

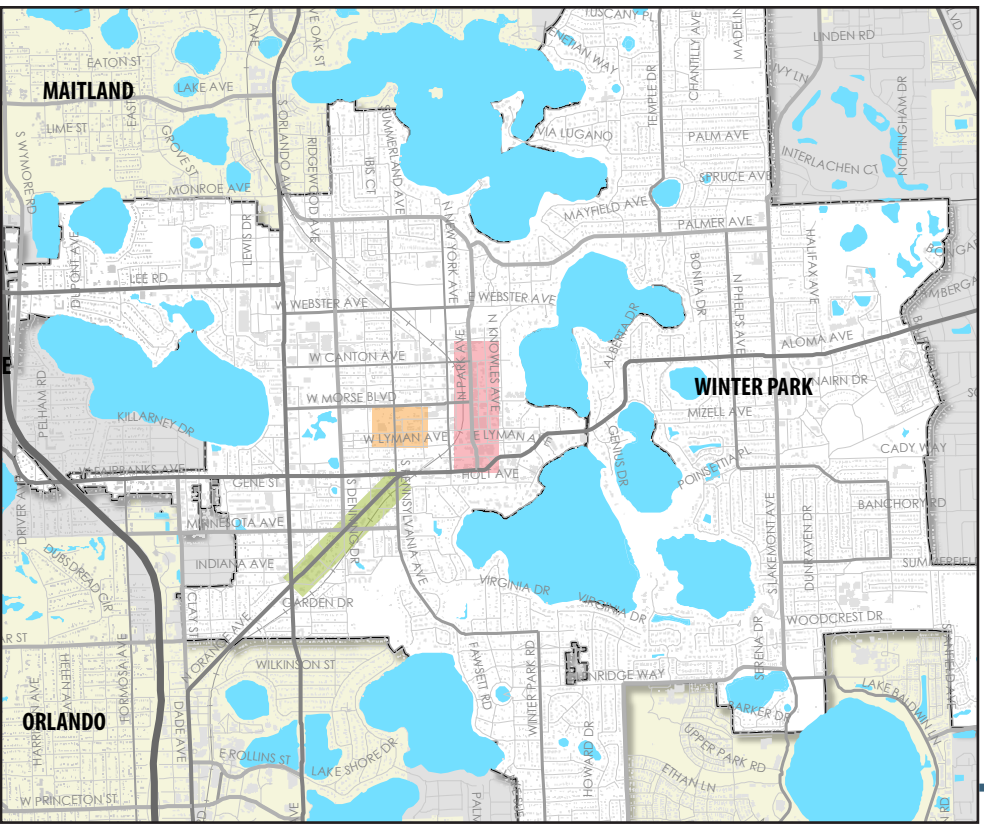
Introduction

Project Background

In 2017, the City of Winter Park commissioned a downtown parking strategy in response to growing community concerns regarding the parking situation in the Park Avenue district. The resulting strategy identified nine recommendations that addressed three underlying concerns:

- A lack of prime parking turnover
- Under-utilization of existing parking resources
- A need to modernize the city's parking policies and practices to better align with community expectations and prepare for the future.

Though that study focused exclusively on the Park Avenue area, it also recognized the immediate need to update Winter Park's overall parking code to a context-sensitive approach. In 2018, Winter Park began the process of reviewing and updating its parking requirements in the Park Avenue, Hannibal Square, and Orange Avenue neighborhoods. The community identified these as areas requiring special considerations and indicated that the parking codes in these areas should be uniquely tailored to allow for continued vibrancy.



What is context-sensitive parking?

Most municipal parking codes apply the same standards across the entire city. A context-sensitive code recognizes that some areas have different needs and expectations based on the form and scale of development and mix of uses. Winter Park's context-sensitive parking policy update allows the city's development code and practices to reflect the unique conditions of these three neighborhoods and leverage innovative solutions to promote mobility, access, and community vibrancy.

In short, Winter Park's context-sensitive solution:

- Aligns parking requirements with community goals and localizes parking codes to reflect Winter Park's development conditions
- Acknowledges the market's natural tendency to share parking facilities when complimentary uses are located nearby, and provides incentives to maximize underutilized space
- Takes a data-driven approach to parking requirements and revises policies to reflect current walking tolerances within the community
- Creates flexible requirements that meet the needs of the community and development

Process

The development of these recommendations included eight months of quantitative data analysis and conversations with community leaders and stakeholders.

