

**20
25** | Bartow CRA
Finding of
Necessity

August 2025

PREPARED BY



Central Florida Regional Planning Council
555 E Church Street, Bartow, FL 33830
863-534-7130 | www.cfrpc.org

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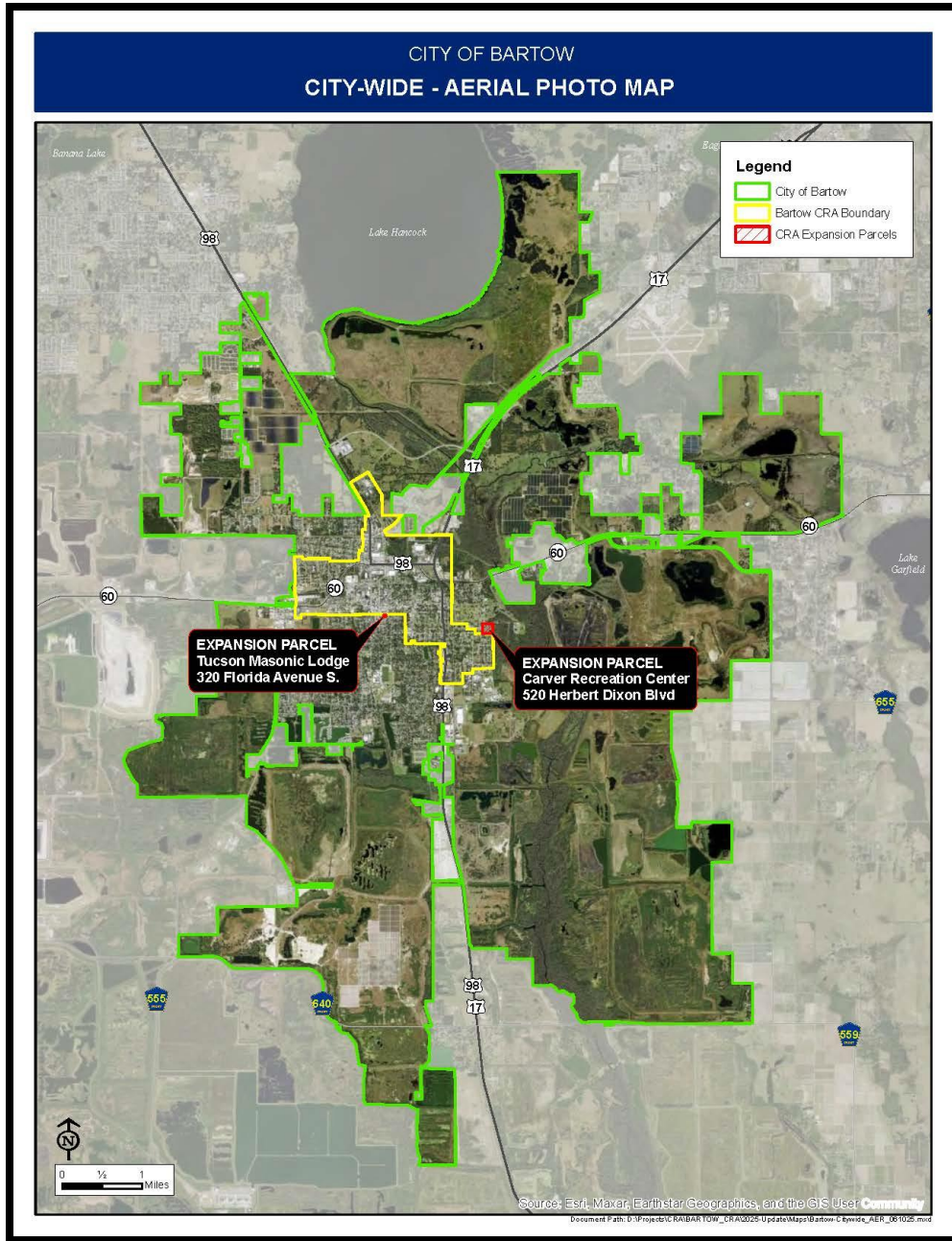
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Introduction

A Community Redevelopment Plan is based upon the provisions set forth in Chapter 163.330, *FS.*, of the Community Redevelopment Act of 1969 (The Act). The Act provides a unique joint funding mechanism between Cities and Counties for focused ad valorem tax investment. One of the core goals of the Act is to eliminate “blight,” defined as “deteriorating structures” which “are leading to economic distress” F.S. 163.340(8).

