

**CITY OF WINTER PARK  
COMMUNITY REDEVELOPMENT AREA PLAN**

**WINTER PARK, FLORIDA**

**Approved by the Winter Park City Commission: September 13, 1994**

**Prepared With the Assistance of:  
CITY OF WINTER PARK  
PLANNING AND COMMUNITY DEVELOPMENT DEPARTMENT**

**BY**

**ZHA INCORPORATED  
23 AUGUST 1994**

## **ACKNOWLEDGMENTS**

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# **CHAPTER I**

## **INTRODUCTION**

### CHAPTER I

### INTRODUCTION

#### 1.1 Overview

Winter Park is at a critical juncture in its development history, especially as a competitive commercial center. Located just north of the City of Orlando in the heart of Central Florida, with access to a regional road network, a growing population, and increasing income, Winter Park is poised for positive economic growth.

The Winter Park Business District has been hailed nationwide as a model "downtown." The pedestrian scale, mix of architectural styles, retail opportunities, downtown park, AMTRAK station, tree-lined streets, and in-town housing mark Winter Park as a successful Downtown.

Immediately west of the railroad tracks is a neighborhood struggling for investment and a better quality of life. The Westside Neighborhood consists of wide tree-lined streets, central open space and a recreation center, but deteriorating neighborhood commercial establishments, rental apartments, boarding houses, and single family housing stock. The dichotomy between the two areas is reason for concern. The Westside Neighborhood, along with the valuable open space along Morse Boulevard,

presents residential & business growth opportunities as a means to infuse life and vitality to enrich the Downtown for the future.

The Redevelopment Plan is the result of significant public participation initiated through a series of workshops and public meetings. Participants included elected officials, business representatives and Westside residents. The citizens of Winter Park are key contributors to this new vision for their Downtown.

The purpose of this Plan is to explore the critical factors that have shaped Winter Park and to identify opportunities to create a quality environment for residents and businesses. Some of the critical concerns affecting the preparation of the Plan are:

- The social problems of the Westside Neighborhood which include apathy, public safety needs, and the lack of property maintenance, affordable housing, youth recreational programs/employment, and minority business development.
- The lack of private investment within the Westside Neighborhood.
- The need for physical improvements such as streetscape, trees, and sidewalks.
- The high turnover and vacancy rates within the commercial districts of the redevelopment area.

Lack of adequate parking in the Downtown.

The new vision for Winter Park is more than a streetscape and does more than address blight. The Plan is both physical and social in nature. It addresses land use, urban design, and human development to assist the residents in solving identified problems. Through strategic public investment, private investment will be stimulated to create a total environment where the residents can live, work and play.

The physical plan is based on maintaining Park Avenue as the primary retail core with a north/south axis. The scale, character and urban fabric of the Westside is to be enhanced through streetscape improvements and the redevelopment of a north/south neighborhood commercial corridor along Pennsylvania Avenue connecting the north and south residential areas. "Traditional" urban design projects linking Orlando Avenue (US 17-92) to Park Avenue via visual and physical components will also be included. The Plan recommends linked open spaces and tree-lined boulevards to accomplish stated objectives.

The social plan seeks to address human development issues for Westside residents. The core of the social development plan is the development of a communication network and the creation of jobs through promotion of neighborhood commercial development and attention to minority businesses. It also addresses the critical need for a variety of decent affordable housing along with moderately priced infill housing.

The importance of clean and safe living environments and social and recreation programs for residents is central to the redevelopment plan.

### 1.2 Transformation Process

Both public and private redevelopment initiatives within the target area are already in progress. These include:

- **Redevelopment of New England Avenue:** This private initiative includes renovation and conversion of the Watt's Rooming House, demolition of the Westside Rooming House, and landscaping and renovations to the Schubert apartment complex.

- **Improvement to the Farmer's Market:** In 1992, Winter Park voters approved a bond referendum to improve and upgrade the Winter Park Farmer's Market located in the old railroad building at the corner of New York and Lyman Avenues. The structure will continue to be used as an important social focus and will also house the Winter Park Historical Museum.

- **Construction of Affordable Housing:** In 1990, the City adopted an affordable housing assessment fee tied to all new building permits. In 1992, Winter Park voters approved a bond referendum adding more dollars to the Affordable

Housing Trust Fund. As of September of 1994, 13 new single-family homes have been completed and another six lots have been targeted for housing development. An average purchase price of these homes is \$50,000 which translates into monthly mortgages between \$250 and \$475.

**Purchase and Closing of the "Big C" Bar:** In June 1993, the Winter Park City Commission voted to acquire the "Big C" Bar. The closing of this establishment has reduced the incidence of police calls significantly and has eliminated a significant source of criminal activity. Private investment into the redevelopment of the structure has added vitality to the Hannibal Square business area. This redevelopment will serve as an anchor to the New England and Pennsylvania corridors.

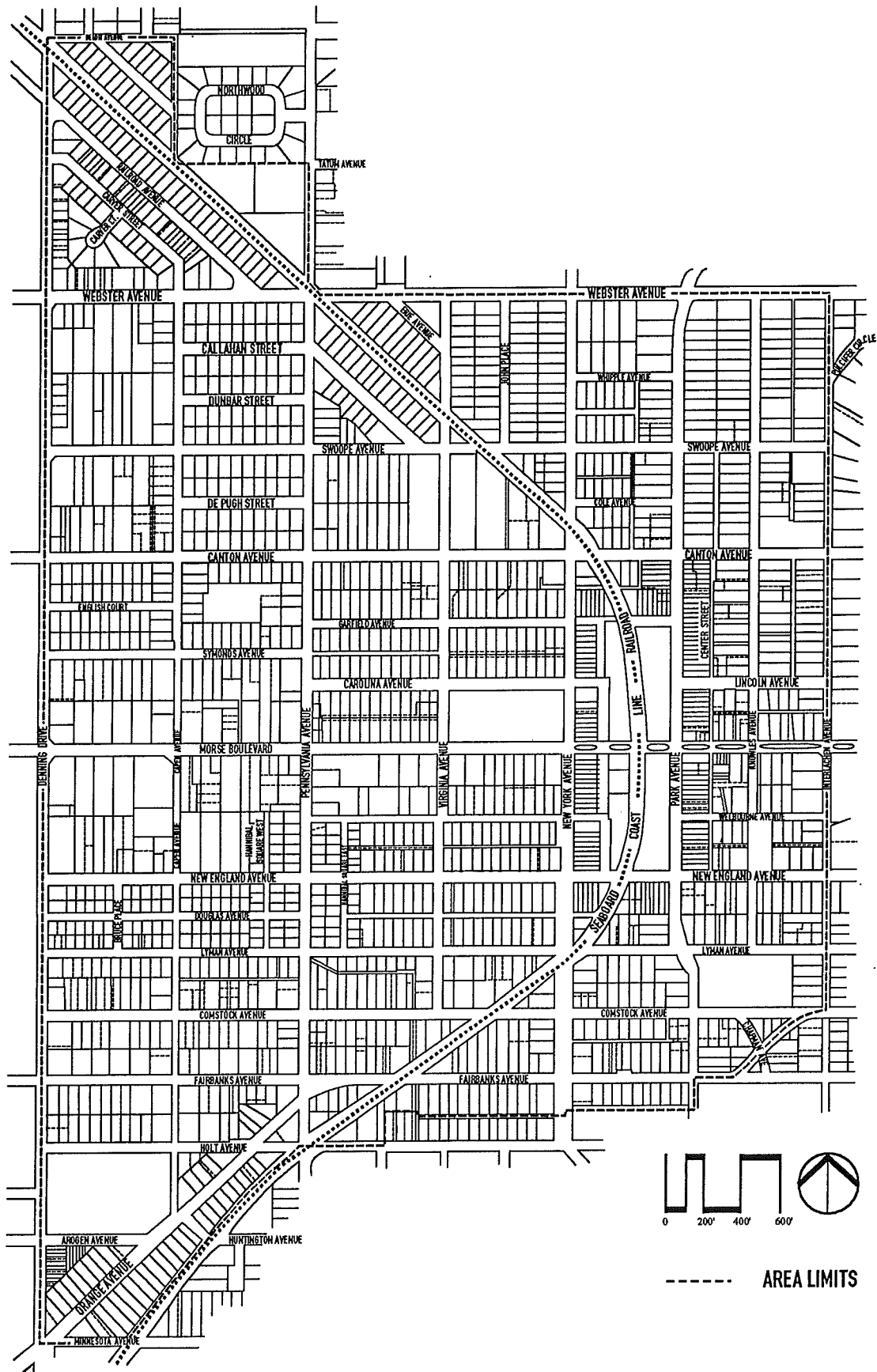
**Improved lighting to Hannibal Square:** Following the purchase of the "Big C" Bar by the City, Florida Power Corporation agreed to upgrade lighting of the Hannibal Square. This improvement was completed in July 1993.

The CRA plan seeks to bring these projects as well as future projects within the CRA under the umbrella of a comprehensive plan so that cohesive solutions are developed to ensure that the value of every public and private dollar is maximized.

The plan is strategic and detailed in the short term and visionary in the long term. It is meant to be updated periodically throughout the life of the CRA as projects are completed and new projects are prioritized.

### **1.3 Area Definition**

The Community Redevelopment Area is outlined on the map shown in Figure 1-1 (See Appendix 9.8 for legal description of the area). Generally the area is bounded by Denning Drive on the west, Fairbanks Avenue on the south, Interlachen Avenue on the east and Webster Avenue on the north. The Community Redevelopment Area consists of approximately 443 acres. The Area includes the Winter Park downtown commercial core, commercial business districts along Orange and Fairbanks Avenues, as well as the Westside Neighborhood.



CITY OF WINTER PARK  
COMMUNITY REDEVELOPMENT AREA

Figure 1-1

### 1.4 Redevelopment Process

Legal Framework - The Florida Statutes, Chapter 163 establishes the enabling legislation for creation of Community Redevelopment Agencies. Several parts of Chapter 163 are directly related to the preparation of redevelopment plans. Following is a brief synopsis of those sections of Chapter 163.

**163.358 Powers of the CRA** - This section describes the exercise of powers of the Community Redevelopment Agency (Agency) except the following, which continue to vest in the City Commission of Winter Park:

1. The power to determine an area to be a slum or blighted area, or combination thereof; to designate such area as appropriate for community redevelopment; and to hold any public hearings required with respect thereto;
2. The power to grant final approval to community redevelopment plans and plan changes;
3. The power to authorize the issuance of revenue bonds; and
4. The power to approve the acquisition, demolition, removal, or disposal of property, and the power to assume the responsibility to bear loss.

**163.360 Community Redevelopment Plans** -- This provision established the conditions to be determined before a Community Redevelopment Area (CRA) plan can

be developed, general provisions of the CRA plan, and how the CRA plan is adopted.

Specifically, it requires that:

1. The governing body make a finding by resolution that the area is in a blighted condition.
2. The community redevelopment plan be consistent with the City's comprehensive plan, and indicate land acquisitions, demolitions, removal of structures and redevelopment as may be needed as well as land uses, zoning and planning changes, maximum densities, and building requirements.
3. The adoption process include a 60-day review by the Planning and Zoning Commission for compliance with the Comprehensive Plan, a recommendation on the plan from the Agency to the City Commission, at which time a public hearing is held and the plan is approved based on specific findings.

### **163.362 Contents of the Community Redevelopment Plan - The Community**

Redevelopment Plan must contain the following:

1. Legal description of the boundaries.

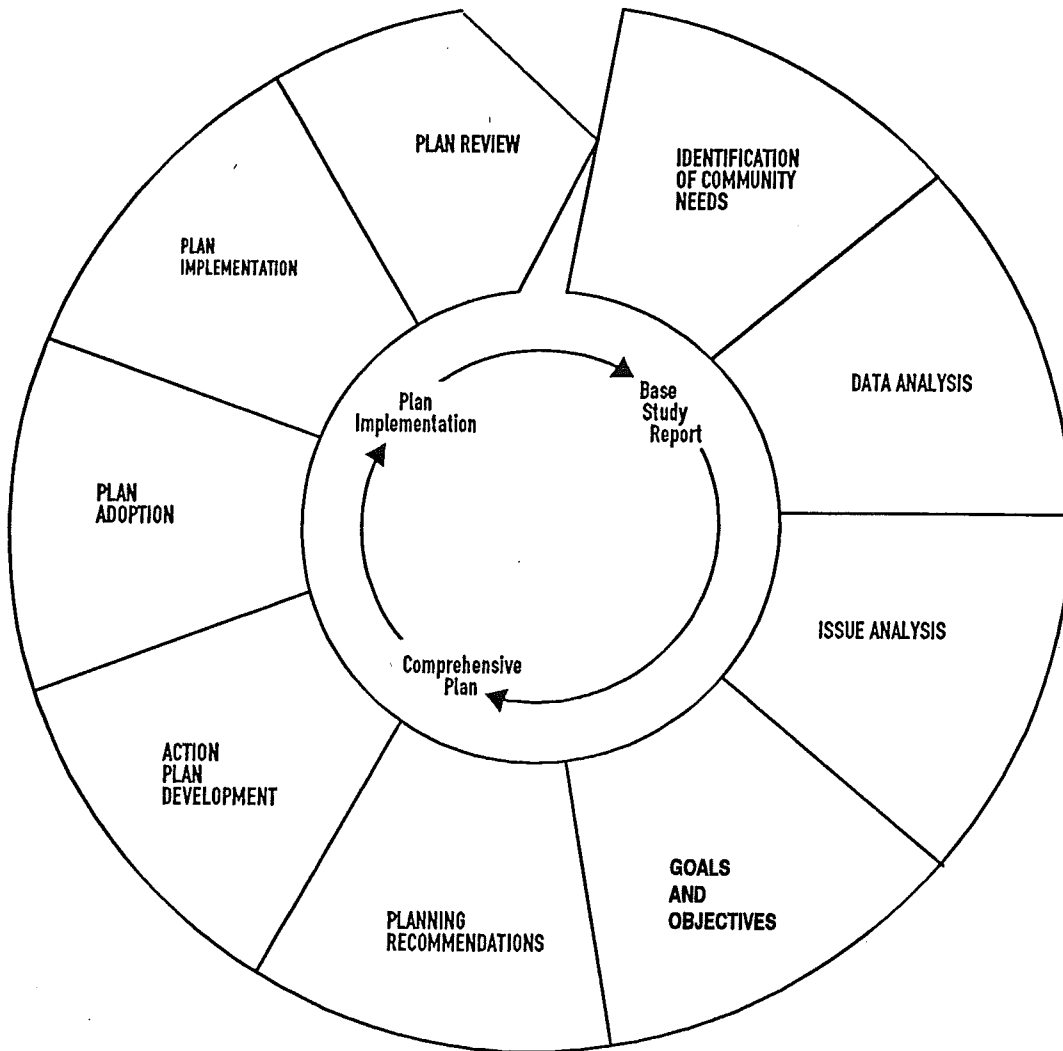
2. Diagrams and descriptions of: a) the approximate amount of open space to be provided and the street layout; b) limitations on the type, size, height, number and proposed use of buildings; c) the approximate number of dwelling units; d) such property as is intended for use as public parks, recreation areas, streets, public utilities and public improvements of any nature.
3. A neighborhood impact element which describes in detail the impact of the redevelopment upon the residents of the redevelopment area and the surrounding areas in terms of relocation, traffic circulation, environmental quality, availability of community facilities and services, affect on school population, and other matters affecting the physical and social qualities of the neighborhood if the redevelopment area contains low or moderate income housing.
4. Specific identification of any publicly funded capital projects to be undertaken within the community redevelopment area.
5. Adequate safeguards that the work of redevelopment will be carried out pursuant to the plan.
6. Provision for the retention of controls and the establishment of any restrictions or covenants running with land sold or leased for private use for such periods

of time and under such conditions as the governing body deems necessary to effectuate the purposes of this part.

7. Assurances that there will be replacement housing for the relocation of persons temporarily or permanently displaced from housing facilities within the community redevelopment area.
8. Provision of an element of residential use in the redevelopment area if such use exists in the area prior to the adoption of the plan.
9. A detailed statement of the projected costs of the redevelopment, including the amount to be expended on publicly funded capital projects in the community redevelopment area and any indebtedness of the community redevelopment agency, the cost proposed to be incurred for such redevelopment if such indebtedness is to be repaid with increment revenues.
10. Provision of a time table for completing all redevelopment financed by increment revenues. Such completion shall occur no later than 30 years after the fiscal year in which the plan is approved or adopted.

### 1.5 Planning Process

The general planning process occurs in three stages. These stages include base studies analysis, plan development and plan implementation. (See Figure 1-2) Contained in each stage are a number of steps that facilitate a city's evolution over time. Since change and development occur regardless of the planning process, implementation of these steps can only be viewed as a vehicle to improve and guide the city's growth.



## THE PLANNING PROCESS

Figure 1-2

## INTRODUCTION

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In 1976, the City of Winter Park adopted its first Comprehensive Plan and at that time was one of the first communities in Florida to do so. Winter Park has been a city that has utilized its Comprehensive Plan not only as the typical growth management tool, but also as a mechanism to be the catalyst for improvements to the City.

In response to State Legislation adopted in 1986 that revised the requirements for comprehensive plans statewide, the City of Winter Park began revising its plan during 1989 and 1990. At that time, the original suggestion was made for Winter Park to explore the creation of a Community Redevelopment Agency.

In July 1991, after several public meetings, the City Commission adopted a Study of Blight Report for the Winter Park Community Redevelopment Area. That report determined the boundaries of the CRA District and outlined the conditions and justifications that were necessary to qualify for the status as a Community Redevelopment Area. Those findings are summarized in this CRA Plan.

On June 25, 1991, the Orange County Commission adopted Resolution 91-M-32 which provided the approval to Winter Park to allow the City to create a Community Redevelopment Agency subject to the terms and conditions outlined in its resolution. Winter Park moved ahead, and after the proper advertisements, notifications, public hearings, etc. formally created the Winter Park Community Redevelopment Agency on August 13, 1991 via the adoption of Resolution 1528.

At approximately the same time, Winter Park was in the midst of adopting its new and current Comprehensive Plan. To facilitate the CRA planning and implementation process, a policy statement was added to the Future Land Use Element of the Comprehensive Plan adopted in August 1991 which reads as follows:

"The City shall, with Orange County's approval, establish a Community Redevelopment District under the provisions of Chapter 163 for the Westside neighborhood and shall create this tax increment financing district as an implementation technique to address the capital improvement needs cited in this land use section. The City shall also, as required, prepare a Community Redevelopment Plan, whose preparation, adoption and amendment shall maximize public participation and input through, but not limited to, the creation of a citizen and property owner advisory board with representation from the Westside neighborhood."

Pursuant to Section 163.357 of the Florida Statutes, the Winter Park City Commission has chosen to act as the Community Redevelopment Agency. As such, they function as head of a separate, distinct legal entity, independent from their function as City Commissioners. In accordance with the Orange County Resolution, an additional member was appointed to the Board, that being Mr. Bill Donegan from the Orange County Commission. The Agency has also created an Advisory Board which meets

## INTRODUCTION

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on a regular basis to make recommendations to the Agency. This plan is the recommended plan from the CRA Advisory Board to the Community Redevelopment Agency.

## **CHAPTER II**

### **REDEVELOPMENT ISSUES**

### CHAPTER II REDEVELOPMENT ISSUES

#### 2.1 Introduction

The Winter Park Community Redevelopment Area (CRA) is faced with a number of issues, the resolution of which will determine the success of the CRA plan. The opportunity that exists with the plan is to develop a vision for the community that will be appropriate for current and future Westside residents, businesses, and the City of Winter Park as a whole. To maximize the opportunity, interested parties must be able to understand the long-term goals while implementing short-term actions to reach the goals.

The CRA encompasses a very important section of the City. The goals established for the Westside and the CRA must fit within the framework of expectations and goals for the entire City. Each area must be viewed as a piece of a larger picture and that picture must reflect where the City wants to be in 10-15 years. The CRA plan itself is an opportunity to foreshorten the transformation of underutilized areas in a unified direction. To take full advantage of this opportunity, everyone needs to raise the level of standards and expectations of the CRA to meet or exceed those of the City, irrespective of race. For the plan to achieve longevity, the necessitated changes must represent changes throughout the community and not just physical changes in a particular area.

### 2.2 Summary of Issues

The issues that most directly effect the CRA will need continuous assessment to monitor the progress of the plan. Some of the most critical issues follow:

Communication: There is a communication problem that exists between the Westside community and City government. Communication requires two actions: sending and receiving a message. Steps need to be taken to develop lines of communication that can be effectively utilized. The City needs to recognize that unless it proactively communicates what and why things are done, the City will only get credit for those things that people do not like. Similarly, residents need to recognize that, unless they communicate their needs, their needs will likely be unknown.

Perception: Perceptions come from communication. Some Westside residents perceive that the City treats whites differently than blacks and that the Westside residents are not capable of determining plans for their community. On the other hand, the City perceives that no one on the Westside wants to take a leadership role or that the residents are not interested in change. The only way to change perceptions is to openly communicate. Through communication, both will be able to formulate unified goals and objectives, and implement positive action.

Activity: The CRA has been discussed and under development since 1991. While certain actions have been initiated, i.e., the startup of the minority business programs, reduction in drug dealers through the closing of several bars, and construction of affordable housing through Habitat for Humanity, H.A.N.D.S., etc., it is imperative that the City, CRA Board, and the private sector take immediate steps to reinforce the commitment to the development and implementation of a comprehensive plan. Private sector involvement will eventually determine the success of the plan.

Racial Mixture: The Westside has been, historically, a black community which has made significant contributions to the development of Winter Park as a town. While many of the property owners are white, consideration needs to be given to the racial mixture of the resident and business community in 10 - 15 years. If positive actions are not initiated, the current decline in the westside black population will continue. The declining population will eventually be replaced by another population unless actions are taken to strengthen the composition of the neighborhood.

Resident Economic Status: One of the principle reasons the Westside has experienced symptoms of decay is that there is no real opportunity for a diversified economic status among residents. Consideration must be given to what the economic makeup of the Westside could be in 10 - 15 years and provide opportunities to accommodate that vision.

Real Estate Appreciation: Development and growth on the Westside will generate real estate appreciation. This is intended, in part, to fund the social programs identified as being desirable in previous surveys. This appreciation will generate two significant issues: fixed income or lower income residents will experience an increased tax burden even with State-legislated caps on increases, and speculators will be induced to buy land and hold it for future profit. Speculators could drive prices higher and impede affordable development plans in the area.

Rental vs. Ownership: A goal is to change the ratio of owner-occupied residences to be more in line with the balance of the Winter Park community. Not every renter will be a candidate for ownership. Some renters may be displaced to accomplish this goal. Displacement can be through normal attrition or relocation to other appropriate housing.

Relocation: The plan intends to facilitate community improvements that will change some existing land uses and upgrade or redevelop properties in substandard conditions. Some residents may need to be relocated to accommodate these changes in order for the plan to provide stabilized ownership opportunities in an area of the community. This should be viewed as part of the process to upgrade living standards.

Residential Area Stabilization: Owner-occupied residences are the best opportunity to develop stabilized neighborhoods. Ownership normally brings permanence, pride, and

commitment to neighborhoods that typically results in an upgrade in appearance and value.

Housing Stock: A wider variety of housing stock is needed to attract residents of varying economic status. Many existing residents have maintained properties for children to develop and occupy after returning from school or other areas. Little housing exists above a very moderate level which limits the attractiveness for prospective residents to locate in this area.

50' Lots: Most residential property on the Westside is platted in 50' lots. Opportunities need to be identified to combine multiple lots and replat to allow for different types of houses. Additionally, zoning ordinances should be reviewed and revised to permit creative development of 50' lots to provide further opportunities for a variety of housing.

Multifamily Housing: The Westside area includes a number of multifamily properties which, for the most part, provide only the minimum in living standards. These properties need to be elevated by the Owners or acquired and replaced to eliminate some of the most visible symptoms of blight.

Split Community: The widening of Morse Boulevard in 1958, to help combat the threat of I-4 going through Winter Park, effectively split the Westside community.

Commercial development of Morse Boulevard needs to be sensitive and provide connection for the neighborhood or the result could be to isolate the two areas and undermine their viability.

Public Gathering: A number of retired residents, living on fixed income or pensions, congregate in open areas of the Westside. While some activities, such as public drinking, are not acceptable behavior, there is a need to provide a variety of areas or centers for desired activities for both the young and old.

Morse Boulevard Development: The development plans for Morse Boulevard need to be sensitive to the adjacent residential areas. This corridor is a major entry to the City's business district and offers one of the greatest opportunities for commercial growth in Winter Park. This opportunity should not be at the expense of the character of Winter Park's business or residential districts. Commercial development should be guided to project and maintain an appropriate scale.

Commercial Development: Commercial development on the Westside will only be successful, in the context of redeveloping the whole community, if business opportunities are available to residents and minorities. In addition to the minority business incubator that has been initiated, other proactive steps should be taken to ensure that the commercial and business development on the Westside supports the community and is consistent with the vision for the area over the next 10 - 15 years.

Significant Intersections: The CRA does not sit on the extremes of the City limits and therefore does not encompass the beginning points or initial intersections to the City, but Fairbanks Avenue, Morse Boulevard, Webster Avenue, and Park Avenue are the circulation paths that include the main gateways to the City of Winter Park. Each street needs to be reviewed from beyond the limits of the CRA to determine how they each can add to the experience of entering and arriving in Winter Park. Secondary entries such as Canton Avenue need to be reviewed also.

Focus Areas: Different areas within the CRA have different needs. Focus areas will be utilized to identify planning options and community needs. These focus areas will be important elements in both the initial planning as well as future benchmarking to measure success.

Design: Design standards should be developed to ensure community development that encourages interaction and reflects the standards of the entire City. Development that isolates certain areas should be discouraged.

### **2.3 Study of Blight Summary**

Pursuant to Statute 163.355 of the Florida Statutes, a Study of Blight was completed in June, 1991. Eleven individual elements of blight were analyzed including:

Population

Building Conditions

Housing

Owner Occupancy

Economics

Crime and Safety

Fire and Emergency Services

Code Violations

Lot Configurations

Vacant/Underutilized Land

Transportation

The population of the area was documented to be in decline. Housing conditions in the area have deteriorated while the need for affordable housing in Winter Park continues to increase. While citywide 63 percent of all units are owner occupied, less than 40 percent of units within the Community Redevelopment Area are owner occupied.

The economic analysis centered on changes in appreciation values over the past twenty years. It found that for all areas excluding Park Avenue, appreciation rates ranged from 2.0 percent to 5.1 percent. The overall CRA appreciation rate was 6.2 percent. While Park Avenue itself contains some of the highest retail rental rates outside of the

areas retail malls, a large number of store vacancies suggest that those rents may not be sustainable. A strategy to maintain Park Avenues market position is needed.

Other findings showed that:

- crime was the most serious problem in the CRA with one out of every four Winter Park crimes occurring in the area.
- 37 percent of all fire department responses were located within the Community Redevelopment Area.
- the CRA accounted for 46 percent of the City's total code violations, including 87 percent of the housing code violations, 72 percent of the unsightly/discarded articles and 69 percent of the overgrown lot citations.
- the CRA contains 450 nonconforming residential lots as regulated by the City's Zoning Ordinance.
- more than 100 recorded lots in the CRA are vacant
- Central Business District parking demand exceeds parking supply by 480 spaces within the commercial district.

Based on these factors, sufficient blight conditions exist within the CRA to satisfy the requirements for community development.

### 2.4 Public Participation

Through the three-year planning process, many programs and meetings soliciting public input were conducted. Among them were workshops, a design charrette and a residents' survey.

#### Workshops

Significant results from the workshops include findings regarding the "Best Things" and "Worst Things" about the Redevelopment Area. Participants also gave early indication of the changes the Plan should feature.

#### THE "BEST THINGS"

A wide variety of positive qualities characterized the area, such as:

- A sense of Neighborhood/Community
- Amenities including large trees and parks
- Numerous shopping opportunities with a wide selection and convenient location
- The Avenue's "uniqueness"

#### THE "WORST THINGS"

Likewise, several negative connotations were elicited from the workshops and are summarized as:

- Public safety
- Apathy
- Property maintenance
- Lack of neighborhood investment
- Lack of recreational programs
- Lack of trust in City Hall
- Mixed land use
- New store "chains" entrants
- Inadequate parking in the Downtown
- Competition from Malls/high store rents

### CHANGES DESIRED

Finally, the participants ventured some indicators of their interests which the Plan should address, including:

- Viable neighborhood
- A defined downtown with good access, circulation and parking
- A place with a strong image, high quality streetscape, scale and mass
- An attractiveness to an expanded population and varied income groups
- Maintain flavor of Downtown
- A better mix of business, retail, office and housing

A willingness and openness to redevelopment

### Winter Park Charrette

A design charrette sponsored by the American Institute of Architects was conducted in August 1992. The charrette was made up of both design professionals and city residents. The charrette had seven program goals including:

1. Design public spaces that reinforce the "Park" concept and develop concepts that integrate passive and active pedestrian activities.
2. Develop concept for a proposed City Hall to accommodate all the administrative and police functions. The new facility could also integrate retail shops and parking facilities. The proposed site could be along Morse Boulevard on the corner of New York Avenue.
3. Define the paths, edges, nodes, districts and landmarks that develop and support the image of the City as a special community.
4. Define the character and function of activities along Morse Boulevard from New York to Capen Avenues, as well as along Pennsylvania Avenue from New England to Canton Avenues, that would enhance the residential district activities.

5. Design public and private spaces that enhance the character of the existing prominent views, features, and elements.
6. Consider and point out opportunities for redevelopment which support traditional neighborhood planning concepts.
7. Create a lively environment along public corridors through the use of materials such as landscaping, banners, signage, and appropriate lighting. For new commercial/retail/mixed use, identify activities that enhance community pride.

The results of the charrette were positive in that it provided an opportunity to discuss issues of livability, quality of life, and the socioeconomic effects of change. The design professionals and residents both benefited from working through the problem solving process and the exploration of urban design issues.

The greatest concerns included crime prevention and affordable housing. The preservation of neighborhood identity and character were also well noted. Other significant points included the desire to:

1. Resist aggressive large scale mixed-use or commercial development on Morse Boulevard.

2. Provide infill mixed-use development on Pennsylvania and Hannibal Square for residents.
3. Develop neighborhood relations and improve image.
4. Assist neighborhood groups with the formation of street cleanup/build up efforts.
5. Improve conditions of existing multifamily housing stock.

### Residents Survey

A door-to-door residents' survey was conducted in the Spring of 1993 by the Small Business Institute at the University of Central Florida. This survey was intended to determine the priorities of neighborhood residents with respect to potential improvements. It also provided valuable demographic information concerning the westside area.

The primary recommendations included:

1. Implement an affordable single family housing program.

## **REDEVELOPMENT ISSUES**

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2. Provide elderly homeowner renovation assistance.
3. Provide summer youth employment programs.
4. Establish a clinic.

The survey results were presented to the CRA Advisory Board. On May 17, 1993, the Advisory Board adopted the following priority listing for projects within the CRA.

**CRA PRIORITY SURVEY**

Approved by CRA Advisory Committee

May 17, 1993

	Median Score
1. Affordable Housing - Single Family Lot Purchase	1.5
2. Elderly Homeowner - Renovation Assistance	2.0
3. Summery Youth Employment Program	4.5
4. Black Business Startup Incentives/Training	5.0
5. New Recreation Staff/Programs at Comm. Center	5.5
6. New Police Staff for Community Policing	6.0
7. Police Storefront Office	6.0
8. Park Ave. Streetscape	8.5
9. Morse Boulevard Beautification	8.5
10. Central Business Parking Improvements	9.0
11. New Park Land Purchases	9.5
12. Central Park Improvements	10.0

### 2.5 Focus Areas

The intent of the CRA plan is to develop a vision for the future and establish goals and an implementation plan to make the vision a reality. The time required to implement the plan and the success of achieving the stated goals will be determined by the ability of the community to collectively pursue the goals. Clearly, the plan will only be a framework to identify what can be achieved and how to go about achieving the goals.

There are various issues and areas that need immediate attention. Similarly, there are issues and areas that will tend to evolve on their own over a longer period of time.

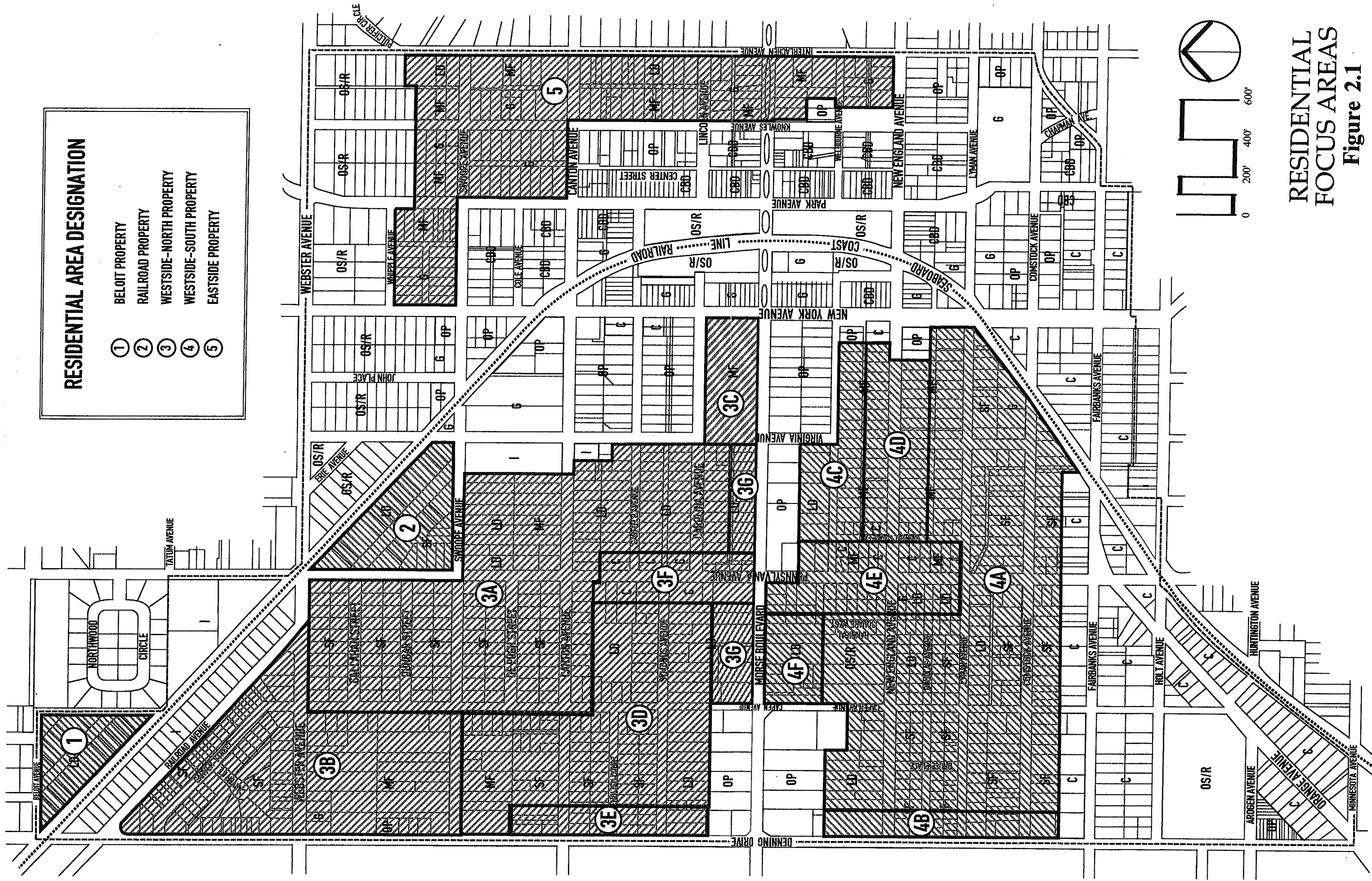
To identify the differences, it is necessary to breakdown the CRA into identifiable pieces: The Community Redevelopment Area (CRA) can be subdivided into focus areas to facilitate the planning of areas that have similar characteristics and needs.

There are two primary types of focus areas: residential and business. Each will be considered separately and areas of overlap will be reviewed for consistency. The golf course property is not being considered in either area. If the City is not able to negotiate the purchase of this property, the golf course will need to be analyzed with respect to its best use and potential impact of its change on the CRA.

### RESIDENTIAL

The residential areas, and specifically the westside residential areas, are intended to be the primary beneficiaries of the CRA planning efforts. The success of these redevelopment efforts will be dependent on several key issues.

1. The CRA board and staff as well as City staff will need to become an aggressive resource base for identification of outside programs that can be utilized for redevelopment of neighborhood areas.
2. The CRA staff will need to become a centralized point of communication to develop the necessary neighborhood networks to generate neighborhood interest and participation.
3. The resources that are received will need to be judiciously applied to ensure that the greatest value is achieved through their use.
4. The neighborhood residents must take an active role in improving their environment.



RESIDENTIAL  
FOCUS AREAS  
Figure 2.1

CITY OF WINTER PARK  
COMMUNITY REDEVELOPMENT AREA

The residential area is subdivided into five focus areas for further consideration.

1.     Beloit Property
2.     Railroad Property
3.     Westside - North Property
4.     Westside - South Property
5.     Eastside Property

Those areas are illustrated in Fig. 2-1

1.     **Beloit Property** This property is vacant and owned by the Morse Foundation. Its existing land use is Low Density (LD) and is platted in 50 foot lots. The property is adjacent to the Northwood Circle subdivision and vacant Morse Foundation property on Pennsylvania Avenue. Beloit Avenue is the northern boundary and the railroad tracks are the southwest boundary.

<u>Land Area:</u>	167,750	SF/	3.85 acres
<u>Vacant Land:</u>	167,750	SF/	3.85 acres
<u>Existing Property Value:</u>	\$242,200		
<u>Homestead Exemptions:</u>	0		
<u>Other Exemptions:</u>	0		
<u>Net Property:</u>	\$242,200		

Potential Uses/Actions:

- Maintain existing small single family lots (50 feet)
- Replat for larger single family lots
- Change to multifamily
- Maintain as park/open space

The Beloit property could be utilized as another moderate to upper income neighborhood similar to Northwood Circle that would be considered attractive without change to surrounding properties. Connection of Beloit to Pennsylvania Avenue might make this property more appealing.

2. **Railroad Property:** The existing land use designations are Low Density (LD) and Single Family (SF). This area is primarily rental with only one owner occupant. One parcel is vacant and seven are substandard. Most of the houses are very small and marginally maintained.

<u>Land Area:</u>	233,785	SF/	5.37 acres
<u>Vacant Land:</u>	8,440	SF/	.19 acres
<u>Existing Property Value:</u>	\$584,000		
<u>Homestead Exemptions:</u>	\$50,000		
<u>Other Exemptions:</u>	0		

Net Property Value: \$584,000

Potential Uses/Actions:

- Maintain existing mix of Low Density (LD) and Single Family (SF)
- Change to all Low Density (LD)
- Change to all Single Family (SF)
- Change to all Multifamily (MF)

This property should be considered for total rehabilitation. It could be utilized as a vital link in any temporary relocation efforts brought about by upgrades in other areas.

3. **Westside - North Property:** The existing land use is a mixture of Single Family (SF), Low Density (LD), Multifamily (MF), Commercial (C), Office and Professional (OP), and Government, etc. (G), etc. This area is further divided into seven sub-areas for further analysis.

- A. **Subsection A** has land use designations SF, LD, and MF. This area has the highest percentage of owner occupied residential property on the Westside. There are 15 vacant parcels and four substandard properties.

Land Area: 1,295,491 SF/ 29.74 acres

## REDEVELOPMENT ISSUES

---

Vacant Land: 93,295 SF/ 2.14 acres

Existing Property Value: \$2,923,652

Homestead Exemptions: \$1,002,303

Other Exemptions: \$1,500

Net Property Value: \$1,919,849

Potential Uses/Actions:

- Maintain existing mix of SF, LD, and

MF

- Increase % of SF

- Increase % of LD

- Increase % of MF

Subsection A offers the greatest opportunity for stabilized home ownership. This area could be used as a model for revitalization through home improvements and self determined and enforced property standards. A strong neighborhood association and transition of some MF to LD or SF would make this a homogeneous area.

- B. **Subsection B** has land use designations SF, MF, OP, and G. This area includes the Winter Park Housing Authority's "Tranquil Terrace", multifamily apartments for the elderly and the Center for Independent

## REDEVELOPMENT ISSUES

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Living. The Carver Street area is primarily owner occupied SF with one substandard property and four vacant properties.

<u>Land Area:</u>	776,527	SF/	17.83 acres
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<u>Vacant Land:</u>	49,125	SF/	1.13 acres
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<u>Existing Property Value:</u>	\$7,655,659
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<u>Homestead Exemptions:</u>	\$1,367,906
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<u>Other Exemptions:</u>	\$2,356,767
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<u>Net Property Value:</u>	\$3,930,986
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Potential Uses/Actions:

- Maintain Existing mix of SF, MF, OP,  
and G
- Reduce MF through increase of SF or  
LD

The Carver Street property could be associated with neighborhood networks established in Subsection A or could be encouraged to develop a similar association. Separation by Webster Avenue and MF directly across Webster to south makes this area vulnerable to isolation.

Consideration should be given to creating a LD or SF tie across

Webster. Several houses orient towards the industrial area on railroad.

A wall/landscape buffer could improve those properties.

- C. **Subsection C** is the block containing the Park West Condominiums and has land use designation MF. This area has been platted for the development of one more condominium building similar to the three existing.

<u>Land Area:</u>	174,556	SF/	4 acres
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<u>Vacant Land:</u>	N/A
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<u>Existing Property Value:</u>	\$7,546,256
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<u>Homestead Exemptions:</u>	\$425,000
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<u>Other Exemptions:</u>	\$2,000
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<u>Net Property Value:</u>	\$7,119,256
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Potential Uses/Actions:

- Maintain existing MF  
use

The property will become more attractive as the surrounding properties are improved. Development of the last building will increase the assessed value by approximately \$1,500,000.

\_\_\_\_\_

D. **Subsection D** has land use designations SF, LD, and MF. This area has a lower percentage of owner occupied properties and includes two low income apartment complexes that are not well maintained, one complex is considered substandard. There are five substandard properties and ten vacant parcels.

**Land Area:** 904,517 SF/ 20.76 acres

<b><u>Vacant Land:</u></b>	100,626	SF/	2.31 acres
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<u>Existing Property</u>	\$4,606,465
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Value:

<u>Homestead</u>	\$669,985
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Exemptions:

**Other Exemptions:** \$680,614

**Net Property Value:** \$3,255,866

Potential Uses/Actions:

- Maintain existing mix of SF, LD, and MF
- Increase SF through reduction of LD or MF
- Increase LD through reduction of MF

This area contains most of the conditions of blight on the northern side of Morse Boulevard. Both apartment complexes are poorly planned and

maintained. Consideration should be given to acquiring these properties and developing SF or LD properties more consistent with the contiguous areas.

- E. **Subsection E** consists of land use designations SF and LD on Denning Drive. This area includes one substandard property, and two vacant parcels.

<u>Land Area:</u>	91,004 SF/	2.09 acres
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<u>Vacant Land:</u>	10,591 SF/	.24 acres
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<u>Existing Property Value:</u>	\$537,479
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<u>Homestead Exemptions:</u>	\$164,209
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<u>Other Exemptions:</u>	\$1,000
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<u>Net Property Value:</u>	\$372,270
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Potential Uses/Actions:

- Maintain existing mix of SF and LD
- Increase SF through elimination of LD
- Increase LD through reduction of SF

This area is important, in that, many people who drive on Denning Drive and otherwise do not enter the Westside community perceive it to

represent all of the Westside. The attractiveness of this area will be affected by the ability to elevate the conditions of the multifamily complex to the north and any future changes to the Winter Park Mall.

F. **Subsection F** is the neighborhood commercial area on north Pennsylvania Avenue. These properties are primarily substandard.

Land Area: 125,002 SF/ 2.87 acres

Vacant Land: 11,229 SF/ .26 acres

Existing Property Value: \$987,206

Homestead Exemptions: \$48,492

Other Exemptions: 0

Net Property Value: \$938,714

Potential Uses/Actions:

- Maintain existing land use C and LD
- Increase C through elimination of LD
- Develop a Neighborhood Business District

(NBD)

This district is extremely important for two reasons: it can provide neighborhood commercial services to the north Westside and it can

serve as a link for the community across Morse Boulevard to residential and business activities on the south Westside.

- G. **Subsection G** is LD land use on Morse Boulevard. Two properties are substandard and three are vacant.

<u>Land Area:</u>	188,685 SF/	4.33 acres
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<u>Vacant Land:</u>	11,934 SF/	.27 acres
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<u>Existing Property Value:</u>	\$931,648
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<u>Homestead Exemptions:</u>	\$145,551
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<u>Other Exemptions:</u>	\$5,010
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<u>Net Property Value:</u>	\$781,087
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Potential Uses/Actions:

- Maintain existing LD
- Change to SF
- Change to Mixed-Use (MU) commercial and residential
- Change to OP

The treatment of these two parcels in conjunction with development of the Pennsylvania neighborhood commercial district will have the greatest impact on long-range success of the plan. The Chamber of

represent all of the Westside. The attractiveness of this area will be affected by the ability to elevate the conditions of the multifamily complex to the north and any future changes to the Winter Park Mall.

- F. **Subsection F** is the neighborhood commercial area on north Pennsylvania Avenue. These properties are primarily substandard.

<u>Land Area:</u>	125,002 SF/	2.87 acres
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<u>Vacant Land:</u>	11,229 SF/	.26 acres
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<u>Existing Property Value:</u>	\$987,206
---------------------------------	-----------

<u>Homestead Exemptions:</u>	\$48,492
------------------------------	----------

<u>Other Exemptions:</u>	0
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<u>Net Property Value:</u>	\$938,714
----------------------------	-----------

Potential Uses/Actions:

- Maintain existing land use C and LD
- Increase C through elimination of LD
- Develop a Neighborhood Business District

(NBD)

This district is extremely important for two reasons: it can provide neighborhood commercial services to the north Westside and it can

serve as a link for the community across Morse Boulevard to residential and business activities on the south Westside.

- G. **Subsection G** is LD land use on Morse Boulevard. Two properties are substandard and three are vacant.

<u>Land Area:</u>	188,685 SF/	4.33 acres
-------------------	-------------	------------

<u>Vacant Land:</u>	11,934 SF/	.27 acres
---------------------	------------	-----------

<u>Existing Property Value:</u>	\$931,648
---------------------------------	-----------

<u>Homestead Exemptions:</u>	\$145,551
------------------------------	-----------

<u>Other Exemptions:</u>	\$5,010
--------------------------	---------

<u>Net Property Value:</u>	\$781,087
----------------------------	-----------

Potential Uses/Actions:

- Maintain existing LD
- Change to SF
- Change to Mixed-Use (MU) commercial and residential
- Change to OP

The treatment of these two parcels in conjunction with development of the Pennsylvania neighborhood commercial district will have the greatest impact on long-range success of the plan. The Chamber of

serve as a link for the community across Morse Boulevard to residential and business activities on the south Westside.

- G. **Subsection G** is LD land use on Morse Boulevard. Two properties are substandard and three are vacant.

<u>Land Area:</u>	188,685 SF/	4.33 acres
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<u>Vacant Land:</u>	11,934 SF/	.27 acres
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<u>Existing Property Value:</u>	\$931,648
---------------------------------	-----------

<u>Homestead Exemptions:</u>	\$145,551
------------------------------	-----------

<u>Other Exemptions:</u>	\$5,010
--------------------------	---------

<u>Net Property Value:</u>	\$781,087
----------------------------	-----------

Potential Uses/Actions:

- Maintain existing LD
- Change to SF
- Change to Mixed-Use (MU) commercial and residential
- Change to OP

The treatment of these two parcels in conjunction with development of the Pennsylvania neighborhood commercial district will have the greatest impact on long-range success of the plan. The Chamber of

represent all of the Westside. The attractiveness of this area will be affected by the ability to elevate the conditions of the multifamily complex to the north and any future changes to the Winter Park Mall.

F. **Subsection F** is the neighborhood commercial area on north Pennsylvania Avenue. These properties are primarily substandard.

