



City Commission Regular Meeting

Agenda

July 26, 2023 @ 3:30 pm

City Hall - Commission Chambers
401 S. Park Avenue

welcome

Agendas and all backup material supporting each agenda item are accessible via the city's website at cityofwinterpark.org/bpm and include virtual meeting instructions.

assistance & appeals

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

"If a person decides to appeal any decision made by the Board with respect to any matter considered at this hearing, a record of the proceedings is needed 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).

please note

Times are projected and subject to change.

-
1. **Meeting Called to Order**
 2. **Invocation**
 - a. [Wes Hamil, Director of Finance](#) 1 minute

Pledge of Allegiance
 3. **Approval of Agenda**
 4. **Mayor Report**
 5. **Citizen Budget Comments**
 6. **City Manager Report**
 - a. [Confirmation of new Department Heads](#) 5 minutes
 - b. [Report on process of taking over a state road](#) 5 minutes
 7. **City Attorney Report**
 8. **Non-Action Items**
 9. **Public Comments | 5 p.m. or soon thereafter**

(If the meeting ends earlier than 5:00 p.m., public comments will be at the end of the meeting)

(Three minutes are allowed for each speaker)
 10. **Consent Agenda**
 - a. [Approve the minutes of the regular meeting, July 12, 2023](#) 1 minute
 - b. [Approve the minutes of the work session, July 13, 2023](#) 1 minute
 - c. [Approval of the following piggyback contract:](#) 1 minute
 1. Control Technologies, Inc. - Florida Department of Transportation Contract #DOT-ITB-23-9037-SJ - Approved Products List Traffic Equipment; For goods on an as-needed basis during the term of the Agreement through March 14, 2024; Amount: \$225,000
 - d. [Approval of the following contracts:](#) 1 minute
 1. Dix-Hite Partners, Inc. - RFQ30-22 - Professional Landscape Architectural Services; For services on an as-needed basis during the term of the Agreement through December 13, 2023; Amount: \$200,000

2. Fortune Painters of Florida, LLC - IFB25-19 - Painting Services; For services on an as-needed basis during the term of the Agreement through August 19, 2024; Amount: \$175,000
3. HDD of Florida, LLC - RFP15-19 - Underground Conduit/Pipe Installation Services; For services on an as-needed basis during the term of the Agreement through October 1, 2023; Amount: \$3,300,000
4. Power Engineers, Inc. - RFQ18-18 - Electric Underground Conversion Design; For services on as-needed basis during the term of the Agreement through October 5, 2023; Amount: \$225,000
5. Incline Consulting, Inc. - Independent Contractor Agreement; For services on an as-needed basis during the term of the Agreement through January 31, 2025; Amount: \$78.75/hour
- e. [Approval of the following formal solicitation:](#) 1 minute
 1. Garcia Civil Contractors - IFB21-23 - Denning/Fairbanks Right Turn Lane Construction; Amount: \$644,916.57

11. Action Items Requiring Discussion

- a. [Economic Development Advisory Board Retail Strategies Report](#) 15 minutes
- b. [5 & 25-Year Strategic Capital Plan Review](#) 45 minutes
- c. [Budget Discussion & Set Tentative Millage Rate](#) 10 minutes

12. Public Hearings: Quasi-Judicial Matters

(Public participation and comment on these matters must be in-person.)

13. Public Hearings: Non-Quasi Judicial Matters

(Public participation and comment on these matters may be virtual or in-person.)

- a. [Ordinance - Amending Winter Park Firefighters' Pension Plan clarifying the definition of Salary and amending the pre-retirement death and disability sections to comply with the cancer presumption requirements of Florida Statutes. \(1st reading\)](#) 5 minutes
- b. [Ordinance - amending Winter Park Police Officers Pension Plan clarifying the definition of Salary. \(1st reading\)](#) 5 minutes
- c. [Resolution 2276-23 - correcting a date in Resolution 2268-23 changing date of commencement of collection of stormwater fees from 2024 to 2023.](#) 5 minutes

14. City Commission Reports

City Commission – Wednesday, July 26, 2023

15. Summary of Meeting Actions

16. Adjournment



item type	Invocation	meeting date	July 26, 2023
prepared by	Kim Breland	approved by	
board approval			
strategic objective			

subject

Wes Hamil, Director of Finance

motion / recommendation

background

alternatives / other considerations

fiscal impact



City Commission agenda item

item type City Manager Report	meeting date July 26, 2023
prepared by Michelle del Valle	approved by Michelle del Valle, Randy Knight
board approval Completed	
strategic objective	

subject

Confirmation of new Department Heads

motion / recommendation

Confirm the following Department Heads, effective October 1, 2023:

Allison McGillis, Planning and Zoning Director

Pam Russell, Human Resources Director

Peter Moore, Director of Office of Management and Budget

background

Section 4.05(b) of the City Charter calls for the City Manager to appoint department heads and city clerk subject to the confirmation by the City Commission.

After 45 years of service, Jeff Briggs, Planning and Zoning Director is retiring effective September 30, 2023. A succession plan was implemented and executed over the last 14 months to prepare Allison McGillis, Assistant Director of Planning and Zoning for the position. Allison graduated from Rollins College with an undergraduate degree in Environmental Studies and Civic Urbanism and a master's degree in Civic Urbanism. She holds certifications from the Congress for New Urbanism and is a member of American Institute of Certified Planners (AICP). Since joining the City of Winter Park, Allison was named Employee of the Year in 2019 and graduated from Leadership Winter Park Class XXX.

The City recently concluded a pay and benefit study for implementation as part of the FY 2024 budget. Recommendations included pay plan adjustments, title changes and changes to compensation for specific employees based on experience and required skills for the position. The study recommended that the titles of both the Human Resources Division Director and the Division Director of the Office of Management and Budget be changed to Director, based on the skills required to perform the duties assigned and comparable positions in the market.

Pam Russell currently serves at the Division Director and upon confirmation will be retitled to Director. Pam is a graduate of Trevecca Nazarene University in Nashville, TN and has over 25 years of experience working in HR. Prior to her career in HR, Ms. Russell served in the Army. Pam joined the City in 2021.

Peter Moore currently serves at the Division Director of the Office of Management and Budget and upon confirmation will be retitled to Director. Peter graduated from Furman University with his degree in Economics and History and then earned an MBA from Rollins College Crummer Graduate School of Business. Peter joined the City in 2006 and has served in numerous roles within the organization leading up to his current position as Division Director.

alternatives / other considerations

fiscal impact

ATTACHMENTS:

[Allison McGillis Resume_2023.pdf](#)

ATTACHMENTS:

[Resume - Pam Russell 2023.pdf](#)

ATTACHMENTS:

[Peter Moore - Resume 2023 Public.pdf](#)

Allison McGillis

CNU-a, AICP



ADDRESS

Maitland, Florida 32751



PHONE

(407) 599 - 3665



EMAIL

amcgillis@
cityofwinterpark.org



LINKEDIN

linkedin.com/in/allison-
mcgillis-aicp

Key Skills

Public sector planning
Urban Design
Zoning
Sustainability
Environmental awareness
ESRI ArcGIS software
Mapping
Multi-tasking
Organization
Leadership
Verbal/written communications

EXPERIENCE

May 2022 – Present

Assistant Director, Planning & Zoning • City of Winter Park, Florida

Responsible for the programs of planning and zoning administration. Interpret and recommend code and policy direction to the Director, City Manager and City Commission on the various issues related to growth and development of the City. Responsibilities include growth management, redevelopment activity, transportation planning and administration, affordable housing policies, social development strategies, and annexation strategies. Develop departmental goals, objectives, and work programs; perform various administrative duties including budget preparation and personnel administration. Supervise and coordinate the activities of the Planning and Zoning Board, Board of Zoning Adjustment, Transportation Advisory Board and Historic Preservation Board to provide management of agendas and matters requiring review and recommendation by those citizen advisory boards.

Aug 2021 – April 2022

Planning Team Leader • Poulos & Bennett • Orlando, Florida

Managed multi-disciplinary Planning projects for private and public sector clients. Provide research and interpretation of jurisdictional ordinances and requirements for due diligence and entitlement-related projects. Prepared written reports and data analysis for entitlement-related applications. Lead public outreach meetings and workshops. Provided client representation at public hearings and meetings. Lead and mentor Planning Department staff.

Aug 2015 – Aug 2021

Senior Planner • City of Winter Park, Florida

Managed complex planning studies and development applications. Reviewed and processed comprehensive plan amendments, rezonings, annexations, site plans, and plats. Prepared Evaluation and Appraisal Review of the city's Comprehensive Plan per statutory requirements. Spearheaded public outreach initiatives including workshops, community meetings, and charrettes. Wrote Ordinances for consideration by the City Commission for planning applications received. Presented reports and other findings to staff, the Planning and Zoning Board, and the City Commission. Served as liaison to other Boards, Committees, and/or ad-hoc bodies. Oversaw continuing services contracts with outside consultants for various planning and transportation related projects and studies. Supervised junior planners and interns. Helped the city implement and optimize a new fully-online planning and permitting software during the COVID-19 pandemic.

March 2013 – Aug 2015

Project Manager • ECS Limited • Orlando, Florida

Team leader responsible for project deadlines, business development, and new employee training. Served as branch ArcGIS Analyst for environmental and geotechnical projects specializing in redevelopment and largescale brownfields. Prepared proposals and managed projects for several public sector and private sector clients. Conducted Phase I ESAs; managed soil, surface water, and groundwater sampling projects and prepared Phase II ESAs. Performed monthly invoicing and marketing activities.

EDUCATION

Rollins College • Winter Park, Florida

August 2014 • Masters of Planning & Civic Urbanism

December 2012 • Bachelors of Environmental Studies & Civic Urbanism

CERTIFICATIONS & ACCOMPLISHMENTS

Leadership Winter Park Graduate, WP Chamber of Commerce, 2020
Awarded Employee of the Year, 2019, City of Winter Park, Florida
American Planning Association, Certified Planner (AICP), 2019
Congress for the New Urbanism, Certified Member (CNU-a), 2014

PAM RUSSELL
HUMAN RESOURCES PRACTITIONER

EXPERIENCE

City of Winter Park, HR Division Director

2021 – Present

Responsible for administering the City's Human Resources functions, including personnel rules, regulations, and programs. Responsibilities include salary administration and classification, management of employee benefits, training and development, performance management, labor law compliance, and negotiations with bargaining unit.

City of Murfreesboro, HR Director

2017 - 2021

Assistant HR Director

2010 –2017

Led a Human Resources team of 11, managing employee relations, health and welfare benefits, full cycle recruiting, workers' compensation, safety, training, and employee engagement for a local municipality employing over 1,500 employees. Consulted with and provided guidance to leadership on employee related matters. Ensured compliance with applicable federal and state laws, execution and administration of company policies, creation of Request for Proposals (RFP), and department budget administration.

G&C, Human Resources Manager

2008 – 2010

Managed Human Resources department of three, responsible for a multi-site, multi-shift manufacturing operation. Consulted, coached, and partnered with leadership to offer positive business solutions. Investigated employee complaints and facilitated change management to ensure organizational effectiveness.

Gateway Pro Partners, Human Resources Business Partner (HRBP)

2006 - 2008

On-site HRBP responsible for all HR operations for a start-up computer manufacturing facility. Hired over 450 employees in less than two years, which included executives, managers, supervisors, and laborers. Managed recruiting, benefits, employee relations, safety, and training.

FSI, Director of Human Resources

2004 - 2006

Managed all Human Resources functions for a small print distribution company. Created job descriptions, company policies, and employee relations in addition to being responsible for recruiting and payroll for the facility.

Sheraton Music City Hotel, Human Resources Manager

1997 - 2004

Human Resources Manager for upscale, full-service hotel. Managed full-cycle recruiting, health and welfare benefits, payroll processing, new hire orientation, employee relations, affirmative action program, performance appraisal process, and HR metrics reporting.

EDUCATION

Bachelor's Degree

Human Relations & Management

Trevecca Nazarene University

Nashville, TN

CERTIFICATIONS

- SHRM-CP
- IPMA-SCP
- DEI Certification

SPECIALIZING IN:

- EMPLOYEE RELATIONS
- BENEFITS & WELLNESS
ADMINISTRATION
- TALENT MANAGEMENT
- INTERNAL INVESTIGATIONS
- RISK MANAGEMENT & SAFETY
- PAYROLL ADMINISTRATION
- EMPLOYEE ENGAGEMENT
- BUDGET PREPARATION
- CHANGE MANAGEMENT
- START-UP FACILITIES
- MULTI-SITE MANAGEMENT

ADDITIONAL RESPONSIBILITIES:

- ADA COORDINATOR
- EEO OFFICER

-
- MILITARY VETERAN
 - HONORABLE DISCHARGE

PROFILE

Financial, economics, and business development professional with almost two decades of experience in public and private management, strategic planning, negotiation, finance, budgeting, economic development retention and recruitment, project management, economic forecasting and impact analysis modeling.

PROFESSIONAL ACHIEVEMENTS

- ✓ Manage the strategic priorities of an over \$200 million annual budget.
- ✓ Oversee the diverse strategic resource management divisions of budgeting, warehousing, procurement, contracts & negotiations, economic development, and grants.
- ✓ Appointed to the Board of Directors for the Florida Redevelopment Association and assisted in developing the statewide academic curriculum for certification of redevelopment professionals.
- ✓ Created the City of Winter Park's Business Façade Matching Grant Program investing in over 60 small businesses leveraging over \$13 million of private investment.
- ✓ Wrote the Hannibal Square Community Land Trust business plan and other documents to incorporate the HSCLT as the second land trust in the State of Florida, providing perpetual affordable housing solutions to families.
- ✓ Assisted in relocating Ruth's Hospitality Group's corporate headquarters to Winter Park through development of job incentive programs.
- ✓ Accomplished public speaker having delivered speeches for the Florida Housing Coalition, Florida Redevelopment Association, The CLT Network, Florida for the Arts, Rotary, Chamber of Commerce, local governments, and many others.

EMPLOYMENT OVERVIEW

Division Director Office of Management & Budget City of Winter Park

2012 - Present

- Oversee the divisions of Budget & Grants, Procurement & Contracts, Warehousing, and Economic Development & the Community Redevelopment Agency.
- Manage a diverse group of employees from all backgrounds and experience.
- Develop and assist in managing the city's over \$200 million annual budget for general city services, special districts, and water, electric, and stormwater utilities.
- Perform advanced analysis duties including, proforma forecasting, economic modeling, annexation impact studies, utility rate calculations and strategy, performance measurement, and strategic real estate management.
- Manage the city's diverse contractual relationships with vendors and oversee the grant support to local non-profit partners.
- Helped to expand the city's fiber optic footprint and expanded broadband and cellular coverage initiatives through public-private partnerships, leveraging millions in investment in the city.
- Engaged in numerous strategic initiatives over the years, including utility power portfolio negotiations, the retirement planning committee, expansions of shelter programs with Lynx, solid waste franchise agreements, health and benefit negotiations, ERP software system transitions, special assessments, and development of strategic plans.

Assistant Director of Economic Development/CRA 2008 - 2012
Assistant Manager of the Community Redevelopment Agency 2006 - 2008
City of Winter Park

- Worked to create the first ever city-wide Strategic objectives, Economic Development Plan, and CRA Strategic & Park Ave Area Strategic plans.
- Created numerous business development and social support programs and activities including, the business façade program, housing rehabilitation program, microloan program, business relocation programs, Summer Youth Enrichment Program, Winter Park ice rink, international sister city relationships, and street signage programs.

Redevelopment Manager

REO-America, Altamonte Springs, FL 2005 - 2006

- Initiated and managed investment into redevelopment of residential, office, and multifamily projects throughout Florida and the Southeast. Analyzed potential deals for investment and performed financial modeling of redevelopment projects. Acquired investments for tax lien portfolios across multiple states.

