



# Orange Avenue Overlay Steering Committee Minutes

October 2, 2019 at 5:30 p.m.

City of Winter Park Commission Chambers  
401 S. Park Avenue | Winter Park, Florida

## 1. Call to Order:

Planning Director and Committee Lead Bronce Stephenson called the meeting to order at 5:35 p.m. in the Commission Chambers of City Hall. Steering Committee Members Present: Sally Flynn, Sheila De Ciccio, Laura Turner, Ben Ellis, Lamont Garber, Michael Dick, Jill Hamilton-Buss and Bill Sullivan. Absent: Lambrine Macejewski, Bill Segal, and Phil Kean. Staff Present: Planning Director Bronce Stephenson; Senior Planner Allison McGillis and Recording Secretary/Clerk Kim Breland.

## 2. Minutes Approval for September 18th Meeting:

Motion made by Michael Dick, seconded by Sheila De Ciccio to approve the Sep 18, 2019 meeting minutes, with amendments. The motion carried unanimously with an 8-0 vote.

## 3. Discussion Items:

### A. Final Steering Committee Schedule Committee

Mr. Stephenson provided the Committee with the final meeting schedule and explained that the City Commission had granted an extension to make up for the September 3<sup>rd</sup> meeting that was canceled because of the hurricane. He stated that the Commission had extended the meeting schedule through the end of November, but Mr. Stephenson was confident that having the last meeting on Wednesday, November 13<sup>th</sup> would be enough time to prepare the Committee's recommendations for the Commission.

Mr. Stephenson went on to discuss the City of Winter Park Parking Garage Design Guidelines included in the agenda packet. He explained that the document would be helpful for the Committee to review due to discussion of parking structures as possible solutions for businesses in the area. He clarified that the guidelines were citywide and not just related to the Orange Avenue area.

Mr. Stephenson then informed the Committee that a draft version of the first fifteen pages of the Orange Avenue Overlay District language was included in the packet, which contained content from previous meetings including, approved and prohibited uses and architectural design guidelines. He noted that Orange Avenue would be the first area to have specific architectural guidelines in the City of Winter Park. Mr. Stephenson then asked the Committee to review the draft language, make edits and provide feedback. He encouraged the Committee members to meet with Staff individually to review the language and ask any questions they might have. Lastly, he stated that edits, changes and/or additions to the language would be made throughout the remaining meeting schedule and Staff would have the final language delivered to the Committee with ample time for final review and make an informed recommendation to the Commission.

Committee member Michael Dick asked when the Committee would be reviewing the 3D models and graphics proposed for the area. Mr. Stephenson stated that the models and graphics would be provided in an upcoming meeting. He explained that Staff was reviewing Floor Area Ratio (FAR) calculations and evaluating what scale of buildings would be achievable on different sites. He stated that due to the configuration of some of the lots in the area, certain development scales were not achievable and certain areas may have different building standards from others. He stated that Staff was conducting analysis using the Progress Point site and the Bank of the Ozarks property to have early renderings drawn. Mr. Stephenson stated that in addition to the

proposed renderings, for comparison, the Committee would be provided with all of proposals the City has received in the past for the development of the Progress Point site.

Committee member Sally Flynn expressed concerns about the renderings for Progress Point. She stated that what she would like to see was not renderings for the property, but a beautiful green space. Ms. Flynn stated that Progress Point was a City property and with such limited area for greenspace in the City, she would have difficulty making a recommendation to the Commission for Progress Point to be anything other than meaningful green space.

Mr. Stephenson addressed Ms. Flynn's concerns. He explained that as part of the process, Staff informed the Committee that they would be provided with models of different scales and what those FAR calculations would look like on the Progress Point site and staff was fulfilling the promise to provide that information to the Committee. Mr. Stephenson stated that while the City Commission would make the final decision on what they felt was best use of the Progress Point property, as a recommending body, the Committee should look at all possible uses for the site and make an informed recommendation on appropriate size and scale. He explained that it was not the task of the Committee to make a recommendation on what to do with City assets, rather to analyze the scale of what could be developed.

Committee member Michael Dick requested time toward the end of the meeting to have a brief discussion on Progress Point. Mr. Stephenson agreed that the Committee would continue to discuss Progress Point during Committee comments.

