



October 26, 1999

Mayor Dennis Blanchard and Members of the City Council  
City of Eagle Lake  
Eagle Lake, Florida

Attn: Linda Weldon, City Manager  
PFA#9901580.1

Powell, Fragala & Associates, Inc. is pleased to present for consideration the ***Community Redevelopment Area Study for the City of Eagle Lake***. This report is submitted as the first step in the implementation of a plan to develop a "Downtown Main Street" for the City of Eagle Lake.

The City is concerned with the preservation and growth of its tax base to ensure that future demands for services will not become an increasing tax burden on its residents. To this end, the City is concerned with stimulating economic development in the form of carefully planned and appropriate commercial development corridors within designated areas of the City that will improve its tax base and provide the necessary commercial development and retail facilities to serve the needs of the residents.

To accomplish this, PFA recommends that the City establish a Community Redevelopment Agency (CRA) to consolidate all planning efforts, timing of capital improvements and development funding expenditures. The City's CRA can then adopt the redevelopment plan/tax increment district and stimulate and guide future growth. This effort should focus future public and private investments in coordination with capital improvement programs in the CRA and will include the implementation and marketing program goals.

We applaud this visionary effort by the City of Eagle Lake. If you have any questions or wish to discuss any issues in detail, please do not hesitate to call.

Sincerely,

Powell, Fragala & Associates

A handwritten signature in black ink, appearing to read "Augustine M. Fragala, Jr.", written in a cursive style.

Augustine M. Fragala, Jr.

Vice President

## SUMMARY

A Community Redevelopment Agency is a public body corporate and politic created to carry out community redevelopment plans and activities. To create a CRA, certain criteria must be present as "findings and declarations of necessity". These findings and declarations of necessity include slum and blighted areas, deteriorating coastal resort and tourist areas, affordable housing shortages and the preservation and enhancement of a declining tax base.

The City of Eagle Lake's tax base history shows that since 1992, the City has had to increase its millage to cover normal annual operating expenses. Lack of sufficient growth of the City's tax base has become a concern for the future. This basis for the City of Eagle Lake to consider a CRA is to arrest the decline of the tax base, encourage additional commercial/retail development and sustain economic growth.

A summary of its major elements is as follows:

**A Community Redevelopment Agency should be established** to facilitate, coordinate and guide future commercial and economic development within the City of Eagle Lake. This is consistent with the City's goal to create a central business area and "Main Street" to serve its present and future residents.

**A Community Redevelopment Area should be established** along US 17 from the western city limits to the eastern city limits for a depth of one block parallel to the north and south right of way, and along Eagle Avenue from US 17 south to Eighth Street for a depth of one block parallel to the west and east right of way.

**Government Action and Interaction is necessary** or the City of Eagle Lake's tax base will not support provision of basic services to present and future residents without placing an undue burden on them in the form of increased property taxes.

**A Community Redevelopment Agency does not** place an additional tax burden on property owners within the Community Redevelopment Area Boundaries.

**The Assessed Valuation of property** within the Community Redevelopment Area at the time of its establishment will continue to benefit the Polk County General Fund.

**Any increase in Ad Valorem taxes** attributable to development within the Redevelopment Area will be collected by the Community Redevelopment Agency and must be reinvested within the CRA boundaries.

**Any unencumbered funds** collected by the Community Redevelopment Agency which are not necessary for its operation or implementation of improvements must be carried forward into the CRA's next fiscal year or returned to the County's General Fund

