City of Winter Garden
Community Redevelopment Agency

Community Redevelopment Plan

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Community Redevelopment Plan

Prepared for:

The City of Winter Garden
Community Redevelopment Agency

Prepared By:

THE
RMPK
GROUP

Community and Regional Planning
Environmental Planning
Landscape Architecture
Land Planning
Urban Design

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Introduction

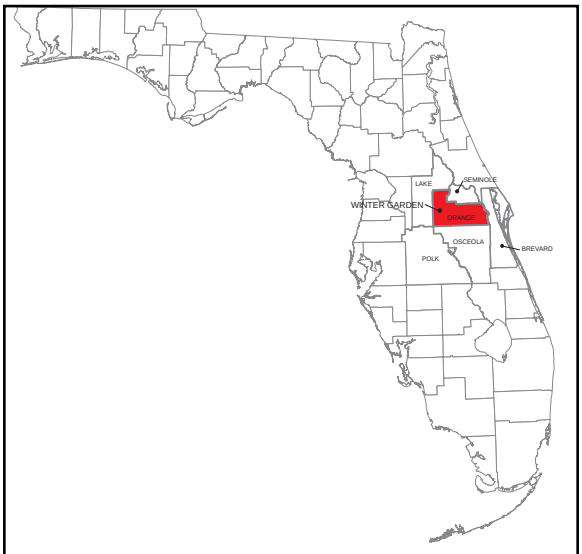
Introduction

The City of Winter Garden established the Community Redevelopment Agency (CRA) and prepared the original CRA Plan in 1992 to address deteriorating physical and economic conditions then prevailing in the historic downtown and surrounding residential neighborhoods. Much has been accomplished since the CRA's inception, and the redevelopment program has evolved to the point that community leaders determined a new Redevelopment Plan is needed to address current issues expressed by local businesses, property owners and residents. To that end the City hired the RMPK Group to update the original Community Redevelopment Plan completed in 1993.

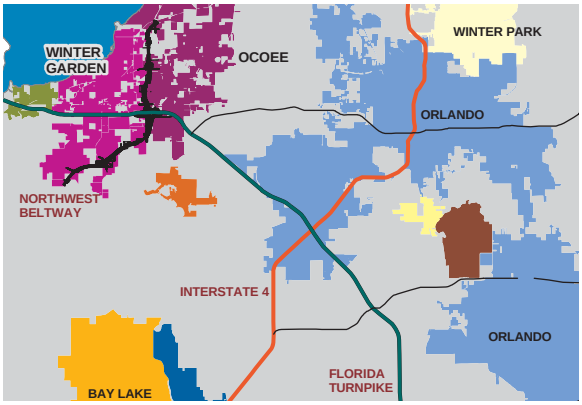
Location

The City of Winter Garden is located in the western portion of Orange County, Florida,along the southern shores of Lake Apopka. Orange County is located in eastern central Florida surrounded by Brevard County to the east, Osceola and Polk County to the south, Lake County to the west and north, and Seminole County to the north.

The City of Winter Garden is approximately 17 sq. miles in size with a population of 22,248 and is included in the Orlando metropolitan area. Access to Winter Garden is provided along the Florida Turnpike, Western Beltway and State Highway 50; Interstate 4 is also located in close proximity to Winter Garden. Other nearby communities include Oakland to the west, Apopka to the north, Ocoee to the east and Orlando to the far east. The city is within commuting distance of Orlando.



County Location Map



Regional Location Map

History

The City of Winter Garden was first settled in 1850 and consisted primarily of scattered farms along Lake Apopka. In the 1880's the railroad came into Winter Garden stimulating growth and the city later emerged as a citrus and vegetable center in the early 20th century. In 1903, the town was incorporated and by 1910 the population was recorded at 351 people. The first structures built in Winter Garden were made of wood, until the City was almost entirely burned down by fire in 1909 when the structures were replaced with brick buildings. In 1910 the municipal services were established, as well as the local newspaper, the Citrus Growers Association and Board of Trade.

Historic Plant Street

In the 20's the streets of Winter Garden began to take on a certain charm. By 1920, the population tripled to 1,021, and Winter Garden was the third largest City in Orange County. The population increased dramatically due to the land boom of the twenties; with this growth came major development, and a new hotel called the Edgewater was constructed in 1927, along with numerous commercial buildings and housing subdivisions. Commercial buildings consisted of retail, offices, a bank, a post office, a railroad depot, and a church. During this time period the city produced cigars, caskets and citrus products. Several theaters were also doing business. Local merchants constructed the Edgewater Hotel in 1927 to attract tourists to the area. The hotel had sixty rooms, with modern amenities for that time period. For the following two decades the hotel was used as a boarding house and as professional offices. The Edge Water later closed and only recently has become established as a hotel again.

Edge Water Hotel & Train on Plant Street

Roads in Winter Garden were dirt paths until 1922, that's when the first bricks were laid along Plant Street. In the 1960's, unfortunately, the Florida Department of Transportation (FDOT)paved over the brick streets with asphalt.

Laying brick along Plant Street

In 1928 the depression and an invasion of fruit flies hurt the local economy; recovery did not occur until the mid 1930's. From 1930 to 1940 the population went from 2,023 to 3,060. After the 1930's crop farmers were leaving the area, leaving way for citrus farmers, packing plants and offices to grow.

During the 1950's and 1960's Saturday was the day to go shopping, to the movies, out to eat, to socialize at the local soda fountain and to go skating in downtown Winter Garden. After the 1960's Winter Garden's downtown area experienced economic decline due to competition with suburban growth and retail expansion at newly established strip malls.

Historic Plant Street

By the 1990's the City needed to turn around the failing downtown core. Businesses were moving or closing, buildings were deteriorating and the City was losing its economic edge. The City had applied for the Main Street Designation to receive state and federal funds for redevelopment. In 1991 they received that designation and in 1992 $200,000 of improvements were finished and new businesses were starting to relocate in downtown. The newly created Main Street organization sponsored downtown events, established the Winter Garden Heritage Foundation, and established a Community Redevelopment Agency. Although there was a resurgence of activity through these efforts, the downtown was still aesthetically unappealing with exposed power lines, empty storefronts, and railroad tracks running down the center of Plant Street.

Historic Plant Street

In 1996 the West Orange Trail opened along the tracks on Plant St. which has helped to rejuvenate downtown. The railroad tracks were later removed and were rerouted in 1999. In 2000, in an effort to enhance Plant St. and the downtown core, a streetscape plan was prepared. It was a three-phase plan estimated at 4.5 million dollars. The plan included brick streets, placement of overhead power lines underground and out of sight, alteration of on-street parking from parallel to angled parking, wider sidewalks, a clock tower, new street lights, a water fountain and other pedestrian oriented features. As a result, the downtown has greatly improved. Area residents shop in the downtown causing new businesses to open and more renovation to occur in the surrounding area.

Today, the present population is 22,248 with an estimated population of over 40,000 by 2020. New industries are moving in, such as computer and investment companies, but citrus is still the number one employer. The City and the CRA are continuing to expand on these existing amenities and continue the rejuvenating process to bring a continued energy and success to the downtown.

Project Approach and Presentation

The Redevelopment Plan was developed through an extensive inventory and analysis of existing conditions. The inventory, which can be found in the Appendix of the document, evaluated population and demographic trends, past and current land uses as outlined in the Comprehensive Plan, as well as zoning, utilities, transportation, historic preservation, and environmental concerns. Finally the inventory included an evaluation of taxable values and classification of businesses currently within the redevelopment area.

The analysis documents and describes the area's assets, and identifies issues to be addressed through the planning process, and provides the basis for recommendations contained in the plan. The community assets found within the downtown area include, but are not limited to, historical character, natural resources, and the downtown's proximity to numerous residential neighborhoods. The analysis also noted several issues including: traffic and pedestrian circulation, the deterioration of physical conditions, the need for additional streetscapes and better connections with Lake Apopka. The analysis also identifies the relatively low level of taxable values in some areas leading to a comparatively low contribution of tax revenue to the City and County. While there are issues to be addressed, the analysis found many opportunities that exist. These opportunities include vacant or under-utilized parcels that will provide land for infill development, existing streetscapes with large canopy trees, and the new Plant Street streetscape and trail connection. These opportunities will be further leveraged through the development of city owned properties and further recreational connections to the lake.

The public involvement process utilized by the RMPK Group provided forums by which local residents were encouraged to participate in the planning process. The process allowed for the public's expression concerning desired community activities and physical character to be quantified. These preferences were then taken into consideration in creating the Concept Plan.

The Concept Plan sets forth the primary recommendations for the redevelopment program and was developed following the completion of the inventory and analysis. The Concept Plan, which summarizes the general intent of the redevelopment program, provides a guideline for promoting the sound development and redevelopment of the properties in the redevelopment area. Opportunities for public improvements, redevelopment activities, and proposed future land use composition are identified and graphically included in the Concept Plan which is followed by a narrative description of each of the Plan's elements.

Finally, the plan addresses statutory requirements and contains a description of proposed capital improvement projects, plans, or programs that will facilitate and encourage the redevelopment of the downtown. A schedule of capital improvement projects is provided within the Capital Improvements section. Funding of capital improvement projects is necessary to create the market conditions under which the private-sector will participate in the redevelopment of the area.

Site Analysis

Site Analysis

For planning purposes, the City of Winter Garden CRA was divided into five sub-areas, which are described below and identified on the Sub-Areas Analysis Map. The sub-areas were determined on the basis of similar land use composition, physical characteristics, and function. The different areas also present similar opportunities that are addressed through proposed action strategies in the Concept Plan. Analysis of the existing conditions in each of the sub-areas was considered within the context of the overall economic positioning strategy for the downtown. The analysis also takes into consideration the community objectives expressed during the public involvement process. Overall, the intent of the analysis is to identify issues and opportunities that will become the foundation for the development of the Concept Plan.

Each sub-area analysis includes a general overview of the land use, development patterns and physical characteristics of the site. Each area's assets are identified including those characteristics that the community should strengthen and build upon. The analysis includes an overview of the issues that need to be addressed through program recommendations and implementation strategies. Finally, a brief description of key opportunities is provided. These opportunities will be expanded upon during the conceptual planning phase of the process.

Sub-Area Description

Sub-Area 1 Downtown Core

The Downtown Core is located along Plant Street between Dillard Street and Park Ave, and is considered the historic commercial center of Winter Garden.

Sub-Area 2 Downtown Industrial

The Downtown Industrial area is located south of Plant Street between Dillard Street and 9th Street. There is one large parcel included in this area north of Plant Street between Donald Drive and 9th Street. This area consists of industrial and single-family residential uses with some pockets of commercial activity.

Sub-Area 3 Northern Residential

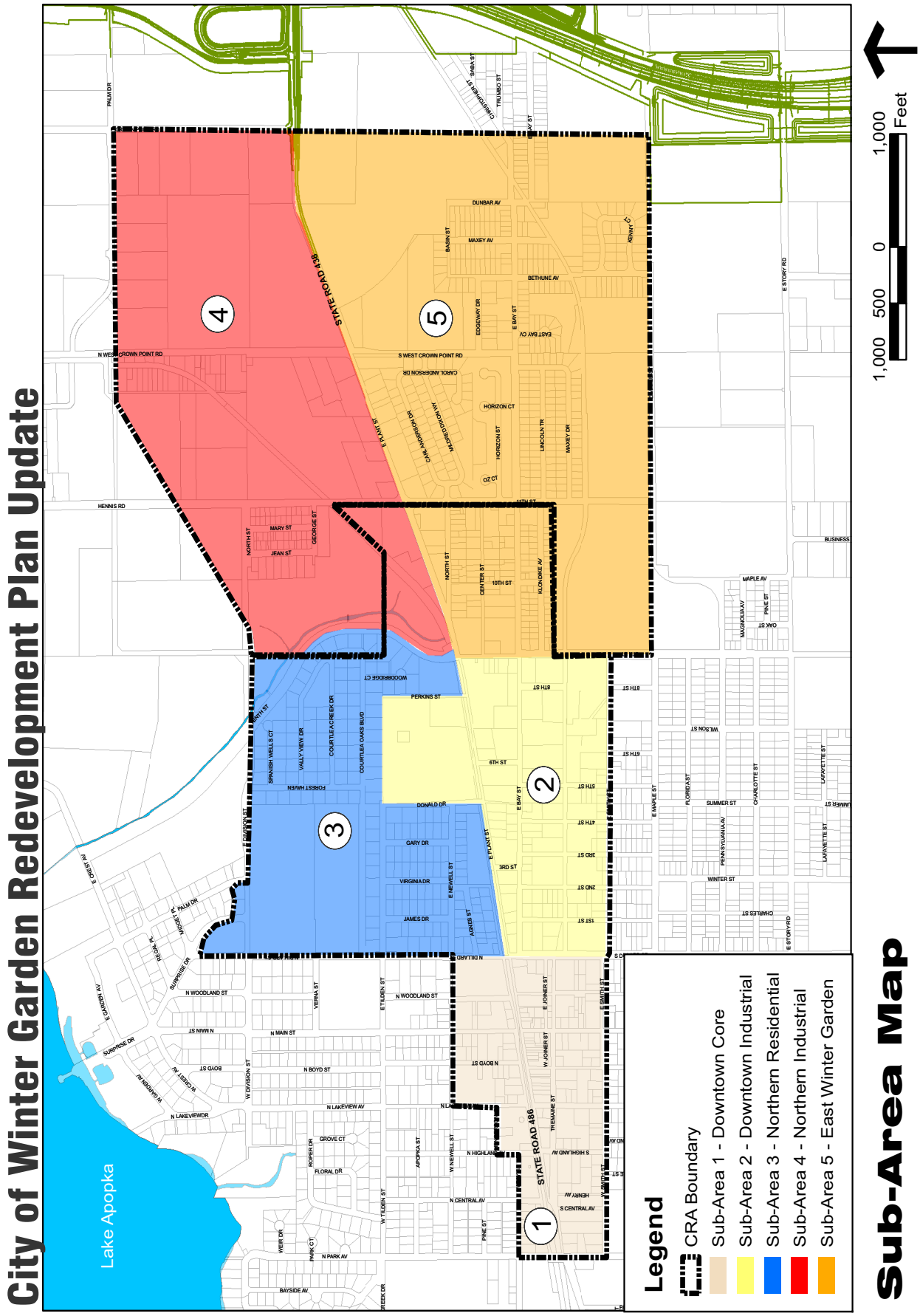
The Northern Residential neighborhood is located north of Plant Street between Dillard Street and the 9th Street easement. This neighborhood consists primarily of single-family residential uses, medical offices, business offices, a school and recreation facility

Sub-Area 4 Northern Industrial

The Northern Industrial area is located along Plant Street to the north between the 9th Street easement and East Crown Point Road. This area consists of commercial, industrial and residential uses.

Sub-Area 5 East Winter Garden

The East Winter Garden neighborhood is located along Plant Street to the south between 9th Street and the eastern CRA boundary. This area consists of residential, commercial, religious, industrial and recreation uses.



Sub-Area Map

Sub- Areas Location Map

Sub-Area Analysis

Sub Area 1 – Downtown Core

Buildings in the historic downtown date back to the late 1800's and early 1900's. The majority of the buildings are between one and three stories and are placed on small lots with minimal storefront setbacks. Building use consists of churches, government offices, post office, gas station, restaurants, hotel, retail, with a mix of some office and industrial uses. Buildings are oriented towards the street with parking and services oriented at the rear of the building.

The Railroad Museum, Heritage Museum and First Baptist Church are located in this sub area, enhancing the cultural essence of the Downtown Core. A few buildings along Plant Street which were built in the mid to late 1900's, have their storefronts setback from Plant Street and have parking placed between the building front and the street. The commercial building conditions are favorable and the majority of the buildings have been maintained and are in good to excellent condition.

Plant Street's Historic Architecure

The completion of the streetscape project on Plant Street has transformed the area into an attractive, vibrant retail district, stimulating private sector investment. The streetscape consists of brick streets with on-street parallel and angled parking, wide sidewalks, pedestrian oriented street lighting, benches, landscaping, banners and gathering space. There are some off-street parking facilities that are open to the public and others that are for private use. The West Orange Trail runs down the center of Plant Street, catering to bicyclists and roller bladers.

Plant Street

Single and multi-family residential uses are located north and south of Plant Street. The residential housing stock consists of homes built in the late 1800's and early 1900's with some infill from the mid to late 1900's. The housing stock is predominately two stories, with small front yards, front porches, detached garages, with gable and hip roofs. These residential streets are narrow with large well established tree canopies. Some of the streets are brick, others are asphalt with no sidewalks along these streets. The majority of the housing stock is in good condition with a few in fair condition.

Housing south of Plant Street

The downtown sub-area has been the primary focus of past redevelopment efforts which have paid dividends in the resurgence of commercial activity and the improved appearance of the downtown. The CRA should seek opportunities to expand the functional and aesthetic characteristics of the downtown into surrounding areas while carefully avoiding potential land use conflicts in adjoining neighborhoods.

Plant Street

The City should consider extending the redevelopment area boundaries north to Lake Apopka to incorporate the vast potential of this primary activity center. The City and the CRA also have the opportunity to direct future development activity in the downtown because they control several valuable pieces of property that can be used creatively to assure the appropriate future mix of uses in the western portion of town. The preparation of design standards for future development will ensure a high quality of architecture and site design that will protect the integrity of the historic development patterns in this area as well.

Fountain along Plant Street

While the historic downtown is very attractive, most visitors to Winter Garden are more familiar with State Road 50 than they are with the downtown. Conditions on SR 50 have a negative impact on the City's reputation and when combined with the visual impact of adjacent industrial areas the City's investment image suffers. The redevelopment program should devise strategies to address these issues to ensure future success.

Housing south of Plant Street

Assets

Natural Amenities:

- Attractive tree canopy
- Lake Apopka

Landscape:

- Attractive landscaping and streetscape on Plant St.