The Community Redevelopment Agency of the City of Bartow engaged the Central Florida Regional Planning Council (CFRPC) to prepare a Finding of Necessity (FON) and evaluate expansion sites for inclusion in the Community Redevelopment Area (Bartow CRA). The process for changing the boundaries of a CRA district is set by statute. If parcels are added to a CRA, the parcels must meet the statutory definition of “slum” or “blight”.

Proposed expansion sites for the CRA include the Carver Recreation Center (520 Herbert Dixon Blvd, Bartow, FL 33830) and the Tuscan Masonic Lodge (320 S, Florida Ave, Bartow, FL 33830). This FON evaluates the proposed expansion sites to determine if conditions satisfy the definitions of “slum and blight” per Section 163.340(7), Florida Statutes.

This report includes the following: 1) identification of the geographic area; 2) presentation of data; and, 3) recommendations.

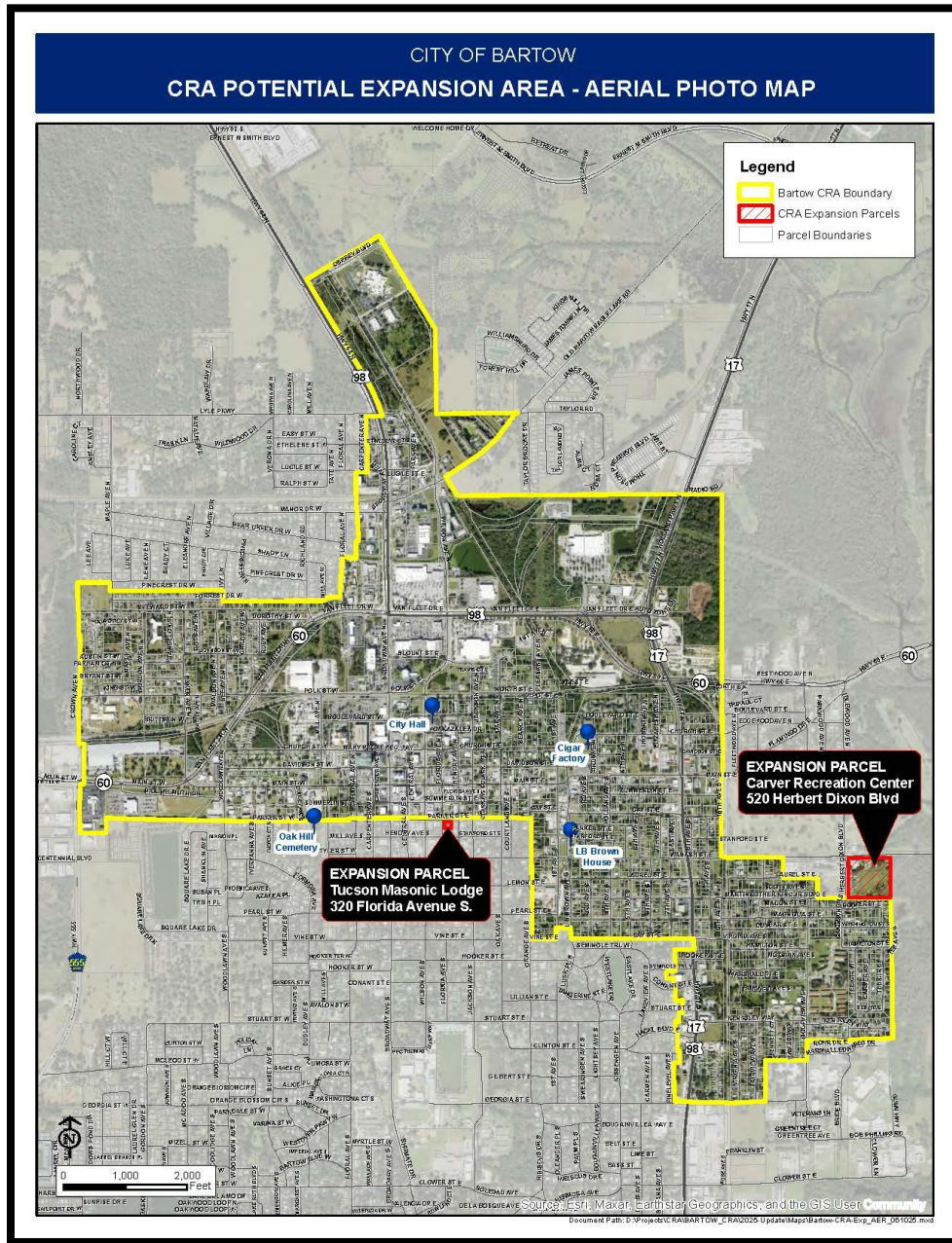
CRA Background

- Bartow Community Redevelopment Agency Established: 1990
 - Ordinance 1547-A
- Bartow Community Redevelopment Agency Trust Fund Established: 1990
 - Ordinance 1548-A
- Bartow Community Redevelopment Plan Initial Adoption: 1990
 - Resolution 2895-R
- Community Redevelopment Plan was modified: 2000
 - Resolution 3238-R recommended in 2000 to extend the time certain to complete redevelopment activity to the end of municipal fiscal year 2030
- CRA expansions: 2005 & 2007
 - The boundary of the CRA was amended in 2005 by Resolution 05-3554-R (Finding of Necessity)
 - The boundary of the CRA was again amended in 2007 by Resolution 07-3630-R (Finding of Necessity)
- Community Redevelopment Plan was last modified: 2021
 - Resolution 2021-01-R recommended in 2021 enlargement of the time certain to complete redevelopment activity to the end of municipal year 2050
- Current district size: 1,232.72 acres
- Tax Increment Finance (TIF) Ends: FY 2050
- CRA Sunset: September 2050

Study Area Boundaries

The proposed expansion area comprises two (2) sites in need of strategic investment and improvements. Parcels are depicted in **Figure 1** in Red, and the existing Community Redevelopment Area boundary is depicted in Yellow. The proposed redevelopment area would be approximately 1,242.99 acres (10.27 additional acres).

