



city commission agenda

Work Session

2:00 – 3:30 p.m.
Monday, February 25, 2013
Commission Chamber
401 S. Park Avenue
Winter Park, Florida 32789

commissioners				mayor		commissioners			
seat 1	Steven Leary	seat 2	Sarah Sprinkel	Kenneth W. Bradley		seat 3	Carolyn Cooper	seat 4	Tom McMacken

NO PUBLIC INPUT WILL BE TAKEN AT THIS MEETING.

1. City-wide Master Plan (for City owned properties)

appeals & assistance

"If a person decides to appeal any decision made by the Commission with respect to any matter considered at such meeting or hearing, he/she will need a record of the proceedings, and that, for such purpose, he/she may need to ensure that a verbatim record of the proceedings is made, which record includes the testimony and evidence upon which the appeal is to be based." (F. S. 286.0105).

"Persons with disabilities needing assistance to participate in any of these proceedings should contact the City Clerk's Office (407-599-3277) at least 48 hours in advance of the meeting."

City of Winter Park, Florida
Draft Master Plan for City-Owned Properties

Overview:

The City of Winter Park owns over 150 parcels consisting of over 418 acres of property throughout the city limits as well as within the city's water and sewer service territory that extends outside the city limits. Most of these properties are currently being utilized in accordance with the intended purpose of acquisition.

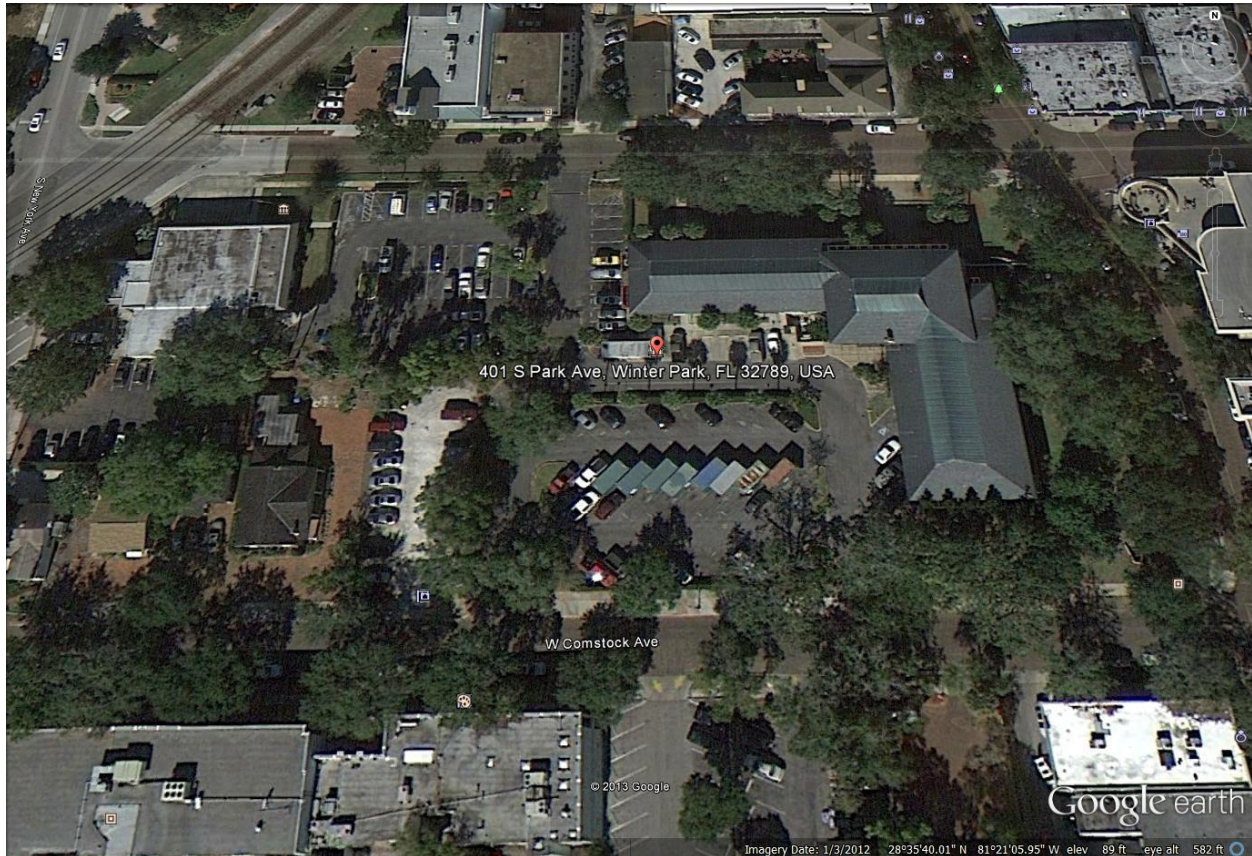
The purpose of this plan is to discuss those properties that may be put to a better use whether that is for a municipal purpose or a private purpose. The properties discussed herein are as follows:

City Hall and Public Works Administration Building
Winter Park Public Library
Progress Point
Blake Yard
Fire Station 64
Northwest Sports Complex (former Tree Farm)
Old Swoope Water Plant site
Pennsylvania/Garfield property (technically owned by the CRA)

There are also sites in the city that, *if* they become available, the city would potentially be interested in acquiring for a municipal use if the price is right. Discussions of those properties are at the end of this plan.

City Hall and Public Works Administration Building Site

Location: 401 South Park Avenue



Size: 2.8 acres

Buildings: City Hall (28,967 sq. ft.) and Public Works (6,358 sq. ft.)

Discussion: With the 2012 renovations, City Hall should meet the city's anticipated needs for at least the next 10 years. This complex serves as home to the City Commission Chambers, City Administration, City Clerk, Finance/Utility Billing, Communications, Economic Development/CRA, Planning, Building & Permitting, Risk Management, Public Works Administration, Electric

Administration, Water and Sewer Administration, Purchasing, Information Technologies and Human Resources.

