Annual Budget
Fiscal Year 2021

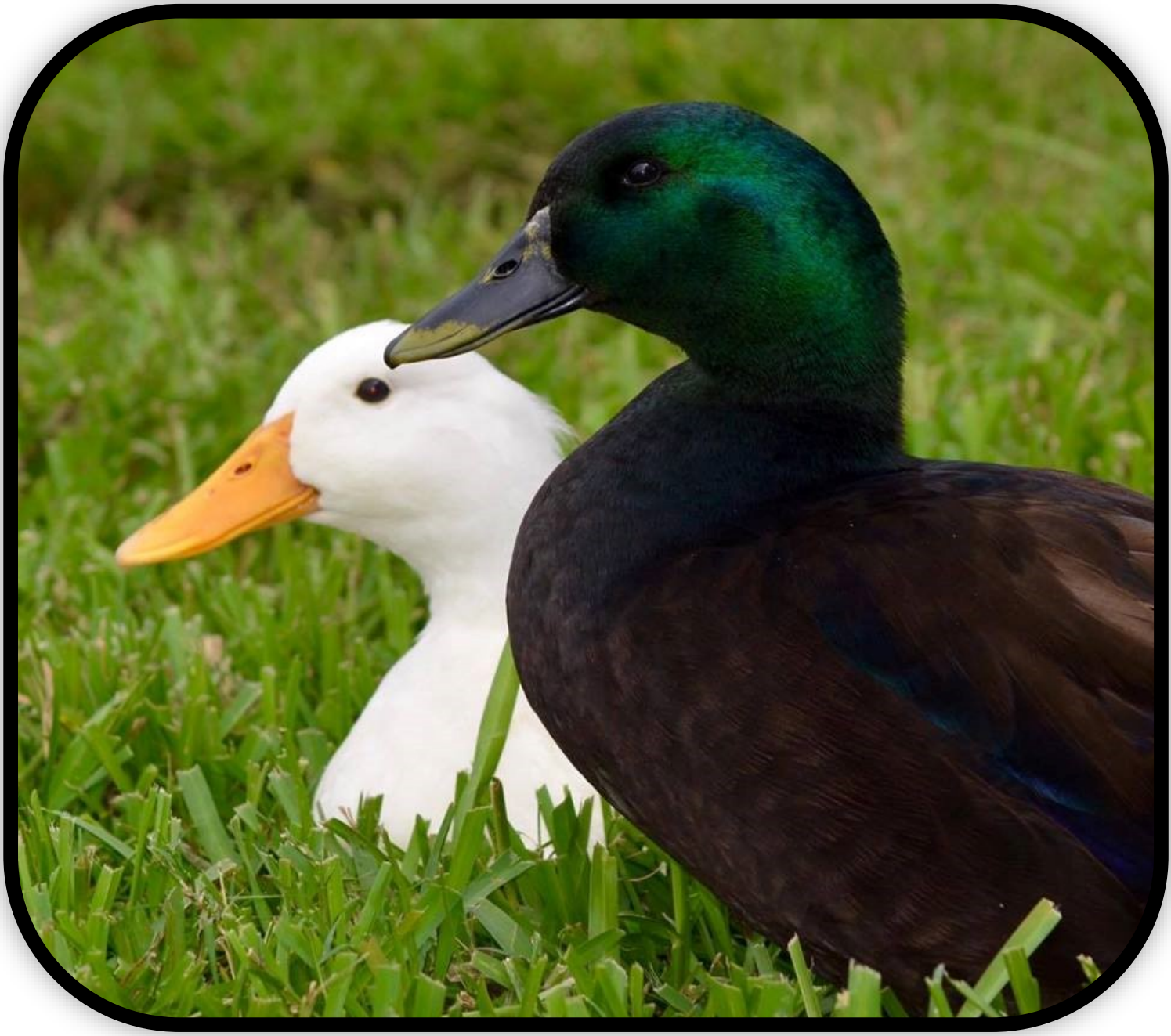


Photo Credit: Diane Devenezio Hagopian

City of Lakeland, Florida

City of Lakeland, Florida

Annual Budget

Fiscal Year 2021

In accordance with the Americans with Disabilities Act, this material is available in alternative formats upon request. Please contact our ADA Specialist, Jenny Sykes, at 228 S. Massachusetts Avenue, Lakeland, Florida, 33801, by email at Jenny.Sykes@lakelandgov.net, by telephone at (863) 834-8444, or by fax at (863) 834-8040. If hearing impaired, please contact the Local TDD numbers (863) 834-8333 or 1-800-955-8771 (TDD-Telecommunications Device for the Deaf) or the Florida Relay Service Number 1-800-955-8770 (VOICE) for assistance.

City of Lakeland Logo
www.lakelandgov.net

City of Lakeland, Florida
Annual Budget
Fiscal Year 2021

Vision
Lakeland - a vibrant, innovative, culturally inclusive world-class community.

Mission
A community working together to achieve an exceptional quality of life.

Seated: Commissioner Stephanie Madden, Mayor Bill Mutz, Commissioner Sara Roberts McCarley. Standing: Commissioner Chad McLeod, Commissioner Phillip Walker, Commissioner Bill Read, Commissioner Scott Franklin

Tony Delgado
City Manager

Shawn Sherrouse
Deputy City Manager

Emily Colon
Assistant City Manager

For more information, or to download copies of our Annual Budget and supporting documents, please visit our City of Lakeland Website (https://www.lakelandgov.net).

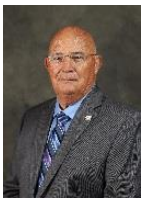
Lakeland City Commission

H. William "Bill" Mutz
Mayor
William.Mutz@lakelandgov.net
Term Expires: 12/31/2021

Phillip Walker
Commissioner, Northwest
Phillip.Walker@lakelandgov.net
Term Expires: 12/31/2024

Stephanie Madden
Commissioner, At-Large
Stephanie.Madden@lakelandgov.net
Term Expires: 12/31/2021

Sara Roberts McCarley
Commissioner, Southwest
Sara.Mccarley@lakelandgov.net
Term Expires: 12/31/2021



Bill "Tiger" Read
Commissioner, Northeast
Bill.Read@lakelandgov.net
Term Expires: 12/31/2024

Scott Franklin
Commissioner, Southeast
Scott.Franklin@lakelandgov.net
Term Expires: 12/31/2021

Chad McLeod
Commissioner, At-Large
Chad.McLeod@lakelandgov.net
Term Expires: 12/31/2024

Commission members are elected in odd years for four-year staggered terms. The City Commission meets on the first and third Monday of each month at 3:00 p.m. in the City Commission Chambers located in City Hall.

