	2,871	954	33.2	172	6
Block Group 3, Tract 145.01	4,087	405	9.9	1,357	33.2
Block Group 3, Tract 148.02	864	340	39.4	72	8.3
Block Group 3, Tract 150	858	125	14.6	265	30.9
Block Group 3, Tract 152	1,208	741	61.3	156	12.9
Block Group 3, Tract 153.02	986	8	0.8	78	7.9
Block Group 3, Tract 154.01	1,070	26	2.4	38	3.6
Block Group 4, Tract 148.02	1,461	363	24.8	127	8.7
Block Group 5, Tract 127	2,010	540	26.9	633	31.5
Block Group 5, Tract 141.22	2,299	556	24.2	269	11.7
Block Group 5, Tract 143.01	2,173	1,910	87.9	115	5.3
Block Group 5, Tract 157	602	17	2.8	261	43.4
Block Group 5, Tract 160.02	1,860	911	49	319	17.2
Block Group 6, Tract 157	2,525	670	26.5	125	5
Block Group 7, Tract 125.02	1,312	38	2.9	444	33.8
Block Group 7, Tract 125.03	2,026	290	14.3	784	38.7
Block Group 7, Tract 160.03	1,573	102	6.5	592	37.6
Block Group 8, Tract 125.03	2,037	383	18.8	663	32.5

Source: 2000 US Census

The shaded fields show the minority concentrations whose percentages are 10% or greater than the jurisdiction as a whole.

### Low-Moderate Income Areas

The map below illustrates the 58 block groups in Polk County, excluding Lakeland, Winter Haven and the small cities that participate in the state CDBG program, that are identified as having 51% or greater of the population in the low to moderate-income category. A majority of the block groups are in the urban areas surrounding the City of Winter Haven or between Winter Haven and Lakeland and Lake Wales. Also the smaller cities of Polk County, Bartow, Mulberry, Fort Meade, Frostproof, Eagle Lake and Polk City, are either within or surrounded by low to moderate-income block groups. **Assistance should be directed to low-and moderate-income areas.\***



The Block Groups with 51% or greater Low to Moderate Income table on page 9 lists the 58 block groups that are seen in the previous map. There are 8 block groups that have 75% or greater low to moderate populations listed below in order of greatest to least: census tract 152, block group 1; census tract 148.02, block group 4; census tract 151, block group 3; census tract 110, block group 3; census tract 117.32, block group 3; census tract 111, block group 3; census tract 133, block group 3; census tract 130, block group 3. All 8 of these block groups are located in the west central region of the county and within or adjacent to the urban areas of Auburndale, Bartow, Lakeland and Mulberry.

**\* This Bold statement reflects a priority area for the Strategic Plan**

**Block Groups 51% or Greater Low to Moderate Income**

Tract	Block Group	Low-Mod %	Tract	Block Group	Low-Mod %
0109	1	72.0%	0133	1	69.8%
0109	2	64.4%	0133	3	78.0%
0110	3	88.0%	0134	2	52.2%
0111	1	73.4%	0134	3	58.1%
0111	2	60.3%	0136	1	52.4%
0111	3	83.8%	0136	2	65.2%
0114	2	51.2%	0136	3	67.7%
0115	3	51.6%	014122	6	61.8%
011704	1	62.6%	014203	7	51.0%
011721	3	55.2%	014301	5	73.8%
011732	3	86.1%	014302	4	54.2%
012001	1	62.7%	014501	3	56.6%
012002	1	54.9%	014502	2	60.4%
012003	4	55.3%	0146	2	56.2%
012004	2	63.7%	014802	3	73.7%
012301	3	59.4%	014802	4	91.9%
012501	1	57.4%	0150	1	51.9%
012501	2	53.0%	0150	3	61.1%
012502	6	51.0%	0151	3	89.7%
012502	7	52.4%	0152	1	100.0%
012602	1	67.0%	015401	1	65.4%
0129	2	57.4%	015402	5	51.6%
0129	3	55.6%	015403	8	53.3%
0130	1	54.0%	0156	1	56.3%
0130	3	77.4%	0156	2	55.3%
013102	3	52.5%	0157	1	64.3%
013103	4	57.4%	0158	1	61.0%
0132	1	65.0%	0159	1	69.5%
0132	2	60.1%	016003	6	56.3%

Source: HUD Adjusted 2000 Census LMI Data for Florida

The table below titled Median Household Income by Race compares income for White, African-American, and Hispanic households. The median household income for the entire county was 36,036 in 1999 according to the 2000 US Census. As shown in the table below the median household income for Whites is 48.9% greater than that of African-Americans and 21.1% greater than that of Hispanics. This comparison reveals that **an income disparity exists between the White and Minority households.**

**Median Household Income by Race**

Households with a householder who is White alone: Median household income in 1999	Households with a householder who is Black or African American alone: Median household income in 1999	Households with a householder who is Hispanic or Latino: Median household income in 1999
37,666	25,289	31,101

Source: 2000 US Census

\* This Bold statement reflects a priority area for the Strategic Plan

**Educational Attainment**

The table below compares educational attainment between Polk County and the State of Florida in 2000.

<b>Educational Attainment for Age 25+</b>	<b>Polk County % of Total</b>	<b>State % of Total</b>
No schooling completed	1.3%	1.2%
Nursery to 4th grade	0.8%	0.7%
5th and 6th grade	1.9%	1.8%
7th and 8th grade	4.2%	3.0%
9th grade	3.7%	2.5%
10th grade	4.7%	3.1%
11th grade	4.1%	2.9%
12th grade; no diploma	4.7%	4.9%
High school graduate (includes equivalency)	33.7%	28.7%
Some college; less than 1 year	7.7%	7.5%
Some college; 1 or more years; no degree	12.6%	14.3%
Associate degree	5.8%	7.0%
Bachelor's degree	10.0%	14.3%
Master's degree	3.1%	5.0%
Professional school degree	1.3%	2.3%
Doctorate degree	0.5%	0.8%

**Source:** Us Census 2000

Compared to the State of Florida, Polk County has a slightly higher percentage of elementary and secondary educational attainment and a slightly lower percentage at the levels of higher learning. The greatest differences are at the high school graduate level and bachelor's degree. One-third of the over 25 population in Polk County has graduated from high school as opposed to 28.7% of the State's population. In contrast, the County has only a 10% attainment of bachelor's degree while the State as a whole has 14.3%. This indicates that Polk County's workforce may be less educated than elsewhere in Florida, and may explain why there are lower percentages of higher paying, more technical and managerial positions. Comparatively, **Polk County has a low attainment level of higher education.\***

**\* This Bold statement reflects a priority area for the Strategic Plan**

### Economic Profile

The single largest employer in Polk County is the School Board. The combined total of local, state, and federal governments are the second largest employer. Publix Super Markets is the largest private employer. It has nearly as many employees as the combined total of the next four largest private employers listed in the table below; Wal-Mart, Geico Insurance, IMC Phosphate and State Farm Insurance.

#### Major Employers by Number of Employed:

Employers	Employment
Polk County School Board	12,200
Polk County Government	9,000
Publix Super Markets	8,300
State of Florida	4,400
Wal-Mart	3,800
Lakeland Regional Medical Center	3,800
Winter Haven Hospital	2,500
City of Lakeland	2,450
Geico Insurance	2,200
IMC Phosphate	2,000
State Farm Insurance	1,600
Federal Government	1,300
Winn Dixie Stores	1,200
Watson Clinic	1,200
GC Services	1,100

**Source:** Polk County Economic Development and Tourism Department

The following table demonstrates Polk County's average annual wage by industry in 2003.

**Average Annual Wage by Industry:**

<b>2003 Average Annual Wage By Industry</b>	<b>Wage</b>
Private Industry	\$29,823
Agriculture	\$17,566
Natural Resources & Mining	\$23,908
Construction	\$32,944
Manufacturing	\$40,739
Wholesale Trade	\$35,696
Retail Trade	\$22,526
Transportation & Warehousing	\$34,336
Utilities	\$59,100
Information	\$40,108
Finance & Insurance	\$39,945
Real Estate & Rental & Leasing	\$27,158
Professional, Scientific Services	\$41,596
Administrative & Waste Services	\$20,440
Educational Services	\$27,855
Healthcare & Social Services	\$34,938
Arts & Entertainment & Recreation	\$19,701
Accommodation & Food Services	\$11,369
Other Services	\$22,153
Public Administration	\$34,676

**Source:** Polk County Economic Development and Tourism Department

In reviewing the chart above, service industry jobs such as agriculture, wholesale trade, retail trade, and construction jobs show an average yearly wage of approximately \$27,000. This is compared to the traditionally higher wage earners in the professional, administrative, manufacturing and finance/insurance employment, of which average yearly wages are about \$36,000.

The Employment by Industry table shows that the three industry categories that employ the greatest percent of the workforce are 1) education, health and social services, 2) retail trade, and 3) arts, entertainment, recreation, accommodation and food services.

**Employment by Industry:**

INDUSTRY	Number Employed	% of Workforce
Agriculture, forestry, fishing and hunting, and mining:	6952	3.4%
Agriculture, forestry, fishing and hunting	4994	2.4%
Mining	1958	0.9%
Construction	17335	8.4%
Manufacturing	19261	9.3%
Wholesale trade	9491	4.6%
Retail trade	31350	15.2%
Transportation and warehousing, and utilities:	12562	6.1%
Transportation and warehousing	10231	5.0%
Utilities	2331	1.1%
Information	3123	1.5%
Finance, insurance, real estate and rental and leasing:	12832	6.2%
Finance and insurance	8940	4.3%
Real estate and rental and leasing	3892	1.9%
Professional, scientific, management, administrative, and waste management services:	15065	7.3%
Professional, scientific, and technical services	6710	3.3%
Management of companies and enterprises	64	0.0%
Administrative and support and waste management services	8291	4.0%
Educational, health and social services:	35210	17.1%
Educational Services	15329	7.4%
Health care and social assistance	19881	9.6%
Arts, entertainment, recreation, accommodation and food services:	23375	11.3%
Arts, entertainment, and recreation	8123	3.9%
Accommodation and food services	15252	7.4%
Other services (except public administration)	10013	4.8%
Public administration	9891	4.8%

**Source:** US CENSUS 2000

While the education, health and social services sectors may offer a variety of moderate paying jobs, as a whole, these three categories tend to offer low paying jobs. The professional, scientific, management, administrative, and waste management services, information, and finance, insurance, real estate and rental and leasing industries account for a total of only 15% of the workforce. The principal industries of Polk County’s past; agriculture, forestry, fishing and hunting, and mining, comprise a mere 3.4% of the workforce. In conclusion, **there exists a need to create higher paying jobs.\***

**\* This Bold statement reflects a priority area for the Strategic Plan**

2. Describe the basis for allocating investments geographically within the jurisdiction (or within the EMSA for HOPWA) (91.215(a)(1)) and the basis for assigning the priority (including the relative priority, where required) given to each category of priority needs (91.215(a)(2)).

### **Basis for Assigning Priority to Each Category of Need**

Community development, housing needs, the needs of the homeless, and the supportive housing needs of non-homeless special needs populations in Polk County are identified elsewhere in this Consolidated Plan. Relative priorities were established by the quality of life survey beginning on page 23.

The following needs are identified in the above demographic analysis of the community and economic profiles.

### **Consolidated Plan Priority Areas**

- Services to seniors must expand.
- Assistance should be directed to low- and moderate-income areas.
- Income disparity exists between the White and Minority households.
- Low attainment level of higher education.
- There exists a need to create higher paying jobs.

Priorities were assigned utilizing the following criteria:

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

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

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

The two principal obstacles of meeting underserved needs in Polk County historically have been: (1) inadequate funding to carry out major revitalization programs and (2) a hesitance of the community at large to prioritize funding to address the deficiencies of the more than 35 areas identified as impoverished and deteriorating. Contributing to these historic obstacles are former subdivision regulations that did not require developers to install paved streets, sidewalks, street lighting, adequate drainage and other basic community amenities. Polk County and many of its small municipalities have been left with a significant number of neighborhoods that have

deficient infrastructure and a lack of amenities resulting in a decreased quality of life for its residents. A lack of code enforcement has allowed blight and deterioration of neighborhoods as well as aging and substandard housing to go unnoticed. These historical obstacles consequently result in low tax revenues that present a challenge to meeting the underserved needs of today and of the future.

The current and future obstacles relevant to underserved needs are the shifting priorities at the federal level and rapid population growth since the 2000 US Census. While federal priorities and funding availability targeting the low- and moderate-population of our nation are shrinking, Polk County's population is growing at an unprecedented rate. This population growth has resulted in rapid urbanization and demand for services, infrastructure and amenities that outpace community investment and local funding sources as well as the capacity at the government and especially the not-for-profit level to facilitate much needed development activities. The demographics of Polk County is also shifting toward a more elderly population which stresses the limited health and social services currently available. An apparent decrease in the age group between 40 and 50 also suggests that better employment opportunities outside of the county may be drawing away an essential portion of the population.

The most challenging obstacle that exists is the inability for many residents to obtain meaningful and gainful employment as opposed to the low paying jobs that the service and retail industry typically have to offer. Creating jobs in Polk County alone will not resolve this problem if the workforce is not sufficiently prepared to meet the demands of the jobs available. Despite positive indicators of a slight trend of economic improvement attributed to diversification of the employment base, there continues to be a lack of job training opportunities that are accessible to low- and moderate-income households. Without sufficient job training long-term, economic growth and sustained development could be threatened, as noted by the *Quality of Life in Polk County Study* conducted by the University of South Florida in May of 2003.

In additional to these obstacles certain current events have exacerbated the challenge to address the underserved needs. In identifying the obstacles in meeting underserved needs we find there are several recent events that have contributed to widening the gap of affordable housing. The August and September of 2004 level of hurricane activity in Polk County has put a strain on housing options and funding as the Housing and Neighborhood Development Division responds to residents whose homes were destroyed or damaged by the high winds and rain. The County's current waiting list for hurricane relief has grown to 600 persons and a 2 or 3 year waiting period for assistance. To date, the only additional disaster relief funds that County has actually received is \$500,000 in HOME AGAIN funds. An additional \$17.7 million dollars is earmarked for housing assistance from State SHIP funds however, the county is still in the planning stage and the funds are scheduled to be transferred after August, 2005, one year after the storm events.

## **Managing the Process (91.200 (b))**

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

The Department of Housing and Urban Development (HUD) has designated Polk County as an Entitlement Urban County. The Polk County Board of County Commissioners has designated the Housing and Neighborhood Development (HND) Division of the Department of Neighborhood Services as the lead agency in development and implementation of this Consolidated Plan.

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

### **Public Hearings:**

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

<b><u>Program Stage</u></b>	<b><u>Number of Public Hearings</u></b>
Prior to publication of Consolidated Plan/Action Plan	One Hearing
During the public inspection period	One Hearing
Substantial Amendment	One Hearing

The pre-publication public hearing is held as early as possible in the program year to announce the available funding, generally during the first two weeks of January. The Board of County Commissioners and the public are then given opportunities to comment on and make suggestions as to program goals, objectives and priorities to be subsequently outlined in a proposed long-term program budget. The second public hearing is customarily held during the Consolidated Plan/Action Plan public inspection period, generally conducted during the last week of May. Finalized line item budgets are presented between June and July and the Board of County Commissioners are asked for direction as to any further changes to be included in the final document.

### **Public Inspection Period:**

Grantees are also required to make the draft Consolidated Plan/Action Plan available for public inspection for thirty (30) days prior to adoption, customarily between April 15<sup>th</sup> and June 15<sup>th</sup>. A public notice will announce simultaneously the public inspection period and the post-publication hearing. The notice will include: 1) a list of the range of activities to be undertaken; 2) displays the total amount of funds to be made available, including program income; and 3) states how much of the available funding will benefit low- and moderate-income persons.

The document is available for public inspection and comment during this period at the County Administration Building in Bartow, all public libraries throughout the

County, and on the Polk County website. Copies are delivered to all Polk County municipalities to be made available at their city halls. HND will make every feasible effort to publish the Plan in a format accessible to persons with disabilities with advance notice. All public comments received are summarized and incorporated into the document submitted to HUD, except for those which clearly have no relevance to the federal formula grant programs for the subject fiscal year(s).

**Program Amendments:**

Polk County Board of County Commissioners reserves the right to amend its Consolidated Plan and One Year Action Plans from time to time if circumstances warrant such amendment. Pursuant to 24 CFR 91.509(a), an amendment is necessary if the County wishes to:

- Make an change in its allocation priorities or a change in the method of distribution of funds;
- Carry out an activity using CDBG funds (including program income) not previously described in the Action Plan; or
- Change the purpose, scope, location, or beneficiaries of an activity.

Federal regulations (24 CFR 91.505) also require the County to establish criteria which define those actions or events which constitute a substantial amendment to the Consolidated Plan or One Year Action Plans. Polk County defines a substantial amendment as:

- A change in basic eligible activities as defined in 24 CFR 570.201; or
- An increase or decrease in project funding of more than seventy-five percent (75%); or
- A change from an area-benefit activity to a limited clientele activity or vice versa; or
- A change in location from one service area to another.

Substantial amendments are made available for public inspection for at least 30 days, and a public hearing is held during the public inspection period to consider the changes. The availability for public inspection is published in the Lakeland Ledger and the Winter Haven News Chief and/or the Polk County Democrat along with the public hearing notice, and is also posted on the County’s website. The advertisement states when, where and the purpose for the public hearing will be held along with a contact person. All public comments received will be considered, summarized and incorporated into the document submitted to U.S. HUD, except for those which clearly have no relevance to the activities being amended.

At the end of the public inspection period the Board of County Commissioners will be asked to approve the amendment, which will then be transmitted to U.S. HUD. Minor amendments which fall below the substantial amendment thresholds stated above do not require a public hearing or public inspection period. In this case, approval by the Board of County Commissioners via a transmittal letter to HUD will suffice.

## **Citizen Participation (91.200 (b))**

### *1. Provide a summary of the citizen participation process.*

Pursuant to 24 CFR 91.105, all jurisdictions participating in the Community Development Block Grant (CDBG) program are required to have a Citizen Participation Plan in place to provide opportunities for consultation with citizens and other interested parties in development of the Consolidated Plan. Citizen participation is a vital part of the strategic planning process, which emphasizes participatory decision making. Citizens need to be provided with multiple opportunities to participate in development of community and housing development strategies, and in the implementation, monitoring and evaluation of the programs. Such participation will serve to advise the Polk County Housing and Neighborhood Development (HND) Division of community and housing needs and priorities during the planning, implementation and evaluation phases of their respective community and housing development programs. Likewise all municipal partner jurisdictions are responsible for providing a similar forum to their citizens in order to fulfill the conditions under which they receive CDBG funding from HND.

The purpose of the Citizen Participation Plan is, therefore, to provide a process for community wide participation in the planning, development, implementation and performance evaluation of activities related to the Community Development Block Grant (CDBG), Emergency Shelter Grant (ESG) and Home Investment Partnerships Program (HOME). More specifically the intent is:

- To increase interchange of information between the Polk County Housing and Neighborhood Development (HND) Division and the local citizenry concerning community development and related concerns.
- To heighten public awareness as to the purpose and function of the CDBG program and the types of assistance available, especially among low- and moderate-income residents and persons of CDBG targeted areas.
- To increase community participation in program planning and implementation and thereby create local support for CDBG goals.
- To allow affected or potentially affected citizens to directly assist in shaping and guiding the program's impact upon their neighborhood as well as the community at large.

Integral components of the Citizen Participation Plan are the two lay advisory committees, the Citizens Advisory Committee (CAC) and the Affordable Housing Advisory Committee (AHAC). These advisory committees represent the interests of low- and moderate-income persons, minority groups, and elderly, handicapped and other special needs groups and persons affected by the CDBG program. The CAC's main function is to make recommendations to the Board of County Commissioners regarding yearly funding priorities. The AHAC's primary function is to make policy recommendations for the housing program, funded by HOME, SHIP and other funding sources, by assessing regulatory barriers to affordable housing and recommending specific incentives to encourage and facilitate affordable housing.

### **Consolidated Planning Process Milestones:**

Opportunities for public participation occur at multiple times during the consolidated planning process. The process consists of the series of milestones outlined below.

<b><u>Start</u></b>	<b><u>End</u></b>	<b><u>Task</u></b>
Nov/01	Jan/15	Community needs surveys*
Jan/01	Jan/15	Notification of funding availability for Action Plan
Jan/01	Jan/31	Pre-publication hearing notification and public hearing
Feb/01	Mar/15	Public service proposal development and public hearings
Mar/15	Apr/15	Municipal partners proposal development
Apr/01	Apr/15	Regional public meetings/Needs assessments update*
Apr/01	Apr/31	Final budget development
Apr/01	Apr/31	Environmental reviews
April/01	May/15	Consolidated/Action plans updated
April/15	Jun/15	Public inspection period
May/07	May/31	Post-publication notification and public hearing
Jun/15	Jun/30	Consolidated Plan*/Action Plan approval by BoCC
Aug/01	Aug/15	Consolidated Plan*/Action Plan submitted to HUD
Aug/16	Sep/15	HUD Review of Consolidated Plan*/Action Plan
Sep/01	Oct/07	Request for release of funds
Oct/01	Oct/15	Release of funds

\*Completed every five years in conjunction with the Consolidated Plan.

Opportunities for informal participation occur at every step of the process, as HND Division staff are always available to answer public inquiries and to meet with concerned citizens and County officials.

### **2. Provide a summary of citizen comments or views on the plan.**

#### **Formal Opportunities for Public Comment:**

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

#### **Pre-Publication Public Hearing:**

The pre-publication public hearing was held by the Housing and Neighborhood Development (HND) Division on January 25<sup>th</sup>, 2005 at the Polk County Board of County Commissioners Administration Building in Bartow. The hearing was published in non-legal section of the Lakeland Ledger on January, 14<sup>th</sup>, 2005. No comments were received.

#### **Post-Publication Public Hearing:**

The post-publication public hearing was held by the Housing and Neighborhood Development (HND) Division on June 14, 2005 at Polk County Board of County Commissioners Administration Building in Bartow, The hearing was published in non-legal section of the Lakeland Ledger on May 27, 2005. No comments were received.

### **Thirty-Day Public Inspection Period:**

The thirty-day public inspection period for the Consolidated Plan started on June 1, 2005. Notice of the public inspection period was advertised in the non-legal section of the Lakeland Ledger on May 27, 2005 and was posted on the County's website. Copies of the public inspection draft were delivered to the municipalities, and the Public Libraries. The text of the Plan was posted on the County's website, and was available for viewing and downloading. No comments were received.

## **QUALITY OF LIFE SURVEY REPORT**

### **Purpose:**

Between November 2004 and January 2005, the Housing and Neighborhood Development (HND) Division conducted a quality of life survey of low- and moderate-income households. The purposes of the survey were to: 1) determine which quality of life issues most impacted survey recipients; and 2) maximize input from the County's low- and moderate-income citizens in preparation of the FFY 2005-09 Consolidated Plan. Marginal attendance at various public hearings has necessitated modifying the public participation process to include the distribution of a Quality of Life survey. These surveys have provided critical input concerning the proposed uses of CDBG funds. Consequently, HND elected to conduct a mail out survey in order to maximize participation and input from low- and moderate-income households. In addition HND conducted two regional public meetings to hear comments from low- and moderate-income citizens.

### **Survey Instrument:**

Polk County's instrument was a refinement of a Quality of Life survey used by Lake County and the City of Winter Haven. A copy of the instrument is *Attachment 1*. An introductory paragraph explained the purpose of the survey and instructed respondents how to complete it. The instructions made it very clear that responses were completely anonymous and individual respondents could not be identified.

The body of the survey is divided into seven groups of quality of life issues which mirror priorities in the Polk Visioning Process from persons most potentially impacted:

**Roads, Traffic Safety, Sidewalks and Drainage,  
Community Appearance and Amenities,  
Public Safety,  
Parks and Recreation,  
Human Services,  
Housing,  
Economic and Job Development.**

Fifty-five (55) specific issues were listed under the seven groups with a check box that corresponds to each issue. Respondents were asked to identify every quality of life issue that impacts their household. Blank space was provided at the end of the survey for comments and additional issues not previously identified.

**Survey Methodology:**

Surveys were mailed to households receiving Section 8 Housing Choice Vouchers, and were distributed to low-moderate residents by the Citizen’s Advisory Committee. Each survey was accompanied by a self-addressed, stamped return envelope. Respondents were instructed to mail the survey back to the HND Division.

Eight hundred fifty-five (855) surveys were mailed out and distributed. Two hundred fifty (250) surveys were completed and returned for a response rate of 29.2 %.

**Data Analysis:**

The results of the survey were analyzed using three methodologies to determine which quality of life topics are of most concern to respondents:

- (1) Categorically by issue category
- (2) Average response rate per question
- (3) Individual issues by descending order

This process provided general conclusions which HND was able to narrow down to specific priorities to be addressed in this plan. Below are summaries of the findings.

**Categorical Analysis by Issue Category**

The categorical analysis by issue category is a calculation of the percent of survey responses by category. The number of responses that an issue within its category received is divided by the total number of responses for that particular issue category. This analysis helps identify the relative concern of groups of related issues that impact the quality of life of low- and moderate-persons.

<b>Roads, Traffic Safety, Sidewalks and Drainage</b>		<b>Percent Response</b>
	Speeding cars	16%
	Lack of sidewalks	16%
	Paved roads need repairs	15%
	Flooding and standing water after rains	13%
	Dangerous intersections	11%
	Clogged drainage ditches	11%
	Too much traffic on residential streets	9%
	Unpaved roads need paving	7%
	Sidewalks need repair	3%
	<b>Total</b>	<b>100%</b>

**Roads, Traffic Safety, Sidewalks and Drainage:** Almost one-half of the respondents to this category noted that *Speeding cars* and *Lack of sidewalks* affected their quality of life. Sixteen percent (16%) of respondents checked dangerous intersections; 15% were concerned about the quality of paved roads and excessive traffic on residential streets; and 16% noted *Lack of sidewalks* as a safety issue in this category. Smaller percentages of respondents noted flooding, sidewalks in need of repair, clogged drainage ditches and unpaved roads were also a concern.

<b>Housing</b>		<b>Percent Response</b>
	Homes in need of repair	18%
	Not enough affordable rental units	13%
	Insufficient income to pay for decent, sanitary housing	13%
	Cannot accumulate down payment to purchase a home	13%
	Lack of information about available housing assistance	12%
	Lack of housing assistance	11%
	Not enough affordable units available for purchase	8%
	Absentee landlords	7%
	Overcrowding	5%
Total		100%

**Housing:** Eighteen percent (18%) of the respondents were concerned with deteriorating housing stock. Thirteen (13%) expressed frustration in their ability to accumulate funds for a down payment to purchase a home. Thirteen percent (13%) noted that there is a shortage of affordable units available for purchase. Lack of housing assistance followed with 11%. Other issues relating to housing affordability—insufficient income to pay for housing, overcrowding, and homes in need of repair—generated similar response rates. Seven percent 7% were affected by absentee landlords.

<b>Community Appearance and Amenities</b>		<b>Percent Response</b>
	Lack of safe places for kids to play	15%
	Overgrown lots, yards and road right-of-ways and vacant lots	13%
	Abandoned cars and junk in yards	13%
	Rundown or dilapidated buildings other than homes	11%
	Litter and junk in road right-of-way and vacant lots	11%
	Lack of community center	8%
	Lack of meeting places	7%
	Ugly facades and streetscapes	6%
	Neighborhood-serving businesses too far away	6%
	Industrial or commercial uses too close to residential areas	5%
	Too many mobile homes	3%
	Too many rental units	2%
Total		100%

**Community Appearance and Amenities:** A major concern expressed by 15% of the respondents in this category was decidedly a *Lack of safe places for kids to play*. Community appearance issues (rundown buildings, abandoned cars, and litter and junk) were next. Thirteen percent (13%) disliked overgrown lots, ugly facades, and lack of streetscapes. Eight percent (8%) wanted a community center, and 7% were concerned about lack of meeting places. Smaller percentages were concerned about local businesses being too far away, lack of meeting places, and a high density of mobile homes and rental units in the neighborhood.