An initial diagnostic phase included a review of six peer cities and national best management practices. This review helped identify disconnects between Winter Park's current code and real estate practices, demographic trends, and travel patterns. The study team also conducted a high-level demand analysis, which indicated the requirements written decades ago are likely outdated in the current environment.

Additionally, community input throughout the process indicated that Winter Park is a unique environment with a desire to move away from a one-size-fits-all parking policy toward a more tailored approach.

During the analysis and conversations with the community, four key principles surfaced:

- **Keep the requirements simple and predictable**
- **Update parking requirements to reflect modern demand rates based on location, proximity to transit, ability to share parking resources, and walkability**
- **Rely on national best practices and peer cities to ensure Winter Park remains competitive and in-line with the current market trends**
- **Plan for the future and allow for flexibility through innovative mobility solutions**

The recommendations detailed in this document were developed based on these principles, finalized in consultation with Winter Park staff and community leaders, and are tailored to fit the local context.

Peer Cities Code Evaluation

To explore how similar places are managing parking demand, six peer cities were selected in consultation with Winter Park staff:

- Delray Beach, FL
- Asheville, NC
- St. Armands, Sarasota, FL
- Mt. Pleasant, SC
- Davidson, NC
- Highland Park, IL

The study team reviewed parking codes of these peer cities to compare their minimum requirements by use, reductions, shared parking, and exemptions with Winter Park's current parking code.

	Winter Park	ULI Shared Use		Peer Avg
		Weekday	Weekend	
Required Parking Spaces	3,983	2,662	2,048	2,566
% of Current Requirement	100%	89%	69%	86%

What did we learn?

- Keep the code simple; some codes are needlessly complicated
- The Urban Land Institute (ULI) methodology is a place to start for shared parking practices
- Winter Park is on track in some areas and "overparked" in others
- Parking in the downtown core should be treated differently than in suburban areas
- Winter Park has higher parking minimums than the peer city with the most suburban parking code

Recommendations

The recommendations listed below are intended to be implemented in tandem for maximum benefit. The actions build on each other to jointly address a variety of challenges and opportunities. While some of the actions are more appropriate than others for certain areas of the city, as noted in the table below, and on the following pages of the report, they all have merit as part of a comprehensive code update. Certain actions are recommended as short-term immediate modifications to the city code, while others are intended as long-term policy modifications to consider as conditions change.

Short-Term Strategies

 Immediate | Easy to Implement

Modification of the Retail-to-Restaurant Conversion Variance

In its current iteration, city code allows for a property in the Park Avenue area to convert from retail to restaurant without requiring additional parking. While this variance has created a vibrant restaurant district, it also has created increased parking demand. It is recommended that the existing variance for the waiving of parking requirements for retail to restaurant conversions be modified to reduce the potentially harmful impacts of future conversions. This would require all future developments to adhere to the Winter Park’s parking requirements according to their use and will likely lead to a more diverse tenant mix by removing a competitive advantage for restaurants. This action should only be completed in tandem with updating the minimum parking requirements and shared parking guidance.

Fee-in-Lieu of Parking

A fee-in-lieu of parking allows developers to pay a set fee per space if they choose not to provide a portion of the required on-site parking spaces. This fee, which will be set by Winter Park based on a number of factors, would provide future parking and other transportation enhancements within the district where the funds were collected. Implementing this element would help to boost alternative transportation modes and ensure funding for future parking when demand arises.