City of Lakeland Commissioner Districts

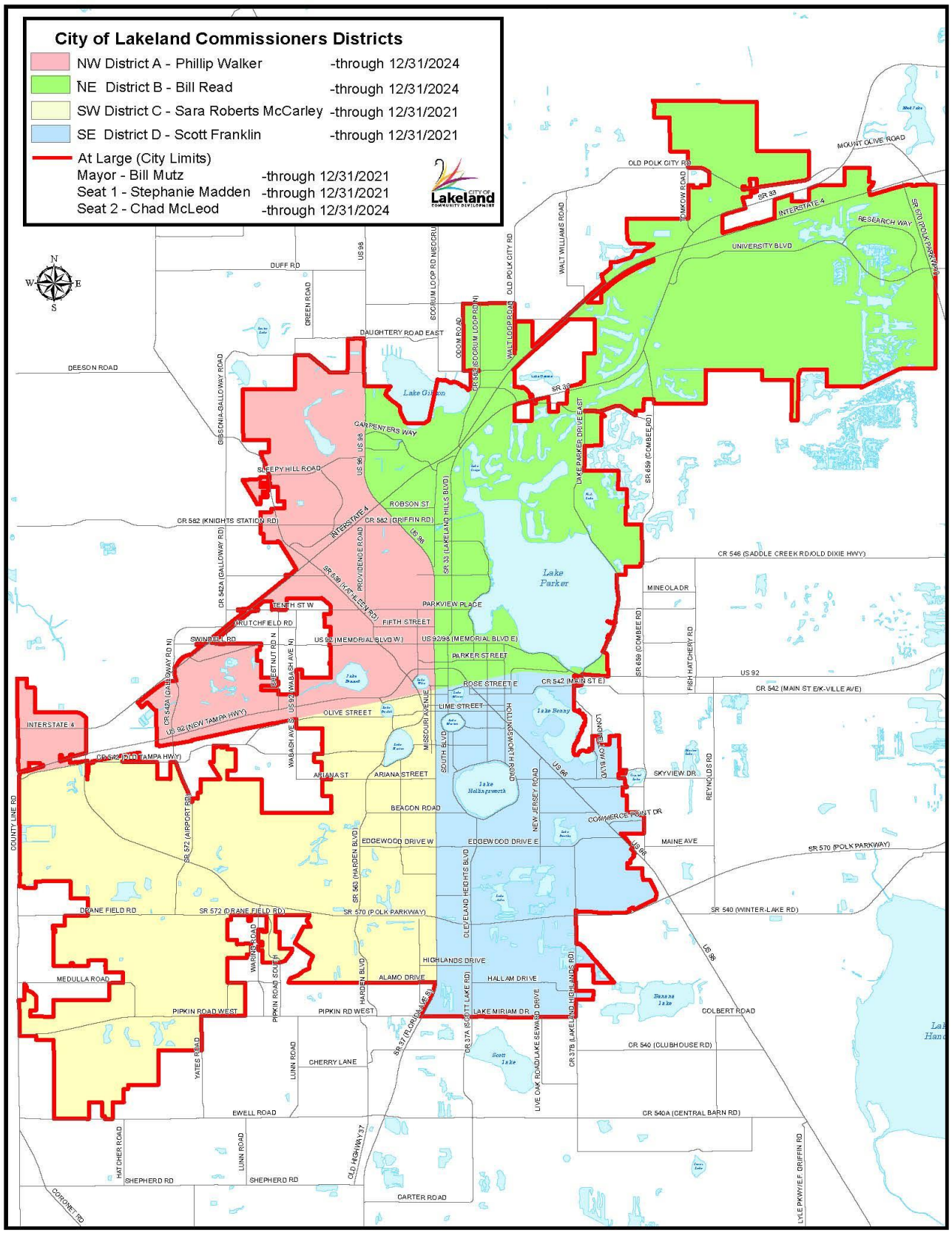


Figure A-1: Map of City Commission Districts inside Lakeland City Limits

City of Lakeland Contact Information

Website: www.lakelandgov.net

Mailing Address
Lakeland City Hall
228 S. Massachusetts Avenue
Lakeland, FL 33801

Area Code: 863
Contact Telephone Numbers

Fire/Medical/Police Emergencies	911
Main Switchboard	834-6000
Airport	834-3294
Box Office - RP Funding Center	834-8111
Building Inspections	834-6012
Business Tax Receipts	834-6024
Cemeteries	834-3287
City Attorney	834-6010
City Clerk	834-6210
City Commission	834-6005
City Manager	834-6006
Cleveland Heights Golf Course	834-4653
Code Enforcement	834-6251
Communications	834-6264
Community and Economic Development	834-6011
Customer Billing/Finance	834-8276
Customer Service/Lakeland Electric	834-9535
Finance	834-6200
Fire Department	834-8200
Human Resources/Civil Service	834-8790
Lakeland Electric Administration	834-6544
Lakes and Stormwater	834-6276
Library	834-4280
Neighborhood Services	834-6251
Parking Services	834-6303
Parks and Recreation	834-6035
Police Department	834-6900
Public Works	834-6040
Purchasing	834-6780
Risk Management	834-6799
Solid Waste	834-8773
Water Utilities	834-8316

Distinguished Budget Presentation Award

The Government Finance Officers Association of the United States and Canada (GFOA) presented a Distinguished Budget Presentation Award to City of Lakeland, Florida for the Annual Budget beginning October 1, 2019**.** To receive this award, a governmental unit must publish a budget document that meets program criteria as a policy document, as an operations guide, as a financial plan and as a communications device.

This award is valid for a period of one year only. We believe our current budget continues to conform to program requirements, and we are submitting it to the GFOA to determine its eligibility for another award.

GOVERNMENT FINANCE OFFICERS ASSOCIATION

Distinguished
Budget Presentation Award

PRESENTED TO

City of Lakeland
Florida

For the Fiscal Year Beginning

October 1, 2019

Christopher P. Morrill

Executive Director

Figure A-2: GFOA Distinguished Budget Presentation Award

Using the Annual Budget

We have made every effort to make this book as easy as possible to read, but we understand how difficult it can be to find what you are looking for in such a complex document. To make your search easier, we have provided several tools to help you find what you need.

Organization of This Book

The Annual Budget is divided into seven sections:

Introduction: Contains the Table of Contents, the City Manager's Letter of Transmittal, Organization Chart, the City's Vision, Mission, and Values a brief history of the city.

Budget Overview: A discussion of the Budget Highlights for the new fiscal year, financial policies, and the Budget Process Overview.

Long-Range Planning: The analysis and data that went into the development of the budget, specifically our planning and forecasting activities.

Performance Management: Performance and service data from the Strategic/Business Operating Plan and Performance-Based budgets for all departments.

Line Item Budget: Detailed accounting of each fund.

Capital Improvement Plan (CIP): Provides the City's 10-year CIP and projected funding along with a comprehensive look at projects and their operating impact.

Supplementary Information: Miscellaneous information regarding principal taxpayers, property tax rates/revenues and departmental tables of organization. A useful list of abbreviations and acronyms used in the book and a Figure Index, as well as a Glossary of the terminology used that is either technical in nature or unique to the City of Lakeland.

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City Manager's Letter

CITY MANAGER'S OFFICE
228 S Massachusetts Ave
Lakeland, FL 33801-5086

ANTHONY J. DELGADO
City Manager
863-834-6006

September 17, 2020

Honorable Mayor and City Commissioners:

Submitted herewith for your consideration is the City of Lakeland Fiscal Year (FY) 2021 Annual City Budget, including the 2021-2030 Capital Improvement Program Budgets. These documents comprise the financial, operational, performance management and capital plans prepared by the Administration following direction received at the Mayor and City Commission's Annual Strategic Planning Retreat and Budget Workshops held earlier this year. This represents the fifth annual budget I have had the honor to prepare with City staff for your consideration as City Manager. As I retire prior to the start of the 2021 Fiscal Year, I am honored to have been given the opportunity to work with the outstanding team of public servants who administer the services and programs to the residents and businesses of the City of Lakeland and our service territory. As you are aware, the annual budgeting process was extremely challenging this past year as the City Commission addressed the fiscal realities of the changing landscape of economic conditions due to the impacts of the pandemic and social challenges effecting the nation and our State. As general government services as well as the evaluation of new initiatives and stakeholders' needs aimed at bettering the quality of life in our community remain first and foremost on the City Commission's agenda, the fiscal realities required an austere and conservative approach to creating the Fiscal Year 2021 General Fund Budget. These decisions required both the Commission and staff to balance fiscal realities with the collective expectations of our constituents for exceptional municipal services and their associated costs.

Lakeland's Budgeting Process

The City has been operating and refining its innovative Strategic Operating Plan (SOP) since its development 15 years ago. The SOP is not only intended to be a statement of Lakeland's goals, values and desired outcomes that articulate what the community strives to attain, but also serves as the foundation on which the municipal organization can best align our programs, policies, procedures, human capital and resources in a coordinated fashion in support of the community's shared vision. Furthermore, Lakeland has implemented a Performance Budget that is designed to be easier for the reader to understand the true costs of the various municipal services we provide, regardless of the department or departments that ultimately provide these services. The Performance Budget allows the reader to focus on the costs of the services, the level of staff required to deliver the services as well as any revenues that are directly attributable to highlight net costs. This practice is significantly different than most municipal budgets that are presented in a historical department-based format which makes understanding the budget difficult, if not impossible

City Manager's Letter

The FY 2021 Annual Budget was created using the following budget parameters:

- Maintain, at minimum, 45 to 60 days cash-on-hand. Fiscal Year 2021 has been established with a Days Cash on hand of 73 days.
- Maintain the millage rate to 5.4644 mills.
- Maintain controllable costs with no increase for FY 2021.
- Lakeland Electric dividends to the City are budgeted to decrease $800,000 as a result of a decline in load volumes due to the recession.
- No Across-the-Board Pay Adjustment or Merit (for those who are eligible and not subject to collective bargaining).
- No increase in the Health Insurance rates for the City or employee members for the upcoming year.

FY 2021 Strategic Initiatives

As part of the City's SOP development for FY 2021, strategic objectives and initiatives were identified which focus on emerging issues requiring attention in the upcoming year. The City Commission authorized the inclusion of the following highlighted initiatives in the development of the Budget with the understanding that major de-appropriations were required impacting the initiatives and projects to be included. Regardless of the necessity for austere development of the Fiscal Year 2021 General Fund budget, the City Commission maintained its commitment to developing programs to facilitate Affordable Housing and master planning of the West Lakeland development area. Additionally, the Commission identified 8 key strategic planning platforms that will be the foundation for future short and long-term planning and funding efforts.