## B. Transportation Recommendations

Mr. Stephenson explained that as part of the process, the Committee was not being asked to make any decisions on what designs should look like, but was being asked to provide general goals and recommendations for any future transportation improvements in the area. He stated that staff would be asking the Committee for general policy guidelines and goals that would be put in to the Overlay language. Committee member Laura Turner asked if ideas the Committee came up with would be added to Mobility Plan. Mr. Stephenson stated that the Mobility Plan would include the recommendations from the Committee.

Mr. Stephenson stated that connectivity, safety, multi-modal options, and the pedestrian experience have been central to the process. He reminded the Committee of the traffic study that showed crash data for the area with 500 crashes along Orange Avenue between 17-92 and Fairbanks Avenue over a 5-year study period. He stated that Orange Avenue is bookended by the some of the most dangerous intersections in town at 17-92 and Orange Avenue and Fairbanks Avenue and Orange Avenue. In addition, he noted that there are a number of crashes along Orange Avenue caused by blind turning, ignored speed limits and sideswipe crashes.

Detailed conversation began about various transportation-related topics including, visibility related to line-of-site crashes, parallel-parking accidents, angled parking, pavement widths, median placement and lane reductions as possible solutions for improving safety and traffic conditions along Orange Avenue. In addition, the Committee discussed, at length, peak-hour traffic data, turning improvements at Denning Drive and Fairbanks Avenue, speed correlation related to angled parking, and improved pedestrian crosswalks.

The Committee moved on to discuss design elements for crosswalks. Committee member Jill Hamilton Buss mentioned that many cities are using graphic treatments to beautify their crosswalks and passed around a photo of a graphic treatment City of Orlando had recently installed. The Committee discussed ideas for implementing graphic treatments to crosswalks throughout the City.

The Committee reviewed the connectivity map provided at the previous meeting and discussed extending Denning Drive to Mead Garden to connect to the Orlando Urban Trail. During the discussion, Committee member Jill Hamilton Buss mentioned the "Nextdoor" webpage for Winter Park and remarked that there were a number of comments for and against the Denning Drive improvements. She encouraged the Committee members to add comments to the site showing their support of the improvements.

There was a brief discussion regarding the pros and cons of repaving Orange Avenue with brick as a traffic calming solution.

Mr. Stephenson moved on to the next portion of the transportation recommendation discussion. He explained Committee was being asked to provide input that Staff could write as goals and direction in the Overlay language, so future transportation planning efforts in the area would be guiding by the Overlay.

Mr. Stephenson provided the following examples of goals and guidelines for the Committee to review and discuss:

- Sidewalks along Orange Avenue are encourage to be at least 10 feet in width.
- Pedestrian safety should be enhanced
- Street design that reduces speeds on Orange Avenue should be incorporated
- Fairbanks Avenue Streetscape should include landscaped buffering between roadway and sidewalk
- Bike lanes are not encouraged to be placed along major streets, instead utilizing trails and side streets with less traffic.
- Consider “rightsizing” Orange avenue
- Explore the use of angled parking in lieu of the parallel parking along Orange Avenue
- Consider utilization of traffic circle/roundabouts to create continues flow and to provide better turning opportunities at congested intersections.
- Ensure that the area encourages the creation of “Complete Streets”

Overall, the Committee agreed with the goals concepts presented by Staff, but added to and modified some of the examples. There was discussion regarding adding language related to pedestrian safety for roundabout/traffic circle locations, parameter limitations related to sidewalk widths, traffic-calming improvements and restriping Orange Avenue as a buffer for parallel parking. The Committee moved on to a detailed discussion regarding parking solutions, including parking garage locations, potential removal of parallel parking along Orange Avenue, signage improvements and timeline for those solutions to be implemented. The discussion had committee-members both for and against many of the topics. There was further discussion regarding pedestrian and bicycle accommodations, the Denning Drive extension to Mead Garden, stormwater drainage, and how other modes of transportation, such as e-scooters should be considered in future transportation planning efforts.