Modernized Shared Parking Guidance

Shared parking is a method by which multiple uses with different peak hours (e.g., an office and a restaurant) use the same parking facility. Sharing parking resources is an efficient use of land and leads to better community design by requiring less space for parking. While some shared parking provisions exist within the current code, they are not being leveraged effectively due to the rigidity of the requirements. For shared parking to become effective, the parking code must be amended to:

- Expand the parking radius to allow off-site parking to occur within one-quarter mile or a reasonable walking distance (current standard is 300 feet)
- Require those utilizing off-site parking to meet their parking requirements to acquire a signed agreement leasing the spaces for 10 years
- Adopt the ULI protocol to calculate the correct number of spaces that can be shared between uses

Updated Minimum Parking Requirements

The current code utilizes a parking minimum set in the 1970s. The community has changed since then, with new travel patterns, mobility options, and expectations. The current parking minimums were not written for a world with ridesharing services, SunRail, and the movement toward walkable communities. In addition, modern parking codes are based on a larger pool of data and are more likely to reflect modern demand patterns. Winter Park’s minimum parking requirements should be updated to be on par with peer communities. This will help keep the city competitive for new development, ensure the community remains vibrant and walkable, and reduce the time and administrative cost associated with processing parking variances.

Captive Demand Reductions

Often, mixed-use sites require less parking because some demand for each use is generated by the occupants of other on-site uses. For example, a restaurant that shares space with an office will presumably require less parking because some of its patrons will walk from within the same building. Winter Park should allow such complimentary uses to reduce the minimum parking requirement of the secondary use by up to 10% to account for the captive demand.

Note: Captive demand reductions are recommended as a short-term strategy in the Orange Avenue area and as a long-term consideration in Park Avenue and Hannibal Square.

Adaptive Reuse Incentives

To preserve Winter Park’s historic architecture and existing buildings, new businesses on Orange Avenue that make use of existing spaces should be partially or totally exempt from the requirement to provide additional parking. This variance would be based on the model provided in the Park Avenue and Hannibal Square areas, which incentivizes redevelopment of those spaces. Implementing this change also

acknowledges the fact that much of the demand within the corridor is likely to come from new mixed-use developments within walking distance.

Long-Term Considerations

 5-10 Years | Partnerships Required

Employer Travel Demand Management (TDM) Policies

Parking is not only about providing adequate supply, but also about managing demand. Partnering with local employers to offer incentives for non-automotive transportation can be a cost-effective way to manage parking demand and congestion while improving mobility. Other strategies, such as alternative work schedules, may also be utilized.

Transit Oriented Development (TOD) Reductions

As transit ridership and opportunities increase, developments within walking distance of premium transit stations (such as SunRail) should have parking reductions applied to encourage the use of transit, biking, or walking.

Parking Maximums

Instead of regulating parking spaces based on a minimum number of parking spaces that *must* be built, parking maximums establish thresholds that limit the number of spaces that *can* be built with new development, allowing the market to determine the correct amount of parking.

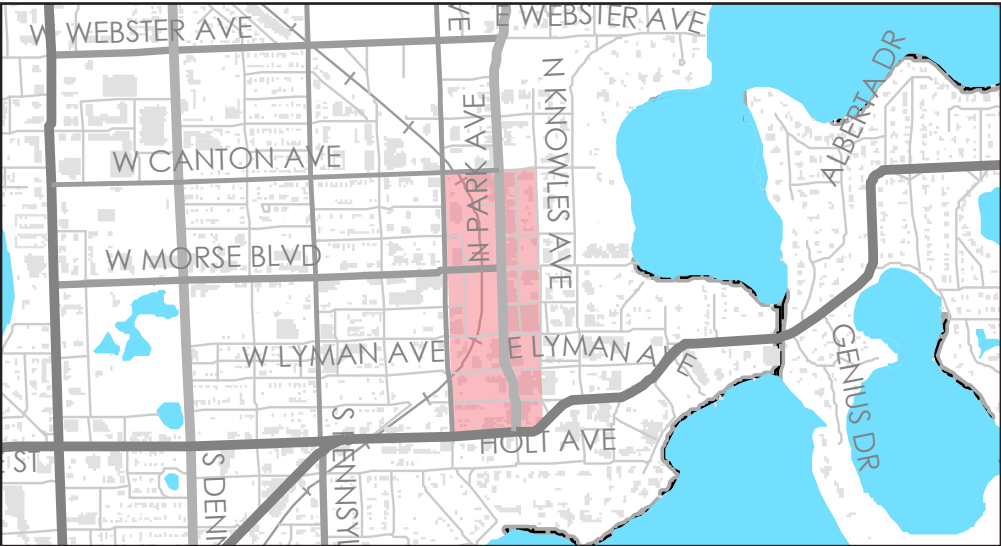
Code Element		Park Avenue	Hannibal Square	Orange Avenue
Short-Term Recommendations	Modification of the Retail-to-Restaurant Conversion Variance	●		
	Fee-in-Lieu of Parking	●	●	●
	Modernized Shared Parking Guidance	●	●	●
	Updated Minimum Parking Requirements	●	●	●
	Captive Demand Reductions			●
	Adaptive Reuse Incentives			●
Long-Term Considerations	Captive Demand Reductions	●	●	
	Employer TDM Policies	●		●
	TOD Reductions	●	●	
	Parking Maximums			●