Figure 1. Bartow CRA and Expansion Study Area



Proposed Expansion Sites

The Carver Recreation Center and the Tuscan Masonic Lodge have been identified as proposed expansion areas for inclusion in the Bartow CRA to correct an earlier oversight (1999 Northern expansion of the CRA and 2007 East Bartow boundary change) which left both parcels just outside the boundaries of the CRA. These areas have not been able to benefit from the rehabilitation and redevelopment efforts undertaken by the Bartow CRA. Lack of investment in the proposed expansion areas has resulted in a lag in redevelopment and revitalization. Through this FON, the Bartow CRA proposes an expansion of its current boundary and the continued need to address the:

- Elimination and prevention of blight
- Provision of affordable housing
- Enhancement of public infrastructure

The proposed expansion will allow for the allocation of funds and the implementation of strategies, projects, and programs. These improvements will result in an increase in tax values for both the CRA district and surrounding areas.

Benefits of expanding the Bartow CRA to Include Carver Recreation Center & Masonic Lodge include:

- Enhancing recreational amenities
- Expanding community services
- Supporting quality-of-life improvements
- Increase engagement through facility improvements
- Support property rehabilitation
- Attract private investment for business development
- Potential for mixed-use development- Workforce Housing and Business Incubation

<p align="center">Carver Recreation Center 520 Herbert Dixon Blvd, Bartow, FL 33830</p>	<p align="center">Tucson Masonic Lodge 320 S, Florida Ave, Bartow, FL 33830</p>
<p>Ownership:</p> <ul style="list-style-type: none"> • City of Bartow (not on tax roll) • Property Size: 10.02 acres • Facilities: <ul style="list-style-type: none"> ▪ Three buildings (13,640 sq ft, newest built in 1999) • Community Impact: <ul style="list-style-type: none"> ▪ Provides daily services and hosts year-round events 	<p>Ownership:</p> <ul style="list-style-type: none"> • Privately owned • Property Size: 12,000 sq ft • Zoning: PI Public Institution • Structure: <ul style="list-style-type: none"> ▪ Three stories, banquet hall, commercial kitchen • Year Built: 1927