Strategic Planning Target Areas

1. Infrastructure
2. Economic Development
3. Affordable Housing
4. City Hall Communication
5. Catalyst Funding
6. Parks and Recreation
7. Resiliency Planning
8. Public Safety

Affordable Housing Strategic Initiative: Partner with developers to create affordable housing through incentives, infrastructure and land leveraging funds to promote affordable housing partnerships through the Midtown Community Redevelopment Agency and General Fund totaling $500,000.

Catalyst Funds Strategic Initiative: Prepare consolidated master plan linking development and infrastructure projects between West Lake Wire and Lake Beulah and establishing gateways that include RP Funding Center and Bonnet Springs. Develop a Masterplan and renderings of the West Lake Wire and Lake Beulah area utilizing $75,000 from available Catalyst funds.

Environmental and Utility Services Program

- The previously approved Water and Wastewater rates were reviewed in July 2020. The rates will be adjusted in FY 2021 by 2.5% for Water and 2.5% for Wastewater as well.

- There is a continued commitment that Water Administration, Finance and the City Manager's Office will review plans annually for opportunities to adjust proposed rates as appropriate.

Description	Current 2020	Proposed 2021	Proposed 2022	Proposed 2023
Water System	4.5%	2.5%	2%	2%
Wastewater System	2.5%	2.5%	2%	2%
Residential Water and Wastewater Bill – 8,000 Gallons	$81.60	$83.70	$85.43	$88.93
Proposed Increase per Bill - $		$2.10	$1.73	$1.74
Proposed Increase per Bill - %		2.6%	2.1%	2.0%

Figure A-3: Water and Wastewater Rates for 2020 Through Projected 2023

FY 2021 Revenues by Source

The FY 2021 proposed budget of $605,022,895 identifies that Charges for Services continue to provide the lion's share of the City's revenues (Utility Fees, Program Charges and User Fees, etc.). The property tax millage (5.4644 mills) accounts for approximately 8% of the overall revenues.

Sources	Revenues
Charges for Services	$417,306,171
All Other Revenue	32,759,751
Public Service, Communication, and Gasoline Taxes	30,135,142
Intergovernmental	34,474,849
Property Taxes	46,274,355
Licenses and Permits	4,347,822
Prior Year Surplus	39,724,805
Total Revenues	$605,022,895

Figure A-4: Revenue Sources List

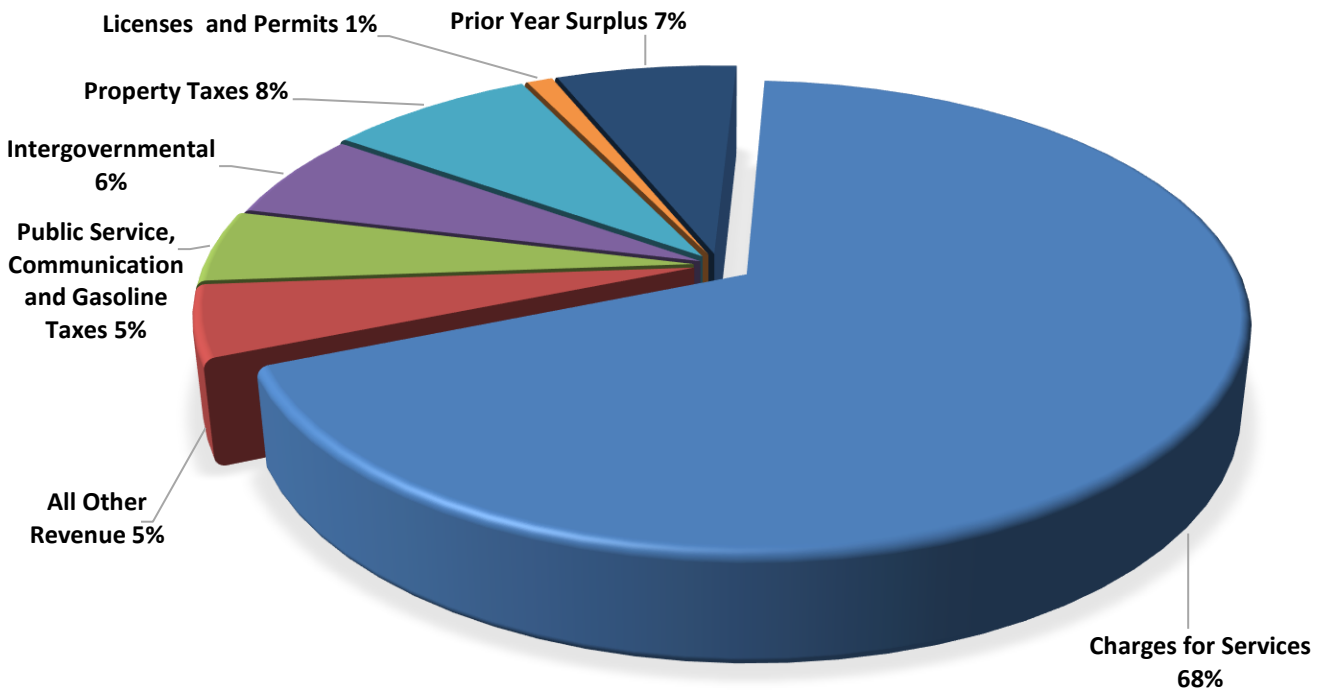


Figure A-5: Revenues by Source Pie Chart

FY 2021 Expenses by Account

Personnel costs make up the largest category of expenses. Providing the municipal services our community has become accustomed to is, for the most part, an employee-driven endeavor. We are certainly unique in some respects due to the number of specialized areas of service requiring high-skilled and technical labor (electric utility, water/wastewater utilities, airport operations, engineering, planning, and development services).

Account	Expenses
Fuel and Purchased Power	$114,166,207
Personnel	177,834,166
Capital Outlay	105,691,237
Debt Service	64,925,980
All Other Operations and Maintenance	17,866,249
Internal Service Charges	58,377,841
Professional and Contractual	42,847,425
Utilities	13,407,994
Insurance and Fixed Charges	9,905,796
Total Expenditures	**$605,022,895**

Figure A-6: Expenses by Account

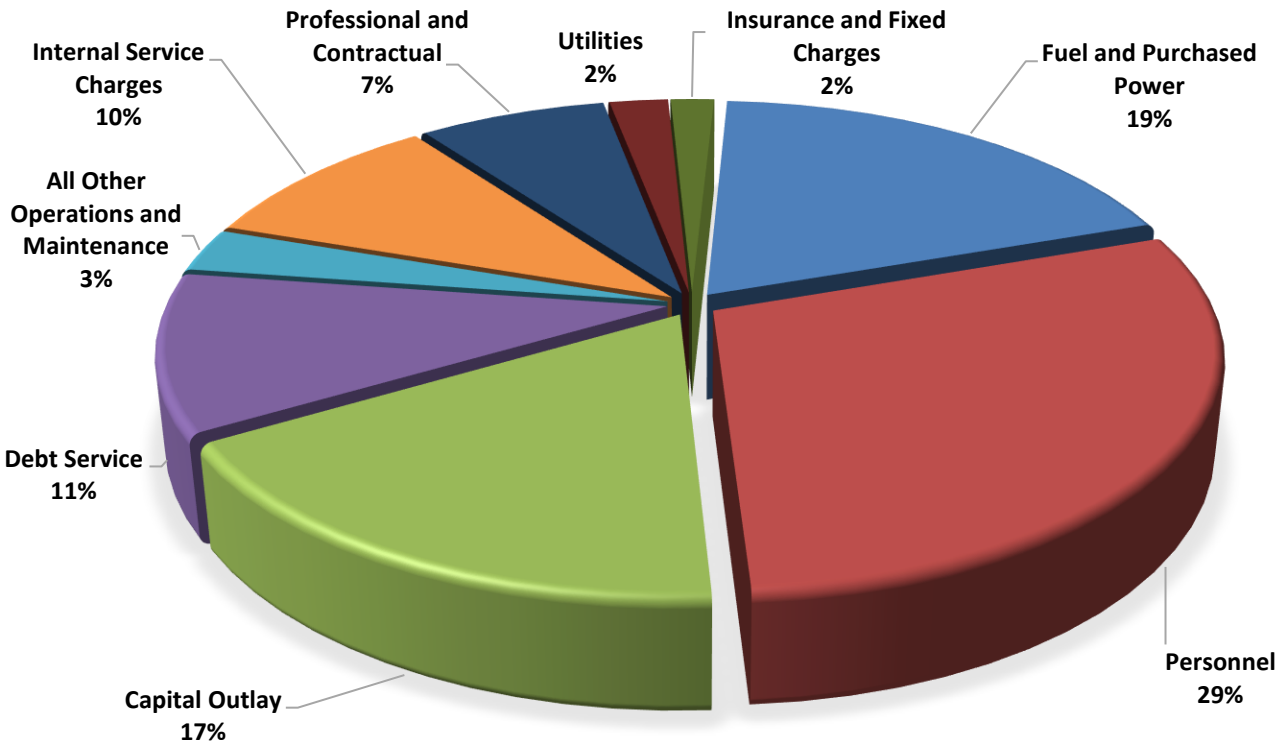


Figure A-7: Expenses by Account Pie Chart

FY 2021 Property Values

The current millage rate of 5.4644 mills provides the General Fund approximately $788,000 in new construction revenues and $2.3M in increased property tax revenues for FY'21. The estimated gross taxable value of all properties in the City is $7.45B. This equates to a tax levy of $40,688,831 for FY 2021.