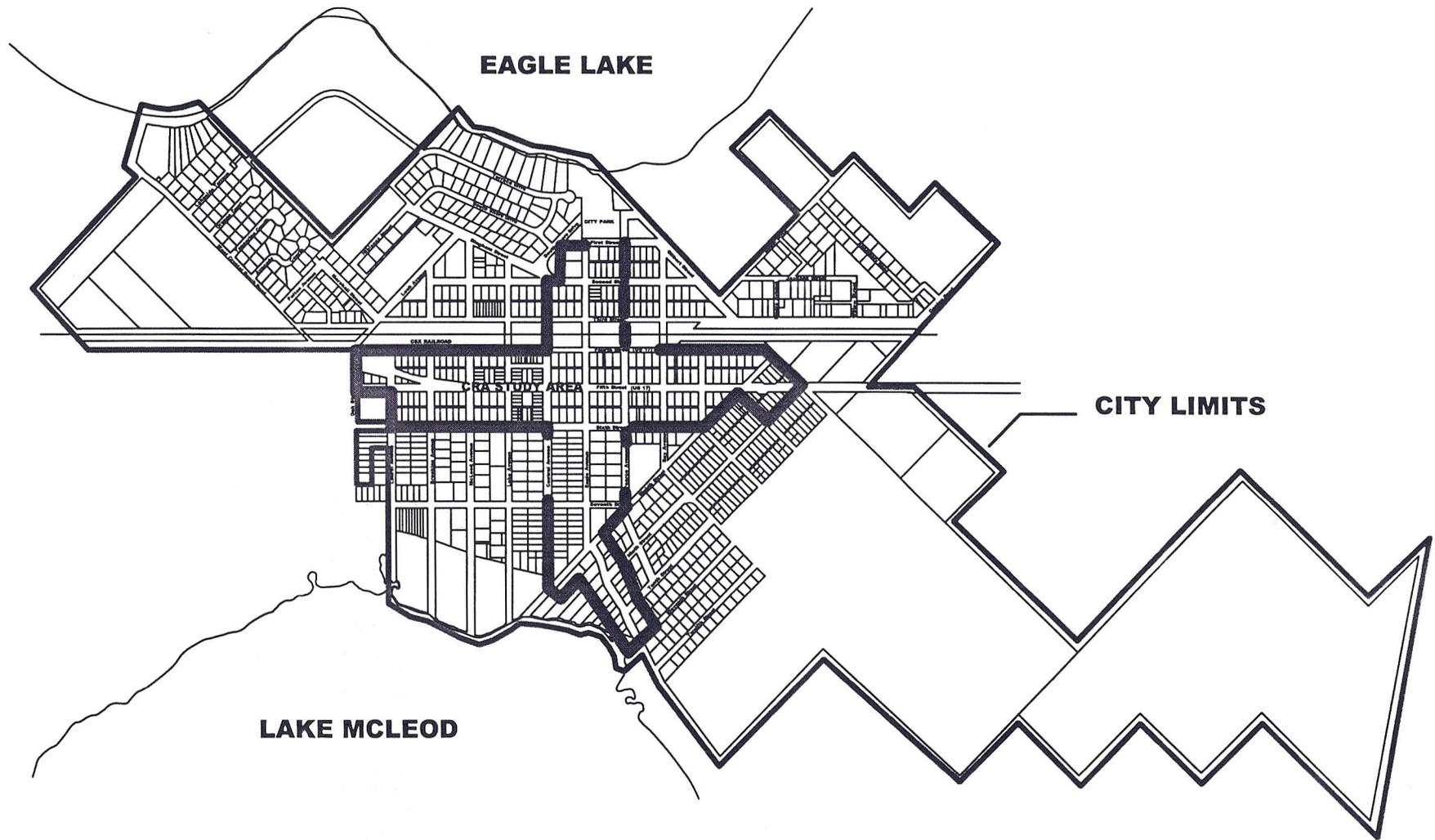
## **BACKGROUND**

The City of Eagle Lake contracted with the firm of Powell, Fragala & Associates, Inc., *consulting planners*, in August, 1999 to investigate the feasibility of creating a Community Redevelopment Agency which could focus and guide future economic growth, protect and increase the City's tax base and implement a program for development of a "Downtown Main Street" district.

The feasibility study included field surveys, research and investigation of potential boundaries for the CRA and analysis of existing conditions, census and tax base information including building permit activity.

## **STUDY AREA**

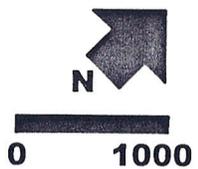
The study area encompasses approximately 30 blocks within the City of Eagle Lake. It includes the US 17 Corridor from the west to east city limits and the Eagle Avenue Corridor from Eagle Lake south to Lake McLeod (Map 1).



**MAP 1**

**CITY OF EAGLE LAKE  
CRA STUDY AREA**

**POWELL, FRAGALA & ASSOCIATES**  
consulting planners  
5150 South Florida Avenue  
Lakeland, Florida



## **EXISTING LAND USE**

The Study Area includes the expanded median between the northbound and southbound lanes of US 17 and abutting properties and Eagle Avenue approximately one block to the east and west. The Study Area includes the majority of City-owned land (e.g. City Hall, the Library, Police, Senior Center) and other public facilities such as the Public Works Maintenance area.

The 20 block US 17 Corridor within the City limits is a mixture of Residential, Commercial, Retail, Office, Personal Service and Utility land uses.