Park Avenue

The Park Avenue district is the traditional downtown of Winter Park. This thriving commercial core at the center of the community features predominantly retail and restaurants. Community concern over parking challenges have grown as the area has become more popular. Off-street parking is provided via public and private garages and surface lots, though these facilities are unevenly utilized. A major goal in this area is to encourage the proper utilization of these existing resources before building additional public or private parking.

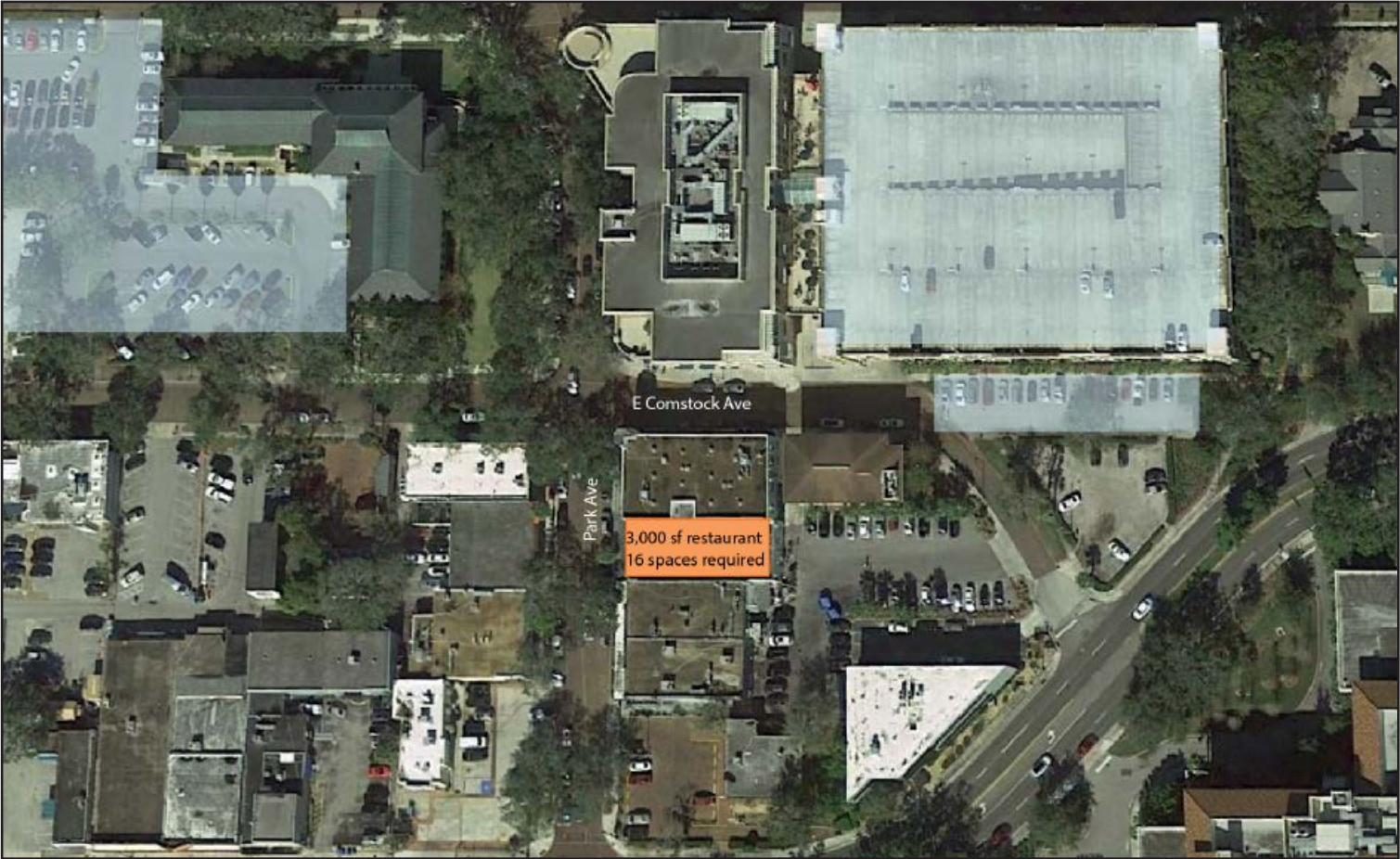
Goals:

- 1. Right-size parking supply by modifying variance and modernizing requirements.
- 2. Leverage shared and centralized parking assets to support a vibrant district.
- 3. Allow for more intentional shared parking between uses to encourage walkability.
- 4. Create a centralized managed system through in-lieu fees and city-provided shared parking and transportation assets.



	Code Element	Description	Expected Outcome
Short-Term Recommendations	Modification of the Retail-to-Restaurant Conversion Variance	Modifies the existing variance in the current city code that waives the parking requirements when a retail space is converted to restaurant use. While this variance has created a vibrant restaurant district, it has also created a potential parking problem.	Right-sizes parking supply and minimize potential conflicts.
	Fee-in-Lieu of Parking	A set fee per space that a developer can opt to pay rather than provide the required amount of on-site parking. This fee supports future parking and other transportation enhancements that help accommodate community growth.	Boosts the use of alternative transportation modes by dedicating money for mobility enhancements. In addition, ensures funding for future parking when demand arises.
	Modernized Shared Parking Guidance	Updates the criteria for implementing, operating, and managing shared parking agreements, including public and private sector assets. There is currently little to no shared parking within the Park Avenue area.	Leverages all available spaces in both the public and private sector, while promoting a more walkable dynamic environment.
	Updated Minimum Parking Requirements	Revises the outdated minimum parking requirements outlined in the current code, which were established decades ago, to reflect modern travel patterns.	Off-street parking requirements would more closely match actual demand patterns and serve to right-size parking.
Long-Term Recommendations	Captive Demand Reduction	Allows complimentary uses to share parking as some of the demand is generated by other uses. Reducing the minimum parking requirement for the secondary use by up to 10% will account for this captive demand.	Reduces redundant trips in demand calculations by accounting for a more accurate usage of space in mixed-use developments.
	Employer TDM Policies	Provides guidelines for employers to help manage demand for parking spaces, such as offering incentives for non-automotive transportation.	Reduces reliance on single occupant vehicle trips and promotes alternative methods of access into the district.
	TOD Reductions	Establishes boundaries around transit stations where minimum parking requirements would be reduced to encourage the use of alternative transportation modes.	Leverages SunRail and other future premium transit options to promote diverse access options and reduce the incentive to drive alone and park in the district.

Park Avenue



Current Context

Shown above is an example of a typical retail-to-restaurant conversion on Park Avenue. Under the current code, restaurants converted from previous retail uses require no additional parking to be built. Outside of the variance, restaurants in this area are required to provide parking at a rate of 1 space per 4 restaurant seats.

Under these conditions, excess parking demand is accommodated in public on-street and off-street spaces, without any formal agreements or payments from the property owner.

Details	
Development Type	Restaurant
Zoning	C-2
Lot Size	N/A
Building Size	3,000 sq ft/approx. 140 seats
Current Parking Requirements	0 spaces required per retail-to-restaurant conversion variance
Special Considerations	Retail to restaurant conversion. In parking exclusionary zone.

Proposed Context

With the proposed changes to the parking code, this type of development brings new possibilities and benefits to the corridor. If the retail-to-restaurant conversion variance is modified, this development likely would be required to provide some level of parking, rather than rely solely on publicly available facilities. Based on peer averages, a restaurant of this size typically would require 16 parking spaces. The developer may choose to build those spaces on site or enter into an agreement to lease those spaces in a nearby facility, based on the provisions of shared use parking guidance.