Other Experience:

Tax Lien Investments Managing Partner
OCTC-2011, Apopka, FL

2009 - 2012

EDUCATION

Masters of Business Administration

Honors, Crummer Graduate School - Rollins College, Winter Park, FL

Bachelor of Arts – in Economics and History

Magna Cum Laude, Furman University, Greenville, SC

COMMUNITY INVOLVEMENT & HONORS

- President of the Elder board for Grace Pointe Church
- Past president and treasurer of various homeowners' associations
- Member of National History and Economics Societies & member of Beta Gamma Sigma
- Involved in past missions work to Haiti and Guatemala

TRAININGS & SKILLS

- Speak some French, acquainted with Arabic. Currently, learning Korean.
- Proficient using the Microsoft suite of products with advanced knowledge of Excel. Familiar with ArcGIS, the Tyler Munis suite of products, and Adobe.
- Enjoy cooperating and working with people from all over the world. Accustomed to international travel and living; raised in Saudi Arabia, traveled extensively and studied Arabic at the Berlitz language school in Egypt.



item type	City Manager Report	meeting date	July 26, 2023
prepared by	Rene Cranis	approved by	
board approval			
strategic objective			

subject

Report on process of taking over a state road

motion / recommendation

background

alternatives / other considerations

fiscal impact



item type Consent Agenda	meeting date July 26, 2023
prepared by Rene Cranis	approved by Michelle del Valle, Randy Knight
board approval Completed	
strategic objective	

subject

Approve the minutes of the regular meeting, July 12, 2023

motion / recommendation

background

alternatives / other considerations

fiscal impact

ATTACHMENTS:

[CC-min-2023-07-12.pdf](#)



City Commission Regular Meeting Minutes

July 12, 2023 at 3:30 p.m.

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

Present

Mayor Phil Anderson, Commissioners Marty Sullivan, Sheila DeCiccio, and Kris Cruzada; City Manager Randy Knight, Assistant City Manager Michelle del Valle; City Attorney Kurt Ardaman; City Clerk Rene Cranis.

Absent

Commissioner Todd Weaver (listening virtually).

1) Meeting Called to Order

Mayor Anderson called the meeting to order at 3:30 p.m.

2) Invocation

The invocation was given by Reverend Kathy Beasley, Unity of Central Florida, followed by the Pledge of Allegiance.

3) Approval of Agenda

Motion made by Mayor Anderson to approve the agenda; seconded by Commissioner DeCiccio. Motion carried with a 4-0 vote. Commissioner Weaver did not vote.

4) Mayor Report

Mayor Anderson spoke about the city budget and incorporation of resident values of history and heritage, small town feel, proactive growth and vision for the future.

- a. Proclamation - Lakes Appreciation Month

Mayor Anderson read a proclamation declaring July as Lakes Appreciation Month and presented the proclamation to Director of Natural Resources Gloria Eby and Lakes Division Manager Joey Cordell. Mrs. Eby invited everyone to attend the lakes events.

5) Citizen Budget Comments

6) City Manager Report

- a. City Manager's Report

Mr. Knight explained the Police Department has partnered with the Best Foot Program dedicated to reducing pedestrian fatalities and will be conducting enforcement efforts targeting crosswalk violations toward increasing pedestrian safety.

Commissioner DeCiccio addressed the Kiwanis property agreement and said she feels the distribution from the sale proceeds, (25% total, 12.5% each to the Boys and Girls Scouts) is low. Mr. Knight advised that this amount exceeds what they had been receiving from Kiwanis and with a \$1m property value they would get approximately \$250k. The remaining funds will be distributed to the organizations listed in the agreement, although the Commission can change the distribution. He said reimbursement of the city's costs have been added to the agreement.

b. FY 24 Budget Presentation by City Management and Departments

Ms. del Valle reviewed the budget schedule with adoption of tentative millage rate in the next meeting. She reviewed inflationary and revenue trends and stressed the need to budget for anticipated price increases for vehicles, technology and materials. Personnel and benefit costs increased with a COLA, merit increases and implementation of pay plan changes. The general fund expenditure increase is due to the solid waste contract and purchase of the WP18 golf course. She noted the budget includes fee increases between 5 and 20%.

Ms. del Valle said cash reserves is \$19.1m which is \$3.2m below the goal. The total budget increased by 4.3% and required a \$400k decrease in capital funding. She reviewed capital highlights and responded to questions regarding status of grant funding. She gave an overview of unfunded items noting \$600k remains for the commission to allocate. She reviewed decision points to be addressed during the budget process: expend contingency, review budget policies, revenue options and update of the 5/25-year plan.

Mr. Knight reminded that the final millage rate, adopted in September, cannot be higher than the tentative millage rate without a super-notification process. Commissioner Sullivan suggested future consideration of a small increase to millage rate dedicated to fund parks. He feels it would be looked on favorably by the residents.

Director of Communications Clarissa Howard gave a presentation on the department's responsibilities and level of service, key performance indicators, FY 23 accomplishments, summary of spending, and FY 24 goals.

Director of Building and Permitting Services Gary Hiatt reviewed the department's organizational chart, level of service, key performance indicators, permit and inspection activity, major projects/status, FY 23 accomplishments, summary of spending (increased due to addition of Code Compliance to the department), next year's goals and construction outlook for FY 24.

Assistant Director of Planning and Zoning Allison McGillis gave a presentation on the department's programs, level of service, key performance indicators, last year's accomplishments, next year's goals (comp plan and land development code updates).

Director of Information Technology Parsram Rajaram reviewed the department's programs, organizational chart, levels of service, key performance indicators, last year's accomplishments, summary of spending (increased personnel and software licensing), next year's goals and strategic items. He spoke about needs for improved cybersecurity which has been aided by new State legislation.

Director of Natural Resources and Sustainability Gloria Eby gave a presentation on the department's sustainability and lakes programs, accomplishments and next year's goals, and summary of spending (including grant reimbursements). She showed photos of major projects and events and highlighted prioritized projects on climate resiliency, energy and water conservation, waste management, etc.

7) City Attorney Report

8) Non-Action Items

A recess was held from 5:35 to 5:46 p.m.

9) Public Comments | 5 p.m. or soon thereafter

10) Consent Agenda

- a. Approve the minutes of the regular meeting, June 28, 2023
- b. Approve the minutes of the work session, June 29, 2023
- c. Approve the minutes of the subcommittee meeting, June 29, 2023
- d. Approve the minutes of the subcommittee meeting, July 3, 2023
- e. Approval of the following piggyback contracts:
 1. All-Rite Fencing Services, LLC. – City of Oviedo Contract #ITB23-42 - Fencing Installation, Replacement, and Repairs; For goods and services on an as-needed basis during the term of the Agreement through June 19, 2026; Amount: \$200,000
 2. Motorola Solutions, Inc. - Orange County Contract #Y23-102-MV - Motorola Services; For goods on an as-needed basis during the term of the Agreement through December 16, 2023; Amount: \$225,000
 3. ACF Standby Systems, LLC – Columbia County Contract #2022-AA – Generator Maintenance Services; For services on an as-needed basis during the term of the Agreement through October 1, 2025; Amount: \$100,000
 4. DH Pace Company, Inc. - City of Orlando Contract #IFB20-0207 - Maintenance and Repairs of Overhead Roll-Up Doors; For services on an

as needed basis during the term of the Agreement through July 14, 2024;
Amount: \$200,000

f. Approval the following formal solicitations:

1. Tetra Tech, Inc. - RFP14-23 - Emergency Debris Monitoring Services;
Amount: \$150,000
2. Ceres Environmental Services, Inc. - RFP15-23 - Emergency Debris
Management Services; Amount: \$400,000

g. Approval of the following contract:

1. Xylem Water Solutions USA, Inc. - SS23-12 - Flygt Products; For goods on
an as-needed basis through September 30, 2023; Amount: \$150,000

**Motion made by Commissioner DeCiccio to approve the Consent Agenda;
seconded by Commissioner Cruzada. Motion carried unanimously with a 4-0 vote.
Commissioner Weaver did not vote.**

11) Action Items Requiring Discussion

a. Economic Development Advisory Board (EDAB) Retail Strategies Report

Assistant Division Director of Economic Development and CRA Kyle Dudgeon gave the background of efforts and meetings leading to this plan developed consultants with input from Winter Park stakeholders, EDAB and staff.

Mayor Anderson thanked Mr. Dudgeon and EDAB for their efforts beginning with redefining economic development and formation of a subcommittee of two EDAB board members, him, and Commissioner DeCiccio. He spoke about the need for economic development and efforts to keep Winter Park healthy in the long-term. He noted that staff looked deeply at property tax growth rate and suggested a refresh of that data.

Michael Berne, MJB Consulting, gave a presentation on the study on Winter Park's retail potential and the city's role. He spoke about ecommerce history and trends, vacancy rates, the Winter Park market, themes and concepts stressing the need to prepare for the future, partly by maintaining selection of comparison shops. He addressed 17-92 in comparison to other commercial corridors with exclusive and upmarket stores and restaurants and Orange Avenue with a wide range of tenancy, mixed use and zoning yet still has challenges. He outlined top three priorities: city-wide retail marketing collateral, adjustments to C-2 zoning, incentives for comparison goods retailers on Park Avenue.

Mayor Anderson addressed the following:

- Comparison shopping (expanded retail) would result in longer visits to Park Avenue and benefit restaurants. There may be a need to relax some regulations that would contribute toward sustaining/expanding retail. He would like to see an illustration of the mix, square footage and frontage of businesses on Park Avenue to be used as a guideline toward the long-term viability of Park Avenue. Commissioner DeCiccio agreed and suggested a review of zoning regulations.

- First floor office use interrupts the retail experience. He suggested finding a way to incentivize office use on the second or third floor and retail on the first floor.
- Big box retail on 17-92. He suggested a different approach for the conditional use process and consideration of an architectural review board for certain uses.
- Orange Avenue and its attractiveness to a specific clientele. Discussion was held on the Orange Avenue Overlay and Orange Avenue, types of uses, nearby greenspace and connectivity. He suggested the health of retail should be considered.

Mayor Anderson suggested members of the commission submit comments to Mr. Knight and accepting the report as an outline of the next steps with the ability to incorporate the above changes into the accepted report.

Commissioner DeCiccio expressed concern about high rents that exclude smaller businesses and asked if anything can be done to impact the rents. Mr. Berne said an aggressive approach is through zoning as it tends to have a moderating effect on rent. Discussion followed on current uses and benefits of mixed uses to businesses, visitors and residents.

Commissioner Sullivan spoke about opportunities to fix West Fairbanks and Orange Avenue, i.e. road diet. He feels it is key to keep zoning codes updated and in tune with business trends. He would like to see changes that would enhance lives of Winter Park residents and to energize and maintain impetus for local businesses to grow.

Mayor Anderson asked staff to circulate to the commission the definition of economic development. He spoke about guiding principles and the importance of incentivizing what is good for residents, which is the underlying reason for economic development.

Consensus was for commission to submit comments or questions to Mr. Knight to be shared and to take further action in the next meeting.

- b. Discussion on amending Sec. 58-71 to prohibit the parking of limousine style vehicles within residential zoning districts.

Assistant Director of Planning and Zoning Allison McGillis reviewed code provisions which prohibits commercial and larger vehicles in residential areas but does not address limousines. Staff is recommending regulating vehicles over 25 feet in length the same as RVS, boats and trailer which are allowed in side yards provided they are screened or hidden from view. She responded to questions noting that commercial vehicles are prohibited and that RVs and boats can be parked temporarily if fits on the property.

Commissioner Sullivan and Mayor Anderson shared concerns of adopting an ordinance to address a single situation. Discussion followed on possible language that would allow for temporary parking, require screening for permanent parking, and enforcement.

Consensus was for an ordinance to require that vehicles over 25 feet must be screened.

A recess was held from 6:54 to 7:00 p.m.

c. SR426 FDOT's proposed improvement measures

Engineer Hong Lim advised that FDOT has requested the city's support/opposition for S.R. 426 proposed improvements which will be presented to FDOT tomorrow and additional community meetings will be held prior to the design and engineering phase. He reported resident concerns about ingress/egress from neighbors and bike/ped path and presented table of improvements indicating support, opposition and need for additional information as determined by the commission subcommittee. Items supported include 25 mph pavement markings, all raised crosswalks with pedestrian hybrid beacons, raised pavement markings, bus stop markings, concrete pedestrian barriers, signal timing optimization. He explained the process for traffic warrants for signalized intersections.

Mayor Anderson said alternatives are needed that show a method of getting a bike path even if it results in the loss of a sidewalk on either side of 426. He explained the process for appeal of traffic warrants that would permit traffic signals, and possibly staggered lights at Henkel and Trismen. Discussion was held on pedestrian beacon crossings and suitable locations.

Motion made by Mayor Anderson to approve the concept with revisions: relook at design of section of roadway by Henkel, and push for bike path and signalization and raised crosswalks with pedestrian hybrid signal; seconded by Commissioner DeCiccio.

Pamela Peters, 467 Lakewood Drive, thanked the city for its support and work. She spoke about safety and accidents on Aloma noting that traffic has reached a point that prohibits a safe ingress or egress from their neighborhood and that lack of visibility of cyclists on sidewalk creates a hazard and needs to be looked at by FDOT. She asked for consideration of eliminating left-turns on Alberta and urged the city to push back on warrants and to take back the road if FDOT won't make improvements.

Ben Robinson, 190 Cortland Avenue, said 426 is a dangerous road and appreciates the city's attention to this matter. He asked the city to push for FDOT to look at this from a community standpoint and emphasize improvements for pedestrian and cyclist safety.

Tara Gaffey, 220 Brewer Avenue, spoke about her experience walking and bicycling and expressed appreciation for city's efforts and hopes that FDOT sees the reality of the situation.

David Albertson, 55 Trismen Terrace, thanked the city and FDOT for the opportunity to provide input toward a solution for improvements and said residents will continue on a shared path for moving forward with improvements.

Mrs. Peters pointed out that pedestrian lights are great but do not help residents get in and out of the neighborhood.

Mayor Anderson restated his motion for approval of the spreadsheet with two changes: pedestrian hybrid beacon at all raised intersections and additional design concepts of the roadway between the canal and Osceola Avenue for bike and pedestrian and possibly lights. Commissioner DeCiccio suggested adding that FDOT look at ingress/egress from side streets. Accepted by Mayor Anderson to include in the motion. Upon a voice vote, motion carried unanimously with a 4-0 vote. Commissioner Weaver did not vote.

12) Public Hearings: Quasi-Judicial Matters

13) Public Hearings: Non-Quasi-Judicial Matters

- a. ORDINANCE 3275-23 -AN ORDINANCE OF THE CITY OF WINTER PARK, FLORIDA, AMENDING ARTICLE V OF CHAPTER 102 OF THE WINTER PARK CODE OF ORDINANCES, MODIFYING THE METHOD OF CALCULATION AND COLLECTION OF STORMWATER MANAGEMENT UTILITY FEES; AND PROVIDING FOR CODIFICATION, INCONSISTENCY, SEVERABILITY, AND AN EFFECTIVE DATE. (2nd reading)

Attorney Ardaman read the ordinance by title.

Motion made by Commissioner Cruzada to adopt the ordinance; seconded by Commissioner Sullivan. There were no public comments; **seconded by Commissioner Sullivan. Upon a roll call vote Commissioners Sullivan, DeCiccio and Cruzada and Mayor Anderson voted yes. Motion carried unanimously with a 4-0 vote. Commissioner Weaver did not vote.**

14) City Commission Reports

Commissioner Sullivan -

- Suggested adding more native plants in parks that would use less water and be advantageous for birds and butterflies, specifically for Mead Garden.
- Spoke about events at Kraft Azalea Gardens where confetti or flower petals are thrown and asked that the city prohibit them Kraft Azalea Gardens.

Mr. Knight advised there is a policy in place; however, the problem is that weddings are held there without being reserved and knowledge of the policy. When the gardens are reserved through the city, the policy is provided to the renter.

Parks and Recreation Director Jason Seeley spoke about the projects targeted for native plants in Orwin Manor and Jay Blanchard Parks with other areas yet to be identified.

Commissioner DeCiccio –

- Displayed photos showing flooding and impact on failing swales at parking area at MLK park and asked for status on repairs. Director of Public Works and Transportation Charles Ramdatt said an assessment was done with plans to repair in

the next month and is a top priority of public works team. He said they have met with engineers and he is confident repairs can be handled in-house and that comprehensive stormwater study and analysis is being done in the basin and to look at flow to Lake Killarney and Lake Maitland.