Man-made Amenities:

- Three museums
- West Orange Trail
- Future performing arts center
- Yearly events and festivals
- First Baptist Church

Land Use:

- Decent mix of specialty uses

Good social interaction

Circulation Network:

Pedestrian oriented

Accessibility

Easily accessible businesses

Architecture

Quality of historic building architecture

Appropriate scale and massing of buildings

Small town feel

Unique

Land Ownership:

Control over development on City owned lands

Issues

Natural Amenities:

Lake Apopka is polluted and too shallow for boat docks in some areas

Condition of trees

Landscape:

Additional streetscape connections

Land Use:

Large number of government and office uses

Lack of retail variety

Non-conforming land uses

Struggling merchants

Little nighttime activity

Circulation Network:

Perceived parking problem

Parking demand based on future development

Slow foot traffic for certain types of businesses

Impacts of truck traffic

Accessibility

Identity on SR 50

Lack of connection from downtown to Lake Apopka

Architecture

Increase in building values-small returns on investment

Small square footage for certain types of retail

New construction compatibility with existing historic architecture

No design standards

Land Ownership:

Absentee landlords

Opportunities

Natural Amenities:

- Future activities at Lake Apopka
- Horticulture Master Plan

Landscape:

- Additional north/south streetscape on Dillard Street

Man-made Amenities:

- Public restrooms in downtown along the West Orange Trail

Land Use:

- Infill opportunities
- Residential downtown

Zoning:

- Design guidelines
- Analysis of appropriate zoning for "fringe areas", such as Smith Street
- Analysis of uses allowed in C-1 zoning classification ("entertainment")

Circulation Network:

- Streetscape main corridors into downtown:
  - State Road 50,
  - Dillard Street,
  - 9th Street
- Develop Joiner Street as part of downtown

Accessibility

- Connect Lake Apopka to downtown with bike trail, trolley
- Directional Signage from Turnpike, SR 50 and SR 435

Architecture

- Mixed-use buildings
- Establish design guidelines for downtown
- Signage:
  - Retail,
  - Parking,
  - Directional-Way finding

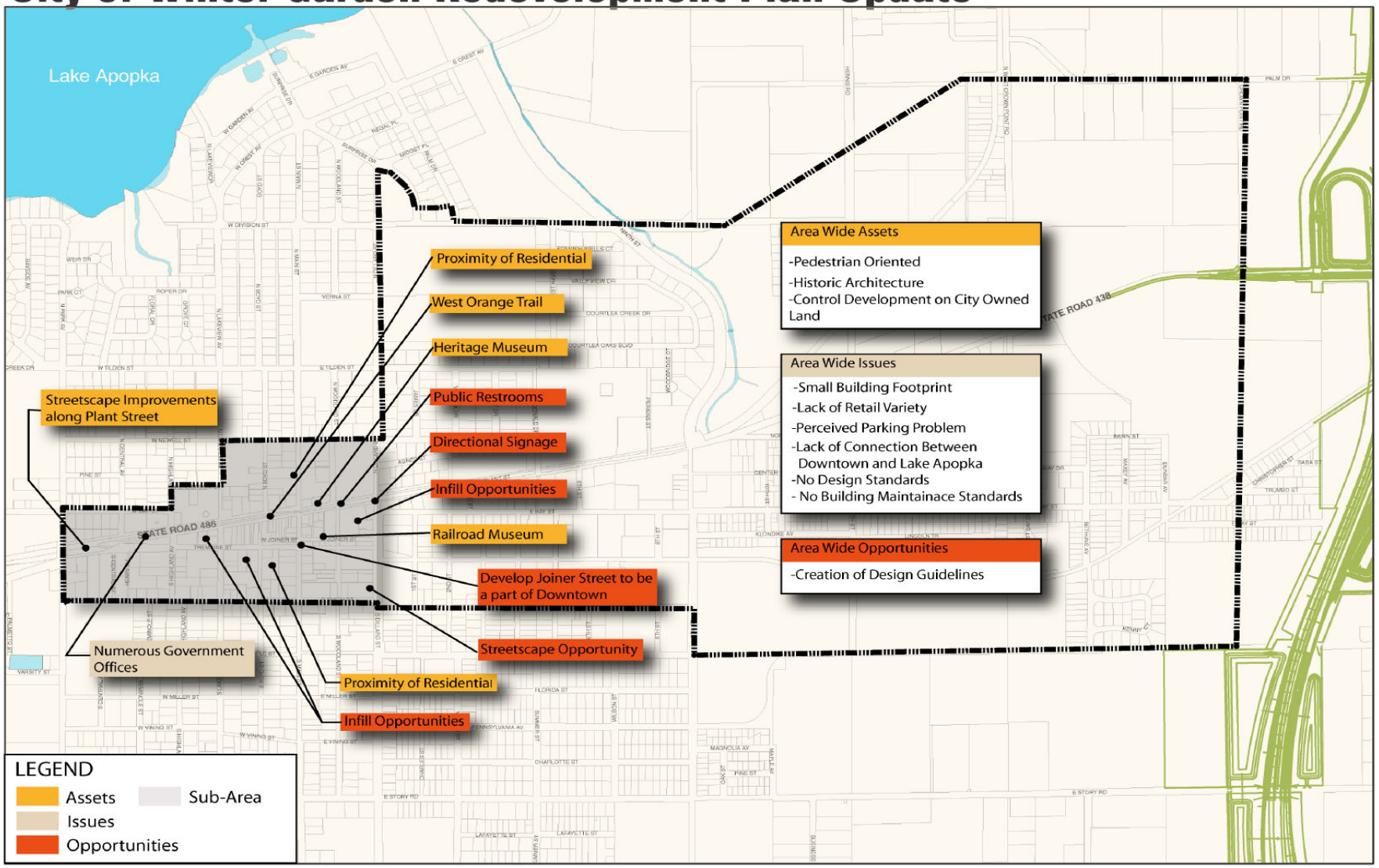
Land Ownership:

- City owned land along Lake Apopka

Programs/Activities:

- Creation/strengthening of Merchant Group
- More events and festivals
- Funding opportunities provided by Brownfield designation

City of Winter Garden Redevelopment Plan Update



Sub-Area Analysis No 1: Downtown Core

1,000 500 0 1,000 Feet

Sub - Area 1 Downtown Core

Sub-Area 2 - Downtown Industrial

This area consists of small and large lots, mixed taxable values and age. Uses consist of residential, retail, office, industrial and citrus. Orange County is in the construction phase of building a new library on the north side of Plant Street. Residential uses are typically one and two stories, placed on small lots, and oriented towards the street. Retail and office uses are placed along Plant and Dillard Street. These buildings are one story, set back to the rear of their lot with parking placed in front. Industrial uses are located along Dillard Street and scattered throughout the neighborhood. Industrial uses are placed on large lots, surrounded by parking, storage and debris. Many of the industrial facilities are in poor condition; there is a widespread lack of maintenance. The residential uses are mixed with industrial uses with no landscape buffers. Streets are generally narrow with some large tree canopies. There are no sidewalks, except along Dillard Street and 9th Street. Many of the homes are in poor condition and some are in extreme disrepair.

Exposed Storage

Industrial Site

Industrial Storage

Citrus packing and product manufacturing have been a staple of Winter Garden's economy providing valued employment for the local labor force dating back to the origins of the town. The community has literally grown around these industrial sites. As growth continues in Central Florida there will be an increase in demand for land. This fact coupled with the reality that the citrus industry is evolving and future plant sites are expected to be located nearer to the crops in South Central Florida means that local industry representatives must be prepared for potential future land use transitions.

The Redevelopment Agency should be partners with the industrial property owners and devise short term and long term strategies to facilitate change that will benefit the interests of the property owners as well as those of the community the agency represents. Short term strategies must address the obtrusive visual impacts of these sites through landscape buffering and improved streetscape amenities on Dillard Street, Plant Street and 9th street.

Long term strategies must include financial partnerships that enable economically feasible land use transition. For example, the City's designation as a Brownfield site will have economic benefits in terms of costs associated with environmental clean-up. The CRA can also use tax increment revenues for plant facility demolition and site preparation for future development.

Dillard Street and 9th Street provide the primary southern access to the downtown area, therefore deteriorating physical conditions on these roadways and the adjacent commercial properties must be addressed. The City should consider the possibility of expanding the redevelopment area south along Dillard Street to SR 50. Finally, long-term stability of the neighborhoods surrounding the downtown should be a primary objective of the redevelopment program. The City's land development code should be evaluated and policies that hinder private investment in upgrading housing conditions, such as inappropriate minimum lot standards, should be addressed through revisions to the code. Policies and programs that support new home ownership and owner occupancy should be pursued in conjunction with incentives for property rehabilitation and clean-up.

Assets

Land Use:
- Strong industrial tax base

Circulation Network:
- Access to Plant Street and Dillard Street
- Location next to downtown
- Grid pattern street network

Land Ownership:
- Relatively few owners of large industrial tracts of land

Issues

Natural Amenities:
- There are no desirable natural amenities

Landscape:
- Extreme lack of landscaping and buffering
- Inadequate landscape code

Land Use:
- Industrial uses encroaching on adjacent neighborhoods

Zoning:
- Lack of code enforcement
- Non-conforming uses
- Exposed storage and truck parking

Circulation Network:
- Trucking for distribution and employee commuter traffic impact local road network and neighborhoods

Accessibility
- Insufficient parking along Dillard Street

Architecture
- No architectural significance

Deteriorating building conditions

Programs/Activities:

Must anticipate short term solutions to physical conditions and plan for long term economic and redevelopment solutions

Opportunities

Land Use:

Working with current property owners to plan for long term redevelopment of major industrial sites

Devise prototype in-fill housing strategy

Zoning:

Address zoning inconsistencies through code revisions and establishment of appropriate development standards

Circulation Network:

Work with current owners to master plan large industrial sites incorporating gridded street layout to be seamlessly incorporated into the downtown and neighborhood street patterns

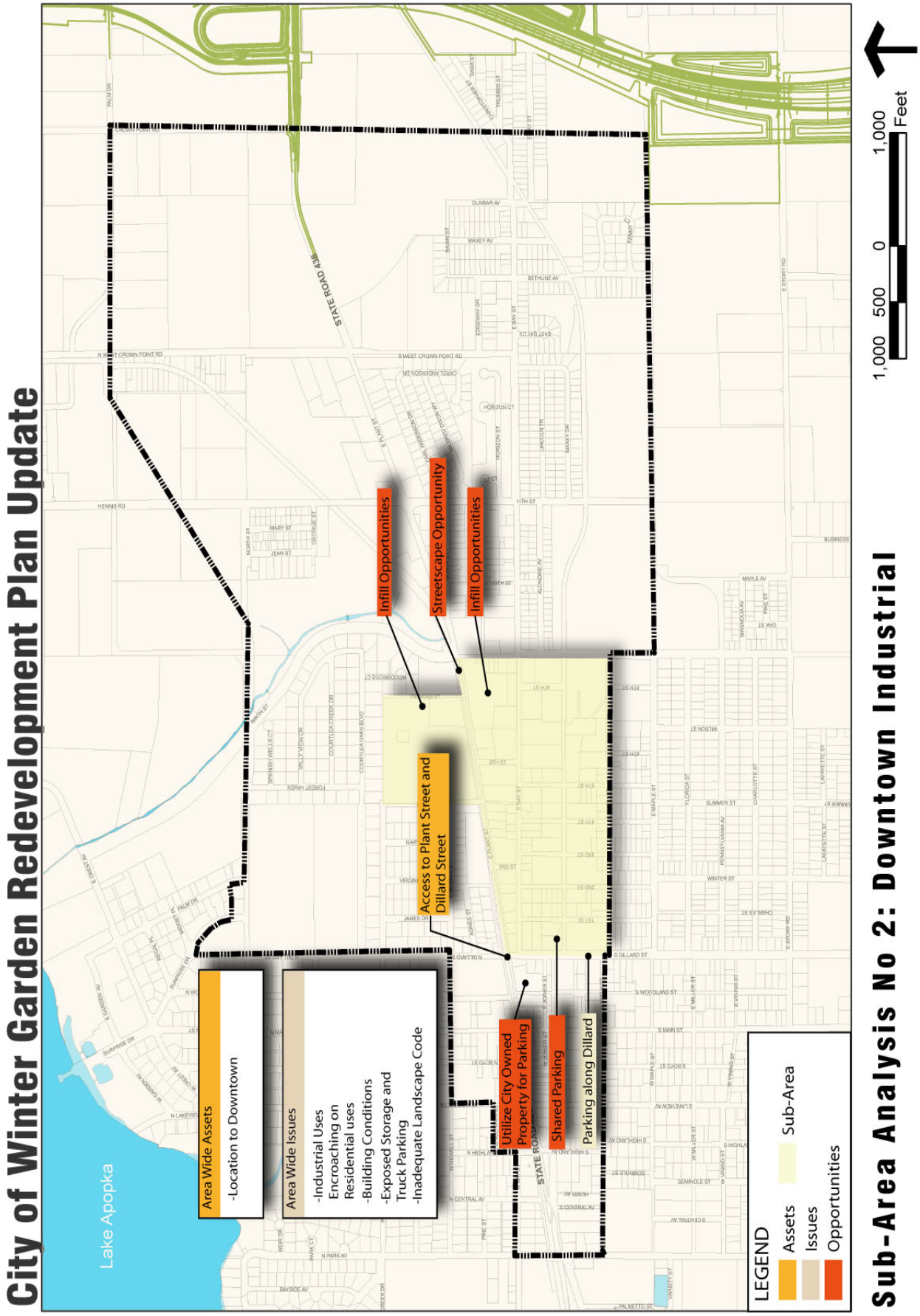
Accessibility

Enable shared parking

Utilize city owned facilities for parking when appropriate

Architecture

Develop architectural standards for master planned industrial sites as well as residential areas



Sub-Area Analysis No 2: Downtown Industrial

Sub - Area 2 Downtown Industrial

Land Ownership:

Diversify ownership through new owner-occupied housing

Increase tax base

Sub-Area 3 - Northern Residential

This neighborhood consists of single-family residential uses, medical offices, business offices, a school and recreation facility. Residential uses were built in the mid 1900's to the present. Homes are placed on large lots, and are typically one story with attached garages. Streets are narrow, with large tree canopies and no sidewalks. Courtlea Oaks, a newer residential subdivision, has homes placed on large lots, with attached garages, and are typically two stories. This subdivision has large streets, with sidewalks and a small tree canopy. A nursing home has replaced the West Orange Memorial Hospital facility at the corner of Dillard Street and Division. This facility is oriented away from the street with a large parking lot placed along Dillard Street. Dillard Elementary opens along Dillard Street, across from the old elementary school. The school has ample open space and recreational amenities. The West Orange Trail has a trail head along Plant Street where visitors and residents can park their car and enter the trail to either bike, roller blade or walk.

The positive attributes of this neighborhood should be strengthened with pedestrian connections to the downtown and Lake Apopka ,improved through streetscapes and directional signage. The Lake Apopka waterfront should be master planned and incorporated into plans for the neighborhood and the downtown. Opportunities for additional openspace and trails also exist in

Housing Stock

Medical Facility Parking

Housing Stock

this sub area. Strategies for long term land use transition must be planned for industrial and heavy commercial uses that intrude into residential areas. Finally, gateway treatments should be developed for the main entrances into the residential areas.

Assets

Natural Amenities:
- Lake Apopka
- Open space

Landscape:
- High quality of landscaping and tree canopy

Man-made Amenities:
- West Orange Trail
- Tanner Hall
- Neighborhood feel
- Dillard Elementary

Land Use:
- Quality residential areas

Architecture
- High quality housing stock

Land Ownership:
- Relatively high occurrence of owner occupied dwelling units

Industrial Facilities in Proximity to Residential

Industrial Properties

Issues

Natural Amenities:
- Lake Apopka clean-up

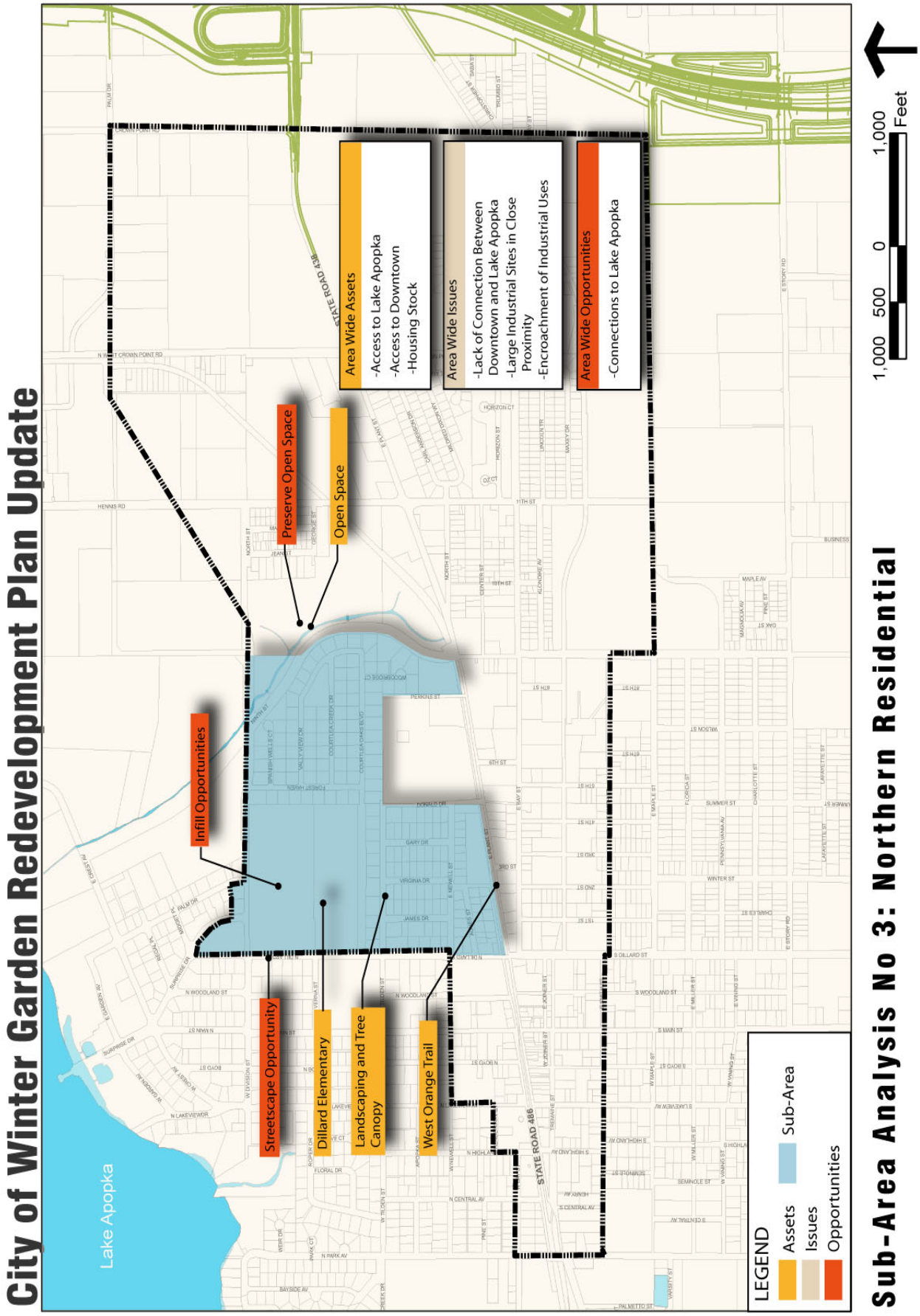
Land Use:
- Large industrial sites in close proximity to residential areas
- Condition of heavy commercial properties on E. Plant Street

Pedestrian Patterns:
- Increase access between neighborhoods and activity centers

Opportunities

Natural Amenities:
- Preserve and expand open space

Man-made Amenities:
- Master Plan Lake Apopka Waterfront
- Establish connections between Lake Apopka and downtown
- Streetscapes



Sub-Area Analysis No 3: Northern Residential

Sub - Area 3 Northern Residential

Land Use:

Mixed-use infill

Residential infill

Zoning:

Design guidelines

Sun-Area 4 - Northern Industrial

Exposed Storage

This area consists of commercial, industrial and residential uses. Commercial uses are concentrated along Plant Street and are mixed with industrial uses. Industrial uses are the predominate use in this neighborhood. The facilities are placed on large parcels of land surrounded by parking, storage and debris. Residential uses are small, one to two stories, placed on small lots and oriented towards the street. The residential component is weak in this neighborhood; many of the homes are dilapidated, or vacant. There are large tracts of open land for development and vacant land dispersed within the residential component for infill.