The current buildings are adequate to meet the current space needs as well as the known needs of the future. However there may be other factors discussed in the options below that drive a different use of the property in the future.

The site is zoned PQP and the Current and Future Land Use is designated as Institutional.

Options:

The following options concerning this site have been discussed over the last several years through the Plan the Possibilities process.

- 1) There has been some talk that many of the “back-of-house” functions do not need to be located in such a prime location within the city. If a new City Hall were to be built it may make sense to move the back-of-house functions to a different, less valuable location, thus reducing the size of the City Hall at its current location.
- 2) There has also been discussion about co-locating the Winter Park Public Library on the City Hall site. This would likely require at least a partial tear down of City Hall if not a total tear down and rebuild. Combined with #1 above, a combined City Hall/library could easily fit. The need or desire for a new library could be a driver that causes something to happen on this site sooner rather than later. A voter referendum would likely be necessary to approve the bonds for the project.
- 3) Move City Hall to a different location and sell the current City Hall property. This has been discussed in the past but rejected by the City Commission. There was a strong feeling the City Hall should be on “Main Street” our Park Avenue.
- 4) Build a new stand alone City Hall on the existing site around 2022. This would coincide with the final maturity of the bonds issued to fund the Public Safety Building. Under this scenario a preliminary design and voter referendum would need to take place no later than 2021.
- 5) Build a parking garage behind City Hall and/or in conjunction with the building of a new City Hall to provide additional public parking for downtown. This could be better facilitated if the city acquired the

additional properties behind City Hall and/or demolished the Public Works Administration Building. Again, a voter referendum would likely be necessary to approve bonds for the project.

- 6) In the past there has also been discussion of a joint public private use of the City Hall property. While this might reduce the city's investment in a new city hall, the private contribution would not eliminate the need for a voter referendum to approve bonds for the project. This option is best explored in the 2021 timeframe when the city has the ability to fund its share.
- 7) Leave City Hall as is and continue to make modifications as needed.

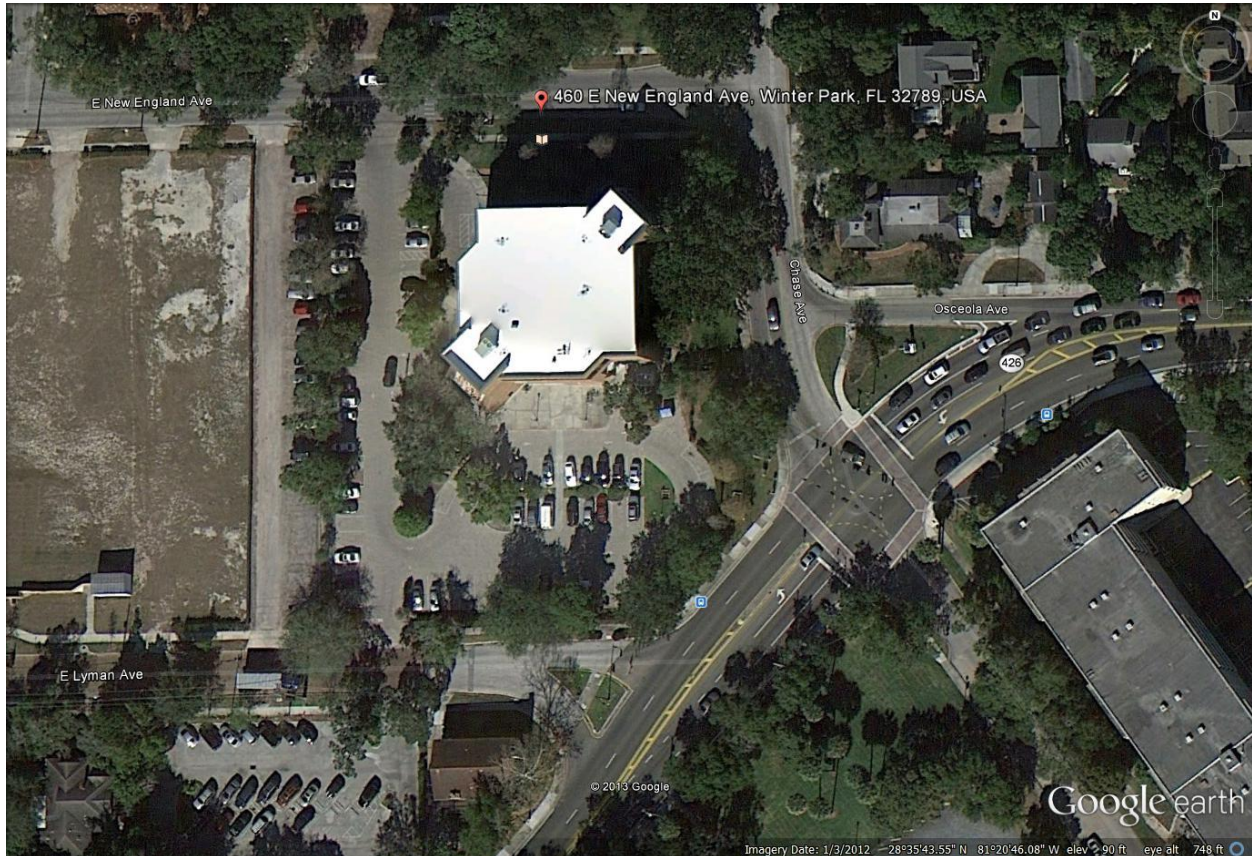
Staff Recommendation:

Staff recommends that we plan for a future municipal complex on the current City Hall site that includes a new City Hall, Winter Park Public Library and public parking garage all to be built in the 2020 – 2025 timeframe. Between now and then explore the option of acquiring some or all of the properties that complete the City Hall block as well as potential sites to relocate the back of house functions.