Fiscal Year	Millage
2012	4.1644
2013	4.6644
2014	4.6644
2015	4.6644
2016	5.5644
2017	5.5644
2018	5.5644
2019	5.4644
2020	5.4644
2021	5.4644

Figure A-8: List of Millage Rates for the Last 10 Years

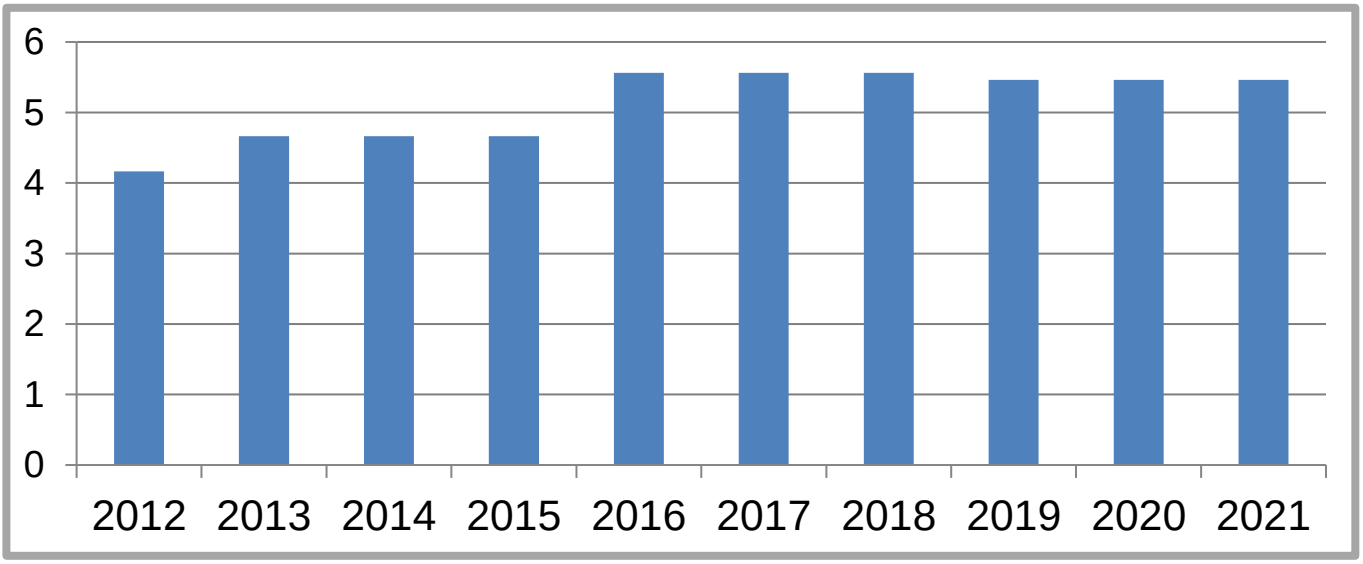


Figure A-9: Millage Rate Bar Graph

FY 2021 General Fund Revenues

A quick review of General Fund revenues shows that property taxes provide 29% of the overall revenues associated with the proposed $132,401,007 General Fund budget. Utility dividends again prove to be an important and integral part of the revenue base at 31%.

Source	Revenues
Property Taxes	$38,803,196
Utility Dividend	40,992,118
Charges for Services	5,556,356
Grants	1,892,434
Utility Taxes and Franchise Fees	15,931,227
State Shared Revenues	8,899,715
Licenses and Permits	1,725,440
Fines and Forfeits	2,384,289
All Other	9,706,708
Prior Year Reserves	6,509,524
Total Revenues	**$132,401,007**

Figure A-10: General Fund Revenues

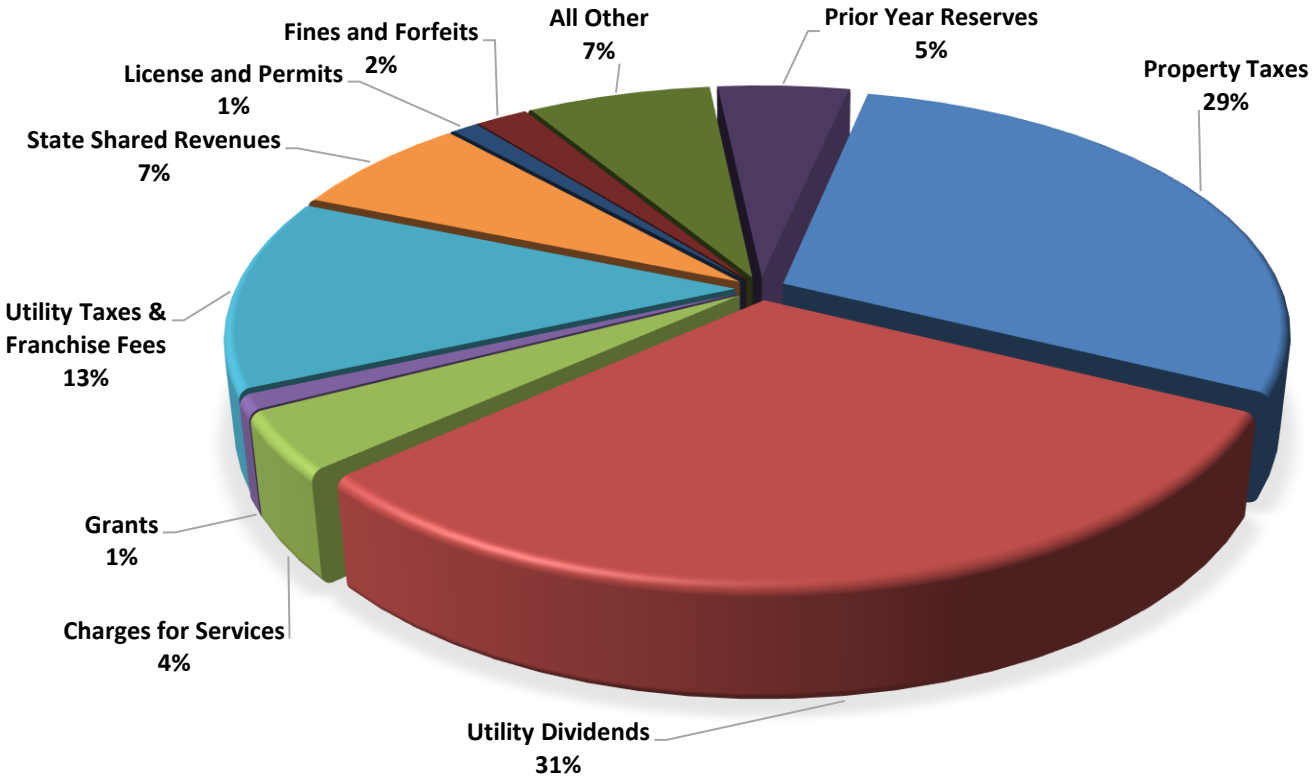


Figure A-11: General Fund Revenues Pie Chart

FY 2021 General Fund Expenses

Municipalities are, by their nature, service providers to the community, therefore, personnel costs continue to be the primary cost-driver for the City. Police, Fire, and Parks and Recreation operations make up 72% of the overall General Fund expenditures, in line with previous budget years.