Vacant House

The large tracts of industrial property in this sub area constitute the highest land values in the redevelopment district, which generate revenues for CRA projects and programs. Vacant industrially zoned lands will also provide additional tax revenues in the future. While extremely beneficial to the redevelopment program, these properties are located at the eastern entrance to the downtown and have a significant impact on the investment image of the City.

Vacant House

Recent development proposals have incorporated strategies to continue the economic benefits associated with planned industrial development while maintaining the aesthetic integrity of the E. Plant Street corridor. The concepts call for maintaining an internal industrial core surrounded by commercial/office flex space fronting the primary access roads.

Once again the City should develop design criteria to ensure that appropriate architectural and landscape elements are required for this type of development scenario. Combined with road

widening and streetscape improvements to E. Plant Street, future development in this sub area will continue to provide significant benefits for the City of Winter Garden.

Assets

Land Use:
- Industrial and commercial tax base
- Planned industrial development opportunities

Circulation Network-Accessibility
- Visibility based on location to Beltway
- Gateway into Winter Garden

Land Ownership:
- Relatively few owners of large tracts of land

Programs/Activities:
- New businesses
- New jobs

Issues

Landscape:
- Lack of landscaping and streetscape

Man-made Amenities:
- Deteriorating commercial and industrial properties

Land Use:
- Must develop appropriate mix of uses

Zoning:
- Must ensure high quality of future development

Circulation Network-Vehicular
- Truck traffic
- Traffic circulation and access

Architecture
- Aesthetically unappealing
- Condition of building stock

Land Ownership:
- Increase diversity of ownership

Programs/Activities:
- Insufficient number of potential employees in the area

Housing Stock

Opportunities

Landscape:
- Streetscape E. Plant Street
- Gateways to Winter Garden

Man-made Amenities:
- E. Plant Street road widening project
- Relocation of recycling plant

Land Use:
- Commercial & Industrial growth

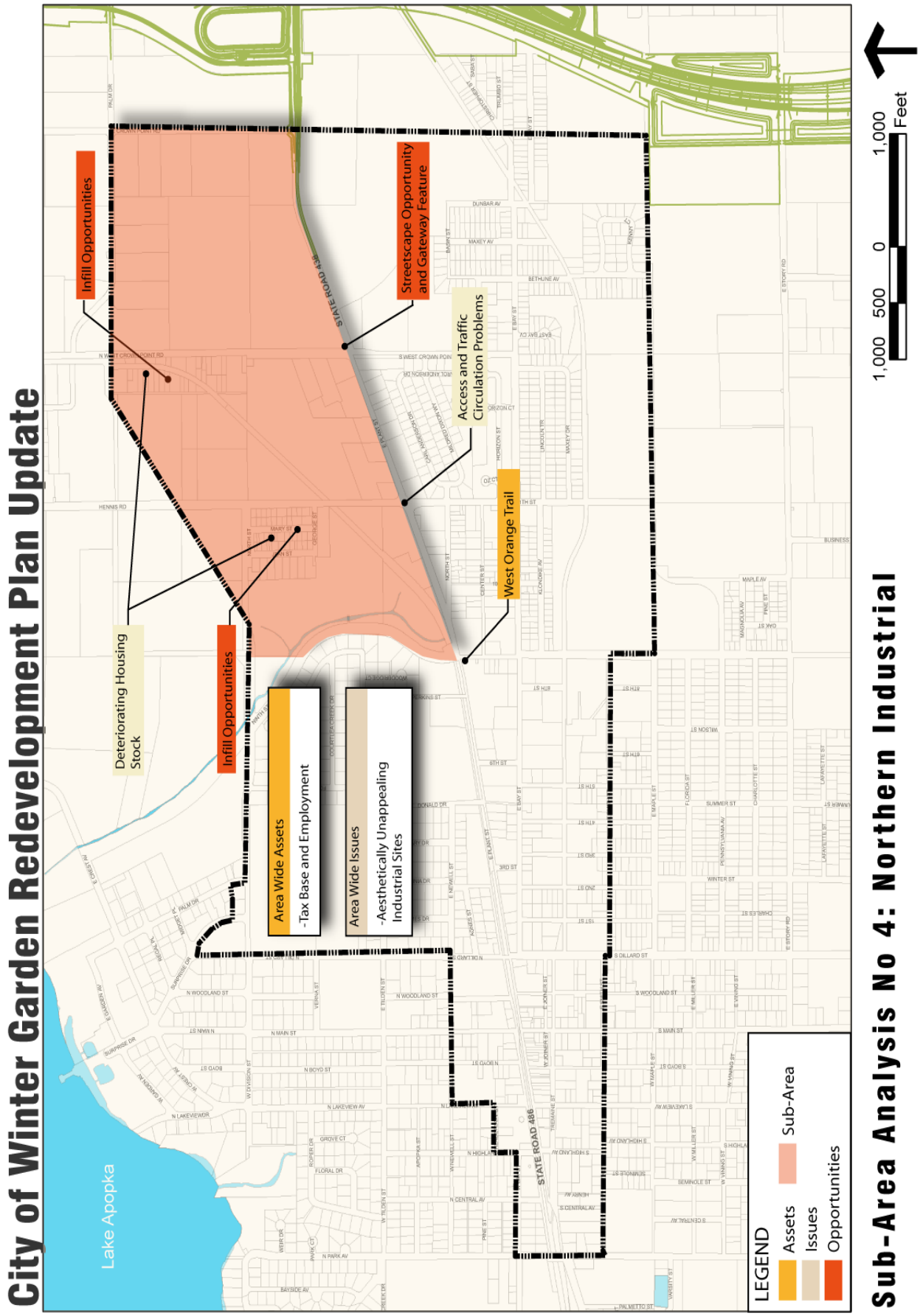
Zoning:
- Design guidelines for new construction

Circulation Network/Accessibility:
- Develop standards for cross access and parking

Architecture:
- Formulate standards to maintain historic architectural connection

Land Ownership:
- Few owners of large tracts of industrial property
- Newly acquired City Owned property (Recycling Plant)

Programs/Activities:
- Amend CRA Boundaries
- Opportunities for job creation in the local labor market



Sub - Area 4 Northern Industrial

Sub-Area 5 - East Winter Garden

The East Winter Garden neighborhood is an important neighborhood, because it is known as the historic black community of Winter Garden. This area consists of residential, commercial, religious, industrial and recreation uses. The residential streets are narrow, with minimal tree canopy and no sidewalks. Houses vary from small to large, housing lot sizes vary as well, and there is an eclectic mix of housing styles. The majority of the houses are one story, have varying placements on their lots, detached and attached garages, and a mixture of architectural details: porches, overhangs, and roof pitches.

Housing Stock

Commercial and industrial uses are placed along Plant Street with some neighborhood-oriented retail. There are some convenience stores and restaurants that are inter-mixed within the residential building stock. The area is well served by religious establishments; there are seven churches spread throughout the community.

Recreation Center

Recreational facilities are located in the neighborhood and consist of an outdoor pool, basketball courts, baseball field, an activity and community center. The residential component in this area is weak, with many vacant parcels, and houses that are in poor and dilapidated conditions.

New Contruction

East Winter Garden bears the scars of physical neglect that have been caused for a variety of reasons. Historic development patterns have established a neighborhood severely impacted by adjacent industrial properties, limiting opportunities for reinvestment in housing and home ownership. The perception of crime (valid or not) has also hindered private sector investment. Absentee landlords have ignored the condition of their property while resident homeowners have struggled to maintain their property.

These conditions have nurtured a social environment in which the community has traditionally vented their frustration with City Hall. The City and the CRA are now faced with the task of overcoming skepticism as the psychological mindset of East Winter Garden residents. This can be accomplished through the immediate implementation of projects that address the

deteriorated physical conditions in the neighborhood. Neigborhood clean-up programs and targeted residential pilot projects will address the immediate concerns of the residents while restoring one of the City's front doors to the downtown. Zoning code revisions and long term land use transition strategies will be necessary to physically integrate the neighborhood with the downtown area as industrial uses are relocated over time.

Assets

Social:
- Historic cultural and social connections

Land Ownership:
- Majority owner occupied housing

Programs/Activities:
- Places of Worship
- Recreation and Community Center facilities
- Community programs

Issues

Man-made Amenities:
- Drainage problems

Land Use:
- Conflicting land use

Housing:
- Affordable housing
- Restoration and maintenance

Circulation Network:
- Traffic circulation and access

Infrastructure:
- Drainage
- Street lighting
- Sidewalks

Architecture:
- Housing conditions
- In-fill housing standards

Land Ownership:
- Retaining residential base
- Lack of locally owned businesses

Programs/Activities:
- Economic development
- Crime prevention
- Lack of businesses hiring locally
- Public relations
- Equitable attention from city
- Programs and funds to bridge the gap between unemployment and employment

Opportunities

Landscape:
- Streetscape primary roads

Land Use:
- Re-use of Dreyfus facility for infill opportunities

Zoning:
- Evaluate and revise zoning code

Architecture;
- In-fill housing design guidelines

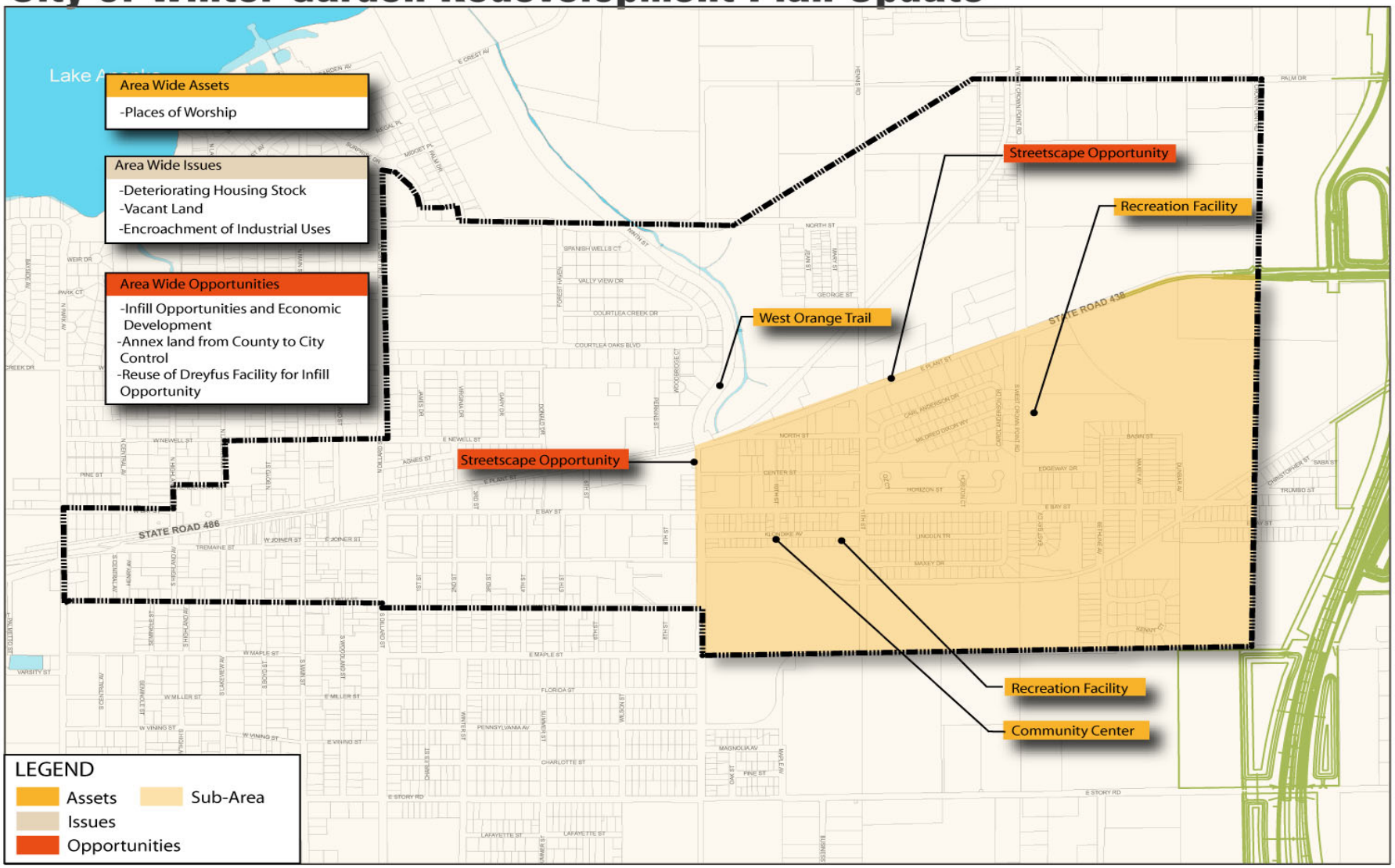
Infrastructure:
- Provide basic infrastructure improvements, drainage, sidewalks, streetlights

Land Ownership:
- Annexation of Dreyfus land from County
- Increase home ownership

Housing:
- Pilot Project
- Housing grants
- Incentives for home ownership

Programs/Activities:
- Trash clean-up days
- Programs to encourage children to succeed
- Community outreach concerning existing projects and programs
- Work more closely with City Departments

City of Winter Garden Redevelopment Plan Update



Sub-Area Analysis No 5: East Winter Garden

1,000 500 0 1,000 Feet

Sub - Area 5 East Winter Garden

Concept Plan

Concept Plan

Plan Content and Description

The descriptive narrative of the Concept Plan summarizes the general intent of the redevelopment program. It has been developed as a guideline for promoting the sound development and redevelopment of the properties in the CRA boundary. Opportunities for public improvements, redevelopment activities and proposed future land use composition are identified and graphically included in the Concept Plan. The Plan was developed after analyzing the existing conditions and considering previous plans that impact the development of the CRA area. Most importantly, the Plan reflects the thoughts and ideas of the community as expressed during public workshops.

It must be understood that this plan will not happen all at once. It is likely that the elements of the Concept Plan will not necessarily occur within the time sequence described herein. The Redevelopment Plan is intended to be a guiding document for local government actions designed to overcome deterrents to desired future growth and development in order to stimulate private investment. The Redevelopment Plan is not intended to be static. Over time, the objectives and strategies of the plan will be updated and revised based upon changes in the economy, relevant public concerns and opportunities associated with private development proposals.

The Plan contains descriptions of several types of projects and programs including capital projects, public/private projects and government programs. Capital projects are those that are funded solely by the public sector. They can address specific infrastructure needs such as roads, drainage, streetscapes, parks and other municipal facilities. The Plan also contains projects that provide opportunities for the public and private sector to work together toward mutually beneficial development activities. The public and private sector can bring different resources and capabilities to bear on projects that fulfill the objectives of the Redevelopment Plan that otherwise might not be successful. For these projects, public costs are undetermined

at this time because the Agency's role in each will be defined through negotiation at the time of the project.

Finally the Plan anticipates government actions to be undertaken by the City and/or the Redevelopment Agency for a variety of purposes. Regulatory actions may include revisions to the City' Comprehensive Plan, Land Development Regulations and building code. Land acquisition programs, such as land banking and property swapping, are expected to be incorporated in the redevelopment process to control prime development sites thereby ensuring future development in a manner consistent with redevelopment plan objectives.

The most important aspects of the Concept Plan are the following:

- The Plan identifies, in general, where primary land uses (commercial, office, residential) and activity centers will be located

- The Plan supports the creation of design guidelines to promote a healthy and physically appealing City.

- The Plan encourages land acquisition to further build upon the types of developments and end products the City needs and desires.

- The Plan further encourages connections between Lake Apopka, downtown and the surrounding neighborhoods.

- The Plan promotes strategies that will strengthen neighborhoods and encourage new residential opportunities in the vicinity of the downtown.