II

Winter Park Public Library

Location: 460 East New England Avenue



Size: 1.7 acres

Building: 32,980 sq. ft.

Discussion: The Library is a three story building with a new HVAC system and new energy efficient lighting. The condition of the building is good.

There is a shortage of parking at peak times and very little opportunity to remedy that situation on site.

The executive director and the Winter Park Public Library Board have requested a new larger library that would be laid out more efficiently to meet the current and future needs. The request is for a 51k square foot building.

There have also been discussions about the future role and structure of libraries in the digital age. Do libraries of the future need as much space if print materials are phased out? Or do libraries take on more of a role of a gathering/meeting place?

Options:

The following options concerning the library have been discussed over the last several years through the Plan the Possibilities process.

- 1) Expand the building on the existing site. While this can be done, the site is very tight and offsite parking would need to be acquired to meet the needs.
- 2) Relocate the library to the City Hall site. See the related discussion in Section I of this report. Sell the existing site to help pay for the new building.
- 3) Relocate the library to the Progress Point site. Sell the existing site to help pay for the new building. Its location next to the railroad tracks would not be ideal for a library.
- 4) Relocate library to some yet to be determined site and sell the existing site to help pay for the new building.
- 5) Leave the library as is and continue to make modifications as needed.

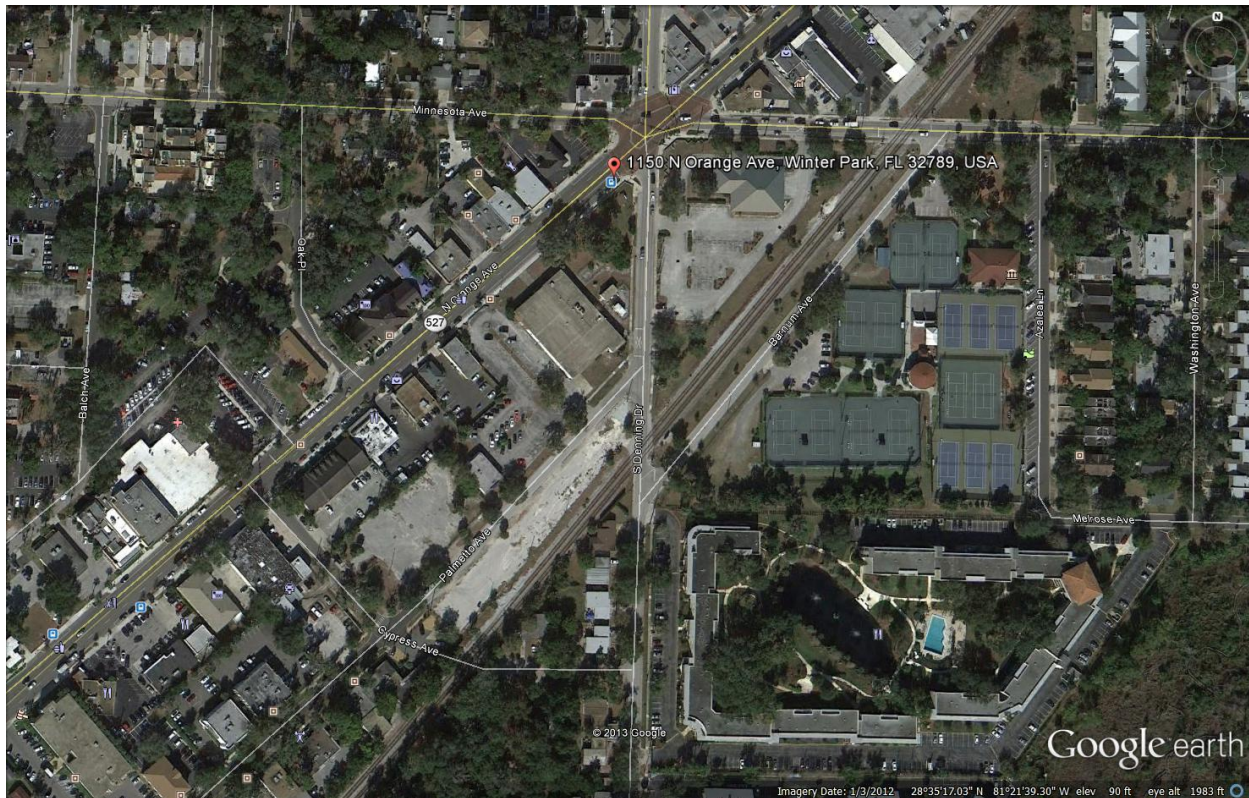
Staff Recommendation:

Staff recommends that we plan for a future municipal complex on the current City Hall site that includes a new City Hall, Library and public parking garage all to be built in the 2020 – 2025 timeframe. Seek buyers for the existing library site.

III

Progress Point

Location: 1150 North Orange Avenue, 1211 Palmetto Avenue, 1241 Palmetto Avenue, 1242 Palmetto Avenue, and 1210 Palmetto Avenue



Size: 3.76 acres

Buildings: 17,833 and 6,125 sq. ft.

Discussion: The city acquired the property in the state office building swap. The buildings on the property are in poor shape but could be rehabbed and used on a temporary basis.

The property has about 400 feet of frontage along Orange Avenue and about 215 feet of frontage along Denning Drive. The eastern part of the property is split by Palmetto Avenue. There has been talk about abandoning Palmetto Avenue or

shifting it to the east against the railroad right of way in order to maximize its value.

The property is zoned O-1 but could be rezoned to allow commercial retail along the Orange Avenue frontage or multi-family or assisted living in the rear.

The city has fielded several calls about the availability of the property for various uses.

On November 29, 2012 a joint workshop was held between P&Z and EDAB to discuss options for this property. A copy of the notes from that meeting is attached.