Commissioner Cruzada -

- Thanked staff for taking care of the road and curb on Golfside Drive.

Mayor Anderson -

- Appointed Matt Johnson and Carmen Dominguez to Construction Board of Adjustments and Appeals.
- Asked that staff provide additional information on parameters for shifting control of a state road and place on the next agenda for discussion.

15) Summary of Meeting Actions

- Received budget presentations.
- Approved Consent Agenda.
- Received EDAB report with questions to be submitted to the city manager prior to the next meeting and place on the next meeting agenda.
- Staff to draft ordinance regulating vehicles over 25 feet in residential areas.
- Approved SR 426 improvements spreadsheet with plan with additions.
- Approved ordinance regarding stormwater management fees.
- Staff to explore opportunities for planting native landscaping in parks.
- Staff to study issues with failing bricks and stormwater issues at the Library and Events Center.
- Received report of Mayor Anderson's appointments to the Construction Board of Adjustment and Appeals.
- Directed staff to research process for taking over state roads.

16) Adjournment

The meeting adjourned at 8:09 p.m.

Mayor Phillip M. Anderson

ATTEST:

City Clerk Rene Cranis, CMC



item type	Consent Agenda	meeting date	July 26, 2023
prepared by	Rene Cranis	approved by	Michelle del Valle, Randy Knight
board approval	Completed		
strategic objective			

subject

Approve the minutes of the work session, July 13, 2023

motion / recommendation

background

alternatives / other considerations

fiscal impact

ATTACHMENTS:

[CC-min-2023-07-13 ws.pdf](#)



City Commission Work Session Meeting Minutes

July 13, 2023 at 1:00 p.m.

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

Present

Mayor Phil Anderson, Commissioners Marty Sullivan, Sheila DeCiccio, Kris Cruzada, and Todd Weaver (Virtual); City Manager Randy Knight; Assistant City Manager Michelle del Valle and City Clerk Rene Cranis.

1) Call to Order

Mayor Anderson called the meeting to order at 1:00 p.m.

2) Discussion Item(s)

a. Fiscal 24 Department Budget Presentations

Police Chief Tim Volkerson reviewed the department's organizational chart, key performance indicators, crime statistics, calls for services, traffic crashes, last year's accomplishments (implemented program to sponsor candidates to the police academy, new community service officer position), summary of spending, next year's goals and capital projects.

Fire Chief Dan Hagedorn spoke about positive responses from its customer evaluation survey, level of service, organizational chart (adding 2 additional personnel for new units with plans to add to two in the following two years). He reviewed summary of spending, key performance indicators, last year's accomplishments, next year's goals (equipment upgrades, fire training facility, emergency response plans and threat assessment), and capital projects.

Mr. Knight reported that the acquisition of the Wymore property for the training facility closed today.

Director of Public Works and Transportation Charles Ramdatt reviewed the department's programs, organizational chart and the collaboration with other city departments. He outlined key performance indicators, accomplishments, next year's goals and capital projects and summary of spending and reviewed strategic items (stormwater modeling, transportation master plan, safety action plan).

Mayor Anderson addressed personnel costs and staffing levels and asked if there were a way to show a more realistic view of personnel costs/changes. Mr. Knight said a budget comparison could be provided since actual expenditures would lower due to unfilled positions and would then reflect a higher percentage increase in a future year.

Assistant Division Director of OMB Peter. Moore said notes could be added in the budget to explain changes, i.e. COLA, merit increases. Discussion followed on presenting the basis for budget increases, primarily due to personnel costs.

Mr. Knight reminded that the Public Works Department operating budget increased largely due to the new Waste Pro Contract, which is a pass-through revenue. Mayor Anderson expressed a desire to look at the general fund budget without transfers.

Mr. Ramdatt responded to questions regarding fiber installation and connectivity and stormwater repairs being done by staff.

Director of Parks and Recreation Jason Seeley gave a presentation on the department, levels of service, key performance indicators (including new KPIs for venue rentals, golf course rounds, and tennis court reservations) He summarized accomplishments and active, completed and future capital projects. He reviewed summary of spending and next year's goals. He responded to questions regarding potential fee increases to generate additional revenue. Mr. Knight said the budget includes a 5% across the board increase of parks use fees.

Commissioner Weaver spoke in favor of raising non-resident golf and other park fees.

Ms. del Valle said the 5/25-year plan will be on the July 26th agenda and final department presentations will be in the August 10th work session.

3) Adjournment

The meeting adjourned at 2:49 p.m.

Mayor Phillip M. Anderson

ATTEST:

City Clerk Rene Cranis



City Commission agenda item

item type	Consent Agenda	meeting date	July 26, 2023
prepared by	Rebecca Watt	approved by	Jennifer Maier, Michelle del Valle, Randy Knight
board approval	Completed		
strategic objective	Fiscal Steward		

subject

Approval of the following piggyback contract:

item list

1. Control Technologies, Inc. - Florida Department of Transportation Contract #DOT-ITB-23-9037-SJ - Approved Products List Traffic Equipment; For goods on an as-needed basis during the term of the Agreement through March 14, 2024; Amount: \$225,000

motion / recommendation

Commission approve item as presented and authorize Mayor to execute the Agreement.

background

The Originating Agency issued formal solicitation to award this contract in FY23.

alternatives / other considerations

N/A

fiscal impact

Total expenditures included in approved budget.



item type Consent Agenda	meeting date July 26, 2023
prepared by Rebecca Watt	approved by Jennifer Maier, Michelle del Valle, Randy Knight
board approval Completed	
strategic objective Fiscal Stewardship.	

subject

Approval of the following contracts:

item list

1. Dix-Hite Partners, Inc. - RFQ30-22 - Professional Landscape Architectural Services; For services on an as-needed basis during the term of the Agreement through December 13, 2023; Amount: \$200,000
2. Fortune Painters of Florida, LLC - IFB25-19 - Painting Services; For services on an as-needed basis during the term of the Agreement through August 19, 2024; Amount: \$175,000
3. HDD of Florida, LLC - RFP15-19 - Underground Conduit/Pipe Installation Services; For services on an as-needed basis during the term of the Agreement through October 1, 2023; Amount: \$3,300,000
4. Power Engineers, Inc. - RFQ18-18 - Electric Underground Conversion Design; For services on as-needed basis during the term of the Agreement through October 5, 2023; Amount: \$225,000
5. Incline Consulting, Inc. - Independent Contractor Agreement; For services on an as-needed basis during the term of the Agreement through January 31, 2025; Amount: \$78.75/hour

motion / recommendation

Commission approve items as presented and authorize Mayor to execute Agreements.

background

1. A formal solicitation was issued on September 1, 2022. The City received ten (10) responses and awarded the contract to the top three (3) ranked firms on November 9, 2022. The contract was executed on December 13, 2023.
2. A formal solicitation was issued in FY19 and has been renewed in accordance to the original executed Agreement.
3. A formal solicitation was issued in FY19 and has been renewed in accordance to the original executed Agreement.

4. A formal solicitation was issued in FY18 and has been renewed in accordance to the original executed Agreement.
5. Commission approved original Agreement on April 13, 2022. Contractor revised company name to Incline Consulting, Inc. and hourly rate adjustment for cost of living.

alternatives / other considerations

N/A

fiscal impact

Total expenditures included in the approved budgets.



City Commission agenda item

item type	Consent Agenda	meeting date	July 26, 2023
prepared by	Rebecca Watt	approved by	Jennifer Maier, Michelle del Valle, Randy Knight
board approval	Completed		
strategic objective	Fiscal Stewardship		

subject

Approval of the following formal solicitation:

item list

1. Garcia Civil Contractors - IFB21-23 - Denning/Fairbanks Right Turn Lane Construction; Amount: \$644,916.57

motion / recommendation

Commission approve item as presented and authorize Mayor to execute.

background

1. A formal solicitation was issued on June 2, 2023 and due on July 6, 2023. The City received one (1) response and staff deemed it to be most advantageous to open response and recommend for award.

alternatives / other considerations

N/A

fiscal impact

Total expenditures included in approved budget.



item type Action Items Requiring Discussion	meeting date July 26, 2023
prepared by Kyle Dudgeon	approved by Peter Moore, Michelle del Valle, Randy Knight
board approval Completed	
strategic objective	

subject

Economic Development Advisory Board Retail Strategies Report

motion / recommendation

Accept the document.

background

Over the past year, staff has worked with the Economic Development Advisory Board (EDAB) on a number of initiatives outlined in the 2021 Strategies and Action Plan. These included performance metrics, business cluster identification and inventory, downtown pedestrian activity, and gap analysis.

During this time, the EDAB subcommittee also generated two deliverables: 1. establishing a set of guiding principles when considering economic development items for the community, and 2. an understanding of where taxable value growth is occurring through a Department of Revenue code analysis. The guiding principles are included in the attachment.

Through these efforts, an additional question of whether, at a more nuanced level, was Winter Park's retail mix fully leveraging its synergistic potential and, if not, what market and real estate-related factors might be responsible was considered. Working with MJB and GAI consultants, the intent of the analysis is to showcase a better understanding of the city's opportunities and limitations with regard to the city's retail mix. Work was divided into two phases, both of which can be reviewed at a higher level in the 'Vision One Page' attached.

Phase I focused on the key retail areas of the retail, dining, and entertainment. It outlined the community's general market conditions and emerging influences impacting retail activity of the city's six commercial corridors (Park, Hannibal Square, Orange, 17/92, Fairbanks, Lee, and Aloma). The resulting document outlined a vision for each including market trade area, tenant potential, and risks/vulnerabilities.

From there, Phase II offered guidance on the role(s) that the City, various non-profit, and private sector stakeholders should be playing with respect to retail overall and within

specific individual areas or districts. It also addresses policies, initiatives, commitments, actions and behaviors consistent with those roles. This included outreach to stakeholders from each of the corridors resulting in an additional fourteen private sector discussions held between them and the consultant as part of the final document.

The phase II implementation matrix prepared by MJB Consulting and GAI Consultants outlines strategies, implementable action, and a time horizon for each corridor recommendation. The document was unanimously approved by EDAB at their June 13, 2023 meeting, and presented to the Commission on July 12. From that meeting direction was given to bring back the item, include the guiding principles, and disburse any additional comments.

alternatives / other considerations

fiscal impact

Staff will return with programming collateral for recommendations and cost estimates.

ATTACHMENTS:

[Winter Park Retail Strategies Report_June 2023_Final Draft.pdf](#)

ATTACHMENTS:

[WinterParkRetailVisionOnePagerFinal.pdf](#)

ATTACHMENTS:

[Economic Development Statement & Guiding Principles DRAFT V1.1.pdf](#)

ATTACHMENTS:

[Park Avenue Business Inventory July 2023.pdf](#)



CITY OF WINTER PARK RETAIL STRATEGIES

PHASE II IMPLEMENTATION MATRIX I
JUNE 2023

*Prepared by MJB Consulting and GAI Consultants, Inc.
Prepared for City of Winter Park, Florida*

CITY OF WINTER PARK

RETAIL

STRATEGIES

PHASE II IMPLEMENTATION MATRIX | JUNE 2023

ACKNOWLEDGMENTS

Kyle Dudgeon | Assistant Division Director, *Economic Development/CRA*
Peter Moore | Division Director, *Office of Management and Budget*

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This document has been prepared by MJB Consulting and GAI Consultants, Inc. on behalf of the City of Winter Park, Florida.



PROJECT UNDERSTANDING

In March 2022, the City of Winter Park (“Client”) hired MJB Consulting, as a sub-consultant to GAI Consultants’ Community Solutions Group (“Project Team”), to undertake an extensive scope-of-work designed to arrive at and secure buy-in to retail strategies for Winter Park’s six main business districts and commercial corridors, listed below and illustrated on the map on the following page:

- Park Avenue and Side Streets
- Hannibal Square
- Fairbanks Avenue
- Orange Avenue
- 17/92 (“The Golden Mile”)
- Aloma Corners

Phase I in this scope-of-work analyzed retail conditions, opportunities and challenges, culminating in a memorandum that assessed whether Winter Park’s retail mix has been fully leveraging its synergistic potential and, if not, what market and real estate-related factors might be responsible.

As part of this exercise, the Project Team conducted interviews with the following¹:

- Teri Gagliano, Chez Vincent
- John Crossman, CrossMarc Services
- Damien Madsen, Harbert Realty Services
- Darryl Hoffman, JLL
- Sam Stark, Rollins College
- Dan Butts, Crossman & Company
- Tracy Brand-Liffey, New General
- David Gabbai, Colliers
- Matthew McKeever, Colliers
- Drew Hill, Hill Gray Seven
- David Albertson, Park Avenue landlord
- Brenda Carey, Great American Land Company
- Palmer Vietor, Owens Realty Capital
- James Petrakis, The Ravenous Pig/Swine & Sons

In addition, the Project Team met with and presented to the members of the Economic Development Advisory Board (“EDAB”) on various occasions throughout 2022—July, September, and October—integrating the EDAB’s input and feedback into our ultimate findings and conclusions.

In Phase II, the Project Team has developed a host of recommendations that the City and various other stakeholders might consider in the name of more fully realizing such retail potential.

These recommendations are based on our extensive research and national experience as well as initial input and feedback from the EDAB (at a March 2023 meeting) and the City’s Planning Department.

¹The Project Team also reached out to a number of other stakeholders who did not respond.



Image Source: City of Winter Park

Note, however, that these recommendations are *preliminary*. There are many more stakeholders to interview for comments and buy-in. Even then, each of the individual action items would need to travel through the same mandated approval processes as any other such proposals.

The following *Implementation Matrix* provides detail on these recommendation items, including the following:

- Area – Bucket, with recommendations assigned to one of four “buckets”, which include: (1) Marketing, (2) Incentives, (3) Zoning and (4) Capital Improvements.
- Specific Action Item(s), with specifics on what the proposal consists of and requires.
- Time Horizon for Implementation – ranging from 0 to 1 years (short-term), 0 to 3 years (short- to medium-term) and

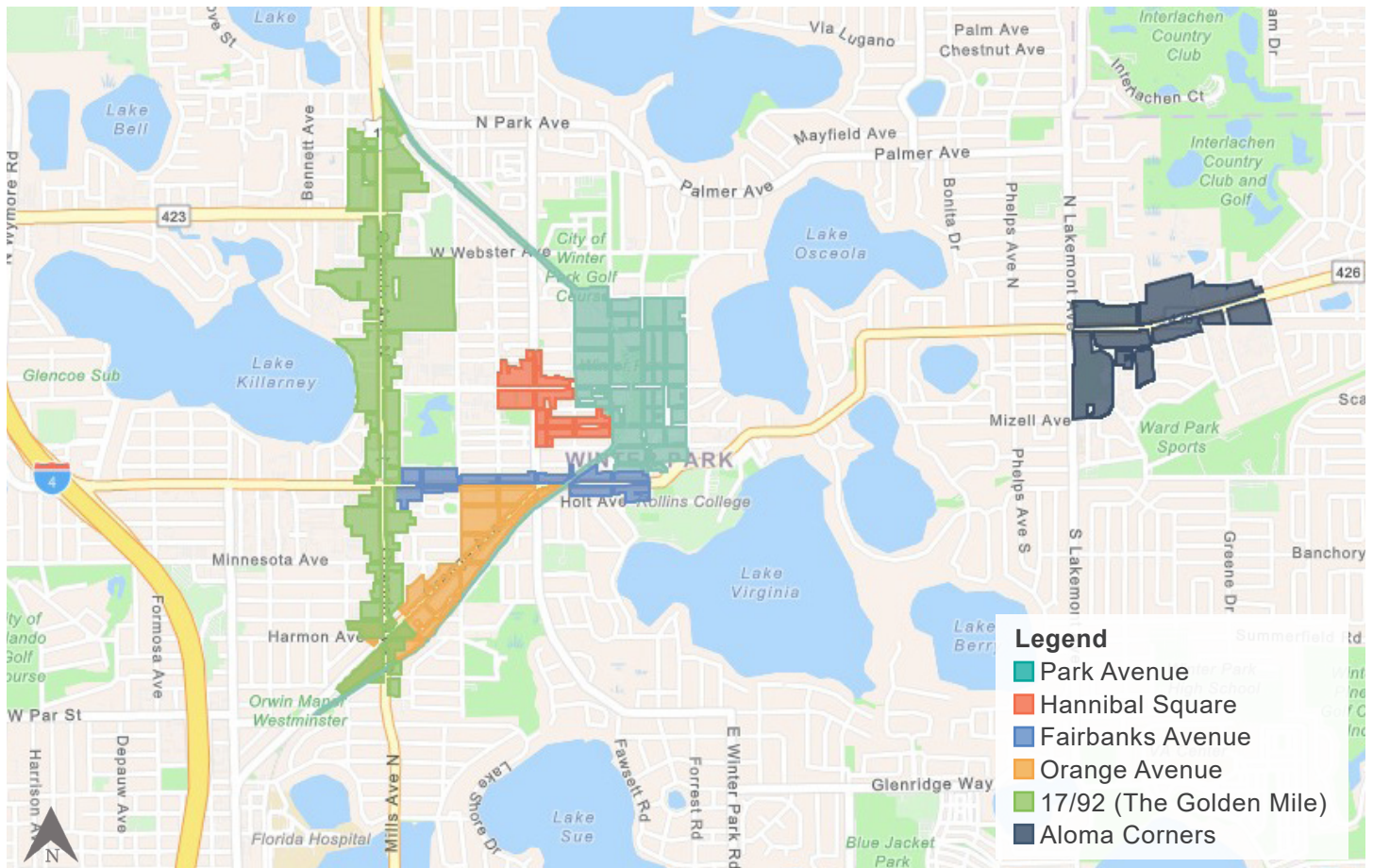
3+ years (long-term), as based on the need for adjustments or deeper dives, the process for securing buy-in as well as the practicalities of capacity, timing and priority.