Redevelopment Area Creation/Expansion Procedures

A Community Redevelopment Area cannot be declared without a FON in accordance with Chapter 163.330, *FS*. A FON study assesses and evaluates conditions of slum and blight in a defined study area and determines if the conditions of slum or blight, as described in Florida Statutes chapter 163.340 (7)(8), are present. Each municipality must conduct a FON study and provide data and analysis that identifies the existence of slum or blight or both.

An area is eligible for designation as a Community Redevelopment District if one (1) or more of the three (3) conditions of slum, or if two (2) or more of the fifteen (15) conditions of blight, are present. The definitions and requirements for a FON are listed below.

163.340, Definitions (7) and (8):

- (7) "Slum area" means an area having physical or economic conditions conducive to disease, infant mortality, juvenile delinquency, poverty, or crime because there is a predominance of buildings or improvements, whether residential or nonresidential, which are impaired by reason of dilapidation, deterioration, age, or obsolescence, and exhibiting one or more of the following factors:
- (a) Inadequate provision for ventilation, light, air, sanitation, or open spaces;
 - (b) High density of population, compared to the population density of adjacent areas within the county or municipality; and overcrowding, as indicated by government-maintained statistics or other studies and the requirements of the Florida Building Code; or
The existence of conditions that endanger life or property by fire or other causes.
- (8) "Blighted area" means an area in which there are a substantial number of deteriorated or deteriorating structures; in which conditions, as indicated by government-maintained statistics or other studies, endanger life or property or are leading to economic distress; and in which two or more of the following factors are present:
- (a) Predominance of defective or inadequate street layout, parking facilities, roadways, bridges, or public transportation facilities.
Aggregate assessed values of real property in the area for ad valorem tax purposes have
 - (b) Failed to show any appreciable increase over the 5 years prior to the finding of such conditions.
 - (c) Faulty lot layout in relation to size, adequacy, accessibility, or usefulness.
 - (d) Unsanitary or unsafe conditions.
 - (e) Deterioration of site or other improvements.
 - (f) Inadequate and outdated building density patterns.
 - (g) Falling lease rates per square foot of office, commercial, or industrial space compared to the remainder of the county or municipality.
 - (h) Tax or special assessment delinquency exceeding the fair value of the land.
 - (i) Residential and commercial vacancy rates higher in the area than in the remainder of the county or municipality.
 - (j) Incidence of crime in the area higher than in the remainder of the county or municipality.
 - (k) Fire and emergency medical service calls to the area proportionately higher than in the remainder of the county or municipality.

- (l) A greater number of violations of the Florida Building Code in the area than the number of violations recorded in the remainder of the county or municipality.
- (m) Diversity of ownership or defective or unusual conditions of title which prevent the free alienability of land within the deteriorated or hazardous area.
- (n) Governmentally owned property with adverse environmental conditions caused by a public or private entity.
- (o) A substantial number or percentage of properties damaged by sinkhole activity which have not been adequately repaired or stabilized.

However, the term “blighted area” also means any area in which at least one of the factors identified in paragraphs (a) through (o) is present and all taxing authorities subject to s. [163.387\(2\)\(a\)](#), *FS* agree, either by interlocal agreement with the agency or by resolution, that the area is blighted. Such agreement or resolution must be limited to a determination that the area is blighted. For purposes of qualifying for the tax credits authorized in chapter 220, “blighted area” means an area as defined in this subsection.

163.355 Finding of Necessity by county or municipality

No county or municipality shall exercise the community redevelopment authority conferred by this part until after the governing body has adopted a resolution, supported by data and analysis, which makes a legislative finding that the conditions in the area meet the criteria described in s. [163.340\(7\)](#) or (8). The resolution must state that:

- (1) One or more slum or blighted areas, or one or more areas in which there is a shortage of housing affordable to residents of low or moderate income, including the elderly, exist in such county or municipality; and
- (2) The rehabilitation, conservation, or redevelopment, or a combination thereof, of such area or areas, including, if appropriate, the development of housing which residents of low or moderate income, including the elderly, can afford, is necessary in the interest of the public health, safety, morals, or welfare of the residents of such county or municipality.