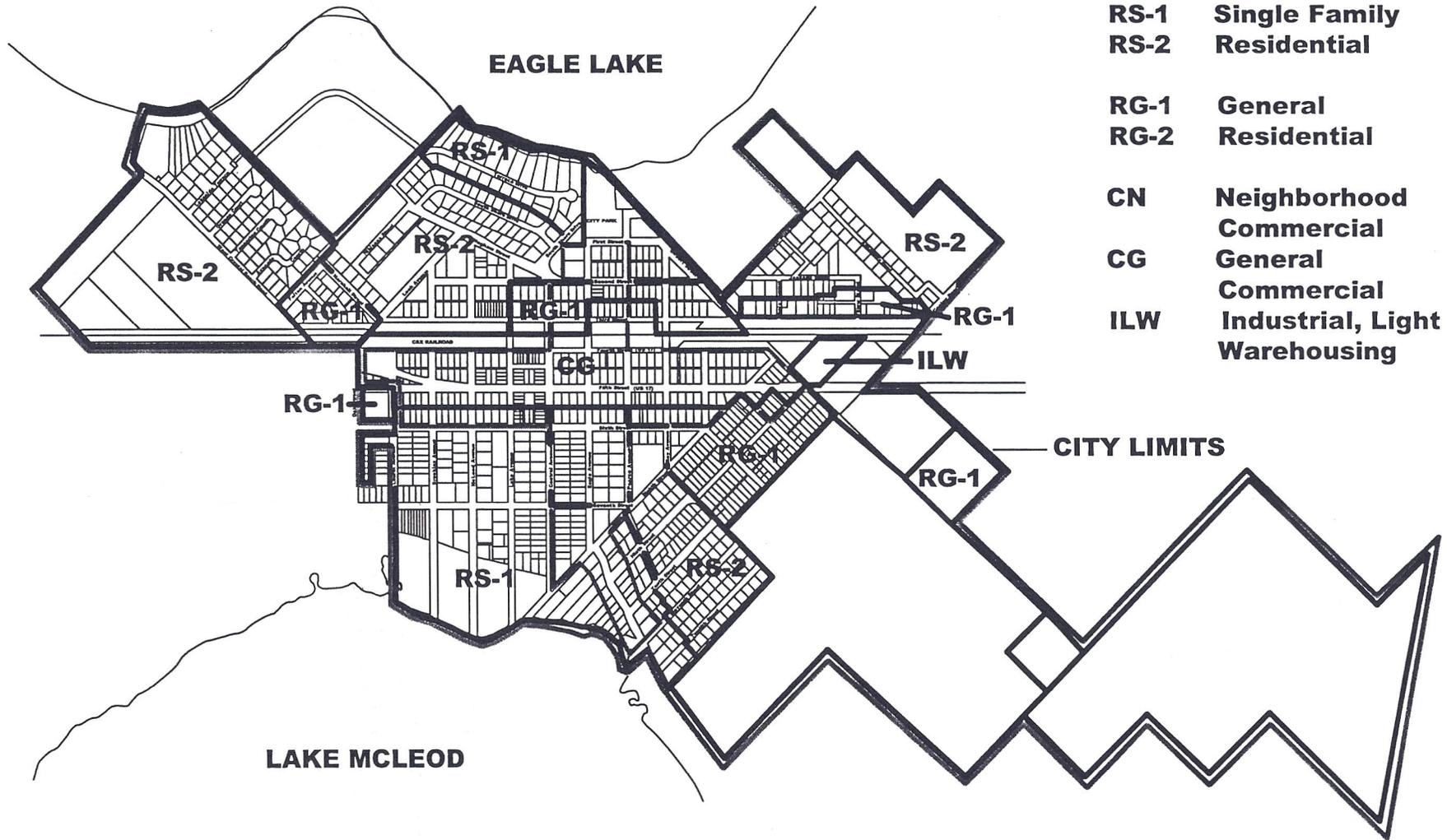
The area is highway commercial and strongly influenced by the regional transportation function of US 17.

The 10 block Eagle Avenue Corridor (2-3 blocks north and south of the US 17 Corridor) is predominantly Single Family Residential uses and includes the City of Eagle Lake municipal complex. Eagle Avenue is the City's main roadway connecting the north and south neighborhoods across US 17. It also serves to connect Eagle Lake City Park with Lake McLeod and the City Boat Launch Area.

## **EXISTING ZONING**

The US 17 Corridor is zoned CG, General Commercial. This zoning is consistent with the existing development along the corridor and the future goals and objectives of the City of Eagle Lake Comprehensive Plan.

The Eagle Avenue Corridor is zoned RS-1 and RS-2, Single Family Residential and RG-1, General Residential (Map 2). The City is considering implementation of a "Downtown Main Street" within this corridor which will require a zoning change or creation of an overlay district to allow for neighborhood commercial/retail development in keeping with the overall City character.



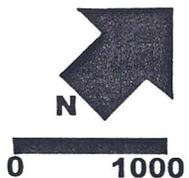
**LEGEND**

- RS-1** Single Family
- RS-2** Residential
  
- RG-1** General
- RG-2** Residential
  
- CN** Neighborhood Commercial
- CG** General Commercial
- ILW** Industrial, Light Warehousing