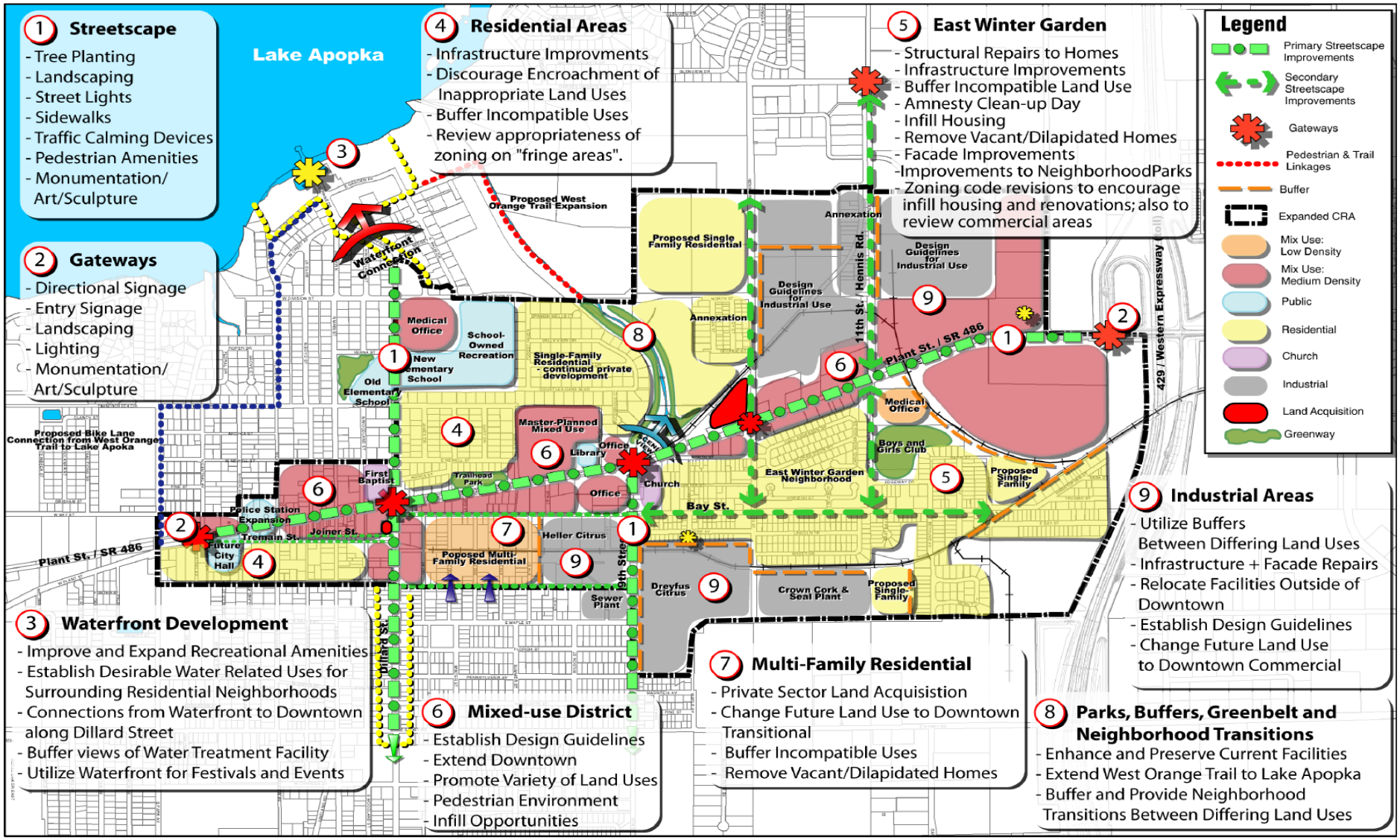
- The Plan addresses the physical and social conditions of the East Winter Garden neighborhood.

- The Plan provides for the transition of future land use in industrial areas.

- The Plan anticipates investment in public infrastructure and future relocation of municipal facilities.

The Concept Plan illustration shows how the redevelopment program directives can be translated into a physical plan that accents natural and cultural amenities while promoting quality growth and development. The Concept Plan illustration, on the following page, graphically, and in general terms, describes the required elements of the Winter Garden Redevelopment Plan.

City of Winter Garden Redevelopment Plan Update



Concept Plan

Concept Plan Illustration

Conceptual Plan View

The Conceptual Plan View, on the following page, follows the Concept Plan Illustration and demonstrates what the city would look like if all the objectives of the Concept Plan were completed. It illustrates a more detailed view than the mostly diagrammatic Concept Plan Illustration.

It attempts to shows elements such as how new infill structures could compliment the existing structures and where densities of buildings would be concentrated and how commercial nodes could be formed. All existing structures are shown in white with the newer structures demonstrated in red. The illustration also depicts placement of buffering around several areas of the city.

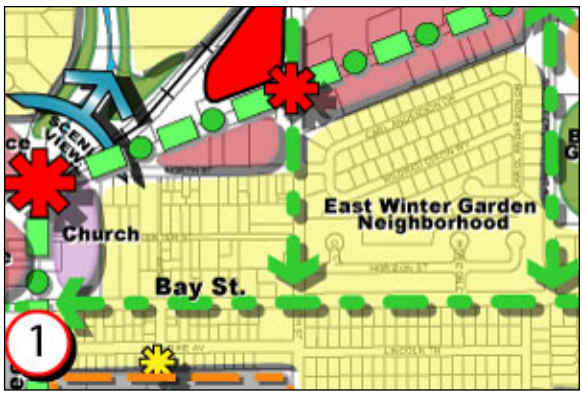
Parts of the Concept Plan Illustration and Plan View are used through out the explanation of the Objectives and Action Strategies that follow.

Conceptual Plan View

The following is a description of the various elements that are contained within the Concept Plan. Information is presented through text and graphic illustrations. The Plan contains a general description of each element then provides objective statements and action strategies to achieve the objectives. The concept plan contains recommendations for future land use, private sector development opportunities and recommended public investment in capital improvements and programs.

1. Streetscape

The CRA should implement an overall streetscape program along primary and secondary roadways throughout the neighborhoods and the downtown. Design Requirements for landscaping should also be incorporated in the City's Land Development Regulations. Streetscapes on these roadways should be designed to soften the appearance of older physically declining commercial areas and provide visual continuity for important transportation routes in Winter Garden. The development of an enhanced pedestrian environment is one of the primary objectives of a streetscape plan. Whenever possible, an increase in the overall available pedestrian space, such as sidewalks, public plazas and open space, should be used to facilitate this goal.
Effective design of the streetscape system will dramatically improve the aesthetics of the community and establish a more attractive investment image to the private sector.



Primary and secondary streetscapes

The current streetscape along Plant Street between Central Ave and Dillard Street has greatly improved the aesthetics and encouraged economic development in the historic downtown of Winter Garden. The streetscape elements incorporated there should provide standards for other streetscape projects to establish a unified character for the community.

It is recommended that streetscape improvements be undertaken on the following streets:

1. Plant Street (between Dillard Street and Western Beltway)
2. Dillard Street
3. 9th Street
4. Bay Street
5. Hennis Road
6. North West Crown Point Road

Streetscape needed along Plant Street

The remaining streets should be systematically improved through tree planting and street lighting programs. Ultimately the private sector, through investments in redevelopment and renovation, will have the greatest impact on the physical appearance of these roadways.

Objective -

Build on the success of the Plant Street streetscape project by systematically undertaking similar improvements on the remainder of the road system in the redevelopment area.

Action Strategies -

- Prioritize streetscape projects in conjunction with other planned roadway improvements such as E. Plant Street.

- Incorporate landscape requirements in Land Development Code when preparing Design Standards for future development.

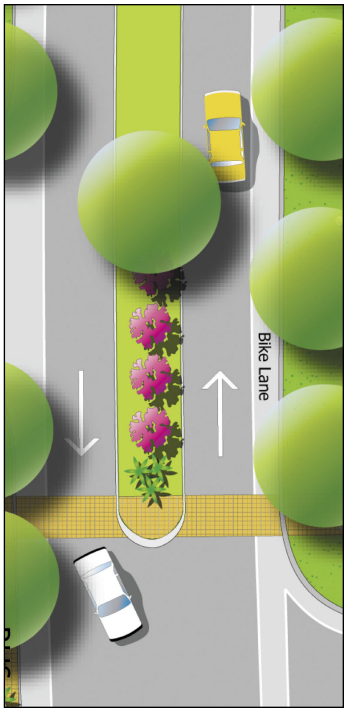
- Seek grants and other funding alternatives for proposed improvements.

- Establish a Property Improvement Grant program for building facades, signage and landscaping.

- Establish a tree planting program using Keep America Beautiful and Federal Small Business Administration Grants.

Streetscape 9th to Expressway

Dillard Streetscape



Example of Streetscape

2. Gateways

Existing gateway feature

Winter Garden contains multiple opportunities for the creation of entrances and gateways into the City and its neighborhoods, historic areas, and the primary commercial district. Gateway features strengthen the sense of identity of the community signifying the arrival to, and distinguishing the difference between, the various commercial centers and residential areas in the community. Projects involving directional signage, monumentation, lighting and landscaping are typical elements of gateway features.

It is recommended that gateways be established at the following locations:

- Plant Street and Central Ave.
- Plant Street and Dillard Street
- Plant Street and 9th Street
- Plant Street and Western Expressway on/off ramp
- Plant Street and Hennis Road
- North West Crown Point Road and Crown Point Cross Road
- Dillard Street and SR 50
- Neighborhood Entrances

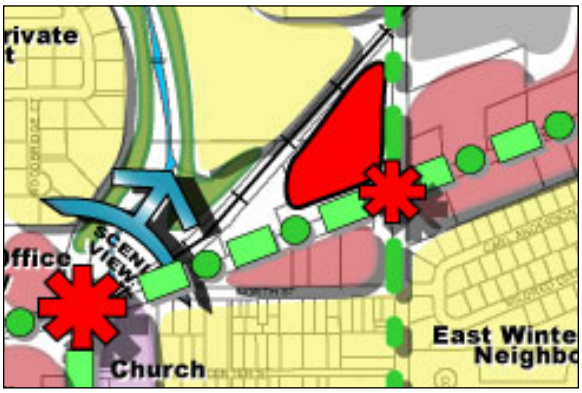
Objective -

Establish an identity for the city at major entrances and provide direction to the historic downtown, neighborhoods and other destinations.

Action Strategies -

- In conjunction with planned streetscape improvements, design and construct gateway treatments at key locations throughout the city and redevelopment area.

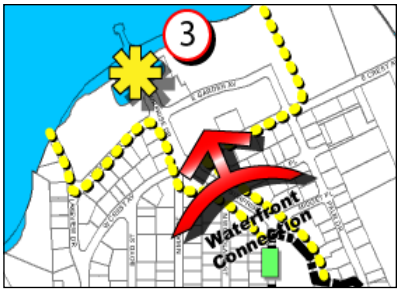
- Design and construct secondary gateway features with directional signage at key intersections.



Potential gateway development location

3. Waterfront Development

Although it is not located within the redevelopment area the waterfront along Lake Apopka is a very desirable, yet under utilized asset that has the potential to invigorate activity in the City. This can be accomplished through a combination of improvements to the recreational assets along the waterfront and the potential development of other desirable water related uses in the surrounding neighborhood. This would establish dual interest and access to the waterfront and the downtown.



Waterfront Development

The addition of green space along the Lake would help to tie the existing open space and surrounding neighborhoods into one unified neighborhood. The open space along the lake should be thought of as potential environmental lands and an area for recreational uses through trails, bike paths, and green space. Public access to the lake should be made available in a manageable way through desirable development.

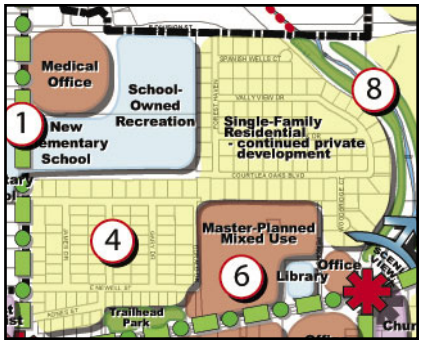
Objective

Capitalize on the assets provided by Lake Apopka.

Action Strategies

- Improve recreational assets along the lake and allow for development of other desirable water related uses.
- Encourage desirable development in the vicinity of the surrounding neighborhood and downtown and provide users access to the lake and downtown center.
- Reinforce connections from the lake to downtown along Dillard Street.
- Preserve views to the lake for the surrounding neighborhoods.
- Use the lake to stage festivals and concerts in conjunction with events in downtown.
- The lake's edge should be thought of as potential environmental lands and as a potential area for recreational uses.
- Consider restoration of the natural environments whenever possible.
- Buffer water treatment facility that is located along the lake.

4. Residential Areas



Residential Enclaves

The redevelopment area consists of a historically designated residential neighborhood, residential neighborhoods of high-end homes, and other areas with mid-range housing. These neighborhoods are in close proximity to downtown, the waterfront and industrial areas. The objective is to maintain and strengthen stable historic neighborhoods and enhance amenities in support of new building construction in the northern area. Extension of the West Orange Trail and improvements to the Lake Apopka waterfront will serve to strengthen market conditions in this area. This can be achieved through maintenance of current infrastructure, buffering of incompatible uses, and revisions to the zoning code and comprehensive plan to prevent further commercial encroachment into the neighborhood. Neighborhoods located south of the downtown area are surrounded by commercial development on SR 50 and Dillard Street. Commercial encroachment is having a negative impact on this neighborhood and needs to be stabilized.

Housing Stock

Objective

Preserve and enhance neighborhoods by encouraging private home ownership through actions that strengthen the residential market and limit negative influences on development patterns in older neighborhoods.

Housing south of Plant Street

Action Strategies

- Encourage private efforts towards building housing in the redevelopment area.

- Invest in infrastructure that improves amenities that will attract market driven housing construction.

- Evaluate zoning and comprehensive plan policies that may inadvertently encourage commercial encroachment into residential areas.

- Undertake neighborhood planning initiatives to identify issues of importance to area residents as well as desired infrastructure improvements.

- Systematically act upon requested capital projects such as drainage improvements, lighting, sidewalks, etc.

- Improve neighborhood identity through entrance signage.

5. East Winter Garden

As documented in the Inventory and Analysis sections of this plan the neighborhood has several assets and a strong social sense of community. However, homes in the area are in a state of disrepair. The primary objective for this community is to upgrade the physical conditions of the neighborhood. This can be achieved through obvious structural repairs to homes, the removal of unsightly or unnecessary appurtenances such as sheds and chain link fences. The city and residents should undertake paint and repair projects, and the installation and/or repair of sidewalks and streetlights.

East Winter Garden

To maximize the overall affect of the repairs, a clean up day and residential fix up project should be implemented on a focused and highly visible area. The goal of the project should be to concentrate efforts on a portion of the neighborhood so that the greatest overall effect to the aesthetics can be achieved. This will set standards for and trigger reinvestment in the surrounding residential areas of East Winter Garden.

Objective

Preserve the neighborhood character by enhancing housing quality and infrastructure, and reducing crime.

Action Strategies

- Evaluate zoning and development codes and where possible remove restrictions to market wise housing development such as inappropriate minimum lot size requirements or other standards that may inhibit private investment in the development of housing.
- Review appropriateness of R-NC zoning classification to evaluate if commercial uses should be allowed in neighborhoods and if so what standards should be

Residential Fix-Up Project- Before and After

applied

• Buffer the industrial and commercial uses that detract from the aesthetics of the community.

•Strengthen and market the current community organizations and outreach programs that currently exist.

• Capitalize on the number of places of worship and recreational facilities in the community to encourage redevelopment.

• Utilize tax increment money for infrastructure repairs, infill projects, demolition of dilapidated structures; land acquisition and neighborhood clean up.

• Working with local real estate professionals, identify and market areas where private interests can develop infill housing and necessary support facilities.

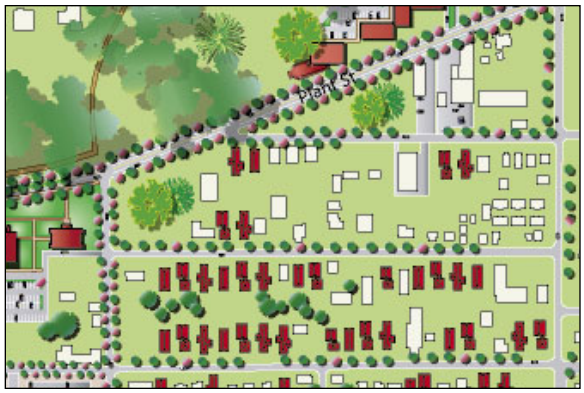
• Encourage private efforts towards building quality housing.

• Identify and restore historic housing that may be in a state of deterioration but otherwise is structurally sound.

• Identify and remove vacant, dilapidated housing structures that pose a threat to public health and safety.

• Devise land acquisition, demolition and housing rehabilitation strategies to remove or refurbish unsafe or dilapidated structures.

• When undertaking streetscape improvements, new private construction, and building rehabilitation, place utility lines underground where it is feasible to improve visual qualities and remove impediments to safe pedestrian access.



Concentration of infill housing

• Work with the City and community volunteers to clean-up vacant, unattended properties.

Objective

Establish an effective, on-going community clean-up program.

Action Strategies

• Contact property owners to determine their level of interest in participating in the project.

• Prepare guidelines and procedures.

• Prepare specifications framework to be undertaken

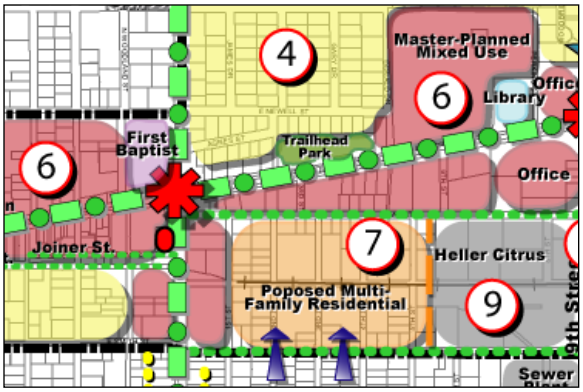
• Implement **Amnesty Program** that can be used by the City to reimburse citizens for clean up of commercial, industrial and residential property:

1. One-month window of opportunity for a selected area.
2. Every person is contacted in person if possible.
3. Property owner contracts with private sector for clean up
4. Property owner provides documentation of clean-up effort:
   Standard Form (provided by CRA)

Photographs of before and after

5. Property owners submit receipts for reimbursements from CRA.

- Pursue this as a one-time opportunity to use CRA revenue for clean-up with the understanding that code enforcement efforts will be increased in the future to ensure long-term maintenance.