Committee member Lamont Garber asked if there had been any discussion regarding solutions to provide a safe way for Orwin Manor residents to get across 17-92 to Winter Park. Mr. Stephenson explained that the City is currently working with DOT on a project to redesign and road diet 17-92. He stated the redesign would not take away capacity from the traffic lanes, but would create a viable bike lane and a multi-use pathway along each side of the road. The Committee discussed safety concerns related to the existing intersection at Orange Ave & 17-92 and discussed other solutions for bike/pedestrian connectivity to Orange Avenue and Winter Park, but supported the upcoming redesign being implemented by the City and DOT. During the discussion, Committee member Jill Hamilton Buss reminded the Committee that the Comprehensive Plan in relation to traffic prioritizes pedestrians, first; cyclists, second; transit, third and cars, fourth.

The Committee further discussed the option of placing a roundabout/traffic circle at the Orange Avenue, Minnesota Avenue, and Denning Drive intersection. The Committee agreed that a roundabout would be a good solution for traffic calming on Orange Avenue and reiterated that pedestrian safety was key.

Mr. Stephenson opened the floor for public comment.

No one from the public wished to speak. The public hearing was closed.

The Committee continued the transportation recommendation discussion. Committee member Jill Hamilton Buss asked if there was any interest in having Staff explore the possibility of design treatments for the crosswalks in the area and the members were in agreement.

The Committee continued to discuss the options for a parking garage on Orange Avenue. They conversed about the ULI walkshed study, pros and cons for removing parallel parking from Orange Avenue, disabled parking considerations, and future autonomous shuttles to provide connectivity throughout the City. Lastly, the Committee discussed topics for the remaining meetings and next steps in the redevelopment process once their recommendations have been submitted to the Commission.

Committee discussions during the meeting resulted in the following policy recommendations:

- As potential traffic calming improvements are considered along Orange Avenue, ensure that area wide impacts are considered.
- Restripe Orange Avenue to allow for parallel parking buffer - did not complete his thought.
- Rail Trail behind Orange Avenue, with twelve-foot wide sidewalks with decorated lighting and signage, is a priority.
- Extension of Denning to Mead Garden is a priority.
- Explore and promote better pedestrian access across 17-92.
- Explore the possibility of a roundabout/traffic circle at the Orange Avenue, Minnesota Avenue, and Denning Drive intersection with safety crossing for pedestrians.
- Explore options for crosswalk design treatments, “murals in the road”.
- Explore parking garage options for the area

### C. Committee Comments

Committee member Michael Dick began discussion regarding Progress Point. He noted public comment from resident Jennifer Anderson at the September 18<sup>th</sup> meeting and stated that he shared her thoughts on the use of the Progress Point property as undeveloped greenspace. He referred to Mrs. Anderson’s mention of the golf course referendum from the early 1990s and stated that while a golf course may not have been the best use of that property, City residents made a decision to keep it because it had other values; he viewed Progress Point with the same sentiment. He stated that there was a great opportunity for the City to retain ownership of the property and have it serve as a gateway for the area. He cited a GAI study, which states, “Progress Point has great implications for the Orange Avenue Corridor and the rest of the City for which it can serve as a gateway”. In addition, he noted an Orange Avenue Corridor assessment that, “An eclectic mix of land uses should be prioritized specifically at the Progress Point site”.

Mr. Dick reminded the Committee of the exercise conducted at one of the first meetings regarding memorable places and said he felt that the City could make better use of the Progress Point site if it maintained control of it. He discussed making a recommendation to the Commission that the City not sell the property. Mr. Stephenson stated that a motion could not be made, as this part of the meeting was for discussion only. The Committee shared opinions regarding whether Progress Point should be sold or turned into a park. Committee member Bill Sullivan interjected that there are a number of parks throughout the City and one of the goals of the Committee was to promote Mead Garden, which is underutilized. Mr. Stephenson reiterated that the mission of the Steering Committee was not to recommend whether or not the City should sell property or create parks, but rather to create a mixed-use Overlay District that recommends the proper and maximum heights, setbacks and other bulk standards that should be applied to the properties along the corridor. In addition, he stated that the City Commission would determine what use would be best served on the Progress Point property, but that this placemaking exercise was all about creating a mixture of open space and the built environment that creates third places.

Mr. Stephenson closed the meeting by reminding the Committee to review the 15 pages of draft Overlay language and provide feedback to Staff.

The meeting was adjourned at 7:35 p.m.

The next Orange Avenue Overlay Steering Committee will be held, Wednesday, October 16, 2019 at 5:30 p.m.

Respectfully submitted,

Kim Breland, Recording Secretary