<b>Public Safety</b>		<b>Percent Response</b>
	Not enough street lights	22%
	Drug Sales	21%
	Insufficient police presence	15%
	Crime	14%
	Too few fire hydrants	14%
	Street lights burned out	10%
	Fire station too far away	5%
Total		100%

**Public Safety:** Insufficient streetlights, drug sales, crime issues received the highest percentages of responses in this group, 22%, 21% and 14%, respectively. *Insufficient police presence* and *Street lights burned out* were next with 16% and 11%. Too few fire hydrants and remote fire stations were of least concern.

<b>Human Services</b>		<b>Percent Response</b>
	Cannot afford prescriptions	20%
	Lack of affordable health care	19%
	Lack of affordable child care	12%
	Lack of convenient health care	11%
	Lack of services for seniors	10%
	Lack of public transportation	10%
	Insufficient or inconvenient library service	9%
	Unsupervised children home alone after school	9%
Total		100%

**Human Services:** Twenty percent (20%) of respondents in this grouping noted that lack of affordable prescriptions were the main issue followed closely by a 19% concern for affordable health care. In addition, 11% of the respondents noted convenient health care and senior citizens services as being essential to a high quality of life. Twelve 12% of the responses were concerned with *Lack of affordable childcare* and 9% were concerned with *Unsupervised children home alone after school*. This response rate was followed by (9%) of the respondents who cited *Insufficient or inconvenient library services*.

<b>Parks and Recreation</b>		<b>Percent Response</b>
	Lack of organized recreation program	34%
	Lack of park facilities	29%
	Parks taken over by loiterers or drug sales	17%
	Park facilities often vandalized	10%
	Park facilities over crowded	9%
Total		100%

**Parks and Recreation:** Almost one third (34%) of respondents in this grouping were of the opinion that there were too few organized recreation programs. Twenty nine percent (29%) thought there were too few parks. Seventeen 17% of the respondents were concerned about overcrowded parks where vandalism occurs, also loiterers and drug dealers often congregate in these parks as well.

<b>Economic and Job Development</b>		<b>Percent Response</b>
	Lack of jobs paying living wages	28%
	Lack of accessible job training opportunities	20%
	Lack of job placement services	19%
	Unemployment	18%
	Lack of business development	14%
Total		100%

**Economic and Job Development:** Approximately one-third of respondents or 28% were concerned about the low paying service jobs prevalent throughout Polk County. Respondents noted *Lack of jobs paying living wages*. Eighteen (18%) were affected by unemployment and 19% were concerned about lack of job placement and training opportunities.

**Average Response Rate per Question Analysis**

The average response rate per question analysis is a calculation of the mean number of responses per issue category. The number of responses that a category received is divided by the number of issues within its group. This analysis determines which one issue category was of highest concern to respondents.

<b>Category</b>	<b>Total Response</b>	<b># of Questions</b>	<b>Average Responses per Question</b>
Roads, Traffic Safety, Sidewalks and Drainage	748	9	83.1
Housing	747	9	83.0
Community Appearance and Amenities	723	12	60.3
Human Services	702	8	87.8
Public Safety	544	7	77.7
Economic and Job Development	482	5	96.4
Parks and Recreation	275	5	55.0

This analysis revealed that the greatest issue category of concern is *Economic and Job Development* with 96.4 responses per question, followed by *Human Services* with 87.8 responses. Then *Roads, Traffic Safety, Sidewalks and Drainage* and *Housing* with 83.1 and 83.0, respectively. *Public Safety* received 77.7 average responses and *Community Appearance and Amenities* received 60.3. *Parks and Recreation* was the issue category of least concern.

**Analysis of Individual Issues by Descending Order**

The analysis of individual issues by descending order is a sort from greatest to least of all the issues, regardless of the categories, by number of their responses. This analysis identifies the overall concern of single issues to be ranked by the actual number of responses. The table below ranks the top 18 of the 55 issues in the quality of life survey.

<b>Rank</b>	<b>Quality of Life Issue</b>	<b>Responses</b>
1	Cannot afford prescriptions	143
2	Lack of jobs paying living wages	136
3	Homes in need of repair	135
4	Lack of affordable health care	131
5	Speeding cars	118
5	Lack of sidewalks	118
6	Not enough streetlights	117
7	Drug sales	116
8	Paved roads need repairs	109
8	Lack of safe places for kids to play	109
9	Not enough affordable rental units	98
10	Lack of accessible job training opportunities	97
11	Overgrown lots, yards and road right-of-ways	96
11	Insufficient income to pay for decent, sanitary housing	96
12	Flooding and standing water after rains	95
12	Abandoned cars and junk in yards	95
13	Lack of organized recreation programs	94
13	Cannot accumulate down payment to purchase a home	94

**Note: The complete list of responses in descending order can be found in the appendix.**

As individual quality of life issues, the inability to afford prescriptions is the most concerning single issue with 143 responses. *Lack of jobs paying living wages*, *Homes in need of repair*, and *Lack of affordable healthcare* came in second, third, and fourth, respectively. *Lack of sidewalks* and *Speeding cars* both rank fifth with 118 responses. *Not enough streetlights* and *Drug sales* rank sixth and seventh, respectively. *Lack of safe places for kids to play* ranks and *Paved roads need repair* both rank eighth with 109 responses and *Not enough affordable rental units* ranks ninth with 98 responses. *Lack of accessible job training opportunities* is ranked tenth with 97. *Overgrown lots, yards and road right-of-ways* and *Insufficient income to pay for decent, sanitary housing* both rank eleventh with 96 responses. Followed by *Flooding and standing water after rains* and *Abandoned cars and junk in yards*, which both rank twelfth with 95 responses. Finally, *Lack of organized recreation programs* and *Cannot accumulate down payment to purchase a home* rank thirteenth.

## **Survey Conclusions:**

Conclusions drawn from the survey analysis form much of the basis for CDBG funding priority over the next five years.

- The top areas of concern are related to: 1) Human Services, 2) Economic and Job Development, and 3) Housing.
- More specifically, the four issues of greatest concern are: 1) affordable prescription medication, 2) access to better paying jobs, 3) housing rehabilitation, and 4) affordable health care.
- Infrastructure improvements as they pertain to public safety are also of significant concern. Since generalized law enforcement and road repairs are not eligible uses of CDBG funding, infrastructure improvements promoting public safety such as lighting and traffic safety such as intersection improvements, traffic calming on residential streets and sidewalks should be emphasized.
- Priorities have been set at high, medium, and low based on the categorical analysis. Those quality of life issues that were calculated at 13% or greater are high priority. The quality of life issues that received a response rate of 8–12% are medium priority. Any quality of life issue that has a 7% or less response rate is a low priority.
- The five-year budget in the Executive Summary and the list of proposed projects in the Project section of this document are consistent with the findings of the Quality of Life Survey and the Polk Vision.

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

## **Efforts Made to Broaden Public Participation**

### **Public Housing Residents:**

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

### **Enhancing Participation at Public Hearings:**

All public hearings will be announced at least once in the non-legal sections of the Lakeland Ledger and/or the Winter Haven News Chief or the Polk County Democrat a minimum of fifteen (15) days, but not more than twenty (20) days, prior to the scheduled hearing. To ensure accessibility, hearings will be held at the Polk County Board of County Commissioners Administration Building in Bartow and/or in a

designated neighborhood facility within or near any designated target area(s). If feasible, hearings will be held outside of business hours to allow working persons to attend. Translation service and accommodations for those with special needs will be made available upon advance notice. Fliers announcing the hearings will also be sent to neighborhood associations in target areas and to the local Housing Authorities.

**Access to Public Information:**

All program information will be available for inspection by interested citizens, including, at a minimum: the FFY 2005-09 Polk County Consolidated Plan, amendments to the Consolidated Plan, performance reports, CDBG Program Regulations and all program records for the current year and preceding five years. These documents are available during normal working hours, Monday through Friday, from 8:00 a.m. to 5:00 p.m. at the HND offices. This information will be available for inspection at no charge. The program information will also be available on-line at Polk County's website, all public libraries and at the city halls of all municipal partners. Copies of program information will be available at a cost in accordance with the provisions of Chapter 119.07 Florida Statute guidelines for requesting access to public information.

**Technical Assistance:**

In addition, specific information dissemination and technical assistance activities will be undertaken to inform low- and moderate-income persons residing in the CDBG target areas. Such activities include: neighborhood meetings at community centers, churches or other convenient locations, community outreach by HND staff, direct contact with neighborhood representatives, and written information concerning the program such as handouts and/or flyers. These activities provide excellent opportunities for interaction in a neutral setting between staff and those residents served by the program, whereby citizen views and recommendations are strongly encouraged.

Workshops and individualized technical assistance to help develop viable project proposals are conducted for municipal partners and service providers prior to submitting grant applications to assure that potential projects are more likely to be successful if selected for funding. Attendance to the workshop is mandatory for public service providers to be eligible for funding. This service provides HND staff the opportunity to clarify the objectives of the CDBG program and build the capacity of local service providers and municipalities.

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

All comments received were accepted.

\*Please note that Citizen Comments and Responses may be included as additional files within the CPMP Tool.

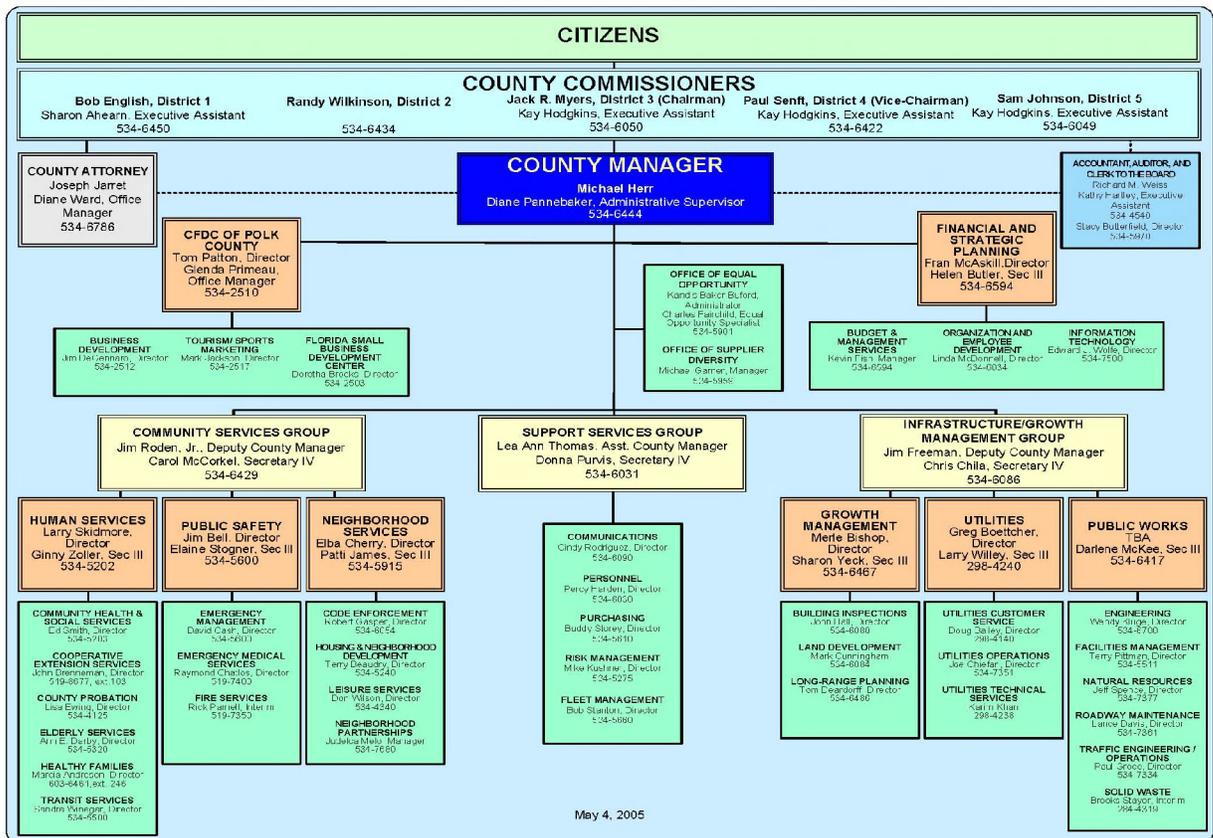
## Institutional Structure (91.215 (i))

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

## Institutional Structure

The Housing and Neighborhood Development (HND) Division is the lead agency administering the Polk County Board of County Commissioner’s Community Development Block Grant (CDBG) funds. Through the Urban County agreement the county contracts with nine (9) municipal jurisdictions to plan and develop projects utilizing these funds. It is essential that Polk County partner with non-profit organizations and other agencies for the effective delivery of services. Memoranda of understanding or sub-recipient agreements, which identify the project scope of services, budget and timeline are entered into and used as a management tool ensuring objectives, performance measures and project delivery are successfully met. HND performs administrative management for all CDBG projects. Various divisions within Polk County government such as Facilities Management, Leisure Services, Purchasing, Engineering and the Office of the County Attorney provide guidance for project implementation, construction, and completion as well as legal and fiscal oversight. During the past twenty-seven (27) years of Polk County’s CDBG funding the HND Division has relied on the professional skills and expertise of many if not all county departments.

Polk County’s Organization chart is provided below:



May 4, 2005

- **Infrastructure and Public Facility Improvement Projects:**

Due to the expanding need for roadway, drainage and sidewalk improvements Polk County generally budgets 50% of its entire CDBG budget for neighborhood infrastructure and public facility improvements. These improvements planned for low- and moderate-income neighborhoods are part of the county's overall Capital Improvement Plan and addressed each program year in Polk County's Action Plan submission to U.S. HUD. While the Housing & Neighborhood Development Division acts as Program Manager, various divisions assist in carrying out projects within their area of expertise. Contract Administrative functions, fiscal management, budget development & procurement requirements, bid preparation documents; solicitation of bids for design and construction services fall under the responsibility of the HND Division and our program partners. In a similar capacity the Facilities Management Division continues to oversee construction and improvements of county-operated public facilities that receive CDBG funds to benefit low- and moderate-income persons. When necessary other county agencies such as the Natural Resources and Leisure Services divisions will manage and/or assist infrastructure and public facility improvement projects that pertain to their specific functions.

All county agencies through the memorandum of understanding (MOU) will be responsible for submitting progress reports and invoices to HND for processing. HND in turn will approve all invoices and will authorize reimbursement upon satisfactory completion of work.

- **Public Service Projects:**

The need for the provision of public services for social and economically challenged individuals and families is widespread throughout Polk County. While county governments and municipal jurisdictions attempt to fill the gap of service delivery on the local level, it is necessary to enlist a variety of private and non-profit organizations to assist in this monumental task. The county is fortunate to have many local non-profit organizations with the capacity to successfully provide services to the frail elderly, children, homeless, disabled adults the working poor for medical supplies and recreational activities. Fiscal assistance is offered to these organizations and agencies in the form of funding from the Community Development Block Grant and the Emergency Shelter Grant entitlements.

Each year, the county, encourages public service providers to submit proposals for its CDBG and ESG funding in response to a "Request for Proposals" (RFP). HND staff screens the proposals for compliance with HUD guidelines. The responsibility of recommending the proposals to be funded is delegated to the Citizen's Advisory Committee (CAC), which ranks the proposals by priority and probability of successful completion. Based on these criteria the CAC recommends the proposals to be funded to the Board of County Commissioners for approval. The successful respondents then render the services after the execution of a sub-recipient agreement with the Polk County Board of County Commissioners (BoCC). Under contract, each agency is responsible for submitting progress reports and invoices to HND. HND in turn will approve all invoices and will authorize reimbursement upon satisfactory completion of work.

- **Affordable Housing Program:**

Polk County has an established housing delivery system which has been in place for many years. Resources from federal, state and local agencies are used to create housing that is affordable, decent, safe and sanitary for low to moderate income individuals and families residing in Polk County. Home ownership and housing rehabilitation opportunities are offered for income eligible persons using a variety of funding sources including leveraging of private dollars. In addition, to home ownership, subsidized rental units are available locally through our federal programs in the form of Section 8 rental vouchers and Tenant Based Rental Assistance (TBRA) programs.

In order that the specific objectives and goals of affordable housing programs are accomplished, very-low/low-income individuals and families, physically handicapped and the elderly and are invited and urged to participate in Polk County's Affordable Housing Program. In developing Polk County's housing assistance program consideration was given to the large percentage of substandard housing prevalent throughout the county. The rehabilitation program is designated for owners who occupy existing dwellings, which, do not conform to the established minimum housing standards. Each program year, a major portion of the Federal HOME and State Housing Initiatives Partnership (SHIP) Program funds are used to deliver replacement/improved Housing Rehabilitation. HND administers the housing rehabilitation programs for eligible residents of Polk County. HND maintains a housing rehabilitation waiting list.

Once a client is determined income and program eligible, HND staff work with the homeowner to determine the scope of work. HND staff assists the homeowner in placing the project out for bid. Once the homeowner awards the bid to the lowest and best bidder HND assists the homeowner with property inspections for contract and code compliance. If the dwelling cannot be rehabilitated to meet code for less than 75% of the assessed value of the property the project is determined not to be feasible to be rehabilitated. The client may then be recommended for the replacement housing waiting list.

HND coordinates with County Divisions and State Agencies such as State Health Department, Polk County Building Division, Purchasing Division, Permitting, Office of the County Attorney and Code Enforcement to complete the rehabilitation project. Polk County completes approximately 40 Substantial Rehabilitation/Replacement homes annually using HOME and SHIP funds. Approximately 80 minor repair projects (roofs, septic tanks, water systems) are completed annually using SHIP funds.

Home ownership and down payment opportunities are offered to credit worthy, eligible Polk County residents. The Keystone Challenge Fund is a non-profit corporation established in 1991 with a primary purpose to operate for the advancement of affordable housing. Keystone's mission is to provide homebuyer education, and affordable financing to low- and moderate-income homebuyers. Keystone administers home purchase assistance loan processing for Polk County, the City of Lakeland and the City of Winter Haven. The American Dream Down Payment Initiative (ADDI) Program is being administered by this agency for assistance in their "first time homebuyer program". Keystone is a HUD approved non-profit agency qualified to provide

secondary financing for FHA insured mortgage loans. Keystone is also a Community Housing Development Organization (CHDO) and develops newly constructed homes for sale to low-income buyers. During the life of our county's partnership with Keystone, over 1200 families have benefited through our joint homeownership program.

- **Economic Development:**

The need for coordinated economic development efforts to improve opportunities for low-and moderate-income households is widespread throughout Polk County. As identified in the Quality of Life survey and the Polk Vision, economic development is one of the County's highest priorities. Economic development activities will be compatible with the mission of the County Economic Development and Tourism Department and the objectives established in the Polk Vision. The principal objective being: to establish a "Targeted Market" campaign focused on higher paying jobs. This will be achieved by the County competitive incentive program whose goal is to attract key industries to Polk County and help expand existing businesses such as: Food Processing, Finance/Insurance/Bank Office/Corporate Headquarters, Home Construction/Industrial Suppliers, Medical Instruments/Bio-Medical, and Electronic Control Systems/Aerospace industries.

HND is taking steps toward implementing a process that, through the partnership with the Central Florida Economic Development Council (CFEDC), will assist viable and sustainable economic activities that create opportunities for low- and moderate-income persons to access productive employment. These activities may include, but will not be limited to job creation, job retention, and/or trade school apprenticeships. HND will accept proposals from employers that are underwritten and referred by CFEDC to be selected through a request for proposal (RFP) process that is overseen by the Purchasing Division. HND staff screens the proposals for compliance with HUD guidelines. Upon selecting participating businesses, HND will enter into a contract agreement with the selected businesses and oversee completion of the economic development objectives. A qualified member of the HND staff will be designated as the Economic Development Specialist and charged with the responsibility of on-going monitoring and project management. The Economic Development Specialist will approve all invoices and will authorize reimbursement upon satisfactory completion of economic development objectives. HND long-term monitoring staff will conduct the appropriate intermediate and long-term evaluations. Under contract, each business will be responsible for completing the scope of service and reporting activities and accomplishments in accordance with HUD Regulations 570.203, 570.204, 570.201(o).

2. *Assess the strengths and gaps in the delivery system.*

**Strengths and Gaps of Delivery System**

There is by necessity a high degree of coordination between HND and other agencies. As stated above, coordination with agencies acting as subrecipients, is spelled out in subrecipient agreements or memoranda of understanding. HND also ensures that all actions proposed by this Consolidated Plan are consistent with the

Polk County Comprehensive Plan, the Five Year Capital Improvements Program, and other County ordinances and regulations by submitting the draft document to all affected County departments for review and comment prior to publication. The County divisions involved in this process are: Neighborhood Services, Human Services, Public Safety, Growth Management, Environmental Services and Transportation. Responsibilities for program administration are also shared with other agencies: Procurement of public service providers is handled by the Polk County Purchasing Department. Demolitions are coordinated with the Building Inspections and the Code Enforcement Divisions. Responsibility for fiscal accountability is shared with the Finance Division of the Clerk of the Circuit Court's Office. The organizational structure of HND also helps intradepartmental coordination. Providers of affordable housing, rental assistance, indigent medical care, and services to veterans, the elderly and transportation disadvantaged persons are part of the Polk County Human Services Department. The Department also has in-house grant writing capabilities.

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

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

### **Strengths and Gaps in the Delivery System for Public Housing**

The Public Housing Agency (PHA) is a component of the Polk County Housing and Neighborhood Development (HND) Division. The jurisdiction of this Agency includes the unincorporated county and its municipal partners that do not administer their own housing programs. However, some municipal partners may administer Section 8 Home Choice Voucher Programs. Polk County does not own any public housing units or operate as a Housing Authority.

The mission of the Polk County Public Housing Agency is to assist very low-income families, the elderly, and the disabled in renting safe, decent, affordable housing. The delivery system of the Section 8 program has efficiently maintained all 110 of its vouchers in use. HUD considers Polk County's Section 8 Housing Choice voucher program a "high performer". The greatest obstacle in placing the 200 persons waiting for housing assistance is simply the lack of available vouchers

### **Monitoring (91.230)**

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

Long-term compliance monitoring of subrecipients will be carried out by HND and other county agencies to provide an assessment as to performance, regulatory and financial contract compliance, technical assistance in program administration and service delivery. HND will work with subrecipients to identify program deficiencies, but at the same time to identify remedies. HND staff will assign a risk factor to each project, and monitoring visits will be conducted at least once a year or more during the course of the contract, depending upon the degree of risk assigned. During these visits, they will review program records to ensure that all necessary documentation is on file. They will discuss how the project is proceeding with managers and line personnel, and will problem solve the difficulties encountered. After the visit, they will provide a monitoring report with findings and concerns and suggested changes to resolve the findings and concerns. The aim in monitoring is to ensure that activities are being carried out in compliance with federal regulations, and that the anticipated outcomes are being achieved. The intent is to focus on solutions to problems, not upon the problems themselves.

HND project managers are responsible for conducting regular weekly monitoring of the project timelines, schedules, programming, documentation, reimbursements, and overall progress to assure success. The project managers are instrumental in completing the risk analysis for projects due to the close interaction with the subrecipients.

Environmental Monitoring will be implemented according to the HUD Format II Tiered Review. HND will put into action an Environmental Review Strategy for the FFY 2005-2009 Consolidated Plan to assure public facilities, neighborhood improvements, and affordable housing construction projects comply with environmental statutes, regulations and Executive Orders other than NEPA.

### **Priority Needs Analysis and Strategies (91.215 (a))**

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

Community development, and housing needs, the needs of the homeless, and the supportive housing needs of non-homeless special needs populations in Polk County are identified elsewhere in this Consolidated Plan. Relative priorities were established by the quality of life survey beginning on page 23.

The following needs are identified in the demographic analysis of the community and economic profiles.

#### **Consolidated Plan Priority Areas**

- Services to seniors must expand.
- Assistance should be directed to low- and moderate-income areas.
- Income disparity exists between the White and Minority households.

- Low attainment level of higher education.
- There exists a need to create higher paying jobs.

Priorities were assigned utilizing the following criteria:

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

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

### **Obstacles to Meeting Underserved Needs**

The two principal obstacles of meeting underserved needs in Polk County historically have been: (1) inadequate funding to carry out major revitalization programs and (2) a hesitance of the community at large to prioritize funding to address the deficiencies of the more than 35 areas identified as impoverished and deteriorating. Contributing to these historic obstacles are former subdivision regulations that did not require developers to install paved streets, sidewalks, street lighting, adequate drainage and other basic community amenities. Polk County and many of its small municipalities have been left with a significant number of neighborhoods that have deficient infrastructure and a lack of amenities resulting in a decreased quality of life for its residents. A lack of code enforcement has allowed blight and deterioration of neighborhoods as well as aging and substandard housing to go unnoticed. These historical obstacles consequently result in low tax revenues that present a challenge to meeting the underserved needs of today and of the future.

The current and future obstacles relevant to underserved needs are the shifting priorities at the federal level and rapid population growth since the 2000 US Census. While federal priorities and funding availability targeting the low- and moderate-income population of our nation are shrinking, Polk County’s population is growing at an unprecedented rate. This population growth has resulted in rapid urbanization and demand for services, infrastructure and amenities that outpace community investment and local funding sources as well as the capacity at the government and especially the not-for-profit level to facilitate much needed development activities. The demographics of Polk County is also shifting toward a more elderly population which stresses the limited health and social services currently available. An apparent decrease in the age group between 40 and 50 also suggests that better employment opportunities outside of the county may be drawing away an essential portion of the population.

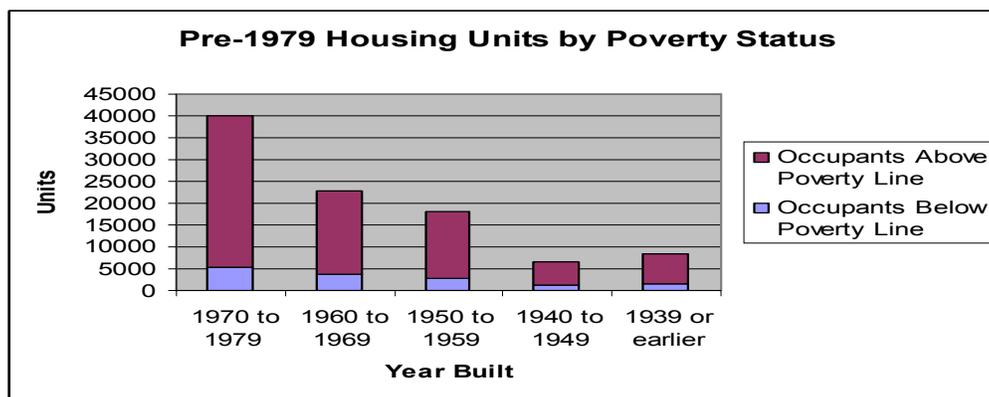
The most challenging obstacle that exists is the inability for many residents to obtain meaningful and gainful employment as opposed to the low paying jobs that the service and retail industry typically have to offer. Creating jobs in Polk County alone will not resolve this problem if the workforce is not sufficiently prepared to meet the demands of the jobs available. Despite positive indicators of a slight trend of economic improvement attributed to diversification of the employment base, there continues to be a lack of job training opportunities that are accessible to low- and moderate-income households. Without sufficient job training long-term, economic growth and sustained development could be threatened, as noted by the *Quality of Life in Polk County Study* conducted by the University of South Florida in May of 2003.

In addition to these obstacles certain current events have exacerbated the challenge to address the underserved needs. In identifying the obstacles in meeting underserved needs we find there are several recent events that have contributed to widening the gap of affordable housing. The August and September of 2004 level of hurricane activity in Polk County has put a strain on housing options and funding as the Housing and Neighborhood Development Division responds to residents whose homes were destroyed or damaged by the high winds and rain. The county's current waiting list for hurricane relief has grown to 600 persons and a 2 or 3 year waiting period for assistance. To date the only additional disaster relief funds that county has actually received is \$500,000 in HOME AGAIN funds. An additional \$17.7 million dollars is earmarked for housing assistance from State SHIP funds however, the county is still in the planning stage and the funds are scheduled to be transferred after August, 2005, one year after the storm events.