Department	Expenses
Police	$45,235,826
Fire	21,931,297
Public Works	7,449,509
Parks and Recreation	27,295,403
Debt Service	184,796
Capital Outlay	265,993
Community and Economic Development	4,948,808
General Government	7,364,413
Street Lighting	4,362,066
All Other	13,362,896
Total Revenues	**$132,401,007**

Figure A-12: General Fund Expenses

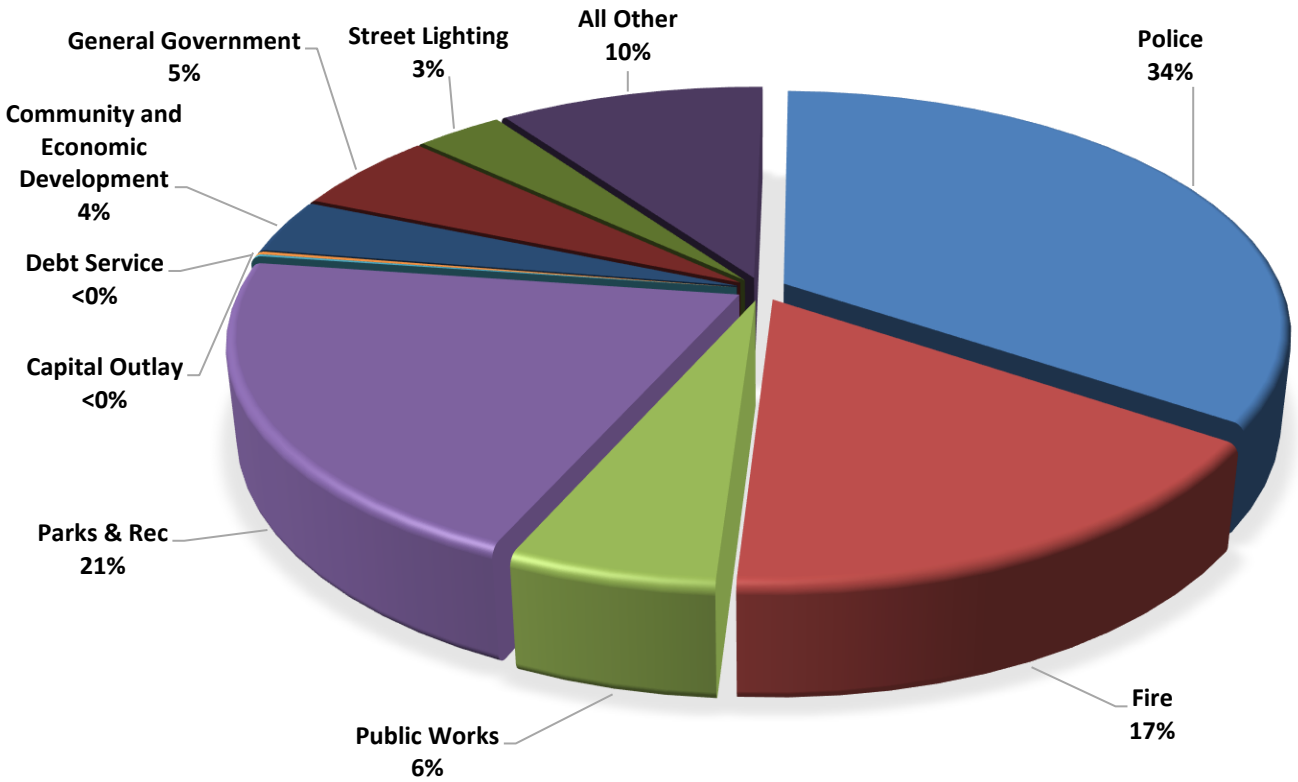


Figure A-13: General Fund Expenses Pie Chart

Comparative Annual Cost of Services

A comparative look at annual costs of services (with those municipalities we have annually compared ourselves to, who provide electric service as a generator or distributor, a sister community within the I-4 corridor and/or county seat) continues to provide data that Lakeland maintains a fair and true level of affordability. Based on average fees, property tax, and sales and utility taxes, services provided by the City cost roughly just under $4,500 on average per household.

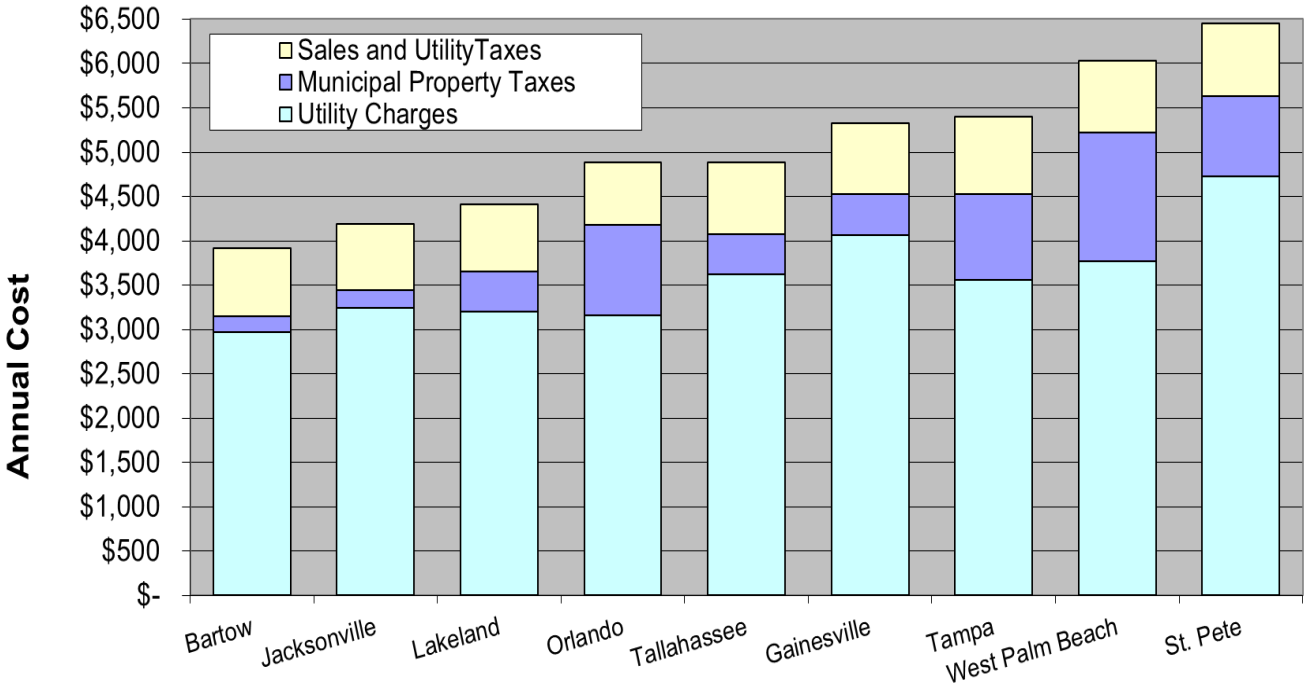


Figure A-14: Comparative Annual Cost of Services Chart

Conclusion

The format of the FY 2021 Annual Budget Book builds upon the success of the organization's previous Budgets that have received the Government Finance Officers Association (GFOA) Distinguished Budget Presentation Award in recognition of its layout, planning, content, and overall presentation. The award is noteworthy in that it is bestowed on only a small percentage of public organizations. The annual budget process which fully incorporates the City's Strategic Planning process, with the yearly allocation of financial resources, represents an excellent opportunity for the City Commission, staff, and residents to review the delivery of municipal services, in comparison to our effectiveness, to accomplish the collective desires of the community. We believe readers will continue to find the City's user-friendly Budget Document effectively serves as a reference throughout the year and as both a financial tool and operations guide.

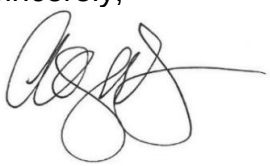
City Manager's Letter

In reviewing the Program Budget, the concept of total operating expenditures versus traditional General Fund expenditures should always be kept in mind. The property tax rate and other taxes and dividends primarily cover expenditures for the General Fund (which includes many of the traditional governmental services which do not have user fees such as Police, Fire, Planning and general government), and excludes those user fee-based costs attributable to Enterprise Operations (Lakeland Electric, Water and Wastewater, Solid Waste, Airport, and The RP Funding Center Funds), Special Revenue Funds (Community Development, Stormwater and the Lakeland Community Redevelopment Funds) or Capital Project Funds (Transportation and Public Improvement Funds). The Public Improvement Fund pays for deficiencies in some funds such as the General Fund and the RP Funding Center Fund through a transfer. Together, except for the Internal Service Funds (Fleet Management, Risk Management and Purchasing, Information Technology, and Facilities Maintenance Funds) and the allocation of Administrative Services, these expenses comprise the operational budget.