Finding of Necessity Analysis

Through a combination of photographic evidence, reports and documents from government agencies the CFRPC has identified evidence of deterioration and defective conditions that contribute to disinvestment, supporting the need for additional parcels to be added to the CRA.

Deterioration of Site or Other Improvements (“Blight” Requirement)

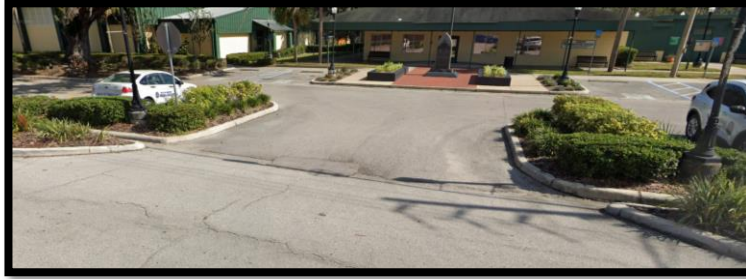
The Bartow CRA proposed expansion sites suffer from site and structural deterioration, evidenced by:

- Chipped, or cracked roadways in need of repair and dilapidated and deteriorating property.
 - May lead to further deterioration, including potholes, and can be a safety hazard to pedestrians and motorists
 - Conveys a negative image and deters private investment

Exhibit A: Photos provided below indicate signs of deterioration of basic infrastructure of curbs and streets and dilapidated and deteriorating property

Carver Recreation Center





Masonic Lodge



Governmentally owned property with adverse environmental conditions caused by a public or private entity (“Blight” Requirement)

The Carver Recreation Center is owned by the City of Bartow and is adjacent to the City’s Wastewater Treatment Plant (WWTP) (a distance of 0.5 miles). The WWTP is located on a floodplain and continues to face challenges due to its proximity to the Peace River and the issues the river causes during hurricane season and heavy rain events.

A recent civil emergency due to flooding was declared due to the threat of wastewater overflow and the release of sewage into waterways. Wastewater overflow directly impacts the health and safety of Bartow and its residents, and impacts operations at the Carver Recreation Center.

Appendix A: FEMA Flood Map

Appendix B: Proclamation of Emergency and Orders (August 13, 2024) indicates the City's Wastewater Treatment Plant lies in close proximity to the Peace River and experiences the threat of high-water intrusion during times of river flooding.

Predominance of defective or inadequate street layout, parking facilities, roadways, bridges, or public transportation facilities (“Blight” Requirement)

The proposed expansion site is currently vacant and underutilized given its proximity to downtown/main street Bartow, and its potential for mixed-use redevelopment which would:

- Activate the sidewalk
- Provide better parking solutions
- Contribute to a walkable community where people can live, work, and play in close proximity

The Masonic Lodge, Zoned Public Institution (PI) has inadequate parking as demonstrated through photographic evidence of the unpaved area designated for vehicle parking. Additionally, there are aesthetic and practical issues specific to parking facilities, on site. Parking is limited to a small lot south of the building. The lot layout in relation to the size, adequacy, and accessibility of the building presents obstacles to redevelopment activity. Further, the structural deterioration of the building along with the broken and cracked sidewalks present unsafe conditions for pedestrians.

Masonic Lodge Southern Parking Lot



Slum and Blight Area Evaluation

The following chart provides an overall summary of the conditions observed through on-site field inspections and reviews of available data through various sources. Items identified by a **X** indicate the predominance of the respective qualifying condition(s) for Blight within the study area.