**MAP 2**

**CITY OF EAGLE LAKE  
EXISTING ZONING**

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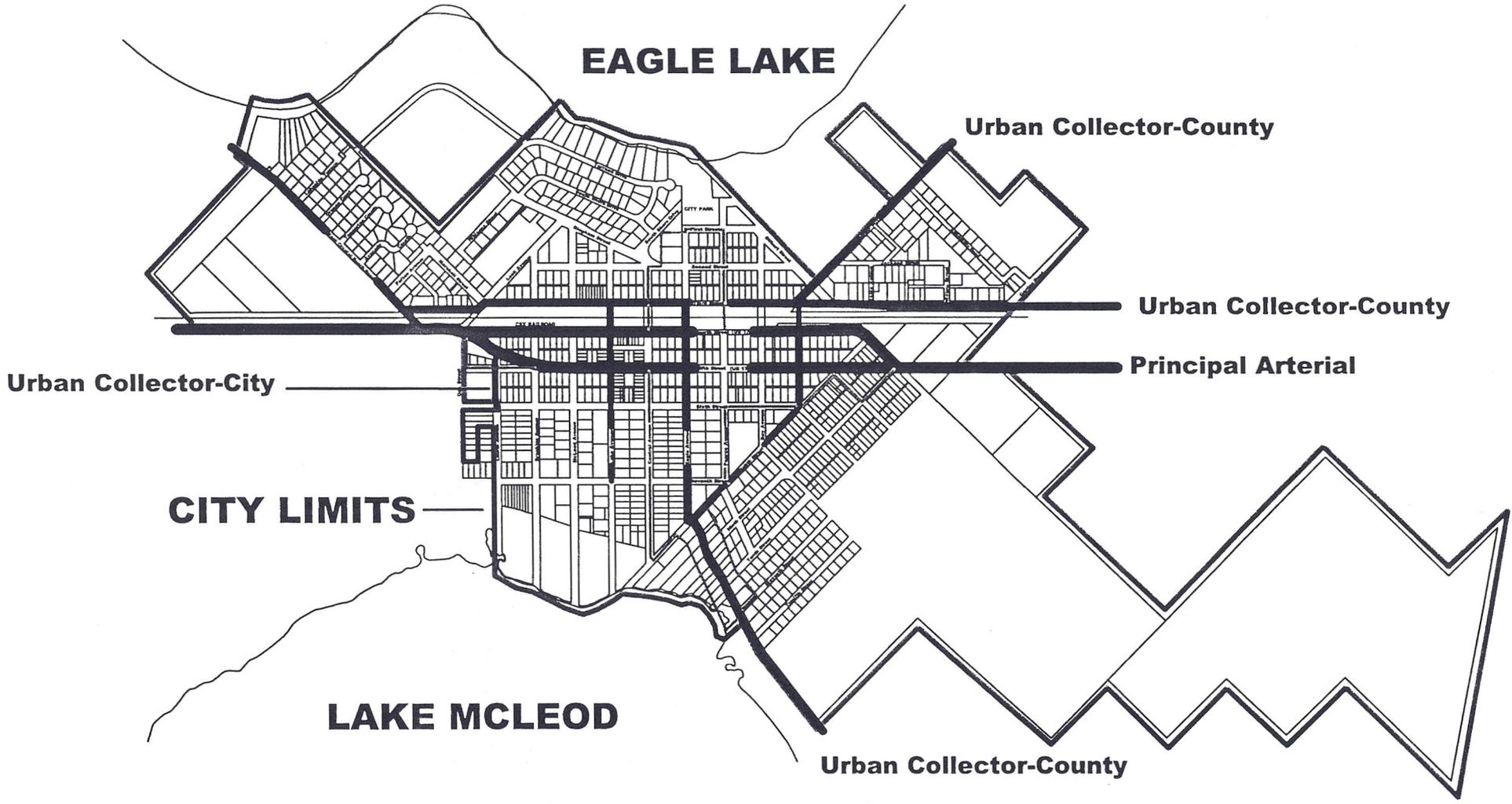
## **TRAFFIC CIRCULATION AND STREET CLASSIFICATIONS**

One portion of the Study Area lies between the northbound and southbound lanes of US 17 from Ninth Street to Oak Street/Laurel Avenue. The other part of the Study Area lies between Central and Pearce Avenues (one block to the east and west of Eagle Avenue).

US 17 is classified as a Principal Arterial. Eagle Avenue is classified as a County Urban Collector. The City of Eagle Lake's street classifications and general traffic circulation in relation to the study area are shown on Map 3.

The Florida Department of Transportation's 5-Year Work Program includes the resurfacing of US 17 from north of Transport Road to Crystal Beach Road and the current construction of CR 540 from US 17 west to US 98. Other projects planned that will indirectly benefit the City of Eagle Lake include I-4 improvements from the Hillsborough County Line to the Osceola County Line and SR 60 improvements from the Hillsborough County Line to the Osceola County Line.

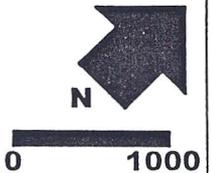
# EAGLE LAKE



**MAP 3**

## **CITY OF EAGLE LAKE STREET CLASSIFICATIONS**

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consulting planners  
5150 South Florida Avenue  
Lakeland, Florida



## **POPULATION**

The City of Eagle Lake falls within Census Tracts 146 and 147 (Map 4). The Block Groups within these Census Tracts that encompass the City are Block Group 2 (Census Tract 146) and Block Groups 2 and 3 (Census Tract 147). The CRA study area falls within Block Group 2 of Census Tract 146 and Block Group 3 of Census Tract 147 (Table 1).