Mixed-Use Development- Concept Plan

6. Mixed-Use District

Mixed-use development projects have proven to stimulate economic activity while addressing functional and aesthetic issues in downtown areas throughout the country. Following the streetscape improvements on Plant Street and an astute land acquisition strategy by the city, Winter Garden is now positioned for private investment in multi-story mixed use projects. When successful, projects such as the potential development adjacent to the planning department building and the conversion of the Rainbow property recently acquired by the city will strengthen this market and set the precedent for future private sector investment. Similarly, improvements to East Plant Street and completion of the Battaglia project will spawn development interest east of Dillard Street. Construction of the new library and the city's control of the S.W. corner of E. Plant Street and 9th Street as well as the recent acquisition of the recycling plant have enabled the city to control significant parcels of land for future development in the area.

Example of a Mixed-Use Development

East Plant Street and Dillard Street are main gateways into the City of Winter Garden providing the first impression for visitors and potential investors. Control of future development on these corridors will have a significant impact on the city's investment image. The city's control of strategic properties combined with proposed roadway improvements are advantageous, but to secure control over the quality of future development it is recommended that the city prepare Design Guidelines for future development.

Objective

Promote mixed-use development in the downtown and ensure the highest quality of future development in the redevelopment area while strengthening the character of the city's entrance corridors.

Action Strategies

- Ensure that new development consists of appropriate land uses that will stabilize and enhance the area while representing the desires and interests of area residents and property owners

• Stimulate local businesses by attracting an appropriate mix of uses in the redevelopment area and commercial districts including residential, office, and commercial uses as well as restaurants and evening entertainment.

• Devise strategies for land assembly, land acquisition and other means of participating in land development to partner with the private sector in initiating development activity at appropriate locations.

• Work closely with area businesses, merchants' associations, and chamber of commerce to address the needs of existing businesses throughout the redevelopment process.

• Revise development codes to enable a desired mix of uses with appropriate design standards to establish a cohesive historic development pattern.

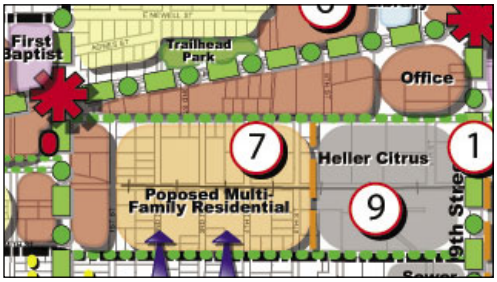
• Establish design guidelines to encourage development in a cohesive manner so that it blends in with the existing building form,

Mixed Use Rainbow Site- Plan View

Mixed Use Rainbow Site @ Dillard and Plant Street-
Rendered Perspective

scale, portion and rhythm, and the current road and pedestrian network.

• Encourage land acquisition of vacant land and buildings to allow the City to work with developers to prevent detrimental projects from being constructed.



Multi-Family Concept Plan

7. Industrial Land Use Transition

It is recommended that the CRA provide for future transitions from Industrial to Multi-family residential use which will increase density, market rate housing and customer base in the downtown area. Such areas include the industrial land located east of Dillard and south of Plant Street. These parcels are currently zoned industrial, but are suited for multi-family residential use. The businesses currently located on these sites are becoming obsolete due to changes in the market and economic realities in the evolving citrus business.

Multi-Family- Plan View

Site design should incorporate new urbanist planning principles with town homes facing onto the street with porches. Alleys would provide auto access to garages and parking areas.

Objective

Develop multi-family residential town homes on industrial parcels east of Dillard and south of Plant Street.

Action Strategies

• Change the future land use map in the comprehensive plan in this area from industrial to downtown commercial transitional.

• Encourage private land acquisition and market rate housing.

Multi-Family- Rendered Perspective

• Reinvest tax increment revenues toward the project as an economic incentive for investment.
• Possible use of TIF revenues include site assembly, land cost write downs, environmental clean-up, site preparation, infrastructure, and streetscaping.

8. Parks, Buffers, Greenbelt and Neighborhood Transitions

Parks and Buffers Concept

An important element to the neighborhoods as a whole is the system of parks, buffers, greenbelt and neighborhood transitions. The current facilities should be enhanced and preserved. The existing tree canopy of the neighborhood helps to make the neighborhood more desirable to potential homeowners and should also be preserved.

The City and CRA should work with the County to extend the existing West Orange Trail to connect the waterfront and other neighborhoods in the City. Furthermore, the use of parks, buffers, greenbelt and neighborhood transitions are encouraged to separate incompatible uses from one another for the health and safety of the community. Having transitions from one neighborhood to the next allows a gradual change in use and intensity. Parks, buffers and greenbelts can also benefit the community by providing resources for use in a regional storm water management system.

Objective

Provide open space, green space and neighborhood character for the citizens of Winter Garden. Preserve land to serve as parks and open space for current and future residents.

Parks and Buffers- Plan View

Action Strategies

•Work with City to prepare a waterfront, parks, trails, recreation and open space master plan for the City to identify existing recreational assets and needs while devising an implementation program.
• Provide safe connections between primary activity centers including the downtown, waterfront, schools and neighborhoods through sidewalks and bikeways.
• Establish parks, recreation and beautification efforts to create an improved character for the redevelopment area that will reflect a pleasant, appealing atmosphere for working, shopping and residing in the district.
• Construct sidewalks, bikeways and trails throughout the City, appropriately designed and separated from auto circulation for safety purposes, to be used as positive tools to improve the area's environment through the use of landscaping and other visual treatments.
• Wherever possible, maintain the integrity of the natural environment when developing property, especially when significant tree canopies or natural habitats can be integrated into the site design.
• Identify potential revenues including tax increment financing, grants, impact fees and other assessments to provide adequate funding for proposed

improvements and maintenance of public facilities.

• Institute creative measures; such as land set aside requirements in subdivision regulations to secure land for parks, trails, greenbelt and open space.

9. Industrial

Industrial areas are located through out the redevelopment area. Based on the location and economic viability of the existing facilities, industrial areas can be classified in one of three categories. The industrial areas located in the northeast are relatively new, economically beneficial and physically unobtrusive. These properties provide valuable revenues to the city and job opportunities for residents. These industries should be encouraged and sustained over the long term, while future design of industrial sites fronting E. Plant Street should be considered during the preparation of design standards to ensure quality future development.

Industrial Site

The second category of industrial use pertains to the entrenched long-term industrial sites such as the Dreyfus Packing Plant. Recent substantial reinvestment in this property for continued, if not retooled, industrial use of this site causes the need for a different approach to the mitigation of the aesthetic and environmental impact on the adjacent property owners. Buffering between incompatible land uses combined with improvements to the streetscape on 9th Street are the only alternatives for the CRA at this juncture.

The third category includes those sites that have the potential for transitioning to an alternative land use. Sites including the Roper and Battaglia properties are located in areas that will have increasing market demand for retail, office and residential uses. The CRA should consider economic incentives to encourage redevelopment of these properties. Tax increment revenues generated by new development at these locations can be reinvested into the sites to remove obstacles to redevelopment such as high land cost or environmental limitations. Also included in this category are properties that are currently sustainable in their present use and are less physically obtrusive as other sites. The Heller Brothers property would fall under this category. In this case, short and long term strategies would be appropriate. For the short-term these properties can be buffered through streetscaping improvements proposed in the plan. In the long-term, market demand will increase the value of these properties to the point where redevelopment will generate a greater return than present operations, therefore the market will influence future land use at these locations. The City should consider changing the future land use designation from Industrial use to Downtown Commercial Transitional to support the anticipated change in land use.

Buffering of Industrial Site

Objective

Preserve and enhance the surrounding residential neighborhoods by restricting and enhancing the function, design and placement of industrial uses in the vicinity of residential neighborhoods.

Action Strategies

• Establish design guidelines to address placement, size, proportion and scale of the industrial buildings to their lot. Furthermore address landscaping buffers and barriers between adjacent, differentiating land uses.

• Establish land use transitions between industrial and residential uses.

• Establish clean-up days to clean up industrial sites and the neighborhoods surrounding them

• Environmental clean up of industrial sites by utilizing Brownfield Grants

• Create financial incentives for relocating industrial sites, site demolition and preparation of the site for another use.

• Industrial land within the vicinity of downtown should be swapped for land outside of the downtown area.

10. Public Facilities and Infrastructure

Objectives

Provide necessary public facilities at acceptable levels of service to accommodate existing needs as well as new demands as proposed development occurs in the Redevelopment Area.

Action Strategies

• Work with all appropriate government and private utilities to ensure the provision of adequate services including electricity, telecommunications, cable television, water, storm water, sanitary sewer, gas and solid waste.

• Secure grant funding when possible to leverage tax increment revenues to accomplish stated goals related to the provisions of adequate infrastructure.

• Assess existing infrastructure conditions to identify specific needs for upgrading older systems in conjunction with proposed improvements within the CRA.

11. Administration

Objective

Establish the administrative, financial and programmatic mechanisms necessary to achieve the goals and objectives of the Winter Garden Community Redevelopment Plan.

Action Strategies

• Work with the City Manager and Finance Director to strategically devise annual operating and capital improvements budgets to maximize the use of anticipated tax increment revenues.

• Annual budgets must address the need to provide funding for on-going staff support, requisite planning studies, operations, and maintenance for City and agency activities.

• Through successful implementation of projects and programs, as described in the Redevelopment Plan, increase the tax base to generate additional revenue for capital improvements and municipal services. The City should leverage tax increment revenues through grants, commercial loans, or other financial mechanisms to expedite the completion of projects.

• Based on revenue projections contained in the Redevelopment Plan the City should seek short-term interim project financing or the restating of present development objectives with anticipation of long-term bond financing. The CRA must continue to oversee the planning process and develop the appropriate strategies and polices necessary to implement the plan.

• The CRA should provide public information concerning all aspects of the redevelopment program such as newsletters, radio, television and newspaper reporting as well as neighborhood and civic organization meetings to generate public support.

Objective

Devise planning strategies and develop an effective regulatory framework to ensure well-managed growth throughout the community while accomplishing redevelopment program directives.

Action Strategies

• Based on the current CRA boundary certain valuable pieces of land are left outside of the CRA. Portions of the CRA boundaries are also considered to be arbitrary because they follow no natural, legal or man made boundary.

• The Redevelopment Plan recommends expanding the boundary to include land to the Western Expressway and corrects the arbitrary boundary along the northeast section of the CRA area.

• The City and CRA should continue to acquire vacant, under utilized or industrial lands to be used for the greater good of the City of Winter Garden.

• Based upon the outcome of the redevelopment planning effort, the City should evaluate the Comprehensive Plan to determine and correct inconsistencies in policies related to the Redevelopment Plan.

• The City's Comprehensive Plan should embrace the following planning principles:

• Establish a land use pattern that reflects the City as a total community of diversified interests and activities, while promoting compatibility and harmonious land-use relationships.

• Encourage mixed-use development at an appropriate scale in the area. Introduce multi-family development in close proximity to the downtown strengthening the local market for retail and services.

• Work with the community, the City Staff, and the City Commission to incorporate design standards in the Land Development Code. Implement regulatory policies to encourage zoning and land use regulations that provide housing opportunities for all income levels.

• Create programs for land development and property rehabilitation, using financial or other economic incentives, to facilitate new investment in the redevelopment district, thereby increasing the tax base.

• Formulate policies and procedures for developer solicitation and development agreements to enable strategic development practices.

Capital Projects & Programs

Capital Projects and Programs

This section shows how the Concept Plan translates to a phased series of capital improvements. It breaks down anticipated costs for further plans and regulatory activities. The community should understand that the Redevelopment Agency, working closely with the City and other government entities, will be pursuing multiple elements of the Plan. It is important to note that the following summary of capital projects and programs is flexible in nature. It is the best estimate of project costs based on a measure of the order of magnitude of the project in relation to the anticipated revenues. As a matter of practice the Agency should prepare annual budgets as well as establishing one, three and five-year work programs for budgetary and administrative purposes. Ultimately, project costs will be refined during the design and construction phase of any given project.

The proposed Winter Garden Redevelopment Plan contains several projects consisting of public, private, and joint public/private efforts that will take at least twenty years for completion. It is critical that the Agency incorporates a sound project implementation strategy when identifying priorities. This will ensure the most effective results in terms of addressing the community's needs while stimulating private sector activity to obtain a favorable return on the public sector's financial investment. The following phased capital improvement budget sets forth recommendations concerning project priorities and funding sources. The Capital Projects and programs are divided into the following categories:

- East Winter Garden Neighborhood Pilot Program
- Housing
- Commercial
- Industrial
- Parks , Open Space and Trails
- Waterfront
- Streetscapes and Gateways

East Winter Garden Neighborhood Pilot Program						
Priority	**Type of Solution**	**Solution**	**Who Resp.**	**When**	**Funding Source**	**Cost**
High	Short Term	Undertake neighborhood planning studies to identify priorities for capital improvements	Neighborhood City/CRA	2004-2005	City/CRA	$ 35k
High	Short Term	Institute amnesty clean-up program, CRA reimburses property owners for expenses related to clean-up and hauling of trash and debris				$ 20k
High	Quick	Target blocks and contact property owners	Neighborhood City/CRA	2004-2005	City/CRA	TBD
High	Quick	Design work program	Neighborhood City/CRA	2004-2005	Neighborhood City/Cra	TBD
High	Quick	Implement work program, clean-up lawns, remove debris, paint houses, sidewalks, landscaping, streetlights, structural repairs, etc	Neighborhood City/CRA	2004-2005	Neighborhood City/CRA	
Medium	Long Term	Implement subsequent target projects	Neighborhood City/CRA	On-going	Neighborhood City/CRA	
Medium	Long Term	Implement subsequent amnesty clean-up projects	Neighborhood City/CRA	On-going	Neighborhood City/CRA	

Housing

Priority	Type of Solution	Solution	Who Resp.	When	Funding Source	Cost
High	Short Term	Increase code enforcement	City/CRA	2004-2005	City	TBD
High	Short Term	Review and update codes, policies and procedures	City/CRA	2004-2005	City	TBD
Medium	Long Term	Establish a public/private partnership with local financial institutions for the provision of low interest loans for the renovation of deteriorated housing	CRA	2010/ on-going	CRA/Banks	TBD
Medium	Long Term	Establish a public/private partnership with local financial institutions for the provision of low interest loans for purchase of housing	CRA	2010/ On-going	CRA/Banks	TBD
Medium	Long Term	Develop a range of home ownership assistance programs for low and medium income residents to be able to afford or to maintain ownership of a home.	CRA	2010/ On-going	Not applicable	TBD

Commercial

Priority	Type of Solution	Solution	Who Resp.	When	Funding Source	Cost
High	Short Term	Establish design guidelines for new commercial development and renovations	City/CRA	2004-2005	City/CRA	$ 85k
High	Short Term	Establish and maintain relationships with local businessand commercial property owners.	City/CRA	2004-2005	Not applicable	$0
Medium	Long Term	Promote in-fill commercial development using tax increment revenues for financial incentives	CRA	2005-2006	CRA	TBD

Industrial

Priority	Type of Solution	Solution	Who Resp.	When	Funding Source	Cost
High	Short Term	Develop design guidelines for industrial development	City/CRA	2004-2005	CRA	$ 85k
High	Short Term	Discuss opportunities with affected property owners	City/CRA	2004-2005	Not applicable	$0
Medium	Short Term	Pursue industrial properties clean-up using tax increment revenues similar to amnesty clean-up program	City/CRA	2006-2007	CityCRA	$ 50k
Medium	Long Term	Develop design guidelines for industrial development	City/CRA	2004-2005	CRA	$85k
High	Short Term	Change future land-use designation on appropriate properties from industrial to downtown transitional or multi-family	City	2004-2005	Not applicable	$ 0

Parks, Open Space and Trails						
Priority	**Type of Solution**	**Solution**	**Who Resp.**	**When**	**Funding Source**	**Cost**
Medium	Long Term	Marvin Zanders Park Possible Upgrade	City/CRA	2008-20010	City/CRA/ Grants	TBD
Medium	Long Term	West Orange Trail Extension	City/CRA/ County	2008-20010	City/CRA/ County/Grants	TBD

Waterfront						
Priority	**Type of Solution**	**Solution**	**Who Resp.**	**When**	**Funding Source**	**Cost**
High	Short Term	Buffer visual impacts of water treatment facility	City	2004-2005	City	$ 100k
Medium	Short Term	Seek opportunities to increase public access (physical and visual) to the waterfront	City	2005-2006	City	
Medium	Long Term	Waterfront Park	City	2006-2008	City	$ 2.5m

Streetscapes and Gateways						
Priority	**Type of Solution**	**Solution**	**Who Resp.**	**When**	**Funding Source**	**Cost**
High	Short Term	Plant Street widening and streetscape	City/CRA/FDOT	2005-2008	CRA/City/FDOT	
High	Short Term	Dillard Street streetscape	City/CRA/FDOT	2005-2008	CRA/City/FDOT	
High	Short Term	9th Street streetsape/Gateway to East Winter Garden Neighborhood	CRA/City	2006-2010	CRA/City/ Grants	
Medium	Long Term	Smith Street streetscape	CRA/City	2010-2015	CRA/City/ Grants	
Medium	Long Term	Bay Street streetscape	CRA/City	2010-2015	CRA/City/ Grants	
Medium	Short Term	Gateway at Plant and Dillard Streets	CRA/City	2006	CRA/City	
Medium	Short Term	Gateway at Plant and 9th Streets	CRA/City	2006-2007	CRA/City	
Medium	Short Term	Gateway at eastern entrance into City along Plant Street	CRA/City	2006-2007	CRA/City	
Madium	Long Term	Wayfinding and Siinage Grant Program as defined in 1992 Redevelopment Plan	CRA/City	2005	CRA/City/ Grants	250K

Revenue Projections

Revenue Projections

The primary source of funding for redevelopment activities is tax increment revenue, which can be used to finance capital improvements through the issuance of bonds or the acquisition of commercial loans. Tax increment financing was originally developed over 30 years ago as a method to meet the local match requirements of federal grant programs. With the reduction in federal funds available for local projects, however, tax increment financing is standing on its own as a method to finance local redevelopment. State law controls tax increment financing. Because of this control, tax increment financing takes on a number of different techniques and appearances throughout the Country.