Qualifying Conditions		
Blight Area	Tucson Masonic Lodge	Carver Recreation Center
Florida Statute Blight Criteria Minimum 2 Criteria Must Be Present		
(a) Predominance of defective or inadequate street layout, parking facilities, roadways, bridges, or public transportation facilities	X	
(b) Aggregate assessed values of real property in the area for ad valorem tax purposes have failed to show any appreciable increase over the 5 years prior to the finding of such conditions		
(c) Faulty lot layout in relation to size, adequacy, accessibility, or usefulness		
(d) Unsanitary or unsafe conditions		
(e) Deterioration of site or other improvements	X	X
(f) Inadequate and outdated building density patterns		
(g) Falling lease rates per square foot of office, commercial, or industrial space compared to the remainder of the county or municipality		
(h) Tax or special assessment delinquency exceeding the fair value of the land		
(i) Residential and commercial vacancy rates higher in the area than in the remainder of the county or municipality.		
(j) Incidence of crime in the area higher than in the remainder of the county or municipality.		
(k) Fire and emergency medical service calls to the area proportionately higher than in the remainder of the county or municipality.		
(l) A greater number of violations of the Florida Building Code in the area than the number of violations recorded in the remainder of the county or municipality.		
(m) Diversity of ownership or defective or unusual conditions of title which prevent the free alienability of land within the deteriorated or hazardous area.		
(n) Governmentally owned property with adverse environmental conditions caused by a public or private entity.		X
(o) A substantial number or percentage of properties damaged by sinkhole activity which have not been adequately repaired or stabilized.		

Conclusions and Findings

The identified blight indicators impede revitalization and redevelopment. Through the process of redevelopment, the Bartow CRA can address impediments and resolve the blighting that still exists.

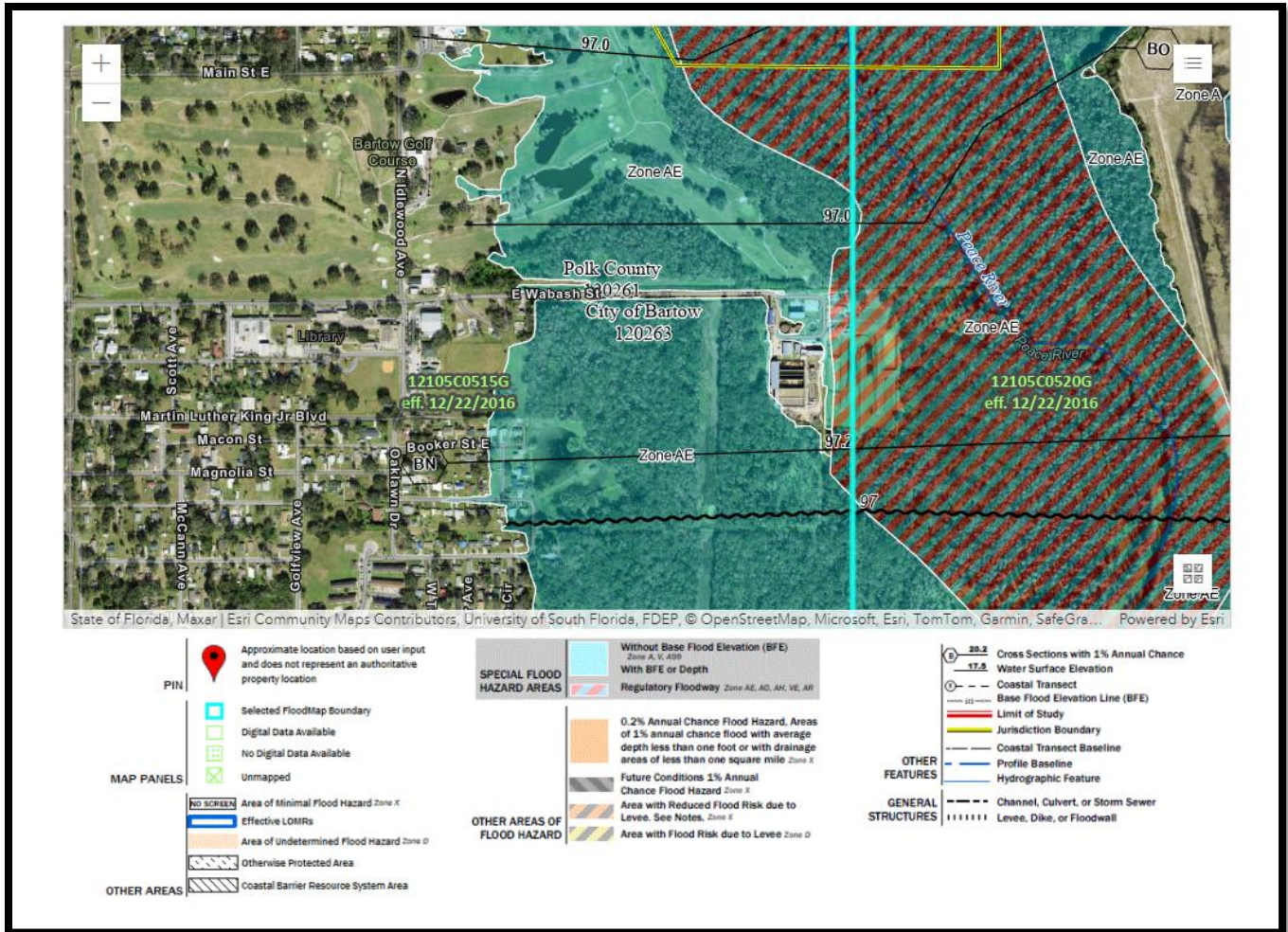
Findings conclude that the addition of the Carver Recreation Center and the Tuscan Masonic Lodge satisfy required conditions for Blight where two or more statutory factors are present:

Blight Conditions:

1. Predominance of defective or inadequate street layout, parking facilities, roadways, bridges, or public transportation facilities
2. Deterioration of site or other improvements
3. Governmentally owned property with adverse environmental conditions caused by a public or private entity.

Appendix

A) FEMA Flood Map



B) City of Bartow Emergency Declaration: Peace River Flooding

**CITY OF BARTOW
OFFICE OF THE MAYOR**

PROCLAMATION OF EMERGENCY AND ORDERS

AUGUST 13 2024

WHEREAS, Hurricane Debby made landfall in the State of Florida on August 5, 2024 as a Category 1 Hurricane, and distributed rains across the State of Florida in excess of 10 inches in some localized areas; and

WHEREAS, Polk County generally, and the City of Bartow specifically, received several days of rains and rainfall totals varying from 2 to 8 inches; and

WHEREAS, the Peace River receives the downstream flows from a variety of sources including Lake Hancock, the Peace Creek and its larger system of feeder watersheds, Bear Creek, and others.; and

WHEREAS, prior to Hurricane Debby, the Peace River was flowing at a fairly normal height as measured by the gauge located at the Hwy 60 canoe launch in Bartow, with said level being around 4.0 feet at that location; and

WHEREAS, as a result of the rains from Hurricane Debby and other seasonal rain activity, and the cumulative effect of the other watersheds feeding into the Peace River, the river is currently flowing at a level of 7.9 feet as of August 12, 2024. This level is considered “action stage” and is only 0.1 feet away from official minor flooding stage; and

WHEREAS, given that we are still relatively early in the peak stage of hurricane season, and we continue to see normal afternoon thunderstorm activity, it is reasonable to expect that the Peace River will reach the 8.0-foot level or higher at any time and will be considered to be at flood

stage at that point. It is estimated that even during normal seasonal rain activity, it could take up to two months for the river to return to “normal” flows and levels; and

WHEREAS, the City of Bartow has historically low-lying areas that are more significantly impacted by the water levels in the Peace River, which can result in street flooding, flooding around and even into homes, and the potential need for evacuation and other measures to ensure the safety of some local residents; and

WHEREAS, the City’s Wastewater Treatment Plant lies in close proximity to the Peace River and occasionally experiences the threat of high-water intrusion during times of river flooding. Protection of this facility and its network of lift stations and other critical infrastructure is of a high priority need to the entire City and its residents;

NOW, THEREFORE, I, TRISH PFEIFFER as Mayor of the City of Bartow, by virtue of the authority vested in me pursuant to Article II of Chapter 26 of the *Code of Ordinances of the City of Bartow* issue this Proclamation of Emergency and Orders to take immediate effect:

Section 1. Declaration of Civil Emergency

Based on the foregoing, which I find to be true, I declare a state of civil emergency to exist in the all areas in the City of Bartow due to the threat of flooding from the Peace River, pursuant to §§ 26-26(2) and 26-27 of the *Code of Ordinances of the City of Bartow*. Flooding from the waters of the Peace River is a threat to the physical safety of the citizens of Bartow, has the potential to inflict injury or death and has the potential to destroy property. I find that extraordinary measures must be taken to protect the public health, safety and welfare.