### Lead-based Paint (91.215 (g))

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

Information about the number of units that may potentially contain lead-based paint is not available by income status classifications, only by poverty status. According to the 2000 Census, 111,749 units built before 1979, when use of lead based paint was prohibited, and 14,502 were occupied by households below poverty. The chart below compares occupancy between households with incomes below and above poverty by age of structures.



Source: US Census

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

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

Polk County will continue to evaluate and reduce lead-based paint hazards in all contracts funded with federal monies. Affordable housing activities address lead-based paint liabilities and provide required information to affected citizens. HND staff attended Lead-based Paint Certification classes in Gainesville, Florida. Staff continues to attend training sessions to remain current on Federal regulations governing lead-based paint concerns. At this time, all housing activities are in compliance with regulations regarding lead-based paint notification, evaluation, and abatement. The Housing and Neighborhood Development Division (HND) conducts activities in accordance with its *Policy and Procedures* pertaining to notification, evaluation, and reduction of lead-based paint hazards to assure compliance with federal regulations. When required, risk assessment, paint testing, lead hazard reduction, and clearance will be performed through contracts with qualified professionals in accordance with standards established in 24 CFR part 35, subpart R. All contractors used for lead-based paint related activities are referenced by EPA Region IV as lead-based paint abatement certified or approved by the State of Florida to enter contracts pertaining to such issues. All subrecipients of federal funding enter into contracts prior to funds being dispersed assuring that all activities they conduct with federal funds comply with lead based paint related requirements cited in 24 CFR 570.608.

## HOUSING

### **Housing Needs (91.205)** \*Please also refer to the Housing Needs Table in the Needs.xls workbook

1. *Describe the estimated housing needs projected for the next five year period for the following categories of persons: extremely low-income, low-income, moderate-income, and middle-income families, renters and owners, elderly persons, persons with disabilities, including persons with HIV/AIDS and their families, single persons, large families, public housing residents, families on the public housing and section 8 tenant-based waiting list, and discuss specific housing problems, including: cost-burden, severe cost-burden, substandard housing, and overcrowding (especially large families).*

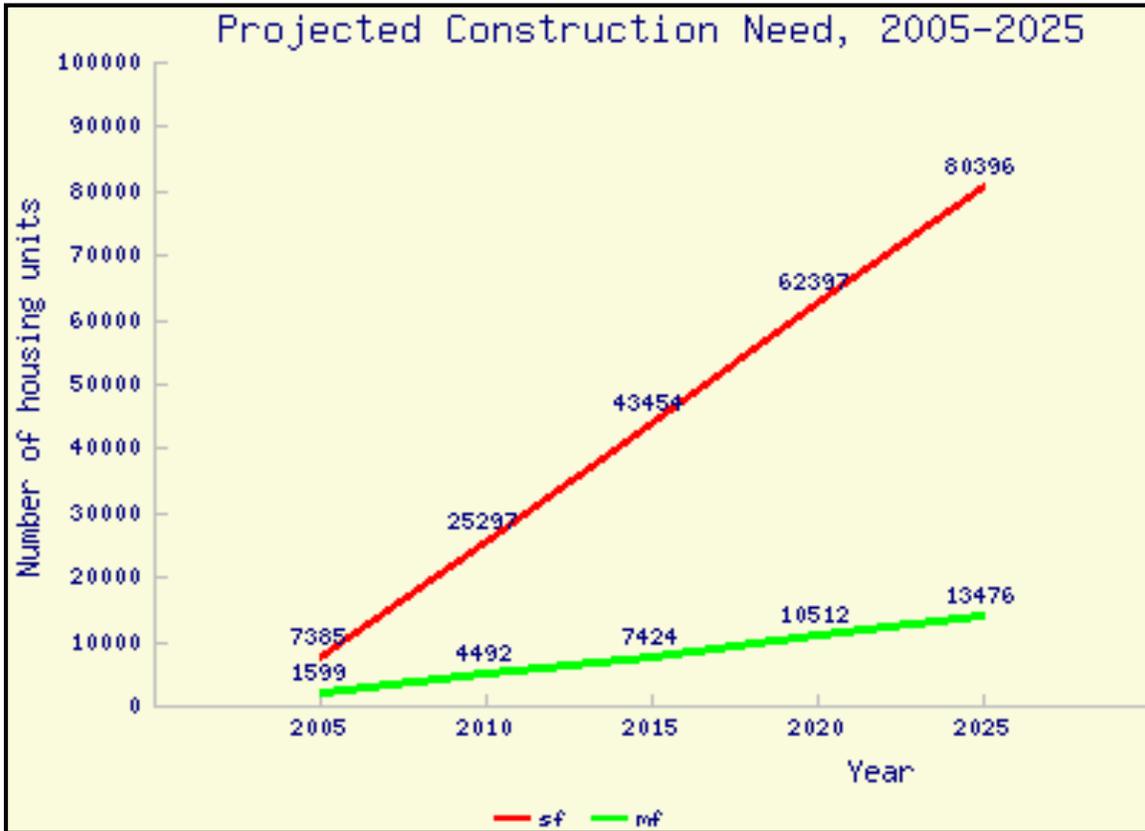
Housing needs are typically related to household size, ownership, affordability, crowding and quality, as well as questions about race and ethnicity. The characteristics of Polk County's housing reflect the characteristics of the county's population. The population of the county is growing, creating a demand for additional housing. Over the past decade, the entire population of Florida has increased dramatically. This increase is fueled by continued migration of residents of northern states looking for warm winter weather and by the increasing flow of foreign born looking for economic opportunity. The level of foreign migration has changed the demographic composition of some communities. As foreign-born persons settle into Polk County, they are expected to increasingly pursue the opportunity to own a home of their own. The assessment of housing also considers specific subpopulations such as the elderly or low-income.

An analysis of data provided by the Shimberg Center for Affordable Housing leads to several conclusions to help estimate the housing needs for the next five year period for the varying populations that are targeted by CDBG funding. The need for a greater housing supply is illustrated in the table below. **By 2010 the number of single-family (sf) homes must increase by 17,912 units and multi-family homes (mf) by 2,893 units to keep pace with need.\***

Polk County's housing stock includes single-family units, multifamily units, and manufactured units. Although all three types of housing units are represented, the housing inventory is dominated by the single-family home.

**\* This Bold statement reflects a high priority for the Strategic Plan**

The following chart illustrates the projected construction need for 2005 to 2025.



Source: Shimberg Center for Affordable Housing

An understanding how racial/ethnic groups contribute to household growth is key to predicting both renter and owner household growth. A significant factor recognizes that foreign migration has contributed to the demographic growth of some communities. The foreign born population in Polk County increase by almost 20,000 persons or 133% between 1990 and 2000. As foreign-born settle into Polk County, they are expected to increasingly pursue the opportunity to own a home.

There are a number of differences between the housing choices of Whites, African-Americans, and Hispanics. Although we can examine the results of housing choices, we can only speculate on the reasons behind those choices and the extent to which the local housing market accommodates various racial/ethnic groups and income levels. US Census data indicates that over 51 percent of African-American households and 54 percent of the Hispanic households own their own homes, while 77 percent of White households own their own homes.

**\* This Bold statement reflects a high priority for the Strategic Plan**

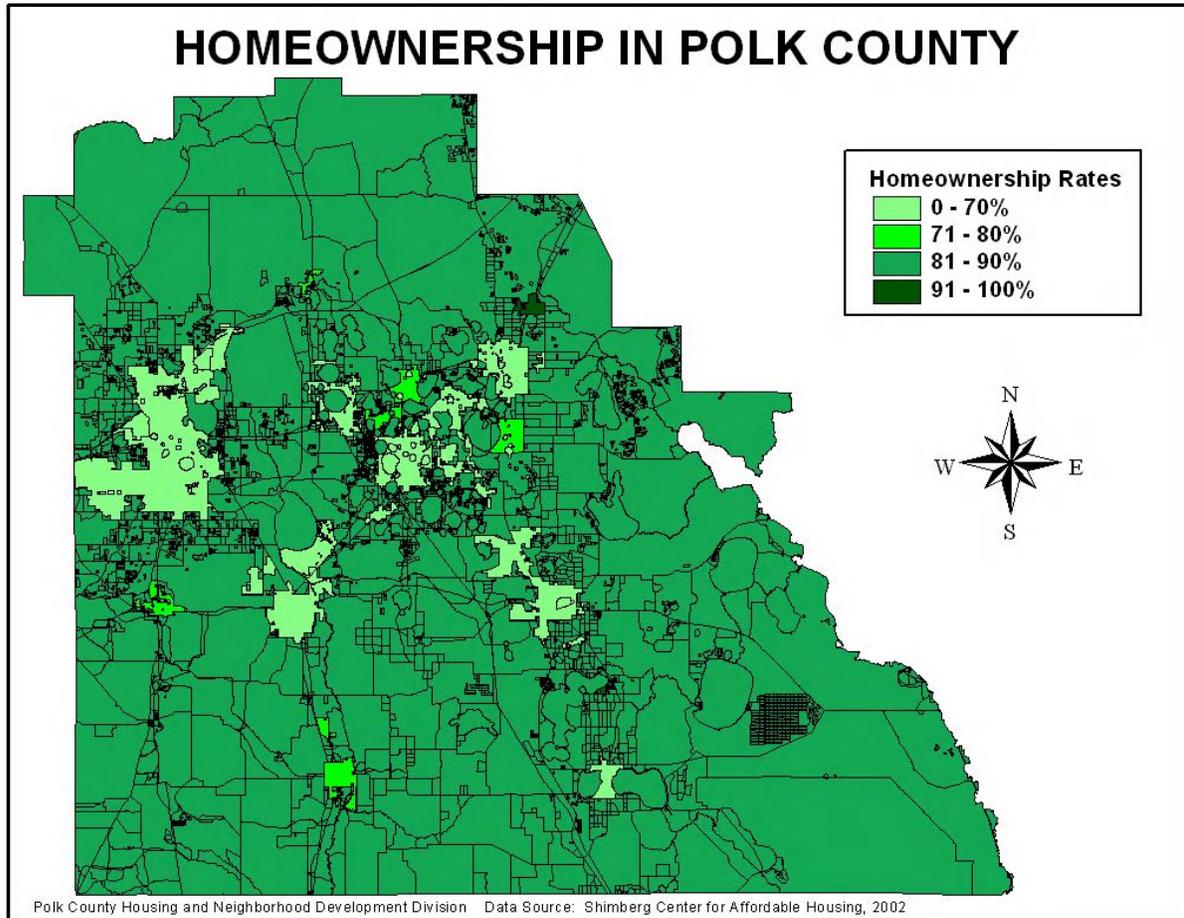
The percentage of homeownership in Polk County is found in the table titled Homeownership Rate, 2002.

<b>Homeownership Rate, 2002 (Owner Households as a Percentage of All Households)</b>		
<b>County</b>	<b>Place</b>	<b>Homeownership Rate (%)</b>
Polk	Polk County	73%
Polk	Auburndale	67%
Polk	Bartow	70%
Polk	Davenport	91%
Polk	Dundee	81%
Polk	Eagle Lake	69%
Polk	Ft. Meade	75%
Polk	Frostproof	68%
Polk	Haines City	65%
Polk	Highland Park	96%
Polk	Hillcrest Heights	94%
Polk	Lake Alfred	73%
Polk	Lake Hamilton	79%
Polk	Lake Wales	53%
Polk	Lakeland	60%
Polk	Mulberry	76%
Polk	Polk City	79%
Polk	Winter Haven	59%
Polk	Polk-Unincorporated	80%

**Source:** Shimberg Center for Affordable Housing

Homeownership can be an indicator of low income and poverty. Polk County as a whole has a homeownership rate of 73% and unincorporated County is at 80%. Highland Park, Hillcrest Heights, and Davenport have the highest homeownership rates in the County with 96%, 94%, and 91%, respectively. The lowest rates are found in Lake Wales, Winter Haven, and Lakeland with rates of 53%, 59%, and 60%, respectively.

The following map illustrates the low homeownership rates in the larger cities in Polk County and the relatively high rates in the unincorporated County and some smaller communities. This data supports the trend that population is increasing in the unincorporated County and consequently a growing demand for housing.



Using a standard of crowding that identifies units as crowded when occupancy rises above one person per room, we find that in the State of Florida 15 percent of African American-occupied units, 23 percent of Hispanic-occupied units, and 2 percent of White-occupied units are classified as overcrowded. Evidence suggests that for some racial/ethnic groups the one person per room standard may be too stringent as larger households are the norm. Overcrowding in Polk County is illustrated in the table titled Substandard Housing, 2000.

Substandard Housing, 2000								
Place	Overcrowded Units (Occupied Units)		No Heating Fuel Used (Occupied Units)		Lacking Complete Kitchen Facilities (All Units)		Lacking Complete Plumbing Facilities (All Units)	
	Number	Percentage	Number	Percentage	Number	Percentage	Number	Percentage
Polk County	9277	5	1839	1	859	0.4	656	0.3
Auburndale	220	5.3	43	1	7	0.2	7	0.2
Bartow	364	6.6	43	0.8	41	0.7	21	0.3
Davenport	28	3.6	0	0	0	0	0	0

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## Polk County

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Dundee	41	3.6	8	0.7	14	0.9	0	0
Eagle Lake	111	12.1	22	2.4	0	0	13	1.3
Ft. Meade	273	12.8	22	1	27	1	12	0.4
Frostproof	109	9.5	9	0.8	0	0	0	0
Haines City	461	9.6	119	2.5	44	0.7	33	0.5
Highland Park	0	0	0	0	0	0	0	0
Hillcrest Heights	0	0	0	0	0	0	0	0
Lake Alfred	82	5.4	0	0	17	1	10	0.6
Lake Hamilton	23	4.9	8	1.7	10	1.9	3	0.6
Lake Wales	258	6.5	21	0.5	27	0.6	0	0
Lakeland	1182	3.5	208	0.6	250	0.6	116	0.3
Mulberry	68	5.4	11	0.9	0	0	0	0
Polk City	15	2.8	0	0	9	1.5	6	1
Winter Haven	564	4.8	106	0.9	60	0.4	90	0.6
Polk-Unincorporated	5478	5	1219	1.1	353	0.3	345	0.2

**Source:** Shimberg Center for Affordable Housing

The affordability of housing is an important issue nationally and in all the state of Florida. Households are concerned about it because affordability affects their ability to achieve homeownership, as well as the size and amenities of the home they are able to purchase. Real estate investors also are concerned, because the number of households able to afford a home is an important determinant of single-family sales activity in their local markets. Housing affordability also has become an important public policy issue, as home ownership is viewed as being an important goal for both individual and societal reasons. Three factors are the primary determinants of the affordability of housing: household income, housing prices, and mortgage rates. For a household considering homeownership, an additional factor is the rate of appreciation in housing prices.

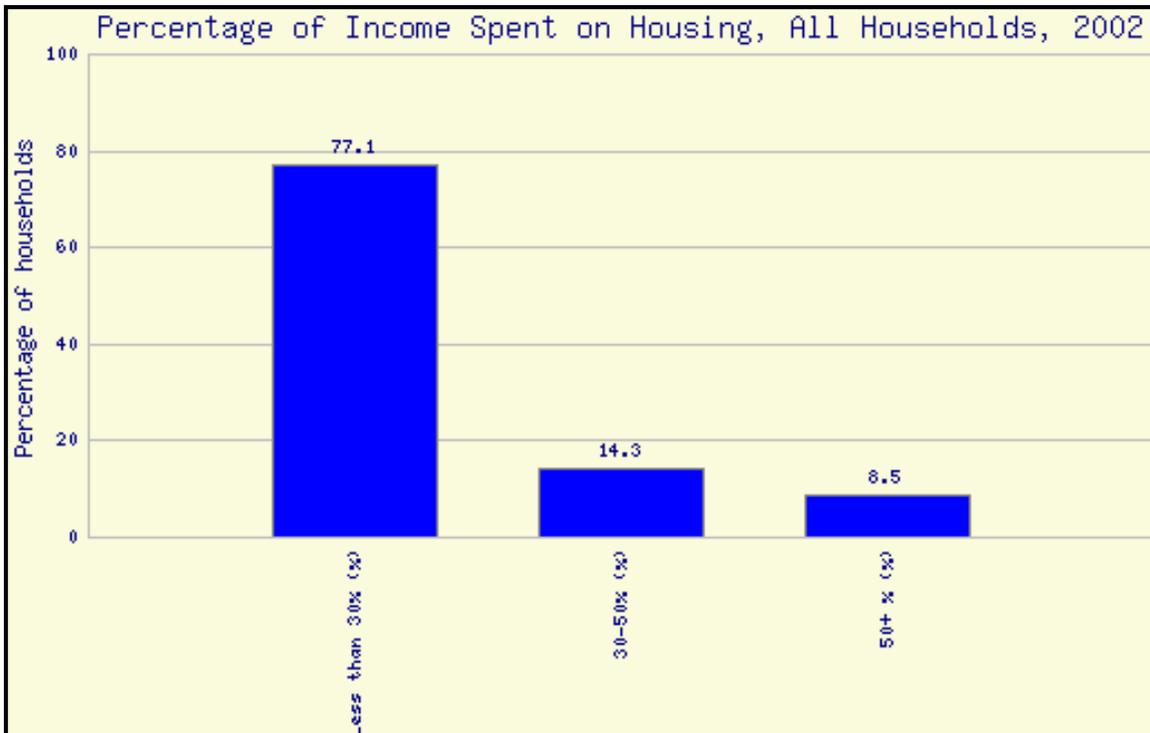
Over the past decade increased affordability was due to the continued decline of mortgage rates. The national average mortgage rate for a single-family home was 9.74% in 1990, and it had fallen to 7.96% by 2000, and continued to decline to 6.51% in 2002. The low interest rates and the recent lackluster return to the stock market have fueled investments in real estate and in turn caused home prices to dramatically increase over the last few years. The Shimberg Center for Affordable Housing 2003 Historic Affordability Index ranks Polk County as the 28<sup>th</sup> most affordable county in the state.

Income growth that has not kept pace with housing prices that continue to appreciate explains the recent decrease in housing affordability.

<b>HUD Median Family Income for States and MSAs, 2005</b>	
<b>Jurisdiction</b>	<b>Median Income (Family of Four)</b>
Florida	\$53,300
Lakeland-Winter Haven, MSA	\$47,600

**Source:** US Department of Housing and Urban Development

For low-income households, **the loss of affordable housing from the stock and price increases that have exceeded the growth in incomes has led to a worsening problem of housing affordability.\*** As a means of examining the number of households with a housing affordability problem, we calculate a number called "cost burden." Cost burden is our estimate of the number of households paying more than 30 percent of their income toward housing costs. See the chart below for the percentage of households experiencing cost burden.



**Source:** Shimberg Center for Affordable Housing

**\* This Bold statement reflects a priority area for the Strategic Plan**

The chart above indicated that in 2000 over 23% of households in Polk County spent over 30% of their income on housing. Sustained by low mortgage interest rates over the past decade, the inflation-adjusted price of single-family homes in Florida has steadily increased since 1996. On average, house prices have increased by approximately 4.0 percent per year over and above the general rate of inflation over the last five years. The real rate of increase is higher than any other period in history, surpassing the high appreciation period of the 1970s. Estimates indicate that the events of the 2004 hurricane season, September 11, 2001 and the lagging recovery of the national economy have not slowed recent house price increases. Estimates indicate that house prices in Florida have increased by approximately 6.0 percent annually since 2000.

While housing affordability is a serious problem, substandard housing is also a challenge in Polk County. **The older housing stock is in need of rehabilitation and the aging of the existing housing stock will lead to additional needs for rehabilitation in the coming years.\***

*2. To the extent that any racial or ethnic group has a disproportionately greater need for any income category in comparison to the needs of that category as a whole, the jurisdiction must complete an assessment of that specific need. For this purpose, disproportionately greater need exists when the percentage of persons in a category of need who are members of a particular racial or ethnic group is at least ten percentage points higher than the percentage of persons in the category as a whole.*

The disproportionate housing needs for the African-American and Hispanic populations by income category are illustrated below in the table titled Housing Problems, 2000. The data for this assessment was derived from Comprehensive Housing Affordability Strategy (CHAS) database provided by HUD. Housing Problems as defined by HUD are cost burden greater than 30% of income and/or overcrowding and/or without complete kitchen or plumbing facilities.

The table below demonstrates the subpopulations with need greater than ten percent than that of persons in the category as a whole. Those subpopulations with disproportionate need identified in the above table are as follows:

- **Hispanic Elderly Renters with  $\leq 50\%$**
- **Hispanic Renters with  $>30$  to  $\leq 50\%$**
- **Hispanic Renters with  $>50$  to  $\leq 80\%$**
- **Hispanic Elderly Owners with  $>50$  to  $\leq 80\%$  MFI%**
- **Hispanic Elderly Owners with  $\geq 50\%$  to  $\leq 80\%$**
- **Hispanic Owners with  $\leq 50\%$**
- **Hispanic Owners with  $\geq 30\%$  to  $\leq 50\%$**
- **Hispanic Owners with  $\geq 50\%$  to  $\leq 80\%$**
- **Hispanic Owners with  $\geq 80\%$**
- **Black Elderly Renters with  $>50$  to  $\leq 80\%$  MFI%**
- **Black Renters  $>80\%$  MFI%**
- **Black Elderly Owners with  $>50$  to  $\leq 80\%$  MFI%**
- **Black Owners with  $>50$  to  $\leq 80\%$  MFI%**

**\* This Bold statement reflects a high priority for the Strategic Plan**

In general all housing needs are disproportionately greater in racial and ethnic subpopulations.

**Housing Problems, 2000**

	Household by Type, Income, & Housing Problem	Renters		Owners		Total Households
		Elderly (1 & 2 Members)	Total Renters	Elderly (1 & 2 Members)	Total Owners	
Total Population	<= 50% MFI % with any housing problems	63.3	78.3	65.7	68.7	72.8
	>30 to <=50% MFI % with any housing problems	59.2	75.4	40.7	53	60.1
	>50 to <=80% MFI% with any housing problems	35.8	40.2	23.8	36.5	37.5
	>80% MFI% with any housing problems	6	13.1	7.8	12.4	12.5
	Total Households % with any housing problems	40.4	39.2	20.8	22.9	26.3
Black Population	<= 50% MFI % with any housing problems	71	83	66.8	68.7	76.3
	>30 to <=50% MFI % with any housing problems	44.2	71.4	46.5	58	64.9
	>50 to <=80% MFI% with any housing problems	49.1	39.8	44	50.5	45.2
	>80% MFI% with any housing problems	0	27.9	6.7	14.3	18.1
	Total Households % with any housing problems	55.1	52.2	38.4	33.6	41.1
Hispanic Population	<= 50% MFI % with any housing problems	100	81.6	71.8	83.6	82.3
	>30 to <=50% MFI % with any housing problems	N/A	87.6	6.3	64.3	77.3
	>50 to <=80% MFI% with any housing problems	34.5	63.4	59	62.9	63.1
	>80% MFI% with any housing problems	N/A	42.4	10.4	36.6	38.1
	Total Households % with any housing problems	62.7	64.7	27.7	48.3	54.9

## Priority Housing Needs (91.215 (b))

1. *Identify the priority housing needs in accordance with the categories specified in the Housing Needs Table (formerly Table 2A). These categories correspond with special tabulations of U.S. Census data provided by HUD for the preparation of the Consolidated Plan.*

As identified in the Housing Needs (91.205) Section beginning on page 39, the greatest housing priority is single-family units. The County will continue to address this priority with direct homeowners assistance and single-unit residential rehabilitation.

2. *Provide an analysis of how the characteristics of the housing market and the severity of housing problems and needs of each category of residents provided the basis for determining the relative priority of each priority housing need category.*

The population of the county is growing, creating a demand for additional housing. A significant increase in the elderly population and to a lesser degree, however equally important, the Hispanic population has contributed to this growth. Overcrowding is greater in racial and ethnic subpopulation households, the Hispanic population being the most affected. Cost burden is also great among low- and moderate-income households. In general all housing needs are disproportionate greater in racial and ethnic subpopulations. Substandard housing continues to be an issue due to a large quantity of aging housing stock.

**By 2010 the number of single-family (sf) homes must increase by 17,912 units and multi-family homes (mf) by 2,893 units to keep pace with need.\*** Income growth has not kept pace with the housing prices that continue to appreciate.

This data support the priority needs for the next five year planning cycle in housing and the rental sectors of Polk County.

### Polk County Housing Needs

- Population growth creating demand for housing (including Hispanic population)
- Increase in elderly population
- Overcrowding in racial and ethnic subpopulations
- Housing cost burden higher among low- and moderate-income residents
- Substandard housing and large quantity of aging housing stock
- Income growth has not kept pace with housing prices

See the analysis of needs in the Housing Needs (91.205) Section beginning on page 39 for greater detail.

**\* This Bold statement reflects a priority area for the Strategic Plan**

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

Relative priorities were established by the quality of life survey described earlier in this section and the housing needs assessment. These needs are summarized in the Community Development and Housing Priority Needs Tables.

**Polk County Housing Priority Needs Areas**

- Population growth creating demand for housing (including Hispanic population)
- Increase in elderly population
- Overcrowding in racial and ethnic subpopulations
- Housing cost burden higher among low- and moderate-income residents
- Substandard housing and large quantity of aging housing stock
- Income growth has not kept pace with housing prices

Priorities were assigned utilizing the following criteria:

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

4. *Identify any obstacles to meeting underserved needs.*

There are various obstacles in meeting underserved needs in Polk County. The greatest obstacle is that many clients have insufficient incomes and severe credit problems that prevent qualification for home purchase assistance. Housing costs have increased faster than incomes resulting in ever increasing shortages of housing affordable to families below 80% MFI, and increasing numbers of such families experiencing cost burden. Funds available to increase supplies of affordable housing are in as short supply as the affordable housing stock itself.

- The housing rehabilitation program has a waiting list of approximately 2 years. The homes in need of repair are in continual decline while waiting to be rehabilitated. This necessitates more funds to be used to bring these homes up to code. Thus, the result is fewer rehabilitated homes with higher per unit cost. Also, many households do not have clear title to their homes.
- The hardships county residents experienced during the summer of 2004 when three major hurricanes crisscrossed Polk County dramatically increased the need for emergency and substantial housing repairs, the replacement of destroyed mobile homes, and available units for rental. The rental housing

that survived became a premium. While funding is just now being released one year later, the county maintains a waiting list for Disaster relief housing rehabilitation assistance of 600 households. Infrastructure damage is widespread; the county experienced severe flooding conditions to the extent that many individuals were using air boats to access their property long after the storms had passed.

- Furthermore, a lack of qualified contractors is an additional delay to executing the program. Fewer qualified workers to complete rehabilitation work results in a slower work pace and fewer completed units. Additional HUD lead based paint regulations will further delay rehabilitation due to the lack of qualified testers, risk assessors and general contractors.
- New home construction in areas that are considered affordable may be difficult because of title problems associated with vacant pre-owned lots. In some cases the cost to clear the title for a lot exceeds the value of the lot. Those at the lowest income levels face the most significant obstacles in obtaining affordable housing. Many in the very low-income category cannot afford owner-occupied housing without multiple subsidies.
- The initiation of the new lead based paint rules reduced the number of units in the rehabilitation program due to the cost of lead abatement procedures. The costs to address lead based paint removal; stabilization and encapsulation are often high.

## **Housing Market Analysis (91.210)**

\*Please also refer to the Housing Market Analysis Table in the Needs.xls workbook

1. *Based on information available to the jurisdiction, describe the significant characteristics of the housing market in terms of supply, demand, condition, and the cost of housing; the housing stock available to serve persons with disabilities; and to serve persons with HIV/AIDS and their families.*

### **Housing Market Analysis Overview**

This section gives an overview of the significant characteristics of Polk County's housing market including supply, demand, condition, cost of housing, housing stock available to serve persons with disabilities and housing that serves persons with HIV/AIDS and their families.

Various forms of data were used to complete this analysis including the Metro-Lakeland Community Housing Strategy Final Analysis study, the Shimberg Center for Affordable Housing, the American Fact Finder/U.S. Census, and the CHAS (Comprehensive Housing Affordability Strategy) Report for Polk County.