In Florida, tax increment financing is derived from the Community Redevelopment Act of 1969, which is codified as Part III, Chapter 163 of the Florida Statutes. This act provided for a combination of public and private redevelopment efforts, but did not authorize the use of tax increment financing until it was amended in 1977. Under the Statutes, municipalities must go through a number of steps to establish a redevelopment area and implement a tax increment district.

Upon approval of the governing body, a Trust Fund for each Community Redevelopment area may be established. The revenues for the Trust Fund are obtained by allocating any increases in taxable assessed value to the area beyond the base year, which was established as 1993 for the City of Winter Garden. These increases (the tax increment revenues) are available for improvements in the redevelopment area. The property tax paid on the base assessed value continues to be distributed to the local governments. The tax collector collects the entire property tax and subtracts the tax on the base value, which is available for general government purposes. Of the remaining tax increment revenues, 95% are deposited to the Trust Fund. The remaining 5% of the incremental growth is kept by the local government as a collection fee.

Type of Expenses Allowed

There are five major types of expenses allowed under Florida Statues 163.387(6) for tax increment revenues.

1. Establishment and Operations - they can first be used for the implementation and administrative expenses of the Community Redevelopment Agency
2. Planning and Analysis - they can then be used to develop the necessary engineering, architectural, and financial plans
3. Financing - the revenues may be used to issue and repay debt for proposed capital improvements contained in the Community Redevelopment Plan
4. Acquisition - the revenues may be used to acquire real property
5. Preparation - finally, the revenues may be used for site preparation, including the relocation of existing residents.

According to F.S. 163.370(2), however, the funds may not be used for the following purposes:

1. To construct or expand administration buildings for public bodies unless each taxing authority involved agrees,
2. Any publicly-owned capital improvements which are not an integral part of the redevelopment if the improvements are normally financed by user fees, and if the improvements would have other-wise been made without the Redevelopment Agency within three years, or
3. General government operating expenses unrelated to the Redevelopment Agency.

Tax increment revenue is typically the major source of funding for redevelopment projects under the State of Florida Community Redevelopment Act.

Tax Increment Projections

The following page is a projection of TIF Revenue over the next twenty years provided by the City. Listed below is the criteria that the CRA used to determine their projected revenue stream.

FYE 02-04 revenues represent actual revenues
FYE 05 - 13 revenues are based on a projected 4.5% growth in property values
FYE 14 - 22 revenues are based on a projected 2.5% growth in property values

The revenue bond is a 20 year $3,700,000 bond at 4.93% interest. The yearly payment of the bond is $325,000 plus 1/2 of the total revenues less $375,000. We expect to pay the loan off early, probably by FYE 2015.

The $1,200,000 loan from the General Fund is for 20 years. It is an adjustable rate that is currently at 3%. There is no set requirement for yearly payments.

The small loan is an old origination loan from the General Fund that will be paid off in FYE 2007.

Tax Year	CRA Revenues	Debt Service Revenue Bond	Debt Service Interfund Loan	Debt Service Origination Loan	Debt Service	Excess After Loan 1	Excess After Debt Service
FYE 02	322,510	-	-	-	-	-	322,510
FYE 03	386,862	334,070	40,000	-	374,070	59,070	19,070
FYE 04	421,141	348,071	40,000	6,209	394,280	73,071	33,071
FYE 05	465,851	370,426	40,000	6,209	416,635	95,426	55,426
FYE 06	496,371	385,686	40,000	6,209	431,895	110,686	70,686
FYE 07	528,265	401,633	40,000	6,209	447,842	126,633	86,633
FYE 08	561,594	418,297	40,000	-	458,297	143,297	103,297
FYE 09	596,422	435,711	40,000	-	475,711	160,711	120,711
FYE 10	632,818	453,909	100,000	-	553,909	178,909	78,909
FYE 11	670,852	472,926	100,000	-	572,926	197,926	97,926
FYE 12	710,598	492,799	100,000	-	592,799	217,799	117,799
FYE 13	752,132	513,566	100,000	-	613,566	238,566	138,566
FYE 14	776,244	525,622	100,000	-	625,622	250,622	150,622
FYE 15	800,960	211,953	300,000	-	511,953	589,007	289,007
FYE 16	826,294	-	300,000	-	300,000	826,294	526,294
FYE 17	852,260	-	200,000	-	200,000	852,260	652,260
FYE 18	878,876	-	114,614	-	114,614	878,876	764,262
FYE 19	906,158	-	-	-	-	906,158	906,158
FYE 20	934,121	-	-	-	-	934,121	934,121
FYE 21	962,784	-	-	-	-	962,784	962,784
FYE 22	1,000,126	-	-	-	-	1,000,126	1,000,126
Total	**14,817,086**	**5,364,667**	**1,694,614**	**24,837**	**7,084,118**	**8,802,339**	**7,430,235**

Based on these revenue projections, which take into account debt service requirements, the CRA will not be generating significant revenue until fiscal year 2016, estimated at $526,294. The limitation of CRA revenues is reflected in the proposed capital budget previously presented. The budget anticipates moderate investment of CRA revenues budgeted for projects such as neighborhood planning studies, clean-up efforts and the provision for establishing urban design guidelines in the short term. Under these circumstances the costlier capital projects such as the Plant Street road widening project and other primary streetscape improvements rely more on City resources and other grants or state funding.

It is anticipated, however, that the CRA revenue situation will improve after completion of several private sector projects. We also feel that the assumptions the City used for the tax increment projections are relatively conservative (as they should be) and that increased market demand should show stronger growth in the tax base over time. The City's proactive, strategic land acquisition program will also enable growth in the tax base as these properties are sold and placed back on the tax role.

The CRA has several options for the applied use of these future revenues. They can be used to expedite payment of existing debt obligations or the CRA may consider restructuring their debt in coming years as revenues increase. The CRA also has the option to fold anticipated revenues back into site specific projects that otherwise might be to costly for the private sector. For example, anticipated revenues could be used for environmental clean-up to enable reuse of industrial lands or to write down land costs for projects that don't meet basic economic feasibility criteria. In general we are optimistic about the long-term fiscal capacity of the Winter Garden CRA.

Statutory Requirements

Statutory Requirements

This section addresses the specific requirements of Chapter 163, Part III, Florida Statutes, as they relate to the preparation and adoption of Community Redevelopment Plans in accordance with Sections 163.360 and 163.362. Provided below is a brief synopsis of each Sub-Section requirement from and a brief description of how the redevelopment plan and adoption process meet those requirements.

163.360 (1)(2)(a)(b)(c), Community Redevelopment Plans

Section 163.360 (1), Determination of Slum or Blight By Resolution

This section requires that a local governing body determine by resolution that an area has been determined to be a slum or blighted area before a redevelopment area can be established.

Action: The City of Winter Garden established the conditions of blight in the Winter Garden redevelopment area and designated the area as appropriate for community redevelopment when preparing the original Community Redevelopment Plan in 1993.

Section 163.360 (2)(a), Conformance with the Comprehensive Plan

The Local Planning Agency is charged with determining that the Winter Garden Redevelopment Plan is in conformance with the adopted Comprehensive Plan.

Action:

The Local Planning Agency determined general conformance with the intent of the City's Comprehensive Plan and provided recommendations to cange certain future land use designations based on the Redevelopment Plan at a regularly scheduled meeting held in November 2004.

Section 163.360 (2)(b), Completeness

This section requires that the redevelopment plan be sufficiently complete to address land acquisition, demolition and removal of structures, redevelopment, improvements and rehabilitation of properties within the redevelopment area as well as zoning or planning changes; land uses, maximum densities and building requirements.

Action:

These issues are addressed in the Concept Plan section and are reflected in the proposed Capital Improvements Budget.

Section 163.360 (2)(c), Development of Affordable Housing

This section requires the redevelopment plan to provide for the development of affordable housing, or to state the reasons for not addressing affordable housing.

Action:

The Redevelopment Plan anticipates the need to maintain and provide affordable housing

within the community where it currently exists especially in the East Winter Garden neighborhood. The purpose of the Redevelopment Plan is to encourage market rate housing where appropriate as one component of mixed–use development patterns designed to attract private investment in the vicinity of the historic downtown.

Section 163.360 (3), Community Policing Innovations

The redevelopment plan may provide for the development and implementation of community policing procedures.

Action:

The Redevelopment Plan supports the use of community policing, including the recent grant application submitted by the City's Police Department to fund additional personnel for this purpose.

Section 163.360 (4), Plan Preparation and Submittal Requirements

The community redevelopment agency may prepare a community redevelopment plan. Prior to considering this plan, the redevelopment agency will submit the plan to the local planning agency for review and recommendation as to its conformity with the comprehensive plan.

Action:

The City Commission has authorized the preparation of this Community Redevelopment Plan through the contracted services of the RMPK Group Inc., Certified Planners and Licensed Landscape Architects. At the regularly scheduled meeting held in November 2004, the Local Planning Agency determined that the redevelopment plan was in conformance with the City's Comprehensive Plan.

Section 163.360 (5)(6)(7)(a)(b)(c)(d)(e), Plan Approval

163.360 (5). The community redevelopment agency will submit the redevelopment plan, along with written recommendations, to the governing body and each taxing authority operating within the boundaries of the redevelopment area.

Action:

The City of Winter Garden will submit this Redevelopment Plan to the Orange County Board of Commissioners prior to final adoption of the Plan as provided by statute. Following this, the City Commission will proceed with a public hearing on the redevelopment plan as outlined in subsection (6), below.

163.360 (6). The governing body shall hold a public hearing on the community redevelopment plan after public notice by publication in a newspaper having a general circulation in the area of operation of the Winter Garden Community Redevelopment Area.

Action:

A public hearing on the Winter Garden Community Redevelopment Plan will be held on

December 9, 2004 at the City Commission Chambers to approve the Redevelopment Plan.
163.360 (7). Following the public hearing described above, the City Commission may approve the redevelopment plan if it finds that:

(a) A feasible method exists for the location of families who will be displaced from the Redevelopment area in decent, safe, and sanitary dwelling accommodations within their means and without undue hardship to such families;

Action: To minimize the relocation impact, the Agency will provide supportive services and equitable financial treatment to any individuals, families and businesses subject to relocation. When feasible, the relocation impact will be mitigated by assisting relocation within the immediate neighborhood and by seeking opportunities to relocate within new/redeveloped buildings that will contain residential and commercial space.

(b) The Redevelopment Plan conforms to the general or comprehensive plan of the county or municipality as a whole;

Action: The City's Local Planning Agency made recommendations to ensure that the Community Redevelopment Plan conforms to the City's Comprehensive Plan in November, 2004.

(c) The Redevelopment Plan gives due consideration to the utilization of community policing procedures, and to the provision of adequate park and recreational areas and facilities that may be desirable for neighborhood improvement, with special consideration for the health, safety, and welfare of children residing in the general vicinity of the site covered by the Plan;

Action: The need to utilize community policing procedures is supported in Section 3 above. The plan recommends improved recreational opportunities as referenced in the Concept Plan and analysis and recommendations sections and the costs for which are contained in the Capital Improvements Budget

(d) The Redevelopment Plan will afford maximum opportunity consistent with the sound needs of the county or municipality as a whole, for the rehabilitation or redevelopment of the redevelopment area by private enterprise.

Action: The need for, and role of, private enterprise/investment to ensure the successful rehabilitation or redevelopment of the Winter Garden area is described throughout the Plan.

(e) Maintenance of coastal area evacuation time and protection of property against exposure to natural disasters. (This requirement is not applicable)

Section 163.360 (9), Full Force and Effect

Upon approval by a governing body of a community redevelopment plan or any modification thereof, the plan and/or modification shall be deemed in full force and effect.

Action:
None, this sub-section will apply once the City Commission adopts the Winter Garden Community Redevelopment Plan.

Section 163.360 (10), Need as a Result of Emergency.

Provides guidance for development of a redevelopment plan when an area has been designated as blighted as the result of an emergency under Chapter 252.34(3).

Action:
Not Applicable.

Chapter 163.362 - Contents of Community Redevelopment Plans

Every community redevelopment plan shall:

Chapter 163.362(1) Legal Description

Contain a legal description of the boundaries of the redevelopment area and the reasons for establishing such boundaries shown in the plan.

Action:
A legal description of the boundaries of the redevelopment area and the reasons for establishing the boundaries are contained in the original Redevelopment Plan. Although this Plan recommends changing the CRA boundaries, all aspects of the proposed Redevelopment Plan pertain to the previously established boundaries.

Chapter 163.362(2) Show By Diagram and General Terms:

(a) Approximate amount of open space and the street layout.

Action:
This task is accomplished through the Concept Plan Diagram

(b) Limitations on the type, size, height number and proposed use of buildings.

Action:
This is also described in the Conceptual Plan, however it is expected that the City's zoning ordinance and land development regulations will continue to provide the regulatory framework for any building dimension or style limitations.

(c) The approximate number of dwelling units.

Action:

Based on the future land use concepts contained in the Plan, and the expressed desire to increase residential opportunities in the vicinity of the historic downtown it can be reasonably expected that new investment in housing will occur over time. Future development of moderate to high density residential projects are encouraged in other areas of the redevelopment area, as well as new investment in single family in-fill. If successful, residential density is expected to increase, although the total number of new dwelling units is not expected to exceed 500.

(d) Such property as is intended for use as public parks, recreation areas, streets, public utilities and public improvements of any nature.

Action:

A current summary of these uses and facilities is contained in the Inventory Section of the Plan. Proposed future uses and activities of this nature are described in the Concept Plan.

Chapter 163.362(3) Neighborhood Impact Element

To minimize the relocation impact, the Agency will provide supportive services and equitable financial treatment to any individuals, families and businesses subject to relocation. When feasible, the relocation impact will be mitigated by assisting relocation within the immediate neighborhood and by seeking opportunities to relocate within new/redeveloped buildings that will contain residential and commercial space.

Chapter 163.362(4) Publicly Funded Capital Projects

Identify specifically any public funded capital projects to be undertaken within the community redevelopment area.

Action:

A list of publicly funded projects located within the boundaries of the redevelopment area is contained in the Capital Projects section of the plan.

Chapter 163.362(5) (6) Safeguards and Retention of Control

Contain adequate safeguards that the work of redevelopment will be carried out pursuant to the plan. Provide for the retention of controls and establishment of any restrictions or covenants running with land sold or leased for private use.

Action:

The following safeguards and procedures will help ensure redevelopment efforts in the redevelopment area are carried out pursuant to the redevelopment plan:

The Community Redevelopment Plan is the guiding document for future development, redevelopment and ancillary programs, projects and activities in and for the Winter Garden redevelopment area. In order to assure that redevelopment will take place in conformance

with the projects, goals and policies expressed in this plan, the Winter Garden Community Redevelopment Agency will utilize the regulatory devices, instruments and systems used by the City of Winter Garden to permit development and redevelopment within its jurisdiction. These include but are not limited to the Comprehensive Plan, the Land Development Code, the Zoning Code, adopted design guidelines, performance standards and City authorized development review, permitting and approval processes. Per Florida Statute, the Winter Garden City Commission retains the vested authority and responsibility for:

1. The power to grant final approval to Redevelopment Plans and modifications.
2. The power to authorize issuance of revenue bonds as set forth in Section 163.385.
3. The power to approve the acquisition, demolition, removal or disposal of property as provided in Section 163.370(3), and the power to assume the responsibility to bear loss as provided in Section 163.370(3).

The Redevelopment Agency Board shall be fully subject to the Florida Sunshine Law and will convene, at a publicly noticed meeting, at least on a quarterly basis in a public forum.
In accordance with Section 163.356(3)(c), by March 31 of each year the Redevelopment Agency shall file an Annual Report with the City of Winter Garden detailing the Agency's activities for the preceding fiscal year. The report shall include a complete financial statement describing assets, liabilities, income and operating expenses. At the time of filing, the Agency shall publish in a newspaper of general circulation a notice that the report has been filed with the City and is available for inspection during business hours in the office of the City Clerk and the Winter Garden Community Redevelopment Agency.
The Community Redevelopment Agency shall maintain adequate records to provide for an annual audit, which shall be conducted by an independent auditor and will be included as part of the City of Winter Garden Comprehensive Annual Financial Report for the preceding fiscal year. A copy of the Agency audit, as described in the CAFR will be forwarded to each taxing authority.

The Agency shall provide adequate safeguards to ensure that all leases, deeds, contracts, agreements, and declarations of restrictions relative to any real property conveyed shall contain restrictions and/or covenants to run with the land and its uses, or other provisions necessary to carry out the goals and objectives of the redevelopment plan.
The redevelopment plan may be modified, changed, or amended at any time by the Winter Garden Community Redevelopment Agency and City Commission provided that; if modified, changed, or amended after the lease or sale of property by the Agency, the modification must be consented to by the developer or redevelopers of such property or his successors or their successors in interest affected by the proposed modification. Where the proposed modification will substantially change the plan as previously approved by the governing body, the City Commission will similarly approve the modification. This means that if a developer acquired title, lease rights, or other form of development agreement, from the Agency to a piece of property within the redevelopment area with the intention of developing it in conformance with the redevelopment plan, any amendment which might substantially affect his/her ability to proceed with that development would require his/her consent
When considering modifications, changes, or amendments in the redevelopment plan, the Agency will take into consideration the recommendations of interested area property owners, residents, and business operators. Proposed minor changes in the Plan will be communicated

by the agency responsible to the affected property owner(s).

Chapter 163.362(7) Assurance of Replacement Housing for Displaced Persons

Provide assurances that there will be replacement housing for the relocation of persons temporarily or permanently displaced from housing facilities within the community redevelopment area.

Action:

As previously stated, to minimize the relocation impact, the Agency will provide supportive services and equitable financial treatment to any individuals, families and businesses subject to relocation. When feasible, the relocation impact will be mitigated by assisting relocation within the immediate neighborhood and by seeking opportunities to relocate within new/ redeveloped buildings that will contain residential and commercial space

Chapter 163.362(8) Element of Residential Use

Provide an element of residential use in the redevelopment area if such use exists in the area prior to the adoption of the plan or if the plan is intended to remedy a shortage of housing affordable to residents of low to moderate income, including the elderly.