The development of this budget document continues the efforts and foundation to allow the departmental staff to take on a greater role in developing the processes and identifying funding options associated with the budget, while allowing the City Commission to concentrate on evaluating initiatives, projects (short and long-term) and larger policy goals associated with developing the annual budget. I am proud of the work the City of Lakeland's Administration Team has accomplished this past year and anticipate even greater levels of transparency and community interaction into the future as the budget process continues to be refined. Our organization has weathered a litany of economic and operational obstacles over the last year and we have successfully navigated through significant environmental challenges, community stakeholder requests for assistance, a resurgence in economic development and the continued emphasis of a customer-centric philosophy that will provide for greater community involvement and create public-private partnerships.

I would like to thank the City Commission for the hard work spent in retreats and departmental workshops to better understand the budget drivers and provide input so that the document is reflective of your collective direction. I would also like to take this opportunity to specifically recognize the dedication of the City of Lakeland's talented municipal workforce as they deliver an extensive array of municipal services for residents with enthusiasm and pride on a daily basis. Many of these employees have provided their time and talents in the preparation of this annual document and I truly appreciate and thank them for their commitment to the continuous evolution and enhancement of the City's budgeting process during these uncertain economic conditions and changing landscape of our community.

Sincerely,



Anthony J. Delgado
City Manager

Organizational Chart

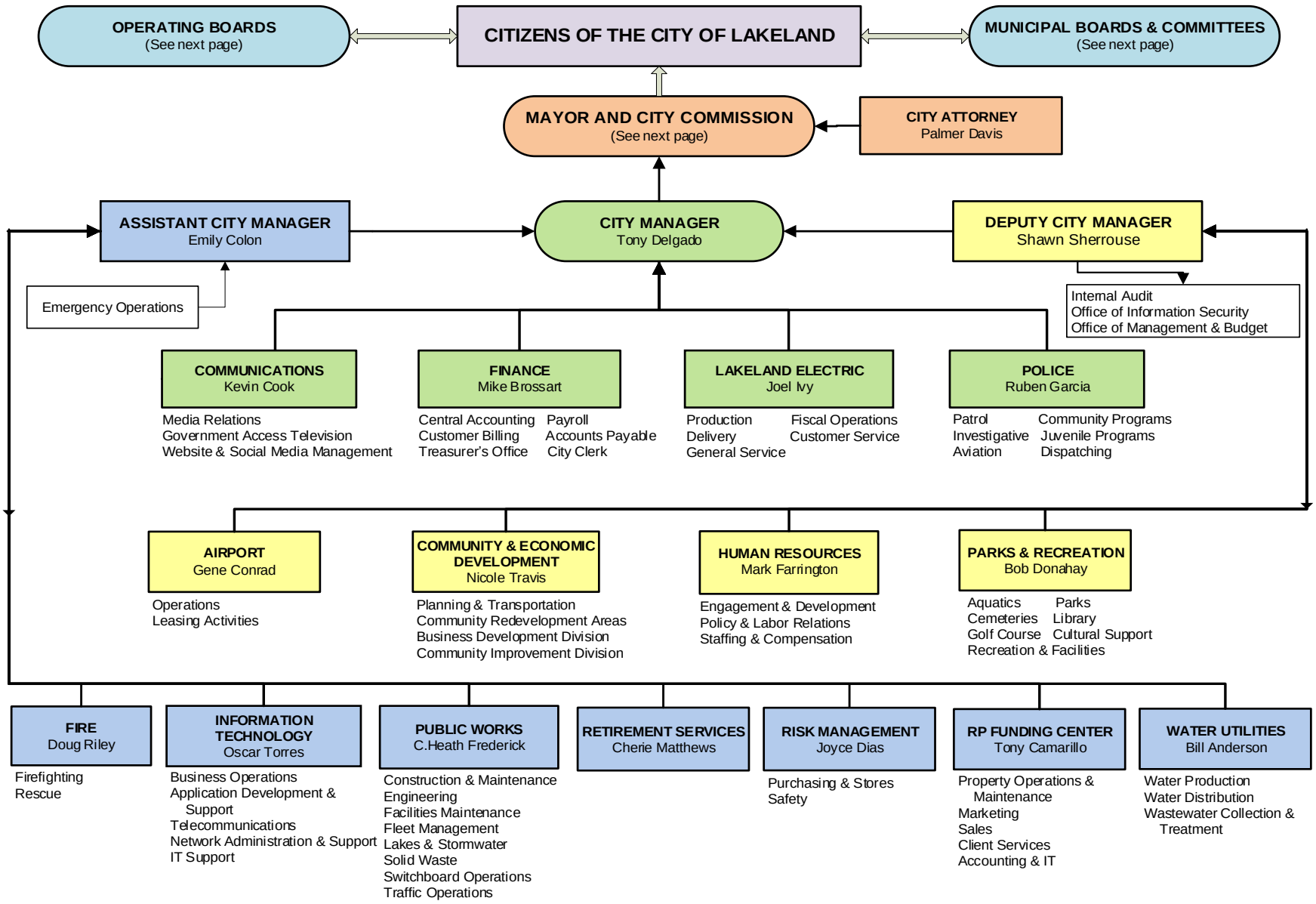
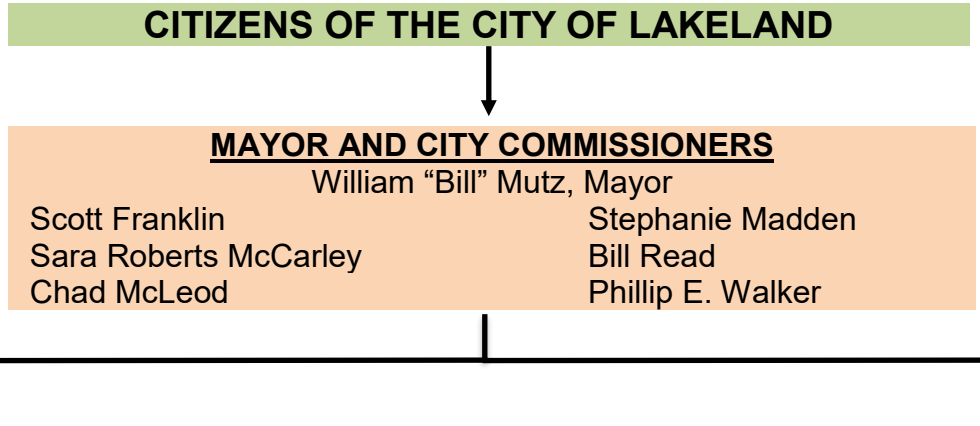


Figure A-15: Organizational Chart

Organizational Chart



REGIONAL OR PROFESSIONAL ASSOCIATIONS

Airport Advisory Board
American Public Power Association, Policy Makers Council
Central Florida Development Council
Central Florida Regional Planning Council
Community Redevelopment Area
Enterprise Zone Development Agency
Florida League of Cities
International City/County Management Association
Lakeland Area Mass Transit District
Lakeland Chamber of Commerce
Lakeland Downtown Development Authority
Lakeland Economic Development Council
Lakeland Sister Cities, Inc.
Lakeland Vision
National League of Cities
Orlando Economic Partnership - Congress of Leaders
Polk County Tourism and Sports Marketing
Polk Regional Water Cooperative Committee
Sun n' Fun Board of Directors
Transportation Planning Organization

MUNICIPAL BOARDS and COMMITTEES

Affordable Housing Advisory
Affordable Housing Review
Airport Advisory Board
Beautification Board
Citizen's Advisory Committee
Civil Service Board
Code Enforcement Board
Community Redevelopment Area Advisory Board
Employees Pension Board
Firefighter's Pension Trust—Board of Trustees
Historic Preservation Board
Housing Authority Board
Nuisance Abatement Board
Planning and Zoning Board
Police Officer's Retirement Fund
Public Employee Relations Commission
Utility Committee
Zoning Board of Adjustment and Appeals

Vision, Mission, Values

Vision

Lakeland - a vibrant, innovative, culturally inclusive world-class community.

Mission

A community working together to achieve an exceptional quality of life.

Core Values

Core Values are the guiding principles utilized by the elected officials and staff of the City to carry out our duties and obligations in service to the citizens.

Social Responsibility

We will enhance the quality of life for all our citizens through partnerships and programs that embrace cultural diversity, safety, and community involvement.