The Metro-Lakeland Community Housing Strategy Final Analysis represents a microcosm of Polk County. This microcosm represents a small area of Polk County but is applicable to all areas of the County. While the goal of this study<sup>3</sup> was metro Lakeland, early on there was a cooperative arrangement with Polk County to focus the study on a broader area. Polk County paid a proportionate amount for this

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<sup>3</sup> Nina Liou, Charleen Reagan, The Chesapeake Group, Wallace Roberts & Todd, LLC, *Metro-Lakeland Community Housing Strategy Final Analysis*, December, 2004

study. Excerpts were used to complete the Housing Market Analysis for this Consolidated Plan 2005-2009.

Polk County has recognized the value in determining the best means to maximize resources and put the best foot forward with the limited funds available. This housing strategy is one major step in this direction.

The continued growth of Polk County and the Metro-Lakeland area from expanding markets in both Orlando and Tampa has dual effects. On the one hand, the rapid pace of development has strained local resources to provide adequate services for the increasing population. On the other hand, this expansion provides the opportunity to guide development, create mixed-income communities, and expand services and amenities to improve the Polk County area as a market of choice for a diverse array of families, businesses and workers. These factors can only be addressed through a sustained and coordinated approach to neighborhoods for all income levels.

While there has been recent and sustained market interest in many neighborhoods most notably the historic districts, the opposite impact has been felt in many areas that have continued to deteriorate despite the best efforts of the County and the cities of Lakeland and Winter Haven to alter this trend.

The Community Redevelopment Areas (CRAs) have recognized that housing initiatives can play an increasingly important role in the overall planning objectives of their districts. This has dovetailed with (Habitat for Humanity of East Polk County) Habitat for Humanity's 21st Century Challenge which seeks to eliminate substandard housing in the area. A plan is needed to help them steer their funds toward sustainable and creative neighborhood revitalization activities.

There has been an increased interest in the County from neighborhood groups and churches to create Community Housing Development Organizations (CHDO). By organizing a series of CHDO organizations Polk County may direct and promote revitalization efforts within concentrated areas of Polk County. To successfully leverage the potential value a CHDO can bring to revitalization efforts, the City and County must have a strong set of objectives and programs to guide those activities. Like many areas of similar size or larger, key stakeholders such as lenders, realtors, developers, county agencies and service providers in the Polk County/Metro-Lakeland area rarely coordinate their investments, programs or initiatives. A key objective of this effort is to provide a unifying framework from which to move forward. Polk County has one approved CHDO nonprofit that works with lenders called the Keystone Challenge Fund.

In Central Florida, studies show the fastest growing areas are Polk, Hardee, Highlands, and Okeechobee Counties. Although Polk County has significant population growth, the county's economic base has struggled to keep the same pace. A comparative analysis of metropolitan growth in areas across the country, prepared by The Chesapeake Group, indicates that the Polk County Metropolitan Statistical Areas (MSA) fall behind other MSA's in terms of the amount and diversity of services and businesses. Some neighborhoods have experienced economic disinvestments resulting in housing deterioration, which negatively impacts the housing market despite regional growth. This negative impact is surprising given the parks, open space, entertainment venues, successful commercial centers, universities, and the many lakes the area has to offer and to build upon. There is a committed County and

Municipal Government, and committed quasi-governments that have guided the successful revitalization of key areas, such as low-income areas and historic districts. Reasonable housing prices and close proximity to destinations in Orlando and Tampa have fostered a strong attraction to Polk County.

### **BACKGROUND: URBAN HOUSING STRATEGY OVERVIEW**

Housing has long served as the backbone to the health, vibrancy and attractiveness of communities. Even though urban sprawl has continued and the traditional basis for urban economies has changed, many city and county governments have responded through a concentrated emphasis on the quality and economic viability of housing and neighborhoods. Neighborhood improvement programs have played an integral part in creating sustainable neighborhoods that promote successful and diverse populations. Large and small-scale developments have transformed formerly vacant land and, in some cases, industrial districts into new neighborhoods adding dollars to the local economy. These initiatives have buoyed the image and market perception of these communities, led to immense local economic and social benefits and are hailed nationally as models for creative urban revitalization. But these success stories are only the result of careful planning tailored to the unique opportunities and challenges each community faces.

An example of Polk County's most recent revitalization success is the transformation of Florence Villa. This was a neighborhood that was made up of mostly elderly homeowners who could not afford to maintain their properties. Polk County's revitalization efforts changed the community from an aging dilapidated neighborhood to an area that is bolstering pride in home ownership and drawing commercial development in areas adjacent to the now revitalized section.

With market growth in urban areas and established neighborhoods, throughout Polk County many goals have been realized. The priorities for investment are actually two-fold: improving the quality of life for low to moderate income households, and actively encouraging more private investment from middle to upper incomes. The recognition that these objectives are mutually beneficial has spawned a recent flurry of extensive housing strategies that are either in place or currently being developed in diverse counties across the nation.

At the core of these strategies is the recognition that housing does not operate in a vacuum. It is impacted by the diversity of local services, the quality of local infrastructure, the coordinated provision of county/city services and assistance, local and regional economic development initiatives and, the array of programs available to assist families financially and socially. Addressing the varied challenges facing housing today means expanding the scope and reach of traditional approaches. An emphasis must be placed on neighborhoods of which housing is but one component.

Increasingly Polk County is becoming polarized by the extreme differences in social, economic and physical characteristics. Neighborhoods lacking adequate infrastructure, land, amenities and an attractive stock of homes have been left behind. These neighborhoods are frequently characterized by visible tracts of vacant land and blighted buildings; litter and graffiti; criminal activity; small and often inadequate housing stock; absentee landowners; tax delinquent properties; a growing concentration of families with very low incomes and; extremely high poverty rates. Polk County's Demolition and Clearance program has placed liens on over a

million and a half dollars for demolishing abandoned structures through the County. Further polarization is occurring with the construction of gated communities even of low/moderate price ranges which have become the prevalent form of housing development throughout Polk County.

**Image** -- Polk County is the geographical center of the State of Florida and has an estimated population of 528,000 persons. With 2,010 square miles of area, Polk County is the largest county located north of the Everglades. Polk County is known as the phosphate, water skiing and citrus capital of the world and is home to some of the state's leading corporations.

The housing market remains strong in Polk County, just as it does around the country. Construction is a pillar of economic strength for Polk County with a record of 4,791 permits issued for single-family homes in 2003. This is an increase of approximately 37.0% over a total of 3,498 building permits issued in 2002 for single-family homes. The total number of homes sold in 2002, was 4,918, an increase of 4.6% over a total of 4,702 homes sold in 2001.

With regard to the image that exists in Polk County, we see the opposing neighborhoods premise. High to moderate priced developments using the "walled" approach to separate people in classes verses the traditional neighborhoods with concentrations of low-income families, older housing stock, and code enforcement issues.

**Physical Deterioration** – Reinforcing negative images about specific neighborhoods is, at times, the overwhelming presence of vacant land and many deteriorated buildings throughout Polk County. Making matters worse is the quality of local infrastructure where some neighborhoods have significant disadvantages in terms of amenities like sidewalks, lighting, tree lined streets, well-maintained roadways and adequate storm-water facilities to name a few. While public funds have been spent on upgrading housing stock in many of these areas, the scale and targeting of the program have not had a dramatic enough impact to change the market dynamics.

The impacts these characteristics have on the local residents and County and municipal government agencies enormous and reinforce the negative market trends these areas experience. While investing in these amenities will not guarantee success in revitalization efforts, high quality infrastructure can greatly improve the chances for private investment where the local market has deteriorated. In many areas, the programs that Polk County has adopted has influenced and improved the market value.

**Property Management** – The sheer number of vacant properties creates its own set of difficulties in terms of management until they can be transferred to productive use. Polk County demolishes between 150 and 160 dilapidated structures every year. In this regard, Code Enforcement officers are charged with an extremely difficult task without a larger plan for these properties and their long-term future. Private maintenance is just as big a factor. Absentee landlords have little incentive to improve their properties. Some low-income homeowners who want to upgrade and maintain their properties simply do not have the funds available to undertake the work. To date, there are few systems in place to address these growing concerns.

**County / City Coordination** – The problems facing some neighborhoods are worsened when divided by political boundaries. This analysis has indicated specific instances where the condition of housing noticeably changes between the County and City. The fate of these neighborhoods, however, is inextricably linked. Mutually reinforcing objectives between the County and City need to be developed to pool resources, coordinate on revitalization activities and target these issues head on. The partnership to complete this housing strategy is one positive step in this direction but a long-term commitment is required.

**Land Availability** – Strategic revitalization plays an important role in jump-starting or extending market forces into neglected neighborhoods. This process, however, is greatly impacted by the availability of land. Long-term plans are needed to enable the County and City to provide land in a timely basis. Second, there is a lot of land with real or perceived environmental constraints. In some cases the land is reserved for drainage as functioning wetlands but in others phosphate mining, or other environmental concerns relating to prior industrial uses, have stymied any redevelopment efforts.

**Access to Services** – The low density of neighborhoods combined with large roads and limited public transportation service inhibits the ability to provide services to everyone. Many neighborhoods lack the synergy of housing, retail, offices and parks in close proximity that makes urban environments attractive places to live.

**Access to Capital and Leveraging** -- Private capital has also flowed through two channels. Abundant loan capital has fueled extraordinary growth in Polk County particularly in market-rate, single-family homes. However, that capital has not been expended in Lakeland or Polk County's deteriorated neighborhoods due to the lack of traditional market, perceptions of risk and low developer interest. With the exception of one local Community Housing Development Organization (CHDO) there is little or no new development taking place in economically challenged neighborhoods. Polk County's Housing and Neighborhood Development Division has been unable to attract developers to complete infill housing projects in lower income neighborhoods.

**Regional Dynamics** – The flow of people from Orlando and Tampa are changing the landscape of Polk County. More development is occurring as expressed by building permit data over the past few years with I-4 emerging as a strong growth corridor. The growth in the County is outpacing that in Lakeland itself.

**Housing Diversity** – Polk County MSA is overwhelmingly comprised of single-family homes, which produces a very low density of residents and households. Mobile homes also comprise a large percentage of the local housing stock. This reflects the make-up of Polk County, which has more mobile homes than any other county in Florida.

**Isolation** – Throughout Polk County newer development has led to internal isolation by using the "walled" neighborhood approach in new subdivisions. Newer developments further these separations from the larger context. Lack of bus routes and sidewalks further exacerbate the isolation. An example of this "encroachment" can be seen in the Loughman area of Polk County. New housing development is encroaching on formerly low-income neighborhoods. For example, just north of State Road 547 a 20-acre site called Summerpark Homes is developing into Wildflower Ridge, a subdivision of 62 four- to six-bedroom homes with base prices ranging from

\$341,900 to \$409,900<sup>4</sup>. Their design produces an isolated form and layout with limited access routes and connections. The same is true of multi-family and apartment complexes that do not reinforce an active street presence due to their layout and design.

**Transparency and Coordination** - While the County has made great progress in professionalizing its approach to planning and development, a number of areas remain opaque to developers and citizens. Among these are the approval and permitting process and how they are coordinated among County departments. Conflicting guidelines, agendas and processes make finding a path to development more difficult than necessary.

**Information Management** - It is critical to invest in the tools and systems necessary to coordinate planning efforts within the County and City governments. This system can go a long way in dispelling some of the perceptions that conspire to steer development toward "easier" sites that may not have the potential impact that the County or City desires. In addition, information management refers to the public's ability to access and understand the varying initiatives the County is undertaking as well as the unique assets each neighborhood possesses. Creating and tracking information is critical but additional tools must be developed to disseminate this information to County employees, key stakeholders and the public.

**Local Capacity** -- In some areas of Polk County, building the capacity of organizations such as Community Development Corporations (CDC) has been difficult. The Housing and Neighborhood Development Division contracted with a successful local nonprofit to partner with an existing CDC to build three CHDO houses within the Polk County limits of the CDC's boundary. The developers' fees were to be split 50/50 upon qualifying three eligible buyers. The CDC staff was to complete a preliminary screening and send the applicants to the nonprofit for final approval and homebuyer training. The project was open for two years and no applicants were pre-qualified and forwarded on the nonprofit housing organization.

All of the initiatives and recommended programs that emerge from this planning process cannot be undertaken by a singular entity nor rest solely in the hands of County and/or City agencies. To have a sustained and visible impact, this housing strategy must truly be a community strategy where government is but one voice among a coalition of active stakeholders dedicated to change throughout Polk County's neighborhoods.

## Supply and Demand

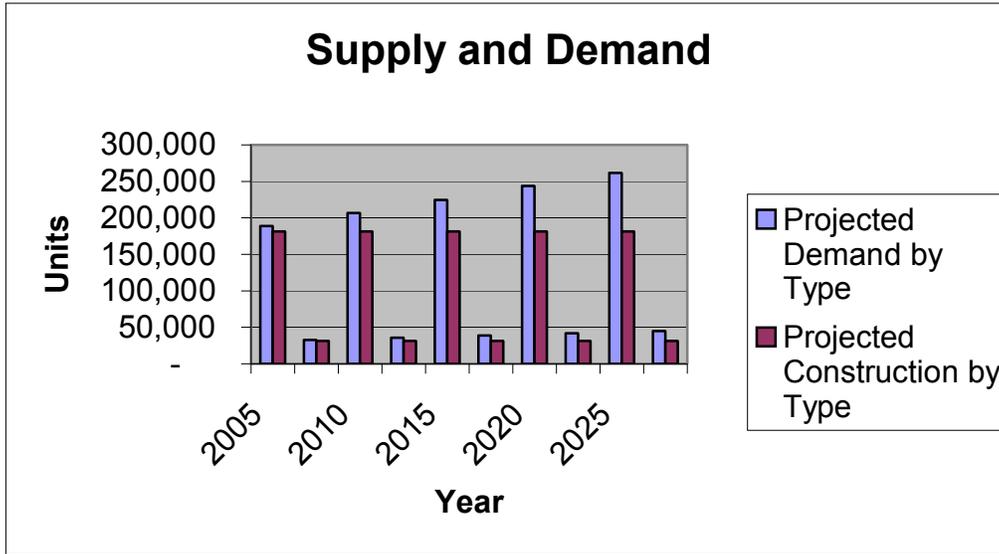
The Shimberg Center for Affordable Housing projected demands for housing units in 2005 at 188,621 single-family units and 32,879 multifamily units with a construction deficit of 7,385 single-family units and a deficit of 1,599 multifamily units. **In 2010 the County will have a deficit of 25,297 single and 4,492 multi-family units.\*** By 2025, 261,632 single-family units and 44,756 multifamily units will be needed with construction deficits of 80,396 single-family units and 13,476 multifamily units.

**\* This Bold statement reflects a priority area for the Strategic Plan**

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<sup>4</sup> "Loughman New Homes to Have Graveyard View," *The Ledger*, June 9, 2005

The chart below shows growth in supply and demand in 5-year increments.



Source: Shimberg Center for Affordable Housing

The Housing market analysis page of the Needs Summary spreadsheet displays housing units by numbers of bedrooms in 2000.

The table below shows that 17.2% of Polk County’s housing units were vacant in the spring of 2000. These numbers have not been updated since last year’s Hurricanes. Unofficial reports indicate that there are few vacant rental units in the aftermath of the three hurricanes that hit last fall.

**Vacant Units 2000**

	For Rent	For Sale Only	Rented or Sold Not Occupied	Seasonal, Recreational or Occasional Use	For Migrant Workers	Other Vacant	Total Vacant	Occupied	Vacant	Total Units	vacancy rate
Units	7,407	4,070	1,882	19,099	116	6,569	39,143	187,233	39,143	226,376	17.2%
% Vacant Units	18.9%	10.4%	4.8%	48.8%	0.3%	16.8%					

Approximately half of the vacant units were anticipated for seasonal or occasional use with almost 20% of the units were vacant rentals.

**Condition and Age of Housing Stock**

The U.S. Bureau of Census defines substandard housing as units that are: 1) Overcrowded (more than 1.01 persons per room; 2) Lacking complete kitchen or plumbing facilities or 3) Where no heating fuel is used. In the 1990 census there were 8,146 substandard housing units listed. Twelve thousand, six hundred and thirty-one (12, 631) substandard units were counted in the 2000 census. This number may be inflated because the census figures do not indicate how many units exhibit more than one substandard condition.

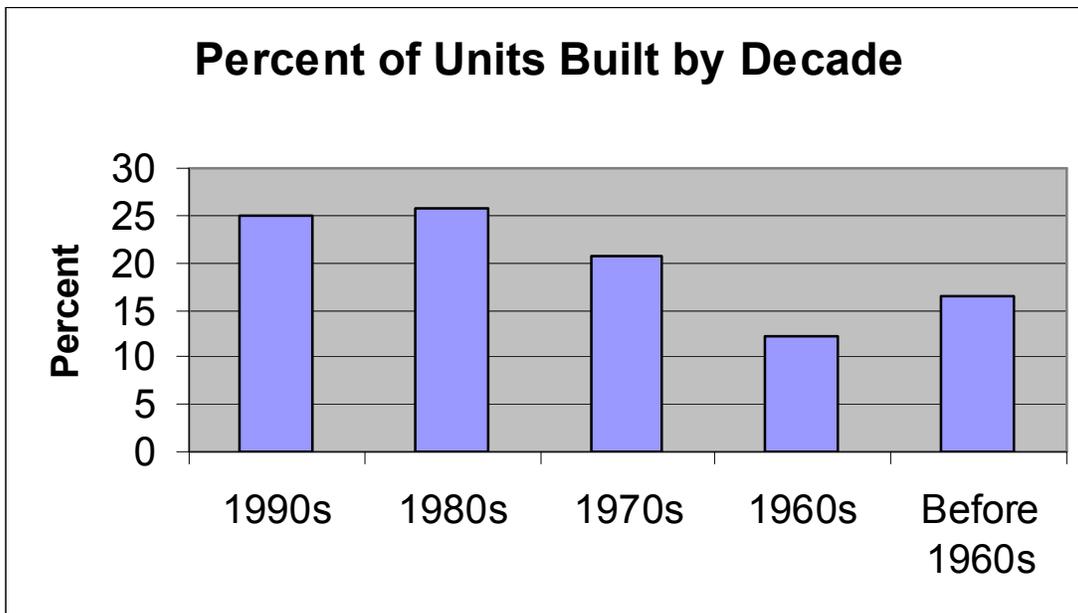
The table below displays the age of Polk County’s Housing Stock.

Year Structure Built													
County	Number							Share by Decade					
	1999- March 2000	1995- 1998	1990- 1994	1980- 1989	1970- 1979	1960- 1969	1940- 1959	1939 or Earlier	1990s	1980s	1970s	1960s	Before 1960s
Polk	7,521	23,230	25,592	58,284	47,129	27,344	27,703	9,573	24.9	25.7	20.8	12.1	16.5

Source: Shimberg Center for Affordable Housing

It is significant to note that there was a decrease in the number of units built in the 90’s, with this highest percentage showing in the 80’s.

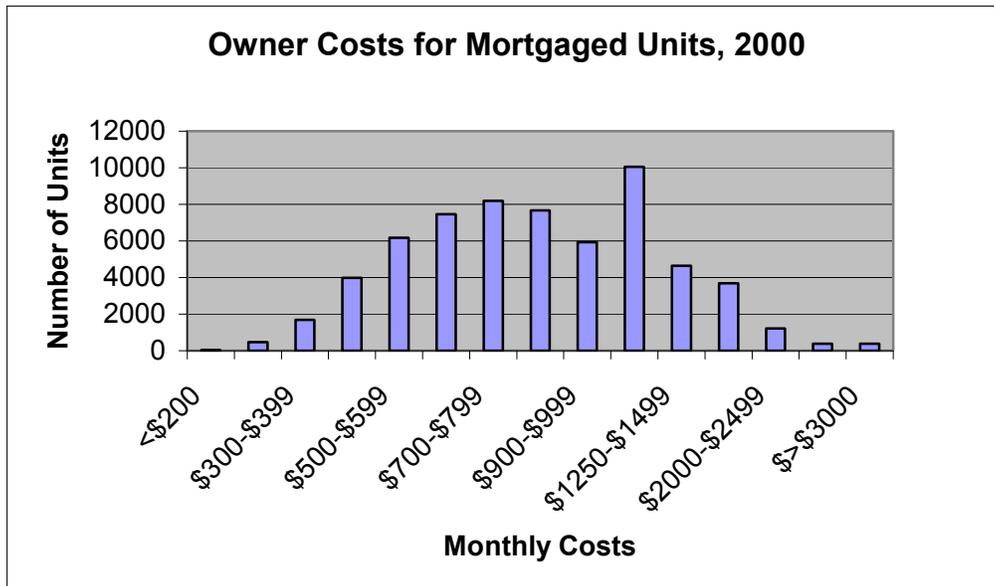
The following chart illustrates the percent of housing units built over the past several decades.



Source: Shimberg Center for Affordable Housing

Forty-nine and four tenths percent (49.4%) of these homes were built before 1979 and may need rehabilitation or may contain lead based paint.

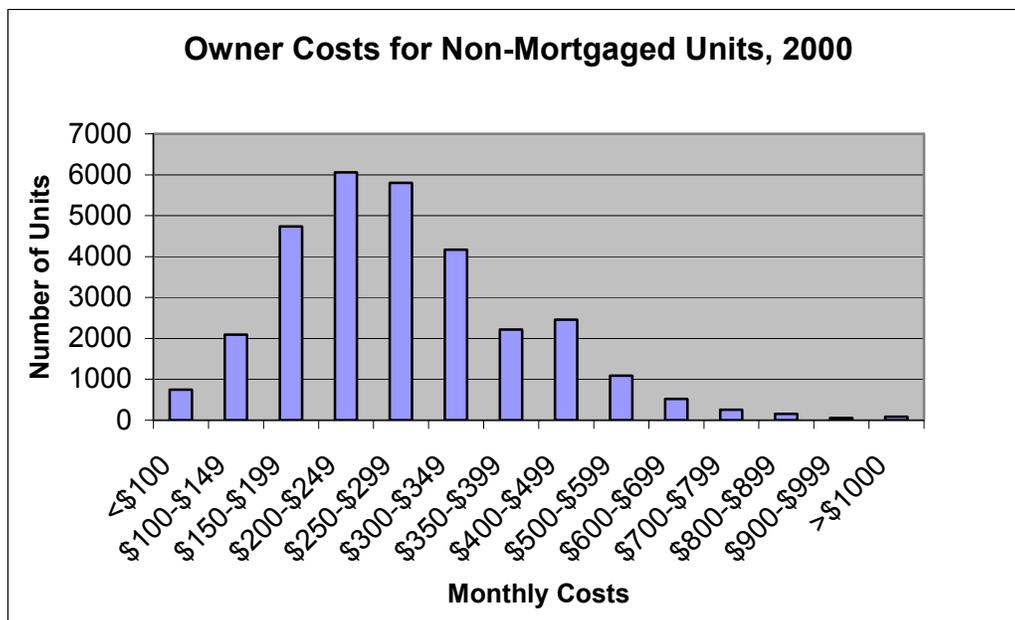
### Cost of Housing



Source: Shimberg Center for Affordable Housing

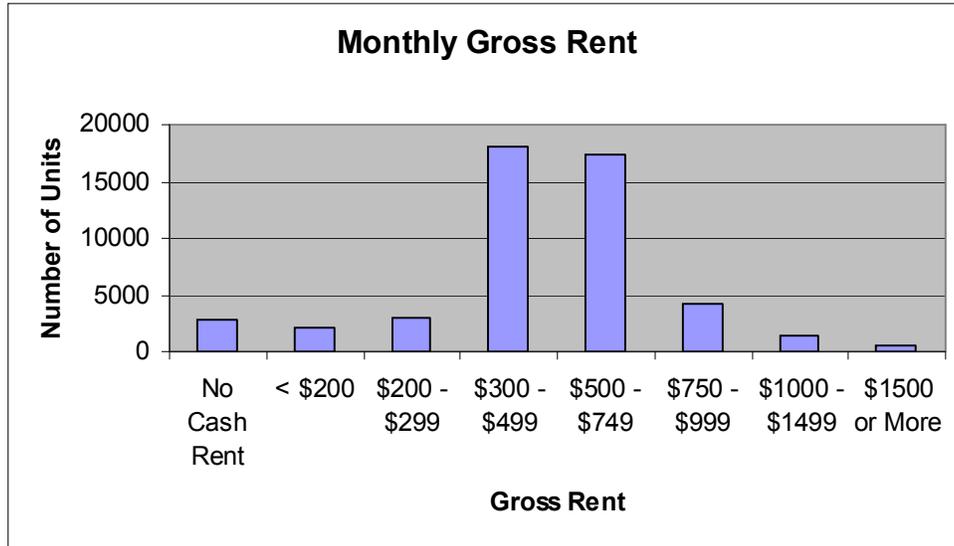
Distribution of housing cost varies by tenure and mortgage status. The chart above shows the distribution of costs for owner-occupied housing with a mortgage. This chart and the ones that follow are derived from the Shimberg Center for Affordable Housing data. The most frequent mortgage payment is approximately \$1,000 with a second peak of \$700 to \$800.

The following chart shows the monthly owner costs for housing units without a mortgage for the year 2000.



Source: Shimberg Center for Affordable Housing

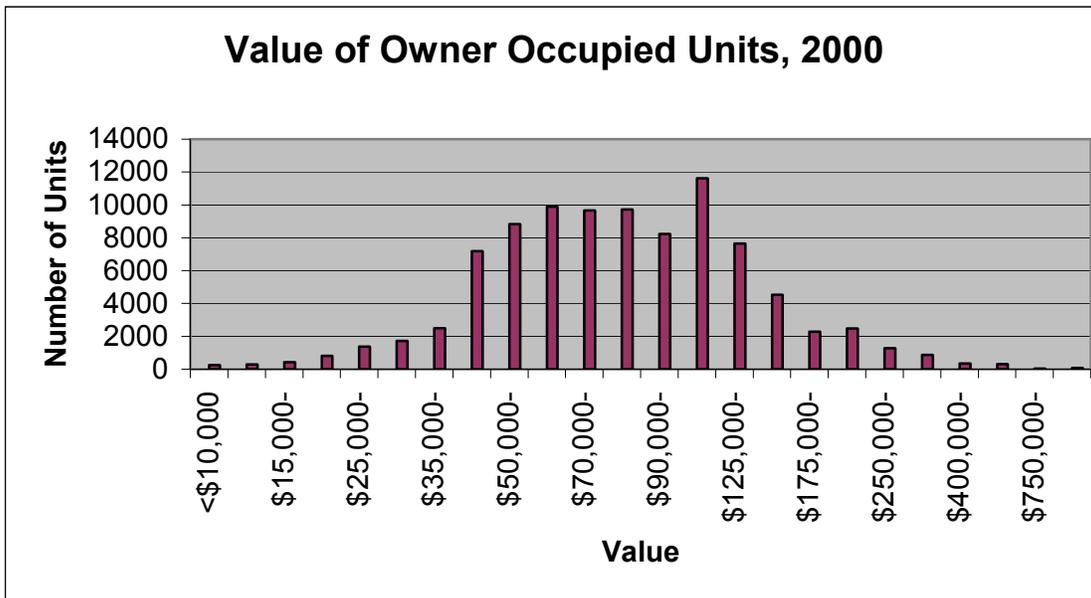
Owner costs for non-mortgaged units are correspondingly less as shown above. The most frequent cost range for non-mortgaged owner-occupied housing is \$200 to \$249.



Source: Shimberg Center for Affordable Housing

The chart above shows monthly gross rent paid by tenants in Polk County. The most frequent contract rent range is \$300-\$499 followed closely by \$500-\$749. Referring back to the chart displaying owner costs for mortgaged property, it can be seen that there is a higher number of owner-occupants that are paying \$1,000 or more for their monthly mortgage, as opposed to the rental rates of \$300 to \$749.

The next chart shows the value of owner-occupied property in Polk County as derived from the 2000 Census. The 2000 Census shows the median value of owner-occupied homes in Polk County was \$83,300. The 2003 Census figures show a median value of \$95,733 an increase of \$12,433.