<u>Land Area:</u>	125,002 SF/	2.87 acres
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<u>Vacant Land:</u>	11,229 SF/	.26 acres
---------------------	------------	-----------

<u>Existing Property Value:</u>	\$987,206
---------------------------------	-----------

<u>Homestead Exemptions:</u>	\$48,492
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<u>Other Exemptions:</u>	0
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<u>Net Property Value:</u>	\$938,714
----------------------------	-----------

Potential Uses/Actions:

- Maintain existing land use C and LD
- Increase C through elimination of LD
- Develop a Neighborhood Business District

(NBD)

This district is extremely important for two reasons: it can provide neighborhood commercial services to the north Westside and it can

Commerce's plans to locate across Morse Boulevard can be used to provide additional linkage opportunities through the use of open space or pedestrian circulation.

4. **Westside - South Property:** This area includes an existing mixture of SF, LD, OS/R, C, and MF. This area includes the Winter Park Community Center and Hannibal Square. There is a low percentage of owner occupied properties and a high percentage of vacant and substandard properties. The area is further broken down into six subsections for further analysis.

- A. **Subsection A** is the largest area and includes SF, LD, MF, G, and OS/R. There are 14 substandard properties and 32 vacant parcels. Fewer than one-third of the properties are owner-occupied.

<u>Land Area:</u>	1,390,903	SF/	31.93 acres
<u>Vacant Land:</u>	196,989	SF/	4.52 acres
<u>Existing Property Value:</u>	\$5,174,224		
<u>Homestead Exemptions:</u>	\$1,353,263		
<u>Other Exemptions:</u>	324,298		
<u>Net Property Value:</u>	\$3,495,663		

Potential Uses/Actions:

- Maintain existing mix of SF, LD, MF, G, and OS/R
- Increase SF through reduction of LD or MF
- Increase LD through reduction of SF

This entire area needs to be targeted for major revitalization and transition to home ownership. Several Habitat for Humanity and H.A.N.D.S. houses have been constructed in this area. While these are excellent programs, consideration should be given to providing a broader mix of housing types and to elevate the standards of the entire area. The existing affordable housing programs should strive to develop housing styles that are interesting and varied.

B. **Subsection B** includes the LD and SF land uses on Denning Drive.

Two properties are vacant and two are substandard.

<u>Land Area:</u>	128,086 SF/	2.94 acres
<u>Vacant Land:</u>	19,250 SF/	.44 acres
<u>Existing Property Value:</u>	\$341,082	
<u>Homestead Exemptions:</u>	\$79,194	
<u>Other Exemptions:</u>	\$500	
<u>Net Property Value:</u>	\$261,388	

Potential Uses/Actions:

- Maintain existing mix
- Increase SF through reduction of LD
- Increase LD through reduction of SF

This area will be enhanced by the planned upgrades to Lake Island Park. Orientation of this area toward the park could serve to extend the community to the park and make the park more accessible to the community.

C. **Subsection C** is a small area of LD and MF land uses between the New England/Pennsylvania neighborhood commercial areas and the offices on Morse Boulevard. This area has few owner occupants.

<u>Land Area:</u>	191,598 SF/	4.40 acres
<u>Vacant Land:</u>	23,825 SF/	.55 acres
<u>Existing Property Value:</u>	\$2,712,852	
<u>Homestead Exemptions:</u>	65,171	
<u>Other Exemptions:</u>	\$1,804,823	
<u>Net Property Value:</u>	\$842,858	

### Potential Uses/Actions:

- Maintain existing LD and MF
- Increase MF through elimination of LD
- Increase OP through elimination of LD
- Increase LD through reduction of MF

The land use for this area will be largely effected by the development of surrounding properties. Single family homes in this area would create a relatively small enclave.

- D. **Subsection D** is the New England Avenue corridor including part of the Hannibal Square commercial district. This area is comprised of MF and C parcels. A large percentage of this area is controlled by one entrepreneur. Current development plans envision this area to become a pedestrian scale commercial area with a mixture of multifamily. There is only one owner occupant in this corridor, two substandard properties, and considerable vacant area.

<u>Land Area:</u>	262,966	SF/	6.04 acres
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<u>Vacant Land:</u>	54,002	SF/	1.24 acres
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<u>Existing Property Value:</u>	\$1,265,659
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## REDEVELOPMENT ISSUES

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Homestead Exemptions: \$50,000

Other Exemptions: \$64,067

Net Property Value: \$1,151,592

Potential Uses/Actions:

- Maintain existing commercial and multifamily uses
- Change to all commercial
- Create a Mixed-Use commercial and multifamily district

The development of New England Avenue can provide a vital pedestrian link to the Farmers Market and the CBD. This area is appropriate for a mixed-use designation to balance commercial and residential in an appropriate pedestrian scale. Zoning restrictions and design guidelines will need to be implemented to ensure the development in this area is consistent with the desired results.

- E. **Subsection E** is the southern section of the Pennsylvania neighborhood commercial corridor which includes C, MF, LD, and OS/R.

Land Area: 216,638 SF/ 4.97 acres

Vacant Land: 10,535 SF/ .24 acres

Existing Property Value: \$1,465,742

## REDEVELOPMENT ISSUES

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Homestead Exemptions: \$0

Other Exemptions: \$281,876

Net Property Value: \$1,183,866

Potential Uses/Actions:

- Maintain existing C, MF, LD, and OS/R land uses
- Change to all commercial and OS/R
- Create a Neighborhood Business District (NBD)

This section, along with the northern section of Pennsylvania could be developed to provide the link between the residential areas on the north and south side of Morse Boulevard. Hannibal Square would become the southern anchor.

- F. **Subsection F** is the LD parcel on Morse Boulevard north of the Community Center. The block contains one house and one grocery store. The Chamber of Commerce is planning to develop part of this block for a new building in 3-4 years.

Land Area: 153,000 SF/ 3.51 acres

Vacant Land: 18,750 SF/

Existing Property Value: \$193,757

## REDEVELOPMENT ISSUES

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Homestead Exemptions: 0

Other Exemptions: 0

Net Property Value: \$193,757

Potential Uses/Actions:

- Maintain existing LD
- Change LD to OP
- Change LD to mixed use OP/LD
- Create a mixed-use commercial and multifamily district

This block carries the same importance of the similar (2) parcels north of Morse Boulevard. While the neighborhood commercial corridor along Pennsylvania Avenue and appropriate treatment of the Morse/Pennsylvania intersection will serve to provide a unifying link between the residential areas, this parcel can provide additional emphasis of the connection by creating useable open spaces.

5. **Eastside Property:** The existing land uses on the eastside are LD, MF, and G. This area is a stable and mostly developed. There are four major churches in this area.

## REDEVELOPMENT ISSUES

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Land Area: 1,091.802 SF/ 25.06 acres

Vacant Land: 0 SF/ 0 acres

Existing Property Value: \$43,089,174

Homestead Exemptions: \$1,475,000

Other Exemptions: \$18,383,974

Net Property Value: \$23,230,200

Potential Uses/Actions:

- Maintain existing uses

This area is mature and stable. There is little opportunity or need for improvement to this area. Efforts should focus on maintaining the character and condition of the existing properties.

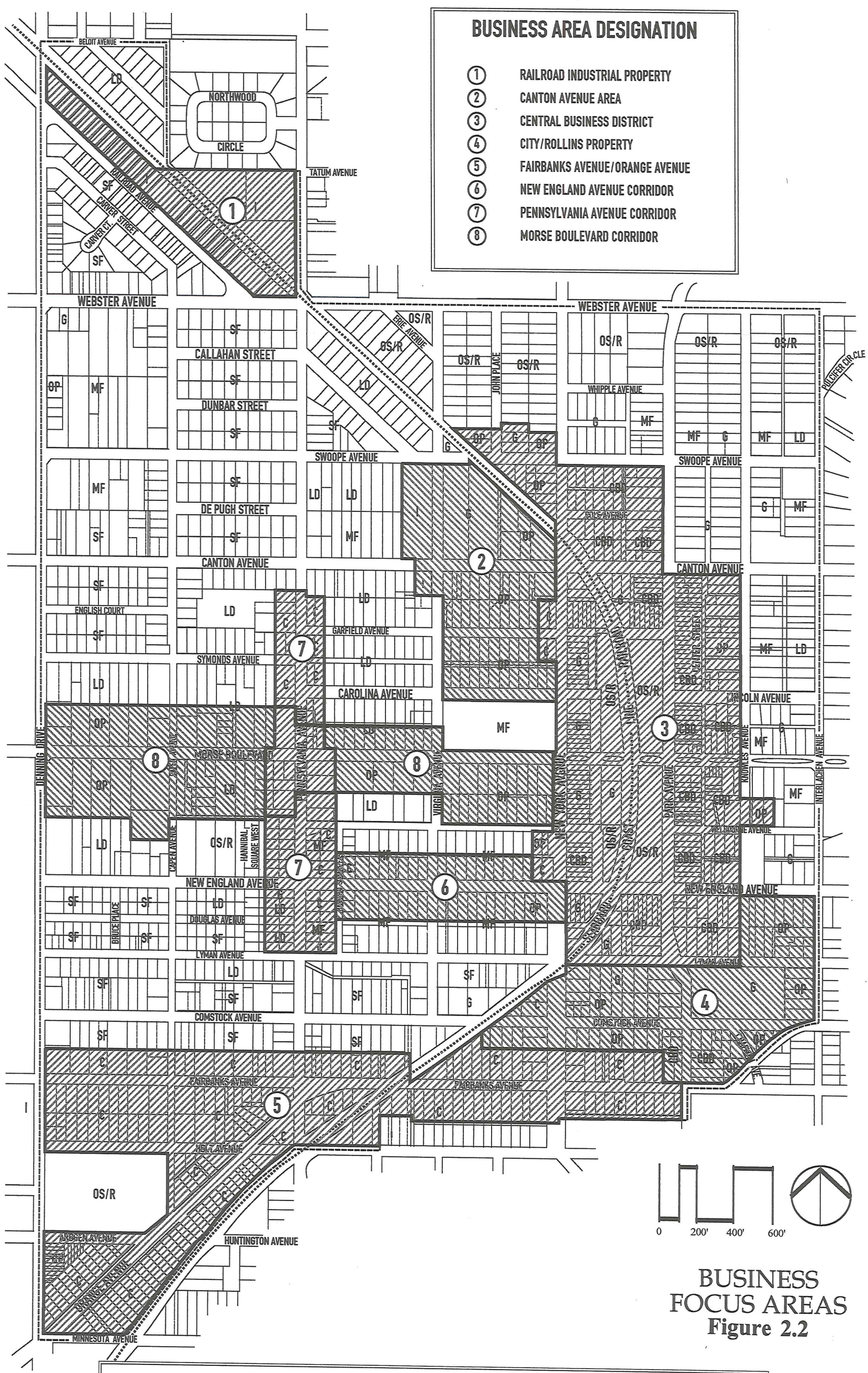
## BUSINESS

The development of the business areas will provide the economic stimulus to implement the programs and projects delineated in the CRA plan. The business areas within the CRA characterize many of the unique attributes associated with Winter Park. Preservation and enhancement of the charm of Park Avenue along with the development and redevelopment of the Westside business areas and the Orange

Avenue/Fairbanks Avenue business areas will greatly increase the viability of Winter Park as an attractive community in which to live and work. There are eight primary business focus areas that will be analyzed further.

1. Railroad Industrial property
2. Canton Avenue area
3. Central Business District
4. City/Rollins property
5. Fairbanks Avenue/Orange Avenue corridors
6. New England Avenue corridor
7. Pennsylvania Avenue corridor
8. Morse Boulevard corridor

These areas are illustrated in Fig. 2-2.



**CITY OF WINTER PARK  
COMMUNITY REDEVELOPMENT AREA**

**BUSINESS  
FOCUS AREAS  
Figure 2.2**

Three of these areas will have a direct and significant impact on the residential neighborhoods of the Westside. These are:

6. New England Avenue corridor
7. Pennsylvania Avenue corridor
8. Morse Boulevard corridor

In addition to the eight focus areas, there are three extremely important intersections that need special attention due to their importance as transition points into and within the City. These are:

1. Morse Boulevard/Pennsylvania Avenue
2. Orange Avenue/Fairbanks Avenue
3. Park Avenue/Fairbanks Avenue

1. **Railroad Industrial Property:** This property is entirely Industrial (I) land use and 95 percent developed.

<u>Land Area:</u>	364,145 SF/	8.36 acres
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<u>Vacant Land:</u>	17,550 SF/	.40 acres
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<u>Existing Property Value:</u>	\$3,672,063
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<u>Homestead Exemptions:</u>	0
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## REDEVELOPMENT ISSUES

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Other Exemptions: \$455,042

Net Property Value: \$3,217,021

Potential Uses/Actions:

- Maintain existing I land use

Because of the location and relationship to northern entry points to Winter Park, maintenance and landscaping at either end of the block should be encouraged. Construction of a wall with landscaping to shield Carver Street residences would add to the aesthetics of the area and provide privacy to the adjacent residential area.

2. **Canton Avenue Property:** This area consists of OP, G, and I land uses. The OP and I are fully developed and the G is the City maintenance compound which includes a fire station. The maintenance compound functions may move to City property off of Howell Branch Road. The compound has some environmental conditions that are being addressed through a clean-up program funded by the State. The fire station may be consolidated with the fire station on Lyman.

Land Area: 603,442 SF/ 13.85 acres

Vacant Land: 26,636 SF/ .61 acres

Existing Property Value: \$12,471,229

Homestead Exemptions: \$0

Other Exemptions: \$616,002

Net Property Value: \$11,855,227

Potential Uses/Actions:

- Maintain existing mixture of I, G, and OP
- Change G to I or OP

The City-owned land should be held for flexibility in implementing the CRA plan. Property could be used as temporary relocation area if required, or as a property to consolidate the fire department. Development of additional industrial or office space could enhance the tax base, but consideration should be given to the adjacent neighborhood.

3. **Central Business District:** The Central Business District (CBD) is the commercial hub of Winter Park. This area includes Central Park and all of the traditional retail areas and is made up of CBD, OP, and G land use designations. This area has experienced a recent market adjustment consistent with the retail industry across the country. The long-term prospects for this area is still very positive.

Land Area: 1,568,100 SF/ 36 acres

## REDEVELOPMENT ISSUES

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Vacant Land: 149,725 SF/

Existing Property Value: \$101,022,263

Homestead Exemptions: \$25,000

Other Exemptions: \$25,356,520

Net Property Value: \$75,640,743

Potential Uses/Actions:

- Maintain existing uses
- Convert some G to OP and CBD

The opportunities in the CBD are extremely expansive in range. Major issues include parking and transportation, the Morse Foundation and Museum, the Post Office and Chamber of Commerce properties, and the Amtrak station. While this area represents a large impact with respect to economic growth and vitality, and in turn financial benefit to the CRA, short-term projections should not anticipate major change in the make up of this area. Further, with the initiation of Preview Winter Park, it is important that concepts for the CBD allow for appropriate input from that group to fully assess the alternatives available to the district and to prioritize the opportunities.

4. City/Rollins Property: This area consists of C, OP, G, and CBD land use designations. The City and Rollins College own or occupy the majority of this

property. The bank property on the corner of Park and Fairbanks has been vacant for some time. The City property and vacant Rollins property currently isolate the CBD on South Park Ave and Fairbanks from the balance of the CBD. These two properties offer great opportunities for development.

Development of each property is contingent on a number of factors.

<u>Land Area:</u>	605,932 SF/	13.91 acres
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<u>Vacant Land:</u>	144,697 SF/	3.32 acres
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<u>Existing Property Value:</u>	\$29,092,789
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<u>Homestead Exemptions:</u>	\$0
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<u>Other Exemptions:</u>	\$14,099,556
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<u>Net Property Value:</u>	\$14,993,233
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Potential Uses/Actions:

- Maintain existing C, OP, G, and CBD
- Change G to CBD and OP
- Change G to CBD

Rollins Property

The vacant Rollins property has the greatest potential for commercial development in that no functions, other than parking, would be displaced. The development of commercial property would be contingent on providing a

parking solution that would be acceptable to Rollins College. Rollins could provide for their parking needs in other areas, but their space is limited and any solution could involve the construction of a parking structure.

### City Hall Property

The City Hall property also offers an excellent opportunity for commercial development and could also accommodate parking requirements of the area. There are significant considerations regarding the displacement of some or all of the functions currently accommodated including the cost and location of replacement. As with the CBD, the alternatives available need detailed and careful consideration. Impacts on the Westside due to changes in this area would be extremely positive. Economic projections for this area should be conservative since change will require the resolution of several major issues that will only come from open public debate.

The intersection of Park and Fairbanks should be considered an arrival point for the CBD.

5. Orange Avenue/Fairbanks Avenue Corridors: With the exception of one OP property on South Denning, these two corridors area entirely C land uses. Orange Avenue businesses have been upgrading their appearance for several years. Currently there are several vacant stores. Fairbanks Avenue

accommodates several car dealerships or service shops west of the railroad tracks, and transitions into office retail and restaurant to the east.

<u>Land Area:</u>	1,366,257 SF/	31.36 acres
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<u>Vacant Land:</u>	188,947 SF/	4.34 acres
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<u>Existing Property Value:</u>	\$34,652,024
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<u>Homestead Exemptions:</u>	\$0
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<u>Other Exemptions:</u>	1,813,599
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<u>Net Property Value:</u>	\$32,838,425
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Potential Uses/Actions:

- Maintain existing C and OP uses

These corridors are important in that they are both entryways to downtown Winter Park. As entry ways, consideration could be given to encouraging relocation of the auto service establishments to enhance the general appearance. Special consideration should be given to the intersection of Fairbanks, Orange, and Pennsylvania to create an attractive intersection. The incremental economic impact on this area should be conservative since the opportunity for and evolution of change will be slow.

6. **New England Corridor:** This corridor contains C, OP, and MF land uses. As discussed in the residential section, this corridor is rapidly evolving into a pedestrian scale mixed-use area starting at Hannibal Square and working east.

Land Area: 262,966 SF/ 6.04 acres

Vacant Land: 54,002 SF/ 1.24 acres

Existing Property Value: \$2,200,855

Homestead Exemptions: \$50,000

Other Exemptions: \$64,067

Net Property Value: \$2,086,788

Potential Uses/Actions:

- Maintain existing C, OP, and MF uses
- Maintain existing C, OP, and MF uses

The development in this area should be encouraged to continue, but the desired mix of commercial and residential uses should be established and adopted.

This corridor along with the Pennsylvania corridor could define the redevelopment standards on the Westside.

7. **Pennsylvania Corridor:** This corridor has a mixture of OS/R, MF, LD, and C land uses. Several parcels are vacant and many of the structures could be considered substandard. There are churches at each end and in the middle of this corridor. Hannibal Square is the southern end.

<u>Land Area:</u>	341,640	SF/	7.84 acres
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<u>Vacant Land:</u>	21,764	SF/	
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<u>Existing Property Value:</u>	\$2,452,948		
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<u>Homestead Exemptions:</u>	\$48,492		
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<u>Other Exemptions:</u>	\$281,876		
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<u>Net Property Value:</u>	\$2,122,580		
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Potential Uses/Actions:

- Maintain existing OS/R, C, MF, LD, and C uses
- Change to mixed use commercial/residential
- Create a Neighborhood Business District (NBD)

The mixture of zoning classifications along this corridor has prevented establishment of any cohesive identity. A new neighborhood commercial district could be utilized to promote a vital link for the north and south residential areas by providing services necessary to the general area. Central to

the success of this concept is the treatment of the Morse/Pennsylvania intersection.

8. **Morse Boulevard Corridor:** This corridor includes OP and LD land uses. The LD uses are adjacent to Pennsylvania Avenue. Much of the LD area is vacant and controlled by speculators. Most of the OP is developed although several of the buildings are currently vacant.

<u>Land Area:</u>	958,553 SF/ 22.10 acres
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<u>Vacant Land:</u>	30,684 SF/ .70 acres
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<u>Existing Property Value:</u>	\$14,641,642
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<u>Homestead Exemptions:</u>	\$145,551
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<u>Other Exemptions:</u>	\$2,719,999
--------------------------	-------------

<u>Net Property Value:</u>	\$11,776,092
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Potential Uses/Actions:

- Maintain existing OP and LD
- Change LD to OP
- Change LD to Mixed-Use commercial/residential

The classification and development of the three LD blocks on Morse Boulevard is an extremely important issue to be considered on the Westside with respect

to defining the plan and the perception of its intent. If the Pennsylvania Corridor development is approached as a unifying neighborhood commercial district and if the intersection of Morse and Pennsylvania is handled to emphasize the north-south connection, the land use for the three LD parcels could become mixed-use commercial/residential. The intensity of development for these three parcels needs to be sensitive to the adjacent neighborhood.

### 2.6 Property Ownership and Condition

One quality characterizing Winter Park is its strong sense of community. This is why, understandably, one of the bigger concerns affecting this quality is the lack of private investment within the Westside Neighborhood and the lack of property maintenance. The deterioration of the neighborhoods was demonstrated in the Study of Blight. The next step was to analyze the property ownership.

Based on September 1993 data from the tax assessor, the city staff completed a property ownership study in these areas to bring attention to the current stability or instability of certain areas within the Westside neighborhoods. Every Westside residential property was considered in the study.

The study classified the properties into three categories: Owner Occupied, Winter-Park Owner - who are those that have Winter Park addresses but do not occupy the

property, and Non-Winter Park Owner-investors from outside of Winter Park. It is a common belief that strong neighborhood investment produces stable, safer, more desirable neighborhoods and likewise higher property values. This can be verified from the study. The areas with high Owner Occupancy between Capen Avenue and Pennsylvania Avenue north of Swoope Avenue could suggest stability. Based on total assessed values these areas do, in fact, not only maintain higher land values but also have higher improvement values. Other areas within the CRA that have high owner occupancy were consistent with this fact.

Unfortunately, only 40.7 percent of the 729 properties within the Community Redevelopment Area were Owner Occupied. The remaining 59.3 percent was a fairly even split of 31.4 percent Winter Park Owners and 27.8 percent Non-Winter Park Owners representing outside investment of the area. On the opposite end, the areas with a high concentration of Non-Winter Park Owners are in deteriorated condition. These areas need redevelopment in order to maintain the population of the CRA. The block between Pennsylvania and Virginia Avenue north of Swoope Avenue represents considerable instability. Not only are all of the properties outside owned but the properties also have very low value and much of the improvements are dilapidated or substandard structures. Other similar examples can be seen on the maps where clusters of outside ownership prevail.

Further analysis gave an actual count of vacant or dilapidated properties in the CRA to be 171 of the total 729 properties. That is an automatic 1/4 or 25 percent of the residential land that is economically underutilized property. With economics being an element of the Plan, this area requires an immediate redevelopment strategy. Maps illustrating the ownership and property conditions are included as Figures 2-3, 2-4 and 2-5.

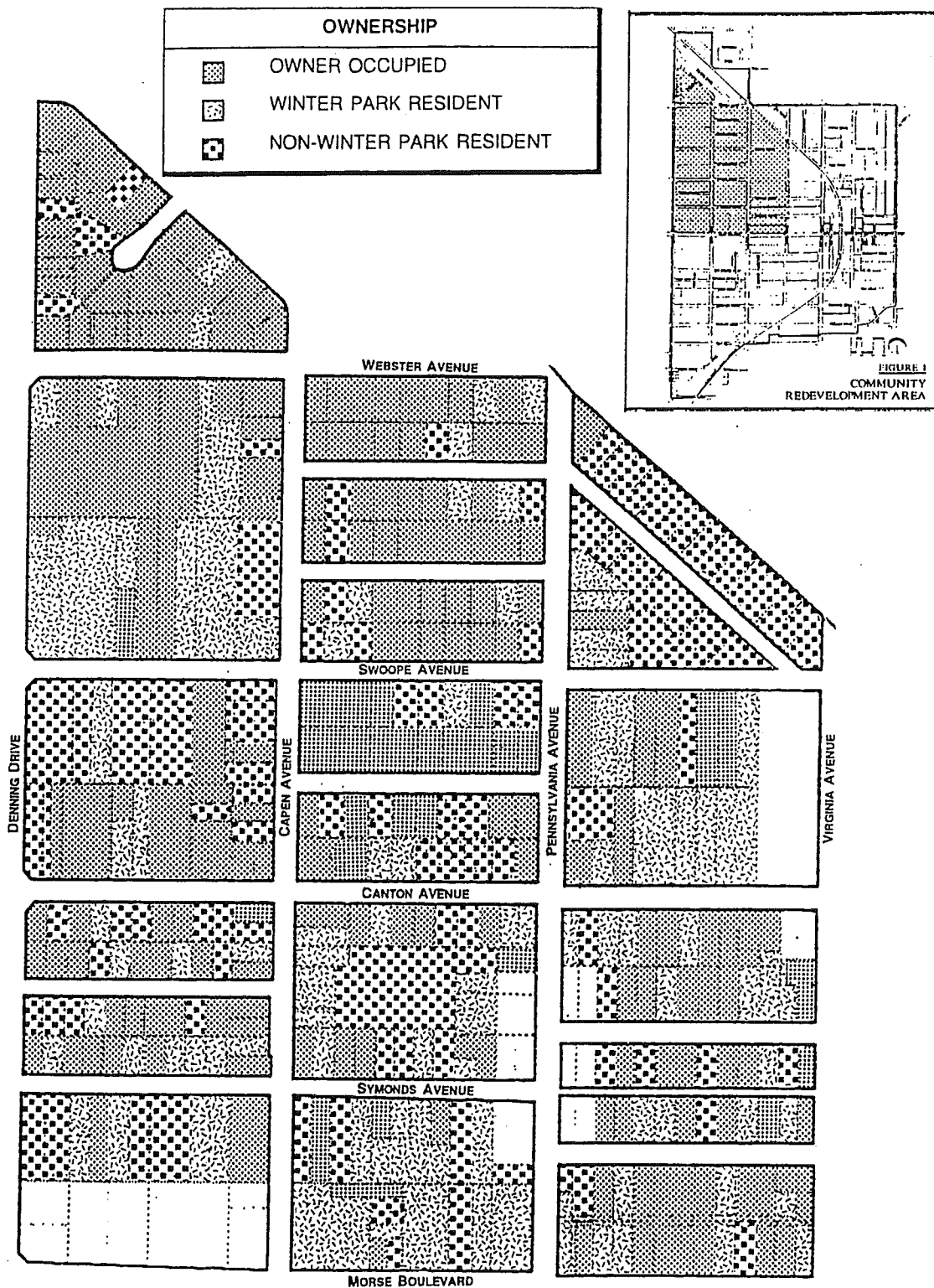


Figure 2.3

## EXISTING PROPERTY OWNERSHIP

DATE: FEBRUARY, 1994

0 200 400 600

# CITY OF WINTER PARK COMMUNITY REDEVELOPMENT PLAN

DEPARTMENT OF PLANNING AND COMMUNITY DEVELOPMENT

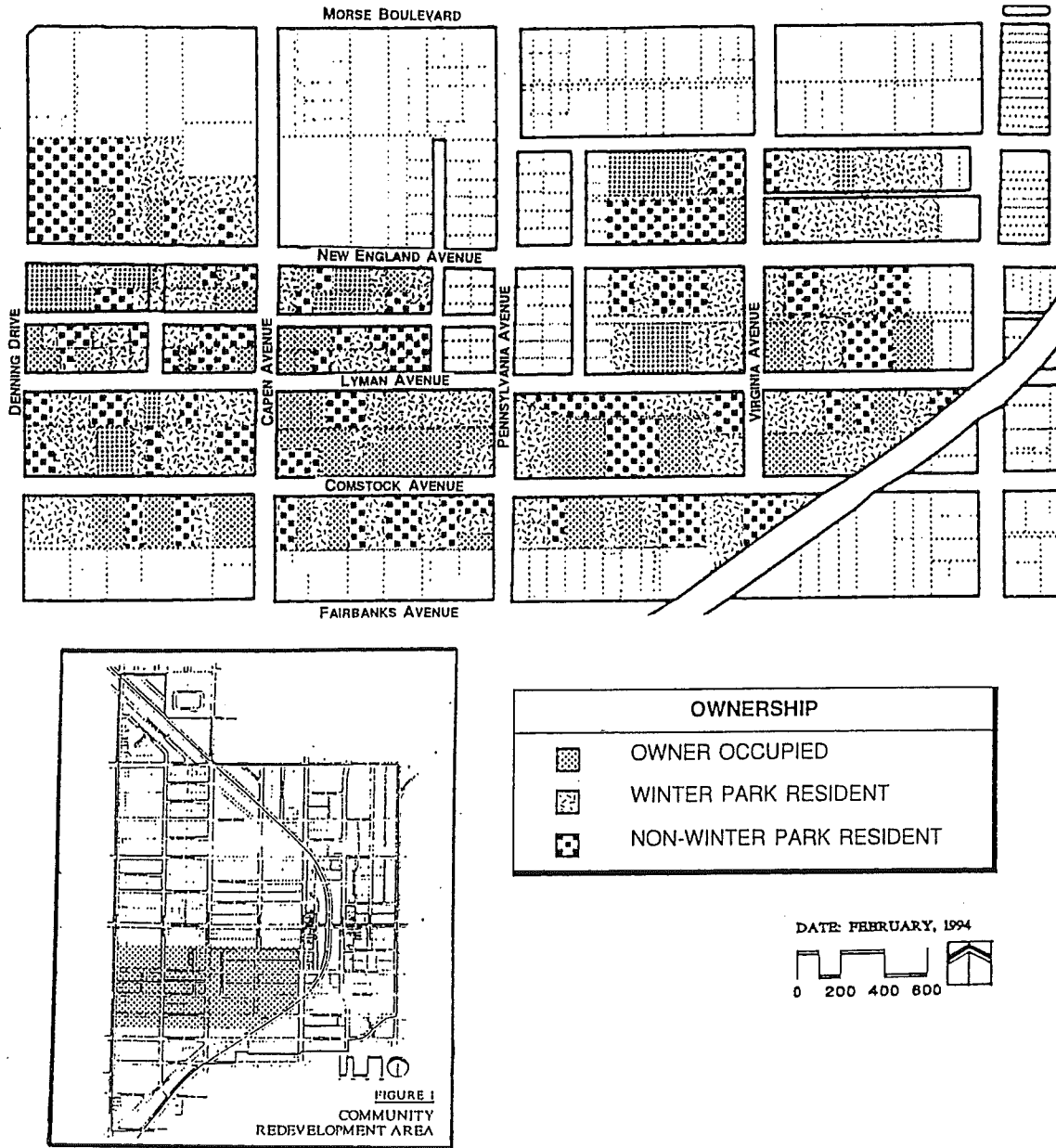


Figure 2.4

## EXISTING PROPERTY OWNERSHIP

# CITY OF WINTER PARK COMMUNITY REDEVELOPMENT PLAN

DEPARTMENT OF PLANNING AND COMMUNITY DEVELOPMENT



### 2.7 Market Opportunities

Market conditions will shape the CRA redevelopment opportunities and, in turn, determine the tax increment revenue available for reinvestment in the CRA. The previous sections identified the various residential and business focus areas and defined the characteristics of those areas. This information coupled with existing market data and options for property development will be used to assess the potential for growth and the implications with respect to tax increment revenue.

Each of the defined focus areas will be utilized to identify development opportunities. Articulating the opportunities provides both the public and private sectors with development goals that can be used as benchmarks as the plan matures.

**RESIDENTIAL**

1. **Beloit Property:** The vacant Beloit Property could be developed as approximately ten 1/4 acres single family lots with an average home value of \$100,000 or more. This development would create an overall increase in property value of \$750,000, less corresponding homestead exemptions. Eight to ten of these properties should be owner occupied. The property should be developed through private investment with the possibility of the Agency paying a portion of the infrastructure cost to stimulate development.
  
2. **Railroad Property:** The Railroad Property is currently valued at \$389,000. The existing single family rental units could be demolished and replaced with 19 single family units valued at \$60 - 75,000 or townhouse type units valued at \$40 - 50,000. These developments would generate an increased property value of \$700 - 900,000 and 5-10 new owner occupants. These units could be funded through private investment. The Agency could, as an alternative, acquire the properties and recoup the land purchase cost upon sale or consider a portion of the acquisition cost as an investment to lower the housing cost.

3. **Westside North**

**Subsection A:** This area is considered one of the primary stabilization areas. Upgrades of 17 properties by \$10,000 each, infill housing on 13 buildable lots with \$70,000 homes and an increase of 10 owner occupants would create a property assessment increase of \$700,000. Low or no interest loans for rehabilitation should be obtained from local commercial lenders or state and federal funds and supported by Agency revenues. Funds from loan repayments to the Agency should be maintained in a pooled loan program for reuse by other rehabilitation candidates. The infill housing should be developed with private funds. Additionally, there is an apartment complex on Canton Ave that needs substantial upgrade or demolition and replacement with single family units. This might result in an initial property value decrease but the overall effect and esthetics may make this a worthwhile project.

**Subsection B:** This area includes the Carver Street area which should receive treatment similar to subsection A. There are six buildable lots for housing in the \$70 - 80,000 range. Also, \$10,000 rehabilitation to 25% of the 69 remaining homes would create a more attractive and stabilized area. The funding for both of these should be the same as in subsection A. The increased property value would be approximately \$500,000. Four new owner occupants could be expected.

**Subsection C:** The Park West Condominiums are platted for one additional building. Private development of this property would add \$1,500,000 in property value. A minimum of 60 percent of the 22 units would most likely be owner occupied.

**Subsection D:** This area may require the largest investment by the Agency. Efforts within the single family areas should be targeted toward rehabilitation and private infill housing development. Rehabilitation and upgrades of \$10,000 to 76 homes and 20 new owner-occupants would provide an increase in taxable value of \$600,000. This should be accomplished using the same mechanisms as in subsection A. The two apartment complexes in this area need serious rehabilitation. If this is not accomplished by the owners, the properties should be acquired and renovated or demolished. Redevelopment of Lincolnshire and demolition of the Canton Ave apartments and redevelopment of six-eight single family homes would create a neutral or negative property value change but would be beneficial to adjacent properties. The Agency may have to acquire these properties and act through joint venture to make these projects happen.

**Subsection E:** This area could be utilized to develop additional variety in housing stock through acquisition and redevelopment. This property could be redeveloped as 20 condominium units valued at \$50 - 65,000. This would create an initial property value increase of \$350,000 including the effect of ten

new homestead exemptions. These units could be funded through private investment. The Agency could, alternatively, acquire the properties and recoup the land purchase cost upon sale or consider a portion of the acquisition cost as an investment to lower the housing cost.

**Subsection F & G:** These areas will be considered under the business areas.

#### 4. **Westside South**

**Subsection A:** This area is targeted for major rehabilitation and residential infill. \$10,000 property upgrades to 150 units and 30 new owner-occupants utilizing homestead exemptions would create additional property value of \$750,000. This effort should be funded in a similar method as the Westside North - Subsection A. A total of 27 new \$50 - 70,000 infill homes would add another \$1,270,000 in property value taking into account 14 new homestead exemptions. The improvement of the Douglas Avenue area could best be accomplished through purchase and development of entire blocks by the Agency. Subsequent redevelopment could be accomplished through private investment or a joint venture. The Agency could recoup the acquisition costs upon sale or consider a portion of the acquisition cost as an investment to reduce the house purchase cost. This block could be bid out to profit or not-for-profit developers to maximize the value of the end product.

**Subsection B:** This area could be utilized to develop additional variety in housing stock through acquisition and redevelopment. This property could be redeveloped as 20 condominium units valued at \$50 - 65,000. This would create an initial property value increase of \$550,000 including the effect of ten new owner-occupied dwellings with homestead exemptions. These units could be funded through private investment. The Agency could also acquire the properties and recoup the land purchase cost upon sale or consider a portion of the acquisition cost as an investment to lower the housing cost.

**Subsection C:** This area could be redeveloped as multifamily units to replace the Canton Ave complex. Private development of 30 - 40 units would increase the property value by \$1,000,000 and provide relocation housing for displaced residents.

**Subsections D, E, and F:** These areas will be considered under the business areas.

5. **Eastside**

The Eastside area is fully developed. This area could be expected to appreciate at an annual rate of 2 - 5 percent.

### BUSINESS

Most of the business opportunities will be accomplished through private investment. Investments by the Agency in streetscape and safety programs will help foster an environment attractive to private investment.

1. **Railroad Industrial Property:** This property is fully developed. The real estate value should appreciate at a moderate rate of 1 - 2 percent.
2. **Canton Avenue:** This area includes the City maintenance compound. This property could be redeveloped as office/professional. A one or two store office of 30 - 40,000 SF could be developed with a total value of \$3,500,000. The city could also receive approximately \$500,000 for the sale of this land. The balance of this area should appreciate at a moderate rate of approximately 1 - 2 percent.
3. **Central Business District:** The CBD is the center of business activities in Winter Park. As such, it contains over 1,000,000 SF of retail and office space. Park Ave is essentially developed. This area has had a recent market adjustment, but could experience property appreciation of 2 - 5 percent. In the future, the real opportunity for new development exists on New York Avenue. This area, too, is fully developed, but

there are opportunities that exist that could greatly increase the value of the New York properties. These include the expansion of Central Park and the development of a comprehensive parking and transit system. (Alternatively, the Chamber Building and adjacent parking could be redeveloped to accommodate more retail or commercial activities and a parking structure could be developed.) For the purposes of the revenue projections, no new development is considered in the CBD and the existing property values are increased moderately.

4. **City Hall/Rollins Sites:** This area has the opportunity to experience both significant new development and property appreciation. The Rollins site could accommodate 50 - 60,000 SF of new retail on Park Ave. and a sizable parking structure on the East portion of the site. Development of retail on this block would provide a continuation of the retail to the north and could serve to enhance the retail on the southern block. Additionally, the City Finance and Utility Billing departments currently occupy approximately 10,000 SF in the old Florida Power building. Consolidation of these functions in City Hall would add additional retail space. The development of new retail in this area could increase the taxable value by \$5 - 7,000,000. The creation of a parking structure to serve this area and reduce the CBD parking deficit would also have a very positive effect. The City Hall site could provide

the same opportunity for expanded retail on Park Ave, but would have to be relocated elsewhere. The implications of such a move would need significant study to determine the feasibility or desirability of such a move. It is possible that the police station could be moved to a consolidated public safety complex. This would allow for needed expansion and consolidation of administrative services. Administrative spacial needs may not require all of the building space that would be available if police functions moved to another site. Consideration should be given to the ability to develop a parking structure on the west portion of this site.

5. **Orange Avenue/Fairbanks Avenue:** The Orange Ave area is essentially developed. These properties should appreciate approximately 2-4% annually. The Fairbanks Ave corridor could experience redevelopment of underutilized properties. Realistically this will only accommodate 10 - 20,000 SF of redeveloped buildings and the net property value increase would be no more than \$1,000,000. The effect of infill redevelopment might have a more dramatic effect on the appreciation rate of the surrounding properties. Surrounding property values could increase by an additional percentage point due to the upgrade of underutilized or unsightly properties.

6. **New England Corridor:** The New England Corridor is currently experiencing private revitalization. Changing the existing land use designation from multifamily to mixed use would allow development of approximately 20,000 SF of retail commercial and 40-60 multifamily residential units. This development would create an increase in property value of approximately \$3,000,000. Proper guidelines must be established to achieve the desired mix of uses and aesthetic appeal.
7. **Pennsylvania Corridor:** The Pennsylvania Corridor may require active participation by the Agency to stimulate neighborhood commercial development. Opportunities should be investigated to relocate the grocery store at Morse and Pennsylvania and attract other neighborhood based businesses to revitalize this area. The existing value of this area is \$1,184,000. A reasonable goal would be to double the overall value of this area within eight years.
8. **Morse Boulevard Corridor:** Morse Boulevard is an area that has always been attractive to private investors. The Morse properties surrounding Pennsylvania Avenue have been maintained as a residential district. The critical issue for this area is to replace the low density land use designation with mixed-use guidelines that require an appropriate mix of commercial, residential and open space. The

undeveloped properties could conceivably provide development opportunities for 20,000 SF of commercial along with 10 - 20 residential units. This would still leave a reasonable amount of open space. The overall property value increase for this type of development would be approximately \$3,000,000. The balance of the developed properties should appreciate, once fully occupied, at a modest annual rate of 2-3 percent.

**CHAPTER III**  
**REDEVELOPMENT STRATEGIES AND CONCEPTS**

### CHAPTER III

## REDEVELOPMENT STRATEGIES AND CONCEPTS

### 3.1 Introduction

The goal of the Winter Park CRA plan is to develop a workable balance of private investment and public support to eliminate the blighted condition within the CRA and to elevate the CRA to a standard equal to the rest of the City. The City of Winter Park, as a whole, demands a high level of service from its government and maintains a high level of standards among its constituents. The redevelopment strategies seek to balance priorities between social, housing, business, and public works' objectives so that improvements are sustained over the long term. Many of these objectives are supported through the creation of a conducive physical environment, that is, the organization of the public and private space in which residents conduct the business of their daily lives. Organization of space is determined, in a large part, by the land use plan and urban design strategies.

### 3.2 Redevelopment Plan Overview

The defined area of the CRA is a critical component of the Winter Park village fabric. Its residential areas house 13 percent of the City's population and almost 100 percent of its minority population. In addition, the CRA area contains the City's heart and

soul; its quaint and viable downtown district. Furthermore, the defined area serves as a key entrance way into the City from the west. It represents a cultural and historic component of the City, which to date has not been fully recognized. These factors make Winter Park's Westside poised for revitalization with the potential to be one of Winter Park's more attractive and diverse areas.

The CRA will develop as a wholly integrated community with a full range of uses, intensities and densities. Given the numerous positive attributes bestowed on it, the CRA plan advocates a growth strategy that will allow realization of its amenities for maximum benefits to its residents.

Components of this plan include:

1. A firm commitment to strengthen and stabilize its residential neighborhoods through:
  - a. The emphasis on restoring a single family home ownership ratio similar to other parts of the City.
  - b. An intent to rid the community of the blighting influences of inadequately maintained apartment complexes.
  - c. Creation of a housing stock with a variety of sizes and prices.

2. The creation of a favorable climate for retail and services via new designations for such uses provided that proposed structures conform to specified design criteria enhancing and strengthening the sense of the Westside community.
3. A commitment to address social and cultural issues specific to the minority population in areas of neighborhood organization, youth recreational development, and economic empowerment for the City's minority population.

The degree of governmental intervention in free market activity is of major concern. In Winter Park, traditions have produced a philosophy providing for less governmental intervention. However, by its nature, the formation of a redevelopment district assumes that the government will take a more aggressive role to meet objectives established in this plan. In actuality, governmental intervention in the market has been happening for many years on the Westside with positive results. These activities have concentrated on the elimination of land uses associated with blight conditions such as bars and rooming houses. As previously noted, due to the elimination of a number of these uses, an environment conducive to new economic activity has been established. In the realm of housing, through the City's affordable housing program, over 15 vacant lots have been purchased and developed with new single family homes. Thus to date, Winter Park's intervention in private market activities on the Westside has

produced beneficial outcomes. This history suggests that additional strategic intervention decisions by the City can continue to improve conditions.

This plan provides for a continuation of this strategic intervention philosophy. This intervention is required where the presence of strong blighting influences still exist, where opportunities for preventive measures exist, and where physical conditions are such that the private market is still reluctant to provide investment. General areas identified as meeting this criteria include:

1. the Pennsylvania Avenue corridor from Lyman Avenue to Canton Avenue,
2. the apartment complexes located on Canton Avenue,
3. the property on Railroad Avenue between Swoope and Pennsylvania Avenues.

In other areas, it is believed that the private market will invest and develop without significant public assistance. In these locations, the CRA plan will simply establish guidelines so that all new development will support and enhance the overall community. These areas include Park Avenue, New England Avenue, Morse Boulevard, Fairbanks Avenue and Orange Avenue.

### **3.3 The Land Use Plan**

The precepts governing land use decisions revolve around the street as the principal public space for people. Consequently, land uses fronting the same public street must be compatible with each other. In most cases, the same land use designation provides the compatibility. Changes in land use designations occur at interior property lines. In some cases conflicts in land uses are unavoidable such as along Railroad Avenue north of Webster. In cases such as these, landscape buffers can mitigate the incompatibilities.

Figure 3-1 depicts the land uses for the CRA as adopted in Winter Park's Comprehensive Plan. Figure 3-2 indicates the proposed land uses necessitated by this plan and Figure 3-3 highlights the differences. As is illustrated in Figure 3-3, the CRA plan proposes to maintain the majority of the existing land uses. One major change is the introduction of districts that encourage the mixing of land uses, allowing the market to operate naturally and allowing for changes over time. In these districts (NBD and MU), the associated regulations will focus on fundamental building design issues, such as the proper placement of buildings on their sites so as each new structure is built, the overall Winter Park character is strengthened. These mixed land uses districts are designated along the Morse Boulevard and New England Avenue.