Leadership

We will lead by example, learn from the past, provide direction for the present, and plan for the future.

Integrity

We will conduct ourselves in an honest and ethical manner to earn the trust of employees and citizens.

Commitment to Excellence

We will achieve measurable success and continuous improvement through investment of resources, a focus on efficiency and accountability, and high expectations for quality.

Empowered Workforce

We will cultivate a work environment which offers employees the authority to act through supportive leadership, mutual respect, trust, personal responsibility, and open communication.

Diversity

We will utilize our ethnic, cultural, gender, and experiential differences to encourage participation, opportunity, equality, respect, and responsiveness to our community.

Quality of Life Goal

Provide quality public spaces, deliver superior municipal services, and support arts, education, recreation, and wellness.

Strategies:
Provide outstanding public safety response and prevention services

Include police presence at recreational areas, street level, crime prevention through environmental design, safe neighborhoods, safe places for kids, and pedestrian safety. Provide fire services with rapid response times for emergency services.

Enhance mobility options throughout the City

Include traffic controls congruent with new developments and transportation for seniors.

Provide outstanding (safe and reliable, clean and green) utility and environmental services

Includes utility and environmental services that residents expect the City to provide in exchange for the taxes they pay. Basic utility services include Solid Waste, Water, Wastewater, Stormwater, and Electric. Being clean and green refers to the manner in which we provide these services. Clean and green includes being environmentally friendly and ensuring our methods preserve human health and environmental quality.

Promote arts, culture, life-long learning, and active, healthy lifestyles

Partner with art/cultural organizations in support of public art, arts in public schools, historic and new architecture promotion, and in celebrating diverse cultural activities.

Support Lakeland Vision and Polk Vision in their efforts to elevate our school system, involve parents in education, provide educational opportunities at varying levels, career training, and the continuation of city/school board projects.

Continue to work with major medical service providers and encourage city/business wellness programs and incentives. Continue to support affordable housing in safe neighborhoods, the Housing and Urban Development Plan to address homelessness, more accessible/affordable mental healthcare, and struggling families.

Include affordable recreation aimed at cultivating quality events which bring people together and downtown activities which cultivate a vibrant nightlife. Focus on a place where people can “work, live, and play” in one community.

Communication Goal

Develop an informed and engaged community.

Strategies:

Respond to all customer inquiries in a responsive, efficient, professional, and courteous manner

Provide an easy access government, which involves and engages citizens by pushing communications to all segments of our community as we provide more open forums for dialogue.

Provide accurate and timely information

Be accountable to the public by sharing our performance goals and progress, citizens/employees - shared vision, goals, and transparency.

Maximize use of social media to increase real-time communications to inform and engage citizens

Include online surveys for public opinion, embrace new forms of technology to communicate with public, one-stop-shop for information (website) for citizens and residents, updated Lakeland Government Network (LGN) programming, improve/upgrade our websites, and utilize all available media means to inform the community.

Economic Opportunity Goal

Create and encourage inclusive, lasting environments that grow, attract, and retain a creative, talented, educated, and technically qualified workforce.

Strategies:
Attract and support high-skill, high-wage, and high-technology jobs

Draw new companies to the area. Bridge workforce loss in current economy to meet aging workforce challenge, develop stronger relationships and understanding with workforce resources, and maintain employment opportunities for all educational levels. Increase the level of understanding of our economic opportunities to our "hard to reach" and "under-served" community sectors and continue to provide access to City employment. Provide programs to tap into semi-retired "aging boomers" who still want to contribute.

Promote Lakeland as a regional center with a vibrant mix of high quality residential, retail, professional, civic, and entertainment options

Continue to focus on the "core" downtown by acquiring property. Develop land by the RP Funding Center. Encourage mixed-use developments and establish green zones downtown. Focus on downtown residential, encourage interesting retail and more mixed-use to support downtown retail and office employment.

Participate with economic partners, creating business opportunities and aligning regional interests

Continue our strong partnership with the Lakeland Economic Development Council, building partnerships regionally and strengthening our Tampa Bay partnerships. Develop partnerships amongst educational institutions and promote joint projects with Polk County. Focus on public/private partnerships and support global networking partnerships within aligned regions.

Collaborate with business and tourism partners to grow and sustain the economic environment

Promote area economic development initiatives by improving the connection between education, training, and business recruitment. Establish business development initiatives improving our processes focused on providing more targeted service.

Foster an inclusive and diverse environment that encourages entrepreneurial ventures

Promote expansion of healthcare/community options for the growing "boomers" segment of the population. Establish strong arts support and related creative class amenities such as the availability of diverse housing, education, and lifestyle opportunities.

Fiscal Management Goal

Develop and effectively manage financial resources.

Strategies:

Continually monitor and evaluate business practices for cost effectiveness and efficiency

Create core business enhancements with good environment of internal controls and best management practices while meeting/exceeding customer expectations.

Maintain financial stability by aligning resources to both municipal services and regulatory requirements

Align financial resource allocations with priorities, effectively redirect financial resources from ineffective uses to more effective and appropriate ones, maintain a conservative, responsible long-term financial plan, and invest/fund critical services of City government.

Maintain transparency in financial and operational reporting

Collect and charge true cost of services, improve productivity per employee, and apply technology.

Growth Management Goal

Ensure planning and infrastructure results in quality development and safe, attractive neighborhoods.

Strategies:
Maintain diverse, safe, attractive neighborhoods throughout the City

Set adequate construction codes and equitable enforcement. Encourage a variety of housing types including affordable housing. Ensure that community gathering places are safe and there is safe access to schools and parks for our children.

Plan and direct investment in infrastructure necessary for growth and redevelopment

Establish balance in the control mix of land use, bring neighbors and the City together as partners, use competitive utility service pricing, promote cross jurisdictional cooperation, and encourage infill. Plan smart so that growth does not consume reserve capacity or degrade service levels.

Effectively align resources to changing environments including green initiatives

Continue to enhance the identity and character of all neighborhoods, supporting a high quality of life in Lakeland. Coordinate services with public/private and other governments that consider citizens' desires and supports sustainable communities.

Provide reliable and sustainable infrastructure

Support broader collaboration with community stakeholders, conduct a cost benefit analysis on all proposed regulation, treat cost as a prime factor for all new infrastructure, and continue to support both short-term and long-term maintenance.

Governance Goal

Provide for responsive and responsible governmental service.

Strategies:

Provide services required by Federal, State, and Local laws or policies, or which meet an accreditation or industry standard

With focus on policy review committee/process, consistency of services and occupational safety.

Provide desired internal services based on customer's priority and availability of funding

Be open to new ideas and proactive in looking for those ideas, oversight, and support of performance management system, cost-effective business practices; ensure that overhead costs are efficiently managed and are effective in providing support and eliminate service duplications.

Foster a work environment that includes City Core Values and enriches, informs, encourages, and engages all employees to achieve their individual and collective potential

Ensure that procedures are in place in each department to keep all employees properly informed, provide engagement activities which motivate and encourage employee involvement. Make the best use of technology and make expectations for all associates clear. Practice responsible, citizen-focused, values driven accountability and specify decision-making authority.

Utilize best practices for timely decisions, transparency, and fiscally accountable governance

Focus on internal processes to support citizen-facing goals, in-touch with the needs of the public, strategic and long-term planning, great communication of roles and responsibilities.

Lakeland at a Glance

135 Years Old
Incorporated January 1, 1885

110,494 Citizens
Approximate Population

74.85 Square Miles
Land Size inside City Limits

2,461 Employees
City of Lakeland Workforce

$605 Million
Adopted Budget for FY 2021

5.4644
FY 2021 Millage Rate

Population	
2011	97,690
2012	98,200
2013	98,733
2014	100,728
2015	101,517
2016	102,507
2017	104,185
2018	105,586
2019	107,552
2020 (US Census Bureau Estimate)	110,494

Median Age	41.1
(U.S. Census Bureau, 2019)	

Median Household Income	$45,149
(2020 Lakeland Demographic Guide)	

Population by Race	
White or Caucasian	72.5%
Black or African American	20.6%
Hispanic or Latino*	14.7%
Asian	2.4%
Two or more races	2.1%
Native American	0.2%

* Embedded within total population
(2020 Lakeland Demographic Guide)

Permitted Space (Square Feet)	
Warehouse/Industrial Space	2,594,389
Retail Space	90,806
Commercial/Office Space	301,756

(2020 Lakeland Demographic Guide)

History of Lakeland

The heart of Polk County, Lakeland's charm creates a beautiful blend of a small town feel with the convenience and amenities of a larger city

In 1882, Abraham Godwin Munn of Louisville, Kentucky bought 80-acres of land in an area of small lakes in Polk County, Florida-sight unseen. Munn arrived in February of 1884 to establish the Lakeland Improvement Company (LIC) with two business partners. LIC platted Munn's 80-acre purchase and began selling lots. Munn persuaded Henry Bradley Plant's South Florida Railroad to locate its depot on LIC land just north of today's Munn Park, helping to ensure the success of the budding town.