Section 2. Emergency Proclamation Orders

Pursuant to § 26-29 of the *Code of Ordinances of the City of Bartow*, I impose the following emergency measures:

(a) *Curfew on Pedestrian Movement*

There shall be no curfew imposed at this time, nor shall there be any restrictions upon pedestrian or vehicular movement throughout the City at the time of issuance of this Proclamation. However, the City may impose such restrictions in the future when the life, safety and welfare of the citizens warrants such measures. During any times of street flooding or heavy rains, motorists should take extreme caution when using the roads of the City and limit travel to the extent possible.

(b) *Restricted Areas*

I designate the City Manager as the agent of the Mayor for purposes of designating restricted areas of the City. I empower him to declare places of the City to be restricted to residents and those in the performance of official duties as the case may be, dependent upon the effects of the Hurricane and its winds.

(c) *General Restrictions*

Pursuant to the *Code of Ordinances of the City of Bartow*, for the duration of the state of emergency:

(1) No person shall consume any alcoholic beverages in a public street or place which is publicly owned or in any motor vehicle being driven or parked within the corporate limits of the city.

(2) No person shall carry or possess any rock, bottle, club, brick or weapon who uses or intends to use such object or weapon unlawfully against the person or property of another.

(3) No person shall enter any area designated as a restricted area unless in the performance of official duties or unless with written permission from the mayor or city manager or their duly designated representatives, or such person shall prove residence

therein.

(4) No person shall make, carry, possess or use any type of Molotov cocktail, gasoline or petroleum base firebomb or other incendiary missile.

(d) *Emergency Purchases*

Any purchases needed related to the threat of, or actual, flooding from the Peace River during the duration of this State of Emergency shall be considered emergency purchases under §2-285 of the *Code of Ordinances of the City of Bartow*.

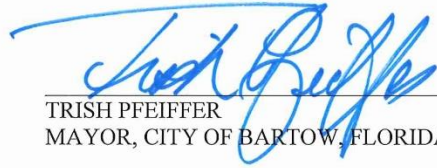
Section 3. Effective Period and Request for Extension of Emergency Proclamation Orders

Pursuant to § 26-32 of the *Code of Ordinances of the City of Bartow*, this Proclamation and Orders shall be effective for 72 hours after its execution, unless further extended by action of the City Commission. I formally request that the City Commission concur with this Proclamation and Orders by Resolution and extend its effect to and through Monday, August 19, 2024 at 6:00 PM, at which time the City Commission is scheduled to conduct its regular City Commission meeting and may take up further consideration of any necessary extensions of a State of Emergency.


Section 4. City Manager to Execute this Proclamation and Orders

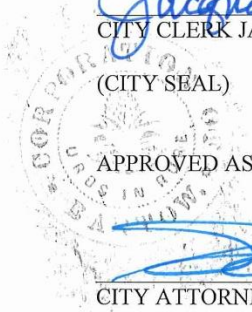
Pursuant to § 26-33 of the *Code of Ordinances of the City of Bartow*, the City Manager is directed to implement and execute this Proclamation and Orders, including any extension thereof authorized by the City Commission by Resolution.

In testimony whereof, I have hereunto set my hand at the City of Bartow, Florida this 13th Day of August, 2024 at 9:01 A.M.


TRISH PFEIFFER
MAYOR, CITY OF BARTOW, FLORIDA

ATTEST, a true copy:


CITY CLERK JACQUELINE POOLE
(CITY SEAL)



APPROVED AS TO FORM:

APPROVED AS TO SUBSTANCE:


CITY ATTORNEY SEAN R. PARKER


CITY MANAGER MIKE HERR

Legal Description/Parcel ID

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