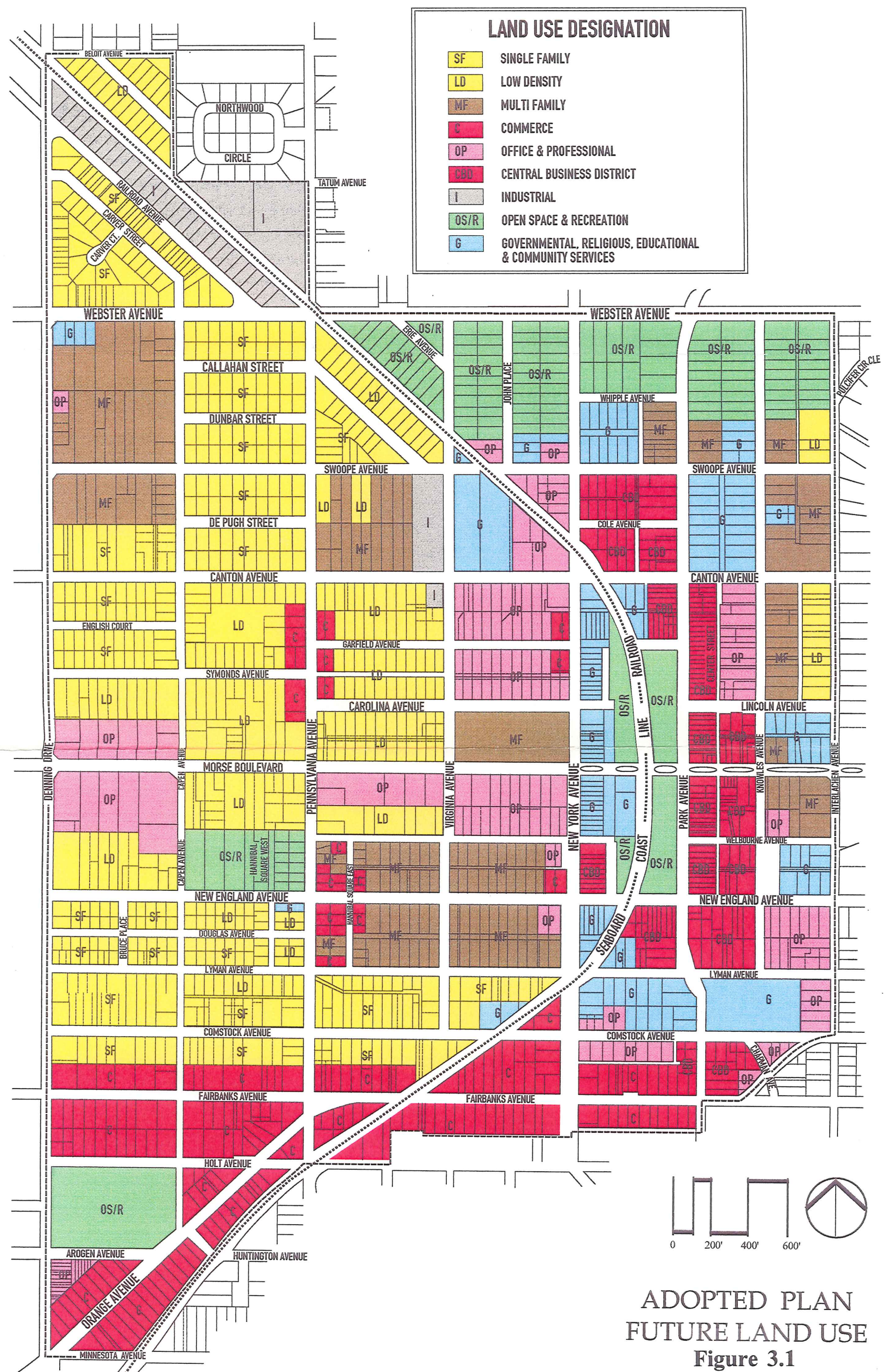
Other land use changes include:

1. the Rollins property on Park Avenue from Government to Central Business District and Office/Professional,

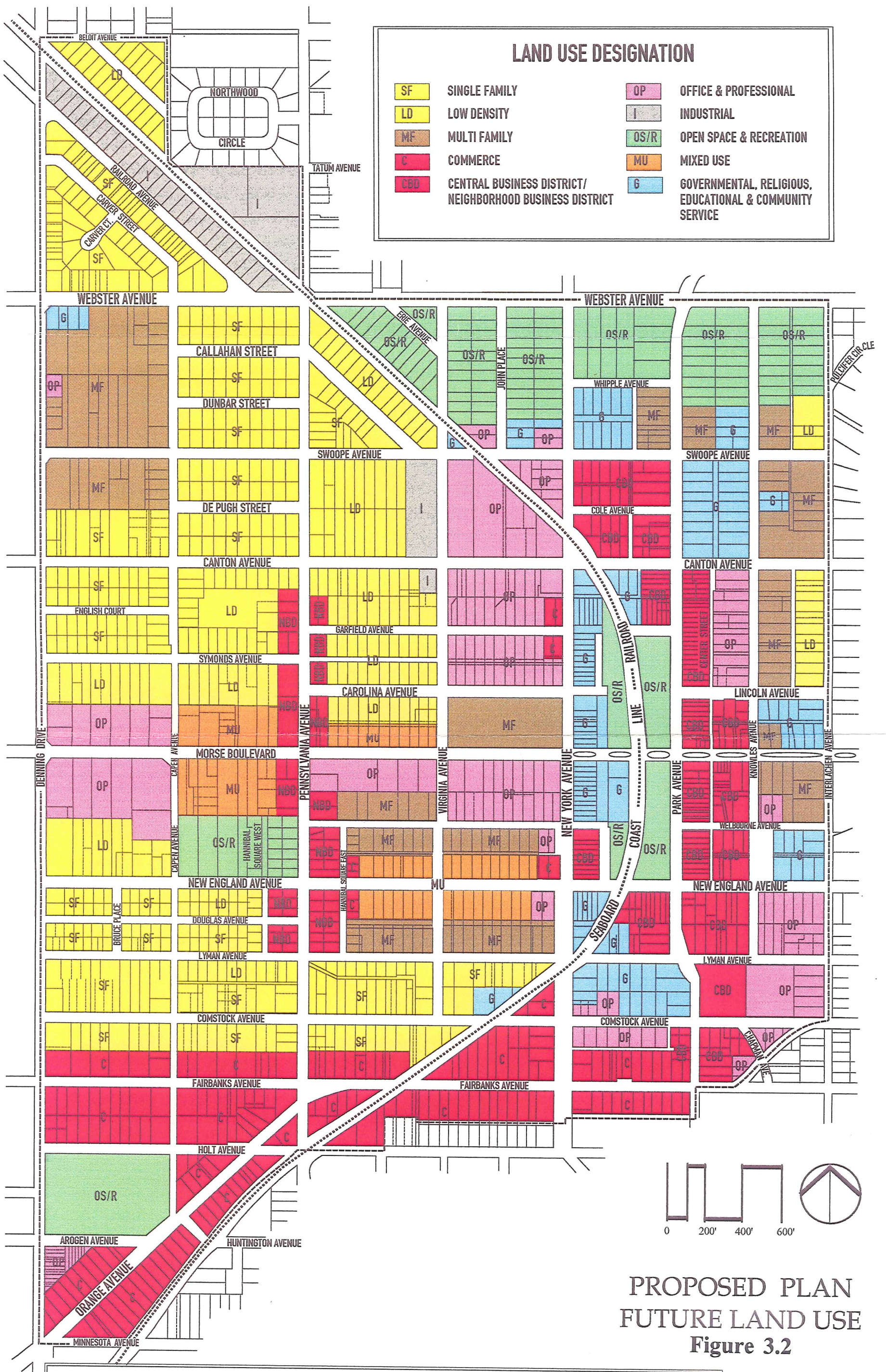
## **REDEVELOPMENT STRATEGIES AND CONCEPTS**

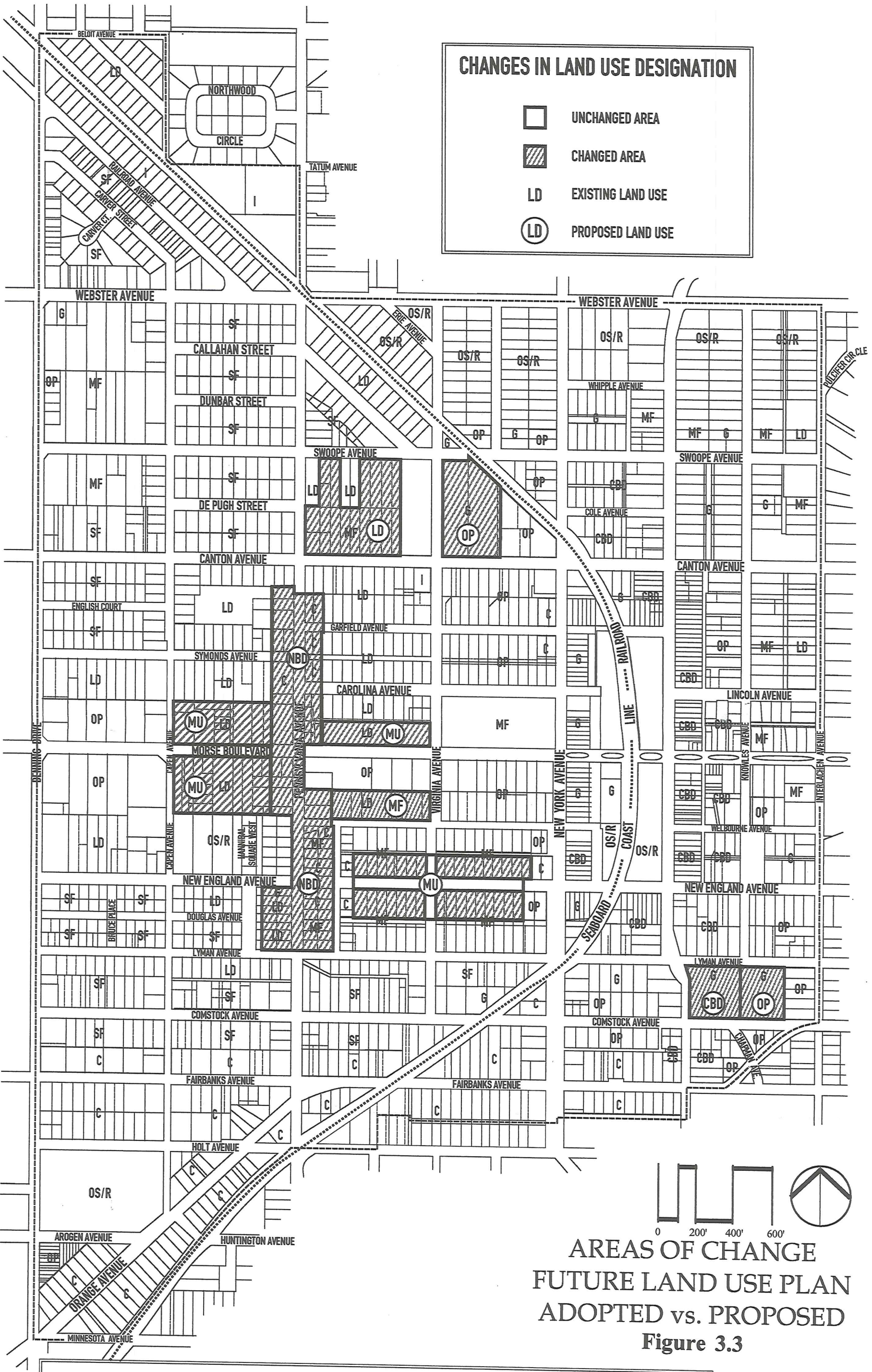
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2. the Public Works complex on Canton from Government to Office/Professional,
3. the 400 block of Canton Avenue from Multi-family to Low Density, and
4. Welborne Avenue from Low Density to Multi-family.



# CITY OF WINTER PARK COMMUNITY REDEVELOPMENT AREA





CITY OF WINTER PARK  
COMMUNITY REDEVELOPMENT AREA

Figure 3.3

### 3.4 Urban Design Concepts

The urban design for the CRA follows "traditional neighborhood design" concepts compatible with the City's cultural and historical development. The plan is focused on strengthening neighborhoods by defining the fundamental components of the neighborhood street. In this plan, various streets on the Westside are identified for providing multi-purposes including pedestrian and vehicular movement and public gathering places. Neighborhood streets shall give pedestrian needs equal or greater priority than those of motorists. The urban form promotes the vertical mixing of commercial and residential land uses on Morse Boulevard and New England Avenue.

The fundamental component of this plan is to provide pedestrian-scale linkages between the residential neighborhoods north and south of Morse Boulevard. Two parallel but compatible linkage systems have been designed. The first of these is the Pennsylvania corridor between Lyman Avenue on the south and Canton Avenue on the north. The second is primarily a pedestrian corridor at the mid-block line between Capen and Pennsylvania Avenues. This pedestrian system would connect the Community Center on New England Avenue to Morse Boulevard, Symonds Avenue, and eventually Canton Avenue. The overall plan for this core area is shown on Figure 3-4.

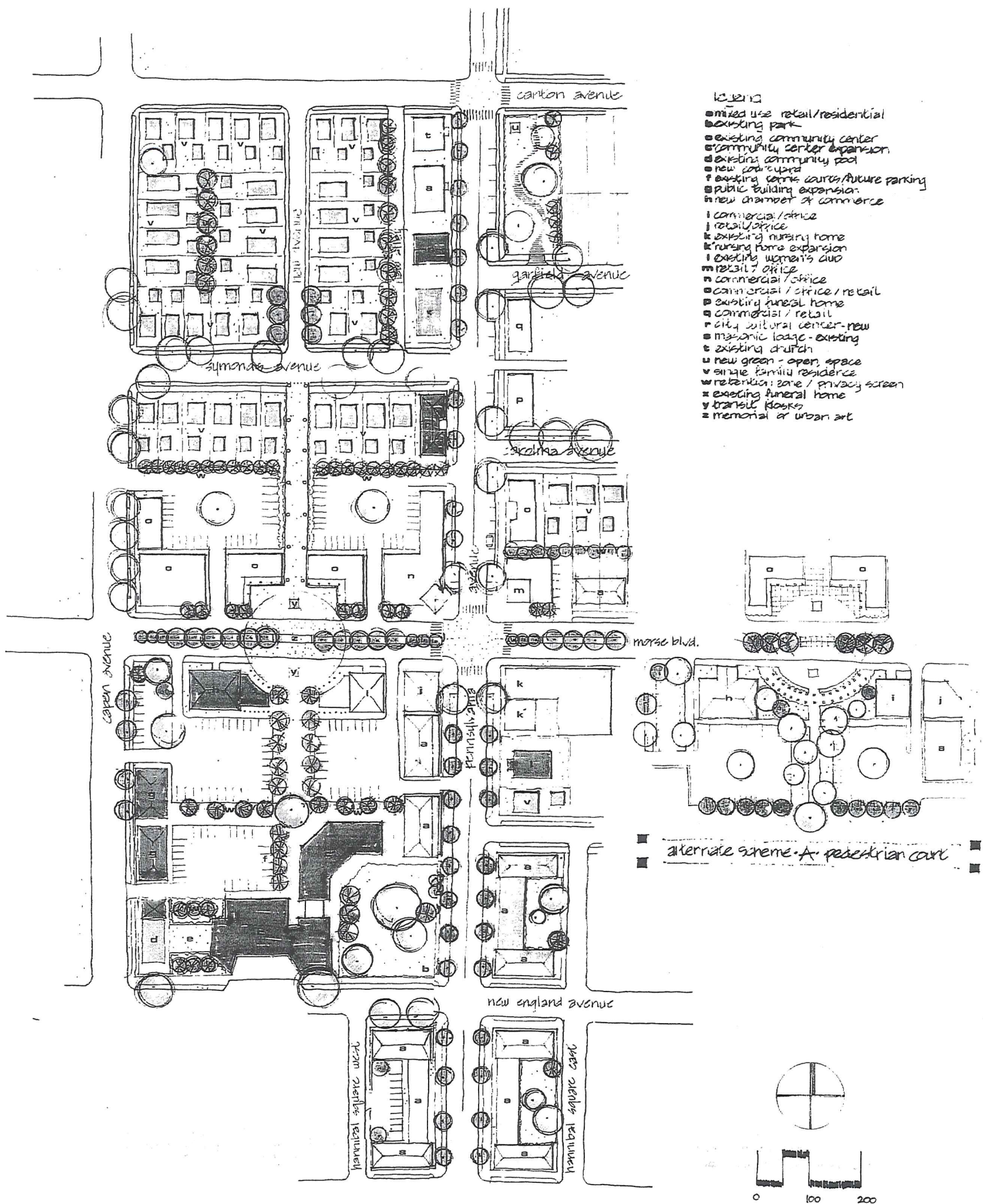


Figure 3.4

# CITY OF WINTER PARK COMMUNITY REDEVELOPMENT PLAN

## REDEVELOPMENT STRATEGIES AND CONCEPTS

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Pennsylvania Avenue Corridor: The Pennsylvania corridor is designed to be the principal neighborhood street for the Westside community. It serves to link the more stable residential neighborhood north of Morse Boulevard to the less stable neighborhood to the south. This avenue already contains many social and civic elements necessary to serve in its capacity of unifying linkage to the westside. Existing churches include Mt. Moriah MBC at Lyman Avenue, Ward Chapel AME Church at Welborne and the Winter Park Church of God at Canton Avenue. In addition, Pennsylvania Avenue is the address for such civic facilities as the Ideal Women's Club housed in the historic home of Dr. Hooker at 120 South Pennsylvania, the Masonic Lodge at 351 Pennsylvania, and Shady Park at the corner of New England and Pennsylvania.

Pennsylvania at Hannibal Square: At this time the southern end of the corridor is in a much stronger state than the northern end due significantly to more public and private investment. The primary stabilization factor has been the recent redevelopment of Hannibal Square. This redevelopment has been made possible by City actions and private investment so as to eliminate several blighting influences of bars and boarding houses. In addition, the presence of Shady Park and the Community Center provides social activity spaces strengthening productive human interactions. The southern end is developing with a strong mix of cultural, civic, and commercial components arrayed in a very attractive spacial relationship. In essence, Hannibal Square functions as the

neighborhood center for the Westside-south residential neighborhood. Its revitalization is an encouraging first step for this neighborhood.

Additional redevelopment actions to be considered are:

1. reestablishment of productive neighborhood commercial/mixed uses between Lyman and New England Avenues,
2. infill development of vacant properties,
3. streetscape improvements, and
4. potential development of the City-owned parking lot south of Shady Park.

This last action should be evaluated from a cost/benefit standpoint and must be considered carefully relative to the need for additional parking for Hannibal Square, Shady Park and the Community Center.

Pennsylvania at Canton Avenue: North Pennsylvania Avenue serves as the neighborhood center to the Westside-north residential neighborhood. However, it lacks the same vital elements as the southern end and revitalization has yet to begin. To secure this neighborhood center, additional public and civic uses, are first needed

## REDEVELOPMENT STRATEGIES AND CONCEPTS

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to anchor the area. Secondly, a mix of private uses must develop to meet the daily needs of the neighborhood. Proposals include:

1. The acquisition of the parcel of land at the corner of Pennsylvania and Canton Avenue to augment its property at the south end of the block. This property should be established as a passive park or public green. Alternatively, the property could be developed by the CRA as a model building establishing the character and standard for the rest of north Pennsylvania business district.
2. The consideration of a civic or cultural facility on Pennsylvania Avenue north of Morse Boulevard.
3. The introduction of traffic-calming measures such as narrowing the street, planting of street trees and additional streetscape improvements.
4. The relocation of the heavy equipment stored at the property at 240 Pennsylvania. The CRA could negotiate with the property owner offering him an alternative site in the industrial area on Railroad or on other City property more appropriate for storage of heavy equipment.

## REDEVELOPMENT STRATEGIES AND CONCEPTS

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Pennsylvania at Morse Boulevard: This intersection is the central point of the redevelopment area at which the Pennsylvania Avenue Corridor intersects with the historic "boulevard" connecting lakes Osceola and Killarney. Because of the cultural and historic significance of this intersection, new development should reflect the importance of the location. Architectural, the prominence of the location can be reflected through several design details including:

1. construction of at least two story buildings with public entrances and lobbies orientated toward the intersection, and
2. placement of a higher roof, cupola, or spire at the corner location of the buildings.

Mid-block Pedestrian Corridor: A problem with many blocks on the Westside is that they are too large. Ideal blocks in traditional towns have a perimeter of 1300 feet. Blocks between Capen and Pennsylvania have perimeters of approximately 2,100 feet. Westside residents have verified that these blocks are too large by the presence of a worn foot path at the mid-block between Symonds Avenue and Morse Boulevard.

The CRA Plan calls for the reduction of block sizes by:

1. The establishment of a bike and pedestrian connector running south from Symonds Avenue to the Community Center.

2. A new street connecting Canton Avenue to Symonds Avenue through the Canton Avenue Apartments.

The creation of the pedestrian connector is advanced by the presence of a City-owned right-of-way from Morse Boulevard north to the mid-block point. The new street is proposed with the eventual redevelopment of the Canton Avenue Apartment property into single family residential units.

A plaza is designated at the intersection of the pedestrian connector and Morse Boulevard. This is a designated activity center where many neighborhood and community events can occur. Proper design of the plaza is essential to its success and will require leadership from the City in conjunction with the private parties engaged in developing the surrounding parcels. Elements to enhance the plaza would include a bus shelter, community bulletin boards, kiosks, and public art. It is recommended that a plaza development plan be established concurrently with design and construction of the Chamber of Commerce building, i.e., the first structure to be located on the plaza.

From the plaza, the connector would continue south to connect with the Community Center and Shady Park. An expansion of the Community Center is proposed as part of a new master plan for all City-owned property in this block.

### Morse Boulevard

Morse Boulevard can be subdivided into three segments for purposes of this design discussion. Beginning at the Denning Drive, the first segment includes one block to Capen Avenue. This block consists of existing office building with varying rates of occupancy. This building stock is in sound shape, so no major changes are proposed. Focus of this first segment should be the intersection with Denning Drive.

Beautification improvements to this intersection could enhance the desirability of the available office space. The proposed renovations to Lake Island Park will enhance this intersection. Further beautification could occur with cooperation of the State of Florida unemployment office at the northwest corner of the intersection. A more dramatic, but perhaps controversial improvement could be the construction of a traffic circle at this intersection.

The second segment involves the blocks between Capen and Virginia Avenues. These blocks are bisected by Pennsylvania Avenue. The major physical improvement is the creation of the mid-block plaza between Pennsylvania and Capen Avenues. The plaza, anchored by the new Winter Park Chamber of Commerce building, is designed to be a new public space for civic and community functions. Morse Boulevard would traverse the square so some consideration should be given to slowing traffic while in the plaza. This can be done through various design alternatives created as part of the plaza development plan. Because almost all the land in this block is vacant, Morse Boulevard can develop a new character. The designated land use is mixed-use to

promote creation of quaint two-story structures supporting office, retail or residential development.

The final section considered in this plan is that portion of Morse Boulevard between Virginia Avenue and New York Avenue. The north side of this block is fully developed with the Park West Condominiums. The south side of the street consists of significant vacant and underutilized land prime for redevelopment. It is designated for office use. The fate of this property is intrinsically tied to future planning efforts for the central business district. More detailed plans should be developed for this block as the City completes its vision for the central business district.

### New England Avenue

In recent years, New England Avenue has been the focus of specific enforcement actions by the City. These actions have eliminated many of the uses and conditions that have caused a blighted condition to exist. Today as a result of those actions, New England Avenue between Pennsylvania and New York Avenues is poised for new development activity. With the condemnation and removal of several unsafe structures, a great deal of vacant land exists. New England Avenue is a neighborhood street connecting Hannibal Square to the downtown. New development along it must serve to build pedestrian activities. This can be accomplished through the following:

1. **Proper design of buildings:** New buildings should have a residential rather than a commercial feel to them. Traditional style, multi-story, zero-lot line townhouses are considered appropriate. As part of the new 3-A zoning district a front build-to line shall be established so that all new units will help to frame the street. As in the other mixed-use districts parking shall be preferred behind the buildings. In some cases sideyard parking may be necessary. However in all cases parking lots in front of buildings shall be prohibited.
2. **Controlled mixing of uses:** Proper building design allows the use of the interior space to change as market conditions dictate. The proposed land use designation is mixed-use. At this time, uses shall be limited to office and townhouse residential. Offices are encouraged on ground floors with loft or second floor apartments. New retail commercial activities could be considered at a future time, however for first several years, development of commercial activities should focus on Hannibal Square and Pennsylvania Avenue rather than New England Avenue.
3. **Enhancement of the public street space:** Beatification of New England Avenue should include establishment of the oak tree canopy, consideration of antique street lighting and other general improvements. All streetscape improvements should be consistent with the streetscape

improvements in adjacent areas, especially the central business district.

### Denning Drive

Denning Drive is the western boundary to the CRA area. In previous years, it served as a major collector. Denning Drive was widened to four lanes to accommodate additional north/south traffic to and from Winter Park Mall when the mall was fully operational. With the decline of the Mall in recent years, Denning Drive accommodates only about 9,000 average daily trips. Land uses along Denning range from offices at the intersection with Morse Boulevard to multi-family units (Tranquil Terrace and Lincolnshire Apartments) north of Morse and single family residential south of Morse. Much of the land is vacant or contains substandard residential units.

This plan envisions the complete transition of this street, south of Morse Boulevard, to establish new single-family residential development and low density townhouses. Supporting this redevelopment is the just completed master park plan for Lake Island Park which fronts the western side of Denning Drive. The showcase of the new Lake Island Park will be restoration of the lakes at the north end of the park. The CRA can capture the value of the park improvements by orientating new residential development toward the park. However before Denning Drive property becomes desirable for residential development, the City must mitigate the threatening atmosphere created by the four-lane street.

### **3.5 Additional Urban Design Studies**

The urban design concept for the Pennsylvania Avenue corridor was developed in a charrette under City staff direction by a team of architects headed by Winter Park resident Mari Frith. Other members included Tim and Jackie McNicholas, Rick Mellin and Mark Wunderlin. This volunteer effort is a prime example of how detailed plans can be produced for other areas in the CRA. Many specific design opportunities still remain. This plan encourages that professional charrettes be conducted for the remaining residential and commercial areas within the CRA. Priority should be given to the Westside-south residential area, Morse Boulevard, New England Avenue, Railroad Avenue, and the Central Business District including Central Park and New York Avenue.

### **3.6 Development Guidelines:**

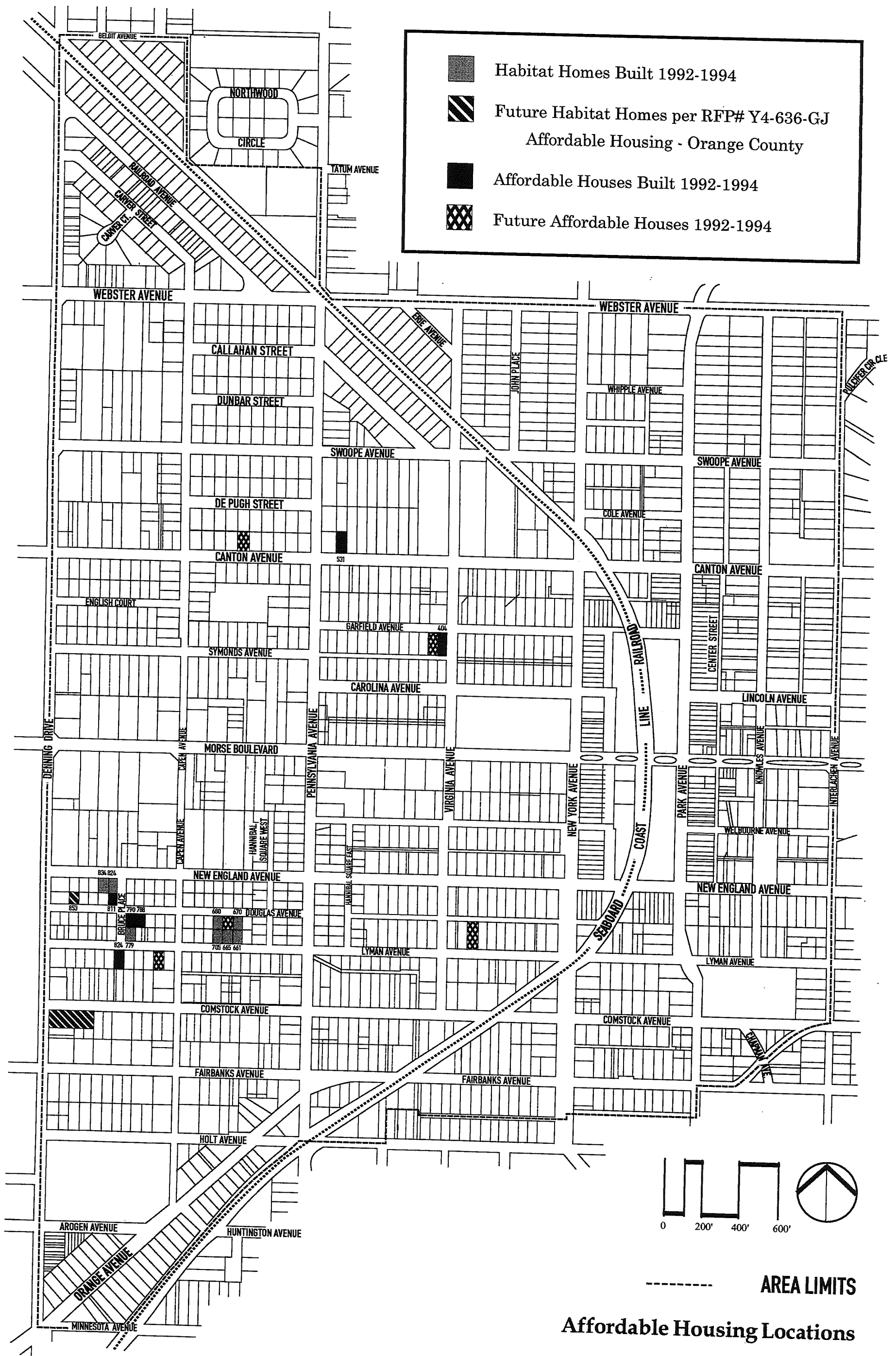
Since World War II, much of the specific knowledge regarding the creation of traditional neighborhoods, neighborhood streets and planned villages has been lost or buried with America's drive to suburbanize. The suburban model of development, while a common pattern in Florida, is inconsistent with Winter Park's heritage. Because the knowledge of traditional town development is limited, it is important for the City to adopt detailed design guidelines to insure that the redevelopment of the City's Westside is in keeping with the City's character and ambiance. General design

## **REDEVELOPMENT STRATEGIES AND CONCEPTS**

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standards are specified in section 4.7 The plan also calls for the production of more detailed guidelines in the subsequent ordinance establishing the mixed-use zoning district (C-3A) as well as the future urban design studies.

**CHAPTER IV**  
**CRA PLAN & IMPLEMENTATION**



Affordable Housing Locations

Figure 4.1

# **CITY OF WINTER PARK COMMUNITY REDEVELOPMENT AREA**

## CHAPTER IV

### CRA PLAN & IMPLEMENTATION

#### 4.1 Organization

Successful implementation of the plan will be dependent on the organization and public presentation of the major aspects of the plan. Following are the primary steps to initiate the implementation process.

1. Communication Plan. In order to initiate activity regarding the plan at the earliest opportunity, the plan should be published and communicated to the public while it is being reviewed by Planning and Zoning for conformity with the growth management plan.

The highlights, outlining the overall mission, objectives, and potential areas of specific change should be presented to the following groups.

Residents/property owners - focusing on highlights of the plan that affect them, their role and responsibility. The plan should be presented orally and feedback should be obtained through follow-up surveys to ascertain the most effective implementation methods for community support.

Chamber of Commerce - focusing on highlights that reflect their mission and minority business development concerns for the Westside area over the next decade.

Merchants' Association - to provide the Merchant Association leaders an outline of specific areas or programs that affect their businesses and which reflect growth and development objectives.

Preview Winter Park - for review and feedback of areas of common concern and to identify the potential overlap of programmed enhancement of various areas.

Other interest groups - by communication of the plan through newsletters and identifying the availability of a draft plan available at selected sites; i.e., City Hall, Library, Chamber of Commerce, Community Center, etc.

2. Revise CRA Advisory Board's mandate. It is recommended that the CRA Board consider modifying the CRA Advisory Board's role, responsibility, and possible makeup once the CRA plan is adopted so that they can take on the necessary leadership requirements and commitment to the implementation process that the program must have over the next ten or more years. This suggests a permanent Advisory Board with a clear understanding of the

increased responsibility as the ongoing City - appointed public/private sector authority to carry out the mission and specific objectives of the plan. They should continue to act as the conduit between the residents, merchants, organizational leaders of the CRA area, and the CRA Board/City Administration.

3. Hire staff with expertise to coordinate program. There must be at least one additional staff person added to the City's Community Development and Planning Department to interface with the CRA Boards, as well as carry out day-to-day implementation of the activities and coordination of projects that will emerge from the plan.

It is critical that the additional staff person be a seasoned veteran used to managing government redevelopment, affordable housing, and community reinvestment programs to meet Winter Park's CRA enactment needs as soon as possible. We suggest recruiting a retired specialist from:

- a) The federal government (DHUD) or;
- b) A mid-size city that has a successful redevelopment program in place where the candidate was directly involved in planning, developing, and implementing or;

- c) A former business/civic leader of Winter Park with the skills to make the implementation process a success.
- 4. Identify community focused civic organizations. Incentives or inducements should be put before the Westside residents and merchants to encourage the establishment or revival of organizations and associations that are necessary to react to neighborhood self-improvement. These groups could develop a collective agreement among area merchants; i.e., Westside Business Association, the Ministerial Alliance and other organizations so that the decision-making power to enact the plan will transfer as smoothly as possible to those who have a personal vested interest in the stability, growth, and complete revitalization of the area.
- 5. Provide continuity of CRA Board's mission and objectives. Although it is not recommended that the CRA Board change its make up, the reality of possible dramatic changes brought on by the periodic elective process or resignation should be reviewed by the Board to consider the effect. Private sector members could be added with staggered Board terms for consistency of thought among the majority. In addition, an indoctrination process explaining the philosophy as well as the specific progress of the CRA program must be made available to all new members so that the original intent of the program will not

be perplexed over the decade or more of the program's implementation life span.

6. Empower Staff. The City's Community Development and Planning Director must be given the opportunity to outline the role and responsibility of that department in the day-to-day coordination of the CRA plan over the next decade. In this role, the Director must interface with city and county officials and must keep the lines of communication open so that there will be no misunderstanding or change in the Department's direction brought on by unforeseen conditions or as individuals move in or out of the process.

### 4.2 Housing Element

It is essential that all City of Winter Park residents are aware of the decade long program to upgrade and uplift the residential area of the westside. It is equally important for the local residents (homeowners and tenants) as well as single family, multifamily, commercial, and vacant land property owners to have a complete understanding of the mission of the plan - its goals plus objectives and what that means to each of the above.

1. Code education/enforcement. It is perceived by the non - westside residents that the lack of aggressive code enforcement measures and the lack of quality living standards in some complexes within the CRA are the reasons for

blighted and substandard pockets within the CRA. On the other hand, there is a vocal group of property owners who believe they are subject to overly aggressive regulations. Prior to initiating code education, the City should review existing codes for appropriateness, and if required, codes should be updated. A two month-long education of rights and responsibilities should be conducted concurrent to an area-wide code enforcement assessment survey. This would then be followed by a sponsored "self help" program. During this phase, residents and land owners will be counseled concerning standards and expectations of codes. It is critical that the importance of exceeding minimum standards will be conveyed and understood. This program will be for both single family and multifamily property owners.

2. Neighborhood "Residents/Tenants" Associations. The absence of viable neighborhood leadership organizations and the failure of past efforts to generate new leadership is a challenge that must be addressed and resolved before any major and significant moves can be made and sustained. Community support, self help, etc. is a key factor that will determine the long-term success of the plan.

It is recommended that a merchants association for the Pennsylvania Avenue and New England area be established and a Westside Housing Association (or similar residential group) be established. These, along with a tenants

association and northside residents alliance, could then join the other established organizations representing vested interest in the CRA to present a unified voice.

3. Setup repair/renovation loan program with banks. Using the target areas listed in item 4 below as the initial areas to start the program, the CRA authorized spokesperson(s) should meet with bank officials to finalize discussions regarding the start-up of this element of the program. This program is designed to provide qualified residents with low or no interest loans for up to 10% of the value of their property to make repairs and renovations to their property.
4. Identify target areas for sequence of stabilization. There are three initial demonstration "target" areas geographically situated within the CRA to stimulate and enhance the program's objectives at a minimum cost outlay to financial institutions.
  - North stabilization - Minimum repair to be done in two stages: the first area represents five residential blocks from Webster Avenue to Canton Avenue between Capen and Pennsylvania. The second area represents Swoope to Carolina between Pennsylvania and Virginia.

Douglas Avenue - Designate blocks between New England to Lyman and Hannibal Square west to Capen as infill village dedicated to affordable and moderate income level housing developed as demonstration project.

Carver Street area - Triangular area north of Webster that has some of the highest existing property values and minimal number of substandard conditions.

### 5. Private investment/development

There are two properties that could be utilized early in the plan implementation process provided private developers could be identified to initiate activities.

Beloit - Propose discussions with property owners for development of upper middle class homes or condos to promote "return to westside neighborhood campaign" or westside homeowner upgrade opportunities.

Denning south - Promote the building of resident housing, single family or condo in the moderate to upper income levels with incentives to attract upgrading of present westside residents and young adults who

seek to return to the westside where they have family ties. This property could be oriented toward Lake Island Park.

6. Housing Stock Variety. In order to curb the decline in population on the Westside, it is necessary to make the Westside area attractive to a more diverse group of potential residents. To do this, it is important to provide a variety of housing types that offer a range of amenities along with a range of prices. This is not to be considered at the expense of affordable housing programs, rather as a compliment to the entire community. A suggested target for owner occupied properties would be a ratio of 10:35:40:15. This ratio represents:

- 10% Upper price range of \$110,000 +
- 35% Moderate price range of \$70 - 110,000
- 40% Affordable price range of \$40 - 70,000
- 15% Lower price range of \$40,000 -

This would be achieved by completing a block by block inventory of the existing properties. Section 2.7 provided a summarized review of the potential Housing Development based on Focus Areas to develop a magnitude of effort. This inventory and subsequent action plan would look for areas and ways to achieve an appropriate housing mix. This inventory would catalog:

Vacant properties

Dilapidated properties

Substandard properties

Other occupied properties

Each block inventory would include an assessment of the existing property value and any required repairs. Each block would then be evaluated to determine what the potential composition of that block could and should be. This evaluation would include resident participation. Once a desired standard is agreed upon, the Agency will work with the residents, not-for-profit housing agencies and developers to achieve the desired housing standards and mix. In so doing, it is envisioned that the best kept properties will become the standard that all will strive to match.

This neighborhood block by block rehabilitation and revitalization is essential to remove blight and substandard conditions and instill community pride. The direct participation of the residents will determine the success of these efforts.

7. Multifamily rehabilitation. Three out of four complexes listed below are in need of extensive rehabilitation with no assurance that this effort will bring the property to any substantial level above minimum standard and, in turn, keep them from returning to the substandard level over the next decade.

These property owners should be counseled about the objectives of the plan and the desire of the City to reverse their present condition through rehabilitation or demolition.

Lincolnshire - This property must undergo a serious evaluation as to its present and future impact on and reasonably expected uplift to the CRA area. The question that this and its sister complex "Canton Apartments" owners must answer is their willingness to voluntarily elevate the condition of the properties to reflect the "standards" set by the CRA plan.

Canton Avenue Apartments - This property is misplaced on the interior of a block surrounded by single family homes. Even in an elevated condition, this location needs to be reviewed for the appropriateness of an enclave apartment complex in a single family neighborhood.

435 Canton - This property does not fit within the master plan of the stabilization zone and the single family residential composition of Canton Avenue. Efforts must be made to elevate the property's structure to CRA standards or purchase for removal and replacement with single family residences.

New England east - Promote and encourage the continuous rehabilitation and redevelopment of the complexes that have not yet been upgraded between Pennsylvania Avenue and New York Avenue.

8. Denning Drive - The largest blocks of land that should be immediately available for development of homes for prospective buyers of various income levels is envisioned to be part of the Denning Drive frontage between Comstock and Morse and continuing from Morse to Canton. This area requires the purchase and relocation of approximately seven houses, four of which can be relocated with minimum effort. The other three homes' future potential should be considered. There are also four/five houses that need to be acquired and demolished to create a major strip suited to attracting moderate income professionals and married adults to the site if condominiums or townhouses are developed on that land. There is adequate land for 20-30 condominiums south of Morse and an equal amount north of Morse. Initial efforts should focus on attracting private development of these properties. If there is no movement in three-four years, the CRA could look at potential incentives or joint venture opportunities to make this development happen. This is an important area, in that, outsiders view it regularly and develop their perceptions of the westside based on what they see here.

9. Douglas Village - The Douglas Avenue area between Hannibal Square and Capen Avenue should be designated as one of the demonstration areas that will lead the CRA enactment program.

This area has had a concentration of building activity by the various affordable housing groups. These efforts should be reviewed and made part of a larger area that reflects the symbols of positive change, community empowerment, and neighborhood involvement in affordable housing.

The entire area should undergo an immediate code enforcement/substandard assessment to determine which of the remaining properties should be designated for an extreme upgrading and which should be purchased for demolition.

Once that determination is made and acted upon, that block should be presented to prospective developers or nonprofit groups to build a variety of moderate affordable homes. These would be made available to the former property owners or those subject to relocation from other CRA areas.

Provisions for open space should be included. This area can be utilized to develop a model homeowners association.

Making a larger block of property available rather than continuing with the slow process of acquiring individual lots eliminates the problem of small lot sizes, and other aesthetic restrictions. It also increases the ability to develop housing without restrictions of existing configurations and the resultant cosmetic look of "affordable" houses built to date.

Developers of a block of houses could also move beyond the minimal sweat equity concept and employ local area residents with construction skills to help rebuild their own community.

10. Single Family Rehab/Redistribution and Infill Housing - The initial step of the single family rehabilitation/redistribution and infill housing process is to conduct a more precise up-to-date summary of existing property conditions to determine which structures need minor upgrading, moderate or major renovation, or demolition. Property owner economic capabilities should also be assessed to ensure that the overall program goals can be achieved. These include:
  - a. Providing an increase of home ownership to reflect the ownership percentage of the remainder of Winter Park.

- b. Assessing the impact on residents in certain blighted areas and to provide temporary or alternate living arrangements, if necessary.
- c. Providing a variety of housing types to attract residents.

The following steps should be taken:

Begin the block-by-block repair and upgrade and demolition program from Webster to Canton between Capen and Pennsylvania Avenue, as step one. Step two would entail the same procedure for blocks from Swoope to Carolina between Pennsylvania and Virginia. Step three would entail the revitalization of blocks from Pennsylvania to Bruce and Comstock to New England in conjunction with the Douglas Village program.

While steps one through three are in progress, there should be an assessment of absentee landlords' substandard properties, vacant lots and other housing stock. Those properties slated for demolition should be assembled under a City purchase or takeover plan for proposals by developers to initiate an in-fill program with neighborhood compatible or better moderate income housing. Specific efforts should be made by

the City to make property available for ownership through a housing association or corporation. The acquisition of the railroad properties, row houses on Denning and Capen Avenue should also be included for upgrading to house temporarily relocated homeowners, if necessary.

A recent review of the areas included in the initial three steps identifies the need for internal and external inspection of approximately 21 out of the 160 plus houses. These may be considered for demolition if the overall fix up cost exceeds 50% of the house's value.

The first phase of the program would set the overall area process. Upgrading a major portion of the resident owners' homes in the northern sector of the CRA zone and beginning the selective in-fill program will encourage other private investments in housing. The result should lead to an increase in moderate to middle class type homes and better mix of housing stock. The overall upgrade of the area, the removal of substandard housing stock before potential blight conditions occur, and the opportunity to enhance home ownership will provide tangible proof to the resident population that the CRA plan is viable.

11. Railroad property - The purchase and upgrade of the railroad property should be placed under the Westside Housing Corporation or other appropriate

community development group and ideally would be done in conjunction with the start of the rehabilitation of the stabilization area. Limitations on funds initially will require that this be acquired much later. It is possible, however, to negotiate with the current owner to lease the properties as they become available. The houses initially should be used as temporary homes for dislocated home owners facing major renovations.

The eventual use of this property would range from offering home ownership to lower income persons seeking affordable homes through various government programs or eventual demolition for 16 units of co-op or condo-like housing. This would serve as an intermediary step for area renters seeking eventual home ownership or as a multi-unit home for the elderly.

12. Affordable Housing - The construction of affordable housing is an important aspect of the CRA Plan. Winter Park has taken a leadership role amongst Florida communities in the implementation of new, affordable single-family homes. The City's program is funded through an affordable housing linkage fee that was created in August 1990. This linkage fee or building permit surcharge now levies a fee of 20 cents per square foot on all new buildings, additions to buildings, and substantial remodeling projects. This linkage fee has generated \$150,000 as of May 1994.

The program actively acquires single-family lots. Then new single-family homes are built in two ways:

1. Donations of lots to Habitat for Humanity. Habitat together with nonprofit sponsors such as St. Margaret Mary Church, Rollins College, First United Methodist Church, and First Congregational Church of Winter Park have then provided the materials and volunteers to construct the home. Family owners contribute 500 hours of volunteer service and purchase the home with a monthly mortgage of approximately \$250.
2. Central Florida H.A.N.D.S. works with the City to construct homes for sale at approximately \$50,000. The purchasers pay approximately a \$475 monthly mortgage and need \$2,500 for closing costs, down-payment, etc.

As of May 1994, there have been eight single-family homes built or under construction through the Affordable Housing Program (see Affordable Housing Locations Map). The program received a boost due to the referendum approval of a bond issue that will provide an additional \$200,000 of revenue to the Affordable Housing Trust Fund. Orange County's SHIP program also provides approximately \$40,000 to this fund.

The current Affordable Housing Program plans for 4 homes per year to be built in the Westside.

### 4.3 Social Element

One of the major factors in the rehabilitation and redevelopment of the physical aspects of a community is the area's community involvement in the upgrading process. The physical elements help expand civic pride in the appearance of their neighborhood and the acceptance of responsibility to assure that once the City-wide standards are enforced the blight conditions will not return due to neglect.

The results of recent City agency efforts to identify leadership within the community for input in discussions affecting the westside neighborhood have been less than expected. There has been, however, sufficient feedback from residents who have contributed their opinions and advice over the years to know that limited visible results could be attributed to their input. Changes have been made to curb various aspects of crime by tearing down or closing up undesirable buildings. The long-time resident homeowners and established merchants have not acted as a collective group to initiate the cohesive civic involvement of the overall area that is necessary to enhance community improvement. This is critical to the redevelopment and revitalization cycle.

The process that transforms a public agency's "what do they want" approach or "we/they" perception to a united shared responsibility effort is absolutely necessary to have any redevelopment programs work. It is the energy from within the community that must be relied upon. Residents must be given or must assume the responsibility of conveying the need for participation in the maintenance of the immediate surroundings. Community leadership and participatory government creates and sustains the civic awareness that can demand City agencies, landlords, and residents will be held responsible for improvement to the community.

The correction of physical blight and the conveyance of the belief that resident-focused change of substandard conditions is about to happen can be initiated by the church leadership in the Westside area.

Most recently, the involvement of the Ministers Alliance has had less than satisfactory results. That should not stop a second effort to expand the base of involvement by identifying the role of their entire congregations and using the organizational aspect of the church body to carry out the initial steps. These steps include:

1. Stabilizing the slow decay and refusing to accept debris as a way of life within pockets of the community.

2. Explaining the need to upgrade housing stock standards to be in line with the rest of Winter Park.
3. Communicating the redevelopment program throughout the entire community, especially to the fixed income elderly, multi-family complex tenants, and renters with absentee landlords.
4. Making sure that the elimination of blight areas and their causes are not allowed to return.
5. Forming neighborhood self-interest groups for crime watch and maintenance of properties.

The recommendation to overcome past obstacles and to move forward to provide the community leadership support should be accomplished by requesting the leadership of the Ministers Alliance and other churches in the westside community to come forward as leaders. Together with key persons from their congregations, they can be appraised of the CRA program, its physical and psychological impact on the Westside community, and how they can take the early leadership role. It will be their responsibility to mobilize a major segment of the community to assure up-front support as long overdue responses to their suggestions are enacted.

By engaging an expanded version of the Ministers Alliance through the inclusion of church leadership from; Winter Park Presbyterian, Seventh Day Adventists, etc., all issues will begin to be addressed. Goals and time frames should be established for each issue no matter what the magnitude of success might be. The leadership can rally their combined congregations by participating in surveys that address both attitudinal efforts and needs assessment. This will lead to mobilizing community action groups.

Community rebuilding cannot be instituted by outside private or public sector forces. Whether it's sweat equity in home ownership of a "Habitat House" or organizing a better clean up of neighborhood, there must be local resident involvement beyond their personal property responsibilities. This will generate a shared interest in the community as a whole.

It is strongly believed that expanded Ministers Alliance support of the CRA Advisory Board and the reestablishment of a Westside Housing Association or similar organization can achieve these goals or objectives.

To overcome the entrenched perception of the westside community, there must be a stability, growth, and development program enacted immediately after embarking on a property and street clean up program.

The residents/owners within the CRA must clearly understand the magnitude of the rehab program, their role and responsibility, the City's role, the demand that will be made, the support structure to be put in place, and the fact that the program implementation is a reality and it will go forward as scheduled.

Housing Association: The Westside Housing Corporation was once an active cross representation of the resident/owners of the CRA community. An organization of a similar nature should be established and given the incentive to become the vehicle for progressive advancement of the redevelopment program. It could become a reliable conduit of communication and the recipient of funds for program enactment where appropriate.

The reestablishment of a Westside Housing association with focused leadership could be used to evaluate the potential permanent structure of the CRA Advisory Board. It should include the progressive involvement of the Ministers Alliance and their congregations.

The Westside Housing Association, or a similarly chartered group representing the resident/owners, is extremely important and must be given an early opportunity to be the catalyst and collective support group for:

1. The initial area clean up program.

2. The public awareness and marketing of the development plan and its implementation.
3. Promoting neighborhood understanding and cooperation.
4. Promoting the future availability of funds for housing stock upgrading and neighborhood improvements in general.
5. Constructive feedback to assure that the objectives and intent of the program is not side stepped or abused.

The temporary utilization of "block captains" and charter members of a Westside Housing Association to coordinate the initiation of the upgrading of the stabilization zone, "Douglas Village" and the "new housing" site selection priority will reflect not only visible community involvement, but also emphasize improvement and joint decision making effort at work.

It is also important for the receipt of federal, state and private sector funds to have in place a respected source of community leadership. The leadership must relate to the residents who have a range of interest reflecting low, moderate and average income families, as well as the elderly or those on a fixed income.

Past efforts to induce residents to participate in low or no-interest home improvement or fix-up programs were not successful because they were perceived to be a "second mortgage." This was perceived as a burden to many owners who believed it would create additional debt which their limited incomes could not support. Peer group organizations would be a major factor in changing that image and helping the community to understand the advantages, as well as the necessity, of participating in one of the available rehab or repair programs. This could best be communicated as a part of the code education process.

Merchants Associations: One of the most essential elements of the community's revitalization, restructuring and rebirth, with respect to viable utilization of neighborhood stores and shops, is the cooperative understanding and agreement among the local merchants and business owners that massive change must take place in the community. The focal point of that rehabilitation/redevelopment effort will be the businesses on Pennsylvania Avenue between Canton and Comstock and New England Avenue. The steady decline of the physical structures combined with the clutter, debris, loitering, public drinking of alcoholic beverages, and other substandard conditions are the key elements that perpetuate and justify the negative perception of the community.

Restoration of the majority of the buildings in this corridor would only provide a short term cosmetic solution to that area and would not accomplish the magnitude of change

required to make the area a symbol of civic pride and self-help success. The necessary steps to be taken require a sensitive process that not only allows present merchants the opportunity to remain with minor inconvenience, but will encourage newly formed businesses to relocate in the corridor.