- Chief Sponsor(s), including those spearheading execution, supplying funding and/or otherwise impacted.
- Context/Commentary, summarizing the reasoning and rationale.

Briefly, the three most immediate priorities that emerged from this exercise are as follows:

1. Creation and dissemination of retail marketing collateral.
2. Tweaks and adjustments to C-2 Zoning
3. Incentives for comparison goods retailers in Park Avenue Corridor.

Focus Districts and Corridors in Winter Park



KEY THEMES AND CONCEPTS

Some of the key themes and concepts that emerged from the analysis in Phase I, as useful context for what has been proposed within the *Implementation Matrix*, include the following:

LOCATION DRIVERS

The extent to which the site-location decisions of prospective retail tenants are driven by considerations of “co-tenancy”, that is, the nearby businesses that generate relevant cross-traffic.

CRITICAL MASS

The need for established shopping destinations, particularly ones specializing in comparison goods, to retain a “critical mass” (or remain above a certain threshold) of such stores.

GROUND FLOOR TENANCY

The importance of active retail tenancies on the ground floor of walkable districts and along the frontage of commercial corridors (to preserve such spaces for uses with the greatest need for high visibility)—in cases where tight market conditions prevail.

WINTER PARK RETAIL ECOLOGY

The understanding of Winter Park’s districts and corridors as a retail ecology or hierarchy, with the tight market for retail space in one creating “spillover” tenant demand in others.

ZONING & POLICIES

The accompanying notion that the city’s overall retail potential can only be maximized by grounding policies (including zoning) in such dynamics, even if in some cases that implies different expectations for individual properties and stakeholders.

INTERESTING MIX OF TENANCIES

The roles that development economics, permitted uses and rent expectations play in street-level vitality, with strategically-zoned, “second-generation” spaces often priced at levels that can be sustained by a broader and more interesting mix of tenancies.

FLEXIBILITY AS PRE-EMPTION

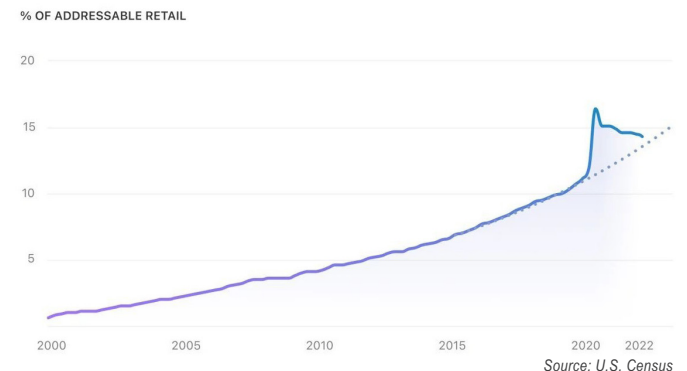
The realization that flexibility—in policy, zoning, approvals, and permitting—will be essential to keeping Winter Park relevant and differentiated in a rapidly-evolving and fiercely-competitive industry.

THE PRIMACY OF SUPPLY AND DEMAND

The recognition that market forces—specifically, supply and demand variables—can often dictate retail conditions and opportunities to a greater extent than the physical and design attributes of roads and buildings.

DEFINITION: “Retail” for the purposes of this scope-of-work has been defined broadly, to include any ground-floor uses that are consumer-facing—that is, welcoming potential customers either on a walk-in or subscription basis. This would encompass, then, personal services, food and beverage as well as entertainment venues, while precluding businesses that operate exclusively or primarily by appointment.

US Ecommerce Adoption Growth Rate



CAPTION: **No, e-commerce has *not* taken over:** By 2022, the market share of online sales was roughly similar to where it would have been without the pandemic, given historic growth rates.

Overall Vacancy & Asking Rent



CAPTION: **What Retail Apocalypse?** Despite pandemic-era disruption, the market for retail space was robust in 2021 and most of 2022, with declining vacancy rates and rising asking rents.

IMPLEMENTATION MATRIX

Area – Bucket	Specific Action Item(s)	Time Horizon
Retail Marketing Collateral – MARKETING	Draft, refine, finalize and produce brochure, in physical and digital formats, that frames and sells Winter Park as a retail location to prospective tenants, tenant-rep brokers and other industry professionals, including inserts and tabs about specific districts as well as a sleeve for property-specific fliers.	Short Term (0-1 years)
Consumer Marketing – MARKETING	Develop and promulgate a multi-channel marketing campaign that targets theme park visitors and Central Florida residents with more elevated tastes and preferences, including tabs and inserts about specific districts.	Short to Medium Term (0-3 years – depending on sponsor response)
Place Management Entities – MARKETING/ CAPITAL IMPROVEMENTS	With the help of an established consultant, explore different models for a non-profit, “place management” entity for Park Ave—perhaps as an outgrowth to the Park Avenue District—that spearheads beautification efforts, stages events and promotions, coordinates marketing campaigns, facilitates economic development as well as advocates on behalf of the district and its stakeholders, among other predetermined responsibilities; provide support as well for nascent efforts to create “Main Street” or other such “voluntary” organization(s) in Hannibal Square and Orange Avenue, perhaps as outgrowth(s) of existing merchant association(s).	Short to Medium Term (0-3 years – allowing time for the Park Avenue District to “grow” into such a role and for efforts in other districts to cohere)

Chief Sponsor(s)	Context/Commentary
<p>City of Winter Park, with support from leasing professionals, the Park Avenue District and the Winter Park Chamber of Commerce.</p>	<p>Retailers and brokers active in Central Florida certainly know about Winter Park, but the purpose here would be to deepen awareness of the opportunity in analogous markets further afield --like, for instance, St. Armands Circle (Sarasota), Chatham (Cape Cod), Cherry Creek North (Denver), Claremont Village (Los Angeles), etc., with the ultimate goal of catapulting Winter Park into the upper echelon of retail locations nationwide; such a piece would provide ammunition with which developers, landlords and leasing professionals can make a broader community/district-level pitch that would accompany their property-specific efforts; it should be updated digitally on a semi-annual basis, and in print, annually.</p>
<p>Winter Park Chamber of Commerce, with support from the Park Avenue District, the City of Winter Park, local hotels, Rollins College, Morse Museum and other relevant stakeholders.</p>	<p>Winter Park and Park Ave is still leaving money on the table in the absence of a proactive effort to capture the attention and spending of the subset of visitors that yearn for a more mature and upmarket alternative or accompaniment to the traditional Orlando tourist experience, who, while perhaps accounting for just a tiny percentage of the overall pie, nonetheless account for a large absolute number; at the same time, preemptive action is needed to ensure that Park Ave remains metro Orlando's premier "Main Street" experience in the minds of Central Florida residents, given the ascendancy of newer competitors such as Winter Garden, Mt. Dora, etc.</p>
<p>Park Avenue District, the Winter Park Chamber of Commerce, the City of Winter Park and landlords/ merchants, with the requisite buy-in from relevant stakeholders (in the case of Park Avenue, as part of a mandated process).</p>	<p>While it can take several forms (e.g. BID, SID, NID, Main Street, etc.), the benefits of such an entity for Park Avenue include the following: 1) a guaranteed funding mechanism from the additional assessment (thereby greatly reducing the dependence on City grants, private fundraising, revenue-generating events, etc. and providing greater certainty for multi-year initiatives); 2) hedge against recession-triggered decline in municipal tax base; 3) a voice and forum for property and business owners; 4) a more entrepreneurial approach to addressing district needs and challenges; 5) a mechanism for coordinating provision of collective goods; and 6) greater marketing clout for small businesses—as an approximation of the role of a mall manager but for a Downtown setting with multiple stakeholders; in contrast, the models proposed for other Winter Park districts would not involve automatic assessments and would only offer benefits #3 through #6 above.</p>

CONTINUATION OF IMPLEMENTATION MATRIX

Area – Bucket	Specific Action Item(s)	Time Horizon
C-2 Zoning – ZONING	<p>Consider appropriate tweaks and adjustments to the Commercial (C-2) district (Sec. 58-75) for the commercial portion of the central business district as well as definitions particularly relevant thereto:</p> <ol style="list-style-type: none"> 1. Simplify definitions of different kinds of eating and drinking establishments so as to align more closely with industry terminology and understanding; 2. Raise threshold for revenue from take-out orders to qualify as a fine-dining restaurant; 3. Allow for greater flexibility in changes to “core business” (i.e. mix of goods and services) before requiring a new application to the City (e.g. for business tax receipt); and 4. Prohibit “churches, nonprofit organizations’ halls/ lodges and schools less than 5,000 sq. ft. in size)” in the ground-floor of properties having frontage on Park Avenue or along intersecting streets within 140 feet of Park Avenue. 	Short Term (0-1 years)
Comparison Goods Retailers in the Park Avenue Corridor – INCENTIVES	Explore different sorts of incentives for existing and perspective tenants in comparison goods categories (e.g. apparel, footwear, jewelry, accessories, home goods, gifts, art, etc.), like, for instance, forgivable loans and fee waivers with interior build-out and/or modernization.	Short Term (0-1 years)
Role for Rollins College – INCENTIVES	Partner with Rollins College and other stakeholders on a broader retail vision and tenanting approach along Fairbanks Avenue that can help to create a more compelling “college-town” environment for the school’s roughly 3,100 students, leveraging their presence to attract amenities that the general public can also enjoy, with Rollins, for instance, contracting with a new operator for a hybrid college/general bookstore and considering leases with other such broadly-desired businesses.	Short to Medium Term (0-3 years)

Chief Sponsor(s)	Context/Commentary
<p>City of Winter Park, with input and buy-in from the Winter Park Chamber of Commerce, the Park Avenue District and Park Ave landlords/merchants.</p>	<p>Chief arguments for each of these proposed modifications are as follows:</p> <ol style="list-style-type: none"> 1. The language used to define different kinds of restaurants—for the two worthwhile and appropriate goals of protecting against fast food in particular and avoiding a proliferation of restaurants more generally—is confusing and leaves too much room for discretion, deterring prospective tenants that long for clarity and predictability; 2. The current 10% threshold does not account for the growth in “off-premise” dining that took hold amidst the pandemic. According to data from the NPD Group, off-site consumption accounted for 33% at full-service restaurants nationwide (versus 19% pre-pandemic); 3. Making such tweaks too onerous risks hampering the ability of individual businesses to respond nimbly to shifts in consumer tastes and preferences, which helps to keep the overall mix fresh and current; and 4. These uses would remove precious ground-floor inventory that could otherwise be occupied by more synergistic tenants which add to Park Avenue’s critical mass.
<p>City of Winter Park and/or the CRA, with input and buy-in from the Winter Park Chamber of Commerce, the Park Avenue District and Park Ave landlords/merchants.</p>	<p>Park Avenue’s appeal as a shopping destination for comparison goods is a large part of what differentiates it among other competing Downtowns in the region, yet preserving and fortifying such primacy requires a meaningful commitment to retaining the critical mass in such categories, as such shops are often outflanked by other uses (e.g. eating and drinking establishments) on a level playing field; note that the purpose is not so much to promote individual small businesses but rather, to entice certain kinds of retailers (including well-capitalized ones that do not technically need the support) so as to protect the overall mix and defend a position in the marketplace.</p>
<p>City of Winter Park, Rollins College and Fairbanks Ave landlords/merchants.</p>	<p>Fairbanks Avenue has long ranked as Winter Park’s most underwhelming commercial corridor, yet it is the prime gateway to Park Avenue as well as the front door to Rollins College, which would seem to have the mandate, the incentive and the financial wherewithal to reinvigorate the two-block stretch it primarily owns and controls so as to better compete with prospective students, professors and researchers (as well as engender good will as a tax-exempt institution)—similar to how many other elite colleges and universities across the country, in partnership with local government, have acted aggressively to elevate their surroundings for such purpose (even at the expense of their portfolio’s operating margins).</p>

CONTINUATION OF IMPLEMENTATION MATRIX

Area – Bucket	Specific Action Item(s)	Time Horizon
Fairbanks Avenue as Gateway – CAPITAL IMPROVEMENTS	Continue with ongoing efforts to beautify the Fairbanks Avenue corridor from the I-4 exit to Park Avenue while also, perhaps with the help of a transportation consultant, assessing ways to improve traffic flow as well as enhance automobile access and visibility for adjoining business.	Short to Medium Term (0-3 years)
Zoning in Orange Avenue Corridor – ZONING	Consider appropriate tweaks and adjustments to the Orange Avenue Overlay District (Ordinance 3228-21): <ol style="list-style-type: none"> 1. Require conditional use permits for certain personal services (e.g. spas, massage, cosmetic treatment) and “quasi-retail tenancies” (e.g. financial institutions, professional offices, medical/dental clinics) at street level, while limiting entrances, leasing or management offices and residential amenities (e.g. health/fitness, meeting/activity room, storage) in mixed-use buildings to no more than 15% of the ground floor; 2. Loosen restrictions on resale/stores as a permitted use; 3. Allow retail businesses to use a limited percentage of their floorplates for other purposes besides sale of merchandise to on-premises customers; and 4. Provide greater clarity and less room for subjectivity in the distinction between “fast food”, which is prohibited, and “fast-casual”, which is permitted. 	Short to Medium Term (1-3 years)
Off-Street Parking in the Orange Avenue Corridor – CAPITAL IMPROVEMENTS	With the help of an appropriate consultant, consider a special assessment district that identifies and secures a centrally-located parcel for as well as funds the design, construction and management of a public parking structure in or near the Orange Avenue Corridor; and, if realized, relax requirements for off-street parking in said Corridor (e.g. for redevelopment that adds square footage, change-of-use to food and beverage, etc.) as well as extend the distance threshold from 750 to 1,320 feet.	Long Term (3+ years)