Options:

- 1) Designate the site as a future library site. Develop plans and go out to referendum to issue the bonds. If the referendum fails, put the site out to bid for other uses.
- 2) In connection to a library discussed in 1 above, the site could also house the back of house City Hall functions as discussed in Section I, Option 1 above.
- 3) If it is determined that there is not a municipal use for the property, develop a plan for disposal or long-term lease. There are two approaches to do this. The city could determine what it wants on the property and put out a bid seeking those interested in developing those uses. Or, the city could put out a bid for any type of development that fits within the code and take the offer deemed to be in the best interest of the city, however staff recommends determining what the city wants first.
- 4) Convert all or a portion of the property into park space.
- 5) Hold onto the property until its value rises.

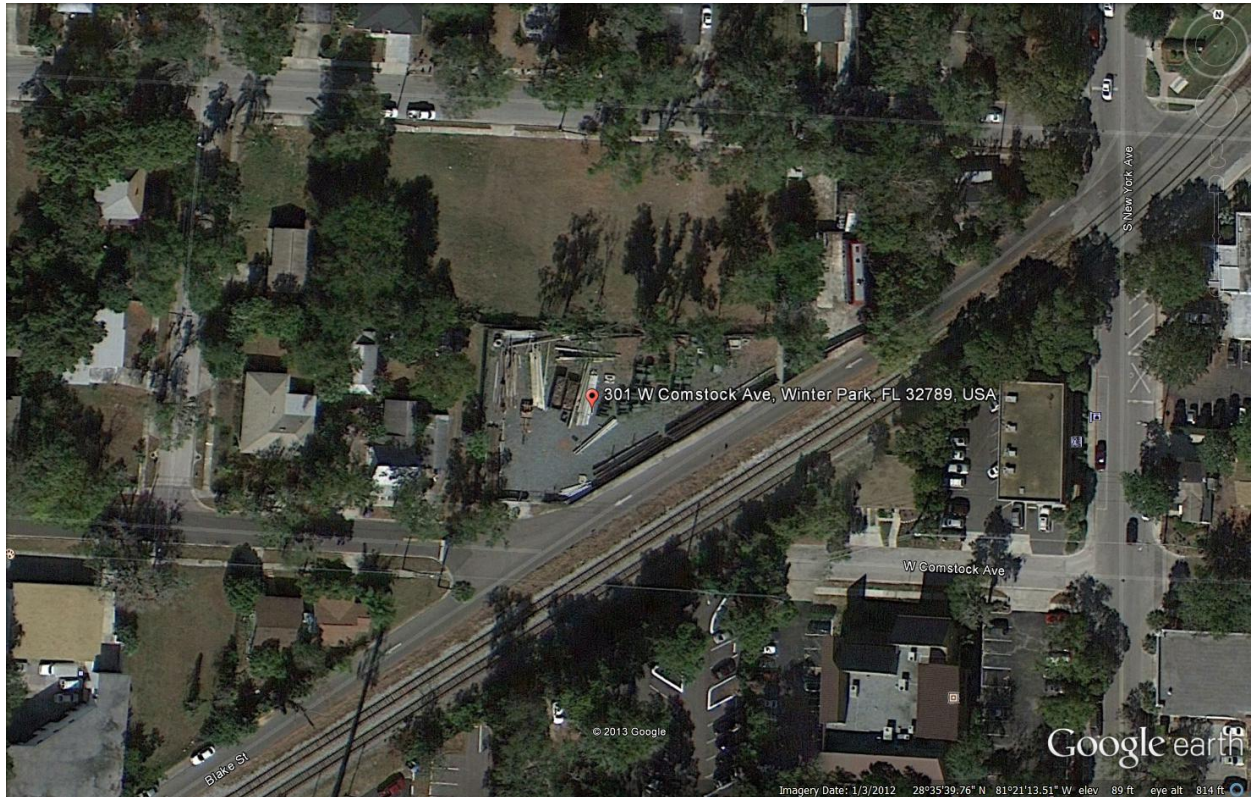
Staff Recommendation:

Staff recommends marketing the property to see what offers are out there. The City Commission should hold work sessions to discuss the timing, acceptable uses and whether or not to set a minimum acceptable price.

IV

Blake Yard

Location: Blake Avenue (301 West Comstock Avenue)



Size: 0.45 acres

Buildings: None

Discussion: This property's only access is off of Comstock and it runs adjacent to Blake Avenue which is a street located primarily on railroad right of way. The FDOT has plans to close access to Blake Avenue in connection with the Sun Rail project. With Sun Rail going by each day it would be nice for the property to be put to a more attractive use.

The city currently uses the property as an electric lay down yard (material storage).

The property is zoned PQP but is surrounded by residential property to the west and south.

The trade of this property has been discussed as partial compensation for a potential minor league baseball stadium site. Under this proposal the acquiring party wants to build residential townhouse units on the site.

Options:

- 1) Continue the current use.
- 2) Convert to a public parking lot to support the area businesses and Winter Park Farmers' Market.
- 3) Put the property up for sale.
- 4) Use as a neighborhood park.
- 5) Include this property as part of the compensation to acquire a minor league baseball site in Ravaudage.