The fee-in-lieu provision could provide the surrounding benefits district with funding to support future parking spaces, transportation alternatives, and demand management programs.

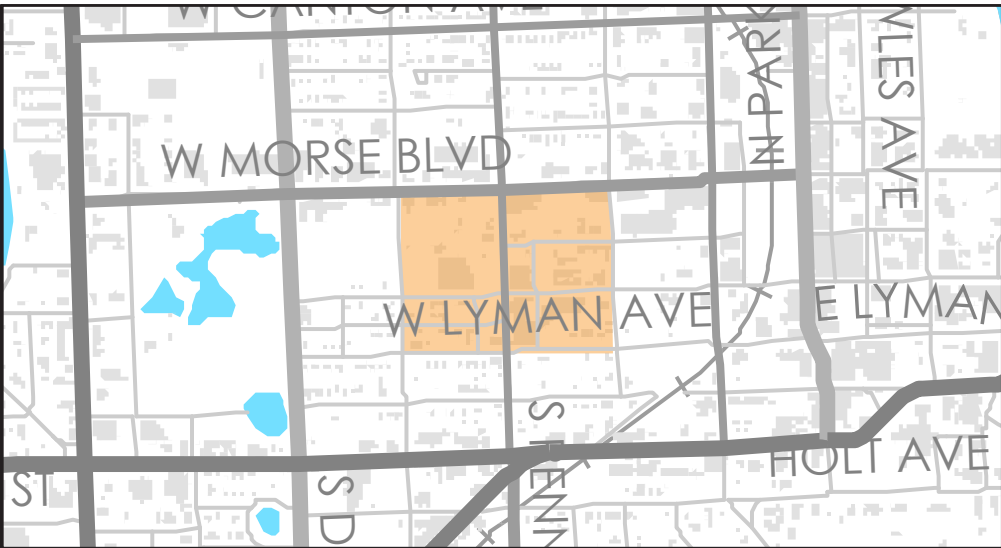
Overlay Code Options	
Modification of the retail-to-restaurant conversion variance	Some level of parking would be required when this variance is modified. Without the variance, this restaurant would have been required to build approximately 35 spaces.
Fee-in-lieu of Parking	If developer chooses not to provide all required spaces, Winter Park receives a set fee per space toward transportation improvements and alternative parking options.
Modernized Shared Parking Guidance	Development may choose to lease space in one of two public parking options within reasonable walking distance (shown above).
Updated Minimum Parking Requirements	Following Peer Average parking rates, this development would require 16 spaces.

Hannibal Square

Hannibal Square is a mixed-use district to the west of Park Avenue. This historic area has been revitalized in recent years and now is home to many thriving restaurants, retail shops, offices and services. Parking is less constrained in this area than the Park Avenue area and demand is unevenly distributed throughout the area’s public and private parking facilities. As new development occurs, one goal for this area is to ensure that parking requirements are in line with current demand patterns and that the area remains vibrant and walkable by appropriately allocating space for parking and active uses.

Goals:

- 1. Promote shared use parking in walkable environment.
- 2. Leverage existing and future parking assets.
- 3. Recognize and support walkable environment through reduced parking minimums and shared parking.
- 4. Create a system for managing centralized parking through in-lieu fees.



	Code Element	Description	Expected Outcome
Short-Term Recommendations	Fee-in-Lieu of Parking	A set fee per space that a developer can opt to pay rather than provide the required amount of on-site parking. This fee is designated to support future parking and other transportation enhancements that help accommodate community growth.	Boosts the use of alternative transportation modes by dedicating money for mobility enhancements. In addition, ensures funding for future parking when demand arises.
	Modernized Shared Parking Guidance	Updates the criteria for implementing, operating, and managing shared parking agreements, including public and private sector assets.	Leverages all available spaces in both the public and private sector, while promoting a more walkable dynamic environment.
	Updated Minimum Parking Requirements	Revises the outdated minimum parking requirements outlined in the current code, which were established decades ago, to reflect modern travel patterns.	Off-street parking requirements would more closely match actual demand patterns and serve to right-size parking.
Long-Term Recommendations	Captive Demand Reduction	Allows complimentary uses to share parking as some of the demand is generated by other uses. Reducing the minimum parking requirement for the secondary use by up to 10% will account for this captive demand.	Reduces redundant trips in demand calculations by accounting for a more accurate usage of space in mixed-use developments.
	TOD Reductions	Establishes boundaries around transit stations where minimum parking requirements would be reduced to encourage the use of alternative transportation modes.	Leverages SunRail and other future premium transit options to promote diverse access options and reduce the incentive to drive alone and park in the district.