Chief Sponsor(s)	Context/Commentary
City of Winter Park, State of Florida, the Winter Park Chamber of Commerce, Rollins College and Fairbanks Avenue landlords/merchants.	<p>As the primary route between I-4 and Park Avenue/Rollins College, Fairbanks Avenue serves as the gateway to Winter Park for most visitors, yet in its current appearance, the City’s recent investments notwithstanding, it still does not always reflect the higher standards and upmarket positioning for which the community is known, nor does it offer what is perceived as a viable alternative for uses prohibited, requiring a conditional use permit or otherwise unable to secure locations along 17/92 (see below); at the same time, leasing efforts and customer volumes along the corridor are reportedly constrained by both poor access (e.g. left turns heading eastbound are extremely difficult at certain times of day) as well as compromised visibility (e.g. navigation provides few opportunities for motorists to take notice of the businesses that they are passing).</p>
City of Winter Park, with input and buy-in from Orange Avenue landlords/merchants.	<p>Chief arguments for each of these proposed modifications are as follows:</p> <ol style="list-style-type: none"> 1. Such tenancies do not typically generate much street-level interest in, widespread excitement about or destination appeal for the district, nor do they provide more than limited spin-off for nearby businesses; 2. Vintage/resale has long been popular among neo-hipsters while no longer carrying quite the same stigma more broadly (as evidenced by the proliferation of stores selling “designer consignment”); 3. With the rise of “omni-channel” business models, retailers are increasingly valuing and utilizing brick-and-mortar spaces for multiple purposes, including fulfillment for on-line delivery; and 4. Gourmet “foodie” dining among younger generations often takes a fast-casual form (without the attributes of traditional “fine” dining, e.g. reservations, waiters, white tablecloths, etc.), yet differentiation vis-à-vis fast food that is based solely on what constitutes “freshly-prepared, higher-quality food” leaves prospective tenants vulnerable to personal tastes and discretion, resulting in a lack of predictability that can act as a deterrent.
City of Winter Park, with input and buy-in from Orange Avenue landlords/merchants.	<p>Redevelopment and re-tenanting in the corridor is currently challenged—and traffic congestion exacerbated—by a number of undersized, under-parked properties, while the benefits of a new parking scheme will no doubt accrue to the owners and tenants of the same; planners and urban designers routinely define “walking distance” as a quarter-mile radius, which translates to 1,320 feet.</p>

CONTINUATION OF IMPLEMENTATION MATRIX

Area – Bucket	Specific Action Item(s)	Time Horizon
Zoning for 17/92 and Fairbanks Avenue – ZONING	<p>Consider changes in the ordinance which create different rules for 17/92 (north of Orange Avenue) and Fairbanks (west of Denning Avenue), both of which are largely designated as Commercial (C-3):</p> <p>17/92 – as the “A” commercial corridor, with the following permitted: theaters, restaurants, bars, taverns and cocktail lounges, fitness facilities, exercise or health clubs, buildings over 10,000 sq ft (or any addition over 500 sq ft to such a building, etc.); with the following requiring conditional use permits (and prohibited along the frontage): personal or business services (including banks or similar financial institutions), business, financial, governmental, medical and professional offices, agencies and clinics, blueprinting, photocopying and printing offices, animal hospitals, veterinary clinics and other animal case businesses; and with the following prohibited in any location: funeral homes and cemetery monument sales, churches, community clubs, nonprofit organizations’ halls/lodges and schools, publicly-owned recreational facilities, repair and servicing of motor vehicles (also, as an ancillary use to a vehicle sales showroom), paint and body shops, office/showroom/warehouse uses, conditional uses provided in the R-3 and R-4 districts; and</p> <p>Fairbanks Avenue – as the “B” commercial corridor, with the same as the existing Commercial (C-3) zoning except that the following are also permitted: fitness facility, exercise or health clubs; Shopping Centers designated as Commercial (C-1): revise in accordance with the above classifications, depending on corridor.</p>	Long Term (3+ years)
Approvals and Permitting Process – INCENTIVES	<p>Undertake a comprehensive review of the current process that prospective retail tenants must navigate in order to secure necessary approvals and permits, including (but not limited to) consideration of a new, more flexible approach for evaluating proposed uses and tenancies that acknowledges today’s rapidly-evolving and fiercely-competitive retail industry.</p>	Long Term (3+ years)

Chief Sponsor(s)	Context/Commentary
<p>City of Winter Park, with input and buy-in from landlords/merchants on 17/92 and Fairbanks Avenue.</p>	<p>1) 17/92 and Fairbanks Avenue currently occupy very different positions in the ecology and hierarchy of Winter Park retail, suggesting different approaches to land use and zoning, with the following goals: (i) reserving the precious real estate along the space-constrained “Golden Mile” (and especially the frontage) for the tenancies with the greatest need for such visibility and access as well as the most potential for generating widespread interest; and (ii) establishing Fairbanks Avenue as a more viable alternative for uses prohibited, requiring a conditional use permit or otherwise unable to secure locations along 17/92;</p> <p>In addition, the requirement for a conditional use permit for any building of 10,000 sq ft or more seems overly restrictive for a corridor like 17/92 with so many big and medium-box uses; and</p> <p>2) With the rise of “omni-channel” business models, retailers are increasingly valuing and utilizing brick-and-mortar spaces for multiple purposes, including fulfillment for on-line delivery and distribution for wholesale -- which seems especially appropriate for commercial corridors with large-floor plate tenancies, surface-parking fields, loading docks, etc.</p>
<p>City of Winter Park, with requisite buy-in from relevant stakeholders as part of a mandated process.</p>	<p>Prospective retail tenants frequently cite approvals and permitting as a decisive factor in where they do and do not choose to locate, and can be deterred by processes which provide ample opportunity for elected officials and staff planners to inject their subjective tastes and preferences into the process; at the same time, the conventional approach of prohibiting any use not specifically enumerated in (a periodically-updated) zoning code has always been unable to “keep up” with changes and innovations in retail tenancy -- and never more so than now, with new concepts and formats (as well as combinations thereof) emerging at an especially fast clip, and with the need to stay ahead of and differentiated from the competition (both physical and digital) becoming ever more urgent.</p>

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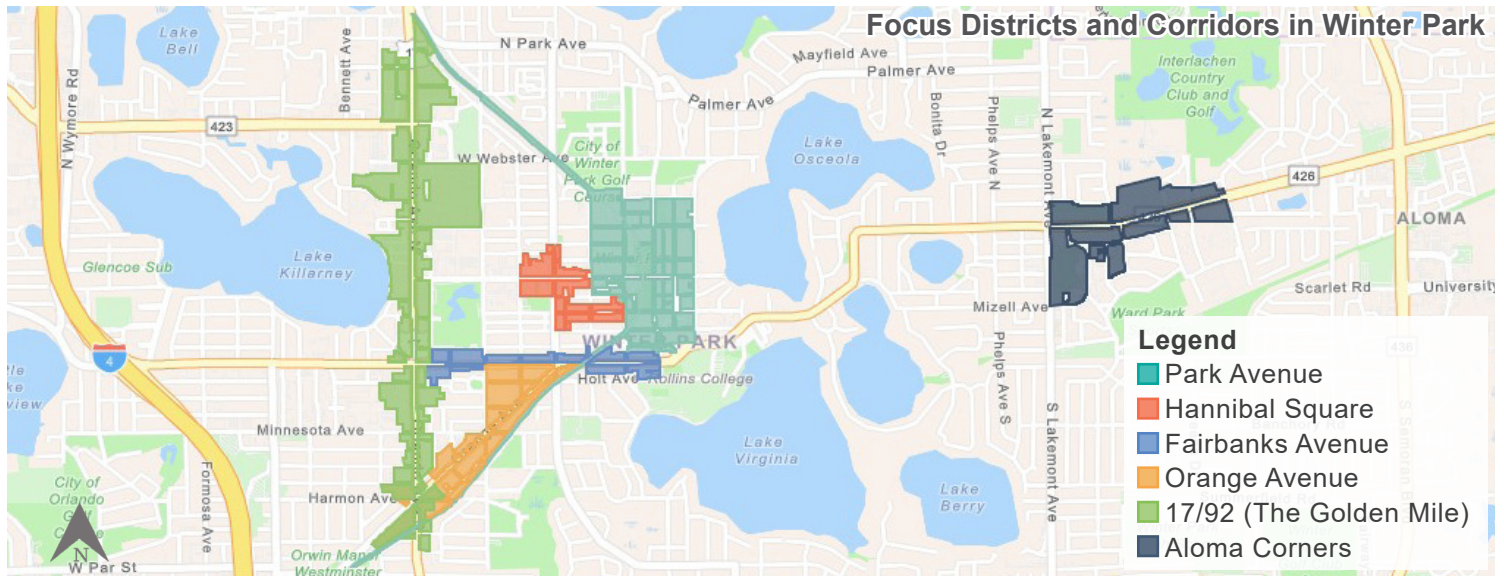


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WINTER PARK RETAIL VISION

For more information, see Phase I memorandum.



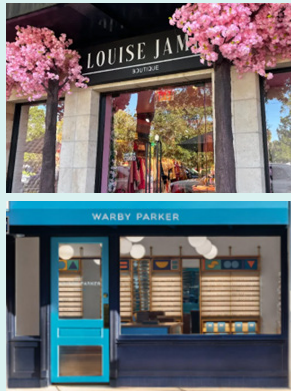
PARK AVENUE

Current Positioning

- Metro's premier walkable/authentic shopping destination
- Upmarket, skewing middle-aged and older

Potential

- Additional **soft goods** co-tenancy
- Broadening of customer base
- Side-street opportunities



ORANGE AVENUE

Current Positioning

- Continuation of neo-hipsterdom to the south/west
- Affordable **eclecticism**
- "Every-so-often" uses

Potential

- Home design/improvement
- Craft food and beverage
- Vintage/resale



HANNIBAL SQUARE

Current Positioning

- Park Avenue **spillover/extension**
- Local orientation
- Food and beverage skew

Potential

- Destination concepts/brands
- Better connectivity/in-fill



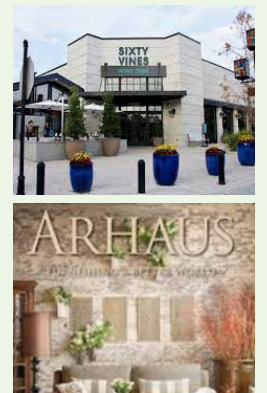
17/92 (THE GOLDEN MILE)

Current Positioning

- **Upmarket/specialty strip commercial**
- "Restaurant Row" for north metro

Potential

- Comparison shopping (both upscale and value)
- "Non-commodified" conveniences
- Sophisticated/first-in-market food & beverage chain-lets



FAIRBANKS AVENUE

Current Positioning

- Park Avenue spillover + **Rollins**
- "Every so often" uses
- Primary gateway to I-4

Potential

- Hybrid college/general bookstore
- Home design/improvement, bridal
- Clinic (medical, dental, vet, etc.)
- Ongoing beautification



ALOMA CORNERS

Current Positioning

- Mid-market conveniences
- **Local draw**

Potential

- Fast casual/casual food and beverage
- Mall staples going "off-mall"



KEY THEMES AND CONCEPTS

Some of the key themes and concepts that emerged from the analysis in Phase I, as useful context for what has been proposed within the *Implementation Matrix*, include the following:

LOCATION DRIVERS

The extent to which the site-location decisions of prospective retail tenants are driven by considerations of “co-tenancy”, that is, the nearby businesses that generate relevant cross-traffic.

CRITICAL MASS

The need for established shopping destinations, particularly ones specializing in comparison goods, to retain a “critical mass” (or remain above a certain threshold) of such stores.

GROUND FLOOR TENANCY

The importance of active retail tenancies on the ground floor of walkable districts and along the frontage of commercial corridors (to preserve such spaces for uses with the greatest need for high visibility)—in cases where tight market conditions prevail.

WINTER PARK RETAIL ECOLOGY

The understanding of Winter Park's districts and corridors as a retail ecology or hierarchy, with the tight market for retail space in one creating “spillover” tenant demand in others.

ZONING & POLICIES

The accompanying notion that the city's overall retail potential can only be maximized by grounding policies (including zoning) in such dynamics, even if in some cases that implies different expectations for individual properties and stakeholders.

INTERESTING MIX OF TENANCIES

The roles that development economics, permitted uses and rent expectations play in street-level vitality, with strategically-zoned, “second-generation” spaces often priced at levels that can be sustained by a broader and more interesting mix of tenancies.

FLEXIBILITY AS PRE-EMPTION

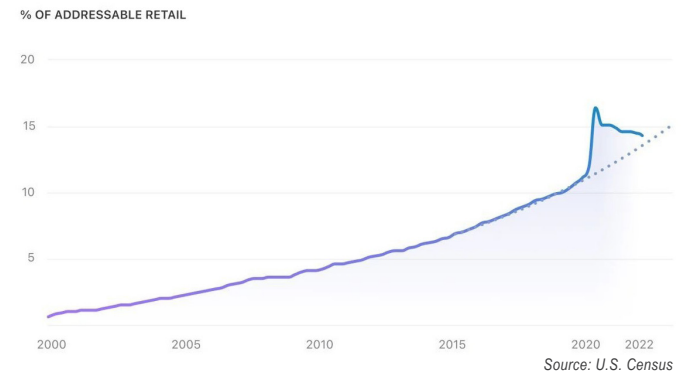
The realization that flexibility—in policy, zoning, approvals, and permitting—will be essential to keeping Winter Park relevant and differentiated in a rapidly-evolving and fiercely-competitive industry.

THE PRIMACY OF SUPPLY AND DEMAND

The recognition that market forces—specifically, supply and demand variables—can often dictate retail conditions and opportunities to a greater extent than the physical and design attributes of roads and buildings.

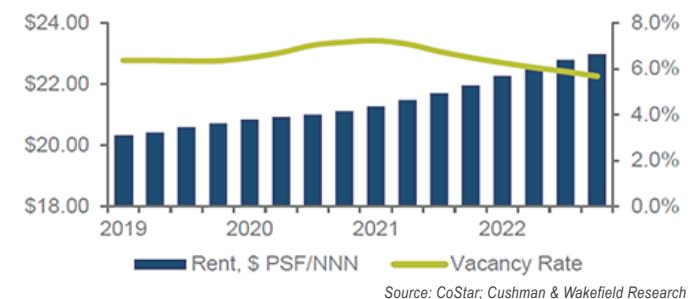
DEFINITION: “Retail” for the purposes of this scope-of-work has been defined broadly, to include any ground-floor uses that are consumer-facing—that is, welcoming potential customers either on a walk-in or subscription basis. This would encompass, then, personal services, food and beverage as well as entertainment venues, while precluding businesses that operate exclusively or primarily by appointment.

US Ecommerce Adoption Growth Rate



CAPTION: **No, e-commerce has *not* taken over:** By 2022, the market share of online sales was roughly similar to where it would have been without the pandemic, given historic growth rates.

Overall Vacancy & Asking Rent



CAPTION: **What Retail Apocalypse?** Despite pandemic-era disruption, the market for retail space was robust in 2021 and most of 2022, with declining vacancy rates and rising asking rents.





Winter Park- Economic Development Definition (April 19, 2022)

"Economic Development is the creation of wealth from which community benefits are realized. It is more than a jobs program, it's an investment in growing your economy and enhancing the prosperity and quality of life for all residents."

The Department follows a number of guiding principles in which it follows to execute its initiatives, projects, and programs.

- 1.** Our **quality of life** through the city's charm and character is our competitive advantage.
(Metric example: City report, City Visioning)
- 2.** Act as fiscal stewards in **growing the tax base** to meet our needs (to support Quality of Life) and ensure future prosperity and safeguard real estate ad valorem growth rate exceeds expense growth
(Metric example: City budget metrics, DOR code analysis)
- 3.** **Attract targeted businesses and workforce** that is resilient, offer opportunity, and add to individual and community prosperity, be a net exporter of high value goods and services, providing thoughtful and premier commercial choices for residents and guests.
(Metric example: Location Quotient Report, Wages, Chamber Scorecard)
- 4.** Maintain the city as a **regional partner and player** while sustaining the city's scale and character as a **unique economic driver**.
(Metric example: Regional organization membership, infrastructure and road spending, consumer trade area market spending)
- 5.** Embrace and leverage **our location education institutions** for a hireable, talented workforce and clustering that fosters lifelong learning.
(Metric example: Census)
- 6.** Coordinate with city departments and regional efforts on the linkage between availability of **attainable housing and commuting to ensure appropriate job needs** and activation opportunities within the community.
(Metrics example: Chamber scorecard)
- 7.** Winter Park is a welcoming city that strives for **inclusivity and sustainability** as a premier place to live work and play.