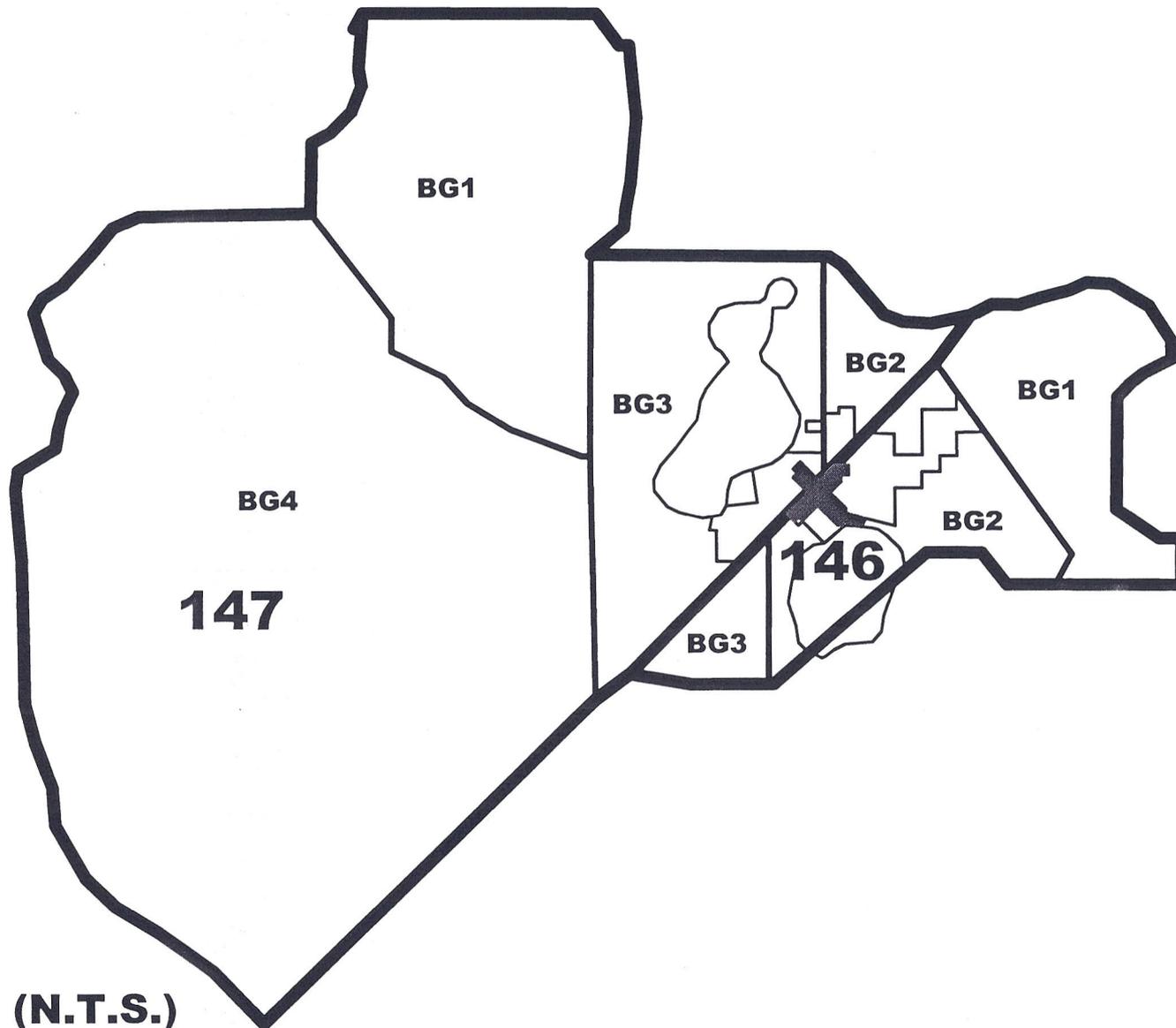
There was a population of 1,758 people in the City as of the 1990 Census. The 1998 estimate of population was 1,940 and this is projected to grow to 2,100 by the year 2003.

The median household income as of 1989 was \$24,315. This is approximately \$900 less than the county median. Approximately eleven percent (11%) of the households are at or below the poverty level (Table 2).

**TABLE 1-POPULATION BY CENSUS TRACT**

<b>CENSUS TRACTS</b>	<b>URBAN</b>	<b>RURAL</b>	<b>FARM</b>	<b>TOTAL</b>	<b>CITY/CRA*</b>
<b>TRACT 146</b> <b>Block Group 2</b>	<b>1,184</b>	<b>246</b>	<b>22</b>	<b>1,430</b>	<b>878 (204)</b>
<b>TRACT 147</b> <b>Block Group 2</b>	<b>1,378</b>	<b>92</b>	<b>21</b>	<b>1,470</b>	<b>150 (0)</b>
<b>Block Group 3</b>	<b>1,855</b>	<b>546</b>	<b>23</b>	<b>2,401</b>	<b>730 (62)</b>
<b>TOTALS</b>	<b>4,417</b>	<b>884</b>	<b>66</b>	<b>5,301</b>	<b>1,758 (266)</b>