The mechanism to help plan and execute the major changes in the westside business zone is the formation of a "merchants" association. It would be made up of present responsible tenants, commercial property owners, and business operators in the corridor who would be charged with defining and sustaining the desired level of standards in the corridor.

The initial thrust of a Westside merchants association would be to meet with the CRA Board and review the recommendations for the area and to select a liaison to interface with the other merchants, business groups and Chamber of Commerce. It would be their task to assure that the high level of standards are maintained in the area. They would also coordinate efforts with other groups representing businesses, churches, City agencies, funding resources and the surrounding community to elevate the business environment.

Although the interest of passive businesses, such as the funeral home, the Women's Club, and day care centers, are different than merchants who depend on the community's small commodity needs, there is a common factor that necessitates the

formation of the group. They will all be affected by the CRA recommended changes.

The ultimate objective in the future plans of any business group would be to have that blighted area transformed into a symbol of community enhanced enterprises no different than the other business sections of Winter Park.

Social Gathering: Loitering in Shady Park and the adjacent vacant land instills a negative image of the westside. This area must be considered part of the initial planning efforts to enhance the present use of those sites.

The ability of elderly and retired residents and the community persons to utilize park facilities has been tainted by drinking and anti-social activities. A few people, who have no stake or interest in the area's much needed upkeep, perpetuate this blight. To enhance the ability of the general public to take advantage of park and recreation without being subject to litter, debris and unwarranted activities, it is recommended that an indoor social activities hall with banquet and large meeting facilities be considered in the Pennsylvania corridor. It could serve as the catalyst to draw the north and south side residents together as the emergence of community improvement, civic affairs and social functions needs expand. It could also serve as a replacement of the bars that were demolished as part of the crime abatement program.

There is a need for a meeting facility in the center of the community that can serve as the social center as well as community gathering site for neighborhood businesses and the discussion of issues affecting the CRA area or Winter Park. This facility can be

the discussion of issues affecting the CRA area or Winter Park. This facility can be a simple building with appropriate exterior to blend in with the area's development but of such structure that can be built in a short time heralding another symbol of the new community spirit and direction.

The erection and dedication of the building serving as the residence of a westside housing Association, a westside merchants association, and other appropriate groups, would allow the remainder of the area's undesirable activities to be removed from the CRA area.

Youth and Recreation Programs: One of the major concerns brought out in the resident surveys was the availability of high quality Youth and Recreation Programs on the westside. The Parks and Recreation Department has done an excellent job of initiating Youth and Recreation Programs with a limited staff and volunteers. Recently, the YMCA and Parks and Recreation have developed a relationship to provide more programs to the Westside. One of the main and immediate priorities of the CRA should be to support and expand these programs. Other groups such as the Parent Resource Center, Red Cross, Orange County school district, Winter Park Memorial Hospital, and churches should be approached to develop programs that could be offered under the coordinated leadership of the YMCA and Parks and Recreation Department. These programs could include:

Life Management Skills

Job skills and Career Counselling

Wellness and Health Programs (For young and old)

Babysitting training

Leadership Development

Social Development

To increase community awareness and participation. The development of a Youth Advisory Board should be considered. This board could be comprised of individuals from Parks and and Recreation, the YMCA, other active groups, residents and youth. Ideally, this board would be responsible for a long term program development strategy including budgeting. Funds could be generated from the city general funds, the CRA, Grants, and Fees. Fees could be subsidized for Westside residents based on need.

In addition to the program development, the physical layout of the community center and Shady Park should be assessed. The existing site configuration of the building, dirt parking and pool does not provide an integrated relationship between the building and pool. Also, the pool, area with fencing immediately adjacent to the pool deck, does not provide any attractive or comfortable seating areas to socialize. With the Chamber of Commerce relocating to the property north of the center, there is a great opportunity to develop a master plan for this block that includes continuous open space. The parking for the Chamber and Center could be shared since they have

different hours of operation and landscaping could be developed with similar guidelines to provide a unified attractive appearance.

Shady Park should be assessed to review the parking configuration and need for children's play equipment. Again, this property should become part of the overall master plan for this block.

#### **4.4 Business Element.**

There are two major components to the business element, one addresses supply and the other addresses demand. On the supply side, the business element involves the improvement and development of new office, commercial and industrial building stock in eight primary areas.

1. Railroad Industrial
2. Canton Avenue
3. Central Business District
4. City Hall/Rollins Sites
5. Fairbanks/Orange Avenue
6. New England Avenue
7. Pennsylvania Avenue
8. Morse Boulevard

While all of these areas are extremely important, initial efforts will concentrate on redevelopment activities on the Westside business areas. As with the housing element, the business element must start with code education and enforcement. The first step in the education process should be to review the existing codes for appropriateness and update sections to provide the desired mechanisms for change. The second step is to counsel property owners on the importance of the codes and their effect on business and property values. Owners should be given the opportunity to elevate and maintain their establishments to a level that is conducive to successful business. After two to three months, if property owners have not improved their properties to the standards dictated by the community, the enforcement process should be implemented. Under no circumstances should property owners be permitted to have properties with boarded up windows, accumulation of debris, or unmaintained yards as this would be detrimental to adjacent properties.

1. Railroad Industrial Property - This property is fully developed and should be considered for future streetscape improvements at its terminal points at Webster and at Denning.
2. Canton Avenue Property - The Canton Avenue property includes several offices and the City maintenance compound and fire substation. These City services may be relocated to the Howell Branch site. If so, this property could be utilized for a consolidated Fire Department, Police and Fire Department, or

could be converted to office property. This property should be assessed in context with the City Hall property. Funding for any improvements should be through the City's Capital Improvement Program or City bonds.

3. Central Business District - The CBD area includes all of the the retail and business areas on Park Ave and New York Ave north of City Hall. While the east portion of this area is fully developed, there is a need to provide streetscape improvements to Park Avenue to maintain a competitive edge over other retail areas. Additionally, the need for additional parking is well documented. These two programs should be funded through the City's Capital Improvement Program or Bonds, or a special assessment to area merchants. If a parking plan is developed that includes paid parking in a garage structure, its success will be reliant on the development of an overall parking management plan for downtown. To implement a successful parking management plan, all or most of the parking needs to be either free parking or charge parking. You cannot have both and expect the charge parking to be successful. To help identify and resolve the issues associated with parking, a parking authority could be initiated that could develop and manage an overall parking solution.

There are two major opportunities in this area for both the CRA and the City. One is the potential development of the Morse Museum. A properly conceived museum of its stature could set the stage for the City to become a cultural

focal point of Central Florida. The second opportunity involves the west side of the CBD from the railroad tracks west. Currently, this area is occupied by the Post Office, Chamber building, and several surface parking lots with some office/retail to the south. With the exception of the southern properties, the area does not generate real estate tax revenue. The opportunity exists to greatly enhance the value of the New York Avenue properties by converting the Post Office, Chamber building, and parking lots into an extended Central Park. To accomplish this, displaced parking would need to be replaced in a convenient location. If parking were developed outside of the extended park, it is conceivable that the enlarged park setting could be an appropriate location for the Morse Museum. This concept would need significant study to assess the feasibility of such a change.

4. City Hall/Rollins Sites - This area represents a significant commercial development opportunity that could range from maintaining the current status of primarily tax-exempt property to redeveloping properties to be fully taxable commercial properties. Under the current configuration, these two properties act as a terminus to the CBD (Central Business District) isolating the southern block of Park Ave. from the CBD, thereby reducing their rental value. At a minimum, the City should look at options to move City department functions out of the old Florida Power Property to allow for new retail. Additionally, the City and CRA should discuss with Rollins College the opportunity to develop

commercial/retail on the western portion of the Rollins Property with the possibility of providing additional parking for downtown establishments on the eastern portion of the property. This would allow the CBD to extend continuously on the east side of Park Avenue to Fairbanks. Finally, as part of the process of assessing the City's administrative needs, consideration should be given to consolidating the City's building needs on a different site or on the existing site. Parking options should be reviewed to determine if additional downtown parking could be accommodated through this effort. The funding for these projects should be through a combination of City Capital Improvement Funds or General Obligation Bond Funds, a Parking Authority and special assessments to nearby merchants for parking.

5. Fairbanks and Orange Avenue - The Fairbanks and Orange Avenue corridors are almost fully developed commercial corridors. Orange Avenue has experienced a redevelopment over the last five years that has included upgrades to establishments and an influx of new businesses that has made this area an attractive commercial corridor. The CRA's focus on this corridor should be to encourage the development of a Merchants Association to promote business along the corridor. The CRA should also act as a conduit to direct new businesses with similar characteristics to locate on Orange Avenue to maintain the stability of the area. The Fairbanks Avenue corridor is a relatively strong commercial district that has not developed the same aesthetic appeal as that on

Orange Avenue. The CRA should also encourage the formation of a Merchants Association for this area or encourage participation in the Orange Avenue Association.

Fairbanks Avenue is an extremely important and busy road that is the main east-west corridor for Winter Park. As such, this acts as a gateway to Winter Park. Currently, there is no real experience of arrival in Winter Park.

Fairbanks Avenue should be viewed as an opportunity to develop an arrival experience. To accomplish this, three primary things should be considered. The first is to encourage businesses that are aesthetically inconsistent with the balance of the properties to relocate to other areas that provide similar ease of access, but do not detract from adjacent properties. The next step would be to look at the redevelopment of the Orange Avenue and Fairbanks Avenue intersection into a focal intersection, and the last step would be to initiate a streetscape program. This could be funded out of a capital improvement program, a special assessment or through CRA backed bonds in five to six years.

6. New England Avenue - New England Avenue is currently in the beginning stages of redevelopment. The Farmer's Market is being refurbished by the City on the east end and Hannibal Square is being privately renovated on the west end. The area in between is primed for redevelopment. Since this area is

already benefiting from private investment, it is an ideal area on which to focus attention to show what can be done through public and private cooperation.

This area is currently zoned R-3 - medium density residential with a multifamily future land use designation. It is recommended that this corridor be rezoned to C-2 Central Business District or modify the existing C-3A zoning to provide a mixed-use classification. The basic intent should be to develop a pedestrian oriented commercial corridor with a feeling reflective of Park Avenue but which also recognizes the cultural influences of the westside community.

To assist this effort, the CRA should look at implementing a streetscape program in the first or second year to ensure that sidewalks and lighting are in the proper condition to support pedestrian and commercial activities. The CRA could levy a special assessment on land owners of this corridor to fund a portion of the project over five years.

7. Pennsylvania Avenue - Pennsylvania Avenue is a critical corridor that will require significant attention to attain a desirable level of aesthetic appeal. Many of the properties in this corridor are run down and will need substantial rehabilitation or in some cases removal. The initial strategy will, out of necessity, rely on passive promotion of private investment utilizing successes on New England Avenue as a model. This corridor consists of a mixture of

commercial, residential, and office zoning classifications. Like the New England corridor, this corridor should be rezoned to provide continuity in zoning with a pedestrian/commercial orientation. The corridor could be designated as a C-2, Central Business District, or a modified C-3A, Limited Commercial District. The commercial activities in this area should be oriented towards goods and services required by the immediate community, and may allow for limited workshop uses.

There are three primary physical improvements that should be directed toward this corridor. One is a streetscape program to provide safe and attractive pedestrian pathways. The second is the redesign and redevelopment of the Morse-Pennsylvania intersection as a focal point. This will serve as a connector between the north and south communities. To accommodate an appropriate design, the market on the southwest corner of Morse and Pennsylvania will need exterior remodeling or relocation along the corridor. This would be considered the third physical improvement. It is recommended that the CRA use passive promotion of private investment for the first two years and work with the City to include the streetscape and intersection projects in the Capital Improvement Plan beginning the third year. If there is sufficient private activity prior to that point, the timetable could be moved forward.

This corridor has significant substandard structures. The churches and funeral home along this corridor should be viewed as anchors with a majority of the rest of the structures to be replaced over time. The CRA and City should look for opportunities in this corridor for public-private ventures such as that utilized at Hannibal Square to promote business redevelopment. The importance of this corridor cannot be overstated.

8. Morse Boulevard - Morse Boulevard is the third and last westside business area that will shape the future of the westside and determine the success of the CRA plan. There is significant history to this corridor, and the solutions for its eventual development need to be sensitive to the westside residential community. The most important aspect of the Morse Boulevard implementation strategy is the development of the Morse-Pennsylvania intersection as a focal point for north to south connection as discussed previously. The next issue in the implementation is to consider rezoning the three blocks that are currently low density residential to a mixed-use classification as discussed previously by utilizing a modified C-3A Limited Commercial district zoning. This zoning needs to specifically address the desired density of buildings and mix of residential and business uses. Additionally, current plans for the Chamber's building for this area include a large open area that could be mirrored on the north side of Morse to support the pedestrian orientation of the Pennsylvania corridor. The plan for this area

includes the completion of the Morse streetscape program. The bulk of the streetscape work should be paid for by private development of the existing blocks through a special assessment.

There are several additional opportunities that should be reviewed for each of these three areas that could be useful in stimulating private development. They include having the City's engineering department analyze the possibility of shared stormwater retention areas for each corridor or a combination of corridors. This would allow developers to gain some additional density and at the same time develop larger contiguous open areas. The next would be to review the parking requirements for each of these areas in relation to on-street versus off-street parking requirements. Since the idea is to create pedestrian-oriented commercial areas, parking should not become a burden or focal point. Finally, the CRA or City should develop design standards for these corridors that generally define the character that is desired. This should include provisions for such things as canopies, backyard or sideyard parking, and screening of nonpublic areas. A Merchants Association for this entire area should be encouraged to promote communication and business opportunities.

While the primary focus of this redevelopment plan has been on the supply side, it is necessary to devote some attention to strategies and methods to attract appropriate new businesses to the redevelopment area. For the success of the redevelopment effort is

contingent on the community's ability to stimulate tax increment revenues. To do this, demand must be created for the land and buildings available within the CRA. It is recommended that the CRA undertake implementation of a systematic development strategy within the first several years of the plan's adoption. Such a strategy is presented in Figure 4-1.

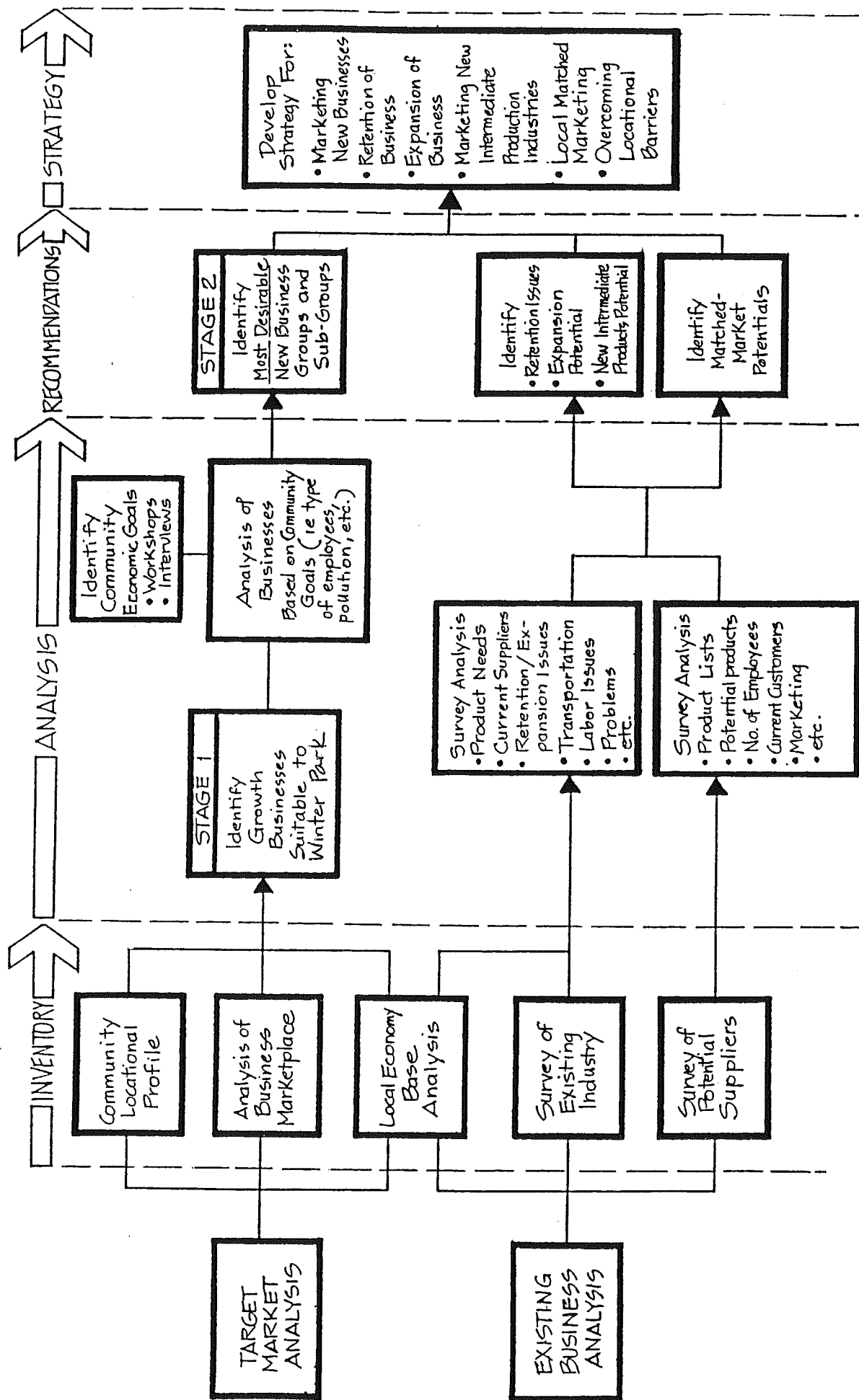
### 4.5 Public Works Element

The public works element encompasses those projects that will be implemented through various City departments, although funding could be obtained through various means and coordinated through the CRA. These projects include:

- ✓ New England Streetscape
- ✓ Morse-Pennsylvania Intersection
- ✓ Pennsylvania Streetscape
- ✓ Orange/Fairbanks Intersection
- Fairbanks Streetscape
- ✓ Park Avenue Streetscape
- — Gateways
- City Hall Renovations
- Police Department Expansion
- Fire Department Consolidation

Figure 4-1

# Economic Development Strategy Winter Park, Florida



#### Maintenance Compound Relocation

All of these projects were discussed to some degree previously. The streetscape, intersection, and gateway projects are intended to elevate the aesthetic appeal of those areas so that businesses would have an appropriate setting to attract new business. Ideally, these improvements will enhance the perception of all of Winter Park and at the same time make the affected areas more attractive and valuable.

The City Hall expansion, Police Department expansion, Fire Department consolidation, and maintenance compound relocation all have a variety of solutions that can be pursued. While each of these should be funded through City funds, the potential impact that these projects could have on the CRA should not be underestimated. As with the CRA plan, these four projects should be considered concurrently to maximize the available resources and ensure that all of the ramifications are considered.

#### 4.6 Comprehensive Plan amendments and zoning

Most of the land uses and zoning considerations envisioned in this plan are consistent with the future comprehensive plan and existing zoning ordinances. There are some differences that will need to be accommodated. The areas with changes to the ~~growth~~ management plan include:

★ New England Corridor

- Pennsylvania Corridor
- Morse Corridor
- Rollins Property
- Canton Ave. Property

The New England and Pennsylvania corridors will require plan amendments from low density, office and professional, and multifamily to a Central Business District or Neighborhood Business District classification. The existing CBD zoning should be reviewed to confirm that the densities and mixture of uses are appropriate for these two areas. Alternatively, the C-3A Limited Commercial Zoning could be modified to accommodate the exact requirements desired for these areas. The Morse corridor will require a land use change from low density to mixed-use. Again, the C-3A Limited Commercial Zoning could be modified and utilized to provide the desired guidelines for this area.

The implementation schedule for future land use changes shall be as follows:

 **Phase I - Years 1 - 5**

· Adopt new mixed-use and neighborhood business zoning districts.

· Amend the Comprehensive Plan's Future Land Use Map for the following areas:

1. Morse Boulevard from Capen to Pennsylvania.
2. Pennsylvania Avenue from Lyman to Canton.
3. Swoope/Pennsylvania/Canton/Virginia block.



4. New England Avenue from Hannibal Square East to New York.

**Phase II - Years 6 - 10**

Amend the Comprehensive Plan's Future Land Use Map for the following areas:

1. Morse Boulevard from Pennsylvania to Virginia.
2. Welbourne Avenue from Pennsylvania to Virginia.

**At Owner's Request**

Amend the Comprehensive Plan's Future Land Use Map for the following areas:

1. Rollin's Park Avenue Property
2. City of Winter Park's Public Works Facility

**4.7 Design Standards**

Modifications to the C-3A zoning classification will more specifically define regulations governing the development in the mixed-use land use districts. Until that time, the following regulations will be in effect:

Private buildings shall form a disciplined edge, delineating the public street space and the private block interior.

- Parking lots shall be located on the rear or at the side of buildings. Side yard parking shall include streetwalls on the frontage line. A streetwall is a masonry or wood wall, or electrostatic plated black aluminum or wrought iron fence between 6 feet and 12 feet in height, no less than 25 percent and no more than 50 percent opaque, except for service yards which require no less than 50 percent opacity.
- For parking lots with more than six spaces, the landscape area shall be comprised of a minimum of 20 percent of the total parking lot area. One shade tree shall be required for each 300 feet of the above required open space. Shade trees shall have six feet of clear trunk and a minimum caliper of three inches at time of planting.
- Building heights shall not exceed 35 feet in height, except for spires, cupolas, monuments, flag poles and chimneys.
- Buildings fronting a square, including Shady Park, the midblock plaza or the new green on North Pennsylvania, shall be a minimum of two stories in height. A cornice line shall define the first floor. Colonnades shall also be required. (A colonnade is a roof or building structure, extending over the sidewalk, open to the street and sidewalk except for supporting columns or piers. Colonnades shall have, at the sidewalk, a minimum clear height of ten

feet, excluding signage or lighting, and a minimum clear width of seven feet, from the frontage line to inside column face. Colonnades shall be constructed 18 inches to 24 inches from the face of the curb. Awnings are encouraged in the CRA but shall not be considered Colonnades. Colonnades shall not cause roof drainage into the public right-of-way.)

- Signage in the Mixed-Use and North Business District shall be limited to two wall signs and shall not exceed a combined total of eight square feet.

- Pedestrian pathways shall not be less than ten feet, nor more than 20 feet in width, with a minimum pavement width of ten feet. Pedestrian pathways shall provide an unobstructed view, from street to street, no less than ten feet wide.

- All new mixed-use, commercial, office or other non-residential projects shall be required to install underground utilities to and on the site.

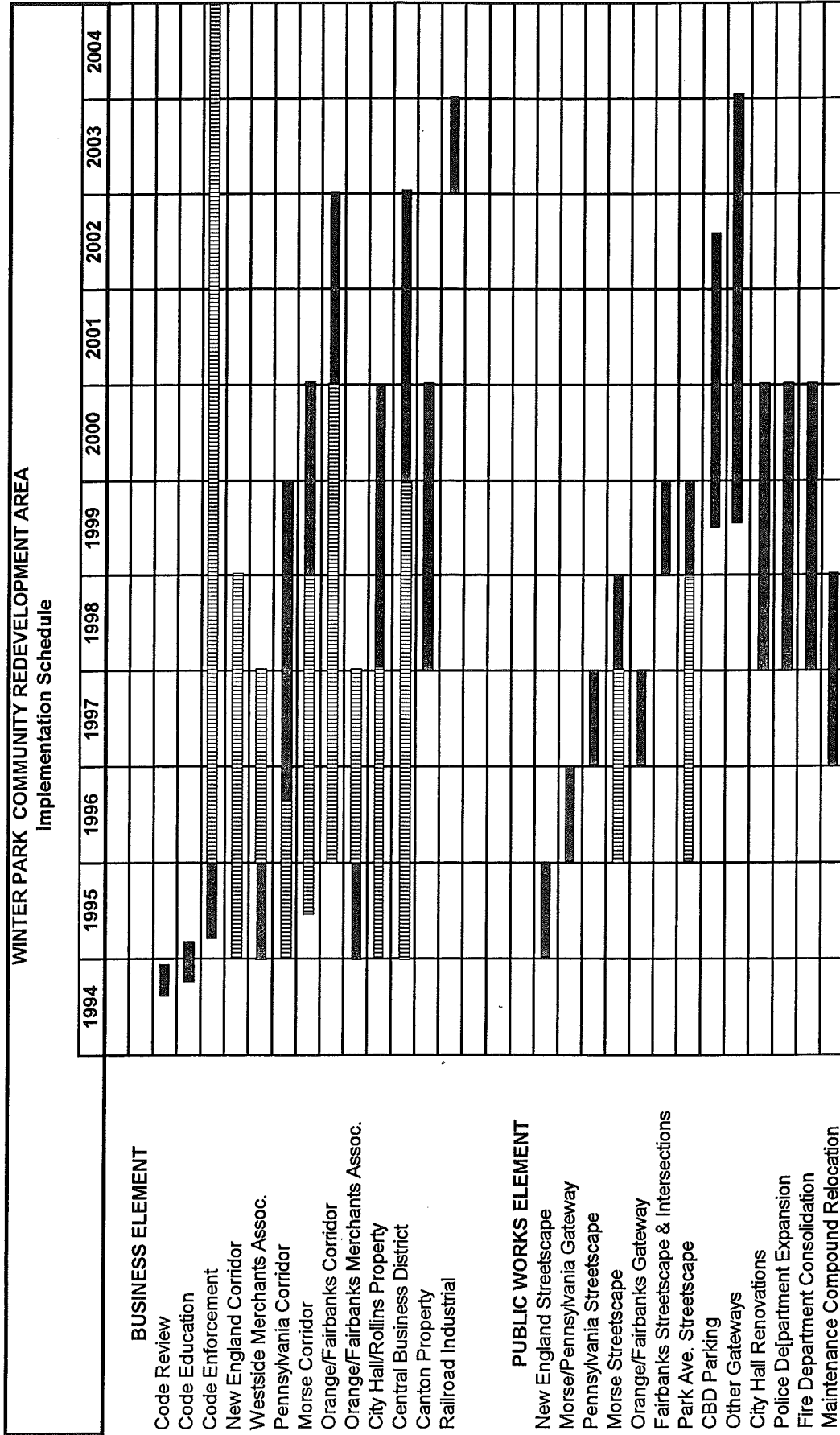
### 4.8 Schedule

The implementation schedule for the CRA plan places emphasis on developing the communication, social and business networks first. Private investment will be solicited in the early years while other funding sources are pursued and tax increment revenue matures. The following schedule differentiates between passive and

aggressive strategies for program implementation. The passive strategies involve the development and use of outside resources. The aggressive strategies come into play as the CRA receives funding.

[illegible][illegible]

Figure 4.2



 Passive Activity  
 Aggressive Activity

#### 4.9 Duration

The controls, restrictions, strategies and conditions dictated in the CRA Plan shall be in effect for 30 years from its adoption, unless terminated sooner.

This plan shall only be modified as prescribed by law and ordinances enabling the creation of the agency. The Community Redevelopment Agency shall use all of its designated power to implement the plan to the benefit of the residential and business community in the CRA. Major deviations to the plan shall be presented, with the CRA Agency's recommendation, to the Orange County Board of Commissioners for approval.

If any provision of this plan is determined to be invalid, such provision shall not invalidate the remainder of the plan.

**CHAPTER V**  
**NEIGHBORHOOD IMPACT ELEMENT**

**CHAPTER V**

**NEIGHBORHOOD IMPACT ELEMENT**

One of the major aspects of blight in the CRA is the condition of the residential housing stock on the Westside. The majority of Winter Park's minority population and affordable housing stock is located in the Westside community. The primary focus of the CRA Plan is to elevate the conditions of the Westside residential community and make it a safe and desirable place to live. The balance of the CRA Plan describes the strategies and steps to accomplish this goal. This chapter, required by Florida Statutes, summarizes the strategies and impacts that are described in more detail elsewhere. It is envisioned that the neighborhood will substantially benefit from the implementation of this Plan.

**5.1 Resident Population**

The resident population of the Westside community is declining, which is in direct contrast to the population increases experienced throughout the City. In 1990, 2,988 people resided in the Westside neighborhood. This represented 13% of the City's population of 22,242. The following table illustrates the 30 year population trends of the westside neighborhood versus the overall City.

## NEIGHBORHOOD IMPACT ELEMENT

**TABLE 5-1**  
**Population Trends 1960-1990**

	1960	1970	1980	1990	% Change
Westside Neighborhood	3,711	3,194	3,194	2,988	-19.5%
Winter Park Total	17,162	21,895	22,339	22,242	29.6%

Source: U.S. Census 1960, 1970, 1980;  
Winter Park Comprehensive Plan.  
\* Winter Park Planning Department

A major objective of the CRA Plan is to reverse this trend. To accomplish this, the CRA Agency will work with affordable housing groups to continue to develop housing for lower and moderate income families, with a major emphasis on home ownership. At the same time the Agency will encourage renovation of existing housing stock utilizing several funding sources described elsewhere. Critical to the long term viability of the neighborhood is the development of a variety of infill housing types to attract families of differing economic status. Diversity will provide a stable base for the overall viability of the community.

### 5.2 Neighborhood Preservation

As previously stated, the redevelopment plan is designed to improve and enhance the residential community. A primary consideration is the preservation of the historically and socially significant aspects of the neighborhoods. The fundamental component of the residential elements of this plan is the designation of various residential

stabilization areas. In those areas, efforts will be made to provide funds and assistance to strengthen the character and value of these areas. The targeted stabilization areas currently have higher levels of home ownership and lower amounts of vacant or substandard properties. The successes generated through this process will then be presented to other areas of the community as a model for improvement.

### 5.3 Relocation

The concept of transitioning the residential area from the current majority of properties being rental to a majority of owner-occupied properties must consider the possibility and effect of relocation. This transition will occur over a long period of time and will utilize natural attrition to acquire properties. While there will be a concerted effort to use normal attrition as an opportunity for transition, there will be areas which will require relocation of current residents or business owners. Property acquisition or Agency initiated rehabilitation, shall follow procedures which will fulfill the intent of the Florida Statutes. The Agency will develop a formal set of procedures and guidelines that will be followed during any relocation. In general, the Agency will assume the burden of responsibility for reasonable expenses associated with a relocation. The formal procedures will include the following considerations.

1. The Agency will inform individuals and businesses of the benefits, policies, and procedures associated with relocation by the Agency. This information

shall be provided with sufficient notification to allow for reasonable preparation by the affected individuals or businesses.

2. The Agency will arrange for accommodations and services which are consistent with and equal to or better than the existing accommodations and services.
3. The Agency shall pay moving expenses associated with a relocation.
4. Replacement accommodations shall be in the same general area as the existing accommodations.
5. The Agency shall provide fair and reasonable payments and assistance to individuals or businesses which are relocated to insure a minimal disruption to the effected parties.

### **5.5 Environmental Quality**

The developments within the CRA should have no material effect on the environmental quality of the area. Coordination and redistribution of stormwater collection in the Pennsylvania Ave., Morse Blvd., and New England Ave. corridors should have a positive environmental effect. The City of Winter Park shall continue

to monitor the environmental quality of the CRA in accordance with federal and state requirements and the policies outlined in the Growth Management Plan.

### **5.6 Schools and Community Facilities**

The redevelopment activities associated with the CRA Plan will have a minimal effect on the school population and facilities. Population growth in the CRA should be gradual and diverse. Increases in property values associated with the plan will provide additional tax revenue to the school district for improvements and programs. The Agency will also work with the schools to identify areas for mutual cooperation that will lead to better learning opportunities for the youth of the CRA.

The community facilities available to the residents of the CRA will be positively affected by the redevelopment plans. The Community Center, pool and youth programs will all receive increased funds and attention. Additionally, Lake Island Park, immediately west of the CRA, is scheduled to receive major improvements as part of the City's Parks Master Plan.

**CHAPTER VI**  
**FINANCIAL PLAN**

## CHAPTER VI

### FINANCIAL PLAN

The financial plan for the CRA plan implementation is designed to be used as a guideline to be built upon as the plan matures. The initial success will depend upon solicitation of private investment, judicious use of City funds and aggressive pursuit of alternative funding sources. Tax increment revenues will be limited in the first several years but will, in five to eight years, be capable of retiring significant debt. The first five years of the plan will rely on passive debt strategies and private investment. If necessary, debt strategies may be more aggressive in the second five years of the plan. As with any long-range plan, the financial plan should be reviewed periodically to assess successes, priorities, and resources.

#### 6.1 Program and Project Cost

The financial plan is broken down into nine general categories. These categories will be funded through a number of different mechanisms which are described later in this chapter. Table 6-1 lists the projects, potential project funding sources and costs for the following categories:

- Administration
- Circulation

**WINTER PARK COMMUNITY REDEVELOPMENT AREA**  
**Programs, Projects & Funding Sources**

ADMINISTRATION	FUNDING SOURCE
Salaries, Benefits, Etc.	TIF,GF
Overhead, Office, & Equipment	TIF,GF
Miscellaneous	TIF,GF
<b>TOTAL ADMINISTRATION COSTS</b>	<b>\$75,000/yr</b>

CIRCULATION	FUNDING SOURCE
<b>Pedestrian</b>	
Pennsylvania Streetscape	TIF,CAP,SA
New England Streetscape	TIF,CAP,SA
Morse Blvd. Streetscape	TIF,CAP,SA
Park Ave. Streetscape	TIF,CAP,SA
<b>Vehicular</b>	
Fairbanks Ave.	TIF,CAP,SA,OGF
Fairbanks & Denning Intersection	TIF,CAP,SA,OGF
Fairbanks & Pennsylvania Intersection	TIF,CAP,SA,OGF
Fairbanks & New York Intersection	TIF,CAP,SA,OGF
Fairbanks & Park Intersection	TIF,CAP,SA,OGF
Park & Webster Intersection	TIF,CAP,SA,OGF
<b>Parking</b>	
CBD	TIF,SA,PA,GOB,CAP
Pennsylvania Corridor	TIF,SA,PA,CAP
New England Corridor	TIF,SA,PA,CAP
Morse Corridor	TIF,SA,PA,CAP
<b>Transit</b>	
Intra Area Bus	TIF,CAP,SA,OGF
Inter Area Bus	TIF,CAP,SA,OGF
Rail	TIF,CAP,SA,OGF
Miscellaneous Circulation	TIF,CAP,SA,OGF,PA,GOB
<b>TOTAL CIRCULATION COSTS</b>	<b>\$ 8,025,000</b>

PARKS, RECREATION & BEAUTIFICATION	FUNDING SOURCE
<b>Parks</b>	
Central Park	GOB,CAP,OGF,TIF
Shady Park	GOB,CAP,OGF,TIF
Pennsylvania	GOB,CAP,OGF,TIF
<b>Recreation</b>	
Community Center Improvements	TIF,CAP,OGF
Community Center Programs	TIF,GF,OGF
Social Club	TIF,GF,OGF
YMCA Youth Programs	TIF,GF,OGF
<b>Beautification</b>	
Bike Trails	GF,CAP,OGF
Trees	GF,OGF
<b>Gateways</b>	
Pennsylvania & Morse	TIF,CAP,OGF
Fairbanks & Orange	TIF,CAP,OGF
New York & Morse	TIF,CAP,OGF
Denning & Morse	TIF,CAP,OGF

Table 6-1

Pennsylvania & Webster	TIF,CAP,OGF
Park & Fairbanks	TIF,CAP,OGF
Park & Webster	TIF,CAP,OGF
Miscellaneous Parks, Recreation & Beautification	TIF,CAP,OGF,GF
<b>TOTAL PARKS, RECREATION &amp; BEAUT. COSTS</b>	<b>\$ 1,430,000</b>

<b>PUBLIC SAFETY</b>	<b>FUNDING SOURCE</b>
<b>Police</b>	
Community Policing	TIF,GF,OGF
Station Expansion	CAP,GOB
<b>Fire/EMS</b>	
Fire Station Consolidation	CAP,GOB
Fire Safety Programs	TIF,GF,OGF
<b>Streets/Sidewalks</b>	
Pave Roads	GF,CAP,TIF,SA,OGF
Resurface Roads	GF,CAP,TIF,SA,OGF
New Side Walks	GF,CAP,TIF,SA,OGF
Repair Sidewalks	GF,CAP,TIF,SA,OGF
Street Lights	GF,CAP,TIF,SA,OGF
<b>Utilities</b>	
Public Works Relocation	CAP,GOB
Miscellaneous Public Safety	GF,CAP,TIF,SA,OGF,GOB
<b>TOTAL PUBLIC SAFETY COSTS</b>	<b>\$ 6,315,000</b>

<b>RESIDENTIAL</b>	<b>FUNDING SOURCE</b>
<b>Rehabilitation / Repairs</b>	
Stabilization Area	TIF,OGF
Carver St.	TIF,OGF
Westside South	TIF,OGF
Westside North	TIF,OGF
Code Education/Enforcement	TIF,OGF,GF
Lien Forgiveness	TIF,OGF
Funding Assistance	TIF,OGF
Matching Funds	TIF,OGF
<b>Ownership</b>	
Affordable Housing Property Acquisition	GOB,LF,TIF,OGF
Railroad Property Acquisition	LF,TIF,OGF
Rental Property Acquisition	LF,TIF,OGF
Mortgage Assistance Program	LF,TIF,OGF
<b>Multifamily</b>	
Code Education/Enforcement	TIF,OGF,GF
Funding Assistance	TIF,OGF
Matching Funds	TIF,OGF
Complex Acquisitions	TIF,OGF
Joint Venture Multifamily Developments	TIF,OGF
<b>Organizations</b>	
Westside Housing Corporation	TIF,OGF
SAFE Neighborhoods Program	TIF,OGF
Miscellaneous Residential	GOB,LF,TIF,OGF
<b>TOTAL RESIDENTIAL COSTS</b>	<b>\$ 4,940,000</b>

Table 6-1

BUSINESS	FUNDING SOURCE
Revitalization	
Facades Matching Program	TIF,OGF
Retention	
Shared Retention Area	TIF,OGF,CAP,SWF
Start-up	
Minority Business Incubator	TIF,GF,OGF
Minority Enterprise Development	TIF,GF,OGF
Relocation	
Grocery Store	TIF,OGF
Miscellaneous Business	TIF,OGF,CAP,SWF,GF
<b>TOTAL BUSINESS COSTS</b>	<b>\$ 375,000</b>

ECONOMIC DEVELOPMENT	FUNDING SOURCE
City Hall Consolidation	CAP,GOB
Youth Employment Programs	TIF,OGF,GF
Florida Enterprise Zone	TIF,OGF,GF
Chamber of Commerce	SA,OGF
Park Ave Merchant's Association	SA,OGF
Westside Merchant's Association	TIF,OGF,GF
Miscellaneous Economic Development	TIF,OGF,GF,GOB,CAP,SA
<b>TOTAL ECONOMIC DEVELOPMENT COSTS</b>	<b>\$ 725,000</b>

CULTURAL	FUNDING SOURCE
Historic Preservation	
Farmers Market	GOB,CAP
Osceola House	TIF,OGF
Women's Club	TIF,OGF
Winter Park Historical Association	TIF,OGF
Train Station	TIF,OGF,GOB
Historical Markers	TIF,OGF
Museums/Library	
Westside Library Program	GF,TIF,OGF
Morse Museum	CAP,OGF,GOB,TIF
Miscellaneous Cultural	CAP,OGF,GOB,TIF,GF
<b>TOTAL CULTURAL COSTS</b>	<b>\$ 720,000</b>

ENVIORNMENTAL	FUNDING SOURCE
Enviornmental Awareness Programs	GF,TIF,OGF
Miscellaneous Enviornmental	GF,TIF,OGF
<b>ENVIORNMENTAL TOTAL COSTS</b>	<b>\$ 50,000</b>

#### FUNDING SOURCE CODES

TIF = Tax Increment Revenue & Bonds  
 GF = General Funds  
 LF = Linkage Fees  
 GOB = General Obligation Bonds  
 CAP = Capital Improvement Plan  
 SWF = Stormwater Fees  
 SA = Special Assessment  
 PA = Parking Authority  
 OGF = Other Governmental Funds

Table 6-1

- Parks, recreation, and beautification
- Public safety
- Residential
- Business
- Economic Development
- Cultural
- Environmental

Administration - Includes the staff and overhead to initiate, develop, and maintain the programs and projects. Initially, the staff and overhead costs will be included within the City of Winter Park's Planning and Community Development Department. It is possible that the administrative staff may require larger office space in future years. CRA staff will, to the greatest extent possible, look for ways to share costs with others to minimize administrative expense.

Circulation - Includes aesthetic and functional improvements to circulation systems that will make the CRA an attractive and safe place to live and work.

Parks, Recreation, and Beautification - Includes those projects and programs that will provide opportunities for better social interaction throughout the area.

Public Safety - Includes projects and programs that will improve the levels of services by various public departments, and also will generate additional real estate value in some areas through the consolidation of like services.

Residential - Residential programs are intended to give residents assistance and incentives to elevate living standards. Where absentee owners are resistant to improving conditions, there will be opportunities for the CRA to acquire projects for rehabilitation or demolition. Private investment and joint venture opportunities will be explored wherever possible to fully leverage CRA funds. The success of the residential programs will be determined by the acceptance and participation of the area residents.

Business - Business programs are designed to encourage business owners to upgrade their facilities so the area will be attractive to local merchants who can provide neighborhood and community services that have left the area.

Economic Development - Includes programs, projects, or associations that will initiate economic growth either by making opportunities available to a community network or by creating additional real estate value through appropriate planning and development. Promotion and marketing of the CRA or elements of the CRA could also enhance economic development.

Cultural - Cultural programs are those programs that are central to the historical development of Winter Park and improve the individual awareness of the make up the community.

Environmental - Environmental programs are intended to ensure that the community remains a fit place to live while providing opportunities for education of residents to the importance of protecting the environment.

## **6.2 Funding Sources**

In addition to funds generated through private investment, there are a number of funding sources available to the Agency that can be utilized to implement the projects and programs identified in this CRA plan. These include:

- Tax Increment Revenues
- Community Development Block Grant
- Capital Improvement Program
- General Fund
- Affordable Housing Assessment Fees
- Impact Fees
- Federal Programs
- State Programs

- Revenue Bonds
- General Obligation Bonds
- Special Assessments

In order to be successful, the Agency will need to create a balanced approach to fund development. Initially, staff should focus attention on soliciting state, federal, and local grants to initiate projects. A listing of some of the available programs is included as Table 6-2 in this chapter. Additionally, the City of Winter Park will need to invest significant Capital Improvement Funds into the CRA, if the plan is expected to move forward in the early years. Some of these City funds could be recaptured in the form of a repayment on an advance or loan to the CRA, but the City will also need to consider the investment that it should make to make the plan successful.

In addition to the program descriptions contained in Table 6-2, there are certain considerations with the above-referenced funding sources.

Capital Improvement Program - Each year the City develops, reviews, and adopts a Capital Improvement Program designed to provide a planning tool for project development throughout the City. Several of the projects listed in the CRA project list will be funded through this process. These include:

- Fire Department consolidation

- Police Department expansion
- City Hall renovations
- Public Works relocation

Assessment Fees - In 1990, the City created an affordable housing assessment fee to initiate affordable housing. This fee is 20 cents per square foot on all new buildings and additions. As of May 1994, this program has generated \$150,000. To date, this money has been used to purchase lots for single family home developments by Habitat for Humanity, Central Florida H.A.N.D.S., and other not-for-profit groups. It is recommended that this fee be raised to 25 cents per square foot in FY 94/95.

Impact Fees - Impact Fees, such as stormwater fees and traffic impact fees can be utilized to fund stormwater or traffic projects in the CRA.

General Obligation Bonds - Some projects that are underway or could be developed in the CRA are funded by general obligation bonds. General obligation bonds require a city-wide referendum, but can be an effective tool for project development. Several projects have already been approved for this funding. These include the renovations to the Farmers Market, additional affordable housing money, and parks improvements.

Special Assessments - Special assessments could be utilized in areas where projects are desired by a limited group or benefit a limited area. A special assessment could

be levied against the people who will derive the most benefit. Typically, consensus is needed among the benefactors before initiating a special assessment.

### **6.3 Tax Increment Revenue and Bonds**

One of the primary reasons for developing and designating a CRA is to establish the ability to utilize tax increment revenue. Tax increment revenue is generated through the capture of the incremental increase in property tax revenue generated from the redevelopment efforts. These revenues are then used to fund further improvements and development. Tax increment financing is a tool whereby local government can fund or finance the redevelopment activities over a defined term of years. The activities that are able to utilize this type of financing are prescribed by law but generally they can be used for programs, projects, or activities that will cure the blight in the CRA.

Tax increment revenue can be used as it becomes available to fund programs or projects directly, or it can be used to back the issuance of tax revenue bonds. Tax revenue bonds are issued for a project or projects with the bond payment being paid down by the yearly tax collection. This is an effective way to finance projects once the revenue stream has matured to the point where a bond of \$5 million to \$6 million can be issued. While this amount is a guide, the issuance costs of smaller bonds usually is too high to justify issuance.