Park Avenue Business Inventory July 2023

Business License Raw Data Pvt

Row Labels	Count	
Home Based Business Certificate	3	
Manufacturing/Fabrications/Auto-Related Service	1	
Professional Services (Licensed Establishment)	10	
Professional Services (Licensed Individual)	87	97
Restaurant/Food Establishment	18	18
Retail/Wholesale	36	36
Grand Total	155	

Source: City of Winter Park Building and Permitting

Businesses by Type #1

Business Licenses	#	%	SQFT Estimate
Retail	18	12%	70,143
Professional Services	97	64%	377,990
Restaurant/Food Establishment	36	24%	140,285
Total	151	100%	588,418

Source: City of Winter Park Building and Permitting

Business by Type #2

BAO ESRI (Analytics Software)	#	%	SQFT Estimate
Retail	49	30%	174,742
Professional Services	89	54%	317,389
Restaurant/Food Establishment	27	16%	96,287
Total	165	100%	588,418

Source: Esri Business Analyst

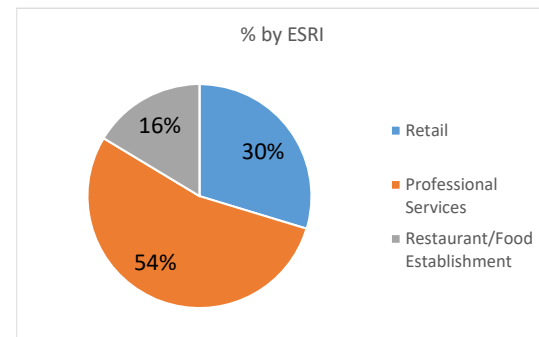
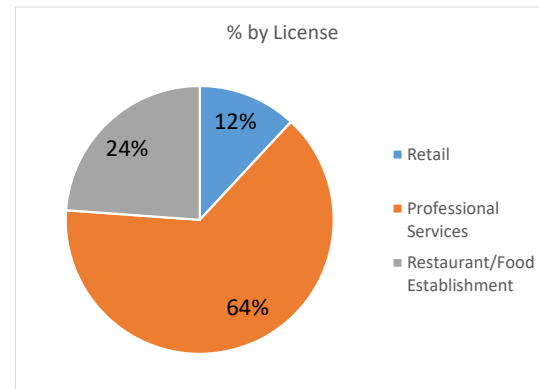
Estimated total businesses and square feet

Type	#	SQFT Estimate
Retail	30-35	100-150K
Professional Services	90	350K
Restaurants/Food Establishments	30-35	100-150K

Source: Esri Business Analyst

Businesses by Industry	#	%
Arts and Entertainment	6	4%
Construction	5	3%
Information	2	1%
Manufacturing	1	1%
N/A		0%
Financial Institutions	26	16%
Real Estate and rental and Leasing	16	10%
Professional, Scientific, and Technical	25	15%
Mgmt of Companies	1	1%
Admin & Support and Waste	4	2%
Restaurant/Food Establishment	27	16%
Retail	49	30%
Trade, Transportation, and Utilities	3	2%
Total	165	100%

Source: Esri Business Analyst





City Commission agenda item

item type Action Items Requiring Discussion	meeting date July 26, 2023
prepared by Peter Moore	approved by Michelle del Valle, Randy Knight
board approval Completed	
strategic objective Fiscal Stewardship Investment in Public Assets & Infrastructure	

subject

5 & 25-Year Strategic Capital Plan Review

motion / recommendation

Review and adopt changes to the plan.

background

The 5/25 Year plan was developed over two years ago to help create policy guidance regarding project priority and funding availability. The reality of this most recent update by staff shows two very clear realities:

- 1) Inflation adjustments and updated project studies (such as the Transportation Master Plan) show significant increases in cost over prior estimates.
- 2) The scope and quantity of projects that have been listed are beyond the current ability of expected revenues to be able to accomplish.

The plan is divided into two portions, a 5 year horizon which uses data from the city's CIP and project discussions raised by staff and/or the commission. As well as a longer term look at project needs that could be relevant in the 6 - 25 year time horizon. There may be many projects listed, such as elements of stormwater or transportation improvements, that would be desired to be completed sooner than in the long-term 6 - 25 year timeframe, however if they are not currently planned and funded within the existing 5 Year CIP, they cannot be moved sooner without removing some items or identifying new revenue sources.

Revenue estimates are based on the city's most recent proformas as well as simplistic future estimates of revenue collection largely based on a status quo scenario. The city has already had numerous discussions about increasing the capacity of the stormwater

fund to do additional important projects but this model does not assume any increase in rates in the next five years. Additionally the issue of the CRA extension is a crucial one. Of the estimated \$48 million in available funds for projects in the next five years, over half is planned to come from the CRA. Over the 20 year time period starting in year 6, total project capacity is only estimated at \$68 million and shows the lack of capacity with the loss of the CRA. If the CRA is extended, staff is loosely estimating that this could add another net \$61 million in available projects funds over the longer term. This comes with a lot of assumptions regarding growth and term, but it would cover half of the long-term deficit of \$114 million (keeping in mind that funding could only be used for projects approved by the CRA Plan and any extension agreement with Orange County).

The first page of the attachment shows a summary of projects that have been potentially designated as near-term. If these are truly the priorities, then the city is looking at a deficit of about \$30 million to support everything listed. Staff will be looking for input from the Commission on whether these items are priorities going forward or could be held pending other funding support such as grants.

Pages 2 - 5 include the model for the 5/25 Year Plan. Items can be shifted from either the long- or short-term columns to determine priority and funding surplus/deficit. Notes have been provided where applicable, off to the right. This current arrangement of priority is based on the last time the plan was updated and staff interpretation of changes since that time. The biggest changes include the addition of stormwater needs which were estimated after the storms last year. This is subject to significant change as the city-wide studies are currently underway and will provide better estimates and funding priority. The other major change is the addition of the draft list from the Transportation Master Plan (TMP). This is currently a \$141 million addition and any former projects that were listed in the 5/25 year plan that are covered under the TMP, have been removed. All these projects were placed in the long-term column, however that seems an unlikely permanent solution and staff expects to provide additional feedback about timing and priority as it works with the commission on this topic. Currently there is a work session scheduled for July 27th to discuss this issue.

Pages 6 - 9 include the draft excerpts from the TMP report so that individual projects that make up the totals in the 5/25 year plan can be identified.

Page 10 includes the summary table of assumptions regarding the availability of impact funds to support future funding needs. Currently the Parks funds have about \$1.1 million available now with another \$600k expected over the five year period. The mobility fee is new but seems to be generating \$250k - \$300k annually over the last two years.

The goal of reviewing the 5/25 year plan is to set general guiding priorities over areas that are more important than others in the near-term so that any changes to budget can be

accounted for now, as well as to begin the larger conversation about project capacity and the ability to fund future infrastructure investments at current revenue growth. Either revenues need to improve, additional funding sources must be found, or projects need to be removed.

alternatives / other considerations

fiscal impact

The update to the model shows a near term deficit of \$23.9 million and a longer-term deficit of \$114.8 million. These are largely based on assumptions over priority at this time and do not necessarily reflect final reality. Staff expects to work continuously on finding ways to support priority projects and to make changes and provide updates to the Commission on a regular basis.

ATTACHMENTS:

[5-25 Year Plan FY24 Update - 7-20-23.pdf](#)

Unfunded Projects: Short-Term 5-Year Time Horizon

Project	Est. Project Cost	Unfunded in 5 Years	Notes
Winter Park Playhouse Property	4,000,000	4,000,000	
Property on 436 near 7th hole of Pines course	2,600,000	2,600,000	
Ozark Property - Acquisition	7,500,000	7,500,000	
New Loader Truck for Forestry	215,000	215,000	
Ozark Property - Improvements	2,000,000	2,000,000	
WP9 Lightning Shelter	70,000	70,000	
Cady Way Pickle ball court shade awning	160,000	160,000	
Parks Master Plan Update	125,000	125,000	
Stadium Lighting - 5 yr. CIP Plan	1,000,000	125,000	
Playground Restorations	100,000	10,000	
Mini Park Restorations	250,000	10,000	
Park Pavilion Replacement	325,000	85,000	
Expanded Brick and Paved road repair	500,000	500,000	
Downtown Parking Garage	18,500,000	11,500,000	
Implementation of Smart City Recommendations	500,000	500,000	
Station 61 Improvements (Canton)	250,000	250,000	
Station 64 Improvements (Howell Branch)	200,000	200,000	
Facility Replacement Account (roofs, painting, flooring, HVAC, etc)	2,650,000	150,000	
Total Projects with Unfunded	40,945,000	30,000,000	
Estimated Surplus Funds over next five years:			
CRA- Thru 2027 Sunset		2,112,005	May only be used within the geography of the CRA and in accordance with the CRA Plan
Stormwater CIP Funds - CIP Plan 24/28		-	No estimated surplus in stormwater funds above planned CIP needs
General Funds- CIP Plan 24/28		1,493,056	May be used for any purpose
Parks Acquisition/Impact Fund		1,701,160	May only be used for parks acquisition and improvements
Other Misc. Funded Sources		-	Includes grants, special revenues, and fundraising
Borrowed Funds/Sale of Assets		-	None planned at this time
Mobility Impact Fee		804,743	May only be used for transportation expansion projects
Total Estimated Funding Uncommitted		6,110,963	Not all estimated funds could necessarily be used for all currently unfunded projects.
Net Surplus/Deficit Assuming all Surplus Funding is Applicable		(23,889,037)	Deficit remaining if all surplus funds could be applied to proposed projects.

Funding Source Possibilities & Scenarios

General Fund Reserves		19,000,000	Each \$1 million spent would lower unencumbered reserves percentage by about 1.5%. The city is currently around 27%.
Borrow Funds		TBD	Interest rates have likely doubled to about 4%.
Sale of Land Assets		Varies	The city has some land assets that have been discussed as potential sales.
Special Assessments		TBD	Special assessments can be levied against properties that would benefit from a proposed improvement.
Grants & Infrastructure Bill		TBD	Many grant offerings are still being developed but may be a future source of funds.
CRA Expansion/Extension		est. \$60+ million	Expanding the CRA's timeline and geography would offer additional funding options.

5/25 Year Strategic Capital Plan		5 & 25 Year Summary				5-Yr Plan ('24 - '28) Estimated funding and currently identified CIP projects							Notes
Non-Recurring Project Funding		Total Project Costs	5 Year Plan- Costs	Unfunded in 5 Years	6-25 Year Plan- Costs	CRA- Thru 2027 Sunset	Stormwater CIP Funds - CIP Plan 24/28	General Funds- CIP Plan 24/28	Parks Acquisition/ Impact Fund	Other Misc. Funded Sources	Borrowed Funds/Sale of Assets	Mobility Impact Fee	
Est. Funding Available			48,014,191		68,255,546	24,322,233	3,500,000	13,563,056	1,701,160	2,873,000	-	2,054,743	Updated estimates based on 10 Yr. Proformas
Sum of Proposed Projects			(41,903,228)	(30,000,000)	(183,048,000)	(22,210,228)	(3,500,000)	(12,070,000)	-	(2,873,000)	-	(1,250,000)	
Surplus/Deficit (1 - 5 and 6 - 25 years)			(23,889,037)		(114,792,454)	2,112,005	-	1,493,056	1,701,160	-	-	804,743	Funds in each source category not currently encumbered.
Total Surplus/Deficit over 25 years			(138,681,490)			51%	7%	28%	4%	6%	0%	4%	Over half of planned funding in the next 5 years is CRA
Project Cost Summary		254,951,228	71,903,228		183,048,000								
1.0	Property Acquisition												
	Winter Park Playhouse Property	4,000,000	4,000,000	4,000,000	-								Currently awaiting the verdict of potential grant funding from Orange County
	Purchase Properties along W. Fairbanks below MLK Park	9,000,000	-	-	9,000,000								Original \$3 million is no longer realistic and is likely in excess of \$9 million to purchase all properties on that block (excluding ORMC property).
	St. Andrews Church Property near Cady Way	2,000,000	-	-	2,000,000								Placeholder estimate. Currently not for sale
	Property on 436 near 7th hole of Pines course	2,600,000	2,600,000	2,600,000	-								Price as listed for sale.
	Ozark Property - Acquisition	7,500,000	7,500,000	7,500,000	-								Discussions about the availability of this property and acquisition are still ongoing.
	Replacement Land for Combined USPS Facility (half of the \$15 million est. cost is already in the CRA budget from past years.)	8,000,000	7,075,000	-	925,000	7,075,000							There is currently \$7 million reserved for this project already with another \$7 million identified in the CRA CIP. The original price was est. at \$15 million 3 yrs ago however \$1 million was allocated to 7 Oaks Park.
2.0	Parks Improvements												
	MLK Park Improvements	2,000,000	2,000,000	-	-	2,000,000							Project is currently underway.
	West Meadow Restroom & Storage Facility	750,000	750,000	-	-	750,000							Proposed as part of CRA budget for FY24
	Mead Gardens- Phase 2	6,000,000	300,000	-	5,700,000			300,000					\$320k in long term is supposed to be grant or fund raised.
	Mead Gardens - Lodge Terrace	265,000	-	-	265,000								Was deferred to long-term in 5 yr CIP
	New Loader Truck for Forestry	215,000	215,000	215,000	-								Vehicle can be rented when needed. Future demand may warrant purchase.
	Ozark Property - Improvements	2,000,000	2,000,000	2,000,000	-								Placeholder for presumed improvement if property is acquired.
	Winter Pines Golf Course Improvements	1,000,000	1,000,000	-	-					1,000,000			Revenues from course expected to generate support for capital improvements at \$200k annually.
	WP9 Lightning Shelter	70,000	70,000	70,000	-								
	Cady Way Pickle ball court shade awning	160,000	160,000	160,000	-								Seat will be partially covered, this addition would cover the court.
	Parks Master Plan Update	125,000	125,000	125,000	-								Must be completed by FY25.
	Stadium Lighting - 5 yr. CIP Plan	1,000,000	1,000,000	125,000	-			500,000		375,000			Funded in CIP
	Parks Capital Maintenance	675,000	675,000	-	-			675,000					Funded in CIP
	Playground Restorations	100,000	100,000	10,000	-			90,000					Funded in CIP. Minor cost deferment which could just be eliminated.
	Mini Park Restorations	250,000	250,000	10,000	-			240,000					Funded in CIP. Minor cost deferment which could just be eliminated.
	Ward Park Improvements	100,000	100,000	-	-			100,000					Funded in CIP
	Showalter Field Improvements	150,000	150,000	-	-			150,000					Funded in CIP
	Tennis Center	425,000	425,000	-	-			425,000					Funded in CIP
	Cady Way Pool	250,000	250,000	-	-			250,000					Funded in CIP
	Park Pavilion Replacement	325,000	325,000	85,000	-			240,000					Funded in CIP
	Lake Baldwin Improvements	350,000	-	-	350,000								In long-term needs in CIP.