After the town's incorporation on January 1, 1885, John Washington Trammell became Lakeland's first Mayor, but only for fifty days. It seems that a dispute may have developed between the Trammell family and those affiliated with Abraham Munn over the location of Lakeland's train depot, for that would become the location of the town. The Trammells had provided for a depot location on their property a few blocks northwest of the Munn property, but Munn being far wealthier, was able to convince Mr. Plant to stop on his property with promise of a two-story depot and the granting of a right-of-way.

The Spanish American War of 1898 was another important event for Lakeland. Approximately six thousand U.S. soldiers encamped here during the war, and many wrote letters about the attractiveness of the city. Because of this favorable impression and free advertising, many soldiers retired here, and Lakeland got its first influx of tourists during the first winter after the war ended.

Similar to other towns in the Southern United States, the economy of Lakeland was initially centered around agriculture. Citrus and strawberries were vital cash crops and industries to the city. In the 1870s, citrus became a greater activity in Lakeland when Archie McLeod moved down from Alabama to plant a grove where Florida Southern College now stands. In fact, it was in Lakeland that the seedless grapefruit was developed by Ed Tison in 1887. Tison sold his nursery to C.M. Marsh who gave his name to the popular fruit.

On May 26, 1891, Lakeland joined Tampa and Jacksonville to become one of the first cities in Florida to have electric lights. Today, the City owns and operates its own electric company, Lakeland Electric, which provides service to thousands of Polk County residents.

Figure A-16:
Abraham Godwin Munn
Founder of Lakeland

Figure A-17:
John Washington Trammell
First Mayor of Lakeland

Figure A-18:
Henry Plant
Railroad Builder

History of Lakeland

The 1920s economic boom in Florida resulted in the construction of many significant structures in Lakeland, which many are listed on the National Register of Historic Places. The list includes the Terrace Hotel, constructed in 1924, Polk Theatre in 1927, Park Trammell Building in 1927, the Promenade of Lake Mirror in 1928, and many others.

The boom period went bust quickly and years passed before Lakeland recovered. In 1934, Lakeland became the spring training home of the Detroit Tigers, contributing to the reemergence of the city. The development of the Lakeland Linder International Airport as a major facility in Central Florida transportation was another factor. The 1930s also saw the arrival of renowned architect Frank Lloyd Wright, who designed 12 structures for Florida Southern College under the project “A Child of the Sun.”

Swans have long been a part of the ambience of Lakeland. Records and sightings indicate that swans have been on the city’s lakes since at least 1923. For a variety of reasons, the swan population dwindled to zero. In 1956, Mrs. Singhild Pickhardt wrote to Queen Elizabeth inquiring about purchasing a pair of swans for Lakeland. The Lord Chamberlain intervened and in 1956 a pair of Royal Swans were gifted by the Queen to Lakeland, with the city paying an estimated $300 for the cost of capturing, crating, and shipping. The pair of white mute swans were released on Lake Morton on February 9, 1957. Today, there are over 200 swans which can be found on Lakes Morton, Wire, Mirror and Parker and at Cleveland Heights Golf and Country Club. Many are directly descended from the original royal pair.

In 1965, a group of musicians, led by Florida Southern College professor Dr. Ken Anderson and Lakeland businessman Jay Erwin, organized the Imperial Symphony Orchestra to provide classical music for the community. Today, that small effort has grown into a highly-polished, regional orchestra that plays many concerts each season.

The Junior Welfare League founded the all-volunteer Imperial Youth Museum in 1966. In 1969, the museum was renamed the Polk Public Museum to reflect its broadened emphasis on history and science. It functions as a cultural arts center for the general public. Beginning in 1970, the Mayfaire-by-the-Lake Art Festival has been held every Mother’s Day weekend, drawing thousands of visitors each year. Since 1973, Lakeland has been home to the nation’s second largest experimental aircraft convention, the Sun n Fun Fly-In, which attracts aviation enthusiasts from around the world every April. In 1999, the Polk Theatre, originally built in 1927, was completely restored and is now supported by revenue from films, its Performing Art Series, fundraising, rental income, and memberships.

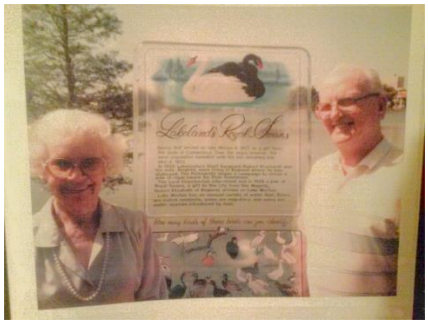


Figure A-19: Singhild and Robert Pickhardt

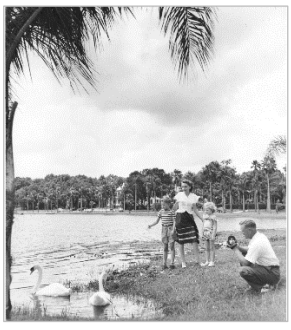


Figure A-20: Pickhardt Family with swans

History of Lakeland

Hollis Garden, established in 2000, is a formal 1.2-acre botanical garden located on historic Lake Mirror. The garden contains several water features and displays thousands of flowering plants, ornamental shrubs, historic trees, herbs, and vegetables. It was voted one of the “Best of Class Gardens” by the Gulfcoast Research and Education Center

Common Ground Park, constructed in 2009, is Polk County’s first “inclusive play experience” designed for children of varying abilities to play side-by-side. The park was community-developed and funded by many volunteers and donations. Play zones such as Adventure Canyon, Butterfly Meadow, and Gopher Mountain provide easy, intermediate, and challenging play opportunities.

Sunflower Preschool Playground, opened in December of 2010, is the second community-led park project and is designed to target age appropriate equipment for three- to five-year-olds. The park includes a bright and colorful pallet of play equipment selected for imagination qualities, the ability to provide physical development, and most importantly, fun!

2016 marked the Detroit Tigers’ 80th Spring Training season in Lakeland, extending the longest-lasting relationship between a Major League Baseball team and a current Spring Training host city. The Detroit Tigers began coming to Lakeland for Spring Training in 1934 and have been coming back each year since. Tigertown is the Spring Training headquarters for the Detroit Tigers as well as the regular season home of its Minor League Farm Team in the Class A Florida State League, the Lakeland Flying Tigers. In 2019, the Detroit Tigers began their 83rd Spring Training Season on Publix Field at the newly renovated Joker Marchant Stadium.

In short, linking Lakeland’s past to its present reveals that its natural resources, infrastructure development, favorable climate, and location as a popular Florida destination will continue to attract the quality of people that have made it a historically rich and prosperous city.

History of Lakeland

Interesting Facts About Our City

- Since 1934, the Detroit Tigers have called Lakeland their Spring Training home and have the longest relationship in history between a Town and a Team.
- The Lakeland Flying Tigers have been affiliated with the Detroit Tigers since 1967.
- The City of Lakeland was designated a Bronze Level Bicycle Friendly Community by the League of American Bicyclists in 2012 for its commitment to cycling as a means of recreation and as a mode of transportation.
- During Sun n' Fun, the Lakeland Linder International Airport becomes the busiest airport in the world.
- The Polk Museum of Art, built in 1988, encompasses over 35,000 square feet across ten galleries.
- Florida Southern College is home to the largest single collection of Frank Lloyd Wright structures in the world and is on the National Register of Historic Places.
- Lakeland made U.S. News and World Report's 2017 list of 100 Best Places to Live in the USA, coming in at #64 in the nation and #6 in Florida.
- In 2017, Lakeland was recognized by Kaboom! as a Playful City USA Community in recognition of its efforts to promote play in the community.
- Lakeland is designated as a Bronze-level Walk Friendly community due to its vibrant system of trails and parks, education, and enforcement efforts focused on pedestrian safety.
- The Arbor Day Foundation named Lakeland a 2019 Tree City USA for our commitment to effective urban forest management.

Figure A-21 Bicycle Friendly Community Logo

Figure A-22: Playful City USA Logo

Figure A-23: Walk Friendly Communities Logo

Figure A-24: Tree City USA Logo