# HUD, GOVERNMENTAL, AND OTHER FUNDING SOURCES

Fund Title Legal Authority	Applicant Eligibility	Nature of Program	Recipient	How to Utilize	Results Expected
Community Planning & Development Title I Housing & Community Development Act of 1974 (42 USC 5301)					
CDBG (Entitlement) Title I	County Recipient Source	Fed add to promote community development for low and moderate income people	Low - moderate income people through CRA		Maximize funds from county
CDBG (Non-Entitlement) Title I (1981 Amendments)	County Recipient Source	Fed add to promote community development for low and moderate income people	Low - moderate income people through CRA		
CDBG (Section 108 Loan Agreement)	County Recipient Source	County/Metro City or Agency Designated by the Above to Receive the Funds	Low - moderate income people through CRA	Borrow funds for program implementation	Financing of projects
Supportive Housing Demonstration Program <i>Transitional Housing Component</i>	State, County, Private, Nonprofit	Grants to defray costs of acquiring and rehab buildings for homeless	Public/private nonprofit	For temporary homeless relocation efforts	Avoid relocation problems
SHDP - Permanent Housing Component	State, County, Private, Nonprofit	Grants to defray costs of acquiring and rehab buildings for homeless	Public/private nonprofit	For permanent housing and homeless	Avoid relocation problems

TABLE 6-2  
1

# HUD, GOVERNMENTAL, AND OTHER FUNDING SOURCES

Fund Title Legal Authority	Applicant Eligibility	Nature of Program	Recipient	How to Utilize	Results Expected
Homeownership Assistance for Low- and Moderate-Income Families	Households qualify for special terms/consideration	Mortgages for those displaced by urban renewal	As Indicated	As Indicated	For home owners in housing scheduled for demolition.
Housing in Declining Neighborhoods	Homes or property owner ineligible for RHA Mortgage	Mortgage insurance to purchase or rehab housing in older declining urban area	Low and moderate income families	As Indicated	Expand homeowners in westside area among renters.
Single Family Home Mortgage Coinsurance	Any mortgage applicant	Joint mortgage insurance by Federal Government and private lender	Home purchaser	Expedite lending process	Help marginal qualifying situations
Graduated Payment Mortgages	Credit worth applicants	For house purchaser who expects to earn higher in the future		Graduated mortgage payments	Young persons
Home Equity Conversion Mortgage	Borrowers over 62	Convert equity in their homes and monthly stream of income or line of credit	Older home owners on fixed income	Source to conduct home repair and improvement without financial drain	Increase acceptance of financial outlay for necessary house repairs
Property Improvement Loan Insurance (Title I)	Any person who is able to make cash investment and mortgage payments	Federal insurance to finance property improvements	As indicated	HUD insured loans	For home owners to repair rehabilitation homes - over an existing period of time (20 years)
Counseling for Homebuyers, Homeowners & Tenants	Home buyers, home owners, tenants	HUD sponsored programs to persons through HUD approved counseling agencies.	As indicated	Put on seminars and follow up individual counseling as part of promoting property upgrade program for CRA area	More willing participants among elderly home owners who do not understand the overall process

TABLE 6-2

# HUD, GOVERNMENTAL, AND OTHER FUNDING SOURCES

Fund Title Legal Authority	Applicant Eligibility	Nature of Program	Recipient	How to Utilize	Results Expected
Supportive Housing for the Elderly	New profit sponsors	Cash advances to expand the supply of housing	As indicated, families with at least one member over 62 years old	Interest free monies with no payback requirements as long as housing remains for elderly	Funding for new elderly housing for relocated renters
Multifamily Rental Housing	Authorized but not in use at this time				
Cooperative Housing	Nonprofit corporation or trust organized to construct homes for members of the corporation	Federal Mortgage to finance cost of cooperative housing	Renters	For providing qualified renters with way to develop equity while in an improved living environment	Us as transition effort for potential home owners in he foreseeable future
Mortgage & Major Home Improvement Loan	Investors, builders, developers, etc.	HUD Insured Mortgages on new or rehabilitation homes located in designated renewal area, as insures supplement loans to enhance and improve salvageable homes	Home owners	Rehabilitation residents	Upgrade salvageable houses and units in need of minor repair
Multifamily Rental Housing for Moderate-Income Families	Public agencies, nonprofit co-op organizations	Finance construction or rehab of multifamily rental or co-op housing for moderate income persons	HUD income persons	For modern income or displaced person	Provide above average housing for moderate income families
Existing Multifamily Rental Housing	Investors, builders, developers, etc.	Purchase or refinancing of existing apartment complexes	Potential co-op buyer/renter	Purchase for conversion an existing rental project for cooperative housing	More renters into co-op housing situation

TABLE 6-2

# HUD, GOVERNMENTAL, AND OTHER FUNDING SOURCES

Fund Title Legal Authority	Applicant Eligibility	Nature of Program	Recipient	How to Utilize	Results Expected
Mortgage Insurance for Single Room Occupancy Projects	Nonprofit public body	Insurance for new construction and substantial rehabilitation of facilities	Single person		
Mortgage Insurance for the Elderly	Not practical to promote in CRA area for most residents from past experience				
Supplemental Loans for Multifamily Projects	States, cities, urban counties	Increase home ownership and affordable housing for low and very low income Americans	Low/very low income	Tenant base assistance, first time buyers, site acquisition, new construction or demolition	Co-op owners out of eligible low income renters
The HOME Program: HOME Investment Partnerships	States, cities, urban counties	Increase home ownership and affordable housing for low and very low income Americans	Low/very low income	Tenant base assistance, first time buyers, site acquisition, new construction or demolition	Co-op owners out of eligible low income renters
Supplemental Assistance for Facilities to Assist the Homeless					
Hope for Home Ownership of single family homes	Private nonprofit, public agencies, and nonprofit	Provide federal assistance to eligible home buyers direct purchase/rehabilitation of single family properties	First time buyers income below 80% of area median (adjust for family size)	Properties single family residential units owned by HUD, VA, FHA, or RTC, State, local governments	Increase home owners utilizing government owned properties
HUD-owned single property disposition	Preapproved local government or private nonprofit	HUD purchased property through FHA foreclosures - to lease or sell to nonprofits who provide housing for homeless	Homeless (temporary)		Reduce any homeless activities in the City - Prepare for utilization of NTC property set up for that purpose

TABLE 6-2

# HUD, GOVERNMENTAL, AND OTHER FUNDING SOURCES

Fund Title Legal Authority	Applicant Eligibility	Nature of Program	Recipient	How to Utilize	Results Expected
Shelter Plus Care National Affordable Housing Act	Preapproved local government or private nonprofit	Similar program for homeless			Reduce any homeless activities in the City - Prepare for utilization of NTC property set up for that purpose
Surplus Property for Use to Assist the Homeless	Preapproved local government or private nonprofit				Reduce any homeless activities in the City - Prepare for utilization of NTC property set up for that purpose
One- to Four-Family Home Mortgage Insurance	Any person owner/occupants	HUD take over of mortgages threatened with foreclosure due to job loss, illness, or death	Owner/occupant	Adjust mortgage payments until owner can reassume financial obligations	
Rehabilitation Mortgage Insurance (See 203K)	Any person	Rehabilitation one to four family properties			
Supportive Housing for Persons with Disabilities	Nonprofit	Provide housing for disabled individuals between ages 18 to 62	See as indicated	For special purposes	Disability eligible persons
HOPE 2: Homeownership of Multifamily Units	Neighborhood associations, resident councils, nonprofit organizations, public/private nonprofit	Home ownership empowerment of low income families	Renters	Demonstration effort of existing multifamily unit for sale over next five years	More home ownership

TABLE 6-2  
5

# HUD, GOVERNMENTAL, AND OTHER FUNDING SOURCES

Fund Title Legal Authority	Applicant Eligibility	Nature of Program	Recipient	How to Utilize	Results Expected
Low-Income Housing Preservation and Resident Homeownership	Owners of eligible low income housing, nonprofit organizations: resident councils	Financial incentive to owner retaining project or selling to purchasing continuing 221D3 or 236 projects	Low income residents	See Title VI of National Affordable Housing Act	Home ownership investment
Emergency Low-Income Housing Preservation	See above				
Direct Loans for Housing the Elderly or Handicapped	Private/nonprofit sponsors	Long-term direct loans to finance rental/co-op housing facilities	Elderly	As indicated	Assist in placement of elderly
Lower-Income Rental Assistance	Private owners P.H. Agencies nonprofit	Assist low and very low income to obtain decent housing in private accommodations	Low, very low renters	For those being relocated/displaced	Help in relocation program for site demolition schedule
Section 8 Rental Voucher Program					
Section 8 Rental Certificate Program					
Section 8 Moderate Rehabilitation Program	Public housing authorities	Assist very low income families to get decent safe, sanitary housing	As indicated	To assure multifamily and rent subsidiary housing is up to decent, sanitary living standards	Justification to demolish or demand extensive repairs to substandard housing units

TABLE 6-2

# HUD, GOVERNMENTAL, AND OTHER FUNDING SOURCES

Fund Title Legal Authority	Applicant Eligibility	Nature of Program	Recipient	How to Utilize	Results Expected
Public Housing Development	Public housing authorities				
Public Housing Operating Subsidy	Public housing authorities				
Public Housing Modernization (Comprehensive Grant Program)	Public housing authorities	250 or more units for eligibility			
Public Housing Modernization (Comprehensive Improvement Assistance Program)	Public housing authorities	Fewer than 250 units for eligibility			
Homeownership and Opportunity for People Everywhere (HOPE)	Nonprofit, housing co-ops, resident councils, resident management corporations	Grants for affordable home ownership to residents of public housing	Public housing aspiring home owners	Survey eligibility and interest	Support reason for building condos/cooperatives and moderate cost single family homes
Condominium Housing (Section 234)	Any qualified profit or nonprofit sponsor - create worthy persons	Insured mortgages made by private lending institutions for purchase of individual family units in multifamily housing projects	Credit worthy persons seeking condo living/ownership	To support building of condos in CRA	Increase in home ownership

TABLE 6-2

# Housing Program Identification Code

Code	
LA	= Local Agency
HO	= Home Owner
CO	= County
ST	= State
LM	= Local Municipality
NFP	= Not for Profit Association
LTA	= Local (Public Housing) Tenants Association
Univ	= University/College
DP	= Displaced Household
PO	= Project Owner/Investor
FP	= For Profit Group
E	= Elderly
LI	= Low Income
VLI	= Very Low Income
MI	= Moderate Income
INV	= Investor
DEV	= Developer
BU	= Builders
PHA	= Public Housing Authority

An estimate of the available tax increment revenues is included as Table 6-3. There are two tables, one assumes that the base year of 1994 is frozen and in subsequent years the overall real estate appreciates at 2.5 percent. The other assumes a 4% annual increase in property value. These tables also assume that the mileage rate remains constant. Any fluctuation in the mileage rate, appreciation rate, or new development will alter the revenue projections. For this reason, projections should be reviewed and adjusted yearly to help prioritize future projects. Alternative projections could be developed based upon property development in the different focus areas. This tool would illustrate the comparative effort to increase valuation versus the cost of the improvements. These projections are not included in this section.

Funds generated through tax increment capture will be deposited in the Redevelopment Trust Fund for use by the Agency in implementing the plan. The Redevelopment Trust Fund ordinance is included as appendix 9.5.

Table 6-4 illustrates a thirty-year cash flow projection based on expenditures for projects outlined in table 6-1 over ten years and a continuing yearly expenditure of \$500,000 thereafter. The tax increment revenues are separated between 2.5 percent appreciation and 2.5 percent to 4 percent appreciation for illustration of that increment. The lower box illustrates the debt that could be supported by a portion of the tax increment revenues. The amount used to support debt would need to be subtracted

**WINTER PARK COMMUNITY REDEVELOPMENT AREA**  
**Tax Increment Revenue Projections**

Year	Assessed Value	Base Assessment	Increment Value	Increment Revenue	Cumulative Revenue
1	\$204,975,883	\$199,976,471	\$4,999,412	\$42,255	\$42,255
2	\$210,100,280	\$199,976,471	\$10,123,809	\$85,566	\$127,821
3	\$215,352,787	\$199,976,471	\$15,376,316	\$129,961	\$257,782
4	\$220,736,607	\$199,976,471	\$20,760,136	\$175,465	\$433,247
5	\$226,255,022	\$199,976,471	\$26,278,551	\$222,106	\$655,353
6	\$231,911,397	\$199,976,471	\$31,934,926	\$269,914	\$925,267
7	\$237,709,182	\$199,976,471	\$37,732,711	\$318,917	\$1,244,184
8	\$243,651,912	\$199,976,471	\$43,675,441	\$369,145	\$1,613,329
9	\$249,743,209	\$199,976,471	\$49,766,738	\$420,628	\$2,033,957
10	\$255,986,790	\$199,976,471	\$56,010,319	\$473,399	\$2,507,356
11	\$262,386,459	\$199,976,471	\$62,409,988	\$527,489	\$3,034,846
12	\$268,946,121	\$199,976,471	\$68,969,650	\$582,931	\$3,617,777
13	\$275,669,774	\$199,976,471	\$75,693,303	\$639,760	\$4,257,537
14	\$282,561,518	\$199,976,471	\$82,585,047	\$698,009	\$4,955,546
15	\$289,625,556	\$199,976,471	\$89,649,085	\$757,714	\$5,713,260
16	\$296,866,195	\$199,976,471	\$96,889,724	\$818,912	\$6,532,172
17	\$304,287,850	\$199,976,471	\$104,311,379	\$881,640	\$7,413,812
18	\$311,895,046	\$199,976,471	\$111,918,575	\$945,936	\$8,359,747
19	\$319,692,422	\$199,976,471	\$119,715,951	\$1,011,839	\$9,371,587
20	\$327,684,733	\$199,976,471	\$127,708,262	\$1,079,390	\$10,450,977
21	\$335,876,851	\$199,976,471	\$135,900,380	\$1,148,630	\$11,599,607
22	\$344,273,773	\$199,976,471	\$144,297,302	\$1,219,601	\$12,819,208
23	\$352,880,617	\$199,976,471	\$152,904,146	\$1,292,346	\$14,111,553
24	\$361,702,632	\$199,976,471	\$161,726,161	\$1,366,910	\$15,478,463
25	\$370,745,198	\$199,976,471	\$170,768,727	\$1,443,337	\$16,921,800
26	\$380,013,828	\$199,976,471	\$180,037,357	\$1,521,676	\$18,443,476
27	\$389,514,174	\$199,976,471	\$189,537,703	\$1,601,973	\$20,045,449
28	\$399,252,028	\$199,976,471	\$199,275,557	\$1,684,277	\$21,729,726
29	\$409,233,329	\$199,976,471	\$209,256,858	\$1,768,639	\$23,498,365
30	\$419,464,162	\$199,976,471	\$219,487,691	\$1,855,110	\$25,353,475
Appreciation Rate		2.5%			
Millage		0.008452			

Table 6-3

TAX INCREMENT REVENUE SUMMARY		
Period	Increment Value	Revenue
1994 - 1999	\$26,278,551	\$655,353
2000 - 2004	\$56,010,319	\$1,852,003
2005 - 2009	\$89,649,085	\$3,205,903
2010 - 2014	\$127,708,262	\$4,737,717
2015 - 2019	\$170,768,727	\$6,470,823
2020 - 2024	\$219,487,691	\$8,431,674
<b>TOTAL</b>		<b>\$25,353,475</b>

**WINTER PARK COMMUNITY REDEVELOPMENT AREA  
Tax Increment Revenue Projections**

Year	Assessed Value	Base Assessment	Increment Value	Increment Revenue	Cumulative Revenue
1	\$207,975,530	\$199,976,471	\$7,999,059	\$67,608	\$67,608
2	\$216,294,551	\$199,976,471	\$16,318,080	\$137,920	\$205,528
3	\$224,946,333	\$199,976,471	\$24,969,862	\$211,045	\$416,574
4	\$233,944,186	\$199,976,471	\$33,967,715	\$287,095	\$703,669
5	\$243,301,954	\$199,976,471	\$43,325,483	\$366,187	\$1,069,856
6	\$253,034,032	\$199,976,471	\$53,057,561	\$448,443	\$1,518,298
7	\$263,155,393	\$199,976,471	\$63,178,922	\$533,988	\$2,052,287
8	\$273,681,609	\$199,976,471	\$73,705,138	\$622,956	\$2,675,242
9	\$284,628,873	\$199,976,471	\$84,652,402	\$715,482	\$3,390,725
10	\$296,014,028	\$199,976,471	\$96,037,557	\$811,709	\$4,202,434
11	\$307,854,589	\$199,976,471	\$107,878,118	\$911,786	\$5,114,220
12	\$320,168,773	\$199,976,471	\$120,192,302	\$1,015,865	\$6,130,085
13	\$332,975,524	\$199,976,471	\$132,999,053	\$1,124,108	\$7,254,193
14	\$346,294,545	\$199,976,471	\$146,318,074	\$1,236,680	\$8,490,874
15	\$360,146,327	\$199,976,471	\$160,169,856	\$1,353,756	\$9,844,629
16	\$374,552,180	\$199,976,471	\$174,575,709	\$1,475,514	\$11,320,143
17	\$389,534,267	\$199,976,471	\$189,557,796	\$1,602,142	\$12,922,286
18	\$405,115,638	\$199,976,471	\$205,139,167	\$1,733,836	\$14,656,122
19	\$421,320,263	\$199,976,471	\$221,343,792	\$1,870,798	\$16,526,919
20	\$438,173,074	\$199,976,471	\$238,196,603	\$2,013,238	\$18,540,157
21	\$455,699,997	\$199,976,471	\$255,723,526	\$2,161,375	\$20,701,532
22	\$473,927,996	\$199,976,471	\$273,951,525	\$2,315,438	\$23,016,971
23	\$492,885,116	\$199,976,471	\$292,908,645	\$2,475,664	\$25,492,635
24	\$512,600,521	\$199,976,471	\$312,624,050	\$2,642,298	\$28,134,933
25	\$533,104,542	\$199,976,471	\$333,128,071	\$2,815,598	\$30,950,531
26	\$554,428,724	\$199,976,471	\$354,452,253	\$2,995,830	\$33,946,362
27	\$576,605,872	\$199,976,471	\$376,629,401	\$3,183,272	\$37,129,634
28	\$599,670,107	\$199,976,471	\$399,693,636	\$3,378,211	\$40,507,844
29	\$623,656,912	\$199,976,471	\$423,680,441	\$3,580,947	\$44,088,791
30	\$648,603,188	\$199,976,471	\$448,626,717	\$3,791,793	\$47,880,584
Appreciation Rate		4.0%			
Millage		0.008452			

Table 6-3a

TAX INCREMENT REVENUE SUMMARY		
Period	Increment Value	Revenue
1994 - 1999	\$43,325,483	\$1,069,856
2000 - 2004	\$96,037,557	\$3,132,578
2005 - 2009	\$160,169,856	\$5,642,195
2010 - 2014	\$238,196,603	\$8,695,528
2015 - 2019	\$333,128,071	\$12,410,374
2020 - 2024	\$448,626,717	\$16,930,053
<b>TOTAL</b>		<b>\$47,880,584</b>

Table 6-3a

WINTER PARK COMMUNITY REDEVELOPMENT AREA											
Ten Year Cash Flow Projections											
	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004
<b>EXPENDITURES</b>											
TOTAL CASH FLOW	\$ 100,000	\$ 950,000	\$ 695,000	\$ 2,530,000	\$ 3,860,000	\$ 3,710,000	\$ 4,145,000	\$ 2,935,000	\$ 1,185,000	\$ 155,000	\$ 55,000
CUMULATIVE TOTAL	\$ 100,000	\$ 1,050,000	\$ 1,745,000	\$ 4,275,000	\$ 8,135,000	\$ 11,845,000	\$ 15,990,000	\$ 18,925,000	\$ 20,110,000	\$ 20,265,000	\$ 20,320,000
<b>REVENUE SOURCES</b>											
Capital Improvement Funds		\$ 200,000	\$ 400,000	\$ 1,400,000	\$ 2,600,000	\$ 2,100,000	\$ 1,200,000	\$ 100,000	\$ 100,000	\$ 100,000	
Bond Funds	\$ 100,000	\$ 360,000	\$ 60,000	\$ 60,000	\$ 20,000						
Tax Increment Revenue	\$ 30,000	\$ 42,255	\$ 127,821	\$ 257,782	\$ 433,247	\$ 655,353	\$ 925,267	\$ 1,244,184	\$ 1,613,329	\$ 2,033,957	\$ 2,507,356
Linkage Fees		\$ 40,000	\$ 50,000	\$ 50,000	\$ 50,000	\$ 50,000	\$ 50,000	\$ 50,000	\$ 50,000	\$ 50,000	\$ 50,000
Parking Authority Bond							\$ 2,000,000	\$ 2,000,000	\$ 1,000,000		
REVENUE TOTALS	\$ 130,000	\$ 642,255	\$ 637,821	\$ 1,767,782	\$ 3,103,247	\$ 2,805,353	\$ 4,175,267	\$ 3,394,184	\$ 2,763,329	\$ 2,183,957	\$ 2,557,356
<b>ANNUAL CASH FLOW</b>	\$ 30,000	\$ (307,745)	\$ (57,179)	\$ (762,218)	\$ (756,753)	\$ (904,647)	\$ 30,267	\$ 459,184	\$ 1,578,329	\$ 2,028,957	\$ 2,502,356
CUMULATIVE CASH FLOW	\$ 30,000	\$ (277,745)	\$ (334,924)	\$ (1,097,142)	\$ (1,853,895)	\$ (2,758,542)	\$ (2,728,275)	\$ (2,269,091)	\$ (690,762)	\$ 1,338,195	\$ 3,840,551

Table 6-4

from the revenues above. The revenue projections do not include federal, state, or county funding that must be obtained to implement the plan. The resulting financing deficits can be offset by delaying projects, obtaining additional monies from identified public or private sources, borrowing from the city or private lenders, or through the issuance of tax revenue bonds. Tax revenue bonds would be paid off over a defined period of time not to exceed thirty years from the adoption of the plan.

### **6.4 Short-term strategies**

As is detailed in Table 6-3 revenues from the tax increment will be small in the initial years of implementation. Consequently, it is necessary to mobilize available resources to maximize their impacts. The short-term strategies must focus on securing outside sources of revenues through available grant sources. Revenues received from the tax increment may be needed to match some grant requests. Potential grants must be matched against plan programs and priorities.

Establishing a small pool of working capital is essential to the initial effort.

Allocation decisions must balance the need to invest in residential neighborhoods to continue to build trust between the City and the residents, and business related projects to bolster investment confidence from the private sector.

Initial use of working capital on projects that are highly visible in the community should be considered. Mobilization of short term capital can occur through the following efforts:

1. The City dollars invested to purchase the Big "C" Bar are to paid back within three years. These dollars should be considered as a revolving loan fund available to assist other private development initiatives on the Westside.
2. Creation of a bank consortium to provide below market interest rates to assist the Redevelopment Agency in acquiring critical properties or to attract private developers to reinvest in westside properties for residential redevelopment and acquisition of critical business properties.
3. Secure CDBG money from the county.
4. Assess the feasibility of the capture of existing fees and assessment charges to westside properties for reinvestment in the program.

### 6.5 Tracking and Controls

While it can be expected that with the adoption of this plan, the redevelopment effort will be an overall success, it must be stated that redevelopment activities are not easy.

It can also be expected that there will be set backs along the way. There is no exact science for redevelopment and it is not an easy process. Interventions in the private market are being attempted to correct situations which are impediments to further private market investments. When the private market perceives that conditions are favorable, the need for public involvement will lessen.

Proper financial tracking, controls, and evaluation are essential to ensure that the plan maintains its proper direction. On an annual basis the Agency will prepare an annual report for public review. This report will describe the general fiscal status, projects completed or underway, and the proposed actions for the next year. In addition, as part of the city's standard auditing process, the Agency will be audited and results of the audit will be made available to the public.

**CHAPTER VII**  
**MANAGEMENT PLAN**

**CHAPTER VII  
MANAGEMENT PLAN**

**7.1 Overview**

The CRA plan is based upon effective communication between the public and private sectors. The public sector will provide the vehicles to effect change and the private sector will initiate and sustain the change. The Community Redevelopment Agency will position itself to act as the conduit between the public and private sectors to ensure the plan is properly articulated and followed. The Community Redevelopment Agency will also act as a resource center for both sectors.

**7.2 Community Redevelopment Agency**

The Community Redevelopment Agency is the formal management structure set forth in the Florida Statutes, Chapter 163, Part III utilized to undertake redevelopment activities within the CRA. November 16, 1993, the Orange County Board of County Commissioners approved Resolution 93-M-71 (see appendix 9.3) delegating certain community redevelopment powers from the county to the City of Winter Park effective upon approval of the CRA plan. January 11, 1994, the City of Winter Park approved Resolution 1587 (see appendix 9.5) which created the Winter Park Community Redevelopment Agency (Agency). The Agency consists of the Mayor and four commissioners of the City together with one additional member to be appointed by the Board of County Commissioners of Orange County, Florida. The Agency is a

legal entity, separate, distinct, and independent from the City Commission. The Mayor serves as the Chairman of the Agency.

The staff of the Agency, with assistance from City staff, shall carry out directives from the Agency and perform those day-to-day activities necessary to the normal operation of the Agency. The Agency is authorized to exercise the redevelopment powers delegated to the City by Orange County to implement the plan. The Agency may establish an Advisory Board to assist with the implementation of the plan.

Throughout the implementation of the plan, the Agency shall maintain a focus on five general areas critical to the success of the plan.

- Funding
- Design Review
- Housing
- Economic Development
- Public Safety

Funding - The Agency shall identify public and private funding sources and coordinate their use to carry out the plan. This includes pursuing federal, state, or local funds as well as directing private investment towards appropriate funding sources. The Agency

will review project priorities in conjunction with funding available to coordinate the timely implementation of the various plan components.

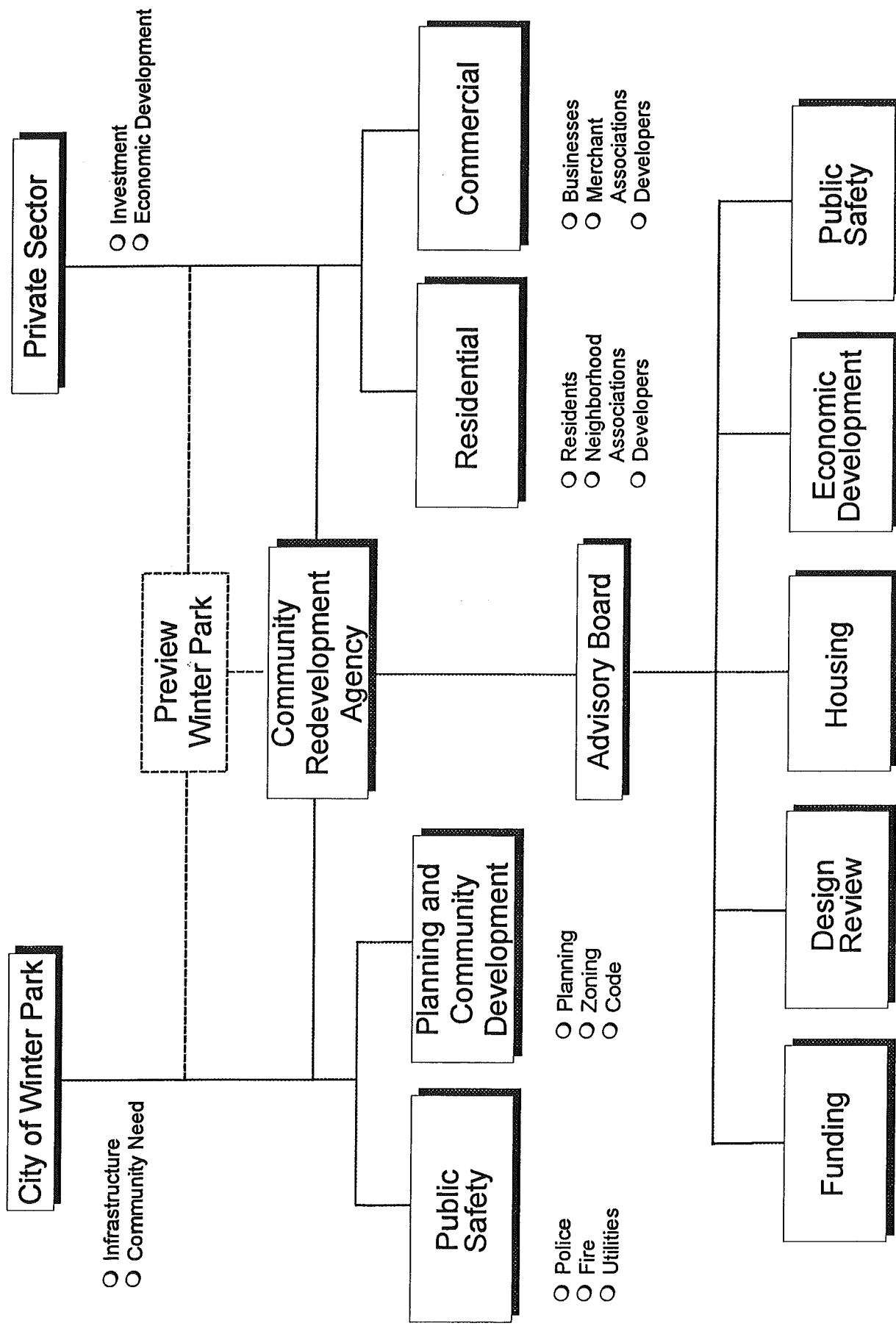
Design Review - The Agency will assist City staff to develop design guidelines that will encourage the residential and business context that is envisioned by the plan. The Agency may choose to review proposed plans within the CRA for appropriateness of scale. Design review by the Agency should focus on promoting commercial and residential development that maintains the pedestrian feel and individual style that is evident throughout the City.

Housing - The Agency shall encourage the development of a variety of housing types within the westside so as not to create pockets of future slums. The Agency shall work with residents to encourage property upgrades and ongoing maintenance to develop an acceptable community living standard. The Agency shall coordinate and communicate the program that shall be utilized to develop new housing and upgrade existing housing.

Economic Development - The Agency shall act as a conduit for economic development by assisting with the networking of various Merchants Associations and prospective new businesses. The Agency shall identify and provide available resources to maintain an atmosphere that promotes economic growth within the CRA. The Agency shall assist with the communication of area needs to the City.

Public Safety - The Agency shall work with the City staff and area businesses and residents to promote public safety and to identify areas of common concern.

Figure 7-1 represents the management structure that will be utilized to implement the plan.



# COMMUNITY REDEVELOPMENT AREA PLAN MANAGEMENT STRUCTURE

Figure 7-1

### **7.3 Public Sector Involvement**

The public sector will provide many of the vehicles necessary to implement the plan. On the federal level, there are numerous housing programs that can be utilized by private investors to assist with funding of residential development. The State of Florida also has several single and multifamily residential programs for low and moderate income housing. The county is the conduit for additional funds such as community development block grants.

In addition to general funds and capital improvement funds, the City of Winter Park can utilize many other resources to implement the plan. The City will provide staff support for planning, code education/enforcement, and governmental funding. The City will also be called upon to manage the design and construction of streetscape and intersection programs. They will also assist with the legal documentation and public notification required for zoning and Comprehensive Plan changes.

### **7.4 Private Sector Involvement**

The private sector has the ability to make the biggest impact on the success of the plan. Without private sector participation and investment, the plan will take years to mature and most probably would not come to its full completion. The private sector

needs to participate from the inception to ensure that the needs of the community are properly expressed and considered.

It will be the residents who will set and maintain the living standards within the community. They will also be the ones who form area associations for communication to address the social needs. Developers and business people will be responsible to invest time and money to improve the overall conditions of the community.

**CHAPTER VIII**  
**GOALS AND OBJECTIVES**

### CHAPTER VIII GOALS AND OBJECTIVES

#### 8.1 Defining the Direction

A mission statement and comprehensive set of goals and objectives are established to define the purpose of the plan and to create a framework to address the issues identified by the community. These goals and objectives are integral to the Redevelopment Plan and set the guidelines for determining future redevelopment program and project priorities and to facilitate funding decisions.

#### 8.2 Community Redevelopment Agency Mission Statement

The Community Redevelopment Program shall preserve and improve the residential viability and livability of the neighborhoods within the Community Redevelopment Area (CRA) by encouraging and initiating activities which empower residents to effect change and shall enhance and improve the commercial areas of the CRA by encouraging and implementing activities which promote controlled economic growth.

#### 8.3 Community Redevelopment Agency Goals

Implementation of the CRA plan shall enhance the lifestyle within the CRA by promoting the following goals:

1. Communication - Develop neighborhood, business, and governmental communication networks that foster understanding and bring about change.
2. Housing - Increase housing opportunities by diversifying the available housing stock and providing more opportunities for home ownership.

3. Property Value - Improve housing conditions and appearances to achieve more stable and secure residential neighborhoods which create higher values for the owners.
4. Business - Create opportunities to attract new and expanding businesses to the CRA and support the existing business community.
5. Public Safety - Promote public safety and police/resident communication to reduce crime and make the CRA a safe and desirable place to live and work.
6. Social Development - Develop and improve social programs for recreation and cultural enhancement for all residents, with a particular emphasis on youth, to create an environment for social enrichment.
7. Economic Vitality - Enhance the economic vitality of the resident and business population to attract private investment in the CRA.
8. Transportation - Improve the public infrastructure of roads, streetscapes, and parking to support the resident and business community and utilize alternative modes of transportation.

### 8.4 Community Redevelopment Agency Objectives and Policies

#### 1. Communication

Objective 1.1 - Community Organizational Development: To increase public participation and community leadership of the residents to foster solutions to neighborhood problems.

## GOALS AND OBJECTIVES

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Policy 1.1A: The Agency shall coordinate with Westside residents and the Winter Park Chamber of Commerce and other organizations to establish/develop a neighborhood association or associations.

Policy 1.1B: The Agency will coordinate with the neighborhood associations to identify properties contributing to blight/deterioration of the neighborhood(s) and to promote positive programs to improve maintenance of these properties.

Policy 1.1C: The neighborhood association(s) will be encouraged to coordinate with the City's Solid Waste Department to spearhead and expand participation in the annual neighborhood cleanup program.

Policy 1.1D: The neighborhood association(s) shall spearhead self-help programs to respond to problems identified by the community.

Policy 1.1E: The neighborhood association(s) will be encouraged to coordinate with the City Police Department to increase participation in the Neighborhood Watch Program.

Policy 1.1F: The neighborhood association(s) will be encouraged to host community events within the neighborhood.

Policy 1.1G: The neighborhood association(s) will be encouraged to recruit members to volunteer to contribute hours at the Community Center and assist in recreational/educational activities.

## GOALS AND OBJECTIVES

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Policy 1.1H: The City shall work with the neighborhood association(s) and neighborhood crime watch organizations to rid the community of identified problem spots of illegal activities.

Policy 1.1I: The City shall encourage the neighborhood association(s) to foster neighborhood leadership by sponsoring qualified individuals in approved leadership training programs.

Objective 1.2 - Business Organizational Development - To increase participation and community leadership of the business owners and land owners to foster solutions to downtown and other commercial district problems through organizations such as the Park Avenue Merchants Association (PAMA).

Policy 1.2A: The Agency shall work with business organizations such as the PAMA and Winter Park Chamber of Commerce to address problems and opportunities identified by the CRA plan, the Blight Study, and ongoing meetings.

Policy 1.2B: The Agency shall encourage dialog between business/land owner organizations by sponsoring joint meetings, projects, and activities.

Policy 1.2C: The Agency shall coordinate with business/land owner organizations such as the PAMA to develop more specific urban design, streetscape, and parking solutions.

2. **Housing**

Objective 2.1 - Housing Opportunities: The Agency will increase the opportunities for all its citizens to purchase or rent affordable decent, safe, and sanitary housing by encouraging the rehabilitation, revitalization, and redevelopment of the existing housing stock in an effort to stem the current rate of decline and extend the economic life of existing housing.

Policy 2.1A: The Agency shall continue to ensure that 50' lots are buildable.

Policy 2.1B: The Agency shall encourage innovative housing techniques (cluster, zero lot line, townhomes) through the use of traditional neighborhood design districts within the CRA.

Policy 2.1C: The Agency shall encourage innovative residential development which will result in lower costs, added convenience and privacy, and more efficient use of streets and utilities.

Policy 2.1D: The Agency shall encourage the provision of housing designed for the elderly and the handicapped, and create a community-based program for house repair.

Objective 2.2 - Home Ownership: To bring the residential neighborhood single family/multifamily ratio more in line with the City-wide average by the year 2000 by assisting residents to achieve home ownership.

## GOALS AND OBJECTIVES

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Policy 2.2A: The Agency shall coordinate with Central Florida H.A.N.D.S. and encourage residents to participate in the training and financial courses offered in home ownership.

Policy 2.2B: The Agency shall continue to work with non-profit and for-profit home builders such as Habitat for Humanity of Winter Park/Maitland to provide a home-building program for families who do not qualify through conventional lending institutions.

Policy 2.2C: The Agency shall coordinate and solicit funding from the Florida Housing Finance Agency's Single Family Mortgage Loan Program which provides permanent fixed rate mortgage loans and moderate income first-time home buyers.

Policy 2.2D: The Agency shall continue to assess and expand the housing surcharge on building permits for the construction of affordable housing.

Policy 2.2E: The Agency shall encourage private lenders and developers to construct new single family housing with a variety of styles and pricing within the CRA.

Policy 2.2F: The Agency shall continue to purchase lots within the CRA as a way to lower the cost to the developer for the construction of affordable housing.

Policy 2.2G: The Agency shall coordinate with the Florida Housing Predevelopment Loan Program for loans and grants to eligible sponsors

to pay for predevelopment costs, land acquisition and/or site improvements for properties within the CRA.

Policy 2.2H: The Agency shall coordinate with the State to solicit funds for below market interest rate loans from the Florida Market Rate Rental Loan Program for projects within the CRA.

Policy 2.2I: The Agency shall coordinate with the State to provide loans from the Elderly Housing Community Loan Program for the elderly for making life-safety or security-related repairs or improvements.

Policy 2.2J: The Agency will apply on an annual or opportunity basis for any available Federal or State housing assistance, such as Community Development Block Grant Rental Rehabilitation, Urban Homesteading, and 312 funding, or otherwise provide local public funds to be used directly for the rehabilitation of housing or to leverage private sector financing or rehabilitation efforts.

### 3. **Property Value**

Objective 3.1 - Home Rehabilitation: To assist homeowners and property owners with the rehabilitation of housing stock.

Policy 3.1A: The Agency and neighborhood associations shall coordinate with Orange County, the State of Florida's Housing Finance Agency, and the Federal Government to identify all sources of funds/programs for rehabilitation and renovation.

## GOALS AND OBJECTIVES

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Policy 3.1B: The Agency shall inform residents of programs and application procedures to obtain rehabilitation funds from the Orange County Emergency Repair Funds or through the State of Florida Weatherization Program.

Policy 3.1C: The Agency shall coordinate with the Housing Finance Agency's Low Income Rental Housing Tax Credit Program which allows a tax liability reduction in exchange for the acquisition and substantial rehabilitation or construction of rental housing projects with low income set asides.

Objective 3.2 - Property Maintenance: The City shall maintain a vigorous code education/enforcement program within the CRA and evaluate performance annually.

Policy 3.2A: The City shall develop a more concentrated program of code education and enforcement within the CRA.

Policy 3.2B: Owners of rental properties shall be contacted at least annually by the Agency to clean up properties and bring them up to Code.

Policy 3.2C: The Agency shall strategically place trash cans throughout the neighborhood to help control litter.

Policy 3.2D: The Agency shall, as a last resort, mow/clean vacant lots and assess the property owners.

to pay for predevelopment costs, land acquisition and/or site improvements for properties within the CRA.

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## GOALS AND OBJECTIVES

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Policy 3.2E: The Agency shall take action to rid the community of vacant structures that are determined to be unsafe.

Policy 3.2F: The Agency shall map those properties that are deteriorated or in need of substantial rehabilitation and apply to the Orange County Community Development Department for rehabilitation assistance.

Policy 3.2G: The Agency shall encourage infill activities to reduce the number of vacant lots.

Objective 3.3 - Community Participation in Code Compliance - The neighborhood association(s) shall initiate activities to help decrease the number of code violations within the CRA by the year 2000.

Policy 3.3A: The neighborhood association(s) shall establish a program of self-monitoring and identification of problem lots and structures within the CRA.

Policy 3.3B: The neighborhood association(s) shall continue the annual cleanup program to improve the overall maintenance level within the CRA.

Policy 3.3C: The neighborhood association(s) shall instill neighborhood pride through community activities and involvement (i.e., Family Day, Mentor Programs, Cultural Events).

Objective 3.4: Landscaping - To emphasize and reinforce the "Park-Like" feeling within the CRA through public and private landscaping and amenities.

## GOALS AND OBJECTIVES

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Policy 3.4A: The Agency shall establish a streetscape theme for the major roadways (i.e., Fairbanks, Orange, Pennsylvania, Morse, New England, and Park) and activity centers within the CRA.

Policy 3.4B: Existing landscape/buffer requirements will be reviewed and revised if necessary to establish minimum standards for all new development within the CRA.

Policy 3.4C: Open spaces within new developments shall be clearly visible and easily reached from the street or pedestrian way.

Policy 3.4D: New developments shall provide public open space which contributes to the pedestrian environment and enhances the overall character of the CRA.

Policy 3.4E: A set of landscape design guidelines shall be developed for all public open spaces to integrate them with each other and strengthen an overall image of the CRA.

Policy 3.4F: A system of street parks shall be developed to give unity to the CRA completing the major streetscape program.

Policy 3.4G: Existing properties will be reviewed for conformance with landscape requirements and will be required to comply within 3 years.

4. **Business**

Objective 4.1 - Economic Development: To expand commerce within the Community Redevelopment Area by developing local resources to make the area a more prominent regional employment center within Central Florida.

Policy 4.1A: The Agency shall coordinate with the Chamber of Commerce to pursue new businesses for the CRA.

Policy 4.1B: The Agency shall actively encourage start-up businesses to locate in existing retail and office space within the Community Redevelopment Area.

Policy 4.1C: The Agency shall complete a market study analyzing existing supply and future demand for commercial and office space within the CRA. The inventory of available spaces shall be updated yearly and shall be made available to prospective businesses.

Policy 4.1D: Government administration buildings within the CRA shall be maintained to high standards and new government offices and facilities shall be encouraged to locate in the CRA.

Policy 4.1E: Agency staff shall maintain and monitor CRA property value information reporting yearly to the Agency as to changes and trends in assessed property values.

Policy 4.1F: The Agency shall conduct economic development studies for Pennsylvania Avenue and New England Avenue.

## GOALS AND OBJECTIVES

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Policy 4.1G: The Agency shall evaluate and, where feasible, establish economic development programs to support existing businesses and attract new businesses.

Objective 4.2 - Economic Diversity: To further develop the Community Redevelopment Area as the hub of economic activity within the City by enhancing public and private improvements for residents, workers, shoppers and tourists.

Policy 4.2A: The Agency shall seek to attract a mixture of retail and service businesses to meet resident needs within the CRA.

Policy 4.2B: The Agency shall improve the sidewalks and street intersections to create a high-quality, pedestrian-oriented shopping environments within the CRA commercial areas.

Policy 4.2C: The Agency shall encourage the establishment of an expanded visitor information center as part of the new Chamber of Commerce facility.

Objective 4.3 - Economic Opportunities for Minorities: The Agency shall promote employment opportunities that will enable all the people of Winter Park to attain a decent standard of living.

Policy 4.3A: The Agency shall work with the minority community, the Winter Park Chamber of Commerce, and the banking community to establish a minority business center within the Community Redevelopment Area.

## GOALS AND OBJECTIVES

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Policy 4.3B: The Minority Business Committee of the Chamber shall assist in the development of minority business success by developing a Mentor Program.

Policy 4.3C: The Agency shall enhance economic development activities for the City residents by seeking public grant opportunities whenever possible.

Policy 4.3D: The Agency shall coordinate with the Black Business Investment Fund to assist in the development of minority business of Winter Park.

Policy 4.3E: The Agency shall become a Community Contribution Tax Incentive Sponsor enabling corporate donors to receive state tax credits for donations of cash, property, and goods.

Policy 4.3F: The Agency shall monitor changes in Florida Enterprise Zone designation legislation, and when possible pursue the designation for the CRA.

Policy 4.3G: The neighborhood association(s) and the Agency shall solicit representatives/vendors for events sponsored by the City to ensure the cultural diversity of the City is represented.

Policy 4.3H: The neighborhood association(s) and the Agency shall assist in the placement of residents in employment opportunities through coordination with business groups such as the Park Avenue Association and the City of Winter Park.

5. **Public Safety**

Objective 5.1 - Crime Prevention: To continue to support and expand activities and group efforts to decrease criminal activities within the CRA.

Policy 5.1A: The Agency shall assist neighborhoods by identifying and securing funding sources necessary to establish, operate, and expand Neighborhood Watch Programs.

Policy 5.1B: The City shall provide for the adequate staffing of City law enforcement agencies and consider pilot programs such as a satellite office in the Hannibal Square area, foot patrols, bike patrols or other mobile patrols within the CRA neighborhood.

Policy 5.1C: The Agency shall keep the public informed of the nature and extent of criminal activity in the CRA.

Policy 5.1D: The Agency shall establish and maintain programs to encourage public cooperation in the prevention and solution of crimes.

Policy 5.1E: The Agency, neighborhood association(s), and Florida Power shall work together to identify the location of inadequately lighted areas within the CRA.

Policy 5.1F: The neighborhood association(s) shall host an annual meeting that includes representatives familiar with safety and security.

Policy 5.1G: The Police Department shall provide safety tips to the neighborhood association(s) on ways to protect home and property.

## GOALS AND OBJECTIVES

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Policy 5.1H: The Agency shall work cooperatively with Federal, State and local law enforcement agencies to eliminate illegal drug trafficking within the CRA.

Policy 5.1I: The Agency will apply for available grants from Federal, State or grant foundation sources for implementation of anti-drug programs. Funds from these programs shall be targeted to combat drug-related crimes in areas exemplifying high crime rates.

Policy 5.1J: The City will pursue the use of forfeited assets of drug offenders as another funding source to help combat crime.

Objective 5.2 - Police/Community Relations: To develop and implement an institutional approach to Police Community Relations in the City of Winter Park.

Policy 5.2A: The Agency shall encourage/support efforts of the School Board, Winter Park Memorial Hospital and churches to provide drug education classes for the earliest practical age and throughout their school years.

Policy 5.2B: The City shall develop a program to implement a two-way communications process to allow the police to interact with the public to discuss and resolve problems, differences and concerns on a regular basis.

**6. Social Development**

Objective 6.1 - Cultural Development: To enhance the CRA as the focus of cultural, educational, social and community activities.

Policy 6.1A: The City and Agency will develop a program to expand and coordinate the number of festivals and special events conducted within Westside and downtown activity centers by 1998.

Policy 6.1B: The City and Agency will embellish the environs of the CRA so as to create an aesthetically beautiful environment for the cultural facilities contained within the CRA.

Policy 6.1C: The Agency will work with the library to establish a mobile program available to westside residents.

Policy 6.1D: The Agency will coordinate with the Winter Park Historical Association to ensure that the history of the Westside is properly represented in its collections.

Policy 6.1E: The City and Agency shall ensure that historically significant buildings and structures are properly preserved and protected.

Policy 6.1F: The Agency shall erect Historic Markers at key locations to help instill pride and awareness of minority contributions to the City.

Policy 6.1G: The Agency shall encourage increased participation by Westside residents on City Boards.

## GOALS AND OBJECTIVES

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Objective 6.2 - Recreation: To develop programs and activities that will encourage resident participation and keep youth involved and off the streets.

Policy 6.2A: The agency staff shall continue to coordinate and solicit support from groups/organizations to assist the Volunteer Program.

Policy 6.2B: The Agency, Association, and Volunteers shall continue and improve youth programs, like the After The School Program, and others such as:

- McKnight Center of Excellence (Enrichment Program)
- Winter Park Drum Corp (Drummers and Drummettes)
- Youth Tennis
- Play ground Facility
- Teen Rap
- Summer Youth Recreation Program
- Summer Swim Lessons
- Splash Pool Party
- Headstart Back To School Fair
- Creative Dance
- Sports Banquet (expand to include adults and youth athletes)
- A Family Affair Day
- Mentor Program
- Planned Parenthood

Policy 6.2C: The Agency, neighborhood association(s), and Volunteers shall continue and improve adult programs such as:

- Senior Programs "Happy-Go-Lucky Club" (55 years and older)
- Mens Basketball (Tuesdays and Thursdays night)
- Adult Reading (Sundays 4-6 pm)
- Westside Women's Softball Team
- Westside Mens Softball Team
- A Family Affair Day

## GOALS AND OBJECTIVES

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Policy 6.2D: The staff shall work with the parents and neighborhood association to improve the outlook of the youth attending the Community Center.

Policy 6.2E: The neighborhood association(s) shall assist in the planning/participation of recreational activities at the Community Center.

Policy 6.2F: The City shall hire a full-time program director for the Community Center.

Policy 6.2G: The City and Agency shall assist the programs at the Center by providing funds or equipment for the continuation of such programs as Tutoring and the Drum Corps.

Policy 6.2H: The City and Agency shall recruit neighborhood youth for summer employment such as life guard positions, street/lot cleaning and facility maintenance.

Policy 6.2I: The City shall extend the hours of the pool operation with adequate staffing.

## GOALS AND OBJECTIVES

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Policy 6.2J: The Agency shall develop a Day Camp Program in the summer for neighborhood youth.

Policy 6.2K: The Agency shall work with the Minority Business Council to develop hiring and training of CRA residents' youth.

Policy 6.2L: The Agency shall assess the feasibility of utilizing outside agencies, such as the YMCA, Winter Park Garden Club, etc. to implement and run youth & recreation programs.

### 7. **Economic Vitality**

Objective 7.1 - Land Use: To achieve quality redevelopment and new construction through an efficient and flexible development review process.

Policy 7.1A: The zoning standards (setbacks, height, buffer, parking, etc.) shall be reviewed and, if necessary, revised to ensure high quality infill and redevelopment.

Policy 7.1B: The City shall review the zoning districts within the Redevelopment Area to ensure that the districts are compatible with the desired land use, density and intensity.

## GOALS AND OBJECTIVES

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Policy 7.1C: The Land Development Code and Zoning Map shall be amended to implement the proposed Redevelopment Plan recommendations.

Policy 7.1D: A conceptual plan Review Committee shall be established to review development proposals within CRA.

Policy 7.1E: Detailed design review standards and guidelines shall be developed for adoption.

Policy 7.1F: A project Development Review procedure shall be developed to expedite development applications.

Policy 7.1G: Bonuses and incentives shall be included in the Land Development Code to achieve high quality development.

Objective 7.2 - Land Use Support: To support the adopted Redevelopment Plan direction through the provision of public and private infrastructure.

Policy 7.2A: All appropriate levels of service necessary to support the activity nodes shall be maintained.

## GOALS AND OBJECTIVES

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Policy 7.2B: The City shall coordinate the funding of infrastructure improvements consistent with the Redevelopment Plan.

Policy 7.2C: The City shall determine costs and prioritized improvements to coincide with the Redevelopment Plan.

Policy 7.2D: The City's Capital Improvement Program shall be evaluated and adjusted to assure the public improvements recommended within the CRA area are funded and/or planned for in the future.

Objective 7.3 - City Design: To reinforce the high quality pedestrian scale and eclectic architectural character of downtown while creating a sense of public identity; define, enhance and add public spaces and facilities.