5/25 Year Strategic Capital Plan		5 & 25 Year Summary				5-Yr Plan ('24 - '28) Estimated funding and currently identified CIP projects							Notes
Non-Recurring Project Funding		Total Project Costs	5 Year Plan-Costs	Unfunded in 5 Years	6-25 Year Plan-Costs	CRA- Thru 2027 Sunset	Stormwater CIP Funds - CIP Plan 24/28	General Funds-CIP Plan 24/28	Parks Acquisition/Impact Fund	Other Misc. Funded Sources	Borrowed Funds/Sale of Assets	Mobility Impact Fee	
Est. Funding Available			48,014,191		68,255,546	24,322,233	3,500,000	13,563,056	1,701,160	2,873,000	-	2,054,743	
Sum of Proposed Projects			(41,903,228)	(30,000,000)	(183,048,000)	(22,210,228)	(3,500,000)	(12,070,000)	-	(2,873,000)	-	(1,250,000)	
Surplus/Deficit (1 - 5 and 6 - 25 years)			(23,889,037)		(114,792,454)	2,112,005	-	1,493,056	1,701,160	-	-	804,743	
Total Surplus/Deficit over 25 years			(138,681,490)			51%	7%	28%	4%	6%	0%	4%	Over half of planned funding in the next 5 years is CRA
Project Cost Summary		254,951,228	71,903,228		183,048,000								
3.0	Transportation, Multi-Modal, and Calming Priorities												This is funding currently set aside in the CIP. Goal of 11 lane miles annually. Placeholder option for increasing additional funding in short term. Additional funding was added in FY24 in anticipating of Transportation Master Plan. May be some funding Proposed in CRA FY24 budget. Project was estimated over 3 years ago, likely to be much higher when ready to proceed. Staff estimate is at least double. Itemized project listing on Transportation Master Plan Tab Itemized project listing on Transportation Master Plan Tab Itemized project listing on Transportation Master Plan Tab Itemized project listing on Transportation Master Plan Tab Itemized project listing on Transportation Master Plan Tab. Parking garage component moved to Parking Based on cost estimate in Transportation Master Plan, this cost should be increased to about \$4 - 6 million. This would likely be an annual operating cost of \$200 - \$300k.
	Sidewalk Bike path and Curb repairs (CIP)	2,700,000	2,700,000	-	-			2,700,000				1,250,000	
	Expanded Brick and Paved road repair	500,000	500,000	500,000	-								
	Bicycle, Pedestrian, and Signalization Improvements	2,250,000	2,250,000	-				1,000,000					
	Hannibal Sq Connectivity	200,000	200,000	-	-	200,000							
	17/92 City Match & Decorative Lights and Landscaping	5,185,228	5,185,228	-	-	5,185,228							
	Transportation Master Plan: Sidewalk Projects	14,222,000	-	-	14,222,000								
	Transportation Master Plan: Shared Use Path & Greenway Projects	23,866,000	-	-	23,866,000								
	Transportation Master Plan: Crossing Projects	14,415,000	-	-	14,415,000								
	Transportation Master Plan: Roadway Reconfiguration & Streetscape Projects	69,480,000	-	-	69,480,000								
	Transportation Master Plan: Technology Projects	1,125,000	-	-	1,125,000								
	Fairbanks Denning Traffic Improvements -Pedestrian Crossing	4,000,000	-	-	4,000,000								
	Downtown Circulator	450,000	-	-	450,000								
4.0	Parking Expansion												Transportation Plan puts price of a parking garage at over \$18 million. Currently the CRA has allocated \$7 million toward a parking structure.
	Downtown Parking Garage	18,500,000	18,500,000	11,500,000	-	7,000,000							
5.0	IT Cybersecurity and "Smart City" Investments												Total project is current allocated plus est. 5 yr. spend. Placeholder in anticipation of smart city recommendations.
	IT Infrastructure Upgrades Fund	950,000	950,000	-	-			950,000					
	Implementation of Smart City Recommendations	500,000	500,000	500,000	-								

**List of projects provided in the Draft Transportation Master Plan
Workshop with Commission Planned for 7/27/23**

TABLE 3: SIDEWALK PROJECTS				
Priority	Roadway	Location	Improvements	Cost Estimate
1	Loch Berry Road	Phelps Avenue to Lakemont Avenue	Both sides missing	\$1,892,000
2	Phelps Avenue	Loch Berry Road to Aloma Avenue	East side	\$445,000
3	Park Avenue	Ridgewood Avenue to City Limit (N)	Both sides incomplete	\$1,356,000
4	Wymore Road	Lee Road to City Limit (N)	Both sides missing	\$1,402,000
5	Louisiana Avenue	Park Avenue to Wilma Avenue	Both sides missing	\$76,000
6	Minnesota Avenue	Nicolet Avenue to Schultz Avenue	North side gap	\$267,000
7	Glenridge Way S	St. George Street to Lakemont Avenue	South side - includes boardwalk	\$1,544,000
8	Lakemont Avenue	Gray Avenue to Glenridge Way	West side - includes boardwalk	\$442,000
9	Park Avenue	Webster Avenue to Palmer Avenue	West side	\$253,000
10	Loch Berry Road	Lakemont Avenue to Darcy Drive	South side	\$259,000
11	Lake Sue Avenue	Winter Park Road to Laurel Road	North side	\$84,000
12	Palmer Avenue	Park Avenue to Old England Avenue	South side	\$105,000
13	Palmer Avenue	Alabama Drive to Temple Drive	North side	\$146,000
14	Park Avenue	Green Cove Road to Pennsylvania Avenue	North side	\$138,000
15	Park Avenue	Pennsylvania Avenue to Denning Drive	South side	\$317,000
16	Park Avenue	Palmer Avenue to New York Avenue	South side	\$232,000
17	Phelps Avenue	Aloma Avenue to Lakehurst Avenue	West side	\$259,000
18	Louisiana Avenue	Wilma Avenue to Denning Drive	Both sides	\$326,000
19	Stovin Avenue	Park Avenue to Palmer Avenue	North side	\$65,000
20	Temple Drive	Palmer Avenue to Woodmere Drive	West side	\$291,000
21	Temple Drive	Via Lugano to Howell Branch Road	West side	\$1,726,000
22	Temple Trail	Howell Branch Road To 300' N of Cove Trail	East side	\$426,000
23	Wymore Road	Franklin Avenue to Lee Road	West side	\$958,000
24	Virginia Drive	Dead End	Curb and sidewalk	\$688,000
25	Webster Avenue	Pennsylvania Avenue to Interlachen Avenue	South side	\$525,000
				\$14,222,000

TABLE 4: SHARED USE PATH & GREENWAY PROJECTS

Priority	Roadway	Location	Improvements	Cost Estimate
1	City Bike Map	Citywide	Finalize design and print map	\$100,000
2	Northeast Connector Trail	Lander Road to Suffield Drive	Shared use path	\$159,000
3	S Denning Drive	Minnesota Avenue to Mead Gardens	Shared use path	\$1,233,000
4	Routes: North & East	North/East of Webster Avenue	Signs, sharrows, traffic calming	\$142,000
5	St. Andrews Trail	SR 426 to Cady Way Trail	Shared use path	\$9,498,000
6	Routes: Downtown & West	Webster Avenue to Oxford Road	Signs, sharrows, traffic calming	\$209,000
7	Routes: South	South of Oxford Road	Signs, sharrows, traffic calming	\$142,000
8	Church Trail	Perth Lane to Lakemont Avenue	Shared use path	\$1,080,000
9	Railroad Trail	New York Avenue to Central Park	Shared use path	\$2,176,000
10	Railroad Trail	N. Denning Drive to New York Avenue	Shared use path	\$412,000
11	Ward Park Trail	Cady Way Trail to St. Andrews	Shared use path	\$602,000
12	17-92 Overpass	Solana Avenue	Overpass & shared use path	\$6,578,000
13	Howell Branch Road	Maitland City Line to Seminole Co. Line	Shared use path	\$1,535,000
14	Tennis Center Trail	Denning Drive to Melrose Avenue	Current City project	Underway
15	Cady Way	Reconfigure bikeway, Perth Lane to Cady Way Trail	Current City project	Underway
				\$23,866,000

TABLE 5: CROSSING PROJECTS

Priority	Roadway	Location	Improvements	Cost Estimate
1	Temple Drive	Via Salerno (brick pavers)	Curb ramps & RRFB	\$163,000
2	Pennsylvania Avenue	Melrose Avenue (brick pavers)	Curb ramps & RRFB	\$161,000
3	Lake Sue Avenue	Highland Avenue/Forest Road (brick pavers)	Curb ramps & RRFB	\$153,000
4	Fairbanks Avenue	Ohio Street (east leg)	Full median & signal	\$1,775,000
5	Fairbanks Avenue	Jackson Avenue	Full median & signal	\$1,821,000
6	Fairbanks Avenue	Shoreview Avenue	Full median & signal	\$1,775,000
7	Temple Drive	Whitesell Drive (brick pavers)	Curb ramps & RRFB	\$140,000
8	Howell Branch Road	Sanbina St/Mandan Trail	Full median & signal	\$1,967,000
9	Lakemont Avenue	Goodrich Avenue	Curb ramps & RRFB	\$155,000
10	Phelps Avenue	Lakehurst Avenue (brick pavers)	Curb ramps & RRFB	\$145,000
11	Lee Road	Turner Road	Full median & signal	\$1,904,000
12	Winter Park Road	Spring Lane/Wright Avenue	Curb ramps & RRFB	\$153,000
13	Lakemont Avenue	Oakhurst Avenue	Full median & signal	\$1,717,000
14	Lakemont Avenue	Loch Berry Road	Curb ramps & RRFB	\$171,000
15	Aloma Avenue	Strathy Lane (west leg)	Full median & signal	\$1,887,000
16	Glenridge Way	Stonehurst Road/ Brandywine Drive	Curb ramps & RRFB	\$160,000
17	Glenridge Way	St. George Street	Curb ramps & RRFB	\$168,000
				\$14,415,000

TABLE 6: ROADWAY RECONFIGURATION & STREETSCAPE PROJECTS

Priority	Roadway	Location	Improvements	Cost Estimate
1	Aloma Avenue	Park Avenue to Lakemont Avenue	Reconfiguration, pedestrian safety	Underway by FDOT
2	US 17/92	City Limits	Reconfiguration, streetscape, signals	Underway by FDOT
3	Morse Boulevard Study	US 17/92 to New York Avenue	Complete Streets study	\$300,000
4	Solana Avenue	US 17/92 to Denning Drive	Bike lanes	\$4,102,000
5	Lakemont Avenue	Glenridge Way to Glenridge Way	Roadway reconfiguration	\$12,942,000
6	Lakemont Avenue	Goodrich Avenue to City Limits	Complete Streets reconfiguration	\$6,082,000
7	Orange Avenue	US 17/92 to Pennsylvania	Complete Streets reconfiguration	\$6,200,000
8	Orange Avenue	Denning/Minnesota	Roundabout	\$7,400,000
9	Morse Boulevard	US 17/92 to New York Avenue	Complete Streets reconfiguration	\$12,000,000
10	Minnesota Avenue	Denning Drive to RR tracks	Bike lanes	\$785,000
11	Fairbanks Avenue	At Denning Drive	Add east and west turn lanes	\$1,169,000
12	Fairbanks Avenue	US 17/92 to Pennsylvania Avenue	Complete Streets reconfiguration	\$18,500,000
				\$69,480,000

TABLE 7: TECHNOLOGY PROJECTS

Priority	Project	Details	Cost Estimate
1	Traffic Management Center	Underway in partnership with Smart Cities and additional City Departments.	Cost TBD
2	Traffic Management Plan	Identify TMC & VMS locations, CAV readiness, fiber priority needs, emergency preemption, cybersecurity, and timing coordination plans	\$150,000
3	Signal Upgrades for Pedestrians	Hardware upgrades & timing plans for 6 locations - APS, LPI, phasing, etc.	\$300,000
4	Real-Time Parking Availability System: Garages	Pilot project to install equipment, operate, and evaluate system for a 1-year period	\$100,000
5	Gateway Variable Message Signs	4 locations	\$400,000
6	Real-Time Parking Availability System: On Street	Fee-based service	\$15,000
7	Universal Valet Program	1-year pilot project	\$60,000
8	Speed Feedback Signs	4 locations	\$100,000
9	Downtown Parking Garage & Transit Hub	TBD	\$18,500,000
			\$19,625,000

Assumptions For Funding Pools

Funding Source	Current Balance	Balances Dedicated Already	Available Balance	Annual Expectation	Available Funding over 5 years
Mobiliy Impact Fee	554,743	-	554,743	300,000	2,054,743
Park Impact Fee	1,086,744	(883,300)	203,444	75,000	578,444
Park Acquisition Fee	872,716	-	872,716	50,000	1,122,716



item type Action Items Requiring Discussion	meeting date July 26, 2023
prepared by Peter Moore	approved by Michelle del Valle, Randy Knight
board approval Completed	
strategic objective Fiscal Stewardship	

subject

Budget Discussion & Set Tentative Millage Rate

motion / recommendation

Adopt a tentative millage rate of 4.0923 mills. Adopt a voted debt service millage of 0.2379 mills required to service debt on the General Obligation Bonds, Series 2017 & 2020 (Library & Events Center Bonds).

background

The Commission must adopt and submit the tentative millage rate to the Property Appraiser by July 31st. This is the rate the Property Appraiser will use in preparing the "Notice of Proposed Property Taxes" to all property owners in August 2023. Once the tentative millage rate is set, it may not be exceeded unless an extensive notification to property owners is undertaken. The final millage can be lower than the tentative millage without additional notification requirements. The proposed budget presented to the Commission on July 12th was based on keeping the current operating millage at 4.0923. This would mark the 16th year that the rate has remained unchanged. The combined operating and debt service millage represents a decrease (0.62%) from the combined millage in FY23 as taxable values have risen which reduces the millage necessary to fund the debt payments. Winter Park currently holds the lowest operating millage (including accounting for library millage) of any major jurisdiction in Orange County and is the only municipality to not raise its millage rate since the great recession.

alternatives / other considerations

If the Commission chooses, it can adjust the millage rate within certain voting approval requirements at various millage thresholds. Below are the rolled-back rate, simple majority, super majority, and unanimous voting millage thresholds. Dollars are expressed as gross tax revenue and do not include discounts, collection loss, or interest.

Millage Thresholds	Rate	Tax Revenue
Tentative Millage Rate	4.0923	34,633,913
Rolled-Back Rate	3.7633	31,849,524
Majority Vote	6.4541	54,622,276
Super Majority Vote	7.0995	60,084,419
Unanimous Vote	10.0000	84,631,902

fiscal impact

Property tax revenue is the single largest contributor to General Fund revenues (43% of total revenues) and is the historical driver of revenue growth rates for the General Fund. Small adjustments to the rate can have large impacts on total revenues. As a simple way of considering incremental changes, every ¼-mill increase or decrease in the rate would change total annual property tax revenue by just over \$2 million. Of the typical property owner's annual property tax bill, about 26% of what is paid comes to support city services. The remaining 3/4 is dedicated to the Orange County School Board and to the County.

The total voted debt service levy of 0.2379 mils equates to just under \$71 per year for a home with a taxable value of \$300k.



City Commission agenda item

item type Public Hearings: Non-Quasi Judicial Matters (Public participation and comment on these matters may be virtual or in-person.)	meeting date July 26, 2023
prepared by Wes Hamil	approved by Wes Hamil, Michelle del Valle, Randy Knight
board approval Completed	
strategic objective Fiscal accountability	

subject

Ordinance - Amending Winter Park Firefighters' Pension Plan clarifying the definition of Salary and amending the pre-retirement death and disability sections to comply with the cancer presumption requirements of Florida Statutes. (1st reading)

motion / recommendation

Approve ordinance amending Firefighters' Pension Plan

background

The attached ordinance clarifies the definition of salary and excludes future types of pay from pensionable earnings unless agreed to be included by the City and Union representing the City's firefighters. This clarification will be helpful for staff in properly withholding employee contributions from pensionable earnings and calculating average final compensation for purposes of pension benefits.

The ordinance also amends the pre-retirement death and disability sections to comply with the cancer presumption requirements of Chapter 112.1816, Florida Statutes.

alternatives / other considerations

fiscal impact

Gabriel Roeder Smith, actuaries for the Winter Park Firefighters' Pension Plan, has determined this to be a no cost ordinance under State minimum funding requirements.

ATTACHMENTS:

[No Cost AIS Salary Cancer Bill - Fire.pdf](#)



July 6, 2023

Mr. Jeff Templeton
Retirement Plan Administrator
Winter Park Firefighters' Retirement System
9154 Lake Burkett Drive
Orlando, Florida 32817

Re: Proposed Ordinance No. XXX

Dear Jeff:

As requested, we have performed an actuarial review of the attached proposed Ordinance under the Winter Park Firefighters' Retirement System.