Hannibal Square



Current Context

Shown above is an example of a mixed use development in the Hannibal Square area, combining ground floor retail and second floor office. Under Winter Park’s current code, the two uses are treated independently, even with the likelihood that much of the retail demand will come from the office above. As proposed, the building has more than 90 parking spaces, requiring the developer to go underground to meet the requirements on-site.

Even though a substantial amount of parking is available in the surrounding neighborhood, it is not regarded as an option to meet this development’s need due to insufficiencies in the current code.

Details	
Development Type	Office
Zoning	C-2
Lot Size	34,000 sq ft
Building Size	24,000 sq ft
Current Parking Requirements	96 spaces required (1 per 250 sq ft)
Special Considerations	Provided underground parking to meet requirement

Proposed Context

The proposed changes to the parking code in this area allows for future developments to take advantage of reduced parking requirements and nearby parking availability to create a more vibrant, walkable district.

Based on peer averages, the parking requirement for this example development could be reduced by nearly 30 spaces. That reduction likely eliminates the developer’s need to provide costly underground parking, drastically lowering developer costs. New shared use guidance that allows for shared parking facilities within a walkable distance also could take advantage of the many underutilized parking facilities within 1,000 feet of the development, rather than building additional space.

Finally, a fee-in-lieu provision could provide the surrounding benefits district with funding to support future parking spaces, transportation alternatives, and demand management programs.

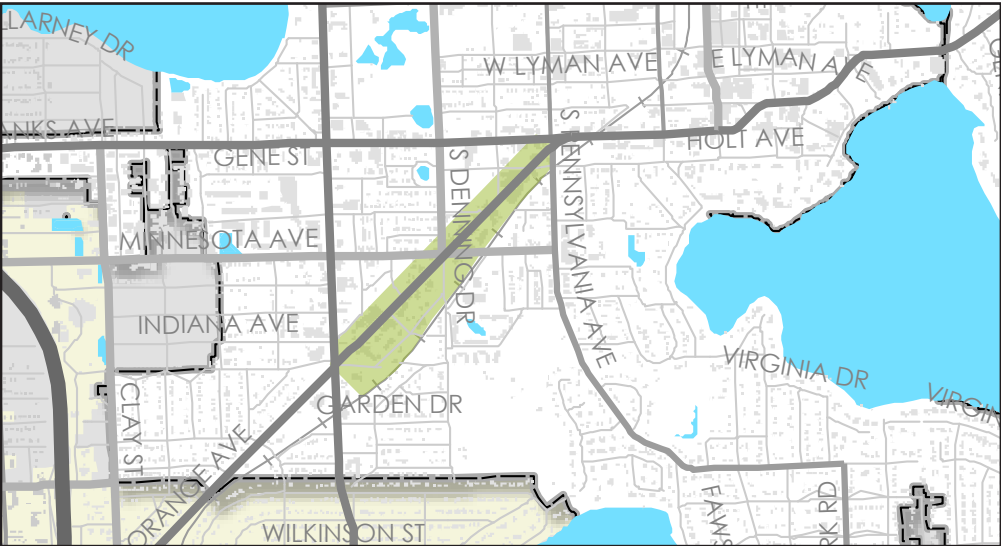
Overlay Code Options	
Fee-in-lieu of Parking	If developer chooses not to provide all required spaces, Winter Park receives a set fee per space toward transportation improvements and alternative parking options
Modernized Shared Parking Guidance	Development may choose to lease space in one of many public parking options within reasonable walking distance (shown above).
Updated Minimum Parking Requirements	Following peer average parking rates, this development would require 65 spaces

Orange Avenue

Orange Avenue is a quickly growing area of Winter Park with increased development interest. There is a need now to clarify the community’s expectations and desires for the corridor’s future. Refining parking requirements in this corridor can help ensure future development reflects quality urban design and community vibrancy principles.