Policy 7.3A: Where possible, the Agency shall enhance public spaces and facilities with land purchases, park improvements, facility upgrades.

Policy 7.3B: Private development shall be encouraged to incorporate public spaces that will reinforce an open space network and enhance the pedestrian environment.

## GOALS AND OBJECTIVES

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Policy 7.3C: Streets, alleys and other public rights-of-way shall not be vacated unless it is demonstrated that the vacation will result in a public benefit.

Policy 7.3D: A consistent architectural theme shall be developed for all civic buildings and where possible existing buildings shall be retrofitted to coordinate with the selected theme.

Objective 7.4 - Infill Development: To encourage infill and redevelopment within the CRA which implements a cohesive design theme.

Policy 7.4A: Infill development shall be encouraged which would be consistent and compatible with proposed surrounding land uses in scale, character and design.

Policy 7.4B: Design guidelines shall be developed to create the type of environment and scale desired.

Policy 7.4C: The Agency shall establish a Facade Improvement Program.

8. **Transportation**

Objective 8.1 - Transportation Develop a balanced transportation system which accommodates through traffic and facilitates movement within the CRA.

Policy 8.1A: Funding shall be identified and supported for major road improvements required to serve the needs of the CRA.

Policy 8.1B: The local and regional bus system shall be supported to complement and reduce the use of the private automobile.

Policy 8.1C: Pedestrian crossings, including ramps for the Handicapped, shall be improved along major vehicular corridors.

Policy 8.1D: All public, commercial and residential projects shall deliberate inclusion of facilities for transit and bicycle users.

Objective 8.2 - Alternative Modes of Transportation: To evaluate alternatives to automobile dependence within the CRA.

Policy 8.2A: The Agency shall conduct a study to evaluate alternative internal circulation systems and potential ridership.

Policy 8.2B: Local shoppers and residents shall be surveyed to understand their needs in relation to automobile access.

Policy 8.2C: The Agency shall coordinate with Commuter Rail to establish a link with TriCounty Lynx, Tour Buses and Taxis.

Policy 8.2D: The Agency shall support the development of bike paths in the community.

Objective 8.3 - Transportation Demand Management: To manage peak hour traffic flows on major arteries.

Policy 8.3A: Large employers shall be encouraged to adopt programs to reduce peak hour traffic such as staggered hours or car pooling.

Policy 8.3B: The Agency shall encourage public employees to utilize alternative modes of transportation to go to work.

Policy 8.3C: The Agency shall coordinate with the public transit provider to receive public employee and student discounts on bus fares.

## GOALS AND OBJECTIVES

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Objective 8.4 - Circulation Management: To accommodate automobile circulation and storage while reducing detrimental traffic effects to and from the CRA.

Policy 8.4A: Levels of service standards that are acceptable for existing and future conditions shall be established.

Policy 8.4B: Speed limits will be evaluated on all streets and revised as necessary, to control traffic speeds in areas where there are to be high volumes of pedestrian traffic.

Objectives 8.5 - Parking Management: To develop alternative parking approaches to improve traffic flow, foster commercial development and support the activity nodes.

Policy 8.5A: A larger percentage of internal capture of traffic shall be encouraged through the use of mixed use projects and multi-use activity nodes.

Policy 8.5B: A system of parking ratios shall be developed based on shared parking supply by non competing uses.

## GOALS AND OBJECTIVES

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Policy 8.5C: The location and need for structured parking shall be established.

Policy 8.5D: The City's Land Development Code may be amended to establish criteria and requirements for interconnecting parking areas located on adjacent properties.

Policy 8.5E: A parking authority may be established to manage parking within the CRA.

Objective 8.6 - Pedestrian Systems To encourage pedestrian circulation systems among and between activity nodes.

Policy 8.6A: A system of pedestrian walkways will be defined and maintained in conjunction with the street classification system.

Policy 8.6B: Areas of pedestrian/vehicular conflict such as intersections and crosswalks shall be improved.

Policy 8.6C: The ambience of the pedestrian environment shall be improved through benches, vendors and other streetscape improvements.

## GOALS AND OBJECTIVES

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Policy 8.6D: Open spaces shall be preserved and coordinated to provide a cohesive neighborhood.

Objective 8.7 - Management of Commercial Traffic: To provide for the efficient delivery of goods and services to commercial and office uses.

Policy 8.7A: Establish a service period within the activity areas/nodes so as not to conflict with automobile or pedestrian traffic.

Policy 8.7B: The Agency shall encourage consolidation of freight deliveries and night-time deliveries to produce greater efficiency and reduce congestion.

Policy 8.7C: The City shall establish a clearly marked truck route system which allows easy access into the Downtown area by service vehicles, and discourage truck traffic through residential neighborhoods located on Webster, Denning and Park Ave.

Policy 8.7D: The City shall establish minimum criteria for delivery and service areas adjacent to retail and office developments.

## GOALS AND OBJECTIVES

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Policy 8.7E: The City shall establish new criteria for the storage and pick-up of garbage in commercial areas.

**CHAPTER IX**

**APPENDICES**

- 9.1 Orange County Resolution 91-M-32 - Creation of Winter Park CRA
- 9.2 Orange County Resoluiton 92-M-03 - Amendment to Resolution 91-M-32
- 9.3 Orange County Resolution 93-M-71 - Creation of Winter Park CRA
- 9.4 Winter Park Resolution 1528 - Finding of Necessity/Creation of Agencies
- 9.5 Winter Park Resolution 1587 - Finding of Necessity/Creation of Agency
- 9.6 Winter Park Resolution 1610 - Approval of Plan
- 9.7 Interlocal Agreement
- 9.8 Legal Description
- 9.9 Parking Plan

JUN 25 1991

RESOLUTION NO. 91-M-32

WINTER PARK COMMUNITY REDEVELOPMENT RESOLUTION

A RESOLUTION PERTAINING TO REDEVELOPMENT OF  
A SPECIFIED PART OF ORANGE COUNTY, FLORIDA;  
DELEGATING CERTAIN COMMUNITY REDEVELOPMENT  
POWERS FROM THE BOARD OF COUNTY  
COMMISSIONERS TO THE CITY OF WINTER PARK AND  
PROVIDING FOR OTHER MATTERS IN CONNECTION  
THEREWITH.

WHEREAS, the Community Redevelopment Act of 1969, as codified in Part III of Chapter 163, Florida Statutes, empowers counties and municipalities to undertake community redevelopment in order to eliminate, remedy or prevent slums and blighted areas and to provide affordable housing; and

WHEREAS, the City of Winter Park (the "City") has determined that a portion of the municipality comprising its "westside" area and its "downtown" area would benefit from community redevelopment in that one or more slum or blighted areas or areas in which there is a shortage of housing affordable to residents of low or moderate income exist within such portions of the city; and

WHEREAS, the City has determined that there is a need for a community redevelopment agency to function within the City in order to carry out community redevelopment; and

WHEREAS, under Section 163.410, Florida Statutes, in any county which has adopted a home rule charter, the powers conferred by the Community Redevelopment Act of 1969 are to be exercised exclusively by the governing body of such county unless the governing body of such county, by resolution, specifically delegates the exercise of such powers within the corporate boundaries of a municipality to the governing body of such municipality; and

WHEREAS, since Orange County has adopted a home rule charter, it is necessary for the City Commission of the City of Winter Park, Florida, to obtain a delegation of the powers conferred upon Orange County by the Community Redevelopment Act of 1969 so that the City may exercise the authority and privileges conferred by such act within the community redevelopment area boundaries of the City; and

WHEREAS, Section 163.410, Florida Statutes (1989), permits such a delegation to be made subject to such conditions and limitations as Orange County may impose; and

WHEREAS, the City has requested that Orange County delegate to the City the right and authority to exercise certain powers, such powers to specifically include the power to create a Community Redevelopment Agency as part of the municipal public body or taxing authority, under part III, chapter 163, Florida Statutes (1989); and

WHEREAS, the Board of County Commissioners (the "Board") is interested in delegating community redevelopment powers to the City of Winter Park not because there are problems of blight in its "downtown" area, but primarily because there are substantial social and economic problems in the "westside" area that can and should be addressed. NOW THEREFORE,

BE IT RESOLVED BY THE BOARD OF COUNTY COMMISSIONERS OF ORANGE COUNTY, FLORIDA,

1. Creation of Community Redevelopment Agency;  
Boundaries of Community Redevelopment Area.

a. The City is hereby delegated the power to create, or in the alternative the governing body of the City may declare itself to be, a Community Redevelopment Agency relating only to that portion of the City of Winter Park described in the attached Exhibit "A", and hereafter referred to as the "community redevelopment area". The membership of the Community Redevelopment Agency shall include one person appointed by the Board. If the City Council declares itself to be the Community Redevelopment Agency, it shall add to the membership of the agency the person appointed by the Board.

b. The boundaries of the community redevelopment area may not be expanded without the further express consent of the Board evidenced by an additional delegating

resolution. However, the City may contract the boundaries of the community redevelopment area, removing up to but not exceeding ten (10%) percent of the area, without the Board's consent.

2. Community Redevelopment Plan.

a. The City is hereby delegated the power to adopt a resolution in accordance with Section 163.355, Florida Statutes, and to prepare (or to have prepared) a community redevelopment plan (the "Plan") in accordance with Section 163.360, Florida Statutes, provided that the Board expressly retains the power to review and approve such Plan, either as prepared by the City or as modified by the Board. The Plan shall not take effect until such time as the Board has approved it, as evidenced by an approving resolution of the Board.

b. As contemplated or implied by Sections 163.360, 163.362, and other pertinent sections of Florida Statutes, the Plan shall set forth with specificity

(1) the capital projects to be funded by the City in whole or in part with tax increment revenues;

(2) the location and estimated cost of each such capital project;

(3) the nature, size, design, and other descriptive elements of each such project; and

(4) the schedule or estimated timing of each project.

c. The City and the Community Redevelopment Agency shall create an advisory board to the Community Redevelopment Agency to provide input throughout the development of the Plan. The advisory board shall be composed of members at least fifty (50%) percent of whom shall be residents and business owners of the "westside" area. Prior to submitting the Plan to the Board for review, the City shall submit the Plan to the advisory board, and the advisory board shall vote to approve the Plan in its entirety, to approve only specified parts of the Plan, or to disapprove the Plan in its entirety. The results of the advisory board's deliberations shall be transmitted to the Board at the time the Plan is presented for the Board's review and approval.

d. The City may not expend any tax increment revenues deposited by the County in the Community Redevelopment Trust Fund until the Plan has been approved by the Board and adopted by the Community Redevelopment Agency in accordance with Section 163.360, Florida Statutes, and for that purpose the fund shall contain separate accounts segregating County deposits from all other deposits. However, notwithstanding the foregoing, the City may expend increment revenues necessary for the development of the Plan.

e. After its approval by the Board, the Plan shall not be amended without the express consent of the Board, as evidenced by an approving resolution, and the City shall not

deviate substantially from the projects set forth in the Plan (including their nature, size, design, location, schedule, and estimated cost) without an amendment to the Plan.

3. Delegation of Powers. Upon approval of the Plan by the Board, the City shall be deemed to have been delegated all other powers necessary or convenient to carry out and effectuate the purposes and provisions of Part III of Chapter 163 of Florida Statutes, including the powers set forth in Section 163.370 of Florida Statutes.

4. Liability. Nothing contained herein shall impose any liability upon Orange County for any acts of the City or any community redevelopment agency.

5. Financing.

a. The City may issue revenue bonds pursuant to Section 163.385, Florida Statutes, provided that the City first obtains Board approval of (i) the projects to be funded by the bonds, (ii) the principal amount of the bonds to be issued, and (iii) the maturity schedule and interest rates for the bonds to be issued.

b. The issuance of revenue bonds shall not create a pledge of the faith and credit of Orange County, but shall be payable solely from the tax increment revenues generated from the community redevelopment area plus any other non-ad valorem revenues expressly approved by the Board.

c. Any extension of the maturity of the bonds and any increase in the interest rates for the bonds, whether as part of an issuance of refunding bonds or otherwise, shall be prohibited without the express consent of the Board.

6. Sunset Provision. Unless the Board expressly approves otherwise, this resolution and any amendments or supplements hereto, as well as the Plan and the existence of a separate Community Redevelopment Agency, if any, shall expire and terminate on January 1, 2022. Furthermore, this resolution shall be deemed repealed and of no further effect if the Board has not received and approved the Plan on or before October 1, 1992.

7. Severability. The provisions of this resolution are not severable. If any part of this instrument is held invalid by a court of law or is superseded by any existing or future statute, this resolution shall be deemed void and of no further effect.

8. Interlocal Agreement. This resolution shall expire and be of no further effect if, as of March 31, 1992, the City and Orange County have not entered into an interlocal agreement under which the City is obligated by contract to rebate back to the County each year, as consideration for its willingness to delegate the powers described herein, the following portion of the amount deposited by the County in the Community Redevelopment Trust Fund pursuant to Section 163.387 of Florida Statutes for the particular year:

a. 30% of the amount in excess of \$2,000,000.00  
but less than or equal to \$3,000,000.00, plus

b. 50% of the amount in excess of \$3,000,000.00.

ADOPTED THIS 25th DAY OF JUNE, 1991.

ORANGE COUNTY, FLORIDA

BY: Bill Dorego  
For County Chairman

ATTEST: Martha O. Haynie,  
Comptroller and Clerk to the  
Board of County Commissioners

BY: Maya Garrison  
Deputy Clerk

JAN 21 1992

ALC/MNC

RESOLUTION NO. 92-M-03

FIRST AMENDMENT TO  
WINTER PARK COMMUNITY REDEVELOPMENT RESOLUTION

A RESOLUTION PERTAINING TO REDEVELOPMENT OF  
A SPECIFIED PART OF ORANGE COUNTY, FLORIDA;  
AMENDING ORANGE COUNTY RESOLUTION NO.  
91-M-32, WHICH DELEGATED CERTAIN COMMUNITY  
REDEVELOPMENT POWERS FROM THE ORANGE COUNTY  
BOARD OF COUNTY COMMISSIONERS TO THE CITY OF  
WINTER PARK; EXTENDING A "SUNSET" DATE WITH  
RESPECT TO RECEIPT AND APPROVAL BY THE BOARD  
OF A REDEVELOPMENT PLAN; PROVIDING FOR OTHER  
MATTERS IN CONNECTION THEREWITH.

WHEREAS, on June 25, 1991, the Board of County  
Commissioners of Orange County, Florida, (the "Board")  
delegated community redevelopment powers to the City of  
Winter Park (the "City") with respect to the areas in the  
City known as the "westside" and "downtown"; and

WHEREAS, such delegation was accomplished through the  
adoption of Orange County Resolution No. 91-M-32 (the  
"Redevelopment Resolution"); and

WHEREAS, the Redevelopment Resolution by its terms is  
deemed repealed and of no further effect if the Board has not  
received and approved a redevelopment plan on or before  
October 1992; and

WHEREAS, the City has informed the Board that, because of  
factors beyond the control of the City, the Redevelopment  
Plan likely will not be prepared and delivered to the Board  
in time to meet the requirement described above; and

WHEREAS, the Board is willing to grant an extension of  
the "Sunset" date described above;

BE IT RESOLVED BY THE BOARD OF COUNTY COMMISSIONERS OF  
ORANGE COUNTY, FLORIDA:

Section 1. The date of October 1, 1992 in paragraph 6 of  
the Redevelopment Resolution is deleted in its entirety and  
in its place is substituted the date of October 1, 1993.

Section 2. The Redevelopment Resolution is ratified and confirmed in all other respects.

ADOPTED THIS 21<sup>st</sup> DAY OF January, 1992.

ORANGE COUNTY, FLORIDA

BY:

Vice County Chairman  
MABLE BUTLER

DATE: JAN 21 1992

FOR THE COUNTY CHAIRMAN

ATTEST: Martha O. Haynie, County Comptroller  
As Clerk of the Board of County Commissioners

BY:

Mary J. Garrison  
Deputy Clerk

APPROVED BY THE BOARD OF COUNTY  
COMMISSIONERS AT THEIR MEETING

NOV 16 1993

RESOLUTION NO. 93-M-71

WINTER PARK COMMUNITY REDEVELOPMENT RESOLUTION

A RESOLUTION PERTAINING TO REDEVELOPMENT OF A SPECIFIED PART OF ORANGE COUNTY, FLORIDA; DELEGATING CERTAIN COMMUNITY REDEVELOPMENT POWERS FROM THE BOARD OF COUNTY COMMISSIONERS TO THE CITY OF WINTER PARK AND PROVIDING FOR OTHER MATTERS IN CONNECTION THEREWITH.

WHEREAS, the Community Redevelopment Act of 1969, as codified in Part III of Chapter 163, Florida Statutes, empowers counties and municipalities to undertake community redevelopment in order to eliminate, remedy or prevent slums and blighted areas and to provide affordable housing; and

WHEREAS, the City of Winter Park (the "City") has determined that a portion of the municipality comprising its "westside" area and its "downtown" area would benefit from community redevelopment in that one or more slum or blighted areas or areas in which there is a shortage of housing affordable to residents of low or moderate income exist within such portions of the City; and

WHEREAS, the City has determined that there is a need for a community redevelopment agency to function within the City in order to carry out community redevelopment; and

WHEREAS, under Section 163.410, Florida Statutes, in any county which has adopted a home rule charter, the powers conferred by the Community Redevelopment Act of 1969 are to be exercised exclusively by the governing body of such county unless the governing body of such county, by resolution, specifically delegates the exercise of such powers within the corporate

boundaries of a municipality to the governing body of such municipality; and

WHEREAS, since Orange County has adopted a home rule charter, it is necessary for the City Commission of the City of Winter Park, Florida, to obtain a delegation of the powers conferred upon Orange County by the Community Redevelopment Act of 1969 so that the City may exercise the authority and privileges conferred by such act within the community redevelopment area boundaries of the City; and

WHEREAS, Section 163.410, Florida Statutes (1989), permits such a delegation to be made subject to such conditions and limitations as Orange County may impose; and

WHEREAS, in June 1991, the City requested that Orange County delegate to the City the right and authority to exercise certain powers, such powers to specifically include the power to create a Community Redevelopment Agency as part of the municipal public body or taxing authority, under Part III, Chapter 163, Florida Statutes (1989); and

WHEREAS, the Board of County Commissioners (the "Board") determined that it was interested in delegating community redevelopment powers to the City of Winter Park not because there are problems of blight in its "downtown" area, but primarily because there are substantial social and economic problems in the "westside" area that can and should be addressed; and

WHEREAS, on June 15, 1991, the Board adopted Resolution No. 92-M-32 which created the Winter Park Community Redevelopment Agency pursuant to the conditions set forth in said Resolution; and

WHEREAS, Section 8 of said Resolution provided that the City and County must enter into an interlocal agreement by March 31, 1992, pertaining to rebate of certain community redevelopment trust funds or said Resolution would expire and be of no further effect; and

WHEREAS, due to oversight, the interlocal agreement was never entered into between the parties; and

WHEREAS, it is the intent of both the City and the County that the Community Redevelopment Agency be re-established under the same conditions as set forth in Resolution No. 92-M-32; and

WHEREAS, to the extent permitted by law, it is also the intent of the City and County that, for purposes of determining the tax-increment revenues to be deposited into the Community Redevelopment Trust Fund, the most recent assessment roll used in connection with the taxation of the property pursuant to Section 163.387(1)(b) shall mean the 1994 final tax assessment roll.

NOW, THEREFORE, BE IT RESOLVED BY THE BOARD OF COUNTY COMMISSIONERS OF ORANGE COUNTY, FLORIDA:

1. Creation of Community Redevelopment Agency; Boundaries of Community Redevelopment Area.

a. The City is hereby delegated the power to create, or in the alternative the governing body of the City may declare itself to be, a Community Redevelopment Agency relating only to that portion of the City of Winter Park described in the attached Exhibit "A", and hereafter referred to as the "community redevelopment area." The membership of the Community Redevelopment Agency shall include one person appointed by the Board. If the City Council declares itself to be the Community Redevelopment Agency, it shall add to the membership of the agency the person appointed by the Board.

b. The boundaries of the community redevelopment area may not be expanded without the further express consent of the Board evidenced by an additional delegating resolution. However, the City may contract the boundaries of the community redevelopment area, removing up to but not exceeding ten percent (10%) of the area as described in Exhibit "A", without the Board's consent.

2. Community Redevelopment Plan.

a. The City is hereby delegated the power to adopt a resolution in accordance with Section 163.355, Florida Statutes, and to prepare (or to have prepared) a community redevelopment plan (the "Plan") in accordance with Section 163.360, Florida Statutes, provided that the Board expressly retains the power to review and

approve such Plan, either as prepared by the City or as modified by the Board. The Plan shall not take effect until such time as the Board has approved it, as evidenced by an approving resolution of the Board.

b. As contemplated or implied by Sections 163.360, 163.362, and other pertinent sections of Florida Statutes, the Plan shall set forth with specificity:

(1) the capital projects to be funded by the City in whole or in part with tax increment revenues;

(2) the location and estimated cost of each such capital project;

(3) the nature, size, design, and other descriptive elements of each such project; and

(4) the schedule or estimated timing of each project.

c. The City and the Community Redevelopment Agency shall create an advisory board to the Community Redevelopment Agency to provide input throughout the development of the Plan. The advisory board shall be composed of members at least fifty percent (50%) of whom shall be residents and/or business owners of the "westside" area. Prior to submitting the Plan to the Board for review, the City shall submit the Plan to the advisory board, and the advisory board shall vote to approve the Plan in its entirety, to approve only specified parts of the Plan, or to disapprove the Plan in its entirety. The results of the advisory board's deliberations shall be transmitted to the Board at the time the Plan is presented for the Board's review and approval.

d. The City may not expend any tax increment revenues deposited by the County in the Community Redevelopment Trust Fund until the Plan has been approved by the Board and adopted by the Community Redevelopment Agency in accordance with Section 163.360, Florida Statutes, and for that purpose the fund shall contain separate accounts segregating County deposits from all other deposits. However, notwithstanding the foregoing, the City may expend increment revenues necessary for the development of the Plan.

e. After its approval by the Board, the Plan shall not be amended without the express consent of the Board, as evidenced by an approving resolution, and the City shall not deviate substantially from the projects set forth in the Plan (including their nature, size, design, location, schedule, and estimated cost) without an amendment to the Plan.

3. Delegation of Powers. Upon approval of the Plan by the Board, the City shall be deemed to have been delegated all other powers necessary or convenient to carry out and effectuate the purposes and provisions of Part III of Chapter 163 of Florida Statutes, including the powers set forth in Section 163.370 of Florida Statutes.

4. Liability. Nothing contained herein shall impose any liability upon Orange County for any acts of the City or any community redevelopment agency.

5. Financing.

a. The City may issue revenue bonds pursuant to Section 163.385, Florida Statutes, provided that the City first obtain Board approval of (i) the projects to be funded by the bonds, (ii) the principal amount of the bonds to be issued, and (iii) the maturity schedule and interest rates for the bonds to be issued.

b. The issuance of revenue bonds shall not create a pledge of the faith and credit of Orange County, but shall be payable solely from the tax increment revenues generated from the community redevelopment area plus any other non-ad valorem revenues expressly approved by the Board.

c. Any extension of the maturity of the bonds and any increase in the interest rates for the bonds, whether as part of an issuance of refunding bonds or otherwise, shall be prohibited without the express consent of the Board.

6. Sunset Provision. Unless the Board expressly approved otherwise, this resolution and any amendments or supplements hereto, as well as the Plan and the existence of a separate Community Redevelopment Agency, if any, shall expire and terminate on January 1, 2027. Furthermore, this resolution shall be deemed repealed and of no further effect if the Board has not received and approved the Plan on or before October 1, 1994.

7. Severability. The provisions of this resolution are not severable. If any part of this instrument is held invalid by a court of law or is superseded by any existing or future statute, this resolution shall be deemed void and of no further effect.

8. Interlocal Agreement. This resolution shall expire and be of no further effect if, as of October 1, 1994, the City and Orange County have not entered into an interlocal agreement under which the City is obligated by contract to rebate back to the County each year, as consideration for its willingness to delegate the powers described herein, the following portion of the amount deposited by the County in the Community Redevelopment Trust Fund pursuant to Section 163.387 of Florida Statutes for the particular year:

- a. Thirty percent (30%) of the amount in excess of \$2,000,000.00 but less than or equal to \$3,000,000.00 plus
- b. Fifty percent (50%) of the amount in excess of \$3,000,000.00.

ADOPTED THIS 16<sup>th</sup> DAY OF November, 1993.

ORANGE COUNTY, FLORIDA

BY: Bill Duggan  
For the County Chairman

DATE: NOV 16 1993

ATTEST: Martha O. Haynie, County Comptroller  
As Clerk of the Board of County Commissioners

[Signature]  
Deputy Clerk

RESOLUTION NO. 1528

A RESOLUTION OF THE CITY COMMISSION OF THE CITY OF WINTER PARK, FLORIDA FINDING THAT A SLUM OR BLIGHTED AREA, OR AREA WHICH LACKS AFFORDABLE HOUSING, EXISTS IN THE CITY, AND DESIGNATING SUCH AREA AS APPROPRIATE FOR REDEVELOPMENT; FINDING THAT THE REHABILITATION, CONSERVATION AND REDEVELOPMENT OF SUCH AREA IS NECESSARY IN THE PUBLIC INTEREST; DETERMINING THAT THERE IS A NEED FOR A COMMUNITY REDEVELOPMENT AGENCY TO FUNCTION IN THE CITY, AND CREATING THE AGENCY; PROVIDING AN EFFECTIVE DATE.

BE IT RESOLVED by the City Commission of the City of Winter Park, Florida as follows:

Section 1. Authority. This resolution is adopted pursuant to the provisions of Chapter 163, Part III, Florida Statutes, and pursuant to the delegation of authority contained in Resolution No. 91-M-32 adopted by the Board of County Commissioners of Orange County, Florida on June 25, 1991.

Section 2. Definitions. The definitions of terms contained in Section 163.340, Florida Statutes, are hereby adopted by reference whenever such terms are used in this resolution. The term "Redevelopment Area" means the area within the territorial boundaries of the City of Winter Park, Florida (the "city"), as described on the description attached hereto as Exhibit "A-1" and as further outlined on the map attached hereto as Exhibit "A-2", both entitled "City of Winter Park Community Redevelopment Area."

Section 3. Findings. It is hereby found and determined as follows:

A. The Redevelopment Area is a slum or blighted area which substantially impairs the sound growth of the city and is a threat to the public health, safety, morals and welfare of the residents of the city; and the existence of slum or blight further creates an economic and social liability by hindering industrial, residential and commercial development, reducing employment opportunity, retarding construction and improvement of housing accommodations, aggravating traffic problems, and substantially hampering the elimination of traffic hazards and the improvement of traffic facilities, causing an excessive proportion of public expenditure for crime prevention and other forms of public services, and depressing the tax base.

B. In the Redevelopment Area there exists a shortage of housing affordable to residents of low or moderate income, including the elderly.

C. A combination of rehabilitation, conservation and redevelopment of the Redevelopment Area is necessary in the interest of the public health, safety, morals and welfare of the residents of the city to eliminate, remedy and prevent conditions of slum and blight; and to provide affordable housing to residents of low or moderate income, including the elderly.

D. The findings of slum or blight, and shortage of affordable housing, in Paragraphs A and B above, are supported by (1) the City of Winter Park - Study of Blight - Community Redevelopment Area, dated June, 1991, prepared by Hanson Taylor, Inc. and Real Estate Research Consultants, Inc. and Transportation Consulting Group, Inc., a copy of which is on file in the office of the Clerk of the City of Winter Park; (2) and such other evidence as presented at prior public hearings, work sessions, commission meetings, and the meeting during which this resolution has been proposed for adoption.

E. There exists a need for a community redevelopment agency to function in the city to carry out the community redevelopment purposes of Chapter 163, Part III, Florida Statutes.

F. Notice of the proposed adoption of this resolution has been published and mailed in accordance with Sections 163.346 and 166.041(3), Florida Statutes.

#### Section 4. Creation of Agency.

A. There is hereby created a community redevelopment agency known as the "Winter Park Community Redevelopment Agency", to function within the Redevelopment Area of the city.

B. The Winter Park Community Redevelopment Agency shall consist of the mayor and four (4) commissioners of the city together with one (1) additional member to be appointed by the Board of County Commissioners of Orange County, Florida.

C. The city commission of the city hereby declares itself to be the Community Redevelopment Agency and shall, together with the member appointed by the Board of County Commissioners of Orange County, Florida, act as the members of the Winter Park Community Redevelopment Agency.

D. The city commission finds and declares that the members of the Winter Park Community Redevelopment Agency constitute the head of a legal entity, separate, distinct, and independent from the city commission of the city.

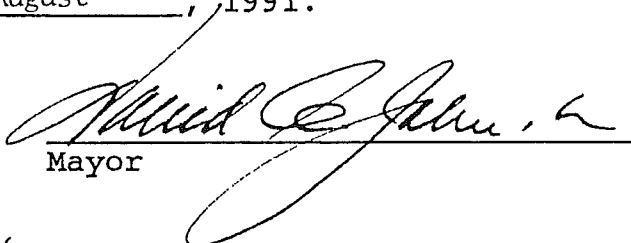
E. The mayor of the city shall serve as chairman of the Winter Park Community Redevelopment Agency.

F. Subject to those prior approvals by the city required by Chapter 163, Part III, Florida Statutes, and subject to the provisions of Resolution No. 91-M-32 of the Board of County Commissioners of Orange County, the city commission is hereby authorized to direct the Winter Park Community Redevelopment Agency to exercise the redevelopment powers delegated to the city by the Board of County Commissioners of Orange County, Florida.

Section 5. Designation of Redevelopment Area. The Redevelopment Area is hereby designated as appropriate for community redevelopment.

Section 6. Effective Date. This resolution shall take effect immediately upon its passage and adoption.

ADOPTED at a regular meeting of the City Commission of the City of Winter Park, Florida, held at City Hall, Winter Park, Florida, on the 13th day of August, 1991.

  
Mayor

Attest:

  
City Clerk

A RESOLUTION OF THE CITY COMMISSION OF THE CITY OF WINTER PARK, FLORIDA FINDING THAT A SLUM OR BLIGHTED AREA, OR AREA WHICH LACKS AFFORDABLE HOUSING, EXISTS IN THE CITY, AND DESIGNATING SUCH AREA AS APPROPRIATE FOR REDEVELOPMENT; FINDING THAT THE REHABILITATION, CONSERVATION AND REDEVELOPMENT OF SUCH AREA IS NECESSARY IN THE PUBLIC INTEREST; DETERMINING THAT THERE IS A NEED FOR A COMMUNITY REDEVELOPMENT AGENCY TO FUNCTION IN THE CITY, AND CREATING THE AGENCY; PROVIDING AN EFFECTIVE DATE.

BE IT RESOLVED by the City Commission of the City of Winter Park, Florida as follows:

Section 1. Authority. This resolution is adopted pursuant to the provisions of Chapter 163, Part III, Florida Statutes, and pursuant to the delegation of authority contained in Resolution No. 93-M-71 adopted by the Board of County Commissioners of Orange County, Florida on November 16, 1993.

Section 2. Definitions. The definitions of terms contained in Section 163.340, Florida Statutes, are hereby adopted by reference whenever such terms are used in this resolution. The term "Redevelopment Area" means the area within the territorial boundaries of the City of Winter Park, Florida (the "city"), as detailed on the description attached hereto as Exhibit "A-1" and as further outlined on the map attached hereto as Exhibit "A-2", both entitled "City of Winter Park Community Redevelopment Area."

Section 3. Findings. It is hereby found and determined as follows:

- A. The Redevelopment Area is a slum or blighted area which substantially impairs the sound growth of the city and is a threat to the public health, safety, morals and welfare of the residents of the city; and the existence of slum or blight further creates an economic and social liability by hindering industrial, residential and commercial development. reducing employment opportunity, retarding construction and improvement of housing accommodations, aggravating traffic problems, and substantially hampering the elimination of traffic hazards and the improvement of traffic facilities, causing an excessive proportion of public expenditures for crime prevention and other forms of public services, and depressing the tax base.
- B. In the Redevelopment Area there exists a shortage of housing affordable to residents of low or moderate income, including the elderly.

- C. A combination of rehabilitation, conservation and redevelopment of the Redevelopment Area is necessary in the interest of the public health safety, morals and welfare of the residents of the city to eliminate, remedy and prevent conditions of slum and blight; and to provide affordable housing to residents of low or moderate income, including the elderly.
- D. The findings of slum or blight, and shortage of affordable housing, in Paragraphs A and B above, are supported by:
1. the City of Winter Park - Study of Blight - Community Redevelopment Area, dated June, 1991, prepared by Hanson Taylor, Inc., Real Estate Research Consultants, Inc. and Transportation Consulting Group, Inc., a copy of which is on file in the office of the Clerk of the City of Winter Park; and
  2. such other evidence as presented at prior public hearings, work sessions, commission meetings, and the meeting during which this resolution has been proposed for adoption.
- E. There exists a need for a community redevelopment agency to function in the city to carry out the community redevelopment purposes of Chapter 163, Part III, Florida Statutes.
- F. Notice of the proposed adoption of this resolution has been published and mailed in accordance with Sections 163.346 and 166.041(3), Florida Statutes.

Section 4. Creation of Agency.

- A. There is hereby created a community redevelopment agency known as the "Winter Park Community Redevelopment Agency", to function within the Redevelopment Area of the city.
- B. The Winter Park Community Redevelopment Agency shall consist of the mayor and four commissioners of the city together with one additional member to be appointed by the Board of County Commissioners of Orange County, Florida.
- C. The city commission of the city hereby declares itself to be the Community Redevelopment Agency and shall, together with the member appointed by the Board of County Commissioners of Orange County, Florida, act as the members of the Winter Park Community Redevelopment Agency.

- D. The city commission finds and declares that the members of the Winter Park Community Redevelopment Agency constitutes the head of a legal entity, separate, distinct, and independent from the city commission of the city.
- E. The mayor of the city shall serve as chairman of the Winter Park Community Redevelopment Agency.
- F. Subject to those prior approvals by the city required by Chapter 163, Part III, Florida Statutes, and subject to the provisions of Resolution No. 93-M-71 of the Board of County Commissioners of Orange County, the city commission is hereby authorized to direct the Winter Park Community Redevelopment Agency to exercise the redevelopment powers delegated to the city the Board of County Commissioners of Orange County, Florida.

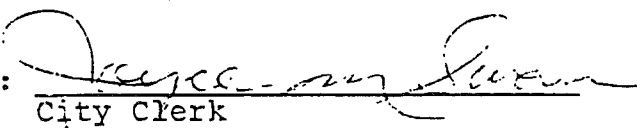
Section 5. Designation of Redevelopment Area. The Redevelopment Area is hereby designated as appropriate for community redevelopment.

Section 6. Effective Date. This resolution shall take effect immediately upon its passage and adoption.

ADOPTED at a regular meeting of the City Commission of the City of Winter Park, Florida, held at City Hall, Winter Park, Florida on the 11th day of January, 1994.

  
Mayor

Attest:

  
City Clerk

**A RESOLUTION OF THE CITY COMMISSION OF THE CITY OF WINTER PARK, FLORIDA, APPROVING THE COMMUNITY REDEVELOPMENT PLAN OF THE WINTER PARK COMMUNITY REDEVELOPMENT AGENCY; AND PROVIDING AN EFFECTIVE DATE.**

**BE IT RESOLVED BY THE CITY COMMISSION OF THE CITY OF WINTER PARK, FLORIDA:**

**SECTION 1. AUTHORITY.** This resolution is adopted pursuant to the provisions of Chapter 163, Part III, Florida Statutes (the "Act").

**SECTION 2. DEFINITIONS.** The definitions of terms contained in Section 163.340 of the Act are hereby adopted by reference whenever such terms are used in this resolution. The term "Redevelopment Area" means the area within the territorial boundaries of the City of Winter Park, Florida (the "City"), as outlined on the map attached hereto as Exhibit A, entitled "Winter Park Community Redevelopment Area."

**SECTION 3. FINDINGS.** It is hereby found and determined as follows:

A. By resolution of the City Commission (the "Governing Body") of the City duly adopted on January 11, 1994, the Governing Body determined that the Redevelopment Area is a slum or blighted area, or an area in which there exists a shortage of housing affordable to residents of low or moderate income, including the elderly; and that the Redevelopment Area is appropriate for community redevelopment.

B. The Winter Park Community Redevelopment Agency (the "Agency") has caused to be prepared a Community Redevelopment Plan (the "Plan") for the Redevelopment Area. A copy of the Plan is attached hereto as Exhibit B.

C. The Plan conforms to the comprehensive plan for the City prepared in accordance with the Local Government Comprehensive Planning and Land Development Regulation Act, and has been recommended by the Agency and the planning board of the City for approval by the Governing Body.

D. The Plan is sufficiently complete to indicate such land acquisition, demolition and removal of structures, redevelopment, improvements and rehabilitation as may be proposed to be carried out in the Redevelopment Area; zoning and planning changes, if any; land uses; maximum densities; and building requirements.

E. On September 13, 1994, a public hearing was held by the Governing Body on the Plan after notice thereof was published in accordance with Section 163.360 of the Act.

F. A feasible method exists for the location of families who will be displaced from the Redevelopment Area, in decent, safe and sanitary dwelling accommodations within their means and without undue hardship to such families.

G. The Plan conforms to the general plan of the City as a whole.

H. The Plan gives due consideration to the provision of adequate park and recreational areas and facilities that may be desirable for neighborhood improvement, with special consideration for the health, safety and welfare of children residing in the general vicinity of the Redevelopment Area.

I. The Plan will afford maximum opportunity, consistent with the sound needs of the City as a whole, for the rehabilitation or redevelopment of the Redevelopment Area by private enterprise.

J. A shortage of housing of sound standards and design which is decent, safe, sanitary and affordable to residents of low or moderate income, including the elderly, exists in the City.

K. The need for housing accommodations has increased in the Redevelopment Area.

L. The conditions of blight in the Redevelopment Area or the shortage of decent, safe, affordable and sanitary housing cause or contribute to an increase in and spread of disease and crime or constitute a menace to the public health, safety, morals or welfare.

M. The acquisition of land in the Redevelopment Area for residential uses is an integral part of and is essential to the redevelopment program of the City.

N. Nonresidential uses of property in the Redevelopment Area are necessary and appropriate to facilitate the proper growth and development of the community in accordance with sound planning standards and local community objectives, and acquisition of property within the Redevelopment Area may require the exercise of governmental action, as provided in the Act, because of:

1. defective, or unusual conditions of, title or diversity of ownership which prevents the free alienability of such land;

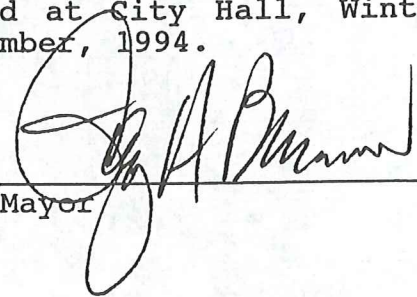
2. tax delinquency;
3. improper subdivisions;
4. outmoded street patterns;
5. deterioration of sites;
6. economic disuse;
7. unsuitable topography or faulty lot layouts;
8. lack of correlation of the area with other areas of the City by streets and modern traffic requirements; or
9. any combination of such factors or other conditions which retard development of the area.

O. Notice of the proposed adoption of this resolution has been published or mailed in accordance with Sections 163.346 and 166.041(3), Florida Statutes.

**SECTION 4. APPROVAL OF PLAN.** The Plan and the redevelopment specified in the Plan are hereby approved, and the Agency shall carry out the Plan in accordance with its terms.

**SECTION 5. EFFECTIVE DATE.** This resolution shall take effect immediately upon its adoption.

**ADOPTED** at a regular meeting of the City Commission of the City of Winter Park, Florida, held at City Hall, Winter Park, Florida, this 13th day of September, 1994.

  
\_\_\_\_\_  
Mayor

Attest: 

City Clerk

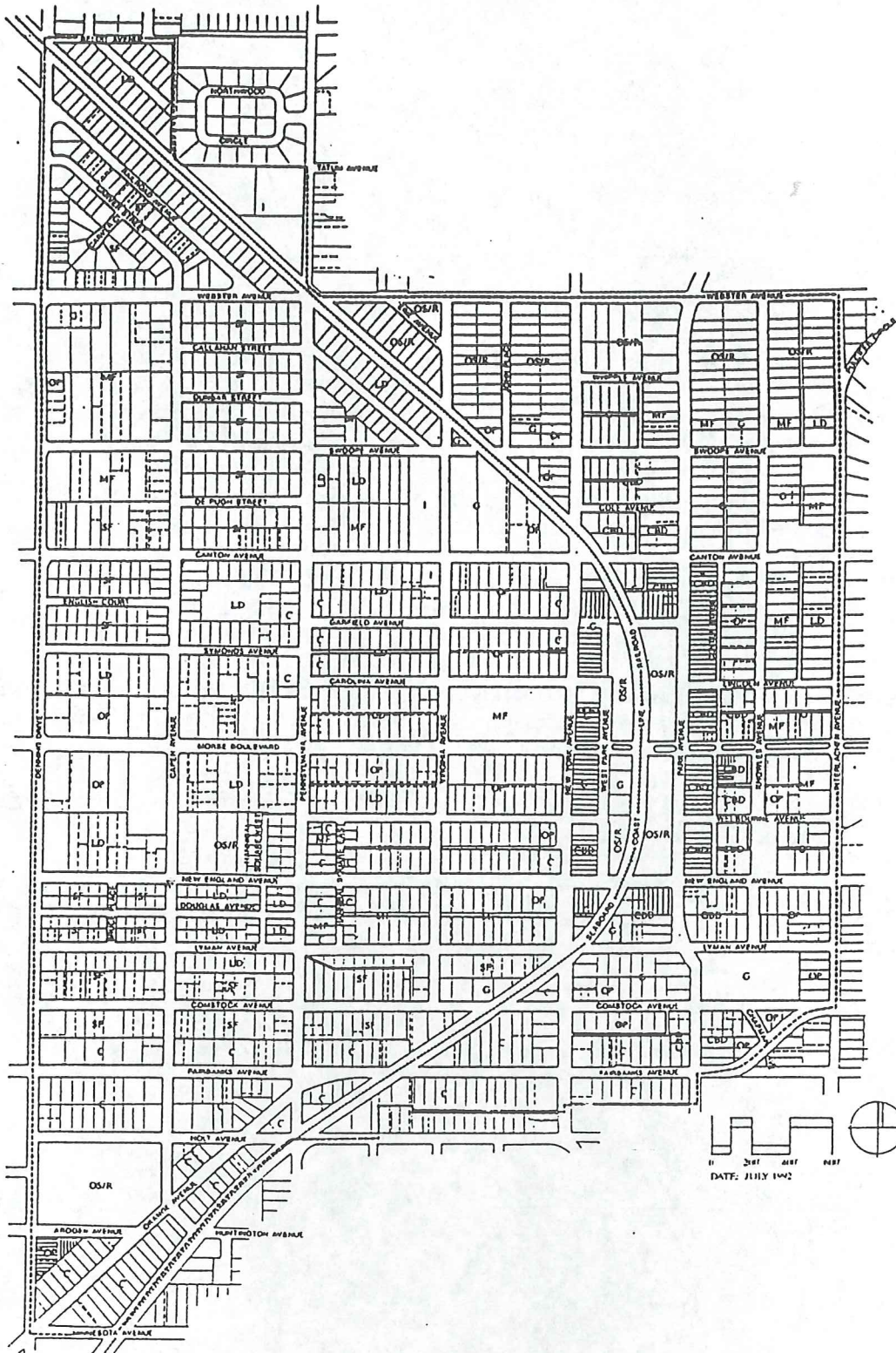


EXHIBIT "A"

# CITY OF WINTER PARK COMMUNITY REDEVELOPMENT PLAN

PLANNING CONSULTANTS    □    HANSON TAYLOR, INC.    □    TRANSPORTATION CONSULTING GROUP, INC.

**INTERLOCAL AGREEMENT BETWEEN ORANGE COUNTY, FLORIDA  
AND THE CITY OF WINTER PARK, FLORIDA  
(Winter Park Community Redevelopment Agency)**

THIS INTERLOCAL AGREEMENT entered into this \_\_\_\_\_ day of September, 1994, between ORANGE COUNTY, FLORIDA, a political subdivision of the State of Florida ("Orange County") and the CITY OF WINTER PARK, FLORIDA, a municipal corporation existing under the laws of the State of Florida ("City").

**R E C I T A L S**

1. Orange County, by Resolution No. 93-M-71, adopted on November 16, 1993 (the "Resolution"), delegated to the City the power to create a Community Redevelopment Agency relating to a portion of the City of Winter Park.

2. Pursuant to the delegation contained in the Resolution, the City has adopted its resolution in accordance with Section 163.355, Florida Statutes, containing the City's findings of necessity for the creation of a Community Redevelopment Agency, has declared its city commission to be the Community Redevelopment Agency, and has created an advisory board to the Community Redevelopment Agency.

3. Paragraph 8 of the Resolution required the City and Orange County to enter into an Interlocal Agreement obligating the City to rebate back to Orange County each year, as consideration for the delegation of powers, a portion of the amount deposited by Orange County into the Community Redevelopment Trust Fund.

4. It is the purpose and intent of this Interlocal Agreement to satisfy the requirements of Paragraph 8 of the Resolution.

THEREFORE, the City and Orange County hereby agree to the following:

1. The City hereby agrees to rebate back to Orange County each year the following portions of the amount deposited by Orange County in the Community Redevelopment Trust Fund established by the City, pursuant to Section 163.387, Florida Statutes, for the particular year:

A. Thirty percent (30%) of the amount in excess of \$2,000,000.00 but less than or equal to \$3,000,000.00, plus

B. Fifty percent (50%) of the amount in excess of \$3,000,000.00.

2. Each year, upon depositing the increment amount into the Winter Park Community Redevelopment Trust Fund, as prescribed by Section 163.387, Florida Statutes, Orange County shall certify to the City the amount so deposited, and, in the event the amount of the deposit for that year is in excess of \$2,000,000.00, then the City shall rebate to Orange County the amount required by Paragraph 1 above, within thirty (30) days thereafter.

IN WITNESS WHEREOF, the parties hereto have made and executed this Interlocal Agreement in two counterparts, each of which shall be deemed an original, executed by the parties hereto on the \_\_\_\_\_ day of September, 1994.

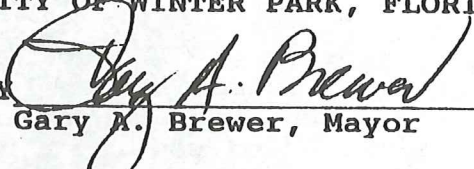
BOARD OF COUNTY COMMISSIONERS  
OF ORANGE COUNTY, FLORIDA

BY \_\_\_\_\_

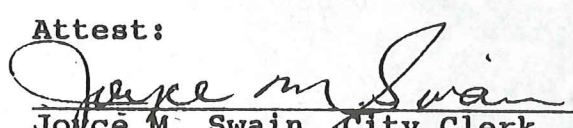
Attest:

\_\_\_\_\_

CITY OF WINTER PARK, FLORIDA

BY   
Gary A. Brewer, Mayor

Attest:

  
Joyce M. Swain, City Clerk

## LEGAL DESCRIPTION

AREA LIMITS: Commencing at Center Line of Beloit Avenue and Center Line of Denning Drive; thence Southerly to center line of Minnesota Avenue; thence easterly to center line of Seaboard Coast Line Railroad; thence North Easterly along center line of Seaboard Coast Line Railroad to center line of Holt Avenue; thence Easterly to 25' South of the East lot line of Lot 16, Block 89 of Town of Winter Park; Misc 3-220; A-67 to 72; B-86-88; thence Northerly along said Lot 107'; thence Easterly 100' across Lot 15, Block 89, Town of Winter Park to the Southwest corner of Lot 14, Block 89 Town of Winter Park; thence easterly along the South lot lines of Lot 14 thru Lot 3, Block 89 of Town of Winter Park to the Southeast corner of Lot 3, Block 89 of Town of Winter Park; thence easterly to the center line of New York Avenue; thence northerly along the Center line of New York Avenue 35' to a point 25' West of Lot 305 unplatted, thence 125' East across Lot 35 unplatted to a point 7' South of the southwest corner of Lot 10, Block 88 of Town of Winter Park; misc 3-220; A67 to 72, B-86 to 88; thence easterly 525' along center line of alley way south of Lots 10 thru Lot 1 to the center line of Park Avenue South; thence northerly along center line of Park Avenue South to center line of Fairbanks Avenue; thence Northeasterly along center line of Fairbanks Avenue to the Center line of Interlachen Avenue; thence Northerly along center line of Interlachen Avenue to the center line of Webster Avenue; thence westerly along center line of Webster Avenue to the center line of the Seaboard Coast Line Railroad; thence northwesterly to the center line of the Seaboard Coastline Railroad to the center line of Pennsylvania Avenue; thence Northerly along center line of Pennsylvania Avenue to a point 25' east of the Southeast corner of Lot 2 of Winter Park Oasis plat book Z-135; thence westerly along the South line of Lot 2 thru Lot 8 of Winter Park Oasis to a point 94.07' west of the southeast corner of Lot 8 of Winter Park Oasis; thence Northwesterly 77.07' along the Southwest likne of Lot 8 and Lot 7 of Winter Park Oasis to the center line of Capen Avenue; thence northerly along center line of Capen Avenue to the center line of Beloit Avenue; thence westerly to the point of beginnning.