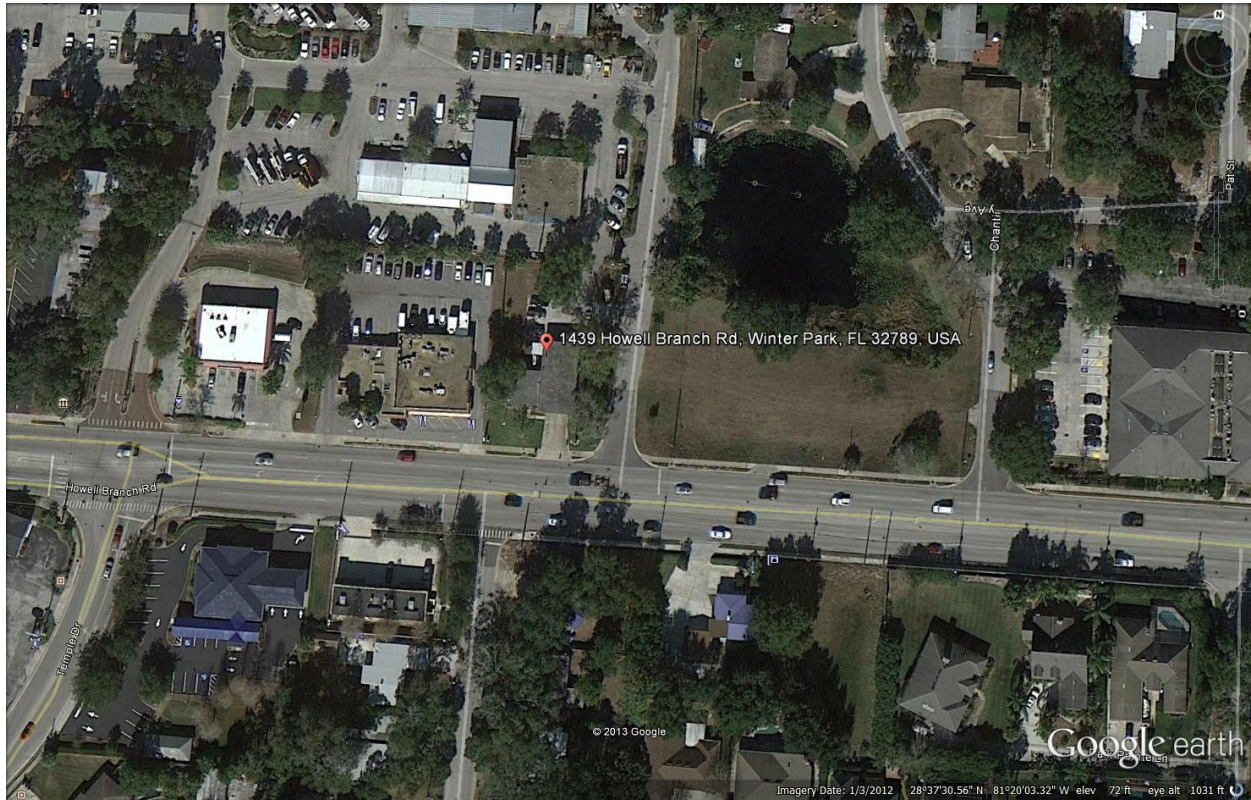
Staff Recommendation:

Staff recommends first exploring the potential trade of this property to help acquire the land for a minor league baseball stadium. If that does not come to fruition, staff recommends marketing the property.

V

Fire Station 64

Location: 1439 Howell Branch Road



Size: 0.34 acres

Buildings: One story 2688 sq. ft. built in 1968.

Discussion: This property is adjacent to the city's Central Compound. It was obtained from Orange County as the city annexed most of the unincorporated area it served. It is only sized to hold three employees and therefore only houses one fire truck and no rescue.

A modernized facility that could house at least five employees would better meet the city's needs.

The property is zoned C-1.

Options:

- 1) Continue the current use.
- 2) Explore a public private partnership in the area that would jointly house the fire station and a private use.
- 3) Budget for a replacement on the existing site in the five-year CIP.
- 4) Explore other locations in the area for a new station and sell the existing site for a commercial use.
- 5) Significant remodeling of the existing facility.

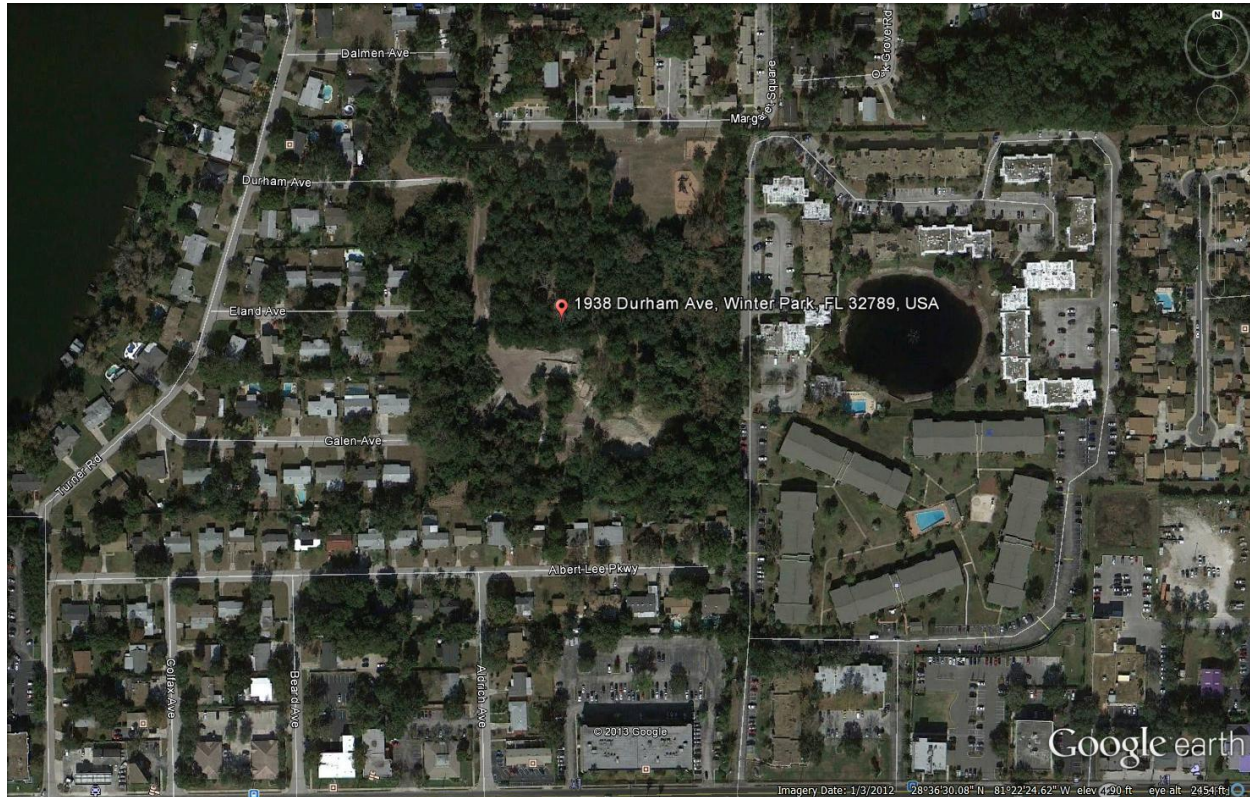
Staff Recommendation:

Staff recommends budgeting for the replacement or significant remodeling on the existing site in the five-year CIP.

VI

Northwest Sports Complex (former tree farm)

Location: 1938 Durham Avenue (north of Lee Road)



Size: 14.17 acres

Buildings: None

Discussion: Part of this property was once used as a tree farm until it became much more cost efficient to acquire trees from private nurseries. This property has been identified in the Parks Master Plan as a future sports complex. The development of the property into a sports complex is in year 2016 of the five-year CIP.

The property is surrounded by single family and multi-family residential on all sides. Its access is currently off of Durham Avenue. City staff has had discussions

with the Winter Park Housing Authority about opening an entrance along the side of the Meadows Apartments off of Monroe Avenue so that the entrance would not be in the middle of a residential neighborhood. The authority has approved that request.

The property is currently fenced and not open to the public.

The property is zoned R -1A.

Options:

- 1) Continue the current use as a natural area.
- 2) Continue with the current plan as approved in the five-year CIP.
- 3) Put the property up for sale for a residential use.

Staff Recommendation:

Continue with the current plan as approved in the five-year CIP.

VII

Old Swoope Water Plant Site

Location: 631 North New York Avenue



Size: 0.99 acres

Buildings: None

Discussion: This property used to be a water plant site. It was replaced by the water plant next to the Public Safety Building just west of the railroad tracks. A well still exist on the property that feeds the new Swoope plant. That well will put some restrictions on the future use but is located in a spot that will not affect the development very much.

The site is periodically being used for material storage for undergrounding projects but that can be done elsewhere.

The property is surrounded by an office building to the south and east, a parking lot and the railroad tracks to the west and the 7th hole of the golf course to the north. In the past there was discussion of moving the golf course pro shop to this location but now that it has been rebuilt at the Interlachen site that use is not needed.

The property is flag shaped and has very little visibility from New York Avenue.

The property is zoned PQP but could be rezoned for office or multi-family use.

Options:

- 1) Continue the current use until decisions are made on the future of City Hall and where the back of house offices would be.
- 2) Advertise a notice of intent to dispose of property and take proposals. It could potentially be an office building or multi-family site. The question is one of timing. It may make sense to hold the property until the market for office and multi-family improves.
- 3) Use the property as the future city hall back-of-house site discussed in Section I.

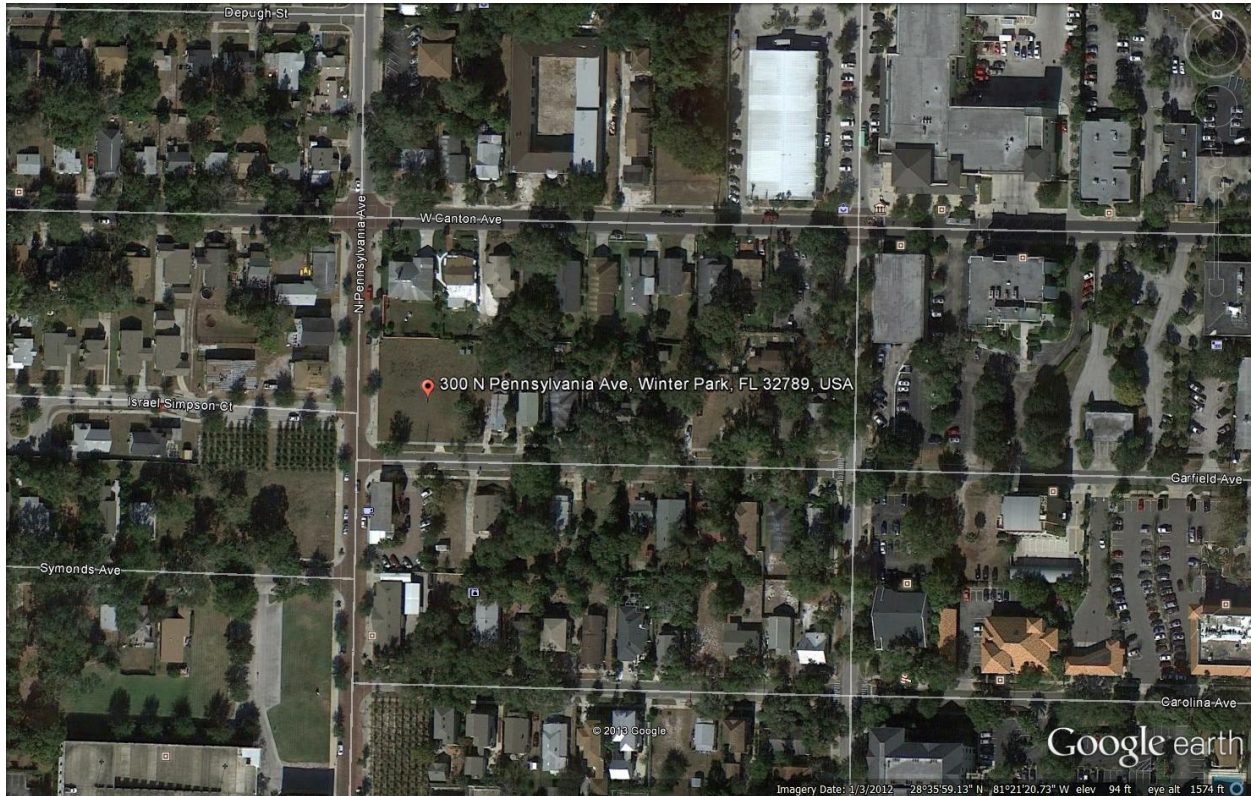
Staff Recommendation:

Hold the property until the market for office and/or multi-family improves and then advertise a notice of intent to dispose of property and take proposals.

VIII

Pennsylvania/Garfield

Location: 300 North Pennsylvania Avenue



Size: 0.42 acres

Buildings: None

Discussion: This property is currently vacant green space. It is partially zoned C-3 and partially zoned PL. The property is owned by the CRA.

The property is included in the properties committed to the Hannibal Square Community Land Trust (HSCLT) and at one time was going to be used as a business incubator property with the revenues providing ongoing support to the

HSCLT. That project was determined not to be feasible but the Memorandum of Understanding with the HSCLT was never revised to remove the property.

The HSCLT would still like to have the property for its use.

Options:

- 1) Give the HSCLT an opportunity to present its proposed use for the property to determine if that use is in the best interest of the city/CRA.
- 2) Advertise a notice of intent to dispose of property and take proposals.
- 3) Use the property as a park.

Staff Recommendation:

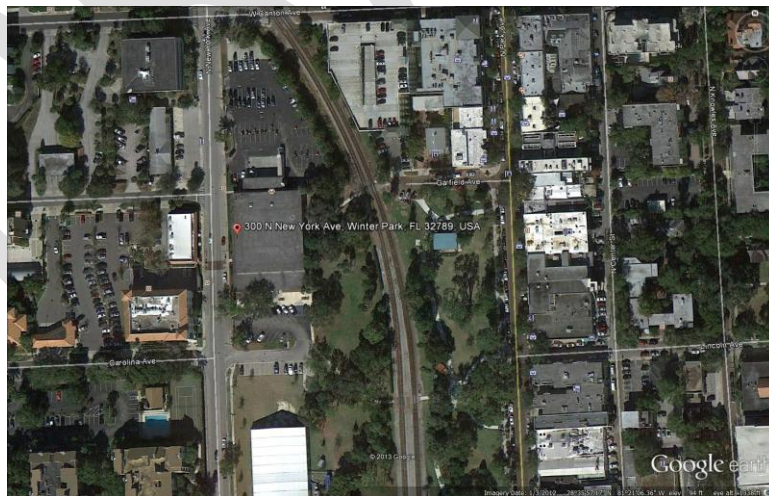
Advertise a notice of intent to dispose of property and take proposals. This would need to be done by the CRA. An appraisal should be obtained first to determine value.

IX

Potential Acquisitions

Important Disclaimers – The sites discussed below are owned by parties not affiliated with the city. None is currently listed for sale nor has Staff attempted to negotiate with any of the owners except as noted below. The inclusion on this list is not an indication that the city would make an offer if the property does become available for sale. The list is simply a planning list of properties that might make sense for some future municipal purpose. While the Orange County Property Appraiser (OCPA) appraised values are listed below it should not be construed as the market value or potential sales price for the properties. Just because a property is not on this list does not mean the city would not be interested in such property if it becomes available.

United States Post Office Site – 300 North New York Avenue



This two-acre site adjacent to Central Park has been identified by the City Commission as a potential site to expand the park and/or as a site for another municipal purpose. The city has sought a right of first refusal on

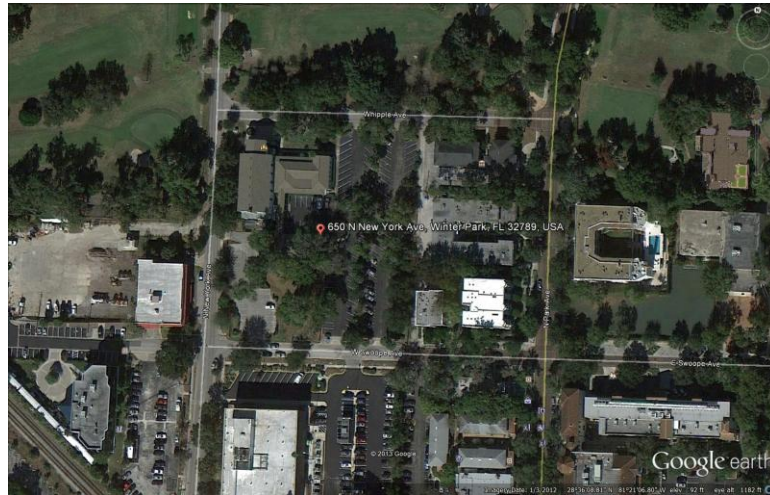
the property but to date that has not been accomplished. The city has been informed by the United States Postal Service that it would receive notice if the property becomes available for sale. The property is appraised by OCPA at \$3,198,104.