\*Extrapolated



**MAP 4 (N.T.S.)**

**CITY OF EAGLE LAKE  
CENSUS TRACTS/BLOCK GROUPS**

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Lakeland, Florida



**TABLE 2-INCOME BY CENSUS TRACT**

	TRACT 146	TRACT 147		TOTALS
	BG- 2	BG 2	BG 3	
<b>Households</b>	539	632	928	2,099
<b>Less than \$5,000</b>	38	29	46	113
<b>\$5,000 to \$9,999</b>	58	81	54	193
<b>\$10,000 to \$14,999</b>	104	70	96	270
<b>\$15,000 to \$24,999</b>	122	166	202	490
<b>\$25,000 to \$34,999</b>	100	116	189	405
<b>\$35,000 to \$49,999</b>	59	117	174	350
<b>\$50,000 to \$74,999</b>	31	41	89	161
<b>\$75,000 to \$99,999</b>	17	12	50	79
<b>\$100 to \$149,000</b>	8	0	12	20
<b>\$150,000 or more</b>	2	0	16	18
<b>Median Household Income</b>	\$20,847	\$22,375 \$28,182		\$23,801 (Average)
<b>Family Households</b>	401	415	758	1,574
<b>Median Family Household Income</b>	\$24,688	\$28,795 \$30,588		\$28,024 (Average)
<b>Non-Family Households</b>	138	217	170	525
<b>Median Non-Family Household Income</b>	\$13,100	\$15,101 \$13,056		\$13,752 (Average)
<b>Per Capita Income</b>	\$10,258	\$11,208 \$14,481		\$11,982 (Average)
<b>Percent Below Poverty Level</b>	13.8%	6.1%	5.2%	8.4% (Average)

**TABLE 2A-CITY OF EAGLE LAKE INCOME (CRA Estimate)**

	<b>CITY OF EAGLE LAKE</b>	<b>CRA</b>
<b>Households</b>	<b>655</b>	<b>103</b>
<b>Less than \$5,000</b>	<b>40</b>	<b>6</b>
<b>\$5,000 to \$9,999</b>	<b>70</b>	<b>11</b>
<b>\$10,000 to \$14,999</b>	<b>92</b>	<b>14</b>
<b>\$15,000 to \$24,999</b>	<b>134</b>	<b>21</b>
<b>\$25,000 to \$34,999</b>	<b>134</b>	<b>21</b>
<b>\$35,000 to \$49,999</b>	<b>115</b>	<b>18</b>
<b>\$50,000 to \$74,999</b>	<b>55</b>	<b>7</b>
<b>\$75,000 to \$99,999</b>	<b>8</b>	<b>1</b>
<b>\$100 to \$149,000</b>	<b>5</b>	<b>1</b>
<b>\$150,000 or more</b>	<b>2</b>	<b>0</b>
<b>Median Household Income</b>	<b>\$24,315</b>	<b>\$20,847</b>
<b>Family Households</b>	<b>499</b>	<b>78</b>
<b>Median Family Household Income</b>	<b>\$28,403</b>	<b>\$24,688</b>
<b>Non-Family Households</b>	<b>156</b>	<b>25</b>
<b>Median Non-Family Household Income</b>	<b>\$12,857</b>	<b>\$13,100</b>
<b>Per Capita Income</b>	<b>\$10,656</b>	<b>\$10,258</b>
<b>Percent Below Poverty Level</b>	<b>11.0%</b>	<b>13.8%</b>

### **FUTURE LAND USE**

The future land use of the Study Area is predominantly Low and Medium Density Residential, Neighborhood Activity Center, City Public and Park designations.

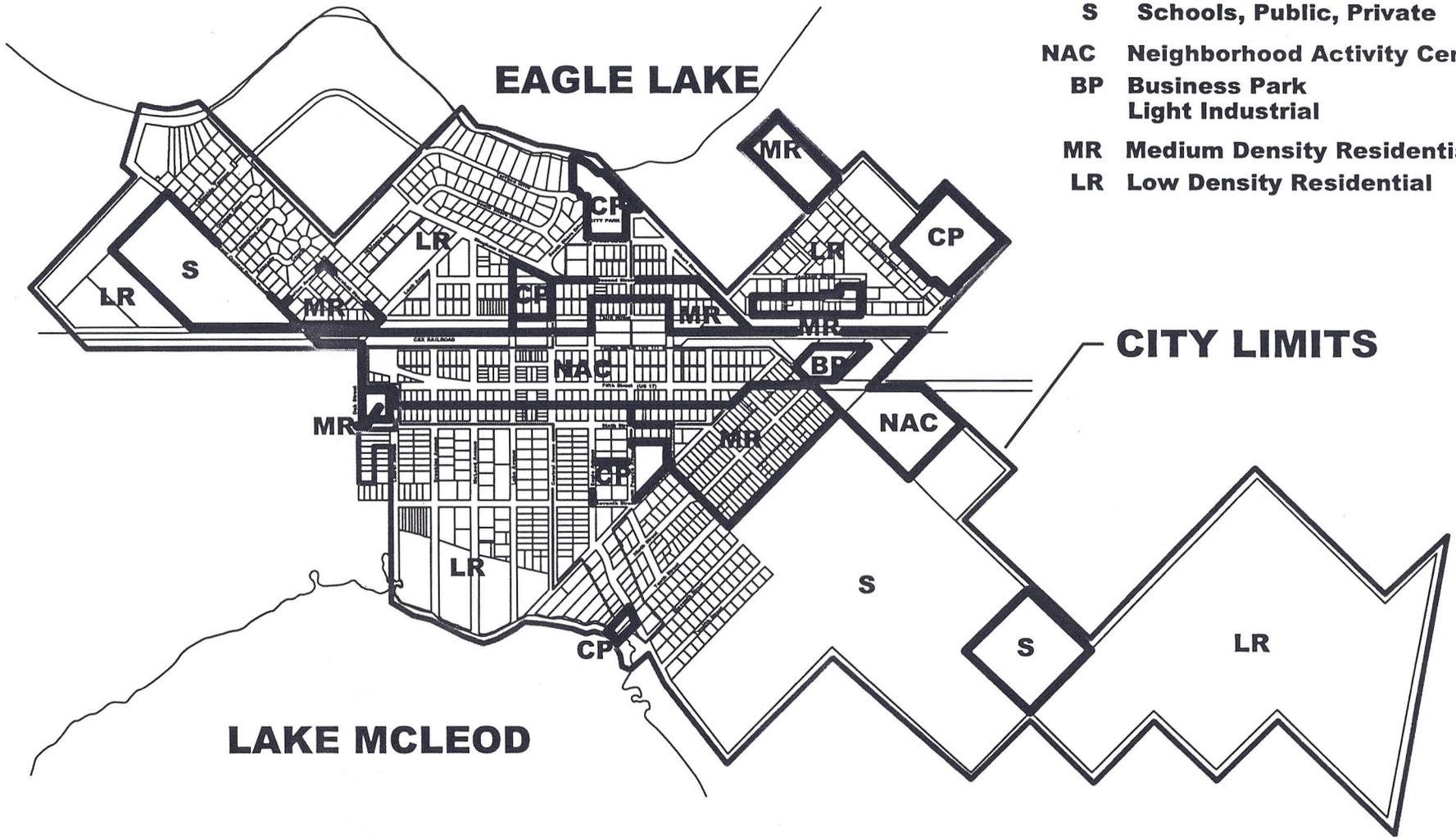
The entire US 17 Corridor is designated as a Neighborhood Activity Center, Eagle Avenue north of US 17 is a mix of Park, Low and Medium Density Residential and Neighborhood Activity Center uses. Eagle Avenue south of US 17 is predominantly Low Density Residential and also includes City, Public and Park uses, including the City Hall Complex (Map 5).