Goals:

- 1. Promote mixed-use walkable development.
- 2. Create and support shared parking program.
- 3. Incentivize adaptive re-use of existing historic infrastructure.
- 4. Support managed system of parking and transportation through in lieu fees.



	Code Element	Description	Expected Outcome
Short-Term Recommendations	Fee-in-Lieu of Parking	A set fee per space that a developer can opt to pay rather than provide the required mount of on-site parking. This fee is designated to support future parking and other transportation enhancements that help accommodate community growth.	Boosts the use of alternative transportation modes by dedicating money for mobility enhancements. In addition, ensures funding for future parking when demand arises.
	Modernized Shared Parking Guidance	Criteria for implementing, operating, and managing shared parking agreements, including public and private sector assets, should be modernized.	Leverages all available spaces in both the public and private sector, while promoting a more walkable dynamic environment.
	Updated Minimum Parking Requirements	Updates the criteria for implementing, operating, and managing shared parking agreements, including public and private sector assets.	Off-street parking requirements would more closely match actual demand patterns and serve to right-size parking.
	Captive Demand Reduction	Allows complimentary uses to share parking as some of the demand is generated by other uses. Reducing the minimum parking requirement for the secondary use by up to 10% will account for this captive demand.	Reduces redundant trips in demand calculations by accounting for a more accurate usage of space in mixed-use developments.
	Adaptive Reuse Incentives	Provides a total or partial exemption from the minimum parking requirement to developments on Orange Avenue that make use of existing structures.	Promotes the redevelopment of existing buildings and prioritizes a walkable, vibrant corridor.
Long-Term Recommendations	Employer TDM Policies	Provides guidelines for employers to help manage demand for parking spaces, such as offering incentives for non-automotive transportation.	Reduces reliance on single occupant vehicle trips and promote alternative access into the district.
	Parking Maximums	Established maximum thresholds that limit the number of spaces that can be built with new development.	Makes more space available for development or active use and makes accessing the corridor via alternative transportation modes increasingly common.

Orange Avenue



Current Context

Shown above is an example of an adaptive re-use development in the Orange Avenue corridor. This mixed-use building includes a coffee shop, brewery, cafe and salon, with a reduction in the traditional parking minimum requirement based on the parking tenant mix. Some off-site parking is utilized during peak periods based on an agreement.

This development is an example of the type of adaptive reuse that should be incentivized throughout the corridor to preserve existing buildings

Details	
Development Type	Retail/Restaurant
Zoning	C-3
Lot Size	29,000 sq ft
Building Size	12,000 sq ft
Current Parking Requirements	41 spaces required (Retail: 1 per 250 sq ft; Restaurant: 1 per 3 seats)
Special Considerations	Adaptive reuse that was renovated into a multi-tenant, mixed-used building. Shared parking is utilized due to hours of operation for tenant mix. Offsite parking is utilized at night when both primary and secondary use are open.

Proposed Context

The proposed changes include several ways to ensure that future development in the Orange Avenue corridor prioritizes walkability, quality urban design, and integration with the surrounding community.

If an adaptive reuse incentive variance is applied, a development like the one pictured above would not be required to provide additional parking, lowering the barriers to redevelop some of the older buildings along the corridor.

Based on peer averages, it is reasonable that parking requirements for the development above could be reduced by 15 spaces, providing additional activated space to connect to the surrounding neighborhood. Additionally, a fee-in-lieu provision could provide funding to support future parking spaces, transportation alternatives, and demand management programs.

Overlay Code Options	
Fee-in-lieu of Parking	If developer chooses not to provide all required spaces, Winter Park receives a set fee per space toward transportation improvements and alternative parking options
Modernized Shared Parking Guidance	Development may choose to lease space in public or private parking options within reasonable walking distance
Updated Minimum Parking Requirements	Following peer average parking rates, this development would require 33 spaces (shown above)
Captive Demand Reductions	Requirements may be reduced based on assumption that some patrons will visit both uses within the same development
Adaptive Reuse Incentives	Future redevelopment projects within the corridor may be exempt from building additional parking, even if minimum requirements call for more spaces