Based upon our review, the proposed Ordinance:

1. Clarifies the definition of Salary and excludes future types of pay from pensionable salary unless agreed to be included by the City and Union representing the City's firefighters.
2. Amends the pre-retirement death and disability sections to comply with the cancer presumption requirements of Chapter 112.1816, Florida Statutes, effective July 1, 2019.
3. Provides for codification
4. Repeals all Ordinances or parts of Ordinances in conflict herewith
5. Provides for severability
6. Provides for an effective date

In our opinion, based upon the actuarial assumptions and methods employed in the October 1, 2022 Actuarial Valuation, the proposed Ordinance is a *no cost* Ordinance under State minimum funding requirements. The actuarial assumptions and methods were previously amended with the October 1, 2019 Actuarial Valuation to comply with the cancer presumption requirements.

Please forward a copy of the Ordinance upon passage at second reading to update our records.

We are available to respond to any questions concerning the above.

Sincerest regards,
Gabriel, Roeder, Smith & Company

A handwritten signature in black ink that reads "Jennifer Borregard". The signature is written in a cursive, flowing style.

Jennifer M. Borregard, E.A.
Consultant and Actuary

Enclosure

cc: Pedro Herrera, Esq.

ORDINANCE NO. _____

AN ORDINANCE OF THE CITY OF WINTER PARK, FLORIDA, AMENDING CHAPTER 74, PERSONNEL, ARTICLE V, RETIREMENT AND PENSION PLANS, DIVISION 3, FIREFIGHTERS, OF THE CODE OF ORDINANCES OF THE CITY OF WINTER PARK; AMENDING SECTION 74-151, DEFINITIONS; AMENDING SECTION 74-157, PRE-RETIREMENT DEATH; AMENDING SECTION 74-158, DISABILITY; PROVIDING FOR COMPLIANCE WITH CHAPTER 2019-21, LAWS OF FLORIDA; PROVIDING FOR CODIFICATION; PROVIDING FOR SEVERABILITY OF PROVISIONS; REPEALING ALL ORDINANCES IN CONFLICT HERewith AND PROVIDING AN EFFECTIVE DATE.

BE IT ENACTED BY THE CITY OF WINTER PARK, FLORIDA, AS FOLLOWS:

SECTION 1: That Chapter 74, Personnel, Article V, Retirement and Pension Plans, Division 3, Firefighters, of the Code of Ordinances of the City of Winter Park, is hereby amended by amending Section 74-151, Definitions, by amending *Salary* to read as follows:

Salary means the total compensation for services rendered to the City as a Fire Fighter reported on the Member's W-2 form, including all types of pay included in pensionable salary on January 1, 2023, all tax deferred items of income deferred pursuant to Sections 457 (employee contributions only) and 414(h) of the Code and tax exempt income exempt pursuant to Section 125 of the Code, and tax sheltered items of income derived from elective employee payroll deductions or salary reductions, but excluding except compensation for special details, duty indirectly paid for by private parties, tuition reimbursement, and emergency payment for unused Personal Leave, and all other types of pay excluded from pensionable salary on January 1, 2023, and all types of pay added after January 1, 2023, unless agreed to be included as Salary by the City and Union representing the City's firefighters. but including all tax deferred items of income deferred pursuant to Sections 457 (employee contributions only) and 414(h) of the Code and tax exempt income exempt pursuant to Section 125 of the Code, and tax sheltered items of income derived from elective employee payroll deductions or salary reductions. Notwithstanding the preceding sentence, for Credited Service on and after October 1, 2011, Salary shall exclude payments for overtime in excess of three hundred (300) hours per calendar year, excluding overtime worked as part of a member's regular work schedule, and payments for accrued annual leave, except that payments for accrued annual leave accrued as of October 1, 2011 may be included in Salary for pension purposes even if payment is not actually made until on or after October 1, 2011 provided, however, the amount of accrued annual

Ordinance No. _____

Page 1

leave accrued as of October 1, 2011 that may be included in Salary for pension purposes shall be reduced by the actual amount of annual leave used by the Member on or after October 1, 2011 as follows:

[remainder of definition unchanged]

SECTION 2: That Chapter 74, Personnel, Article V, Retirement and Pension Plans, Division 3, Firefighters, of the Code of Ordinances of the City of Winter Park, is hereby amended by amending Section 74-157, Pre-retirement death, by adding subsection 4, to read as follows:

* * * *

4. As provided and subject to the limitations in section 112.1816, Florida Statutes, effective July 1, 2019, a firefighter (as defined in section 112.1816(1), Florida Statutes) member shall be considered to have died in the line of duty if he or she dies as a result of cancer (as defined in section 112.1816(1), Florida Statutes) or circumstances that arise out of the treatment of such cancer (as defined in section 112.1816(1), Florida Statutes).

SECTION 3. That Chapter 74, Personnel, Article V, Retirement and Pension Plans, Division 3, Firefighters, of the Code of Ordinances of the City of Winter Park, is hereby amended by amending Section 74-158, Disability, subsection 2., *In-Line of Duty Presumptions*, and adding subsection C., *Cancer Presumption*, to read as follows:

* * * * *

2. In-Line of Duty Presumptions.

* * * *

C. *Cancer Presumption.* As provided and subject to the limitations in section 112.1816, Florida Statutes, effective July 1, 2019, a firefighter (as defined in section 112.1816(1), Florida Statutes) member shall be considered to be totally and permanently disabled in the line of duty if he or she meets the Plan's definition of Totally and Permanently Disabled due to a diagnosis of cancer (as defined in section 112.1816(1), Florida Statutes) or circumstances that arise out of the treatment of such cancer (as defined in section 112.1816(1), Florida Statutes).

* * * * *

Ordinance No. _____
Page 2

SECTION 4: Specific authority is hereby granted to codify and incorporate this Ordinance in the existing Code of Ordinances of the City of Winter Park.

SECTION 5: All Ordinances or parts of Ordinances in conflict herewith be and the same are hereby repealed.

SECTION 6: If any section, subsection, sentence, clause, phrase of this ordinance, or the particular application thereof shall be held invalid by any court, administrative agency, or other body with appropriate jurisdiction, the remaining section, subsection, sentences, clauses, or phrases under application shall not be affected thereby.

SECTION 7: This Ordinance shall become effective upon passage; however, the provisions of this Ordinance that are specified to take effect as of a date certain shall take effect as of the date specified herein.

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 ____ day of _____, 2023.

By: _____
Mayor Phil Anderson

ATTEST:

Rene Cranis, City Clerk

Ordinance No. _____
Page 3



City Commission agenda item

item type Public Hearings: Non-Quasi Judicial Matters (Public participation and comment on these matters may be virtual or in-person.)	meeting date July 26, 2023
prepared by Wes Hamil	approved by Wes Hamil, Michelle del Valle, Randy Knight
board approval Completed	
strategic objective Fiscal accountability	

subject

Ordinance - amending Winter Park Police Officers Pension Plan clarifying the definition of Salary. (1st reading)

motion / recommendation

Approve ordinance amending Winter Park Police Officers Pension Plan

background

This ordinance clarifies the definition of Salary and excludes future types of pay from pensionable salary unless specifically agreed to be included by the City. This clarification will be helpful for staff in properly withholding employee contributions from pensionable earnings and calculating average final compensation for purposes of pension benefits.

alternatives / other considerations

fiscal impact

Gabriel Roeder Smith, actuaries for the Winter Park Police Officers' Pension Plan, has determined this is a no cost ordinance under State minimum funding requirements.

ATTACHMENTS:

[No Cost AIS Salary - Police.pdf](#)



July 6, 2023

Mr. Jeff Templeton
Retirement Plan Administrator
Winter Park Police Officers' Retirement System
9154 Lake Burkett Drive
Orlando, Florida 32817

Re: Proposed Ordinance No. XXX

Dear Jeff:

As requested, we have performed an actuarial review of the attached proposed Ordinance under the Winter Park Police Officers' Retirement System.

Based upon our review, the proposed Ordinance:

1. Clarifies the definition of Salary and excludes future types of pay from pensionable salary unless specifically agreed to be included by the City.
2. Provides for codification
3. Repeals all Ordinances or parts of Ordinances in conflict herewith
4. Provides for severability
5. Provides for an effective date

In our opinion, based upon the actuarial assumptions and methods employed in the October 1, 2022 Actuarial Valuation, the proposed Ordinance is a *no cost* Ordinance under State minimum funding requirements.

Please forward a copy of the Ordinance upon passage at second reading to update our records.

We are available to respond to any questions concerning the above.

Sincerest regards,
Gabriel, Roeder, Smith & Company

A handwritten signature in black ink that reads "Jennifer Borregard". The signature is written in a cursive, flowing style.

Jennifer M. Borregard, E.A.
Consultant and Actuary

Enclosure

cc: Pedro Herrera, Esq.

ORDINANCE NO. _____

AN ORDINANCE OF THE CITY OF WINTER PARK, FLORIDA, AMENDING CHAPTER 74, PERSONNEL, ARTICLE V, RETIREMENT AND PENSION PLANS, DIVISION 4, POLICE OFFICERS, OF THE CODE OF ORDINANCES OF THE CITY OF WINTER PARK; AMENDING SECTION 74-201, DEFINITIONS; PROVIDING FOR COMPLIANCE WITH CHAPTER 2019-21, LAWS OF FLORIDA; PROVIDING FOR CODIFICATION; PROVIDING FOR SEVERABILITY OF PROVISIONS; REPEALING ALL ORDINANCES IN CONFLICT HERewith AND PROVIDING AN EFFECTIVE DATE.

BE IT ENACTED BY THE CITY OF WINTER PARK, FLORIDA, AS FOLLOWS:

SECTION 1: That Chapter 74, Personnel, Article V, Retirement and Pension Plans, Division 4, Police Officers, of the Code of Ordinances of the City of Winter Park, is hereby amended by amending Section 74-201, Definitions, by amending *Salary* to read as follows:

Salary means the total compensation for services rendered to the City as a Police Officer reported on the Member's W-2 form, including all types of pay included in pensionable salary on January 1, 2023, all tax deferred items of income deferred pursuant to Sections 457 (employee contributions only) and 414(h) of the Code and tax exempt income exempt pursuant to Section 125 of the Code, and tax sheltered items of income derived from elective employee payroll deductions or salary reductions, but excluding except compensation for special details, duty indirectly paid for by private parties, tuition reimbursement, and emergency payment for unused Personal Leave, and all other types of pay excluded from pensionable salary on January 1, 2023, and all types of pay added after January 1, 2023, unless such is specifically agreed to be included as Salary by the City. ~~but including all tax deferred items of income deferred pursuant to Sections 457 (employee contributions only) and 414(h) of the Code and tax exempt income exempt pursuant to Section 125 of the Code, and tax sheltered items of income derived from elective employee payroll deductions or salary reductions.~~ Notwithstanding the preceding sentence, for Credited Service on and after October 1, 2011, Salary shall exclude payments for overtime in excess of three hundred (300) hours per calendar year, excluding overtime worked as part of a member's regular work schedule, and payments for accrued annual leave, except that payments for accrued annual leave accrued as of October 1, 2011 may be included in Salary for pension purposes even if payment is not actually made until on or after October 1, 2011 provided, however, the amount of accrued annual leave accrued as of October 1, 2011 that may be included in Salary for

Ordinance No. _____

Page 1

pension purposes shall be reduced by the actual amount of annual leave used by the Member on or after October 1, 2011 as follows:

[remainder of definition unchanged]

SECTION 2: Specific authority is hereby granted to codify and incorporate this Ordinance in the existing Code of Ordinances of the City of Winter Park.

SECTION 3: All Ordinances or parts of Ordinances in conflict herewith be and the same are hereby repealed.

SECTION 4: If any section, subsection, sentence, clause, phrase of this ordinance, or the particular application thereof shall be held invalid by any court, administrative agency, or other body with appropriate jurisdiction, the remaining section, subsection, sentences, clauses, or phrases under application shall not be affected thereby.

SECTION 5: This Ordinance shall become effective upon passage; however, the provisions of this Ordinance that are specified to take effect as of a date certain shall take effect as of the date specified herein.

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 ____ day of _____, 2023.

By: _____
Mayor Phil Anderson

ATTEST:

Rene Cranis, City Clerk

Ordinance No. _____
Page 2



City Commission agenda item

item type Public Hearings: Non-Quasi Judicial Matters (Public participation and comment on these matters may be virtual or in-person.)	meeting date July 26, 2023
prepared by Wes Hamil	approved by Michelle del Valle, Randy Knight
board approval Completed	
strategic objective	

subject

Resolution 2276-23 - correcting a date in Resolution 2268-23 changing date of commencement of collection of stormwater fees from 2024 to 2023.

motion / recommendation

Approve resolution.

background

Resolution 2268-23 adopted by the City Commission on February 22, 2023 stated non-ad valorem assessments for stormwater fees would commence in 2024. This was an error and the date should be 2023 as reflected in the title sheet and the minutes from the meeting. The Orange County Property Appraiser's office has requested a corrected resolution by July 28 in order to place the stormwater fees on the 2023 TRIM notices and property tax bills.

alternatives / other considerations

fiscal impact

If the resolution is not approved, moving stormwater assessments to the property tax bill would have to be deferred to October 2024 (City fiscal year 2025). Projected additional stormwater revenue from moving stormwater fees to the property tax bill and using a flat charge of \$0.06 per square foot of impervious surface area is \$600,000.

ATTACHMENTS:

[Resolution Correcting Resolution 2268-23.pdf](#)

RESOLUTION 2276-23

A RESOLUTION OF THE CITY OF WINTER PARK, FLORIDA, CORRECTING RESOLUTION 2268-23 AND PROVIDING FOR SEVERABILITY AND AN EFFECTIVE DATE.

WHEREAS, the City of Winter Park (the "City") is vested with home rule authority pursuant to Article VII, Section 2 of the Constitution of the State of Florida and Chapter 166, Florida Statutes, to adopt resolutions;

WHEREAS, on February 22, 2023, the City passed Resolution 2268-23, authorizing the City's intent to use the uniform method of collecting non-ad valorem assessments;

WHEREAS, Resolution 2268-23 contained a typographical error with the misstatement that the City's intent to begin collecting non-ad valorem assessments for stormwater utility fees will commence with the 2024 Ad Valorem Tax Bill;

WHEREAS, instead, the City intends to collect non-ad valorem assessments for stormwater utility fees commencing with the 2023 Ad Valorem Tax Bill.

NOW, THEREFORE, BE IT RESOLVED BY THE CITY COMMISSION OF THE CITY OF WINTER PARK, FLORIDA, THAT:

SECTION 1. RECITALS. The foregoing findings are true and correct material provisions of the Resolution and are incorporated herein by reference and made a part hereof.

SECTION 2. AMENDMENT TO RESOLUTION 2268-23. Section 2 of Resolution 2268-23, "Authorization of Intent," is amended as follows (words stricken through are deletions; words underlined are additions):

The City Commission hereby confirms the City's intent to use the uniform method of collecting non-ad valorem assessments for stormwater utility fees commencing with the ~~2024~~ 2023 Ad Valorem Tax Bill and for each year thereafter. A legal description of the boundaries of the properties subject to the levy of such assessments is attached as **Exhibit A**. Adoption of this Resolution shall not be deemed to commit or require the City to impose any assessments.

All other provisions of Resolution 2268-23 remain valid and in full force and effect.

SECTION 3. SEVERABILITY OF INVALID PROVISIONS. If any one or more of the covenants, amendments or provisions contained herein is held contrary to any express provisions of law or contrary to the policy of express law, though not expressly prohibited, or against public policy, or is for any reason whatsoever held invalid, then such covenants, amendments, or provisions will be null and void and deemed severable from the remaining covenants, amendments, or provisions hereof and will in no way affect the validity of any of the other provisions of this Resolution.

SECTION 4. EFFECTIVE DATE. This Resolution will take effect immediately upon its adoption.

ADOPTED at a regular meeting of the City Commission of the City of Winter Park held in City Hall, Winter Park, on this 26th day of July 2023.

By: _____
Phillip M. Anderson, Mayor

ATTEST:

Rene Cranis, City Clerk

EXHIBIT A

AREAS SUBJECT TO ASSESSMENT

The entire corporate boundaries of the City of Winter Park on file in the City Clerk's office.