Source: 2000 Census Data

The table below shows median sales prices for Polk County from 1997 to 2002.

**Median Sales Price for Homes in Polk County 1997-2001**

Year	2002	2001	2000	1999	1998	1997	Percent Change
Single Family	104,500	103,100	95,000	87,900	82,500	80,000	31%
Mobile Homes	50,000	46,000	40,000	40,000	38,950	37,500	33%
Condominiums	56,500	55,000	51,500	49,900	48,050	51,400	10%

Source: Shimberg Center for Affordable Housing

The median sales price of single-family homes has increase by 31% since 1997; mobile homes have appreciated 33%; and condominiums have appreciated by 10%.

**Overview of the housing stock available to serve persons with disabilities.**

The table below gives a listing of all properties subsidized for persons with disabilities. The target population indicated is listed as elderly. Two properties show family as the target population.

**Housing units available to serve elderly/family with disabilities.**

Development Name	Street Address	City	Assisted Units	Rent Supplement	Number of 1 BR	Number of 2 BR	Housing Program(s)	Population or Target Area
Kel Kim Apartments	3010 Donovan Dr.	Auburndale	33	32	28	6	Rent Suplt/RHS	Elderly
							Section 515	
Meetinghouse at Bartow	Eagle Lake Rd N Wilson Ave	Bartow	160	N/A	N/A	N/A	Housing Credits 9%	Elderly
Village Green Aptii	N/A	Fedhaven	54	30	18	36	Rent Supl/RHS Section 515	Elderly
Village Green Apts	N/A	Fedhaven	54	24	9	45	Rent Supl/RHS Section 515	Elderly
Elkhorn Apts.	37 Elkhorn Dr.	Frostproof	36	32	32	4	Rent Supl/RHS	Elderly
							Section 515	
Harbor Court Apartments	266 Peninsular Dr	Haines City	64	63	32	31	Bonds	Elderly
							Rent Supl/HUD	Family
							Section 8 Non-Insured	
Laurel Hills Apts.	1001 Laurel Hills Ct.	Haines City	46	32	35	11	Rent SuplRHS Section 515	Elderly
Domaris Apartments	401 Domaris Ave	Lake Wales	23	20	11	12	Rent Supl/RHS Section 515	Elderly
Lake Wales Villas Ltd	605 3rd Street	Lake Wales	56	44	36	20	Rent Supl/RHS Section 515	Elderly
							Rent Supl/HUD	Elderly
Crystalwood	1935 Crystal Grove Drive	Lakeland	64	63	16	47	Section 221(d)(4)	Family
Lakeland Presbyterian Apts	530 S Florida Ave	Lakeland	196	39	N/A	N/A	Rent Supl/HUD Section 202	Elderly
Lakeview Presbyterian Homes	515 E Orange St	Lakeland	104	104	76	N/A	Rent Supl/HUD	Elderly
							Section 202	
Sterling Place	600 Old Combee Rd	Lakeland	70	69	69	N/A	Rent Supl/HUD	Elderly
							Section 202	

Cypress Cathedral Apartments	1801 Havendale Blvd.	Winter Haven	68	68	68	N/A	Rent Supl/HUD Section 202	Elderly
Episcopal-Catholic	500 Avenue L, NW	Winter Haven	199	54	N/A	N/A	Elderly Hsg Comm Loans Rent Suplt/HUD Section 236	Elderly
First Christian Towers	745 Avenue A, SW	Winter Haven	156	82	N/A	N/A	Elderly Hsg Comm Loans Rent Suplt/HUD Section 202	Elderly
Ridgewood	2201 Ridgewood Road	Winter Haven	33	33	N/A	N/A	Rent Supl/HUD Section 221(d)(4)	Family
Sunrise Bay	101 Parker Lane NE	Winter Haven	36	N/A	N/A	N/A	Credits 9% SAIL	Elderly
Winter Haven Haven Manor	140 Avenue A SW	Winter Haven	126	125	125	N/A	Rent Suplt/HUD Section 202	Elderly

The chart below indicates units available to server the target population for persons with disabilities. There are nineteen units available to serve disabled persons.

**Housing stock available to serve persons with disabilities.**

Development Name	Street Address	City	Assisted Units	Rent Supplement	Number of 0 BR	Number of 1 BR	Housing Program(s)	Target Population
Peace River Center	728 E Bella Vista St	Lakeland	19	18	1	17	Rent Supplement/HUD Section 202	Persons with Disabilities

There are a total of 1,597 units available to elderly and disabled residents of Polk County according to the Shimberg data.

**Overview of the housing stock available to serve persons with HIV/AIDS and their families.**

HIV/Aids residents and their families have two options in Polk County with regard to housing. One is the Polk County Health Department that works with the state HOPWA funds to supply mortgage, rent and utility payments to clients and their families. The other is a new nonprofit called Metropolitan Charities.

The state HOPWA plan for Polk County includes short-term rent, mortgage and utility payments to avoid homelessness; and case management. Output goals for program year 2005 are to serve 450 clients with case management and short-term rent, mortgage and utility payments to avoid homelessness. The Polk County Health Department provides case management for 488 people and has about 700 people enrolled for medical care at its clinic. Because of the confidentiality rules regarding residents with HIV/Aids and their families, we have the number of clients to be served with short-term rental payments, but not the list of apartments or single-family units being utilized by the program recipients.

Metropolitan Charities recently opened a Lakeland office. Metropolitan Charities, is a nonprofit organization that works with adults and children, and started in 1993. Case managers help connect people with HIV/AIDS to resources such as medications, emergency food and housing, and mental health and substance abuse counseling. They also help people apply for Medicaid, Social Security and other benefits. Between 1,200 and 1,300 Polk County residents are living with HIV/ AIDS.

The agency is located in an office complex at 1807 Richmond Road. The organization offers its case management and other services free to people whose household income is at or below 300 percent of federal poverty guidelines. That would be \$28,710 for a family of one and \$48,270 for a family of three.

2. Describe the number and targeting (income level and type of household served) of units currently assisted by local, state, or federally funded programs, and an assessment of whether any such units are expected to be lost from the assisted housing inventory for any reason, (i.e. expiration of Section 8 contracts).

The chart below gives a listing of all federally assisted public housing units in Polk County. In addition to rental units listed, Housing Choice Vouchers (formerly Section 8) are listed by the Public Housing Authority or Agency that administers them. There are a total of 1,010 public housing units in Polk County and 2,745 Housing Choice Vouchers available at various Public Housing Agencies throughout Polk County. In 1990, HUD designated the Polk County Board of County Commissioners (BoCC) as the Public Housing Agency for the Section 8 Housing Program renamed the Housing Choice Voucher program. The Polk County Housing and Neighborhood Development Division administers the program. Funding for FFY 2005 was cut resulting in a loss of 33 vouchers serving families in Polk County. The voucher total dropped from 110 to 77 starting in 2005. To offset this deficient the Polk County Housing and Neighborhood Development Division funded a Tenant Based Rental Assistance (TBRA) program with HOME funds. A total of 75 clients are expected to utilize this program during the 2005 federal fiscal year.

<b>Inventory of Public Housing / Federal and State Assisted Housing Units</b>				
<b>PHA Name</b>	<b>Agency City</b>	<b>Public Housing Units</b>	<b>Housing Choice Voucher(Sec8) Units</b>	<b>Units + Vouchers</b>
Bartow	Bartow	82	55	137
Haines City	Haines City	0	92	92
Lake Wales	Lake Wales	240	172	412
Polk Co. HND	Bartow	0	110	110
Winter Haven	Winter Haven	229	88	317
Lakeland	Lakeland	459	1218	1677

There are 6,819 federal and state assisted housing units in Polk County. Various programs were used to complete the construction of these units. Programs range from Federal Rent Supplement/HUD Section 221 (d) (4), bonds, and Section 8, to state programs such as 4% and 9% tax credits, State Apartment Incentive Loan program (SAIL), and the Florida Community Loan Program. Targeting for these units includes all qualified clients up to 80% of the area median income (AMI) for the federally assisted units and qualified clients up to 120% AMI for the state assisted units. The population served includes families, farm workers, elderly, and persons with disabilities.

<b>Inventory of Federal and State Assisted Housing Units</b>	
<b>City</b>	<b>Assisted Units</b>
Lakeland	2295
Winter Haven	1525
Mulberry	356

Ft. Meade	81
Haines City	762
Frostproof	99
Highland City	77
Auburndale	90
Polk City	35
Lake Alfred	30
Gordonville	17
Davenport	240
Wahnetta	7
Fedhaven	108
Lake Wales	605
Bartow	492
<b>Total</b>	<b>6819</b>

3. *Indicate how the characteristics of the housing market will influence the use of funds made available for rental assistance, production of new units, rehabilitation of old units, or acquisition of existing units. Please note, the goal of affordable housing is not met by beds in nursing homes.*

The characteristics of Polk County’s housing market have been influenced by last year’s unprecedented hurricane season. Below is an overview of the effects of three hurricanes on the County’s housing stock, and a description of the upcoming program for recovery.

**Hurricane Housing Relief Funds – A windfall for Polk County Residents**

In 2004 Polk County experienced an unprecedented hurricane season, which brought three major hurricanes through the county, leaving 55,325 structures (single family homes, apartments, and mobile homes) damaged, 17,084 destroyed, and over \$1.2 billion of property damage according to Polk County Emergency Management. The Governor’s Hurricane Housing Work Group determined that Polk County suffered damage to 23.44% of housing units. Over 50,000 families were affected by the storms. Hardest hit were low- and very low-income people living in substandard housing, often uninsured or underinsured, at risk for homelessness. Insurance and FEMA were essential but not sufficient for recovery. Materials, contractors, and financial resources were in short supply, complicating recovery. Materials such as building supplies have increased in cost due to supply shortages and high demand during the ensuing year of recovery.

**Polk County’s Hurricane Housing Recovery Program**

The four hurricanes that hit Florida in 2004 damaged more than 700,000 homes. As part of Florida’s response, Governor Jeb Bush and Lieutenant Governor Toni Jennings have recommended that the Florida Legislature appropriate one-time hurricane housing recovery funds. The amount approved by the 2005 Legislature is \$250 million. In order to determine how those funds should be allocated and utilized, Governor Bush created the Hurricane Housing Work Group and named Lt. Governor Jennings as its chair. The workgroup recommended several programs to help in the hurricane recovery efforts.

A locally administered Hurricane Housing Recovery Program was established that is designed to accommodate the different housing needs of each impacted community. For Polk County almost \$14 million is available through the State Housing Initiatives Program (SHIP) for households with incomes up to 120 percent of area median income (AMI), with 30 percent of program funds reserved for low-income households.

Funds will be available by August 2005. Funds must be encumbered in two years and expended in three.

The following table shows the anticipated disaster relief funding and the corresponding outputs.

Affordable Housing Program Funds Available	FFY 2005	FFY 2005 Units	FFY 2006	FFY 2006 Units	FFY 2007	FFY 2007 Units	FFY 2008	FFY 2008 Units	FFY 2009	FFY 2009 Units
<b>Disaster Relief Funds</b>										
HOME Again (State HOME)										
Substantial Rehabilitation	\$500,000.00	15	\$ -	0	\$ -	0	\$ -	0	\$ -	0
Hurricane Housing Recovery										
Down payment Assistance	\$2,781,943.00	133	\$ -	0	\$ -	0	\$ -	0	\$ -	0
Lot Acquisition	\$200,000.00	10	\$ -	0	\$ -	0	\$ -	0	\$ -	0
Minor Repair	\$500,000.00	50	\$ -	0	\$ -	0	\$ -	0	\$ -	0
Substantial Rehabilitation	\$980,000.00	26	\$ -	0	\$ -	0	\$ -	0	\$ -	0
Reconstruction	\$3,000,000.00	20	\$ -	0	\$ -	0	\$ -	0	\$ -	0
Demolition and Clearance	\$200,000.00	40	\$ -	0	\$ -	0	\$ -	0	\$ -	0
Multi-Family Development	\$959,887.00	38	\$ -	0	\$ -	0	\$ -	0	\$ -	0
* Extremely Low Income	\$2,258,287.65	90	\$ -	0	\$ -	0	\$ -	0	\$ -	0
* Community Planning	\$1,594,085.40	60	\$ -	0	\$ -	0	\$ -	0	\$ -	0
<b>Total</b>	<b>\$13,094,203.05</b>	<b>1,239</b>								

\* Joint Projects with City of Lakeland and the City of Winter Haven

4. Describe the number and targeting (income level and type of household served) of units currently assisted by local, state, or federally funded programs, and an assessment of whether any such units are expected to be lost from the assisted housing inventory for any reason, (i.e. expiration of Section 8 contracts).

There are a number of housing units currently assisted by federally funded programs through out the county. The table titled Public Housing Inventory lists the Public Housing Authorities and Agencies in Polk County and its many municipalities. The housing units provided target all subpopulations that are in the low- and moderate-income category as defined by HUD. Polk County housing and Neighborhood development only administers the Section 8 rental assistance voucher program with 110 active vouchers.

The following chart shows the public housing agencies' capacity in Polk County.

**PUBLIC HOUSING INVENTORY**

PHA Name	Agency Street Address	Agency City	County Served	Public Housing Units	Housing Choice Voucher(Sec8) Units	Units + Vouchers
BARTOW	1060 S Woodlawn Avenue	Bartow	Polk	82	55	137
Polk Co. (HND)	HS-07 PO Box 9005	Bartow	Polk	0	110	110
Haines City	502 E Hinson Ave	Haines City	Polk	0	92	92
Lake Wales	10 W Sessoms Avenue	Lake Wales	Polk	240	172	412
LAKELAND	430 Hartsell Avenue	Lakeland	Polk	459	1218	1677
Winter Haven	2670 Avenue C SW	Winter Haven	Polk	229	88	317

**Source:** Shimberg Center for Affordable Housing

The State of Florida administers federal HOPWA funds for the Lakeland/Winter Haven MSA (Polk County) awarded in 2004. The HOPWA plan will include short-term rent, mortgage and utility payments. Goals for program year 2005 are to serve 450 clients.

5. *Indicate how the characteristics of the housing market will influence the use of funds made available for rental assistance, production of new units, rehabilitation of old units, or acquisition of existing units. Please note the goal of affordable housing is not met by beds in nursing homes.*

The characteristics of the housing market as described in the Supply and Demand Narrative beginning on page 54 indicate that by 2010 the number of single-family (sf) homes must increase by 17,912 units and multi-family (mf) by 2,893 units to keep pace with the need. The characteristics of the housing market, therefore, will be to meet the need for rental assistance, production of new units and rehabilitation of old units. HND administers a Section 8 rental assistance voucher program. The current supply of 110 Housing Choice Vouchers that are funded by HUD are all in use and a waiting list of 200 households are currently on stand-by. The direct assistance program funds a service provider to counsel and qualify eligible low- and moderate-income households to receive down payment and closing costs assistance from State Housing Initiative Program (SHIP) and FHA loans for single family housing. This program will continue to serve Polk County through 2010. The single family-unit residential rehabilitation program will continue with the intent to rehabilitate 40 units per year through 2010.

**Specific Housing Objectives (91.215 (b))**

1. *Describe the priorities and specific objectives the jurisdiction hopes to achieve over a specified time period.*

Polk County will utilize at least fifty percent (50%) of its HOME funds to make rehabilitation/replacement loans and grants to low- and moderate-income eligible occupants of substandard housing units. Twenty-five percent (25%) may be used for Tenant Based Rental Assistance (TBRA) program. Another fifteen percent (15%) will be provided to Community Housing Development Organizations (CHDO) for development of housing affordable to low- and moderate-income households.

The table below is an estimation of the federal funding for FFY 2005-2009 available to achieve the specific housing objectives that follow.

**ESTIMATED FUNDS FOR SPECIFIC HOUSING OBJECTIVES**

<b>Funding</b>	<b>2005</b>	<b>2006</b>	<b>2007</b>	<b>2008</b>	<b>2009</b>	<b>TOTAL</b>
<b>ADDI</b>	\$34,214	\$34,214	\$34,214	\$34,214	\$34,214	\$171,070
<b>HOME</b>	\$1,187,432	\$1,187,432	\$1,187,432	\$1,187,432	\$1,187,432	\$5,937,160
<b>SHIP</b>	\$2,958,882	\$2,958,882	\$2,958,882	\$2,958,882	\$2,958,882	\$14,794,410
<b>TOTAL</b>	\$4,180,528	\$4,180,528	\$4,180,528	\$4,180,528	\$4,180,528	\$20,902,640

**AFFORDABLE HOUSING OBJECTIVES FFY 2005-2009**

- A.** Increase homeownership for very low/low- and moderate-income families by constructing new affordable housing.

HOME  
 HUD Code – 12  
 HUD Code Title – Construction of Housing  
 Reference Citations – 570.201

**Priority Need:** High  
**Output:** Construction of 10 safe, sanitary and secure residential homes by 2010.  
**Outcome:** 10 households will achieve homeownership.  
**Measurement:** Number of new residential homes constructed.

- B.** Increase homeownership for very low/low- and moderate-income families by providing down payment and closing cost assistance.

American Dream Downpayment Initiative (ADDI)  
 HUD Code - 13  
 HUD Code Title – Direct Homeownership Assistance  
 Reference Citations – 570.201(n)

**Priority Need:** High  
**Output:** Provide down payment assistance to 20 families by 2010.  
**Outcome:** 20 households will achieve homeownership.  
**Measurement:** Number of households receiving down payment assistance for new homes.

- C.** Providing rental assistance to low- and moderate-income households.

HOME  
 HUD Code – 05S

HUD Code Title – Rental Housing Subsidies  
 Reference Citations – 570.201

**Priority Need:** High  
**Output:** Provide rental assistance 375 families by 2010.  
**Outcome:** 375 households will attain affordable rental housing.  
**Measurement:** Number of low- and moderate-income households receiving rental assistance

**D. Improve housing conditions for homeowners by eliminating health and safety deficiencies.**

HOME/SHIP  
 HUD Code - 14A  
 HUD Code Title – Rehabilitation; Single Unit Residential  
 Reference Citation – 570.202

**Priority Need:** High  
**Output:** 550 residential structures brought into compliance with the Housing Code by 2010.\*  
**Outcome:** 550 households will reside in safe and health homes that are housing code compliant.  
**Measurement:** Number of single family residential structures brought into compliance with the housing code.

\*note: 50 owner-occupied housing rehabilitation units will be completed using HOME funds and another 500 owner-occupied housing rehabilitation units will be completed using the State Housing Initiatives Partnership (SHIP) program.

The following table outlines the cumulative outcomes to be achieved by the 5-year Consolidated Plan.

**SPECIFIC HOUSING OBJECTIVES CUMULATIVE OUTCOMES\***

Housing Activities	2005	2006	2007	2008	2009	TOTAL	PRIORITY
Rental Housing Subsidies 570.204	75	75	75	75	75	375	High
Construction of Housing 570.201(m)	4	4	4	4	4	20	High
Direct Homeownership Assistance 570.201(n)	5	5	5	5	5	25	High
Rehab; Single-Unit Residential 570.202	110	110	110	110	110	550	High

\*measured in housing units

**SUPPORTIVE SERVICES**

The County will also continue to offer supportive services by providing funding for homebuyer counseling for applicants receiving assistance under the Down Payment/Closing Costs Assistance Strategy, and is an important component of the support services provided to potential home buyers. The counseling will consist of a minimum of 6 contact hours and will be required of all applicants. Very low, low, and moderate-income households who have applied for assistance under the Down Payment and Closing Costs Assistance Strategy will be eligible for this counseling. An eligible sponsor will implement this program. Affordable Housing Incentive

strategies can also be found in the Barriers to Affordable Housing (91.210 (e) and 91.215 (f)).

2. *Describe how Federal, State, and local public and private sector resources that are reasonably expected to be available will be used to address identified needs for the period covered by the strategic plan.*

Polk County is an entitlement jurisdiction and receives federal funding through HUD an annual allocation of CDBG, ESG, HOME, ADDI funds. During the federal fiscal years (FFY) 2005-2009 the County plans to receive an estimated \$17,329,820 in CDBG funds, \$5,937,160 in HOME funds, \$171,070 in ADDI funds, and \$666,795 in ESG funds for a total of \$24,104,845 in grants. The total for FY 2005-06 is expected to be \$4,820,969. This is a decrease from the previous year and a continuation of a downward trend in funding from HUD. Federal funding has declined annually for the past five years accounting for a cumulative reduction of 14% since FY 2000-2001.

Additional to the funds received by the County, the Polk County Homeless Coalition is the grantee of the Continuum of Care funding that addresses the needs of the homeless and at-risk, many of which fall with in the special needs groups and need supportive housing services. The Polk County Homeless Coalition (PCHC) has applied for and received funding through the McKinney-Vento Homeless Assistance Act Continuum of Care program for the last several years. PCHC also was awarded funding through the Supportive Housing Program (SHP).

Polk County receives State Housing Initiatives Partnership (SHIP) funds. For FFY 2005-2009 the projected amount of SHIP funds to be awarded to the County is \$14,794,410. Polk County administers most of its SHIP dollars through the use of eligible sponsors. Our sponsors are responsible for coordinating a development team, and in many cases arrange for permanent financing, as well as construction financing. By this use of eligible sponsors, Polk County has been able to use its SHIP funds to leverage a substantial amount of private dollars. For example, some banks offer loans with reduced closing costs and no points to recipients of SHIP assistance. Sponsors are contractually obligated to comply with program guidelines and the specific conditions attached to their awards.

The Polk County Housing Agency also administers 110 Section 8 Home Choice vouchers annually and expects to receive an estimated \$2,427,120 during FFY 2005-2009.

The State of Florida Health Department administers a \$378,000 HOPWA grant to serve persons with AIDS/HIV throughout Polk County. The total sum of HOPWA funding for FFY 2005-2009 is estimated to be \$1,890,000.

**ESTIMATED RESOURCES FFY 2006-2009**

<b>Funding</b>	<b>2005</b>	<b>2006</b>	<b>2007</b>	<b>2008</b>	<b>2009</b>	<b>TOTAL</b>
<b>CDBG</b>	\$3,465,964	\$3,465,964	\$3,465,964	\$3,465,964	\$3,465,964	\$17,329,820
<b>ESG</b>	\$133,359	\$133,359	\$133,359	\$133,359	\$133,359	\$666,795
<b>ADDI</b>	\$34,214	\$34,214	\$34,214	\$34,214	\$34,214	\$171,070
<b>HOME</b>	\$1,187,432	\$1,187,432	\$1,187,432	\$1,187,432	\$1,187,432	\$5,937,160
<b>HOPWA</b>	\$378,000	\$378,000	\$378,000	\$378,000	\$378,000	\$1,890,000
<b>SHIP</b>	\$2,958,882	\$2,958,882	\$2,958,882	\$2,958,882	\$2,958,882	\$14,794,410
<b>SECTION 8</b>	\$485,424	\$485,424	\$485,424	\$485,424	\$485,424	\$2,427,120
<b>TOTAL</b>	\$8,645,280	\$8,645,281	\$8,645,282	\$8,645,283	\$8,645,284	\$43,216,375

## **Needs of Public Housing (91.210 (b))**

*In cooperation with the public housing agency or agencies located within its boundaries, describe the needs of public housing, including the number of public housing units in the jurisdiction, the physical condition of such units, the restoration and revitalization needs of public housing projects within the jurisdiction, and other factors, including the number of families on public housing and tenant-based waiting lists and results from the Section 504 needs assessment of public housing projects located within its boundaries (i.e. assessment of needs of tenants and applicants on waiting list for accessible units as required by 24 CFR 8.25). The public housing agency and jurisdiction can use the optional Priority Public Housing Needs Table (formerly Table 4) of the Consolidated Plan to identify priority public housing needs to assist in this process.*

The Public Housing Agency (PHA) is a component of the Polk County Housing and Neighborhood Development (HND) Division. The jurisdiction of the PHA is unincorporated Polk County and its small municipal partners that do not administer their own housing program. The PHA program administers the Section 8 and HOME funded Tenant-Based Rental Assistance Programs. Polk County does not have any public housing units. The mission of the Polk County Public Housing Agency is to assist very low income families, the elderly, and the disabled to rent safe, decent, affordable housing. The delivery system of the Section 8 program has efficiently maintained all 110 of its vouchers in use. The greatest obstacle to meeting the demand to place the 200 persons waiting for housing assistance is simply the lack of available vouchers. The Polk County PHA will administer approximately \$485,424 from Section 8 and \$300,000 from the HOME grant to accomplish its objectives in FFY 2005-06.

## **Public Housing Strategy (91.210)**

- 1. Describe the public housing agency's strategy to serve the needs of extremely low-income, low-income, and moderate-income families residing in the jurisdiction served by the public housing agency (including families on the public housing and section 8 tenant-based waiting list), the public housing agency's strategy for addressing the revitalization and restoration needs of public housing projects within the jurisdiction and improving the management and operation of such public housing, and the public housing agency's strategy for improving the living environment of extremely low-income, low-income, and moderate families residing in public housing.*

The Polk County Housing Agency is ranked by HUD as a high performer. To succeed at the mission of assisting low income families with safe, decent, and affordable housing opportunities as they strive to achieve self-sufficiency and improve the quality of their lives the Polk County Public Housing Authority implements the following strategic goals and objectives:

### **Goal 1: Increase the availability of decent, safe, and affordable housing**

- Objective A:** Expand the supply of assisted housing by:
- I. Applying for additional rental vouchers,
  - II. Reducing public housing vacancies.

**Objective B:** Improve the quality of assisted housing by:

- I. Improving voucher management,
- II. Increasing customer satisfaction,
- III. Concentrating on efforts to improve specific management functions,
- IV. Providing replacement vouchers.

**Objective C:** Increase assisted housing choices by;

- I. Providing voucher mobility counseling,
- II. Conducting outreach efforts to potential voucher landlords,
- III. Implementing public housing site-based waiting lists.

**Goal 2:       Ensure equal opportunity in housing for all Americans**

**Objective A:** Ensure equal opportunity and affirmatively further fair housing objectives by;

- I. Undertaking affirmative measures to ensure access to assisted housing regardless of race, color, religion national origin, sex, familial status, and disability.
- II. Undertaking affirmative measures to provide a suitable living environment for families living in assisted housing regardless of race, color, religion national origin, sex, familial status, and disability
- III. Undertaking affirmative measures to ensure accessible housing to persons with all varieties of disability regardless of unit size required

2. *Describe the manner in which the plan of the jurisdiction will help address the needs of public housing and activities it will undertake to encourage public housing residents to become more involved in management and participate in homeownership. (NAHA Sec. 105 (b)(11) and (91.215 (k))*

The Polk County Housing Agency (PHA) is committed to providing families in assisted housing with opportunities for growth and development. All recipients of Section 8 rental assistance are provided counseling through a case management and supportive service referral program based on the Family Self Sufficiency model. The mission of the Family Self-Sufficiency program is achieved through the coordination and the broadening of the existing resources to help low- and moderate-income persons to become economically independent and self-sufficient. There are currently two case managers giving on-going counseling. The referral services range from but are not limited to: Early Childhood Day Care, Head Start, After School Programs, Transportation Services, Job Training and Consumer Credit Counseling.

PHA also refers their clients who successfully achieve self-sufficiency to HND's service provider for the Down Payment and Closing Cost Assistance programs and other similar programs.

3. *If the public housing agency is designated as "troubled" by HUD or otherwise is performing poorly, the jurisdiction shall describe the manner in which it will provide financial or other assistance in improving its operations to remove such designation. (NAHA Sec. 105 (g))*

Polk County's Public Housing Agency is designated as high performing by HUD.

### **Barriers to Affordable Housing (91.210 (e) and 91.215 (f))**

1. *Explain whether the cost of housing or the incentives to develop, maintain, or improve affordable housing are affected by public policies, particularly those of the local jurisdiction. Such policies include tax policy affecting land and other property, land use controls, zoning ordinances, building codes, fees and charges, growth limits, and policies that affect the return on residential investment.*

Polk County defines affordable housing as "monthly rents or monthly mortgage payments, including taxes and insurance that do not exceed thirty percent (30%) of an amount representing the percentage of the median adjusted gross income for the households qualifying under the definitions of very low-income, low-income, or moderate-income persons". The above-mentioned definition of affordable housing is now being used in all County regulations that impact the cost of and development of affordable housing, and is the basis for four types of incentives which will facilitate development of affordable housing and reduce development costs. See below for explanation of incentives.