### **CRA-PURPOSE AND INTENT**

The purpose and intent behind the proposed creation of a CRA by the City of Eagle Lake is based on two major factors that will have significant impacts on the future growth and prosperity of the City.

The first of these factors is concern over the lack of growth of the City's tax base and the ability of the City to provide for basic needs of its future s without having to continually increase property taxes.

The second factor is to arrest and stabilize the downward spiral of taxable property values, foster viable commercial and residential development that will encourage commercial development in planned locations to benefit the City and its residents in the form of neighborhood commercial/retail and service uses.



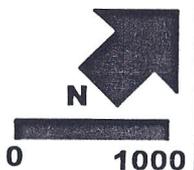
**LEGEND**

- CP** City, Public Uses, Parks
- S** Schools, Public, Private
- NAC** Neighborhood Activity Center
- BP** Business Park  
Light Industrial
- MR** Medium Density Residential
- LR** Low Density Residential

**MAP 5**

**CITY OF EAGLE LAKE  
FUTURE LAND USE**

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## **DEVELOPMENT ACTIVITY**

Within the past 5 years, development within the City of Eagle Lake has been predominantly residential. Building permits issued for this period indicate a total of \$603,840 for new construction. During this period, \$259,960 of the new construction was commercial development. However, \$230,000 of this commercial activity was attributable to a single project constructed in 1997 (Table 3).

There has been no new commercial development activity within the City since 1997. This is a matter of concern and a major factor in the City's wish to create a CRA to stimulate the development of more commercial uses and to supplement its tax base.

**TABLE 3- BUILDING PERMIT ACTIVITY (1995-PRESENT)**

### **COMMERCIAL**

<b>Year</b>	<b>Addition</b>	<b>Remodel</b>	<b>New</b>	<b>Total</b>
1995	\$ 75,480	\$ 16,600	\$ 26,460	\$118,540
1996	-0-	-0-	\$ 3,500	\$ 3,500
1997	-0-	\$ 2,600	\$230,000	\$232,600
1998	-0-	-0-	-0-	-0-
1999	-0-	-0-	-0-	-0-
<b>Total</b>	<b>\$ 75,480</b>	<b>\$ 19,200</b>	<b>\$259,960</b>	<b>\$354,640</b>

### **RESIDENTIAL**

<b>1995</b>	<b>Addition</b>	<b>Remodel</b>	<b>New</b>	<b>Total</b>
1996	\$ 33,625	\$ 50,062	\$118,760	\$202,447
1997	\$ 45,427	\$ 20,510	\$124,530	\$190,467
1998	\$ 66,739	\$ 4,999	\$ 99,090	\$170,828
1999	\$ 22,526	\$ 8,325	\$ 1,500	\$ 32,351
<b>Total</b>	<b>\$168,317</b>	<b>\$ 83,896</b>	<b>\$343,880</b>	<b>\$596,093</b>

Within the CRA Study Area, the statistics are more revealing. Since 1997 one commercial remodeling permit was issued, valued at \$2,600 and residential construction activity totaled only \$75,975. Of the \$75,000 value, approximately half was remodeling and half was new construction.