Forms/a:Humanity

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**WINTER PARK  
COMMUNITY REDEVELOPMENT AREA  
PROPOSED PARKING PLAN**

---

Prepared by:

Hanson-Taylor and Associates, Inc.  
1111 South Orange Avenue, Suite 400  
Orlando, Florida 32806

and

Transportation Consulting Group  
1201 South Orlando Avenue, Suite 200  
Winter Park, Florida 32789

**WINTER PARK  
COMMUNITY REDEVELOPMENT AREA  
PROPOSED PARKING PLAN**

**Presented to:**

Winter Park CRA Advisory Committee

Pam Peters, Chairperson  
Cynthia Mackinnon  
Joseph Regner, Jr.  
Leroy Brown  
Rev. Dennis Bell  
Pandora Rousseau

Linda Walker  
Cynthia Wood  
Eula Jenkins  
Roland Hotard III  
Don Dalton  
Lynda Hinckley

City of Winter Park

Tony Barrett  
Jeff Briggs

Don Martin

**Prepared by:**

Hanson-Taylor and Associates, Inc.  
1111 South Orange Avenue, Suite 400  
Orlando, Florida 32806

and

Transportation Consulting Group  
1201 South Orlando Avenue, Suite 200  
Winter Park, Florida 32789

## EXECUTIVE SUMMARY

This report is a follow-up to the transportation and parking evaluation contained in the June 1991 City of Winter Park Study of Blight which helped establish the Community Redevelopment Area (CRA). Lack of adequate parking was one factor reported in that evaluation. Consequently, this study was conducted to address this need for more and better parking in the CRA and to develop a parking plan.

Included in this report is an evaluation of existing and future parking needs, a review of alternative parking options, and a discussion of parking management approaches. Based on this information, a parking facility plan is recommended to address both existing and future needs.

The information and data used to perform this evaluation includes the detailed parking study<sup>1</sup> conducted in 1986 and the traffic and parking blight study conducted in June 1991<sup>2</sup>. The 1986 CBD parking study was conducted at a time of high occupancy in the downtown core. Since that time, a number of office buildings are experiencing levels of high vacancy (some as high as 50%). Nevertheless, when the current recession improves, the need for additional parking spaces will still exist. Therefore, the parking surveys conducted in 1986 were assumed to be valid for today's conditions.

The recommended parking plan consists of the following components.

### Parking Regulations

It is recommended that the City of Winter Park update its parking code to include the following concepts. The first is to incorporate the results of both the ITE Parking Generation Report and the Shared Parking Study compiled by the Urban Land Institute. These two studies allow flexibility in the number of spaces required for different land uses. The second is to incorporate language that

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<sup>1</sup> "Winter Park Parking Study," Kimley-Horn & Associates, Inc. (1986)

<sup>2</sup> TCG/HTA report

would permit future development within the CRA to have the option to provide cash or land in lieu of off-street parking. Third, if a parking authority is created by the City Commission, these parking code revisions should incorporate the role of the authority.

## **On-Street Parking**

Several on-street parking options were reviewed and evaluated in this study. These options included the removal of on-street parking, the installation of parking meters, implementing different time periods for on-street parking, and improving signage and striping for on-street parking.

Based on input from the CRA Committee, Winter Park staff, and other interested parties, the following recommendations are provided:

- 1) Improve parking signage within the CRA to clearly define "No Parking" time periods as well as zone limits. Pavement markings should also be improved to better identify parking spaces and "No Parking" areas, and improve circulation.
- 2) Current on-street parking for Park Avenue should be modified to incorporate the following concepts:
  - A way to generate revenue if parking continues to exist on the Avenue. On-street meters are suggested.
  - A modified time restriction system using street signs or meters (or both) to discourage employee parking and encourage short-term parking for shoppers and business persons. A two (2) hour limit on Park Avenue is recommended.
  - In order to make Park Avenue more "user friendly," the City should incorporate on-street parking for Park Avenue into a streetscape plan which will provide wider sidewalks (8-10') on both sides of Park Avenue. This streetscape plan should eventually extend from Swoope Avenue to Fairbanks Avenue; the initial phase should run from Canton Avenue to Lyman Avenue. If the removal of parking from one side of the Avenue is necessary to implement this streetscape plan, then these spaces must be made up in surface lots elsewhere to prevent the parking deficit from increasing. Wider sidewalks will provide better

pedestrian circulation and safety and will enhance the attractiveness of downtown Winter Park.

- 3) On-street parking for side streets should be maintained, but regulated to allow for longer time periods from four to eight hours; the further the distance from Park Avenue, the greater the time period allowed. Parking meters should be installed on all side streets to help generate the revenues necessary to implement the parking plan.
- 4) Because the last comprehensive survey was conducted in 1986 (8 years ago), it is also recommended that the City of Winter Park conduct an "On-Street" parking survey of the city residents and businesses. The purpose of this survey is to determine the perception of parking problems and possible solutions such as removing on-street parking and the use of parking meters and streetscape ideas. This survey should be conducted within the next 24 months.

### **Off-Street Parking**

Several off-street parking options were evaluated in this study. These options were analyzed separately and in conjunction with recommendations for parking regulations and on-street parking. The off-street options evaluated included restriping existing lots, redeveloped new lots, parking garages, and the signage system guiding motorists to each lot.

Feasibility analyses for off-street parking options were explored.

Based on this evaluation of off-street parking options and input from the CRA Committee, City of Winter Park staff, and others, the following recommendations are provided:

- 1) Improve the current parking signage to clearly direct the motorists destined to the municipal parking lots. The city should also develop entrance features which define hours of operation. To the extent possible the municipal lots should be incorporated into the streetscape program. The city should also redesign the layouts of the existing lots to improve circulation and, if possible, create more spaces.

- 2) Conduct a feasibility analysis for candidate short-term surface lots. Initially, the City should evaluate the Chamber of Commerce/Post Office property, the City maintenance/utility yard, and the Fire Department/private property west of the City Hall parking lot as candidate new surface lots. The Chamber of Commerce/Post Office property may be a key element in the eventual construction of the Morse Foundation Museum, and a plan for alternative parking locations should be developed to allow for that possibility.
- 3) Incorporate the Amtrak property into the existing surface lot at the southeast corner of Morse Boulevard and New York Avenue to produce one lot.
- 4) Initiate negotiations for surface/air right agreements with selected private property owners to secure the ability to provide parking if, in the future, garages are built. Locations where such agreements may be important are the Rollins property across from City Hall, the United Telephone of Florida parking lot, and the Post Office property. The United Telephone lot is currently under-utilized.
- 5) Implement funding options for off-street lots and garages. Initially, the City should install parking meters or a master meter system in existing surface lots. New lots and garages should also have a meter system or a parking attendant.
- 6) Although the cost of parking shuttles is expensive, the City should evaluate the option of providing a downtown shuttle to carry shoppers from remote parking lots to Park Avenue. Modifications to the existing mini-bus system should be included in this evaluation.
- 7) Implement a comprehensive "Off-Street" parking survey of the city residents and businesses. The purpose of this survey is to determine the feasibility of support for off-street parking lots and structures.

### **Parking Management Plan**

It is recommended that the City of Winter Park establish a parking authority to accomplish the above outlined recommendations and options. The purpose of the Winter Park Parking Authority would be to provide adequate parking consistent with City planning and fiscal objectives and constraints. The duties of the Authority would include the administration of City on-street and off-

street parking, including the setting of rates and the collection of revenues. The Authority would monitor parking revenues, costs, and demand and would be responsible for the construction of new off-street parking facilities and their financing. Also, the Authority would be responsible for scheduling new parking facilities and for using other policies and programs to balance growing demand for parking spaces with the supply. The Authority would be responsible to the City Commission and would prepare an annual budget to be approved by the Commission.

The Winter Park Parking Authority would provide the CBD with an opportunity to administer parking in a more businesslike manner with keen sensitivity to cost. It would collect and manage the payments received from developers in lieu of their provisions of required off-street parking spaces. The Authority would also administer dedicated lands that were similarly provided in lieu of off-street spaces.

In addition to the above recommendations, the following management options are suggested:

- Investigate increasing the size of the City's parking enforcement staff.
- Increase parking fines from \$8 to \$10.
- Investigate a parking validation program with area merchants in conjunction with a master meter system.
- Monitor the parking recommendations implemented as a result of this study.

## **SUMMARY OF PRESENTATION TO CRA ADVISORY COMMITTEE**

### **July 19, 1993**

Transportation Consulting Group (TCG) presented the current status of the Parking Study for the CRA to the CRA Advisory Committee on July 19, 1993. The goal of the presentation was to provide the Committee with current information regarding parking deficiencies in the CBD, present options for addressing those deficiencies, and to obtain input from the Committee and other meeting attendees regarding the options presented. The parking information is contained within the attached report, and that information combined with consideration of the responses (provided below) to the presentation is included in our parking recommendations.

### **Responses to Parking Study Presentation**

- The majority of the Committee members were opposed to parking meters on Park Avenue because they view meters as contradictory to the marketing program depicting Park Avenue as a user-friendly environment and because meters were removed from Park Avenue many years ago to reduce competition with the Winter Park Mall.
- Consideration should be given to meter alternatives (master meters) on surface lots.
- The signage for the Morse Boulevard lots is inadequate and ineffective.
- Shoppers would use remote parking if shuttle service were available.
- The option of eliminating parking on Park Avenue and widening the sidewalks should be studied. This would require investigating options to replace the spaces eliminated on one or both sides of Park Avenue.
- There should be scattered surface parking lots in the CRA near the CBD.
- Providing a trolley service from one end of the Park Avenue to the other would be conducive to shopping the entire Avenue.
- A Parking Authority is necessary.

- Although one of the primary concerns of merchants is making the Avenue user-friendly, alternative funding options (taxes, referendum, metered parking) for parking improvements need to be explored.
- Park Avenue and Winter Park Mall need to be promoted as a single shopping district rather than two separate entities. This could be done both through a promotional campaign and by providing a trolley service connecting the two. This approach could be the catalyst for getting the CRA going.

Transportation Consulting Group has prepared CRA Parking Plan recommendations in response to the needs and concerns of the Committee, the residents, and the merchants in meeting the parking needs in the Winter Park CRA.

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## CRA PARKING CURRENT PARKING CONDITIONS UPDATE INTRODUCTION

The purpose of this report is to review existing and future parking needs, evaluate alternative parking options to address these needs, and to recommend a parking program for implementation as part of the Redevelopment Plan for the Winter Park Community Redevelopment Area (CRA). The information used to develop these recommendations includes previous parking studies, alternative land use plans prepared for the Winter Park CRA, and input from workshops conducted with the CRA.

### Existing Parking Needs

In 1986, the City of Winter Park performed a detailed parking study for the Central Business District (CBD) only. In that study, extensive surveys were conducted regarding the utilization of, and the supply and demand for, parking within the Winter Park CBD.<sup>1</sup> That study concluded that the total CBD Core area parking demand was 1,919 parking spaces. The existing parking supply at that time was only 1,690 parking spaces, resulting in a parking deficit of 229 spaces.

To supplement that parking study and expand it to include other commercial areas within the CRA, Transportation Consulting Group (TCG) conducted a windshield survey in April 1991 of commercial properties fronting along Fairbanks Avenue and Orange Avenue west of the CBD. These survey results were reviewed with the Winter Park City Planner, who had also performed field surveys of parking deficiencies within the CRA. Combining the data from the three efforts resulted in an estimated total parking demand for the area serviced by Park Avenue, Fairbanks Avenue, Orange Avenue, and Pennsylvania Avenue and Morse Boulevard to be 4,260 parking spaces. The total parking availability was estimated to be only 3,780 spaces, resulting in a revised total deficit of 480 parking spaces. Thus, existing parking demand in April 1991 exceeded parking supply by approximately 13 percent.

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<sup>1</sup> "Winter Park Parking Study," Kimley-Horn & Associates, Inc. (1986)

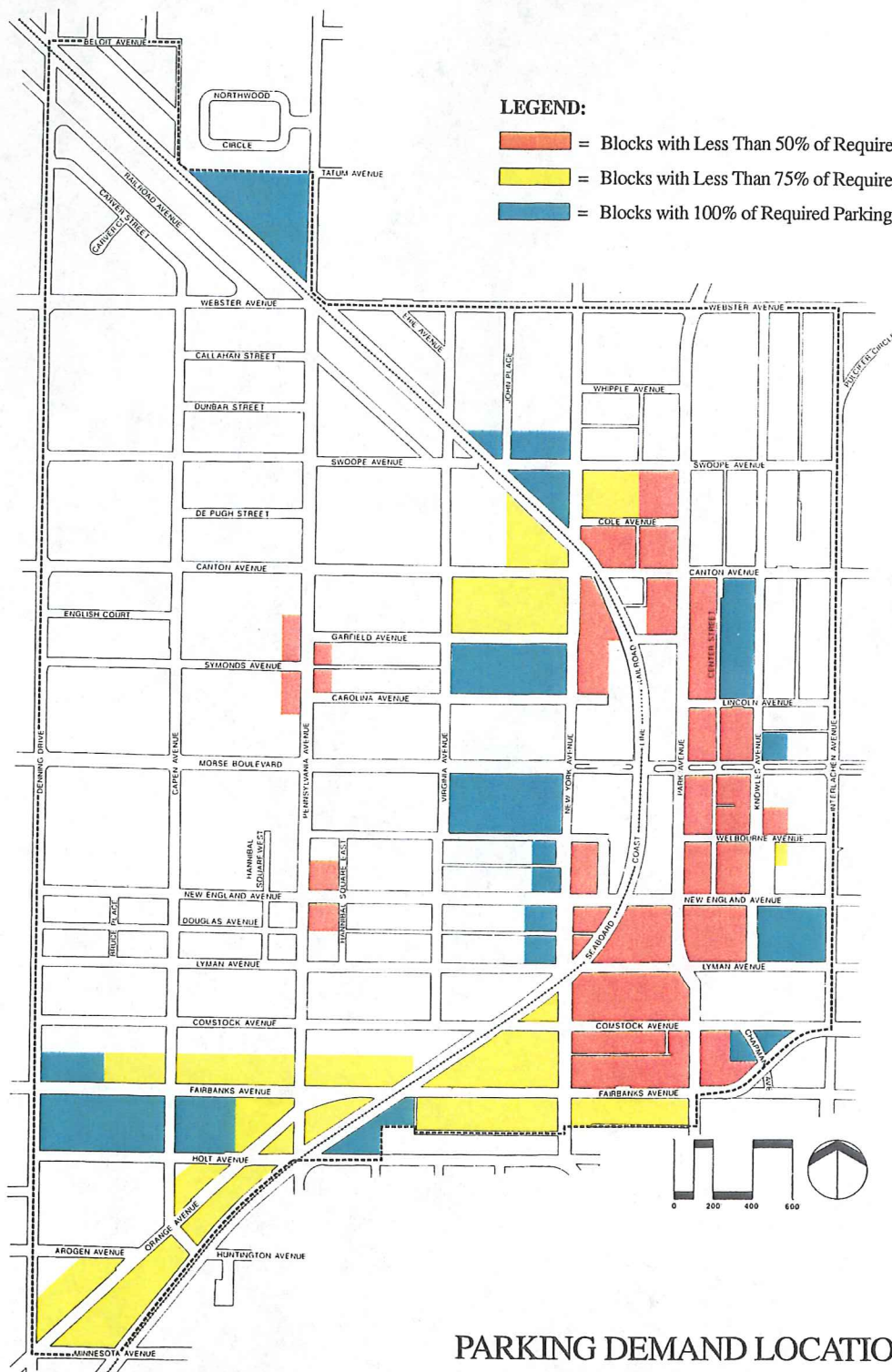
The results of this existing parking evaluation are shown graphically in Figure 1. As can be seen from this figure, the majority of deficient parking (i.e., blocks with less than 50 percent of required parking) is generated by the commercial/office properties fronting Park Avenue, Fairbanks Avenue, and Orange Avenue. Some deficiencies also exist along Pennsylvania Avenue and New England Avenue.

An analysis of walking distances for patrons of the businesses within the Winter Park CBD area was also documented in the 1986 Parking Study. This analysis indicated that the average walking distance for shopping and work trips was 447 feet.<sup>2</sup> This distance is very similar to the national average for an area the size of the Metropolitan Orlando/Winter Park area (i.e., 250,000 to 500,000 people). Utilizing this distance as a radius, an 894-foot (double the average walking distance) parking demand corridor is established. If Park Avenue, Fairbanks Avenue, and Orange Avenue are used as the centerlines of their respective corridors, one finds that only 50 to 75 percent of the needed parking is supplied within this required walking distance (see Figure 2). This fact further documents the lack of convenient parking within the CRA.

Between April 1991 and the present, the City of Winter Park has implemented parking proposals that have increased the parking supply. Knowles Avenue, between Morse Boulevard and Lyman Avenue, has been changed into a one-way northbound roadway and restriped to add 28 new parking spaces. In addition, both City parking lots at the intersection of New York Avenue and Morse Boulevard have been restriped to add 55 additional spaces. These additional 83 spaces have reduced the current parking deficit to approximately 400 spaces.

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<sup>2</sup> Ibid., pp 1.



## PARKING DEMAND LOCATIONS

# PARKING NEEDS STUDY CITY OF WINTER PARK

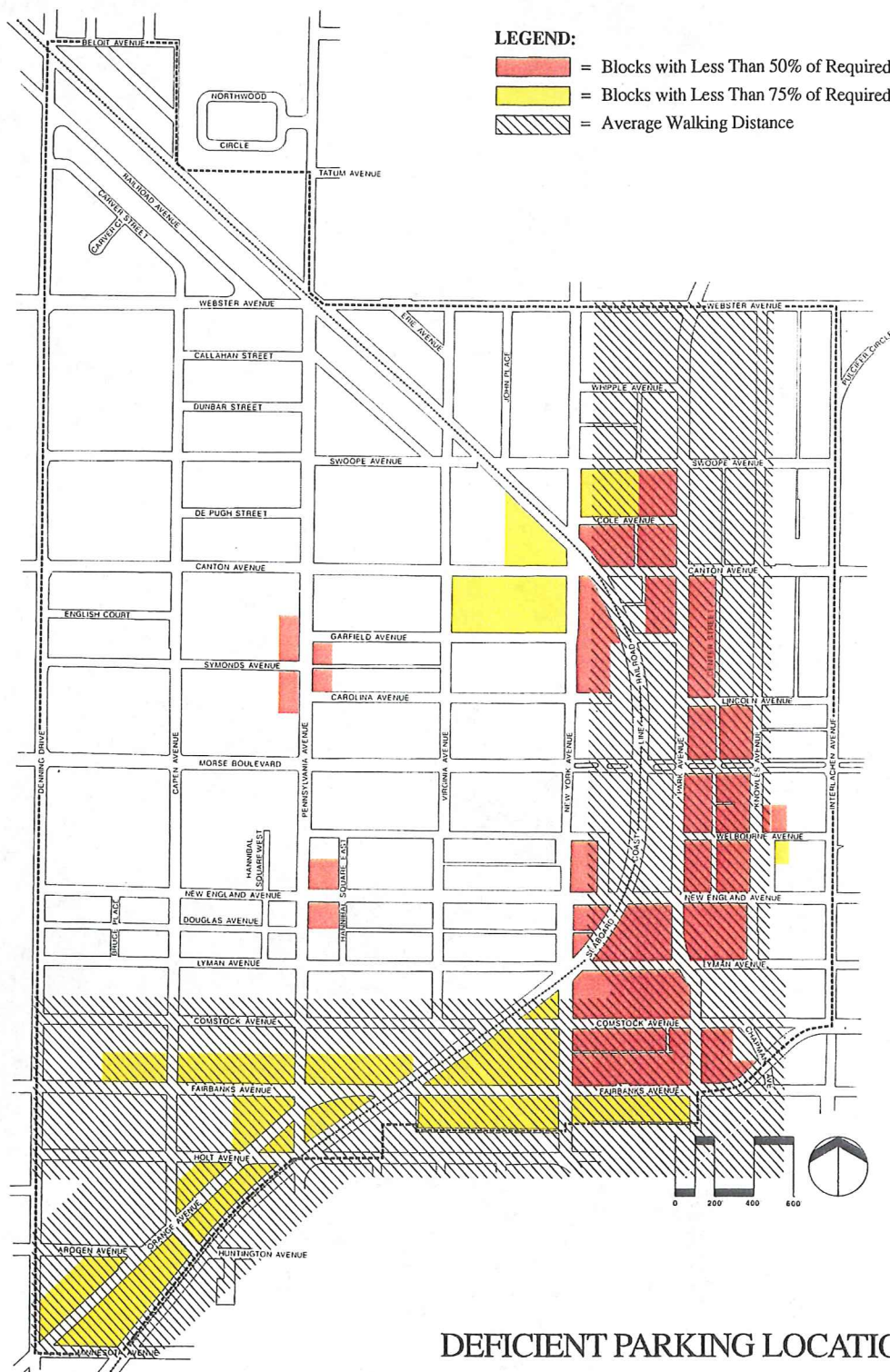


HANSON • TAYLOR  
PLANNING URBAN DESIGN LANDSCAPE ARCHITECTURE



TRANSPORTATION CONSULTING GROUP

FIGURE 1



DEFICIENT PARKING LOCATIONS

# PARKING NEEDS STUDY CITY OF WINTER PARK

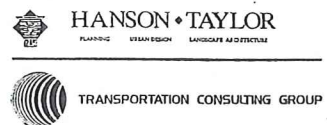


FIGURE 2

A review of the existing parking signs and pavement markings within the CRA indicated the following:

- Municipal lots -- poorly signed for the traveling motorist (see Exhibit 1)
- No parking signs -- poorly maintained and missing in some locations
- Pavement markings -- indistinguishable at many locations (see Exhibit 2)
- No parking limits -- unclear; "No Parking" boundaries -- unclear

### **Future Parking Needs**

A review of the future land use alternatives proposed by Hanson Taylor, Inc. indicate six major areas that would be candidates for redevelopment (see Figure 3) within the CRA. Individual lots or small parcels proposed for development would have to meet the City's parking code and, consequently, would not increase or decrease the City's parking needs. Therefore, this discussion will only deal with those six major redevelopment deficit. However, some of these redevelopment areas could offer surplus parking to address the deficit. Moreover, individual parcels can be identified for parking purposes and also reduce the deficit. The six (6) areas which offer opportunities for redevelopment and additional parking are the following:

- 1) The Winter Park Golf Course area along the northern boundary of the CRA.
- 2) The current City of Winter Park utility storage area between Virginia Avenue and the railroad line.
- 3) The area fronting Morse Boulevard near Pennsylvania Avenue.
- 4) The area between New York Avenue and the CRX railroad line from Canton Avenue to Welbourne Avenue.
- 5) The City Hall property and the Rollins College property fronting on Park Avenue.
- 6) The residential portion of the CRA west of the CSX Railroad and east of Denning Avenue.



Entrance to north municipal parking lot at New York Avenue and Morse Boulevard  
No signage at entrance

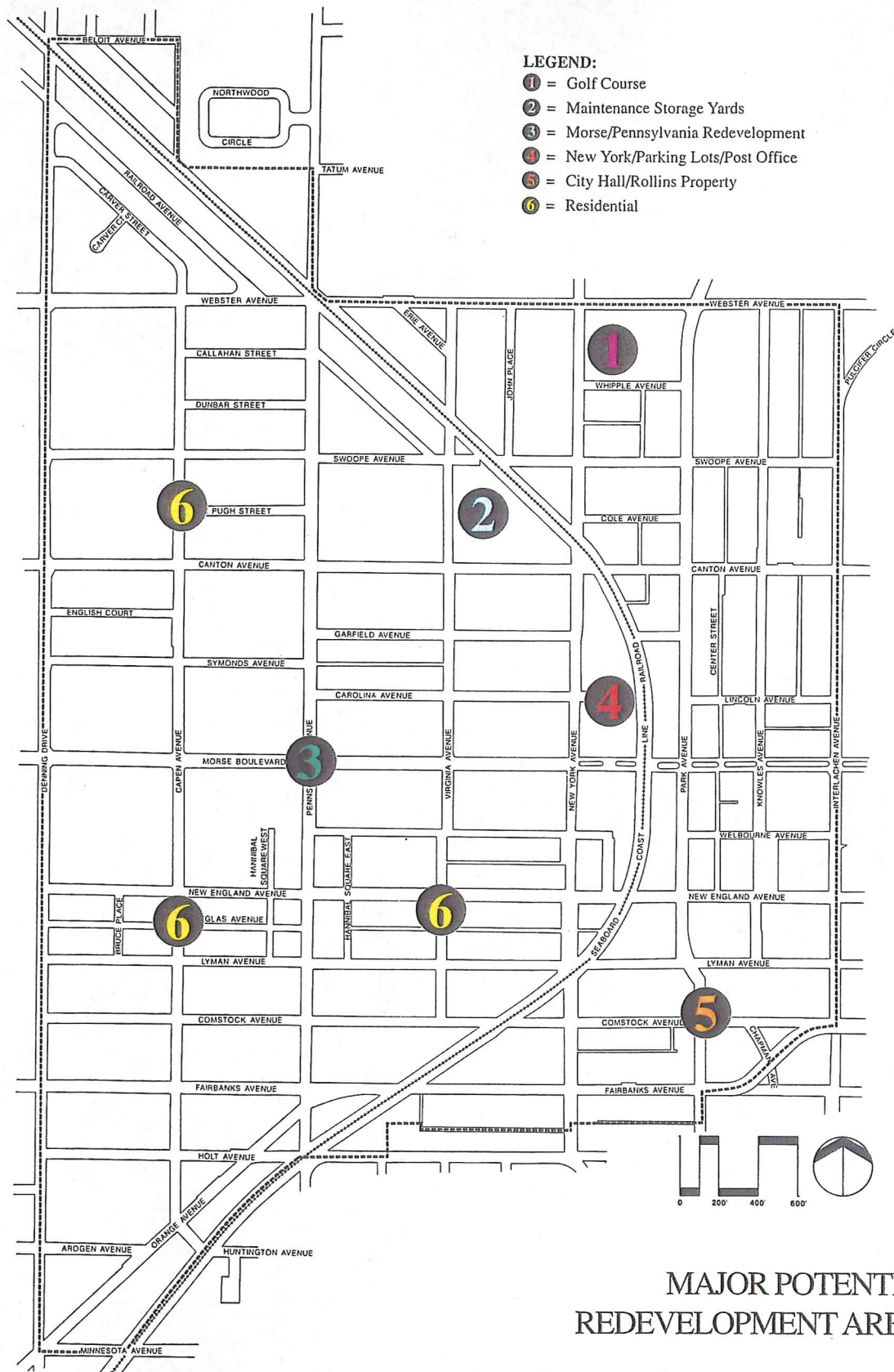


Entrance to south municipal parking lot at New York Avenue and Morse Boulevard  
"Enter" sign only signage at entrance



Worn Striping along Park Avenue





## MAJOR POTENTIAL REDEVELOPMENT AREAS

# PARKING NEEDS STUDY CITY OF WINTER PARK



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FIGURE 3

A brief description of each of these areas is provided below.

The Winter Park Golf Course Area Along the Northern Boundary of the CRA

Currently, this land is being used by the Winter Park Country Club and as a municipal nine-hole golf course (all holes except the 3rd and 4th are within the CRA). Due to the large grass area and unmarked parking lot near the pro shop, there is room for approximately 80 parking spaces (30 paved and 50 grass).

Holes 2, 5, 6, 7, and 8 are owned by the Charles Hosmer Morse Foundation, Inc. which has proposed building between 125,000 and 150,000 square foot museum on the golf course property. If a museum were built in this area, it would require up to 620 parking spaces (according to the current City of Winter Park code of one space per 250 gross square feet plus .75 space per employee, assuming 27 employees). A more realistic figure for parking would be to calculate the parking need on total museum public area using 1 parking space per 250 square feet to calculate public space parking and .75 spaces per employee. Assuming that 50 percent of the building would be for public use (the average surveyed public space for ten museums of similar size to the proposed museum is 49.7% with the remaining space being used for offices and storage), there would be a need for 300 public parking spaces and an additional 20 spaces for employees. Therefore, a total of 320 parking spaces would be required.

Consequently, the parking need for the Winter Park Golf Course area ranges from the current 80 spaces (if no museum is constructed here) to as high as 620 spaces.

City of Winter Park Utility Storage Yard

This area fronting on the east side of Virginia Avenue from Swoope Avenue to the railroad is currently used by the City for utility storage for its City maintenance vehicles. There are no public parking spaces on the site. There is some discussion by the City that this operation might be relocated to the Howell Branch utility site. If this occurs, this site could be converted to 35,000 square feet of professional office space, as shown in the plans developed by Hanson Taylor, Inc. Assuming a .26 floor area ratio (FAR), approximately 140 parking spaces would be needed. These spaces would have to be accommodated on site.

The Property Fronting Morse Boulevard Near Pennsylvania Avenue

This area consists of the property on the south side of Morse Boulevard from New York Avenue to Capen Avenue and on the north side from Virginia Avenue to Capen Avenue. These properties have either single-family or office zoning, and a number of them are vacant. Existing parking in this area is approximately 440 spaces.

If this area is developed with 200,000 square feet of commercial, office, or mixed use as shown in the redevelopment plans prepared by Hanson Taylor, Inc. (again, assuming a .26 FAR), it would require approximately 800 spaces.

The Area between New York Avenue and the CRX Railroad Line from Canton Avenue to Welbourne Avenue

This area currently contains the Post Office, the Chamber of Commerce, the Amtrak Station, and two municipal parking lots. Existing parking in this area consists of 380 spaces.

Two different land use scenarios have been proposed for this area in the Hanson-Taylor report. The first is to locate the Morse Museum on the described property. As stated earlier, the museum would need approximately 320 parking spaces (see page 7). The existing 380 spaces (municipal parking lots - 260 spaces, Chamber of Commerce parking lot - 21, Post Office parking lot - 79 spaces, and the AMTRAK parking lot - 20 spaces) would also need to be replaced. If the museum were located in this area, approximately 700 parking spaces would needed.

Existing Parking Replaced	380 Spaces
Museum Parking Needed	<u>320 Spaces</u>
Total	700 Spaces

If the existing parking deficiency is also addressed, then additional spaces would be needed. These could run between 150 to 400, depending on how much of the deficit was to be eliminated. This would require a structure, or structures, for between 850 and 1,100 spaces.

The second proposed land use would be to construct a new 40,000 to 50,000 square foot City Hall in this area. The parking needs for this structure are less, requiring only 580 spaces.

Existing Parking Replaced	380 Spaces
City Hall Parking Needed	<u>200 Spaces</u>
Total	580 Spaces

Under the City Hall scenario, if the deficit was addressed, there would be a need for a structure or structures that could hold between 730 and 980 spaces.

The City Hall Property and the Rollins College (old elementary classroom) Property Fronting on Park Avenue

The existing parking supply for both of these sites is 305 vehicles; 104 City Hall (27 are for public use and 73 are for City employees), and 201 Rollins property spaces.

Redevelopment of these two properties would generate the need for approximately 800 parking spaces. The existing Rollins College 201 spaces would not have to be replaced. However, the College is currently proposing construction of a parking structure on the main campus to accommodate these spaces.

The Residential Portion of the CRA West of the CSX Railroad and East of Denning Avenue

Residential uses within the CRA are located in the area bounded by Denning Drive on the west, Railroad Avenue on the north, Virginia Avenue to Carolina Avenue to New York Avenue to Lyman Avenue on the east, and Comstock Avenue on the south. Within this area there is a potential for current vacant land to be developed as a residential land use as well as commercial and residential properties to be redeveloped. As these parcels are developed or redeveloped, each will have to meet the current parking code.

The redevelopment of the first five (5) areas would require approximately 2,640 parking spaces. Current spaces available at these sites is approximately 1,200. Therefore, 1,440 new parking spaces would be needed if these areas were redeveloped. (The sixth area, which is the residential portion of the CRA, would be evaluated on a parcel-by-parcel basis.)

The City zoning regulation Section 31-20 requires that all new developments provide adequate parking to meet their needs. Unless these areas provide for more than their projected needs, the CRA will still have a deficit of approximately 400 parking spaces.

## ALTERNATIVE PARKING OPTIONS

A number of alternative parking options are available that may be used individually or combined to address the existing parking deficits and future parking needs. These options are categorized into four areas as follows:

- Parking regulations
- On-street parking
- Off-street parking
- Administration/Management

### Parking Regulations

Through zoning, communities ensure an adequate supply of parking spaces as the City grows. Historically, parking ordinances assume that parking demand has a constant and predictable relationship to land use. Similar land use may have different parking needs. A low cost alternative to address the CRA parking deficit is to review the existing City parking regulations and incorporate the findings from three published studies. The first study is the 1987 Institute of Transportation Engineers (ITE) Parking Generation Report. This report provides a comprehensive source of parking occupancy rates for a number of land uses. Table 1 is a comparison of parking requirements of local municipalities and the ITE Report for individual land uses.

An example of how the zoning regulations would be affected by adopting the ITE Parking Generation findings is provided. Under the City's current zoning regulations, a 10,000 square foot office building would require 40 parking spaces (1 space per 250 square feet of office). The ITE parking generation report indicates that for the same size land use only 28 parking spaces (1 space per 358 sq. ft.) would be needed to satisfy peak parking occupancy periods. This is a reduction of 12 parking spaces, or 20 percent when compared to City regulations. By adjusting the Code in that area and any other area where there are differences in requirements, there could be a reduction in the stated CRA parking deficit.

The second study which addresses parking standards is the Urban Land Institute's Shared Parking Study. This study examines multiple uses of parking lots and garages. It is sometimes possible to serve the combined parking needs of two or more properties with a common (shared) parking area,

TABLE 1  
OFF-STREET PARKING CODE COMPARISON

Land Use	Winter Park	Orange County	City of Orlando	Altamonte Springs	National ITE Standards (1)
Office	1 Sp per 260 SF	1 Sp per 200 SF	1 Sp per 350 SF	1 Sp per 200 SF	1 Sp per 358 SF
Retail/Commercial	1 Sp per 225/250 SF	1 Sp per 200 SF	1 Sp per 300 SF	1 Sp per 200 SF	1 Sp per 310 SF
Motel/Hotel	1 Sp per Room	1 Sp per 1.5 Rooms	1 Sp per Room	1 Sp per Room	1 Sp per 52 Rooms
Industrial	1 Sp per 500 SF	1 Sp per 1,000 SF	1 Sp per 500 SF	1 Sp per 1,500 SF + 1 Sp per 2 Empl	1 Sp per 645 SF
Warehouse	1 Sp per 1,000 SF	1 Sp per 1,000 SF	1 Sp per 1,000 SF	1 Sp per 700 SF + 1 Sp per 2 Empl	
Restaurant	1 Sp per 50 SF or 1 Sp per 4 Seats	1 Sp per 75 SF + 1 Sp per 4 Seats	1 Sp per 100 SF	1 Sp per 3 Seats + 1 Sp per 2 Empl	1 Sp per 80 SF
Museum	1 Sp per 250 SF + 1 Sp per .75 Empl		1 Sp per 300 SF		

(1) "Parking Generation" 2nd Edition, Institute of Transportation Engineers, 1987.

Source: Transportation Consulting Group, 1993

rather than require each property to independently meet parking requirements (the City currently requires that each use independently meet code).

In order for shared parking to work efficiently, the parking requirements for individual land use must be calculated for the peak demand. The parking generators should have non-concurrent parking demands (i.e., peak parking periods should not occur at the same time), be located within acceptable walking distances to the parking area, and be mutually agreeable with the terms of shared use parking. An example of the savings afforded by shared parking is shown by a mixed-use parcel with 40,000 square feet of office and restaurant with 240 seats. Individually, a total 214 spaces (154 office spaces and 60 restaurant spaces) are needed to meet code. A shared parking estimate would be 150 spaces (108 office and 42 restaurant). This is a 30 percent reduction. In most cases, this approach results in less parking demand overall than if parking is supplied separately. The benefits are clear: the total number of required parking spaces is usually reduced and the space set aside for parking is more efficiently utilized.

The third study is the American Planning Association Off-Street Parking Requirements, a compilation of national parking standards. This study would be useful in determining how much or what type of parking to require for each land use.

Incorporating the information contained in these three studies into the zoning regulations may result in a reduced parking deficit, a more efficient use of land, and, potentially, an expanded tax base. The first step is to determine whether the City wants to adjust the Code or stay with a stricter requirement.

### On-Street Parking

On-street parking is defined as a temporary storage area for a motor vehicle that is located on a dedicated street right-of-way, usually along the curb. This type of parking provides convenient access to nearby residences and businesses within the CRA, and is vital to the retail shopping area

in downtown Winter Park (see Figure 4 for existing on-street parking within the CRA). It can also serve as an interim parking supply until needed off-street space is built. Curb space is a scarce and valuable resource that provides many essential, and often competing, functions. Demands on curb space for pedestrian crossings, bus stops, delivery vehicles, and moving traffic generally should take precedence over on-street parking. Where the essential purpose of a street is to provide access to adjacent property, on-street parking should be retained. Thus, the capacity and safety gain that results from restricting curb parking must be balanced against curb access needs of the adjacent properties.

Curb parking adversely affects the safety of the street system. National studies show that approximately 15 percent of all accidents involve parked cars. About 5 percent of all pedestrian fatalities involve people who enter the roadway from between parked cars. Prohibition of curb parking, especially during peak hours, results in fewer accidents. Therefore, curb parking within the Winter Park CRA should be allocated carefully and be permitted only where:

- The curb lane does not impair the movement of emergency vehicles
- The curb lane is not required for buses, moving traffic, or service to adjacent property
- Streets are wide enough to allow passing of parked vehicles
- Travel delays resulting from curbside activity do not create gridlock

Eliminating curb parking on either one or both sides of Park Avenue could not only facilitate pedestrian movement, but also provide more opportunity for streetscape improvements. By eliminating parking on the east side of Park Avenue, there would be an additional 8 to 9 foot area that could be incorporated into a streetscape plan. If any on-street parking were eliminated from Park Avenue, additional spaces would need to be provided in a nearby surface lot so that the existing parking deficit would not increase.

There is also the potential for gaining that additional area without eliminating curb parking on the Avenue by decreasing the width of the street lanes in the center section of Park Avenue. The width of the street lanes vary along the Avenue; between Canton Avenue and Garfield the lanes

are 10 feet wide and from Garfield to New England, the lanes are 16 feet wide (see Exhibit 3). By decreasing the street width to 12 feet in the Garfield to New England section, there would be a total of 8 feet which could be used to widen sidewalks and enhance the streetscape.

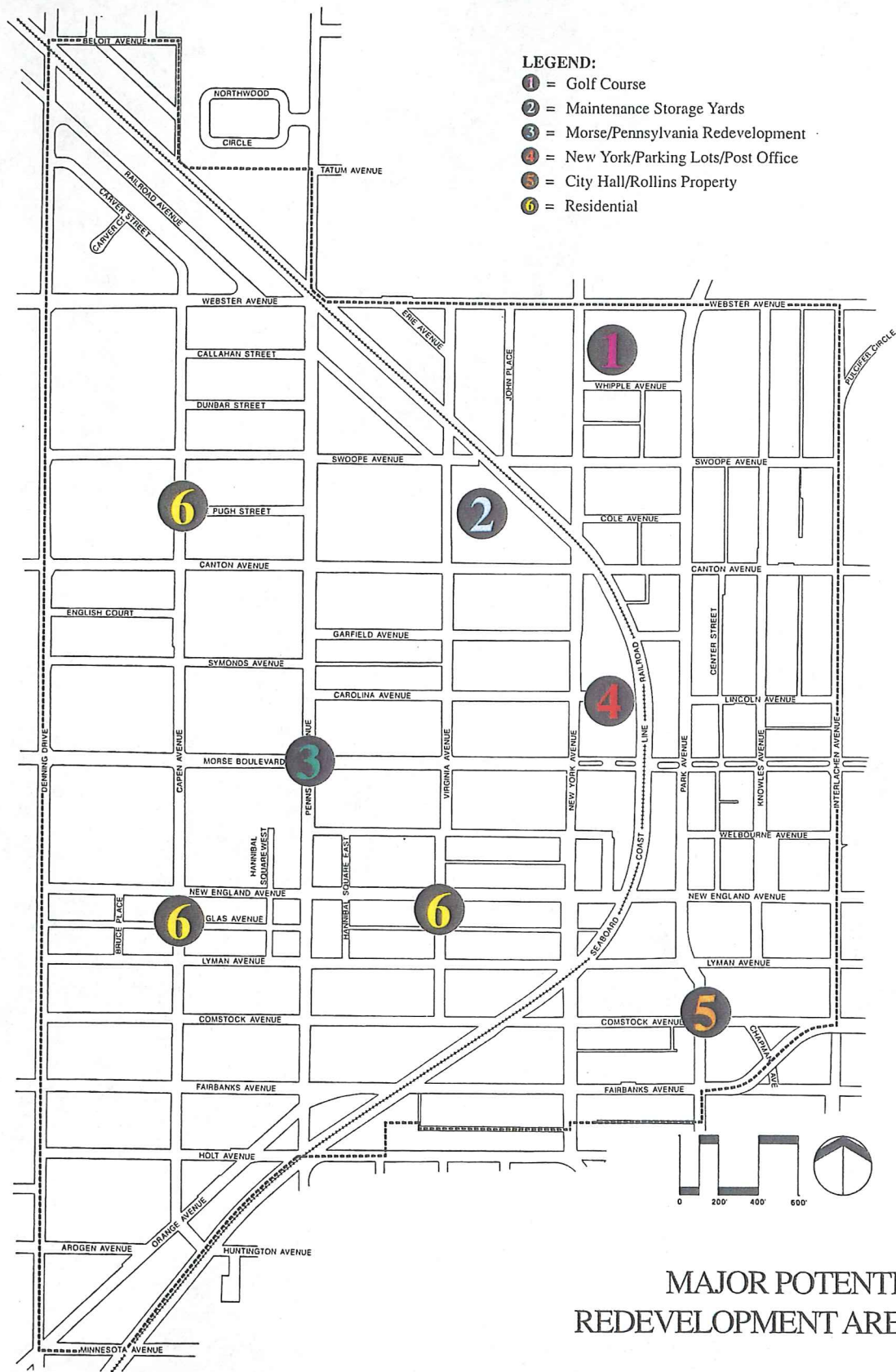
A third consideration in addressing on-street parking on Park Avenue is prohibiting parking from 6 a.m. to 10 a.m. on weekdays. This approach would be a way to resolve the problem of Park Avenue employees using prime parking spaces and, consequently, would make those spaces available for customer and client parking. However, this approach will impact establishments (i.e., restaurants) and offices which serve customers before 10 a.m.

An important aspect of on-street parking is signage. Proper signage is essential in advising motorists where and when to park. Current regulatory signage within the Winter Park CRA is, in many cases, substandard. Signs are faded and difficult to read and areas are poorly marked, resulting in confusion as to where parking is permitted or restricted.

Pavement markings in conjunction with the appropriate signs enable the motorists to know the type of parking available. The markings define the parking place, discourage erratic parking maneuvers, and reduce the average time required to park. Parking stalls within the CBD should be clearly marked where parking is permitted. Many of the spaces along Park Avenue are poorly marked.

Curb spaces are typically 22 feet to 26 feet for interior spaces and a 20-foot space for end stalls. In actual practice, the total length of curb frontage, minus the space for end stalls, is divided to fit within the 22-foot to 26-foot space. Any surplus length is divided evenly into all the spaces. The existing parking stalls within the CBD are 22 feet.

The narrowing of roadways (neckdown) and the widening of sidewalks at intersections are design features that are often used as part of a streetscape program (typically referred to as corner neckdowns). They reduce crosswalk distance, increase sidewalk space, increase sight distance, and



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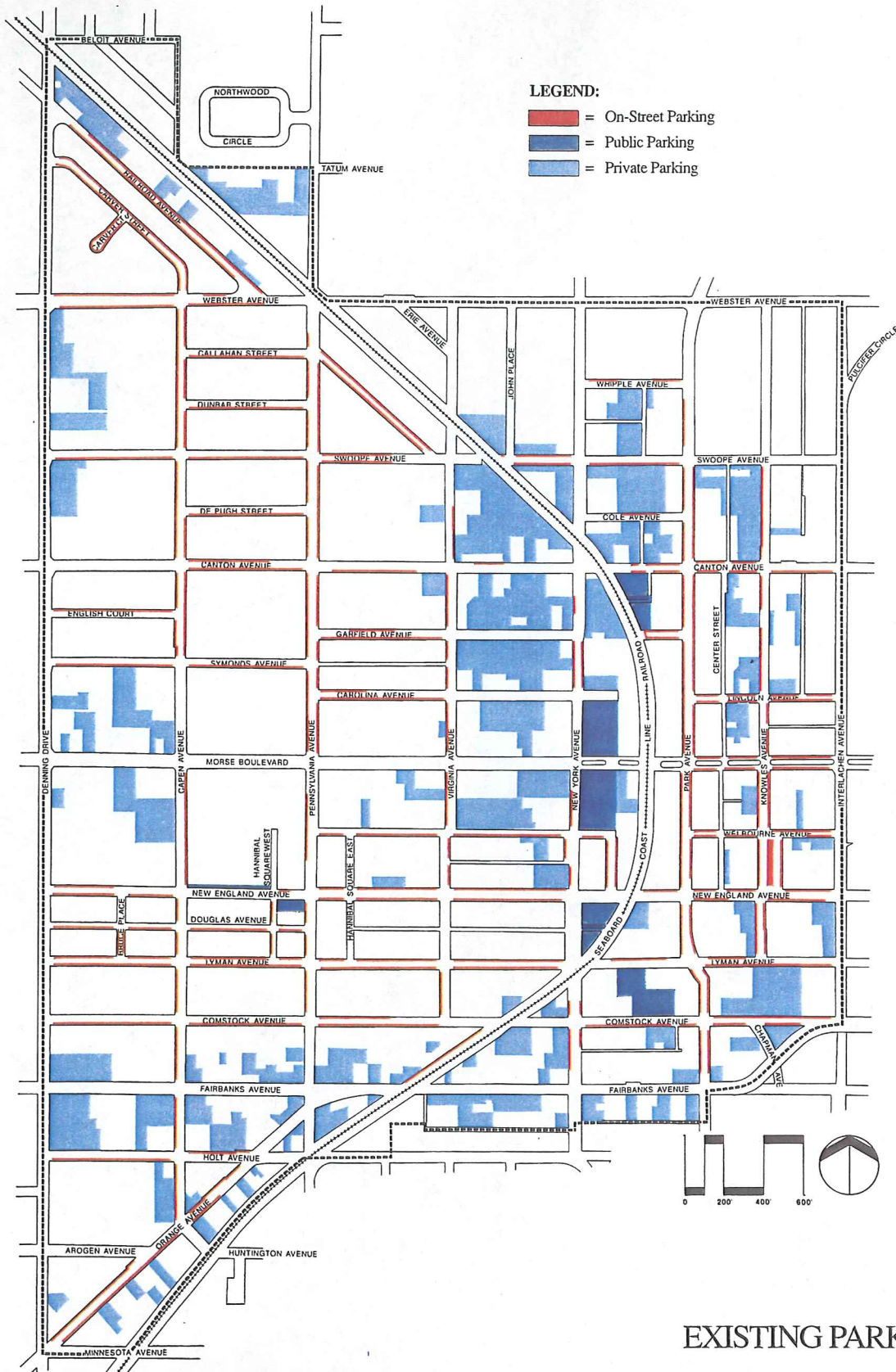


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FIGURE 3



# PARKING NEEDS STUDY CITY OF WINTER PARK

FIGURE 4

enlarge turning radii. The minimum neckdown distance should be 20 feet with a sharp 1-in-1 taper between the end stall and the neckdown.