2. *Describe the strategy to remove or ameliorate negative effects of public policies that serve as barriers to affordable housing, except that, if a State requires a unit of general local government to submit a regulatory barrier assessment that is substantially equivalent to the information required under this part, as determined by HUD, the unit of general local government may submit that assessment to HUD and it shall be considered to have complied with this requirement.*

All housing produced under the following strategies shall be affordable:

#### **a) Impact and Permit Fee Waivers**

Impact fee waivers for affordable housing have been available since 1989. The current provisions exempt housing assisted with state or federal funds from impact fees. The exemption also applies to other housing, the selling price of which falls below dollar thresholds specified in the Impact Fee Ordinance.

The resolution exempting affordable housing from permit fees was adopted by the Board of County Commissioners in 1999. Fees for the following can be waived:

- **Construction permit**
- **Zoning determination**
- **Driveway access**
- **Energy code compliance determination**
- **Flood prone area certificate of elevation**
- **Notice of Commencement**
- **Schools**
- **Miscellaneous (any non-mandatory fee not covered by the above)**
- **Additional fees (any other fees that may need to be charged)**

Typical per unit savings (based upon FY 2000-01 revenue) are almost 60 percent of the fees currently charged.

**b) Expedited Permitting Process for Affordable Housing**

An expedited permitting process for affordable housing is the first of two mandatory regulatory incentives for affordable housing pursuant to Florida Statute 420.907, and Florida Administrative Code 67-37. Such a process was implemented by Polk County in December, 1998. The expedited permitting process applies to those units eligible for impact fee exemptions. Building permit processing times for both single family and multifamily units are shortened: Applicants for "same day" single family permits are processed ahead of conventional "same day" permits; the turn around time for "drop off" permits is shortened to 24 hours. Building permits for affordable multifamily units are now identified as such and given priority in the approval process. The application uses a yellow colored paper for easy identification which distinguishes it from the regular permit applications. Pre-construction plan review for affordable housing developments is shortened from 15 working days to 10 days; and plat approval review times are cut in half to 5 working days.

**c) Ongoing Process for Determining the Impact of Land Development Code Changes on Housing Costs**

An ongoing process for review of local policies, ordinances, regulations and plan provisions that increase the cost of housing has been implemented.

**d) Amendments to the Land Development Code**

In 1997, the Polk County Board of County Commissioners initiated an effort to update and consolidate all the Land Development Regulations into one unified code. The Land Development Regulation incorporates streamlined procedures, increased densities, mother-in-law apartments, and other provisions which encourage affordable housing.

The Board of County Commissioners adopted the code on September 1, 2000.

**HOMELESS**

**Homeless Needs (91.205 (b) and 91.215 (c))**

\*Please also refer to the Homeless Needs Table in the Needs.xls workbook.

Homeless Needs-*The jurisdiction must provide a concise summary of the nature and extent of homelessness in the jurisdiction, (including rural homelessness where applicable), addressing separately the need for facilities and services for homeless persons and homeless families with children, both sheltered and unsheltered, and homeless subpopulations, in accordance with Table 1A. The summary must include the characteristics and needs of low-income individuals and children, (especially extremely low-income) who are currently housed but are at imminent risk of either residing in shelters or becoming unsheltered. In addition, to the extent information is available, the plan must include a description of the nature and extent of homelessness by racial and ethnic group. A quantitative analysis is not required. If a jurisdiction provides estimates of the at-risk population(s), it should also include a description of the operational definition of the at-risk group and the methodology used to generate the estimates.*

The nature and extent of homelessness in Polk County is presented in the Continuum of Care Homeless Population Characteristics Chart and the Subpopulations Characteristics Chart, shown below. These two charts are based on the January 2004 Point-In-Time Survey conducted by the Polk County Coalition for the Homeless.

The following Homeless Population Characteristics Chart provides a summary of the homeless population. The survey revealed that there was a total homeless population of 905: 663 individuals; 32 families with children; and 242 persons with children. The Homeless Population Characteristics Chart shows 270 homeless persons were in emergency shelters compared to 255 persons in transitional shelters.

**HOMELESS POPULATION**

Homeless Individuals	Emergency Shelter	Transitional Shelter	Un-Sheltered	Total
Homeless Individuals	239	146	278	663
Homeless Families with Children	13	15	4	32
Persons In Homeless Shelters with Families	31	109	102	242
<b>TOTAL</b>	<b>270</b>	<b>255</b>	<b>380</b>	<b>905</b>

**Source:** HCPC Continuum of Care

The homeless sub-populations were also counted revealing a total of 602 persons in this category. The following table categorizes the homeless subpopulation.

**HOMELESS SUBPOPULATION**

Subpopulation	Sheltered	Un-sheltered	Total
Chronically Homeless	263	94	357
Severely Mentally Ill	98	0	98
Chronic Substance Abuse	35	0	35
Veterans	95	0	95
Persons with HIV/AIDS	2	0	2
Victims of Domestic Violence	12	0	12
Youth Under 18 years of AGE	3	0	3

**Source:** HCPC Continuum of Care

The Homeless Subpopulation Characteristics Chart indicates that the Chronically Homeless out number the remaining six subpopulation groups by a 1.5:1 ratio, or, there are 1.5 persons in the chronically homeless category for every 1 person in the remaining six categories. The next two subgroups, Severely Mentally Ill, and Veterans, are virtually tied, second and third, with 98 individuals and 95 individuals respectively. The remaining three groups are *Victims of Domestic Violence* (12), *Youth Under 18 Years of Age* (3), and *Persons with HIV/AIDS* (2).

The Homeless Needs Table 1A sets a goal of 655 additional Emergency Shelter Beds for individuals by 2009, and an additional 472 Beds for Family’s by 2009. These numbers are supported by the January 2004 Point-in-Time Count conducted by the Homeless Coalition.

The Homeless Coalition of Polk County serves two metropolitan areas, Lakeland and Winter Haven, as well as 15 smaller municipalities, 33 named communities, and the rural populations interspersed in between. Polk County’s 2,010 square miles is approximately the same size as the State of Delaware. The U.S. Census Bureau reported a 2000 population of 483,924 in this large geographic area. Sixty-one percent (61%) of the population or 295,194 people reside in the unincorporated area of Polk County. The number of people with income below the poverty level is 60,953 or 12% of the population. Polk County is a fast growing area with an estimated population of 524,389 people in 2004.

Additionally, Polk County had another impact thrust upon the entire community in 2004. An unprecedented hurricane season brought three major hurricanes through the county leaving 55,325 structures (single family homes, apartments, and mobile homes) damaged, 17,084 destroyed, and over \$1.2 billion or property damage as reported by Polk County Emergency Management. The Governor’s Hurricane Housing Work Group determined that Polk County suffered damage to 23.44% of its housing units. Over 50,000 families were affected by the hurricanes. Hardest hit, and at risk of homelessness, were the low and very low income people living in uninsured or underinsured, substandard housing.

The methodology used to generate the estimates was based on the research and experience of the National Alliance to End Homelessness. The Homeless Coalition of Polk County, Inc., (HCPC) a diverse group of 39 organizations serving people who

are homeless or at risk of becoming homeless, used this methodology to update and estimate the characteristics of Polk County’s homeless population.

**Priority Homeless Needs**

1. *Using the results of the Continuum of Care planning process, identify the jurisdiction's homeless and homeless prevention priorities specified in Table 1A, the Homeless and Special Needs Populations Chart. The description of the jurisdiction's choice of priority needs and allocation priorities must be based on reliable data meeting HUD standards and should reflect the required consultation with homeless assistance providers, homeless persons, and other concerned citizens regarding the needs of homeless families with children and individuals. The jurisdiction must provide an analysis of how the needs of each category of residents provided the basis for determining the relative priority of each priority homeless need category. A separate brief narrative should be directed to addressing gaps in services and housing for the sheltered and unsheltered chronic homeless.*

The Polk County Continuum of Care (CoC) has conducted a survey of the jurisdiction’s service providers and another survey of the homeless population. This attempt to quantify the homeless population gave a snapshot of the extent of homelessness in Polk County and defined its subpopulation.

The following tables illustrate the Continuum of Care’s capacity to shelter the homeless population versus the homeless population and its subpopulations in unincorporated Polk County.

**Unincorporated Polk County Continuum of Care Capacity**

Unincorporated County Geo code: Housing Analysis		Current Inventory in 2004	Under Development in 2004	Capacity	% of CoC
<b>Individuals</b>					
Beds	Emergency shelter	41	0	41	12.73%
	Transitional Housing	5	0	5	1.88%
	Permanent Supportive Housing	1	24	25	45.45%
	Total	47	24	71	11.04%
<b>Persons in Families with Children</b>					
Beds	Emergency shelter	2	0	2	5.26%
	Transitional Housing	53	0	53	36.81%
	Permanent Supportive Housing	16	0	16	26.67%
	Total	71	0	71	29.34%

## Homeless Population and Subpopulations

Polk County: Homeless Populations and Subpopulations Chart							
Part 1: Homeless Population	Sheltered				Unsheltered		Total
	Emergency		Transitional				
1. Homeless Individuals	23	N	5	N	40	N	68
2a. Homeless Families with Children	0	N	0	N	4	N	4
2b. Persons in Homeless Families with Children	0	N	0	N	13	N	13
<b>Total (lines 1 &amp; 2b)</b>	<b>23</b>		<b>5</b>		<b>53</b>		<b>81</b>

Part 2: Homeless Subpopulations	Sheltered	Unsheltered	Total
1. Chronic Homeless	16	17	33
2. Seriously Mentally Ill	41		
3. Chronic Substance Abuse	14		
4. Veterans	2		
5. Persons with HIV/AIDS	0		
6. Victims of Domestic Violence	1		
7. Youth	0		

**Source:** Polk County Continuum of Care 2004 Survey Report

The homeless individual by far out number the persons in homeless families with children. The 68 homeless individuals counted exceed the number of beds available for them at emergency shelters in unincorporated Polk County. Likewise, the 4 unsheltered homeless families with children counted exceed the capacity available to provide emergency shelter.

Of the subpopulations, the seriously mentally ill is the largest with 41 persons and the chronic homeless are the second with 33 persons. In this survey, no persons with HIV/AIDS or youth were counted. These subpopulations need supportive services in order to keep them off the streets. There is currently only one permanent supportive housing facility available for homeless individuals.

The table also reveals that while there are several transitional and permanent supportive housing facilities for homeless families with children there are few available for the homeless individual. Conversely, there are several emergency shelter facilities for homeless individuals while there exists little capacity to serve homeless families with children who need emergency shelter.

The Polk County CoC priorities are:

**Housing Type:**

1. permanent
2. transitional

**Population to be served:**

1. people who are chronically homeless
2. people with severe mental illness
3. families who are homeless

Priorities were assigned utilizing the following criteria:

- **High Priority Needs:** Needs that are given high priority (“H”) will be addressed by Polk County utilizing federal formula grant funds either alone or in conjunction with investment of other public or private funds during the next five years.

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

2. A community should give a high priority to chronically homeless persons, where the jurisdiction identifies sheltered and unsheltered chronic homeless persons in its Homeless Needs Table - Homeless Populations and Subpopulations.

A high priority is given to chronically homeless persons through the McKinney-Vento Act funding using the Continuum of Care planning process. The County supports homeless service providers and the Homeless Coalition of Polk County through public services and community services grant funds. Funding from the Florida State Office of Homelessness is available each year to support local projects that target the chronically homeless.

**Homeless Inventory (91.210 (c))**

The jurisdiction shall provide a concise summary of the existing facilities and services (including a brief inventory) that assist homeless persons and families with children and subpopulations identified in Table 1A. These include outreach and assessment, emergency shelters and services, transitional housing, permanent supportive housing, access to permanent housing, and activities to prevent low-income individuals and families with children (especially extremely low-income) from becoming homeless. The jurisdiction can use the optional Continuum of Care Housing Activity Chart and Service Activity Chart to meet this requirement.

The following charts illustrate the existing emergency, transitional, and permanent housing facilities that assist the homeless population.

**Housing Activity Chart**

Fundamental Components in the CoC Systems -- Housing Activity Chart										
Emergency Shelter										
Provider Name	Facility Name	Geo Code	Target Population		2004 Year-Round Unit/Beds			2004 All Beds		
			A	B	Family Units	Family Beds	Individual Beds	Year-Round	Seasonal	Overflow - Voucher
<b>Current Inventory</b>										
Cornerstone Youth Shelter	Youth Shelter	129105	YMF				18	18	0	0
House Of Israel	House of Israel	129105	SF				4	4	0	0
Lighthouse Ministries	Emergency Shelter	121662	SM				118	118	0	30
Peace River Center	Domestic Violence Shelter	121662	SMF	D V			26	26	0	9
Salvation Army--	Center of Hope	121662	SMF				38	38	0	10

## Polk County

Lakeland											
Salvation Army--Lakeland	Center of Hope	121662	FC		6	27		27	0	2	
Salvation Army--Winter Haven	Emergency Shelter	123342	FC		3	9		9		0	
Salvation Army--Winter Haven	Emergency Shelter	123342	SF					8	8	0	
Talbot House	Emergency Shelter	121662	SMF					91	91	45	
Tri-County Human Services	Florida Center for Addictive/Dual Disorders	129105	SMF					5	5	0	
Tri-County Human Services	Detoxification Unit	129105	SMF					12	12	0	
Tri-County Human Services	Residential Assessment & Stabilization for Women	129105	SF					2	2	0	
Women's Care Center	Emergency Shelter	129105	FC		1	2		2		0	
<b>SUBTOTAL</b>					<b>10</b>	<b>38</b>		<b>322</b>	<b>360</b>	<b>0</b>	<b>96</b>

Currently, there are 13 emergency shelters serving youth, individuals, and families with children. The emergency shelters have a total capacity of 360 beds. Detoxification, drug addiction and dual disorder counseling, and assessment and stabilization for abused and battered women are the primary supportive services that these facilities offer.

<b>Transitional Housing</b>										
Provider Name	Facility Name	Geo Code	Target Population		2004 Year-Round Unit/Beds			2004 All Beds		
			A	B	Family Units	Family Beds	Individual Beds	Total Beds	Seasonal	Overflow Voucher
<b>Current Inventory</b>										
House of Israel	Transitional Housing	129105	SF				4	4		
Lake Wales Care Center	Get Back On Your Feet Transitional Housing	129105	FC		10	34		34		
Lighthouse Ministries	Transitional Housing	121662	SMF				104	104		
New Life Outreach Ministry, Inc.	Transitional Housing	121662	SM				18	18		
P.O.W.E.R. Ministries, Inc.	Change for Life	121662	SM				2	2		
Peace River Center	Success House	121662	SMF				15	15		
Peace River Center	Stepping Stones	121662	SMF				16	16		
Peace River Center	Supervised Apts	121662	SMF				20	20		
Salvation Army--Lakeland	Transitional Housing	121662	SMF				14	14		
Salvation Army--Lakeland	Transitional Housing	121662	FC		13	91		91		
Talbot House	Transitional Housing	121662	SMF				62	62		
Tri-County Human Services	Lakeland Transitional Facility	129105	FC		1	3		3		
Tri-County Human Services	Agape House	129105	SF				1	1		
Wilson House	Transitional Housing	121662	SM				10	10		
Women's Care Center	Transitional Housing	129105	FC		8	16		16		
<b>SUBTOTAL</b>					<b>32</b>	<b>144</b>	<b>266</b>	<b>410</b>		
<b>Under Development</b>										
Hope Haven	Transitional Housing	121662	SM				10	10		
<b>SUBTOTAL</b>					<b>0</b>	<b>0</b>	<b>10</b>	<b>10</b>		

There are 15 transitional housing facilities available and one more is under development serving individuals and families with children. The transitional facilities presently have a combined capacity of 410 beds.

Permanent Supportive Housing										
Provider Name	Facility Name	Geo Code	Target Population		2004 Year-Round Unit/Beds			2004 All Beds		
			A	B	Family Units	Family Beds	Individual Beds	Total Beds	Seasonal	Overflow/Voucher
<b>Current Inventory</b>										
Agency for Community Treatment Services	Permanent Supportive Housing for Chemically Dependent Women in Polk County	129105	FC		8	16				
House of Israel	Permanent Supportive Housing	129105	SF				1	1		
Peace River Center	A Place of My Own	121662	FC		16	27		27		
Talbot House	Permanent Supportive Housing	121662	SMF				10	10		
<b>SUBTOTAL</b>					<b>24</b>	<b>43</b>	<b>11</b>	<b>38</b>		
<b>Under Development</b>										
House of Israel	Permanent Supportive Housing	129105	SF				7	7		
Tri-County Human Services	Permanent Supportive Housing	121662	FC			12		12		
New Life Outreach Ministry		129105	SM				17	17		
<b>SUBTOTAL</b>					<b>0</b>	<b>12</b>	<b>24</b>	<b>36</b>		

Fewer permanent housing facilities exist. Four facilities are presently serving individuals and families with children and three more are underdevelopment. The operating facilities account for a total capacity of 38 beds. When the new facilities are complete the capacity is expected to nearly double with a combined total of 74 beds.

**Homeless Strategic Plan (91.215 (c))**

1. *Homelessness— Describe the jurisdiction's strategy for developing a system to address homelessness and the priority needs of homeless persons and families (including the subpopulations identified in the needs section). The jurisdiction's strategy must consider the housing and supportive services needed in each stage of the process which includes preventing homelessness, outreach/assessment, emergency shelters and services, transitional housing, and helping homeless persons (especially any persons that are chronically homeless) make the transition to permanent housing and independent living. The jurisdiction must also describe its strategy for helping extremely low- and low-income individuals and families who are at imminent risk of becoming homeless.*

**Chronic Homelessness Strategy/Goals**

Last year Polk County Continuum of Care established three goals in relation to ending homelessness in the county:

- **Goal 1:** Create partnerships and enhance collaboration with local for profit, community, and non-profit organizations to increase the supply of affordable permanent housing.
- **Goal 2:** Use HMIS for mainstream referrals and related data sharing throughout Polk County.
- **Goal 3:** Engage the community in planning for the elimination of chronic homelessness by 2012.

### **1. The Plan**

The Homeless Coalition of Polk County, Inc., (HCPC) comprised of a diverse group of 39 organizations serving people who are homeless, commits to take the lead in developing and updating the Plan to End Chronic Homelessness in Polk County, Florida. Chronic homelessness is an unacceptable state, an affront to human dignity, which can no longer be tolerated. HCPC will continue to involve elected officials and service providers, seeking the funding and implementation commitments needed to achieve this plan. HCPC recognizes the work of the Florida Council on Homelessness and will work completely in concert with its effort.

### **2. Data**

HCPC is taking the lead to implement a Homeless Management Information System that will be used to analyze how many people are homeless, what the causes of homelessness are, how long people are homeless, how mainstream systems of care serve homeless people, the effectiveness of interventions, what the needs of the homeless population are, etc.

### **3. Emergency Prevention**

Polk County has a limited, but coordinated, system of prevention services with a basic needs database documenting food, utilities, and rent/mortgage assistance distributed by 25 organizations and 30 churches throughout the county. Limited landlord/lender intervention services to prevent eviction and foreclosure are provided. HCPC commits to using HMIS to analyze prevention services to identify opportunities for coordination improvements and advocacy.

### **4. Systems Prevention**

HCPC recognizes that no person should be discharged from foster care, hospitalization (mental or physical health), nor a correctional institution to homelessness. Talbot House is to be commended for taking the lead on caring for homeless people coming from hospitals. HCPC commits to meet with the providers of institutional services in Polk County and work toward effective discharge protocols designed to prevent homelessness.

HCPC recognizes that mainstream programs (mental health, substance abuse, TANF, child welfare, etc.) providing care and service to low-income people should consistently assess and respond to their housing needs. HCPC commits to working at the local level to increase knowledge about homelessness among social service providers in concert with such state agencies' efforts coordinated by the Council of Homelessness.

### **5. Outreach**

HCPC recognizes that effective outreach and assessment services are crucial to engage people who are homeless so that they enter appropriate housing linked with appropriate services. Peace River Center expects to implement a PATH outreach program this year. HCPC commits to using HMIS data to analyze outreach service patterns and assist member agencies to coordinate outreach and assessment services.

#### **6. Shorten Homelessness**

HCPC commits to analyze data to determine the length of time people remain homeless, the number of times they become homeless, and the practices that contribute to shortened periods of homelessness. HCPC commits to share this data with all members and promote best practices.

#### **7. Rapid Re-Housing**

HCPC recognizes that skilled housing search and housing placement services for people leaving homeless programs has the potential to reduce homelessness. HCPC will pursue grant opportunities to fund such a pilot project in Polk County. "Housing first" strategies will be considered and evaluated.

#### **8. Services**

HCPC recognizes that when households are re-housed they need rapid access to mainstream services. HCPC has developed a fast-track-to-benefits-model and is committed to implementing it after HMIS is well established. The availability and adequacy of services in Florida/Polk County's pervasively under-funded system (case management, child care, therapy, transportation, etc.) is a major concern of the HCPC membership. HCPC commits to explore opportunities to redesign delivery systems in concert with the Council on Homelessness.

#### **9. Permanent Housing**

HCPC recognizes that a sufficient supply of permanent supportive housing is needed for chronically homeless people as well as affordable housing for extremely low-income people. HCPC commits to continue to prioritize permanent housing in grant applications and work through member agencies to increase permanent housing.

#### **10. Self-Sufficiency and Income**

HCPC recognizes that people who are homeless need to be rapidly linked to mainstream employment services, or education and training needed to become employable. For those who are eligible, quick access to mainstream benefits can prevent, shorten, or address homelessness. HCPC commits to continue working at the local level to address the income needs of people who are homeless parallel to the efforts of state workforce board and other providers through the Council on Homelessness.

- 2. Chronic homelessness—Describe the jurisdiction's strategy for eliminating chronic homelessness by 2012. This should include the strategy for helping homeless persons make the transition to permanent housing and independent living. This strategy should, to the maximum extent feasible, be coordinated with the strategy presented Exhibit 1 of the Continuum of Care (CoC) application and any other strategy or plan to eliminate chronic homelessness. Also describe, in a narrative, relationships and efforts to coordinate the Conplan, CoC, and any other strategy or plan to address chronic homelessness.*

**Current Chronic Homelessness Strategy:** The current strategy for ending chronic homelessness in Polk County begins with collaboration with other organizations to increase (1) the supply of permanent housing and recovery support services throughout the county and (2) knowledge about the homeless population in the county. Despite the lack of reliable data about the County's homeless, giving priority to projects for permanent housing in CoC grant applications is a policy priority. The standard project evaluation form used by grants committees to rate proposals reflects this priority.

Also, strengthening collaboration between HCPC and Polk County's for-profit, non-profit, and governmental agencies that affect the supply of affordable housing is now more realistic than it was in the past Tri-County Continuum. The CoC now includes only Polk County, large and diverse as it is. In fact, this size and diversity complicates planning by all organizations concerned with planning and housing for remote areas of the county.

In addition, collaboration with universities in the county is an essential goal to produce improved planning and implementation of efforts to end chronic homelessness. Lack of knowledge about the size and characteristics of this population is a barrier to planning housing in general, if the chronically homeless are considered a critical sub-population.

In October 2002, the Quality of Life Council of Polk County provided data for collaborative strategic planning by key government, private, and non-profit agencies. The resulting data was published in a June 30, 2003 document, "The Quality of Life in Polk County: A Needs Assessment." Demographic information about county residents was included, but this data did not include data about the chronically homeless because such data did not exist.

For the chronically homeless, mainstream resources and supportive services such as continuing mental health treatment are essential to achieving the results of permanent housing. The Homeless Coalition of Polk County hosted a mainstream resources roundtable in June 2004 to begin the process of assuring an automated referral process for the homeless. These initial discussions will be pursued through memoranda of understanding for exchanging and sharing data to provide chronically homeless clients both monetary and medical resources to support independent living. Finally, engaging the community in planning for elimination of chronically homelessness by 2012 will assure that this population has the community as well as the professional support system to succeed at independent living. As HCPC explores how to move chronically homeless clients into communities, it must also work with neighborhood representatives to facilitate the transition.

Memoranda of understanding have provided a vehicle in the past and will be important in the future to facilitate a successful transition. Both governmental and neighborhood representatives can play an important role in facilitating the success of the transition. All existing memoranda with both governmental and neighborhood organizations will be reviewed and revised as needed. In addition, governmental representatives will be invited to participate more directly with the coalition in facilitating these transitions.

Finally, the HMIS plays a critical role in tracking and supporting evaluation of progress on this as well as other goals. Including such capability in the initial start-

up of the system will support the CoC’s administrative capability and accountability for accomplishing the long term goal.

**Current Chronic Homelessness Strategy/Goals**

Future Goals for the next 18 months

<b>Goal: End Chronic Homelessness</b>	<b>Action Step</b>	<b>Responsible Person/ Organization</b>	<b>Target Dates</b>
<b>Goal 1:</b> Create partnerships and enhance collaboration with local for profit, community, and non-profit organizations to increase the supply of affordable permanent housing.	1. Continue to emphasize permanent housing in grant applications.	1. HCPC Executive Director and Grants Committee Chairman.	1. Continual
	2. Improve knowledge about the chronically homeless in the county.	2. Long Range Planning Committee Working Group	2. December 2004
	3. Develop memoranda of understanding (MOU) with city and county housing planners to improve use of knowledge about the chronically homeless in housing plans.	3. Executive Director	3. January 2005
	4. Make presentations to inform regional government and community leaders in housing about the Continuum’s goals.	4. Executive Director	4. February 2005

**Current Chronic Homelessness Strategy/Goals**

Future Goals for the next 18 months Continued

<b>Goal: End Chronic Homelessness</b>	<b>Action Step</b>	<b>Responsible Person/ Organization</b>	<b>Target Dates</b>
<b>Goal 2:</b> Use HMIS for mainstream referrals and related data sharing throughout Polk County	1 Identify local mainstream referral systems.	1. HMIS Staff	1. September 2004
	2. Determine CoC agency information needs for automated referral to connect homeless with mainstream resources.	2. HMIS Staff.	2. November 2004
	3. Develop MOUs with mainstream resource providers for data sharing and automated referrals for CoC agencies.	3. HMIS Staff.	3. December 2004
	4. Expand the referral system throughout the county	4. HMIS Staff	4. July 2004

Goal: End Chronic Homelessness	Action Step	Responsible Person/ Organization	Target Dates
<p><b>Goal 3:</b> Engage the community in planning for the elimination of chronic homelessness by 2012.</p>	<p>1. Review and revise all existing partnership memoranda of understanding and negotiate new ones where appropriate.</p> <p>2. Include governmental representatives in all planning and progress review sessions.</p> <p>3. Invite governmental representatives to join working groups and other CoC governance activities.</p> <p>4. Include capability to track progress in reducing chronic homelessness and to support evaluation of the effectiveness of CoC projects in the HMIS.</p>	<p>1. HCPC Executive Director and Executive Board</p> <p>2. HCPC Executive Director and Executive Board</p> <p>3. HCPC Executive Director and Executive Board</p> <p>4. HMIS staff</p>	<p>1. September 2004</p> <p>2. Continual</p> <p>3. Continual</p> <p>4. November 2004</p>

Polk County’s strategy for eliminating chronic homelessness by 2012 includes working with providers of emergency housing, transitional housing, and permanent housing for the homeless throughout the entire county. Exhibit 1 of the Continuum of Care is incorporated into the Consolidated Plan & Strategy 2005-2010.

Polk County Housing and Neighborhood staff works closely with the Homeless Coalition’s Director and are members of the strategic planning committee.

In the 2004-2005 CDBG program year, a total of \$130,975 Emergency Shelter Grant (ESG) funds were allocated for 3 homeless service providers. All three of the service providers are active members of the Polk County Homeless Coalition. Additional funding for supportive services, such as substance abuse assistance and job training, for the homeless and at-risk persons are allocated through public services grants.