Property to the west of Public Safety Building - 501 North Virginia Avenue



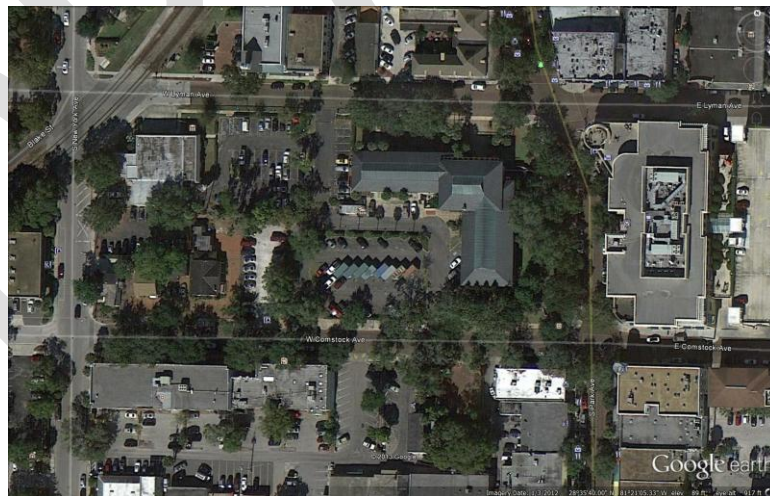
This 1.7 acre site is adjacent to the Public Safety Building and has been discussed as a logical location for some of the back of house City Hall functions, creating a municipal complex. It is currently owned by HWP Partners and appraised by OCPA at \$1,002,834.

First Church of Christ Science – 650 North New York Avenue



This 2.4 acre site is adjacent to the 8th hole of the municipal golf course. The site has been discussed as a potential location for the library should the city decide to move the library. It is currently owned by the First Church of Christ Science and appraised by OCPA at \$3,123,018.

Properties behind City Hall – 183 through 219 West Comstock Avenue



183 West Comstock Avenue – Owned by Immos Oviedo LC, and appraised by OCPA at \$255,420.

213 West Comstock Avenue – Owned by Leila Trisman and appraised by OCPA at \$347,187.

215 West Comstock Avenue – Owned by Leila Trisman and appraised by OCPA at \$72,217.

217 West Comstock Avenue – Owned by Leila Trismen and appraised by OCPA at \$84,310.

219 Wets Comstock Avenue – Owned by W. E. and Jimmie W. Winderweedle and appraised by OCPA at \$133,068.

The above combined 0.52 acres are the only parts of the block that City hall is on that the city does not own. If the city wants to rebuild City Hall and include either a new Library and/or a parking garage on the current City Hall site it would be beneficial to own the whole block. Staff has had talks with the representative of the Trisman properties indicating an interest in those properties should they become available but has not had any recent conversations with the other property owners.

Approximately six acres in the Ravaudage development.

City staff has held several discussions with representative from Rollins College, the owner of a minor league baseball team and the developer of Ravadauge about the potential of building a joint use baseball stadium on the Ravaudage site.

It is anticipated that a proposal will come to the city as part of the Ravaudage CDD discussion in the next few meetings.



CITY OF WINTER PARK

401 Park Avenue South

Winter Park, Florida

32789-4386

MEMORANDUM

To: MAYOR AND COMMISSIONERS
RANDY KNIGHT, CITY MANAGER
MICHELLE DEL VALLE, ASSISTANT CITY MANAGER
JEFF BRIGGS, PLANNING DIRECTOR

FROM: DORI STONE, AICP, ECONOMIC DEVELOPMENT/CRA DIRECTOR

DATE: DECEMBER 11, 2012

SUBJECT: JOINT P&Z/EDAB WORK SESSION ON PROGRESS POINT SITE

A joint work session with the City's Planning and Zoning Board and the Economic Development Advisory Board was held on November 29, 2012. The purpose of the joint work session was to give both Boards the opportunity to discuss options and preferred uses on the City's Progress Point site. Both Boards have expressed a desire to be included in the early planning/disposition of the property since it was acquired in early 2012.

Staff has been fielding development options on the property since the acquisition in early 2012 and was seeking direction on the next steps prior to taking options to the City Commission.

Staff reviewed the current O-1 zoning and the Office future land use designation and what is permitted under these uses at this time. Staff also reviewed the three alternatives that were prepared as part of the swap as well as reviewing the possibilities that were designed as a potential PD-1 zoning and land use on the site.

Jeff Oris with Planning and Redevelopment Consultants, Inc. facilitated the discussion about the property and the various options available to the city. The discussion began with a review of potential public uses. These include:

- Library
- Post office
- City Administration
- Public Recreation (tennis)
- Educational
- Community Playhouse/Arts
- Permanent Farmer's Market
- Open Space/Park Mitigation

The private uses under consideration include:

- Commercial/Retail – design, mixed dining/retail, stand along restaurants
- Hotel
- Assisted Living
- Apartments
- Office
- Educational facilities
- Some type of joint public/private partnership

Uses that are not preferred are gas stations, stand - alone drug stores or any type of drive through food service.

Much of the discussion centers on the type of development pattern. All the Board members present felt that a pedestrian friendly development approach, with some type of a public thoroughfare or canopy would be beneficial to making Orange Avenue more walkable and tying it into the downtown area. Additionally, the option of more intensity with a parking structure was also discussed as well as a preference to two to three stories in height. The Board members also discussed the potential to realign Palmetto Avenue adjacent to the railroad tracks when development occurs to consolidate the properties. Keeping with the pedestrian theme, several board members felt that the project should encourage a sense of a public gathering place – providing a piazza of sorts along Orange Avenue.

The opportunity for a public/private joint development is also available on the site. Both Boards agreed that there are several policy issues that need to be addressed by the Commission:

- Keep the property until the market improves
- Decide if there is a public use of the property, or best to return it to a private use
- Decide when to sell the property
- If selling is the option, what process is used
- Should the city decide to sell, what should the development look like
 - The city should set the development standards
 - The city could rezone to a PD-1 designation as part of the terms
 - The city could require some public component of the deal, whether it's a use or a sense of place

Both Boards are interested in participating in further discussions regarding the redevelopment of the site, subject to a decision by the City Commission to either keep or sell the property.