Action:

There are residential uses of various types and character, including, single-family, multi-family, rental units, owner occupied units, and detached units in existence in the redevelopment area at the time of this writing. The efforts undertaken by the Agency, as described in this Redevelopment Plan, are intended to retain and enhance a high quality of residential use, particularly with regard to developing and maintaining sustainable neighborhoods. Redevelopment program activities will strive to cultivate the positive neighborhood characteristics cited by the community during public workshops and reduce or eliminate any negative characteristics.

The establishment of a revitalized and expanded residential base within the Winter Garden community is essential to achieve a successful economic redevelopment program. Residents living within the redevelopment area will comprise components of the work force and the market, which will generate economic activity.

Chapter 163.362(9) Statement of Projected Costs

Contain a detailed statement of the projected costs of development, including the amount to be expended on publicly funded capital projects in the community redevelopment area and any indebtedness of the community redevelopment agency or the municipality proposed to be incurred for such redevelopment if such indebtedness is to be repaid with increment funds.

Action:

Project costs and funding sources are described in the Capital Projects section of the Redevelopment Plan.

Chapter 163.362(10) Duration of Plan

Provide a time certain for completing all redevelopment financed by increment revenues.

Action:

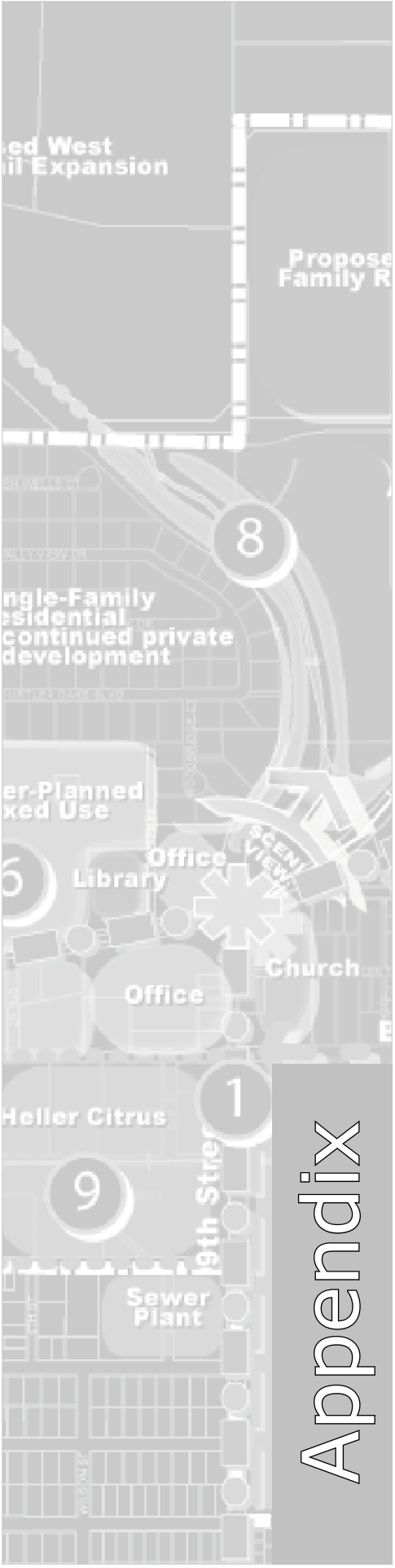
The Winter Garden Community Redevelopment Plan shall remain in effect and serve as a guide for future redevelopment activities in the redevelopment area through 2023.

Chapter 163.362(11) Statutory Predisposition

This section provides relief to some of the subsections of Section 163.360, if the redevelopment plan was adopted before Chapter 84-356, Laws of Florida, became a law.

Action:

Not Applicable.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Appendix

Appendix A

Inventory

The preparation of the Redevelopment Plan Update for the City of Winter Garden required the understanding of existing conditions. Information for the project was collected from several sources, including previous planning studies, site visits for the physical inventory, public workshops, interviews with City staff, technical documents, and interviews with citizens and property owners in the Community Redevelopment Agency (CRA). The information collected has been mapped using GIS. The results of the inventory study provide an understanding of the current physical condition and regulatory frame work in the redevelopment area establishing the foundation for recommendations contained in subsequent sections of the redevelopment. Plan.

Current Land Use

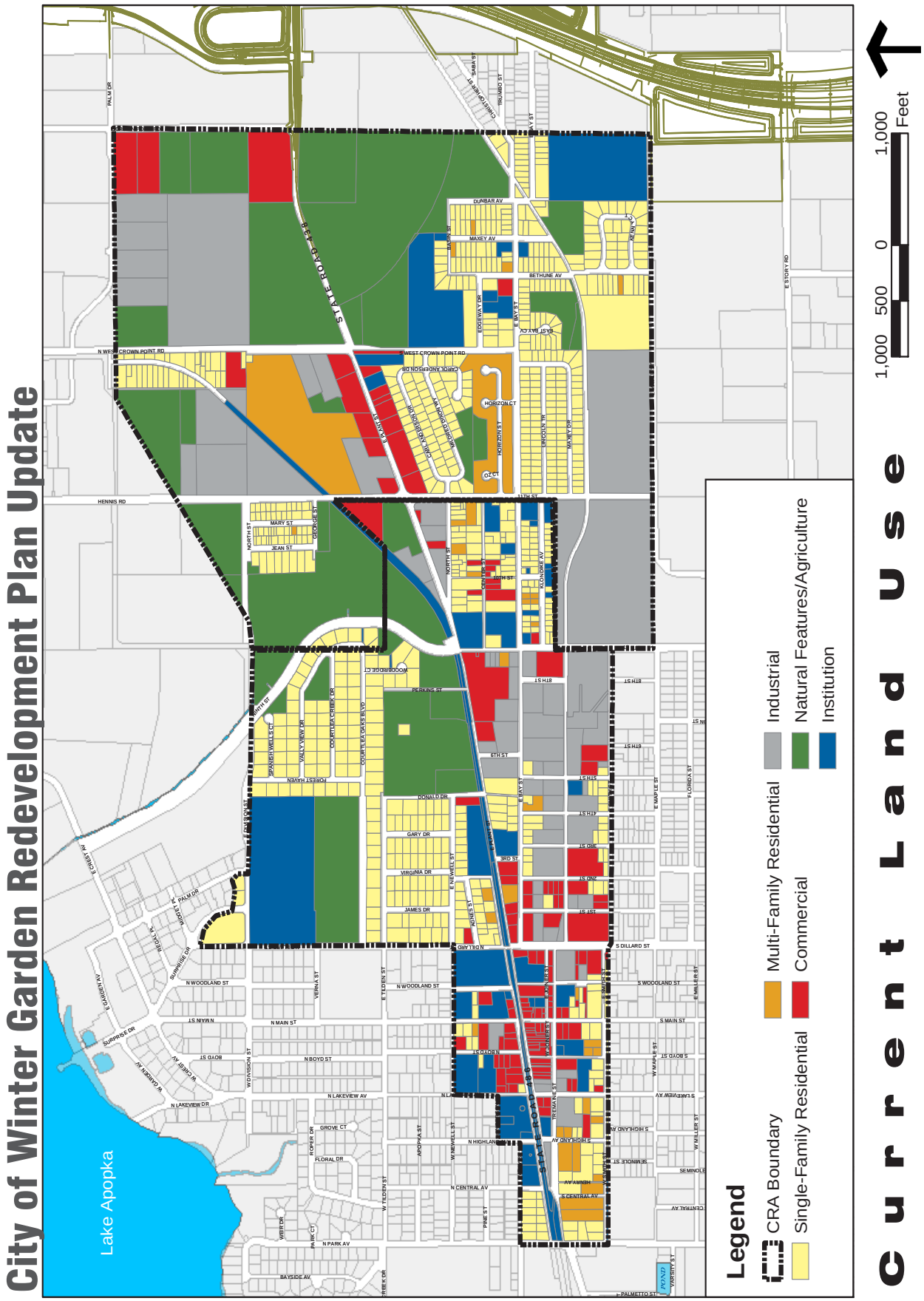
The current land use of the City of Winter Garden is comprised of the land uses listed below. The following land uses are distinguish by the operation and the intensity of their use. The current land use categories covers City lands as well as enclaves/County lands.

Single-Family Residential
Multi-Family Residential
Commercial
Industrial
Natural Features/Agriculture
Institution

On the following page a map displays the Current Land Use that corresponds with the Land Use categories described above, source: City of Winter Garden Geographic Information System, WG Planning Spatial File.

Land Use	Number of Parcels	Acres	Percentage
Single Family	817	179	26
Multi Family	38	36	5
Commercial	140	59	8
Industrial	70	147	22
Natural Features/ Agricultural	37	189	27
Institution	66	85	12
Total	**1168**	**695**	**100%**

Source: City of Winter Garden Geographic Information System Database, WG Planning Spatial File,



Current Land Use

Current Land Use

There are 1,168 parcels of land in the Redevelopment Area occupying 695 acres of land. Land use in the Community Redevelopment Area consists of approximately 26% single-family residential use, 22% industrial use and 8% commercial use. The balance is made up of multi-family residential use, natural features/agricultural use and institutional uses.

There is a fairly even distribution between the residential 31%, industrial 22% and natural features/agricultural 27%. Industrial and agricultural (vacant) lands located in the east are isolated from the historic downtown. These vacant lands are increasing in value as development pressure grows. A high concentration of government and institutional uses are located in the historic downtown. These lands provide opportunities for transition to retail commercial uses as the redevelopment program evolves and commercial demand stimulates private investment. While improving economic dynamics, this transition will also enable valuable property to return to the tax roll providing revenues for additional improvements in the downtown and elsewhere. A long term objective of the redevelopment program should be the eastward expansion of the downtown beyond South Dillard Street. The city must devise future land use strategies that will either resolve or mitigate functional and aesthetic problems caused by conflicts between residential, commercial and industrial land uses.

Single-Family Residential

There are 817 parcels of single family use in the redevelopment area, totaling 179 acres, or 26% of the total CRA acreage. These parcels are located throughout the study area, with large concentrations on the north side of Plant Street and in the southeastern portion of the study area.

Multi-Family Residential

There are 38 parcels of multi-family use in the redevelopment area, totaling 36 acres, or 5% of the total CRA acreage. These parcels are located throughout the study area, with large concentrations in the downtown and southeastern portion of the study area along Horizon Street.

In the CRA redevelopment area there are a total of 721 residential properties. Of the 721 properties 465 or 64% receive homestead tax exemptions. Based on Florida Statute to receive a homestead exemption the residence has to be the property owner's primary residence and be occupied. Based on the statute the 465 residential properties are considered to be owner-occupied. The remaining 256 properties are considered to be renter-occupied. The majority of rental properties are located in East Winter Garden, with a high concentration located between 9th Street and Hennis Road, the east-west boundary and Plant Street and Klondike Ave, the north-south boundary.

Commercial

There are 140 parcels of commercial use in the redevelopment area, totaling 59 acres, or 8% of the total CRA acreage. These parcels are predominately located along Plant Street and Dillard Street with a few dispersed parcels in the residential and industrial areas.

Current Zoning

Development and redevelopment in the City of Winter Garden is regulated by the Land Development Code (LDC). The LDC establishes development standards as they relate to land use associated with different zoning classifications. The LDC provides standards for site development, such as minimum lot size, setback requirements, building size, accessory units, parking, loading, drainage, landscape, and signage design criteria.

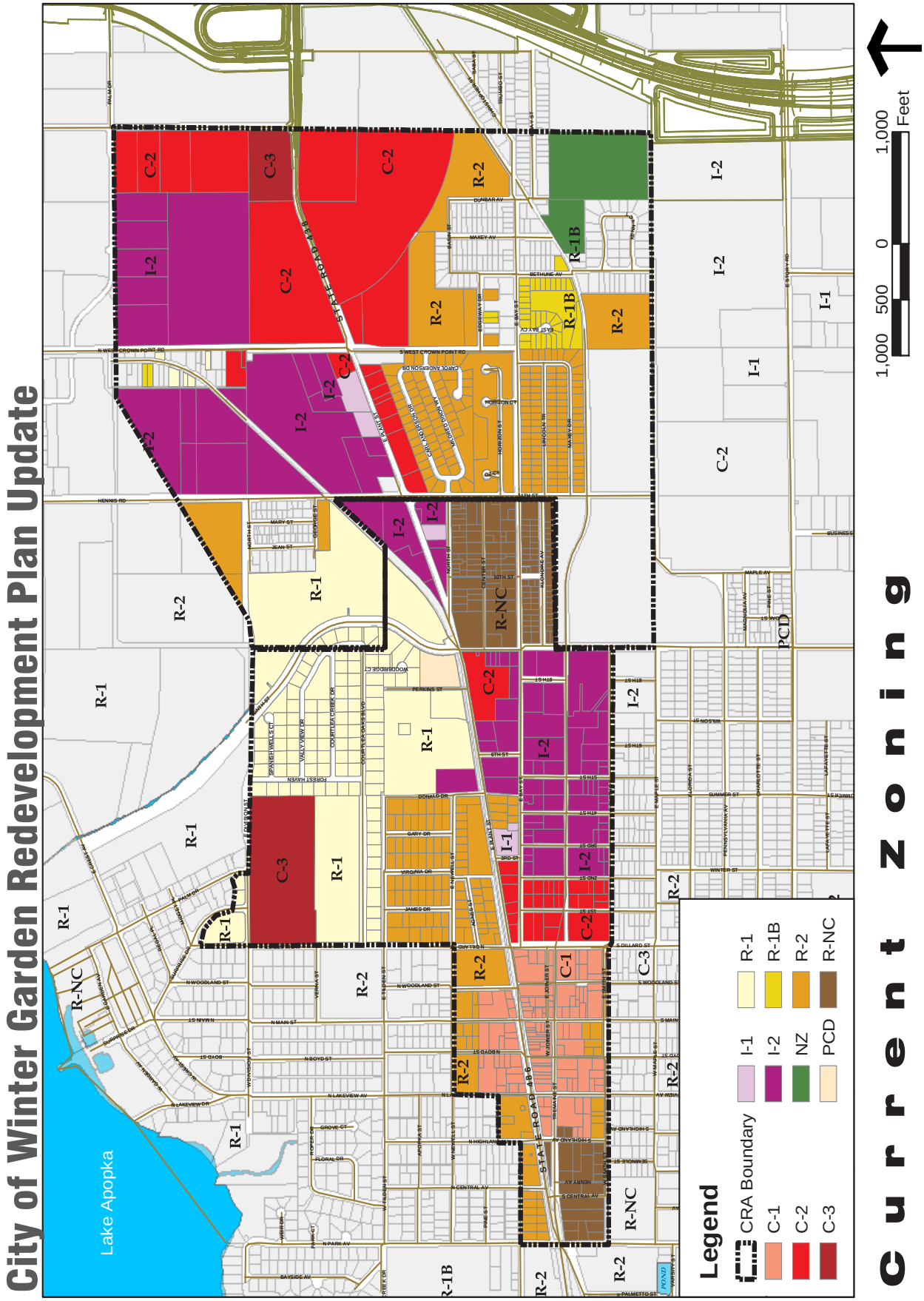
The City of Winter Garden CRA has ten zoning classifications:

C-1	Central Commercial District
C-2	Arterial Commercial District
C-3	Professional Office District
I-1	Light Industrial and Warehousing District
I-2	General Industrial District
NZ	Areas Within City Limits Not Zoned
PCD	Planned Commercial District
R-1	Single-Family Residential District
R-1B	Single Family Residential District
R-2	Residential District
R-NC	Residential-Neighborhood Commercial

The map on the following page displays a Zoning Map that correlates with the zoning catergories above, source: City of Winter Garden Geographic Information System, WG Planning Spatial File, WG Zoning Attribute File.

Zoning Classification	Number of Parcels	Acres	Percentage
C-1	115	28.24	4.76
C-2	52	106.87	18
C-3	3	25.77	43.40
I-1	5	4.80	.81
I-2	96	146.84	24.73
NZ	2	16.92	2.85
PCD	1	2.5	.4
R-1	121	99.8	16.81
R-1B	37	9.39	1.58
R-2	331	118.51	19.96
R-NC	148	34.16	5.75
Total	**911**	**593.77**	**100%**

Source: City of Winter Garden Geographic Information System Database, WG Planning Spatial File, WG Zoning Attribute File.



Current Zoning

Current Zoning

Commercial

The commercially zoned parcels are located primarily along Plant Street and Dillard Street, with the highest concentration of commercial lots in the historic downtown.

C-1 Central Commercial District

In the redevelopment district there are 115 parcels, totaling 28.24 acres, approximately 4.76% of the total acreage in the CRA.

The C-1 District is intended to serve most of the trade and service requirements of the City and the surrounding area, and to concentrate such facilities in a convenient location in such a manner as to minimize the need for small, scattered commercial areas. Uses permitted are: retail, restaurants, offices, financial institutions, hotels, clubs, and churches.

C-2 Arterial Commercial District

There are 52 parcels in the CRA, occupying 106.87 acres, approximately 18% of the total acreage of the CRA.

The C-2 District is intended to apply to retail and professional service areas adjacent to and fronting on designed arterial streets. The purpose is to provide needed highway-oriented commercial services in a manner harmonious to nearby noncommercial development and in a manner which minimizes traffic congestion and hazards. Uses permitted are: uses in C-1, gas stations, and motels.

C-3 Professional Office District

There are 3 parcels in the CRA, occupying 25.77 acres, approximately 4.34% of the total acreage in the CRA.

The C-3 District is intended to provide for proper development in locations where professional and related commercial uses can be established without conflicting with abutting and adjacent uses, by establishment of development standards and buffering requirements. Uses permitted are: Professional and business offices, laboratories and clinics, nursing homes, studios, public uses and communication towers. The nursing home facility occupies the laergest portion of the C-3 zoning district.

Industrial

The industrial zoned parcels are located primarily south and north of Plant Street. The industrial lands north of Plant Street are along Hennis Road and continue east past West Crown Point Road. A few industrial lots are located west of Hennis Road. South of Plant Street the industrial lots are located along 9th Street and continue east to 2nd Street.

I-1 Light Industrial and Warehousing District

In the redevelopment district there are 5 parcels, totaling 4.80 acres, approximately .81% of the total acreage in the CRA.