Also HND has committed annual funding of a grant writer consultant for The Polk County Homeless Coalition to more effectively compete for grant money.

*3. Homelessness Prevention—Describe the jurisdiction’s strategy to help prevent homelessness for individuals and families with children who are at imminent risk of becoming homeless.*

Individuals and families at imminent risk of becoming homeless are assisted by a network of nonprofit and government entities that are located throughout the county. United Way Information and Referral Service provide toll free information about services available on a specific date. Although 29 agencies are involved in homeless prevention efforts, services are often available to those who have a short-term problem with a defined ending, but unavailable to stop evictions when the

applicant has no long term plan for avoiding homelessness. Agencies involved in these efforts provide rental assistance, mortgage assistance, housing vouchers, utility assistance, transportation, food, clothing, household furnishings, and other services such as case management, child care, legal services, health care, life skills training, job placement assistance, etc., either directly or by referral.

4. *Institutional Structure—Briefly describe the institutional structure, including private industry, non-profit organizations, and public institutions, through which the jurisdiction will carry out its homelessness strategy.*

The membership represents service providers from every level of continuum service: prevention, outreach, temporary housing, transitional, permanent, and supportive services. A few individuals and businesses also participate. Mark Spiker is the full-time, paid Executive Director, supported by a clerical staff of one. Besides supporting HCPC committees, Mr. Spiker has led the effort to implement the HMIS. Much of his time is spent with member agencies teaching and supporting the Service Point software. HCPC occasionally contracts for other specific services when needed, such as the writing of the Continuum of Care Exhibit One.

HCPC accomplishes much of its strategic plan through its committee structure, with strategic planning and coordination occurring at the monthly HCPC Executive Committee and membership meetings. The Continuum of Care Planning Committee met 22 times last year. Their efforts netted a HUD award of over \$1.5 million dollars for permanent and transitional housing in Polk County. The Mainstream Resources Committee arranged the annual roundtable and made the issue visible throughout the year. The Grants Committee ranked the CoC applications of members and also made decisions regarding the State of Florida Grants-in-Aid awards.

5. *Discharge Coordination Policy—Every jurisdiction receiving McKinney-Vento Homeless Assistance Act Emergency Shelter Grant (ESG), Supportive Housing, Shelter Plus Care, or Section 8 SRO Program funds must develop and implement a Discharge Coordination Policy, to the maximum extent practicable. Such a policy should include “policies and protocols for the discharge of persons from publicly funded institutions or systems of care (such as health care facilities, foster care or other youth facilities, or correction programs and institutions) in order to prevent such discharge from immediately resulting in homelessness for such persons.” The jurisdiction should describe its planned activities to implement a cohesive, community-wide Discharge Coordination Policy, and how the community will move toward such a policy.*

**Discharge Planning Policies:** The Polk County Continuum of Care has long been a point of contact for public safety and health officials planning the release of inmates who will need housing in this region. Peace River Center is the lead Continuum agency for policies to assure that discharge planning by judicial agencies addresses each individual’s needs for housing and treatment.

As discharge planning begins, the Center’s forensic clinicians play an integral role in the placement of released inmates by assuring that funds and transitional services will be provided as necessary. They do case reviews with family and potential housing providers to consider options. Clients may be placed with family, in residential treatment facilities, adult foster care, or other appropriate settings. The advent of this process has greatly deterred the practice of “dumping” mentally ill people off at area shelters.

Mentally ill individuals meeting priority status are assigned community case managers, who also assist in linking clients to relevant social services and housing opportunities. Case managers routinely visit clients in state treatment hospitals to assess progress and assist in placement. Clinicians have a variety of living arrangements to choose from, including transitional living facilities, adult foster care, and permanence support housing.

Priority placement is given to individuals discharged from state treatment facilities and forensic hospitals. Local hospitals are also supported to find supportive discharge placements in the vicinity of the hospital if possible.

Recognizing that there is often a revolving door for mentally ill offenders, area substance abuse and mental health providers work with law enforcement, judiciary, and mental health advocates to form an education and advocacy group. This group, Partners in Crisis, is led by the chief judge in Polk County, and the group seeks to lobby for increased funding for treatment beds and services as well as judicial reform to divert mentally ill individuals from jails and prisons to community based treatment. This group was largely instrumental in the recent passing of an "outpatient commitment" process that will allow individuals to be ordered by the court into local treatment facilities. Similar legislation in Oregon and other states has proven effective in increasing medication compliance, thereby reducing the number of nuisance arrests.

In addition, Talbot House implemented a program to receive homeless persons discharged from the five Polk County hospitals. This was possible because this grant made it possible to acquire medical supplies and services. When the client is ready for discharge, the hospital discharge case workers contact the Talbot House Healthcare Case worker to make arrangements for transportation, medications, and supplies. These clients stay in transitional housing and receive supportive services to help them exit homelessness. About 116 clients have benefited from this program.

### **Emergency Shelter Grants (ESG)**

*(States only) Describe the process for awarding grants to State recipients, and a description of how the allocation will be made available to units of local government.*

This does not apply the Polk County Consolidated Plan.

**COMMUNITY DEVELOPMENT**

**Community Development (91.215 (e))**

\*Please also refer to the Community Development Table in the Needs.xls workbook

1. *Identify the jurisdiction's priority non-housing community development needs eligible for assistance by CDBG eligibility category specified in the Community Development Needs Table (formerly Table 2B), – i.e., public facilities, public improvements, public services and economic development.*

The following table identifies the community development needs for FFY 2005-2009.

**Non-Housing Community Development Needs**

<b>Community Development Activity</b>	<b>Priority</b>
Acquisition of Real Property 570.201(a)	Medium
Public Facilities and Improvements (General) 570.201(c)	Medium
Senior Centers 570.201(c)	Medium
Homeless Facilities (not operating costs) 570.201(c)	High
Youth Centers 570.201(c)	High
Neighborhood Facilities 570.201(c)	High
Parks, Recreational Facilities 570.201(c)	High
Flood Drain Improvements 570.201(c)	High
Water/Sewer Improvements 570.201(c)	High
Street Improvements 570.201(c)	High
Sidewalks 570.201(c)	High
Child Care Centers 570.201(c)	Medium
Health Facilities 570.201(c)	Medium
Asbestos Removal 570.201(c)	Medium
Operating Costs of Homeless/AIDS Patients Programs	Medium
Clearance and Demolition 570.201(d)	High
Public Services (General) 570.201(e)	Medium
Senior Services 570.201(e)	High
Handicapped Services 570.201(e)	High
Youth Services 570.201(e)	High
Substance Abuse Services 570.201(e)	High
Battered and Abused Spouses 570.201(e)	High
Employment Training 570.201(e)	High
Child Care Services 570.201(e)	Medium
Health Services 570.201(e)	High
Abused and Neglected Children 570.201(e)	High
Other Commercial/Industrial Improvements 570.203(a)	High

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

Through the Citizen Participation Process and a comprehensive analysis of the County's demographics and infrastructure the priority non-housing community development needs were identified.

The Quality of Life Survey in the Citizen Participation Section beginning on page 23 analyzes the survey responses and identifies relative priority.

Furthermore, the demographic analysis conducted in the Community Profile section concludes that the following issues are priority needs areas:

- **Services to seniors must expand.**
- **Assistance should be directed to low- and moderate-income areas.**
- **Income disparity exists between the White and Minority households.**
- **Low attainment level of higher education.**
- **There exists a need to create higher paying jobs.**

Relative priorities were established by the Quality of Life Survey. Priorities were assigned utilizing the following criteria:

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

### *3. Identify any obstacles to meeting underserved needs.*

The two principal obstacles of meeting underserved needs in Polk County historically have been: (1) inadequate funding to carry out major revitalization programs and (2) a hesitance of the community at large to prioritize funding to address the deficiencies of the more than 35 areas identified as impoverished and deteriorating. Contributing to these historic obstacles are former subdivision regulations that did not require developers to install paved streets, sidewalks, street lighting, adequate drainage and other basic community amenities. Polk County and many of its small municipalities have been left with a significant number of neighborhoods that have deficient infrastructure and a lack of amenities resulting in a decreased quality of life for its residents. A lack of code enforcement has allowed blight and deterioration of neighborhoods as well as aging and substandard housing to go unnoticed. These historical obstacles consequently result in low tax revenues that present a challenge to meeting the underserved needs of today and of the future.

The current and future obstacles relevant to underserved needs are the shifting priorities at the federal level and rapid population growth since the 2000 US Census. While federal priorities and funding availability targeting the low and moderate population of our nation are shrinking, Polk County’s population is growing at an unprecedented rate. This population growth has resulted in rapid urbanization and demand for services, infrastructure and amenities that outpace community investment and local funding sources as well as the capacity at the government and

especially the not-for-profit level to facilitate much needed development activities. The demographics of Polk County is also shifting toward a more elderly population which stresses the limited health and social services currently available. An apparent decrease in the age group between 40 and 50 also suggests that better employment opportunities outside of the county may be drawing away an essential portion of the population.

The most challenging obstacle that exists is the inability for many residents to obtain meaningful and gainful employment as opposed to the low paying jobs that the service and retail industry typically have to offer. Creating jobs in Polk County alone will not resolve this problem if the workforce is not sufficiently prepared to meet the demands of the jobs available. Despite positive indicators of a slight trend of economic improvement attributed to diversification of the employment base, there continues to be a lack of job training opportunities that are accessible to low- and moderate-income households. Without sufficient job training long-term, economic growth and sustained development could be threatened, as noted by the *Quality of Life in Polk County Study* conducted by the University of South Florida in May of 2003.

In additional to these obstacles certain current events have exacerbated the challenge to address the underserved needs. In identifying the obstacles in meeting underserved needs we find there are several recent events that have contributed to widening the gap of affordable housing. The August and September of 2004 level of hurricane activity in Polk County has put a strain on housing options and funding as the Housing and Neighborhood Development Division responds to residents whose homes were destroyed or damaged by the high winds and rain. The county's current waiting list for hurricane relief has grown to 600 persons and a 2 or 3 year waiting period for assistance. To date the only additional disaster relief funds that county has actually received is \$500,000 in HOME AGAIN funds. An additional \$17.7 million dollars is earmarked for housing assistance from State SHIP funds however, the county is still in the planning stage and the funds are scheduled to be transferred after August, 2005, one year after the storm events.

*4. Identify specific long-term and short-term community development objectives (including economic development activities that create jobs), developed in accordance with the statutory goals described in section 24 CFR 91.1 and the primary objective of the CDBG program to provide decent housing and a suitable living environment and expand economic opportunities, principally for low and moderate-income persons.*

NOTE: Each specific objective developed to address a priority need, must be identified by number and contain proposed accomplishments, the time period (i.e., one, two, three, or more years), and annual program year numeric goals the jurisdiction hopes to achieve in quantitative terms, or in other measurable terms as identified and defined by the jurisdiction.

The Polk County Housing and Neighborhood Development (HND) Division's long-term and short-term community development objectives are comprehensive due to the number of varied activities that it carries out and the sheer size of the county. While HND attempts to reach the need in all areas of it jurisdiction there is a focus on targeting identified 51% or greater low- and moderate-income communities that are suffering from slum and blight. The decline in federal funding and necessity to demonstrate accountability is creating an impetus to channel funding into designated communities where the needs are the greatest

### **Long-term Goals and Objectives FFY 2005-2009**

The community development and housing priorities established in Section VI, Table I Community Development Needs Table are the basis for Polk County's housing and community development goals. These goals are derived from the mission statement of the Housing and Neighborhood Development Division of the Polk County Neighborhood Services Department and from the Needs Survey conducted in January, February, and March 2005

- To provide financial assistance for qualifying individuals who are making transitions to self-sufficiency in housing, and
- To support community development activities which reduce or reverse evidence of physical, social, or economic decline in communities and neighborhoods populated predominately by low- and moderate-income people.

The priority needs listed in Section VI, Table I Community Development Needs Table will be addressed between FFY 2005-2009 through the following objectives:

- Infrastructure: Polk County will utilize CDBG funds to construct/improve needed infrastructure including, but not limited to, water lines, sewer lines, sidewalks, and street and drainage improvements, in predominately low- and moderate-income areas.
- Planning and Administration: Polk County will utilize CDBG, HOME, and ESG planning and administration funds to ensure equitable, timely and cost effective implementation of feasible projects, and will continue to annually update One Year Action Plans to ensure that current identified needs are met.
- Public Facilities: Polk County will utilize CDBG funds to: 1) construct/improve needed public facilities including, but not limited to, neighborhood resource centers, parks, recreation facilities, streetscaping, and human services centers, that will serve predominately low- and moderate-income areas; 2) remove architectural barriers in public buildings constructed prior to promulgation of Americans with Disabilities Act (ADA) requirements; and 3) carry out demolition of vacant substandard structures and associated lot clearance.
- Public Services: Polk County will use CDBG public service funds to address health care, children's services, neighborhood services and homeless assistance.
- Senior Programs: Polk County will utilize CDBG public service funds to provide health care for indigent elderly persons who do not have supplemental health insurance.
- Youth Programs: Polk County will utilize CDBG funds to provide subsidized pre-school and after-school child care for working poor families, and summer and after school recreation and/or educational programs.
- Other: Polk County will reserve up to ten percent (10%) of its CDBG funds each year as a contingency account to cover infrastructure/public facility construction cost overruns.

- Housing: Polk County will utilize at least fifty percent (50%) of its HOME funds to make rehabilitation/replacement loans and grants to low- and moderate-income eligible occupants of substandard housing units. Twenty-five percent (25%) may be used for Tenant Based Rental Assistance (TBRA) program. Another fifteen percent (15%) will be provided to Community Housing Development Organizations for development of housing affordable to low- and moderate-income households.

The tables below show the estimated funds and conceptual budget for the 5 year plan.

**FFY 2005 – 2009 ESTIMATED AVAILABLE BUDGET**

	2005	2006	2007	2008	2009	Totals
<b>Formula Grant CDBG</b>	\$3,465,954	\$3,465,954	\$3,465,954	\$3,465,954	\$3,465,954	\$17,329,770
<b>Formula Grant ESG</b>	\$133,359	\$133,359	\$133,359	\$133,359	\$133,359	\$666,795
<b>Formula Grant ADDI</b>	\$34,214	\$34,214	\$34,214	\$34,214	\$34,214	\$171,070
<b>Formula Grant HOME</b>	\$1,187,432	\$1,187,432	\$1,187,432	\$1,187,432	\$1,187,432	\$5,937,160
<b>Total Funds Available</b>	\$4,820,959	\$4,820,959	\$4,820,959	\$4,820,959	\$4,820,959	\$24,104,795

**FFY 2005-2009 CONCEPT BUDGET**

	2005	2006	2007	2008	2009	Totals
<b>Formula Grant CDBG</b>	\$3,465,954	\$3,465,954	\$3,465,954	\$3,465,954	\$3,465,954	\$17,329,770
<b>Formula Grant ESG</b>	\$133,359	\$133,359	\$133,359	\$133,359	\$133,359	\$666,795
<b>Formula Grant ADDI</b>	\$34,214	\$34,214	\$34,214	\$34,214	\$34,214	\$171,070
<b>Formula Grant HOME</b>	\$1,187,432	\$1,187,432	\$1,187,432	\$1,187,432	\$1,187,432	\$5,937,160
<b>Total Funds Available</b>	\$4,820,959	\$4,820,959	\$4,820,959	\$4,820,959	\$4,820,959	\$24,104,795
<b>Neighborhood Improvements</b>	\$1,382,977	\$1,382,977	\$1,382,977	\$1,382,977	\$1,382,977	\$6,914,885
<b>Municipal Partners</b>	\$519,893	\$519,893	\$519,893	\$519,893	\$519,893	\$2,599,465
<b>Public Services</b>	\$519,893	\$519,893	\$519,893	\$519,893	\$519,893	\$2,599,465
<b>Emergency Shelter Grant</b>	\$126,691	\$126,691	\$126,691	\$126,691	\$126,691	\$633,455
<b>Affordable Housing</b>	\$1,102,903	\$1,102,903	\$1,102,903	\$1,102,903	\$1,102,903	\$5,514,515
<b>Public Facilities</b>	\$350,000	\$350,000	\$350,000	\$350,000	\$350,000	\$1,750,000
<b>Administration</b>	\$818,602	\$818,602	\$818,602	\$818,602	\$818,602	\$4,093,010
<b>Total Funds</b>	\$4,820,959	\$4,820,959	\$4,820,959	\$4,820,959	\$4,820,959	\$24,104,795

## SPECIFIC LONG-TERM OBJECTIVES FFY 2005-2009

### 1. Neighborhood Improvements and Public Facilities

- A.** Anticipated Public Facilities and Improvements projects that will be scheduled during the FY 2005-2009 project period.

HUD Code – 03

HUD Code Title – Public Facilities and Improvements (General)

Regulation Citation – 570.201 (c)

**Priority Need:** Medium  
**Output:** Construction and/or improvement of 6 public facilities and improvement projects by 2010.  
**Outcome:** Increased access and availability to public facilities and improvement projects.  
**Measurement:** Low and moderate persons using the public facilities.

---

- B.** Increase access to senior citizen activity center facilities.

HUD Code – 03A

HUD Code Title – Senior Centers

Regulation Citation – 570.201 (c)

**Priority Need:** Medium  
**Output:** Construction of 1 senior center by 2010.  
**Outcome:** Increase recreational and educational activities for senior citizens in low income areas.  
**Measurement:** Number of seniors using the activity center.

---

- C.** Assist in the construction, conversion, renovation or rehabilitation of facilities that will be used to provide services for teenage youth.

HUD Code – 03D

HUD Code Title – Youth Centers

HUD Citation - 570.201 (c)

**Priority Need:** High  
**Output:** Provide 3 facilities that will be used primarily to provide services for teenage youth by 2010.  
**Outcome:** Increased services for teenage youth.  
**Measurement:** Number of teenage youth receiving services at the facilities.

---

- D.** Assist in providing multi purpose neighborhood facilities that will be used for social services designed to serve low- and moderate-income neighborhoods by 2010.

HUD Code – 03E  
HUD Code Title – Neighborhood Facilities  
HUD Citation – 570.1201 (c)

**Priority Need:** High  
**Output:** Two multi purpose centers will be provided that will be used to provide social services to low- and moderate-income area.  
**Outcome:** Increased social services will be available at each of the 2 multi-purpose centers.  
**Measurement:** Number of multi-purpose centers available to provide social services.

---

- E.** Increase recreational opportunities for neighborhood residents.

HUD Code – 03F  
HUD Code Title – Parks, Recreation Facilities  
Regulation Citation – 570.201(c)

**Priority Need:** High  
**Output:** Completion of substantial improvements to 5 recreation areas by 2010.  
**Outcome:** Increase use of recreation facilities by residents of low income areas.  
**Measurement:** Number of participants utilizing recreation facilities.

---

- F.** Provide flood drainage improvements in low- and moderate-income areas.

HUD Code – 03I  
HUD Code Title – Flood Drain Improvements  
Regulation Citation – 570.201 (c)

**Priority Need:** High  
**Output:** Complete 4 flood drainage improvement projects by 2010.  
**Outcome:** Reduce flooding to residents of low- and moderate-income neighborhoods.  
**Measurement:** Number of square footage or acreage of area to be benefited from proposed drainage improvements.

---

- G.** Improve the functionality of potable water and sanitary sewer service for residents of low – and moderate-income areas.

HUD Code – 03J  
HUD Code Title – Water/Sewer Improvements  
Regulation Citation – 570.201 (c)

**Priority Need:** High  
**Output:** Complete 8 water and sewer project improvements by 2010.  
**Outcome:** Improve water and sanitary sewer service to low- and moderate-income areas.  
**Measurement:** Number of households with improved water and sewer service.

---

- H.** Construct street drains, storm drains, curb and gutter, street lights, tree planting, and streetscaping.

HUD Code – 03K  
HUD Code Title – Street Improvements  
Regulation Citation – 570.201 (c)

**Priority Need:** High  
**Output:** Complete 4 street improvement projects by 2010.  
**Outcome:** Increase safe and secure access to public streets and improve the overall appearance of the neighborhood.  
**Measurement:** Number of streetscape projects and lineal feet of street improvements.

---

- I.** Construct and install new sidewalks projects to low- and moderate-income neighborhoods by 2010.

HUD Code – 03L  
HUD Code Title – Sidewalks  
Regulation Citation – 570.201 (c)

**Priority Need:** High  
**Output:** Complete 5 sidewalk projects for low- and moderate-income neighborhoods by 2010.  
**Outcome:** Increase pedestrian safety by constructing sidewalks along heavily traveled streets.  
**Measurement:** The lineal feet of sidewalks constructed.

---

## 2. Public Services

### A. Increase access to services for disabled persons

HUD Code – 05B

HUD Code Title – Handicapped Services

Regulation Citations – 570.201(e)

<b>Priority Need:</b>	High
<b>Output:</b>	640 individuals with impaired vision will be served by 2010.
<b>Outcome:</b>	Improved access of individuals with disabilities to services to promote self-sufficiency and independent living skills.
<b>Measurement:</b>	Number of individuals with disabilities receiving services.

---

### B. Increase access to healthcare services for low- and moderate-income persons.

HUD Code – 05M

HUD Code Title – Health Services

Regulation Citations – 570.201(e)

<b>Priority Need:</b>	High
<b>Output:</b>	4,988 persons will receive improved access to healthcare services by 2010.
<b>Outcome:</b>	Improved health service for 4,988 primarily low- and moderate-income persons
<b>Measurement:</b>	Number of individuals receiving services designed to provide healthcare.

---

### C. Increase access to employment training opportunities for low- and moderate-income persons.

HUD Code – 05H

HUD Code Title – Employment Training

Regulation Citations – 570.201(e)

<b>Priority Need:</b>	High
<b>Output:</b>	Improved job skills for 1,021 persons by 2010.
<b>Outcome:</b>	Increased opportunity for employment and self-sufficiency for low- and moderate-income persons.
<b>Measurement:</b>	Number of individuals receiving services designed to provide job skills.

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**D.** Increase access to substance abuse services for persons at risk.

HUD Code – 05F  
HUD Code Title – Substance Abuse Services  
Regulation Citations – 570.201(e)

**Priority Need:** High  
**Output:** Provide access to substance abuse services for 175 at-risk persons by 2010.  
**Outcome:** 175 persons with will remain free of substance abuse problems.  
**Measurement:** Number of persons receiving services designed to counsel substance abuser.

---

**E.** Improve access to services for women at risk of becoming battered and abused.

HUD Code – 05G  
HUD Code Title – Battered and Abused Spouses  
Regulation Citations – 570.201(e)

**Priority Need:** High  
**Output:** Provide services to 2,000 women at risk of becoming battered and abused by 2010.  
**Outcome:** 2,000 women at risk of being battered and abused will be served  
**Measurement:** Number of women receiving services.

---

**F.** Increase access to educational and recreational programs for children and adolescents.

HUD Code – 05D  
HUD Code Title – Youth Services  
Regulation Citations – 570.201(e)

**Priority Need:** High  
**Output:** Provide educational and recreational programs for 1,000 youth by 2010.  
**Outcome:** 1,000 children will be served by 2010.  
**Measurement:** Number of youth enrolled in educational and recreational programs.

---

**G.** Increase opportunities for supportive services to senior citizens.

HUD Code – 05A  
HUD Code Title – Senior Services  
Regulation Citations – 570.201(e)

**Priority Need:** High  
**Output:** Provide access to health and general welfare programs for 875 senior citizens by 2010.  
**Outcome:** Improved opportunities for senior citizens receive supportive services.  
**Measurement:** Number of senior citizens that receive services designed to improve health and general welfare.

---

**H.** Increase opportunities for low- and moderate-income persons to receive supportive services.

HUD Code – 05  
HUD Code Title –Public Services (general)  
Regulation Citations – 570.201(e)

**Priority Need:** Medium  
**Output:** Provide access to supportive service programs for 600 low/moderate individuals by 2010.  
**Outcome:** 600 low/moderate persons will be served by various social service agencies.  
**Measurement:** Number of low/moderate persons receiving services designed to improve health, safety, general welfare or economic opportunities.

---

**I.** Increase opportunities for child care services to low- and moderate-income households.

HUD Code – 05L  
HUD Code Title – Child Care Services  
Reference Citations – 570.201(e)

**Priority Need:** Medium  
**Output:** Provide access to quality child care providers for 300 children by 2010.  
**Outcome:** 300 children from low/moderate households will be served.  
**Measurement:** Number of children from low/moderate households receiving services.

---

**J.** Provide access to services for abused and neglected children.

HUD Code – 05N

HUD Code Title – Abused and Neglected Children

Reference Citations – 570.201(e)

**Priority Need:** High  
**Output:** Services will be provided to 230 abused and neglected children by 2010.  
**Outcome:** 230 Children will receive after school educational enrichment and counseling.  
**Measurement:** Number of participants receiving services to improve their general welfare.

---

### 3. Homeless Services

**A.** Assist in the provision of housing and supportive services for homeless persons or persons at risk of becoming homeless.

HUD Code – 03T

HUD Code Title – Operating costs of Homeless/AIDS Patients Programs

Reference Citations – 570.201(c)

**Priority Need:** High  
**Output:** Supportive services and shelter for 5,000 homeless persons by 2010.  
**Outcome:** 5,000 homeless persons or persons as risk of becoming homeless will be served.  
**Measurement:** Number of homeless persons stabilized with emergency shelter or other housing support.

---

### 4. AFFORDABLE HOUSING

**A.** Increase homeownership for very low/low- and moderate-income families by constructing new affordable housing.

HUD Code – 12

HUD Code Title – Construction of Housing

Reference Citations – 570.201

**Priority Need:** High  
**Output:** Construction of 10 safe, sanitary and secure residential homes by 2010.  
**Outcome:** 10 households will achieve homeownership.  
**Measurement:** Number of new residential homes constructed.

- B.** Increase homeownership for very low/low- and moderate-income families by providing down payment and closing cost assistance.

HUD Code - 13  
HUD Code Title – Direct Homeownership Assistance  
Reference Citations – 570.201(n)

**Priority Need:** High  
**Output:** Provide down payment assistance to 20 families.  
**Outcome:** 20 households will achieve homeownership.  
**Measurement:** Number of households receiving down payment assistance for new homes.

---

- C.** Providing rental assistance to low- and moderate-income households.

HUD Code – 05S  
HUD Code Title – Rental Housing Subsidies  
Reference Citations – 570.201

**Priority Need:** High  
**Output:** Provide rental assistance 375 families.  
**Outcome:** 375 households will attain affordable rental housing.  
**Measurement:** Number of low- and moderate-income households receiving rental assistance

---

- D.** Improve housing conditions for homeowners by eliminating health and safety deficiencies.

HUD Code - 14A  
HUD Code Title – Rehabilitation; Single Unit Residential  
Reference Citation – 570.202

**Priority Need:** High  
**Output:** 550 residential structures brought into compliance with the Housing Code  
**Outcome:** 550 households will reside in safe and health homes that are housing code compliant.  
**Measurement:** Number of single family residential structures brought into compliance with the housing code.

## 5. ADMINISTRATION

- A.** Provide general administration and planning costs to the Community Development Block Grant.

HUD Code – 20, 21A

HUD Code Title – General Administrative and Planning Costs

Regulation Citation – 570.205, 570.206

**Priority Need:** High  
**Output:** Administration for CDBG Neighborhood Improvements and Public/Homeless Services for FY 2005 - 2010.  
**Outcome:** Achieve the expected results and maintain timeliness of expenditures.  
**Measurement:** All projects will be completed, the drawdown rate will be below 1.5% and there will be a lack of findings and concerns.

---

- B.** Provide program administration to the HOME Investment Partnership Program.

HUD Code – 14 H, 21H, 21I

HUD Code Title – HOME Administration and Planning

Regulation Citation – 570.202

**Priority Need:** High  
**Output:** Assure the all Home, CHDO, TBRA, and Rehabilitation projects are administered in compliance with federal regulations by 2010.  
**Outcome:** Achieve expected results and maintain a timeliness of expenditures.  
**Measurement:** Achieve all expected results and there will be a lack of findings and concerns

---

- C.** Provide program administration to the Emergency Shelter Grant

HUD Code – 03T, 05

HUD Code Title – Operating Costs of Homeless, Public Services (General)

Regulation citation – 570.201 (e)

**Priority Need:** High  
**Output:** Provide supportive 5,000 services for homeless individuals and families by 2010.  
**Outcome:** Supportive services to persons at risk of becoming homeless will be served.  
**Measurement:** Number of homeless persons stabilized with emergency shelter and other ESG services.