Since curb space is limited, the only way to increase the supply of parking spaces is via time management. Time limit restrictions encourage turnover and maximize use of each space. They are effective only where demand for short-term parking and where proper enforcement exists. Time limits depend on location and land use.

Very short time limits (5 to 20 minutes) are used at places of high turnover such as banks, public buildings, post offices, and other busy places. A 30 to 60 minute time limit is desirable near repair shops, bakeries, drug stores, and other quick service establishments. Clothing and department stores require longer time limits. Time limits of 2 to 4 hours are useful in areas that want to discourage all-day employee parking.

On-street parking can be managed by continued use of the existing time zone system or with the use of meters.

#### Time Zones

Currently, the City of Winter Park has Time Limit Restrictions for parking along many of its core CBD streets. The City allows two (2) hours of parking west of Knowles Avenue. The 1986 parking survey documented an average 1.5 hour parking duration which tracks the current two-hour limit. East of Knowles Avenue, the City allows four (4) hours of parking. Time zones are only effective when proper enforcement exists. In most cases, enforcement is not performed efficiently because there is no "red flag" to indicate a violation. However, the time zone system does work well on the fringe of the central business district to discourage employee parking.

#### Meters

Enforcement has been maintained by parking officers and tire chalking. Parking meters aid in the enforcement of time limit restrictions and promote desired parking turnover at curb space. They are beneficial in trying to increase turnover and make parking available for

retail customers. Meters also discourage employee/all-day parkers. The City can derive revenue from parking meters, and this revenue can be used to offset the cost of meter installation, operation, and maintenance. Surplus funds can help support other parking programs.

The use of parking meters has been shown to be effective in reducing overtime parking and increasing turnover. A list of the advantages and disadvantages of parking meters is presented below.

- Advantages of Parking Meters

Parking meters, when accompanied by adequate length of stalls, appropriate time restrictions, and proper provision for loading zones thoroughly supervised and actively enforced, produce the following benefits.

- Provide an accurate time check on parking, simplifying detection of overtime parking and discouraging all-day parkers.
- Reduce overtime parking, increase turnover, and make parking available for more motorists.
- Aid merchants in metered areas by increasing space turnover.
- Reduce personnel required for parking enforcement.
- Reduce double parking.
- Aid traffic flow by reducing congestion.
- Aid in the financing of traffic control and off-street parking facilities.

- Disadvantages of Parking Meters

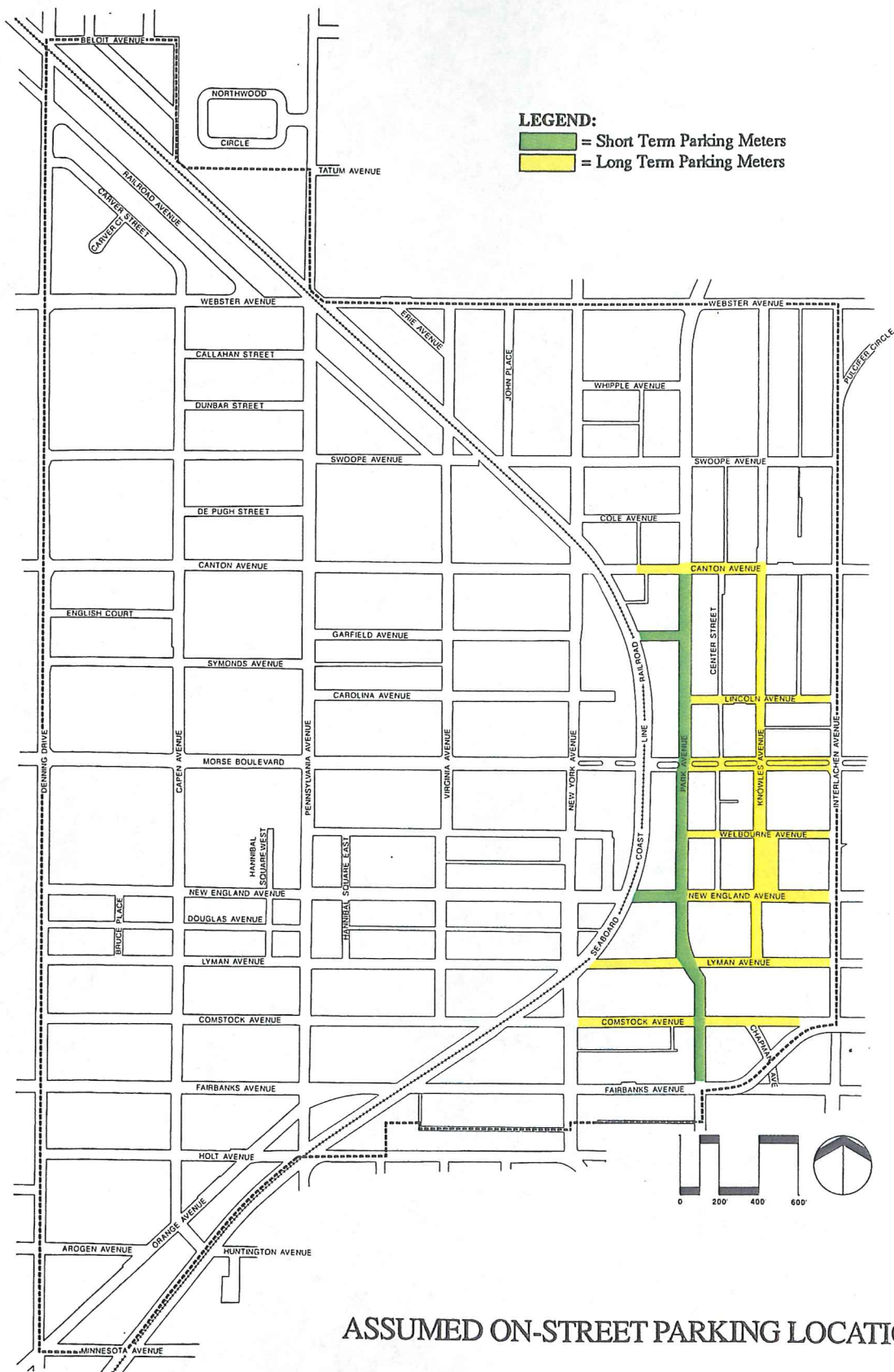
- If used where not warranted, they arouse resentment.
- Unless properly enforced, motorists learn that they can park overtime without receiving a summons.
- Unless frequently checked, some motorists will park overtime for long periods by feeding coins into the meter.
- After meters have been installed, the desire to continue the revenue may discourage elimination of curb parking when traffic demands indicate a need for it.
- On streets where parking is prohibited during rush hours, the presence of meters may make enforcement more difficult.

An example of the amount of parking meter revenue available to the City is as follows, assuming the City were to install parking meters on the streets shown on Figure 5. On Park Avenue from Canton Avenue to Fairbanks Avenue and portions of Garfield Avenue and New England Avenue, two-hour short-term meters (25¢/hour rate) are assumed. On the side streets off Park Avenue, as well as Knowles Avenue from Lyman Avenue to Morse Boulevard, long-term meters should be installed with split rate meters. These meters can be used to handle both long and short-term demand by the use of an adjusted rate. For example, a ten-hour meter is 25¢/hour for the first four quarters inserted, and the fifth quarter provides six additional hours for a total of ten hours of parking.

The amount of net revenue depends on several factors: 1) the rate charged; 2) the demand for those spaces; 3) cost of maintenance and collection; and 4) meter and installation costs. Based on historic parking usage in Winter Park, on-street meter gross revenue could be as much as \$264 per curb space per year or a total revenue of \$156,350 annually (see Table 2).

The cost of the meter itself varies from \$125 to \$350. This variance in price is due to several elements. These elements are: 1) manual vs. electronics; 2) secured or unsecured vaults; and 3) rebuilt vs. new meters. Table 3 presents the different types of meters and the costs of each, as well as an estimated cost for a money collector/repairer attendant.

Maintenance and collection costs also will vary depending on the type of meter, its age, and whether it is an open (the collector has access to the money) or closed collection system (the collector has no access to the money). Most cities utilize the open system because of the ease of collection; however, vandalism of the particular location will determine when it should be changed to a closed system. The typical problem with any meter is coin jams (bent coins). With manual meters, it is smart to have a preventive maintenance program in effect. Electronic meters have virtually no moving parts, therefore battery changes are necessary about every 12-15 months, depending on usage. When selecting meters, it should be noted that both types of meters are dependable. The



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FIGURE 5

TABLE 2

ON-STREET METER SYSTEM  
PROJECTED REVENUE

Type	# of Spaces	Rate	Turnover Rate (1)	Average Duration	Days Per Year	Average Occupancy	Projected Gross Revenue
<b>Short-Term (2)</b>							
Park Ave.	146	25¢/hour	4.0	1.5	250	80%	\$43,800
Garfield Ave.	13	25¢/hour	4.0	1.5	250	80%	\$ 3,900
New England Ave.	<u>8</u>	25¢/hour	4.0	1.5	250	80%	<u>\$ 2,400</u>
SUBTOTAL	167						\$50,100
<b>Long-Term (3)</b>							
Canton Ave.	31	\$1.25/day	---	---	250	80%	\$ 7,750
Lincoln Ave.	40	\$1.25/day	---	---	250	80%	10,000
Morse Blvd.	37	\$1.25/day	---	---	250	80%	9,250
Welbourne Ave.	24	\$1.25/day	---	---	250	80%	6,000
New England Ave.	32	\$1.25/day	---	---	250	80%	8,000
Lyman Ave.	27	\$1.25/day	---	---	250	80%	6,750
Comstock Ave.	44	\$1.25/day	---	---	250	80%	11,000
Knowles Ave.	<u>190</u>	\$1.25/day	---	---	250	80%	<u>47,500</u>
TOTAL	425						\$106,250
GRAND TOTAL	592						\$156,350

(1) Parking Turnover and Average Duration Taken from 1986 "Winter Park Parking Study," Kimley-Horn and Associates, Inc.

(2) Two-Hour Meters

(3) Ten-Hour Split Rate Meters

Source: Transportation Consulting Group

**TABLE 3**  
**ON-STREET METER SYSTEM**  
**PROJECTED COST**

Types of Meters				
Collection Type	<u>Individual Manual Cost</u>		<u>Individual Electronic Cost</u>	
	Unsecured	Secured	Unsecured	Secured
New	\$150	\$195	\$225	\$350
Rebuilt	\$125	\$155	N/A	N/A

Total Cost for 592 Meters				
Collection Type	<u>Individual Manual Cost</u>		<u>Individual Electronic Cost</u>	
	Unsecured	Secured	Unsecured	Secured
New	\$88,800	\$115,440	\$133,200	\$207,200
Rebuilt	\$74,000	\$ 91,760	---	---

Installation costs

Range from \$50 to \$80 per meter. Total of \$29,600 to \$47,360 for 592 meters.

Operating costs

Attendants range from \$25,000 to \$45,000 per year.

Maintenance costs range from \$5,000 to \$10,000 per year.

Source: Duncan Industries, Parking Control Systems

electronic meter allows municipalities several advantages that manual meters cannot: 1) an audit; 2) the ease of rate conversions; and 3) less regular maintenance (lubrication of moving parts).

## On-Street Parking Options

Based upon the above discussion, on-street parking options for the CRA are the following:

- 1) Improve signage and pavement markings.
- 2) Implement shorter time periods for parking spaces adjacent to high turnover establishments.
- 3) Remove all on-street parking in the CBD core and purchase/build off-street parking facilities.
- 4) Prohibit some on-street parking in the CBD core and purchase/build off-street parking facilities.
- 5) Install parking meters to increase parking turnover, provide a new revenue source for the City, and to complement paid parking in off-street lots/garages.
- 6) Create additional on-street spaces by adding parking to Morse Boulevard between Denning Avenue and New York Avenue.
- 7) Survey the residents and businesses of Winter Park to determine their perception of any parking problems and solutions, such as removing on-street parking, and the use of parking meters.

## Off-Street Parking

Off-street parking is defined as a temporary storage area for motor vehicles that is directly accessible to an access aisle and that is not located on a dedicated street right-of-way. See Figure 4 for existing off-street parking lot locations.

The placement, pattern, and size of off-street public parking facilities should be planned to alleviate existing shortages, reinforce commercial activity, integrate with development projects, and

serve anticipated growth or redevelopment while not exceeding the ability of the CRA to fund. Facilities should be located and designed for maximum value. There are three primary objectives of parking lot design and placement:

- 1) Must be convenient and safe (accessibility)
- 2) Should be space efficient and economical to operate (availability)
- 3) Should be compatible with its environs (suitability)

#### Accessibility

For parking sites, accessibility is related to parking's proximity to its traffic generator and adequacy of the street or roadway system serving the site.

Walking distance between parking and nearest pedestrian entrance to the traffic generator is the principal criteria for assessing parking site location. They should be located within acceptable walking distances. Short-term parking distance should not exceed 500 feet and long-term not exceed 1,000 feet.

Accessibility must also consider the adequacy of the street system serving the site. Ideally, the lot should be situated to intercept most parking traffic as directly as possible. Where this is not possible with existing lots, adequate signage should be utilized to direct motorists unfamiliar with the area to the parking lots.

#### Availability

Land availability and cost are major influences in determining what type of parking to provide. In an area such as Winter Park, limited availability of land near the central business district results in high land cost. Where land value is below \$25 to \$30 per square foot, surface lots are more economical per space than structures.

#### Suitability

The size, shape, and aesthetic compatibility are major concerns in the suitability of a parking lot location. Rectangular sites of minimum 120 feet by 300 feet are the most efficient. Aesthetics are more important when a parking structure is involved, but a surface parking lot should also be designed to be compatible with surrounding uses.

Currently, the City has five municipal parking lots:

- 1) The north lot at Morse Boulevard and New York Avenue
- 2) The south lot at Morse Boulevard and New York Avenue
- 3) The Jacobson's Department Store lot
- 4) The Farmer's Market lot
- 5) The City Hall lot

These lots are shown in dark blue on Figure 4.

A windshield survey (in 1991) of these lots during different time periods indicated that all the municipal lots are utilized 60 to 75 percent. In order to improve utilization of these lots, entrance features which advertise their availability and hours should be constructed. The layout and design of the Morse Boulevard and Jacobson's lots should also be reviewed to ensure that proper circulation and safety is provided. Improving circulation may result in the loss of some parking spaces in these lots.

The City has a parking lease with United Telephone Company for its lot at the corner of Morse Boulevard and New York Avenue. At the time of lease renewal, the City should secure air rights for future parking demand.

There is only one vacant lot adjacent to the CBD that would meet the walking criteria outlined above. This lot is the old Rollins College classroom building and parking lot located between Comstock Avenue and Lyman Avenue. As discussed in an earlier section, Rollins College plans to move this student parking area onto the College campus. That would open this parcel of land for redevelopment. A temporary off-street City parking lot could be built here, and the City could negotiate air rights for future use.

Other smaller parcels of vacant property are scattered throughout the residential area of the CRA. One large parcel located near Redevelopment Area 3 (Morse Boulevard/Pennsylvania Avenue

Area) could be developed as a public/private off-street parking lot. This parcel, located in the southwest quadrant of Morse Boulevard and Pennsylvania Avenue, could serve the commercial and office land uses in this section of the CRA.

### **Off-Street Parking Operation Plan**

It is important for the City of Winter Park to balance the goal of providing more parking with the goal of cost effective parking operation. In order to do this, a plan of operation is imperative. It provides the framework of what the City wants to accomplish and establishes the desired balance between service and economy. It must be responsive to the types of patrons served. Influencing factors of patronage type include their parking demand characteristics and service expectations.

The type and mix of parkers varies, depending on the land use generating the vehicular traffic and parking demand. Every land use exhibits typical peak-traffic activity periods and parking demand characteristics. Winter Park CRA traffic is a mix of business, retail, and residential traffic. Arrival and departure patterns, parking accumulation and turnover characteristics, and type and mix of parkers each have a fundamental influence on operations planning.

When determining the best type of equipment to use on off-street surface lots, it is important to have a goal. The goal, in this case, is that the municipal lots would serve primarily as a long-term parking area for employees and supplement the short-term deficit. Other characteristics which include operational hours, peak demand, and type of parkers determine what type of equipment best fits the area.

There are three operating techniques employed in off-street parking systems. These are: 1) free; 2) meters; and 3) gates. Free parking is the technique that currently exists. Individual meters similar to those used for on-street purposes can be used. This technique would require that a meter be installed for each parking space. Another way of metering the lot is the use of a "master meter." Instead of separate meters, each parking space is numbered. This space number, along with the fee amount for the time required, is deposited with the Master Meter. These devices are centrally

located for convenience and can handle as many as 500 spaces for one location (e.g., Downtown Orlando).

Gates can be used with or without attendants. Using gates without attendants can serve both long/short-term parkers. A coin hopper can be used either at the entrance or exit. Access cards also can be used to handle the all-day parker. Utilizing attendants is a very labor intensive type of operation. Staff must be available all day to handle the funds. Security issues also must be addressed due to the easy access to cash.

Costs for each of these systems vary, depending on the automation that is used. Table 4 illustrates the equipment cost of each system, as well as general staff cost for a booth attendant.

Parking rates depend on: 1) the operational and development cost; and 2) what the public is willing to pay. It is important to have revenues that, at the minimum, break even over the operational costs. Winter Park should consider a variety of operations for their existing off-street lots. Meters would be the best system at this time to handle the short-term needs for customers' parking; also, meters (or the use of permits) could be used for long-term parking. Permits can be sold on a monthly basis to employees at a discount. Certain spaces in these lots could be set aside for permit parking with the use of signage, eliminating the cost of long-term meters. Three existing City parking lots that could be metered are both lots on New York Avenue north and south of Morse Boulevard and the City lot behind Jacobson's on Canton Avenue. Revenue from these City municipal parking lots, assuming meter/permit parking, could be as much as \$86,056 annually (see Table 5).

### **Administration/Management of Off-Street Parking**

Selecting a site for an off-street parking structure involves the same three general site selection guidelines: accessibility, suitability, and availability. Accessibility is related to the walking distance and length of time parked. High turnover parking should be located within 100 feet of

**TABLE 4**  
**OFF-STREET PROJECTED EQUIPMENT AND OPERATING COST**

Type of Equipment	New	Rebuilt
Meters	\$165 - \$195	\$125 - \$155
Installation Cost	\$50 - \$80	\$50 - \$80
Master Meters:		
With Dollar Bill	\$11,000 each	N/A
Without Dollar Bill	\$ 8,500 each	N/A
Installation Cost	\$150 - \$250	N/A
Gates	\$ 3,000 each	*
Coin Hopper	\$ 4,500 each	N/A
Booth	\$ 7,000 each	*
Card Reader System	\$5,000 - \$10,000	

Operating Cost

Attendant ranges from \$25,000 to \$40,000 per year

Maintenance costs range from \$5,000 to \$10,000 per year.

\* Price varies depending on age.

Source: Duncan Industries, Parking Control Systems

TABLE 5  
OFF-STREET PROJECTED METER REVENUE

	# of Spaces	Rate/Hour	Turnover Rate (1)	Average Duration (1)	Days Per Year	Average Occupancy	Projected Gross Revenue
<i>North Lot - New York Avenue &amp; Morse Boulevard</i>							
Short-Term (2)	21	25¢/Hour	2.4	2.5	250	80%	\$ 6,300
Long-Term							
Metered (3)	32	\$1.25/Day	---	---	250	80%	\$ 8,000
Permit	32	\$21/Month	---	---	---	100%	\$ 8,064
TOTAL	85						\$22,364
<i>South Lot - New York Avenue &amp; Morse Boulevard</i>							
Short-Term (2)	27	25¢/Hour	2.4	2.5	250	80%	\$ 8,100
Long-Term							
Metered (3)	74	\$1.25/Day	---	---	250	80%	\$18,500
Permit	74	\$21/Month	---	---	---	100%	\$18,648
TOTAL	175						\$45,248
<i>Jacobson Department Store Lot</i>							
Short-Term (2)	48	25¢/Hour	3.7	1.3	250	80%	\$11,544
Long-Term							
Metered (3)	15	\$1.25/Day	---	---	250	80%	\$ 3,750
Permit	15	\$21/Month	---	---	---	100%	\$ 3,150
TOTAL	78						\$18,444
GRAND TOTAL	338						\$86,056

- (1) Parking Turnover and Average Duration Taken from 1986 "Winter Park Parking Study," Kimley-Horn and Associates, Inc.  
 (2) Two Hour Meters.  
 (3) Ten Hour Split Rate Meters.

building entrances. Longer walking distances (500 to 1,000 feet) are acceptable for long-term parking (i.e., employees or customers conducting business).

Suitability involves the site size, shape, and topographical features. At a minimum, the subject site should be 120 feet by 300 feet to achieve a good balance between area used per parker, space, and operational efficiency. Development compatibility is also a major concern. Both building height and facade should fit the area.

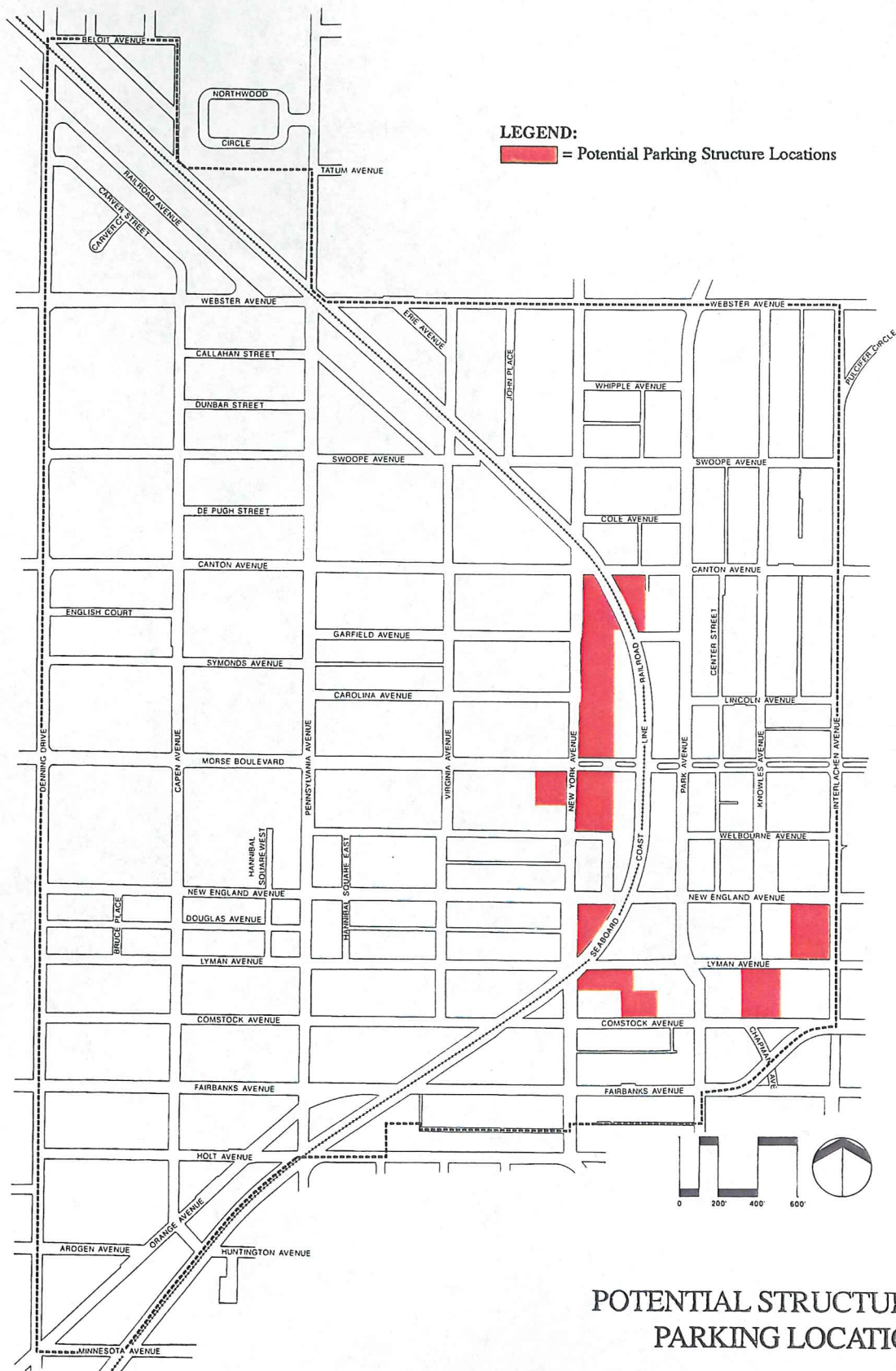
Availability is related to two factors: Is land available, and what will it cost? Limited availability of suitable sites in the CBD will result in higher costs.

Currently, most of the surface parking areas within the CRA are located in or adjacent to the CBD. Locations which meet some or all of the criteria discussed above include the following surface parking lots (see Figure 6):

- New England Avenue/Lyman Avenue/Interlachen Avenue Lot -- Private ownership
- Both City Lots on Morse Boulevard (includes Chamber of Commerce) -- City ownership
- United Telephone Lot -- Private ownership
- Post Office Lot -- Private ownership
- Jacobson's Lot -- City ownership
- City Hall Lot -- City ownership
- Farmer's Market Lot -- City ownership
- Old Rollins College Classroom Property Lot -- Private Ownership

In order for the City of Winter Park to determine if a parking garage is feasible, it must first conduct a Financial Feasibility Analysis. The key steps of an analysis are outlined below:

- 1) Determine the facility's location and orientation to the roadway network
- 2) Establish the facility's estimated capacity
- 3) Determine the influence area
- 4) Establish existing and future parking supply
- 5) Select a parking rate schedule



# PARKING NEEDS STUDY CITY OF WINTER PARK



HANSON • TAYLOR

PLANNING LANDSCAPE ARCHITECTURE



TRANSPORTATION CONSULTING GROUP

FIGURE 6

- 6) Identify operating and maintenance expenses
- 7) Calculate land, construction, development, and finance costs
- 8) Determine financial performance statements, bond issue costs, net income, and debt service coverage ratio

It is not within the scope of this report to conduct a complete financial feasibility analysis. An abbreviated feasibility analysis is presented in the Economic Analysis section.

When the City of Winter Park decides to build and operate a multi-level parking structure, there are operational factors to consider. These factors are an automated versus a non-automated system and private versus public ownership.

Like off-street surface parking, there are many ways to operate a multi-level parking structure. The most commonly used is cashier (attendant) style of operation. Typically, parking ticket/gates operations work with an attendant style of operation. The equipment cost can vary depending on the number of entrances/exits and the degree of automation one selects.

The basic automated system provides for an entry at which a loop detector senses the presence of a vehicle and activates the ticket dispenser. When the ticket is removed, the entrance gate is raised allowing the vehicle into the garage. Upon exit, the patron gives the ticket to the cashier, who reads the in-time and calculates the fee. This activates the gate and the vehicle is allowed to exit. Variations can be used to upgrade a standard system to allow for better audit trails, vehicular counters, management reports, and validation reports. The basic system with a two-lane entrance and a two-lane exit can cost approximately \$55,000. In a more sophisticated system, costs could increase up to \$125,000.

Labor and labor-related costs, which typically run between 50-60 percent of the total operating cost, are a major part of the cost of operating a parking garage.

Many municipalities are now looking at privatization of this type of operation to see if any savings are possible. The city personnel salary schedule and the commitment the municipality is willing to make as its parking program determine if it hires its own staff. If the municipality elects to privatize its operation, it can be either a management or lease agreement.

A management agreement provides for a service that the municipality is requesting. This contract has more flexibility than a lease arrangement. If a municipality is not satisfied with the service it receives, provisions to terminate are normally a part of the agreement. Under a management agreement with an operator, they normally request a management fee which can be negotiated. This can be: 1) percentage of gross receipts; 2) a fixed fee plus a percentage of gross; or 3) a percentage of net income. A disadvantage under a management agreement is that the municipality may be required to pay for operational expenses over which it has no control.

A lease arrangement provides minimum risk for the municipality. All costs are borne by the operator. However, under this arrangement, the municipality has limited control, and this can be a concern when trying to provide good customer service.

The most important operational goal of any parking program is customer service and satisfaction. It is also important to monitor all revenue and expenditures carefully. Even with the best operation, without competent management and staff, the facility can fail.

## **Economic Analysis of Parking Garages**

An economic analysis of the candidate parking lots was undertaken to identify the general financial cost of the program, basic financial characteristics, and limitations so that a general project scope could be determined. A detailed feasibility study should be undertaken for each parking facility at a later date.

### Cost of Parking Garage

To determine the general cost range of the parking facilities recommended in the parking development program, the following assumptions were used in the development cost estimates identified in Table 6:

TABLE 6

**PROPOSED PARKING GARAGE DEVELOPMENT COSTS**  
Winter Park, Florida

Proposed Parking Facility	Number of Spaces (1)	Land Costs (2)	Demolition Costs	Construction Costs (3)	Engineer and Contingencies Costs	Total Capital Development Costs	Bond Issue Amount
City Hall Lot	350	N/A	\$50,000	\$3,062,500	\$466,900	\$3,579,400	\$4,190,000
New York Lot							
S. Side Morse Blvd.	345	N/A	\$50,000	\$3,018,750	\$460,300	\$3,529,050	\$4,130,000
N. Side Morse Blvd.	280	N/A	\$50,000	\$2,450,000	\$375,000	\$2,875,000	\$3,360,000
Post Office Lot	250	\$608,100	\$50,000	\$2,187,500	\$426,840	\$3,272,440	\$3,880,000
Jacobsons Lot	216	\$729,700	\$50,000	\$1,890,000	\$400,460	\$3,070,160	\$3,630,000
United Telephone Lot	216	\$851,400	\$50,000	\$1,890,000	\$418,710	\$3,210,110	\$3,800,000
Farmer's Market Lot	175	N/A	\$50,000	\$1,531,250	\$237,190	\$1,818,440	\$2,130,000
New England Ave./ Lyman Ave./ Interlochen Ave. Lot	600	\$1,459,500	\$50,000	\$5,250,000	\$1,013,930	\$7,773,430	\$9,150,000
Rollins College Classroom	400	\$362,100	\$50,000	\$3,500,000	\$532,500	\$4,444,600	\$5,200,000

(1) Assume a maximum of only three levels.

(2) \$25 per square foot.

(3) Construction Cost Based on \$28 Per Square Foot Taken from "Parking," Robert A. Weant and Herbert S. Levinson. ENO Foundation.

Source: Transportation Consulting Group, 1993.

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- \$28 per square foot per parking space for the construction of a parking garage
- 15 percent engineering and contingency cost

#### Feasibility Analysis of Parking Garage

The basic assumptions in the feasibility analysis concern projected parking revenues for the site. These revenues were developed by using the anticipated numbers of daily parkers (number of spaces in each facility multiplied by the estimated turnover rate) and the average parker fee. The average parker fee assumed parking rate schedules of \$1.00 per hour (a conservative rate taken from "Parking" by Robert A. Weant and Herbert S. Livinson) and the parking length frequency projected for Winter Park. Annual gross revenues were calculated by determining the daily fees collected (daily parkers times average fee) and multiplying them by 250 days per year. Because 250 operating days per year were used, the annual revenues do not assume any significant weekend or major holiday parking revenues and, therefore, would be somewhat conservative.

Operating and maintenance costs for this facility have been estimated at \$460 per space for a garage. Approximately 60 percent of this operating cost would cover personnel salaries and benefits. Some saving in these estimates could be realized if certain administrative and maintenance costs were absorbed by existing city or private administrative functions.

Table 7 includes the estimated revenues (gross revenues less operating expenses) and the annual debt payment. The yearly debt retirement was calculated assuming a 5 percent interest rate over a 14-year life of a financing program. The annual revenue and coverage factor is shown in the right-hand columns of the table.

The coverage factor represents the percentage of the facility the collected revenues would cover. Therefore, a financially feasible project would show a coverage factor of 1.00 or greater. This factor can be calculated by using the following formula:

Coverage Factor =

$$\frac{\text{Annual Gross Revenues} - \text{Annual Operating Expenses}}{\text{Annual Debt Payment}}$$

As can be seen from Table 7, the coverage factor is below 1.0 for all the candidate lots and thus, a parking garage on one or all of these lots may only be a financially feasible venture if other sources of revenue are used to retire their debt. Another way to increase the

TABLE 7

**PARKING GARAGE INCOME SUMMARY**  
**Winter Park, Florida**  
 (Thousands of Dollars)

Parking Facility	# of Spaces	Development Cost <sup>1</sup> (000)	Average Annual Gross Revenues	Average Annual Operating Costs	Estimated Net Revenues	Annual Average Level Debt Service <sup>2</sup>	Revenue (Deficit)	Debt Coverage Factor
City Hall	350	\$4,190.0	\$525.0	\$161.0	\$364.0	\$423.2	(\$59.2)	0.860
New York Lot								
S. Side Morse	345	\$4,130.0	\$517.5	\$158.7	\$358.8	\$417.1	(\$ 58.3)	0.860
N. Side Morse	280	\$3,360.0	\$420.0	\$128.8	\$291.2	\$339.4	(\$ 48.2)	0.858
Post Office Lot	250	\$3,860.0	\$375.0	\$115.0	\$260.0	\$389.9	(\$129.9)	0.667
Jacobsons Lot	216	\$3,630.0	\$324.0	\$ 99.4	\$224.6	\$366.6	(\$142.0)	0.613
United Telephone Lot	216	\$3,800.0	\$324.0	\$ 99.4	\$224.6	\$383.8	(\$159.2)	0.585
Farmer's Market Lot	175	\$2,130.0	\$262.5	\$ 80.5	\$182.0	\$215.1	(\$ 33.1)	0.846
New England Ave./ Lyman Ave./ Interlachen Ave. Lot	600	\$9,150.0	\$900.0	\$276.0	\$624.0	\$924.2	(\$300.2)	0.675
Rollins College Classroom	400	\$5,200.00	\$600.0	\$184.0	\$416.0	\$525.3	(\$109.3)	0.790

1 1993 dollars

2 Assumes 5 percent interest rate for 14 years

Source: Transportation Consulting Group, 1993.

viability of a parking garage is to build a higher structure. A five level structure on the north Morse Boulevard lot would have a coverage factor of over 1.0.

### Financing Options

Funding sources should be explored to finance the parking lots and garages; these sources include:

- General obligation bonds
- Revenue bonds
- Tax increment
- Federal grants
- General funds
- Developer assistance
- Metered parking
- Fees for office buildings
- Tax districts
- Merchant support

Size, type of facility, projected revenues, and estimated costs generally dictate the most favorable financing method. Because the planning period extends over 8 to 10 years, development proposals for the CRA are not detailed enough at this time to develop specific funding packages for the parking facility; but there are potential funding options that can be considered.

One of the most successful methods utilized to finance parking facilities developed by municipal governments is the issuance of general obligation bonds. General obligation bonds are issued on the full faith and credit of a city, county, or other taxing district. They are restricted to debt limits fixed by the Florida Constitution and require approval through referendum. These bonds carry the lowest interest rates and, thus, finance expenses are kept to a minimum and debt service payments are guaranteed by overall city, county, or other district tax revenues.

In addition to the issuance of obligation bonds, another source of funds is revenue bonds. These bonds are payable from net revenue of the parking development for which they are issued or from net revenues of the communitywide parking system. Because revenue bonds repayment is from a single revenue source, a higher debt coverage ratio is usually necessary (general obligation bonds - 1.1 vs. revenue bonds - 1.3).

Another method that the City could use for pledging additional funds is the tax increment funding source of the CRA. Such funds are usually derived from the CBD area and could be significant in future years. The actual amount of available funds would depend upon the

City's future tax increment financing policy and on future development in the areas designated for this type of financing. These funds, coupled with parking revenues, could provide a marketable revenue bond issue for the identified parking facility.

Federal funds, such as Urban Development Action Grants (UDAG), are also available from time to time for capital improvements. Therefore, federal sources should be continuously investigated for possible financial assistance.

The general funds source for the City of Winter Park may be able to supply additional monies that could be used to offset operating and maintenance costs which may improve the debt coverage factor.

Developer assistance may be in the form of donated land or Cash-in-Lieu program. A minimum number of parking spaces are provided on-site, and the balance provided by the City using the Cash-in-Lieu program to reduce the overall capital cost of the parking facility.

### Off-Street Parking Options

Based on the discussion of off-street parking which includes surface lots and parking garages, the following options are proposed:

- 1) Improve signage for all municipal lots; both directional as well as entrance features.
- 2) Incorporate existing parking lots into a streetscape program.
- 3) Redesign layout of existing lots to improve circulation.
- 4) Secure air rights for United Telephone and Rollins College Classroom lot.
- 5) Develop a full financial feasibility analysis on each of the candidate parking lots.
- 6) Install meters or a master meter system on the Morse Boulevard/New York Avenue lots and on the Jacobson's lot.
- 7) Investigate new funding sources for parking facilities.
- 8) Develop a cash-in-lieu program (see Appendix for sample).
- 9) Evaluate the potential for a new parking garage(s).

## PARKING MANAGEMENT

The key to any parking program is how it is managed. Three areas of prime importance are: enforcement, a validation program, and administration.

### Enforcement

The center of any enforcement program is ticket writing. Many cities use either police officers or civilian staff; civilian staff to enforce parking regulations has become very popular. These civilians either work under the supervision of the police department or under a separate parking operation. Civilian staffing requires 40 hours of training under Florida law. In addition to requiring less training, typically they are less expensive than police department staff.

Revenue derived from parking fines has become important in the support of municipal parking programs. In the City of Winter Park, parking fines generated \$49,373 from January 1 to June 30, 1993. This is consistent with an average annual revenue in Winter Park of \$100,000 per year. Even though this money is not a pledgeable funding mechanism to cover the debt from bond covenants, it can be used to cover many operational and maintenance expenses.

### Validation Program

A validation program allows businesses to participate in providing free or discounted parking for customers at either parking facilities or at meters.

The easiest system to provide a validation program at meters is token purchase. This enables merchants to provide their customers with tokens to be placed in meters in lieu of coins. Stamps or stickers can be used at attendant-style facilities. A participating merchant purchases validation stamps or tokens from either the municipality or through the merchant association. Each stamp or token is worth a specified amount of parking time at the participating facility or meter. Typically, the merchant controls the amount of stamps or tokens to be given to its customers.

Payment for these stamps or tokens can be done in two ways -- they can be purchased in advance (pre-payment) with a percentage discount placed on each stamp purchased, or payment can be made after the stamps have been validated by the participating facility (pay as you go). The success of a validation program depends on one main factor: the amount of advertising the program receives. This is mainly the responsibility of the merchants' association or the individual merchants.

All validation programs have some drawbacks. A pre-payment system asks merchants to spend money in advance, which has a financial impact on these businesses. The pay-as-you-go plan creates a bookkeeping activity in which the cost must be passed on with the program, and this sometimes costs more to administer than what the program provides in income.

Problems with control of the validation stamps or tokens require that the program be carefully monitored to ensure that neither customers nor parking attendants are misusing it. The success of any validation program is based on the cooperation of the merchants and the municipality that operates the program and facilities. The initial reaction of the Winter Park merchants, represented by Don Dalton, Executive Director of the Winter Park Chamber of Commerce, to the validation program was very positive.

### Parking Administration

The organization and management of parking activities varies from city to city. Specific goals and arrangements depend on local needs. There is no one best way to administer and manage public parking activities. Because of changes in government and business, parking needs and priorities will also change. This change is better managed when all aspects of parking -- fines, meters, enforcement, and administration -- are under one program. This is necessary to ensure that parking needs are properly addressed and that parking activities are coordinated with community objectives and goals.

Administration of parking activities within local government can take many forms, depending on the community needs. Responsibilities may rest in a city department like Public Works, a bureau of

traffic and parking, or a special parking authority. Organizational arrangements and duties should be carefully matched to meet local needs and conditions.

A parking department or division should have responsibility for 1) planning and locating parking facilities, 2) regulating the construction of municipal facilities, 3) setting rates/fines for facilities and meters, and 4) developing and operating a municipal parking system. This can be done several ways:

- 1) Parking can be placed in an existing department. This is the simplest way to establish a parking program. However, in a large department, parking sometimes does not receive the necessary attention needed.
- 2) A combined department, typically a department of traffic and parking, can be formed. This works well for much of the operation, especially on-street parking. A parking section also could form a major unit in an overall department of transportation.
- 3) A separate department of parking can be created to handle all parking programs. In this scenario, parking would receive equal status with other departments. A separate department enables direct lines of authority, and its duties and responsibilities can be clearly defined. This arrangement calls for close coordination between departments, especially the traffic or transportation departments.

Each of these options for placing responsibilities for parking in a City department (separate or combined) has the advantage of coordinating the City's parking system actions; allowing maximum use of the City's powers, personnel, and equipment; facilitating regulation and enforcement of parking operations and fees; and integrating parking with other transportation elements.

The greatest disadvantage of administering parking within a City department is that funds for any major expenditures must come from the City's budget. This forces parking to compete for funding with other community needs, and parking expenditures add to the local government's total indebtedness. Also, changes in City leadership can disrupt the continuity and efficiency of a parking program.

A parking authority is a more autonomous agency. Members of the authority are appointed by the City Commission, and they can respond to the overall parking needs of a community. Moreover, the entire parking program is administered by one agency; there is relative freedom from political pressure and governmental delays. A Parking Authority can also issue non-taxable revenue bonds to finance parking development.

There are disadvantages to a parking authority. The interest rate on the authority's revenue bonds is higher than if the City finances general obligation bonds. Also, the coordination of parking programs with other City programs relating to transportation may be reduced, and there is even the potential for conflict with the development plans for City departments.

Since parking is important to the local economy, its administration calls for concerted actions by both public and private sectors. Administrative arrangements can vary. The key is efficient, responsive, and responsible structure. In any scenario, parking administrators must have vision, understand traffic and parking problems, comprehend business management principles, and possess an intimate knowledge of the public administration.

### **Parking Monitoring Program**

A key component of administration is information. A parking monitoring program that monitors activities of the proposed parking program will supply needed feedback. Changes in parking supply and demand in the coming years would be measured and compared with those projected in the present study. The program should also encompass monitoring the revenues and costs of City parking facilities and a comparison of the actual revenues and costs with the projections. The monitoring program should include adjustments in the comprehensive plan resulting from changing conditions.

Periodic data collection is a key element in the monitoring program. In the coming years, the City of Winter Park should monitor the demand for parking from new parking generators. After new buildings are occupied and trip patterns established, interviews should be conducted to determine

the parking demand per 1,000 square feet. Every year parking accumulation by hour for a weekday should be measured for all curb and off-street parking.

Changes in parking supply, both on-street and off-street, should be monitored. A procedure should be established so that, as on-street parking spaces are added (or subtracted) through City action, these changes are automatically made to the parking space inventory. Similarly, through review of building permits for private parking garages and information about publicly constructed parking garages, changes in the supply of off-street spaces should be observed. The data collection effort should also include monthly statistics on the actual cost and revenues of on-street and off-street City parking facilities. In the case of the attendant parking areas, the data should also include the number of parkers so that the average revenue per parker can be computed.

An annual spot check should be made of the rates charged in private parking facilities. An origin/destination study of trip makers, both those using transit and those traveling by automobile and parking, should be made every three to five years. The shorter period would be called for if rapid changes and changes deviating from the projected pattern were to occur.

Every year, as part of the monitoring program, the collected data should be evaluated. An important part of the evaluation would be a comparison of the actual parking supply, demand, revenues, and costs with those projected in the present study. In fact, the data should be collected in such a way as to facilitate updating of the present study, that is the same definitions and categories should be used. In particular, since a increase in transit service may occur due to an increase in the share of trip makers using transit, it is important that the distribution of trips by mode be measured over time.

The financial data suggests the need for implementing rates both for on-street and off-street parking. The occupancy of off-street parking and on-street spaces located close to major parking generators should be closely monitored. The revenues generated from public on-street and off-street spaces located close to parking generators can be viewed as a source of revenue for peripheral parking and the City's shuttle system.

The monitoring plan should include a section on recommendations. These could include adjustments to the comprehensive plan indicated by proposed redevelopment plans within the CRA. The deletion or addition of currently proposed parking facilities could be recommended, or changes in their timing or locations. The section could also include appropriate adjustments in on-street and off-street parking rates, and the expansion (or reduction) of commuter transit services. It could also include changes in the transit services provided to parkers in the fringe parking areas. Finally, the recommendation section could include additional studies, especially in areas where deviations from the projected plan are great.

Based on the above discussion, the parking management options for the CRA are:

- 1) Investigate increasing the size of its civilian enforcement staff.
- 2) Increase parking fines from \$8 to \$10.
- 3) Investigate a validation program with area merchants.
- 4) Establish a Parking Authority.
- 5) Implement a monitoring program.

## RECOMMENDED PARKING PLAN

The recommended parking program for the Winter Park CRA responds to the existing and projected parking needs and the identified planning and fiscal considerations. The recommended program consists of the following components:

- Parking requirements
- On-street parking
- Off-street parking
- Parking management program

Each component of the recommended program is discussed below.

### Parking Requirements

It is recommended that the City of Winter Park update its parking requirements to incorporate the following concepts. The first is to incorporate the results of both the ITE Parking Generation Report and the Shared Parking Study compiled by the Urban Land Institute. The second is to incorporate language that would allow future development to have the option to provide cash or land in lieu of off-street parking.

### On-Street Parking

It is recommended that the City of Winter Park improve its parking signage to clearly define "No Parking" time periods as well as area limits.

Pavement markings should also be improved to better define the parking area.

The following options should be considered for implementation to improve parking in Winter Park:

- Remove all on-street parking in the CBD core and purchase/build off-street parking facilities.
- Prohibit some on-street parking in the CBD core and purchase/build off-street parking facilities.

- Create additional on-street spaces by adding parking to Morse Boulevard between Denning Avenue and New York Avenue.
- Implement shorter time periods for parking spaces adjacent to high turnover establishments.
- Install parking meters to increase parking turnover and provide a new revenue source for the City.

It is also recommended that the City of Winter Park implement a comprehensive "On-Street" parking survey of the city residents and businesses. The purpose of this survey is to determine the perception of parking problems and possible solutions such as removing on-street parking and the use of parking meters.

### Off-Street Parking

It is recommended that the City of Winter Park improve its parking signage to clearly define directions to the municipal parking lots. The city should also develop entrance features which define hours of operation. To the extent possible the municipal lots should be incorporated into the streetscape program. The city should also redesign the layouts of the existing lots to improve circulation.

Based on an evaluation of off-street parking options and input from the CRA Committee and the City of Winter Park, the following recommendations are provided:

- Develop a full financial feasibility analysis on each of the candidate parking lots.
- Initiate negotiations for surface/air right agreements with selected private property owners to secure the ability to provide parking.
- Investigate and implement new funding sources for parking facilities.
- Incorporate the Amtrak Property into the existing surface lot at the corner of Morse and New York.
- Evaluate option of providing a downtown shuttle to carry shoppers to remote parking.

It is also recommended that the City of Winter Park implement a comprehensive "Off-Street" parking survey of the city residents and businesses. The purpose of this survey is to determine the degree of and potential for support for off-street parking lots and structures.

### **Parking Management Plan**

It is recommended that the City of Winter Park establish a parking authority to accomplish the above outlined recommendations and options. The purpose of the Winter Park Parking Authority would be to provide adequate parking consistent with City planning and fiscal objectives and constraints. The duties of the Authority would include the administration of City off-street parking, including the setting of rates and the collection of revenues. The Authority would monitor parking revenues, costs, and demand and would be responsible for the construction of new off-street parking facilities and their financing. Also, the Authority would be responsible for scheduling new parking facilities and for using other policies and programs to balance growing demand for parking spaces with the supply.

The Winter Park Parking Authority would provide the CBD with an opportunity to administer parking in a more businesslike manner with keen sensitivity to cost. It would collect and manage the payments received from developers in lieu of their provisions of required off-street parking spaces. The Authority would also administer dedicated lands that were similarly provided in lieu of off-street spaces.

Based on the outcome of the parking survey the following options may or may not be implemented:

- Investigate increasing the size of its civilian enforcement staff.
- Increase parking fines from \$8 to \$10.
- Investigate a validation program with area merchants.
- Implement a monitoring program.