**TABLE 3A-BUILDING PERMIT ACTIVITY CRA STUDY AREA (1995-1999)**

**COMMERCIAL**

Year	Addition	Remodel	New	Total
1995	\$3,480	0	0	0
1996	\$0	0	0	0
1997	0	\$2,600	0	0
1998	0	0	0	0
1999	0	0	0	0
<b>Total</b>	\$3,480	\$2,600	0	\$6,080

**RESIDENTIAL**

Year	<u>Addition</u>	<u>Remodel</u>	<u>New</u>	<u>Total</u>
1995	\$3,300	\$5,000	0	\$8,300
1996	0	0	0	0
1997	\$24,449	\$1,600	0	\$26,049
1998	\$14,526	\$2,500	0	\$17,026
1999	0	\$32,300	0	\$32,900
<b>Total</b>	\$42,275	\$41,400	0	\$84,275

## **TAX BASE**

The Eagle Lake tax base and development history is typical of a municipality that experiences a lack of commercial development over time which results in the residential development (and the City's residents) having to shoulder an increasing tax burden to support basic services. Municipal fiscal responsibility is necessary to ensure that growth of the City's tax base keeps pace with the cost of essential services.

In 1995, the taxable value of property within the City of Eagle Lake declined 1.746%. Since that decline, a modest increase in taxable value occurred for the years of 1996 and 1997, 4.089% and 4.850%, respectively (Table 4).

In the past 2 years, increases in taxable value have declined; down to 2.954% from 1997 to 1998 and to .199% from 1998 to the present fiscal year. To generate the necessary funds to operate, the City has had to raise the millage rate from 5.51% in 1994 to 6.033% in 1999.

The CRA Study Area represents \$3,814,484 of taxable value that is approximately 18.1% of the total 1999 City Tax Base. The US 17 Corridor frontage contains properties with a taxable value of \$2,211,440, 10.5% of the total. The Eagle Avenue Corridor frontage taxable value of properties is \$1,056,009, or 5% of the total 1999 City Tax Base.

Every year the City has had to raise taxes just to keep even. In planning for the future, the City understands that it must protect and support its tax base to ensure that development keeps pace with its fiscal operating costs. It is with this goal in mind that the City of Eagle Lake intends to create a CRA to encourage carefully planned commercial growth into the next century.

**TABLE 4-CITY OF EAGLE LAKE TAXABLE VALUE (1989-1999)**

<b>YEAR</b>	<b>TOTAL TAXABLE VALUE Residential &amp; Commercial</b>	<b>MILLAGE</b>	<b>PERCENT CHANGE FROM PREVIOUS YEAR</b>	<b>AD VALOREM PROCEEDS</b>	<b>PERCENT CHANGE FROM PREVIOUS YEAR</b>
1989	\$16,016,160	5.500		\$ 88,461.56	
1990	\$16,333,304	5.500	-0-	\$ 89,700.30	1.980%
1991	\$17,491,086	5.500	-0-	\$ 95,951.12	7.088%
1992	\$17,813,160	5.500	-0-	\$ 97,810.56	1.841%
1993	\$17,860,654	5.510	0.182%	\$ 98,412.20	0.267%
1994	\$19,035,172	5.510	-0-	\$104,883.80	6.576%
1995	\$18,702,750	5.690	3.267%	\$106,418.65	-1.746%
1996	\$19,467,473	5.574	-2.039%	\$108,511.69	4.089%
1997	\$20,413,563	5.489	-1.525%	\$112,050.05	4.860%
1998	\$21,016,676	6.000	9.310%	\$126,100.06	2.954%
1999	\$21,058,520	6.033	0.550%	\$127,046.05	0.199%

## **STATUTORY FINDINGS**

Florida Statutes, Chapter 163, Section 335 of the Community Redevelopment Act of 1969 is the enabling legislation which enumerates the criteria to be employed by a unit of local government when making a determination that a particular area qualifies as a Community Redevelopment Area to establish a Community Redevelopment Agency.

Based upon the statutory definition of *Blight*, the Study Area can be declared a Community Redevelopment Area. Chapter 163.335, Findings and declarations of necessity (5) states that an area may be considered blighted if *"It is further found and declared that the preservation or enhancement of the tax base from which a taxing authority realizes tax revenues is essential to its existence and financial health; that the preservation and enhancement of such tax base is implicit in the purposes for which a taxing authority is established; that tax increment financing is an effective method of achieving such preservation and enhancement in areas in which such tax base is declining; that community redevelopment in such areas, when complete, will enhance such tax base and provide increased tax revenues to all affected taxing authorities, increasing their ability to accomplish their other respective purposes; and that the preservation and enhancement of the tax base in such areas through tax increment financing and the levying of taxes by such taxing authorities therefor and the appropriation of funds to a redevelopment trust fund bears a substantial relation to the purposes of such taxing authorities and is for their respective purposes and concerns"*.

Having identified and addressed sufficient factors for declaring that the proposed area be designated a Community Redevelopment Area, it is recommended that the City of Eagle Lake request that the Polk County Board of County Commissioners adopt a Resolution establishing the City of Eagle Lake Community Redevelopment Area (ELCRA).