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## Antipoverty Strategy (91.215 (h))

1. Describe the jurisdiction's goals, programs, and policies for reducing the number of poverty level families (as defined by the Office of Management and Budget and revised annually). In consultation with other appropriate public and private agencies, (i.e. TANF agency) state how the jurisdiction's goals, programs, and policies for producing and preserving affordable housing set forth in the housing component of the consolidated plan will be coordinated with other programs and services for which the jurisdiction is responsible.

Polk County's anti-poverty strategy focuses upon improving the quality of life for low- and moderate-income persons. The following table outlines the actions that will be taken during the FFY 2005-2009 to reduce the number of poverty level families residing in Polk County.

### FFY 2005-2009 ANTIPOVERTY STRATEGY

Program Strategy	Priority H-M-L	Specific Objective	Quality of Life Strategy/Outcome
Job Training and Development HUD Code 05H	H	Increase access to employment training opportunities.	Improved job skills and increased opportunity for employment and economic self-sufficiency.
Healthcare Services HUD Code 05M	H	Provide access to persons in need of affordable healthcare services.	Healthcare services will provide needed care to sustain health and reduce worker absenteeism for low income residents
Child Care Services HUD Code 03M	M	Increase opportunities for child care services to low/moderate income persons.	Child care services for low/moderate income parents will provide an opportunity to be gainfully employed.
General Public Services HUD Code 05	M	Increased opportunities for low moderate individuals to receive supportive services.	Supportive services designed to improve health, safety, general welfare and economic opportunities will be provided to low- and moderate-income persons.
Substance Abuse Services HUD Code 05F	H	Increased access to substance abuse services for persons at risk.	Clients will remain substance abuse- free and become or remain employable through substance abuse counseling.
Services to Disabled Persons HUD Code 05B	H	Improved access to services for persons with disabilities.	Improved access to individuals with disabilities to promote self-sufficiency and independent living skills.
Construction of Housing. HUD Code 12	H	Construction of safe and secure residential homes.	Increase homeownership for very low/low/ moderate income families.
Direct Homeownership HUD Code 13	H	Provide down payment assistance for low moderate income families.	Increased number of low moderate income families receiving down payment assistance for new homes.
Rental Assistance HUD Code 05S	H	Provide rental assistance for low- and moderate-income households.	Rental assistance will be provided to low moderate families to secure safe, decent, and affordable housing.
Housing Rehabilitation HUD Code 14A	H	Improve housing conditions for homeowners by eliminating health and safety deficiencies.	Low income families will reside in safe and healthy homes that are housing code compliant.

The Board of County Commissioners must present an Annual Action Plan to HUD for approval before CDBG funds can be disbursed. After Action approval, a written agreement must be executed between HND and the nonprofit organizations for each activity to be undertaken.

There are four ways a project can be implemented; 1) Through a Memorandum of Understanding (MOU) – between HND and Polk County government agencies, 2) Urban County Partnership Agreement – between HND and Urban County Partners, 3) Public Service Partnership Agreement – between HND and non-profit agencies or units of local government, or 4, Construction Partnership Agreements- between HND and non-profit agencies.

The Action Plan projects and program funds are coordinated with County Departments, Municipal Partners, State Agencies, and nonprofit organizations such as the State Health Department, Polk County Building Division, Purchasing Division, Permitting, and Code Enforcement, to carry out program activities. Polk County completes approximately 40 Substantial Rehabilitation/Replacement homes annually using HOME and SHIP funds. Approximately 80 minor repair projects (roofs, septic tanks, water systems) are completed using SHIP funds.

The County’s antipoverty strategy listed in the foregoing table identifies FY 2005-2009 housing and community development activities that are coordinated with the agencies listed in the Antipoverty Table, and are designed to increase opportunities for economic self-sufficiency.

*2. Identify the extent to which this strategy will reduce (or assist in reducing) the number of poverty level families, taking into consideration factors over which the jurisdiction has control.*

Polk County provides and administers programs that offer opportunities for all people to learn how to become self-sufficient and to meet their basic needs which will allow them to focus on improving their quality of life and to coordinate funding and service provisions by social-service organizations countywide to maximize scarce resources in the most effective and efficient way.

The Florida Housing Finance Corporation reports, in the following table, that the median income for Polk County, Florida is \$47,600. The base line Poverty level is calculated at Fifty percent (50%) of the median income (\$47,600) for a family of four (4) is \$23,800. Poverty level calculations are then adjusted by family size (1 to 3 persons per family and 5 to 8 persons per family) from that family of four (4) base line number.

**Florida 2005 Income Limits Schedule**

Polk County Median Income	Percentage Category	Family Size							
	50%	1	2	3	4	5	6	7	8
\$47,600		\$16,650	\$19,050	\$21,400	\$23,800	\$25,700	\$27,600	\$29,500	\$31,400

The 2000 U.S. Census Bureau reports that 12,477 Polk County families, and 60,953 individuals, have incomes below poverty level.

Selected Specific Long-Term Objectives FFY 2005-2009 that address poverty issues, activities, and programs directed toward self-sufficiency and thereby reducing the number of families and individuals below poverty level are listed below.

## **SELECTED SPECIFIC LONG-TERM OBJECTIVES FFY 2005-2009**

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### **Public Services**

#### **A. Increase access to services for disabled persons**

HUD Code – 05B

HUD Code Title – Handicapped Services

Regulation Citations – 570.201(e)

**Priority Need:** High  
**Output:** 640 individuals with impaired vision will be served by 2010.  
**Outcome:** Improved access of individuals with disabilities to services to promote self-sufficiency and independent living skills.  
**Measurement:** Number of individuals with disabilities receiving services.

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#### **B. Increase access to healthcare services for low- and moderate-income persons.**

HUD Code – 05M

HUD Code Title – Health Services

Regulation Citations – 570.201(e)

**Priority Need:** High  
**Output:** 4,988 persons will receive improved access to healthcare services by 2010.  
**Outcome:** Improved health service for 4,988 primarily low- and moderate-income persons  
**Measurement:** Number of individuals receiving services designed to provide healthcare.

---

#### **C. Increase access to employment training opportunities for low- and moderate-income persons.**

HUD Code – 05H

HUD Code Title – Employment Training

Regulation Citations – 570.201(e)

**Priority Need:** High  
**Output:** Improved job skills for 1,021 persons by 2010.  
**Outcome:** Increased opportunity for employment and self-sufficiency for low- and moderate-income persons.  
**Measurement:** Number of individuals receiving services designed to provide job skills.

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**D.** Increase access to substance abuse services for persons at risk.

HUD Code – 05F  
HUD Code Title – Substance Abuse Services  
Regulation Citations – 570.201(e)

**Priority Need:** High  
**Output:** Provide access to substance abuse services for 175 at-risk persons by 2010.  
**Outcome:** 175 persons with will remain free of substance abuse problems.  
**Measurement:** Number of persons receiving services designed to counsel substance abuser.

---

**E.** Increase opportunities for low- and moderate-income persons to receive supportive services.

HUD Code – 05  
HUD Code Title –Public Services (general)  
Regulation Citations – 570.201(e)

**Priority Need:** Medium  
**Output:** Provide access to supportive service programs for 600 low/moderate individuals by 2010.  
**Outcome:** 600 low/moderate persons will be served by various social service agencies.  
**Measurement:** Number of low/moderate persons receiving services designed to improve health, safety, general welfare or economic opportunities.

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**F.** Increase opportunities for child care services to low- and moderate-income households.

HUD Code – 05L  
HUD Code Title – Child Care Services  
Reference Citations – 570.201(e)

**Priority Need:** Medium  
**Output:** Provide access to quality child care providers for 300 children by 2010.  
**Outcome:** 300 children from low/moderate households will be served.  
**Measurement:** Number of children from low/moderate households receiving services.

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**AFFORDABLE HOUSING**

**A.** Increase homeownership for very low/low- and moderate-income families by constructing new affordable housing.

HUD Code – 12  
HUD Code Title – Construction of Housing

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Reference Citations – 570.201

**Priority Need:** High  
**Output:** Construction of 10 safe, sanitary and secure residential homes by 2010.  
**Outcome:** 10 households will achieve homeownership.  
**Measurement:** Number of new residential homes constructed.

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- B.** Increase homeownership for very low/low- and moderate-income families by providing down payment and closing cost assistance.

HUD Code - 13  
HUD Code Title – Direct Homeownership Assistance (ADDI)  
Reference Citations – 570.201(n)

**Priority Need:** High  
**Output:** Provide down payment assistance to 20 families.  
**Outcome:** 20 households will achieve homeownership.  
**Measurement:** Number of households receiving down payment assistance for new homes.

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- C.** Providing rental assistance to low- and moderate-income households.

HUD Code – 05S  
HUD Code Title – Rental Housing Subsidies  
Reference Citations – 570.201

**Priority Need:** High  
**Output:** Provide rental assistance 375 families.  
**Outcome:** 375 households will attain affordable rental housing.  
**Measurement:** Number of low- and moderate-income households receiving rental assistance

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- D.** Improve housing conditions for homeowners by eliminating health and safety deficiencies.

HUD Code - 14A  
HUD Code Title – Rehabilitation; Single Unit Residential  
Reference Citation – 570.202

**Priority Need:** High  
**Output:** 550 residential structures brought into compliance with the Housing Code  
**Outcome:** 550 households will reside in safe and health homes that are housing code compliant.  
**Measurement:** Number of single family residential structures brought into compliance with the housing code.

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Polk County's Antipoverty Strategy identifies 10 Long Term Objectives that HND coordinates with established, highly respected and successful sub-recipients such as The Salvation Army, United Way, Talbot House Ministry's, Keystone Challenge Fund, Polk County Homeless Coalition, and Polk County Healthy Families. All are funded, in part, with CDBG funds administered by HND. Polk County has direct contact with each of these agencies through participation on committees and/or by grant administration. All of the sub-recipient agencies have the capacity, as demonstrated by their past performance, to successfully carry out the antipoverty strategy.

Supportive services offered by The Salvation Army provides homeless and child care services; Talbot House Ministry's provides job skill training; United Way Agencies provide educational, health care, and counseling services; Healthy Families focuses on child care and parenting skills. In addition to social service activities offered by the CDBG funds, clients have an opportunity to work through credit issues and attend home buying classes which teach budgeting and money management.

Keystone Challenge provides programs that enable low- and moderate-income persons to become homeowners. Very low income households are supported through the Home Purchase Assistance Program using State and Federal funds for down payment assistance.

Polk County's anti-poverty strategy goal focuses on reducing the number of poverty level families from 12,477 to 11,522, a reduction of 955 families. The number of poverty level individuals will be reduced from 60,953 to 53,529, a reduction of 7,529 individuals.

*3. In consultation with other appropriate public and private agencies, (i.e. TANF agency) state how the jurisdiction's goals, programs, and policies for producing and preserving affordable housing set forth in the housing component of the consolidated plan will be coordinated with other programs and services for which the jurisdiction is responsible.*

The Board of County Commissioners must present an Annual Action Plan to HUD for approval before CDBG funds can be disbursed. After Action approval, a written agreement must be executed between HND and the nonprofit organizations for each activity to be undertaken.

There are four ways a project can be implemented; 1) Through a Memorandum of Understanding (MOU) – between HND and Polk County government agencies, 2) Urban County Partnership Agreement – between HND and Urban County Partners, 3) Public Service Partnership Agreement – between HND and non-profit agencies or units of local government, or 4, Construction Partnership Agreements- between HND and non-profit agencies.

The Action Plan projects and program funds are coordinated with County Departments, Municipal Partners, State Agencies, and nonprofit organizations such as the State Health Department, Polk County Building Division, Purchasing Division, Permitting, and Code Enforcement, to carry out program activities. Polk County completes approximately 40 Substantial Rehabilitation/Replacement homes annually using HOME and SHIP funds. Approximately 80 minor repair projects (roofs, septic tanks, water systems) are completed using SHIP funds.

## NON-HOMELESS SPECIAL NEEDS

### Specific Special Needs Objectives (91.215)

1. *Describe the priorities and specific objectives the jurisdiction hopes to achieve over a specified time period.*

In examining the populations of persons with special needs as demonstrated in the following sections, Polk County Housing and Neighborhood Development (HND) Division has considered the needs of the elderly, disabled (mentally, physically, and developmentally), alcohol and substance abusers and persons with AIDS/HIV. Polk County intends to use all available federal, state, local and private resources to address the priorities defined throughout the public participation process, Quality of Life Survey and the Citizen Advisory Committee over the 5 years incumbent in the consolidated plan. The elderly and frail elderly are the highest priority among the special needs population based on the significant growth of the elderly population over the next 20 years and the subsequent gap in availability of affordable health and housing services. All other special needs populations maintain a medium priority, except for persons with AIDS/HIV only because the assistance directed to this population comes from the HOPWA grant administered by the State of Florida Health Department. Polk County will support and cooperate with the City of Lakeland to successfully attain the objectives of their HOPWA program.

#### SPECIFIC LONG TERM OBJECTIVES FFY 2005-2009

##### A. Increase access to services for disabled persons

HUD Code – 05B

HUD Code Title – Handicapped Services

Regulation Citations – 570.201(e)

<b>Priority Need:</b>	High
<b>Output:</b>	640 individuals with impaired vision will be served by 2010.
<b>Outcome:</b>	Improved access of individuals with disabilities to services to promote self-sufficiency and independent living skills.
<b>Measurement:</b>	Number of individuals with disabilities receiving services.

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##### B. Increase access to substance abuse services for persons at risk.

HUD Code – 05F

HUD Code Title – Substance Abuse Services

Regulation Citations – 570.201(e)

<b>Priority Need:</b>	High
<b>Output:</b>	Provide access to substance abuse services for 175 at-risk persons by 2010.
<b>Outcome:</b>	175 persons with substance abuse problems will be served.
<b>Measurement:</b>	Number of persons receiving services designed to counsel substance abuser.

**C.** Improve access to services for women at risk of becoming battered and abused.

HUD Code – 05G

HUD Code Title – Battered and Abused Spouses

Regulation Citations – 570.201(e)

**Priority Need:** High  
**Output:** Provide services to 1,000 women at risk of becoming battered and abused by 2010.  
**Outcome:** 1,000 women at risk of being battered and abused will be served  
**Measurement:** Number of women receiving services.

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**D.** Increase opportunities for supportive services to senior citizens.

HUD Code – 05A

HUD Code Title – Senior Services

Regulation Citations – 570.201(e)

**Priority Need:** High  
**Output:** Provide access to health and general welfare programs for 875 senior citizens by 2010.  
**Outcome:** Improved opportunities for senior citizens receive supportive services.  
**Measurement:** Number of senior citizens that receive services designed to improve health and general welfare.

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**E.** Provide access to services for abused and neglected children.

HUD Code – 05N

HUD Code Title – Abused and Neglected Children

Reference Citations – 570.201(e)

**Priority Need:** High  
**Output:** Services will be provided to 230 abused and neglected children by 2010.  
**Outcome:** 230 Children will receive after school educational enrichment and counseling.  
**Measurement:** Number of participants receiving services to improve their general welfare.

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2. Describe how Federal, State, and local public and private sector resources that are reasonably expected to be available will be used to address identified needs for the period covered by the strategic plan.

The following table shows the resources budgeted to address identified needs.

**FFY 2005–2009 PROJECTED BUDGET**

	<b>CDBG</b>	<b>ESG</b>	<b>ADDI</b>	<b>HOME</b>
<b>Public/Homeless Services</b>	\$2,599,465	\$666,795		
<b>Affordable Housing</b>			\$171,070	\$5,343,445

The FY 2005-2009 Budget projects the resources needed to implement the Five Year Plan. There are a variety of resources available to the County from entitlement funding provided by HUD, state resources allocated or available to local jurisdictions and locally developed resources. The County is an entitlement jurisdiction and receives federal funding through HUD an annual allocation of CDBG, ESG, HOME, ADDI funds. Additional to the funds received by the County, the Polk County Homeless Coalition is the grantee of the Continuum of Care funding that addresses the needs of the homeless and at-risk, many of which fall with in the special needs groups and need supportive housing services. The City of Lakeland also receives and administers HOPWA funds that serve the persons with AIDS/HIV throughout all of Polk County.

**Non-homeless Special Needs (91.205d and 91.210 (d)) Analysis (including HOPWA)**

\*Please also refer to the Non-homeless Special Needs Table in the Needs.xls workbook.

1. Estimate, to the extent practicable, the number of persons in various subpopulations that are not homeless but may require housing or supportive services, including the elderly, frail elderly, persons with disabilities (mental, physical, developmental, persons with HIV/AIDS and their families), persons with alcohol or other drug addiction, and any other categories the jurisdiction may specify and describe their supportive housing needs.

**Elderly/Frail Elderly**

The 2000 US Census estimates the number of elderly persons (age 65+) in unincorporated Polk County to be 88,738 or 18.3% of the total population. Polk County Elderly Services Department’s 2004 Elderly Population Profile calculates 20.7% or 20,415 of the elderly population as frail. For the purposes of Consolidated Plan Frail Elderly is defined as age 65+ with one or more limitations of activities of daily living. The US Census defines frail as persons with work, self-care or mobility limitation.

In 2000, approximately 14.4% of the elderly population was below the poverty level. The elderly live in varied types of housing. Based on the 2000 US Census approximately 68.7% lived in family households, 26.9% lived in non-family households, and 3.6% lived in group quarters. The elderly population in Polk County is projected to grow significantly over the next 20 years with the age group from 65-74 increasing by more than 100%. If the population projection holds true by the

year 2025 an estimated 26.3% of the County's total population. Given this significant increase, fixed income, health care issues and the considerable number of "frail" elderly, **the need for a variety of housing choices including supportive housing will grow accordingly.\***

### **Disabled Persons**

There are three categories of disabilities: Mental illness, developmental and physical. The Housing needs of the disabled vary according to the type of disability, the degree to which it causes limitations and the individual needs and preferences of the person with the disability.

The State of Florida indicates that there is **a need in local communities for a more housing alternatives and supportive services for the disabled.\*** The need is due to the policy to move persons in institutions back into their communities. Persons with developmental disabilities are likely to require housing assistance in supported living arrangements in private homes and supervised, service enriched independent living units.

An analysis of the National Survey on Drug Use and Health sponsored by the US Public Health Service concludes that 5.8% of the population of Florida suffered from Serious Mental Illness between 2002 and 2003. Thus an estimated 30,502 persons are suffering from serious mental illness and may be at-risk of needing housing assistance and supportive services; however, a lack of data more specific to unincorporated Polk County prevents a more precise determination of the need.

The 2003 American Community Survey conducted by the US Census Bureau concludes that the physically disabled make up 9.5% or 46,987 of the population. The housing needs of the physically disabled are complicated by the correlation to poverty for this subpopulation. There is a limited stock of affordable housing available to them and even less that is accessible. Therefore the housing assistance needs of the physically disabled include rehabilitation assistance to provide structural modification for accessibility.

### **Persons with Alcohol and Drug Abuse**

The National Survey on Drug Use and Health concluded that approximately 5.3% of the population of Florida considered "*Needing but Not Receiving Treatment for Alcohol Use*" calculates to approximately 17,372 persons in unincorporated Polk County. The same survey estimates 2.3% or 7,539 persons are considered "*Needing but Not Receiving Treatment for Illicit Drug Use*". Many of **these persons in need of treatment require a supportive housing environment where clients can receive treatment and counseling on site** to learn to reintegrate back into the community and become independent and responsible for their selves.\*

### **Persons with AIDS/HIV**

Polk County is not a recipient of HOPWA funds. The State of Florida Department of Health is the HOPWA grantee and will be administering the grant for the area encompassing the County. According to the Polk County Health Department 2002-2003 Annual Report Addressing Communicable Diseases, "Since 1981, there have been over 1,300 cases of AIDS reported to the Polk County Health Department. Although people are living longer with HIV and AIDS due to new treatment options, AIDS is the 3rd leading cause of premature death in Polk County".

**\* This Bold statement reflects a priority area for the Strategic Plan**

Among this subpopulation **there is a need for small, short-term payments to prevent homelessness, ongoing rental assistance payments, supportive housing facilities, single room occupancy (SRO) dwellings, or community residences.\***

*2. Identify the priority housing and supportive service needs of persons who are not homeless but require supportive housing, i.e., elderly, frail elderly, persons with disabilities (mental, physical, developmental, persons with HIV/AIDS and their families), persons with alcohol or other drug addiction by using the Non-homeless Special Needs Table.*

Relative priorities were established by the quality of life survey beginning on page 23.

The following needs are identified in the above analysis of the non-homeless special needs subpopulations.

### **Consolidated Plan Priority Areas**

- Elderly and frail elderly need for a variety of housing choices including supportive housing will grow significantly.
- Need in local communities for a more housing alternatives and supportive services for the disabled.
- Need for a supportive housing environment where clients can receive treatment and counseling on site for alcohol and drug abuse.
- Need for small, short-term payments to prevent homelessness, ongoing rental assistance payments, supportive housing facilities, single room occupancy (SRO) dwellings, or community residences for persons with HIV/AIDS.

**\* This Bold statement reflects a priority area for the Strategic Plan**

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

Polk County acknowledges that as part of CDBG's criteria for national objectives Federal Regulation 570.208 that the named special needs population are, "a clientele who are generally presumed to be principally low- and moderate-income persons." and accordingly, "Activities that exclusively serve a group of persons in any one or a combination of the following categories may be presumed to benefit persons, 51 percent of whom are low- and moderate-income". Thus Polk County will serve the all of special needs populations with available funding whenever feasible. However for the purpose of efficiently planning the implementation of CDBG funds, priority is primarily based on the Quality of Life Survey results found on page 18, input from the public participation process and the final selection of funding proposals conducted by the Citizens Advisory Committee (CAC).

Priorities were assigned utilizing the following criteria:

- **High Priority Needs:** Needs that are given high priority ("H") will be addressed by Polk County utilizing federal formula grant funds either alone or

in conjunction with investment of other public or private funds during the next five years.

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

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

*4. Identify any obstacles to meeting underserved needs.*

The primary and most persistent obstacle to meeting the underserved needs is the lack of full funding. While a number of mainstream programs are specifically designed to serve these populations are offered locally, the need indicated greatly exceeds the level of funding.

Another obstacle to meeting the underserved needs is the lack of service providers throughout the County. The service providers that exist are few and mostly concentrated in the metropolitan centers of Lakeland and Winter Haven. This situation makes it difficult for those special needs person that live beyond the fringe of the metropolitan area to access the services offered. More importantly, the service provides do not have the capacity to serve all the need.

*5. To the extent information is available, describe the facilities and services that assist persons who are not homeless but require supportive housing, and programs for ensuring that persons returning from mental and physical health institutions receive appropriate supportive housing.*

The facilities and services that assist persons who are not homeless but require supportive housing or those returning from mental and physical health institutions are based on the Polk County Continuum of Care Discharge Planning Policies.

**Discharge Planning Policies:** The Polk County Continuum of Care has long been a point of contact for public safety and health officials planning the release of inmates who will need housing in this region. Peace River Center is the lead Continuum agency for policies to assure that discharge planning by judicial agencies addresses each individual’s needs for housing and treatment.

As discharge planning begins, the Center’s forensic clinicians play an integral role in the placement of released inmates by assuring that funds and transitional services will be provided as necessary. They do case reviews with family and potential housing providers to consider options. Clients may be placed with family, in residential treatment facilities, adult foster care, or other appropriate settings. The advent of this process has greatly deterred the practice of “dumping” mentally ill people off at area shelters.

Mentally ill individuals meeting priority status are assigned community case managers, who also assist in linking clients to relevant social services and housing opportunities. Case managers routinely visit clients in state treatment hospitals to assess progress and assist in placement. Clinicians have a variety of living arrangements to choose from, including transitional living facilities, adult foster care, and permanence support housing.

Priority placement is given to individuals discharged from state treatment facilities and forensic hospitals. Local hospitals are also supported to find supportive discharge placements in the vicinity of the hospital if possible.

Recognizing that there is often a revolving door for mentally ill offenders, area substance abuse and mental health providers work with law enforcement, judiciary, and mental health advocates to form an education and advocacy group. This group, Partners in Crisis, is led by the chief judge in Polk County, and the group seeks to lobby for increased funding for treatment beds and services as well as judicial reform to divert mentally ill individuals from jails and prisons to community based treatment. This group was largely instrumental in the recent passing of an "outpatient commitment" process that will allow individuals to be ordered by the court into local treatment facilities. Similar legislation in Oregon and other states has proven effective in increasing medication compliance, thereby reducing the number of nuisance arrests.

In addition, Talbot House implemented a program to receive homeless persons discharged from the five Polk County hospitals. The Continuum of Care grant made it possible to acquire medical supplies and services. When the client is ready for discharge, the hospital discharge case worker contacts the Talbot House Healthcare Case worker to make arrangements for transportation, medications, and supplies. These clients stay in transitional housing and receive supportive services to help them exit homelessness. About 116 clients have benefited from this program

*6. If the jurisdiction plans to use HOME or other tenant based rental assistance to assist one or more of these subpopulations, it must justify the need for such assistance in the plan.*

The County does not plan to use HOME or other tenant based rental assistance to assist any of these subpopulations.

## APPENDIX

### A. Cited Sources

- Shimberg Center for Affordable Housing, University of Florida  
Gainesville, FL - <http://www.shimberg.ufl.edu>
- U.S. Census Bureau – American FactFinder  
<http://factfinder.census.gov/>
- Polk Vision  
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- Polk County 2005-2006 Local Housing Assistance Plan (LHAP)  
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- Exhibit 1, Continuum of Care (CoC) 2005 Application  
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- Metro-Lakeland Community Housing Strategy Final Analysis  
Wallace Roberts & Todd, LLC  
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Liou, Nina  
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- 2004 Report to the People of Polk County  
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Pgs. 13 – 15
- The Ledger, “Loughman New Homes to Have Graveyard View”  
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July 10, 2005

## **B. Quality of Life Responses by Descending Order**

<b><u>Quality of Life Issue</u></b>	<b><u>Number of Responses</u></b>
Cannot afford prescriptions	143
Lack of jobs paying living wages	136
Homes in need of repair	135
Lack of affordable health care	131
Speeding cars	118
Lack of sidewalks	118
Not enough streetlights	117
Drug sales	116
Paved roads need repairs	109
Lack of safe places for kids to play	109
Not enough affordable rental units	98
Lack of accessible job training opportunities	97
Overgrown lots, yards and road right-of-ways	96
Insufficient income to pay for decent, sanitary housing	96
Flooding and standing water after rains	95
Abandoned cars and junk in yards	95
Lack of organized recreation programs	94
Cannot accumulate down payment to purchase a home	94
Lack of information about available housing assistance	91
Lack of job placement services	91
Unemployment	89
Lack of affordable childcare	87
Clogged drainage ditches	85
Lack of housing assistance	82
Dangerous intersections	81
Lack of park facilities	81
Rundown or dilapidated building other than homes	80
Litter and junk in road right-of-ways and vacant lots	80
Insufficient police presence	80
Lack of convenient health care	78
Crime	76
Too few fire hydrants	74
Lack of services for seniors	72
Lack of public transportation	71
Lack of business development	69
Too much traffic on residential streets	66
Not enough affordable units available for purchase	61
Insufficient or inconvenient library services	60
Unsupervised children home alone after school	60
Lack of a community center	57
Unpaved roads need paving	54
Streetlights burned out	54
Absentee landlords	53
Lack of meeting places	47
Parks taken over by loiterers or drug sales	46
Ugly facades and streetscapes	44
Neighborhood-serving businesses too far away	40
Industrial or commercial uses too close to residential	38

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Overcrowding	37
Park facilities often vandalized	28
Fire station too far away	27
Park facilities overcrowded	26
Sidewalks need repairs	22
Too many mobile homes	21
Too many rental units	16

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