The I-1 District is intended to apply to an area which can serve light manufacturing, warehousing, distribution, wholesaling, and other light industrial functions of the city and surrounding areas. Uses permitted are warehousing, light manufacturing, research and development, vocational and trade, public utility, radio and television transmitter, communication towers and truck parking facilities.

I-2 General Industrial District
There are 96 parcels in the CRA, occupying 146.84 acres, approximately 24.73% of the total acreage of the CRA.

The I-2 District is intended to apply to an area located in close proximity to transportation facilities and which can serve heavy manufacturing, storage, distribution, and other heavy industrial functions. Uses permitted are: those in I-1, transportation terminals, commercial garages, food processing, textile and apparel, and lumber and wood products.

NZ

The parcels currently not zoned are located in the southwestern corner of the CRA boundary along the railroad tracks.

NZ Not Zoned
In the redevelopment district there are 2 parcels, totaling 16.92 acres, approximately 2.85% of the total acreage of the CRA.

This area is included within the City limits, but is not zoned at the present time. The NZ parcels consist of a City owned land fill and a non-profit owned parcel.

PCD Planned Commercial Districts

The PCD District is intended to provide flexibility as needed to provide proper growth. This district needs to require a Specific PUD Ordinance as identified in section 118-827. In the redevelopment district there is 1 parcel, totaling 2.5 acres, approximately .4% of the total acreage of the CRA. The PCD zoned parcel is located along the northwestern corner of Plant Street and 9th Street intersection.

Residential

The residential zoning districts are located throughout the study area. The R-1 district is primarily located north of Plant Street, the R-2 District is located north and south of Plant Street, R-1B is located south of Plant Street in the southeast portion of the study area and R-NC is located south of Plant Street in the southwest and middle portions of the study area.

R-1 Single-Family Residential District

In the redevelopment district there are 121 parcels, totaling 99.8 acres, approximately 16.81% of the total acreage in the CRA.

The R-1 District is intended to support low-density residential uses, with nonresidential uses restricted to public park and recreational facilities.

R-1B Single-Family Residential District

There are 37 parcels in the CRA, occupying 9.39 acres, approximately 1.58% of the total acreage of the CRA.

The R-1B District is intended to be low-density residential, with nonresidential uses restricted to public park and recreational facilities.

R-2 Residential District

There are 331 parcels in the CRA, occupying 118.51 acres, approximately 19.96% of the total acreage in the CRA.

The R-2 District is intended to be medium-density residential. Single-family and two-family residential uses are permitted subject to density controls and provisions for reducing inter-residential friction. Structures and uses required serving governmental, religious, educational, and noncommercial recreational needs are permitted in this district subject to restrictions.

R-NC Residential-Neighborhood Commercial District

In the redevelopment district there are 148 parcels, totaling 34.16 acres, approximately 5.75% of the total acreage in the CRA.

The R-NC District is intended to include one and two-family residential uses, schools, churches, parks and playgrounds.

Natural Features/Agriculture

There are 37 parcels of natural features/agricultural use in the redevelopment area, totaling 189 acres, or 27% of the total CRA acreage. These parcels are located north and south of Plant Street with the majority of parcels located north of Plant Street and a large parcel located south of Plant Street between West Crown Point Road and the eastern CRA boundary.

Institutional

There are 66 parcels of institutional use in the redevelopment area, totaling 66 acres, or 12% of the total CRA acreage. These parcels are located north and south of Plant Street with the majority of parcels in the downtown area north of Plant Street, along 9th Street and Hennis Road. Parcels include government facilities, government owned land, religious facilities, medical and health care related facilities.

Future Land Use

Information concerning future land use designations is contained in the City's Comprehensive Plan. The Future Land Use Element represents the culmination of the planning process, essentially synthesizing information pertaining to natural resources, utilities, transportation and other issues impacting the use of land to formulate appropriate designations for future land use.

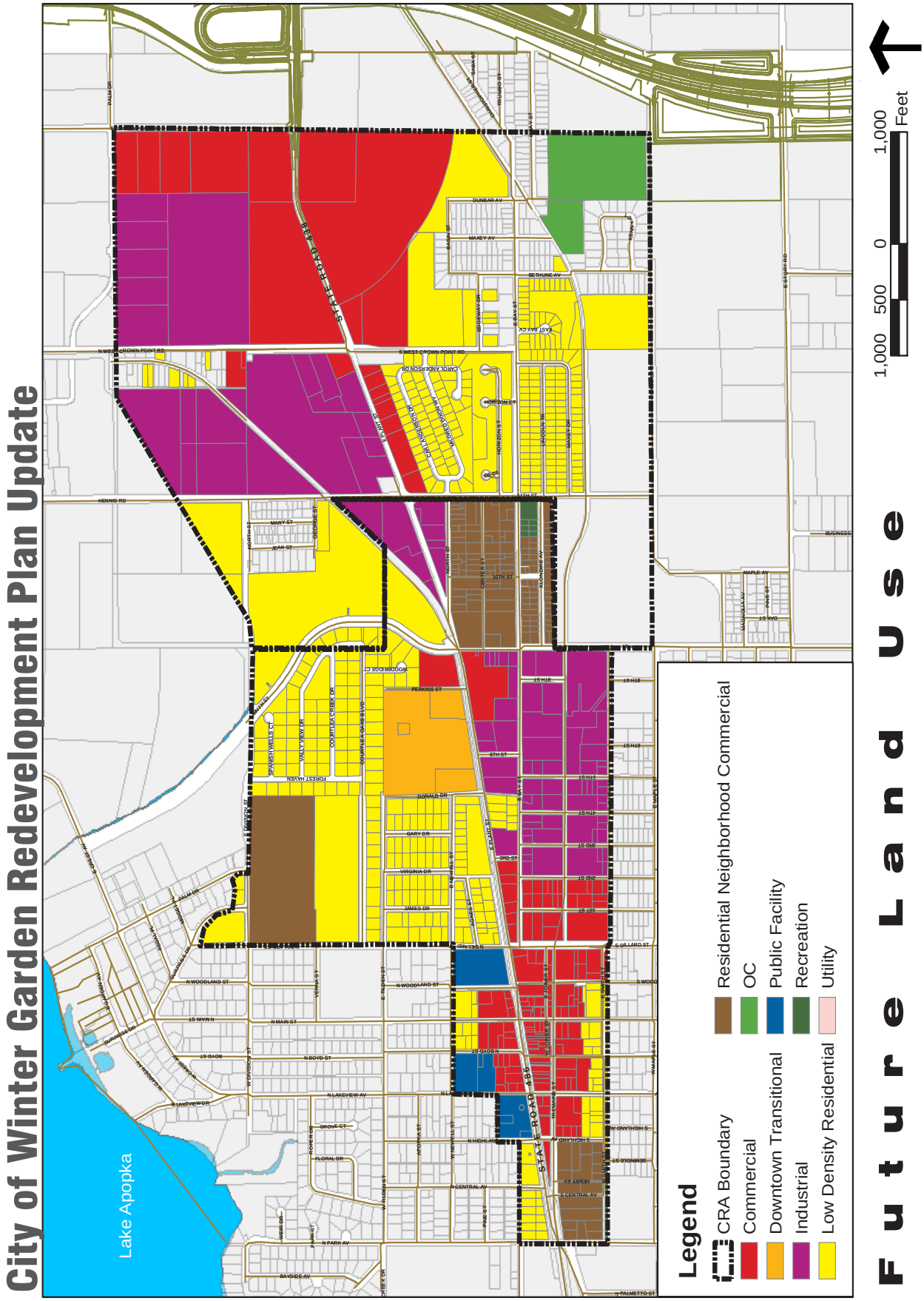
When comparing future land use designations to current land use several fundamental transitions become apparent. First, there is a difference in the number of total parcels and acreage between the two categories. The total number of parcels are reduced from 1,168 and 695 acres in the current land use section to 911 parcels of land occupying 594 acres in the future land use section. This is attributed to the removal of unincorporated County lands, since the City does not have jurisdiction over these lands through the Comprehensive Plan. These lands are included in the redevelopment area based on an agreement that they would be annexed into the City during future phases of the redevelopment process. There is an increase in the percentage of residential, commercial and industrial uses attributing to the anticipated transitions from natural features/agricultural holding classifications and a decrease in the number of institutional uses. As policy decisions are made concerning the consolidation of government facilities, newly vacated institutional uses are expected to become residential or commercial uses depending on their location.

The redevelopment plan must consider the impacts of future land use transition and formulate strategies that strengthen the social, economic, and functional aspects of the various land use categories.

The City of Winter Garden CRA has eight future land use classifications.

- Commercial
- Downtown Transitional
- Industrial
- Low Density Residential
- Residential Neighborhood Commercial
- Orange County
- Public Facility
- Recreation

The map on the following page displays the Future Land Use Map that correlates with the categories above, source: City of Winter Garden Geographic Information System, WG Planning Spatial File, WG FLU Attribute File.



Future Land Use

Future Land Use

Future Land Use	Number of Parcels	Acres	Percentage
Commercial	164	140.54	23.67
Downtown Transitional	4	18.04	3.03
Industrial	96	149.56	25.19
Low Density Residential	491	205.96	34.69
Residential Neighborhood Commercial	137	51.48	.67
Orange County	2	16.91	2.85
Recreation	9	1.56	.26
Public Facility	8	9.72	1.64
Total	**911**	**593.77**	**100%**

Source: City of Winter Garden Geographic Information System Database, WG Planning Spatial File, WG FLU Attribute File.

Commercial

There are 164 parcels of commercial uses in the CRA area, totaling 140.54 acres, approximately 23.67% of the total acreage of the CRA. These parcels are located primarily along Plant Street. The largest concentration of commercial parcels is located in the historic downtown, along Plant and Dillard Streets.

Downtown Transitional

There are 4 parcels of downtown transitional uses in the CRA area, totaling 18.04 acres, approximately 3.03% of the total acreage of the CRA. These parcels are located along the northern side of Plant Street, east of Donald Drive.

Industrial

There are 96 parcels of industrial uses in the CRA area, totaling 149.56 acres, approximately 25.19% of the total acreage of the CRA. These parcels are located primarily north and south of Plant Street. The parcels north of Plant Street are located east of Hennis Road and extend past West Crown Point Road. A few parcels are located west of Hennis Road. The parcels located south of Plant Street are located along 9th Street and continue west to 2nd Street.

Low Density Residential

There are 491 parcels of low-density residential uses in the CRA area, totaling 205.96 acres, approximately 34.69% of the total acreage of the CRA. These parcels are located throughout the study area. Large concentrations are located north of Plant Street between Hennis Road and Dillard Street. Another large concentration is located south of Plant Street between Hennis Road and the eastern boundary of the CRA.

Residential Neighborhood Commercial

There are 137 parcels of residential neighborhood commercial uses in the CRA area, totaling 51.48 acres, approximately 8.67% of the total acreage of the CRA. A large concentration is located between North Street and Klondike Ave and 9th Street and Hennis Road. Another concentration is located between Tremaine Street and West Smith Street and Park Ave. and Highland Ave. The third location of residential neighborhood commercial is located at the southwest intersection of Division and Dillard Street.

Orange County

There are 2 parcels that retain their Orange County Future Land Use, totaling 16.91 acres, approximately 2.85% of the total acreage of the CRA. These parcels are located in the southwestern corner of the CRA boundary along the railroad tracks.

Public Facility

There are 8 parcels of public facility in the CRA area, totaling 9.72 acres, approximately 1.64% of the total acreage of the CRA. These parcels are located north of Plant Street in the historic downtown.

Recreation

There are 9 parcels of recreational use in the CRA area, totaling 1.56 acres, approximately .26% of the total acreage of the CRA. These parcels are located at the corner of Hennis Road and Bay Street.

Transportation

The City of Winter Garden has an integrated multi-model transportation system that includes the highways, bicycle and pedestrian facilities, public transportation service, and inter-model facilities. The existing road network is laid out in a grid system, with the roads running east-west, and north-south, except Plant Street which extends diagonally toward the northeast, bisecting the redevelopment area into northern and southern sections of nearly equal size. The study area consists of arterials, collectors, and minor streets.

Arterial streets consist of two State Highways, Plant Street (State Hwy. 438) from East Crown Point Roads west and south to the intersection of State Road 50, and Dillard Street (State Hwy. 537-A) from State Road 50 north to Plant Street. Dillard is the only four-lane street in the study area. The Major arterial just outside of the redevelopment area is the Bypass-Northwest Beltway. The beltway runs north and south and intersects Plant Street at the eastern boundary of the redevelopment area.

Collector streets consist of Dillard Street from Plant Street to Division Street, Division Street, Highland Ave., Park Ave, 9th Street, Hennis, West and East Crown Point Road, and Tilden Street. The remaining streets in the redevelopment area consist of local two lane streets that provide access into predominately residential neighborhoods.

Road improvements have been budgeted in the City of Winter Garden's FY 2003/2004 Budget, Program Summary for Recommended Major Capital Expenditures. The budget includes expenditures from 2004 through 2008. Road improvements include street resurfacing and

utility improvements along the following streets; Tremaine Street (Main to Dillard), Dillard Street, North Lakeview (Henderson to Newell), Newell Street (Highland to Dillard), South Main Street (Smith to Tremaine), and South Woodland Street (Smith to Tremaine). The City's Comprehensive Growth Management Plan includes the widening of Plant and 9th Streets. The widening of Plant Street starts from Dillard Street and continues east of the Beltway. Plant Street will be widened from two lanes to three lanes between Dillard and 9th Street and four lanes from 9th Street to the Beltway with a continuous center lane. 9th Street will be widened from two lanes to four lanes from Plant Street to State Road 50. The Plan also calls for two additional traffic signals at the intersections of Plant and 9th Streets, and Plant Street and West Crown Point Road. There is no definite timeline for the widening of Plant and 9th Streets.

Public transit is provided to Winter Garden by a tri-county bus system called LYNX. LYNX services Orange, Seminole and Osceola Counties. The bus system operates 365 days a year, although certain service routes are reduced or suspended on Sundays and Holidays. Fare costs include $1.25 for one-way service, $10 for a seven-day pass and $36 for a thirty-day pass. Lynx offers free transfers to users. Route 27 and 53 serve the City of Winter Garden. Route 27 connects Oakland to Ocoee and services Winter Garden along Plant Street. Transfers in Ocoee will provide continual service to other cities. Route 53 provides service along Story Road and connects to other routes. LYNX also provides a Para Transit service. Para Transit is a share ride partnership that provides a door-to-door transportation van service. The services are provided to individuals that are unable to use the regular bus system. The program provides 3,100 scheduled passengers trips per day. Reservations can be made from 8-5pm seven days a week.

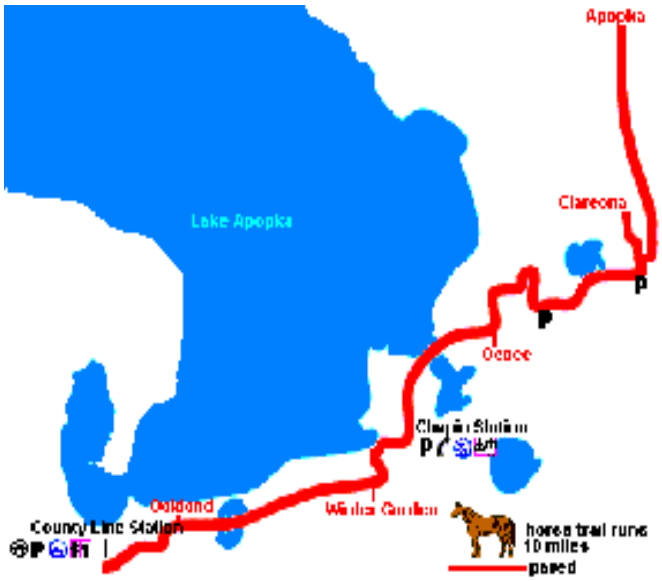
The West Orange Trail is a rails to trails project. The railroad track once running along Plant Street in downtown Winter Garden has been converted into a bicycle path. The first phase of the bicycle trail opened in 1994, in Oakland. The current trial starts two miles west of Oakland and continues for twenty-two miles to Apopka. Ten miles of the trail are used for equestrians; there are five trailheads and five outposts. There are plans to extend the trail north from Apopka in the near future. The trail success has led to a continuous ridership, with over 55,000 people using it a month, providing numerous benefits for the CRA.

Parking

Parking in Winter Garden consists of on-street parking, public parking facilities, and private parking areas. In the Downtown Core marked on-street parking is provided; on-street parking is both parallel and angled. There are 118 angled parking spots along Plant Street between Central Ave. and Dillard Street, and 54 parallel parking spots along Plant Street between Central Ave and Dillard Street and on Joiner between Boyd Street and Woodland Street, and on Main Street Between Smith Street and Newell Street. There are four marked public parking facilities in the downtown that provide 168 parking spots. Additional parking in downtown is made available by privately owned businesses, City Departments, the Post Office and the Heritage Museum. There are 251 parking spots serving the patrons of these government and private uses. Parking outside of the Downtown Core consists of unmarked on-street parking; predominately in residential neighborhoods, and off street parking that is provided by privately owned businesses.

Public Amenities

The City of Winter Garden provides an array of public facilities for City residents. The City of Winter Garden's City Hall, Police Department, Utilities Division, Planning Division and Teen Center are located in the Downtown Core along Plant Street between Central Ave. and Lakeview Ave. The Heritage Museum is located at the intersection of Plant Street and Main Street and the Railroad Museum is located at the corner of Main Street and Joiner Street. A new library is under construction along Plant Street between 6th and 9th Street. Recreational facilities are provided at Dillard Elementary located at the intersection of Dillard Street and Courtlea Oaks Boulevard. The West Orange Trail that runs along Plant Street has a Trail Head Station location at Plant Street across from 3rd Street. Along the West Orange Trail in the Downtown Core there is a public gathering space, an interactive fountain and benches. In the East Winter Garden neighborhood there are two recreational facilities. The first facility is Marvin Zanders Park located at the intersection of Bay Street and 11th Ave.; this facility has a playground, basketball courts and a pool. The second facility is the Mildred Dixon Activity Center located along West Crown Point Road across from Mildred Dixon Way. This facility offers covered basketball courts, baseball field and indoor activity space. The East Winter Garden neighborhood also has the Maxey Community Center located on Klondike Ave. across from 10th Street.

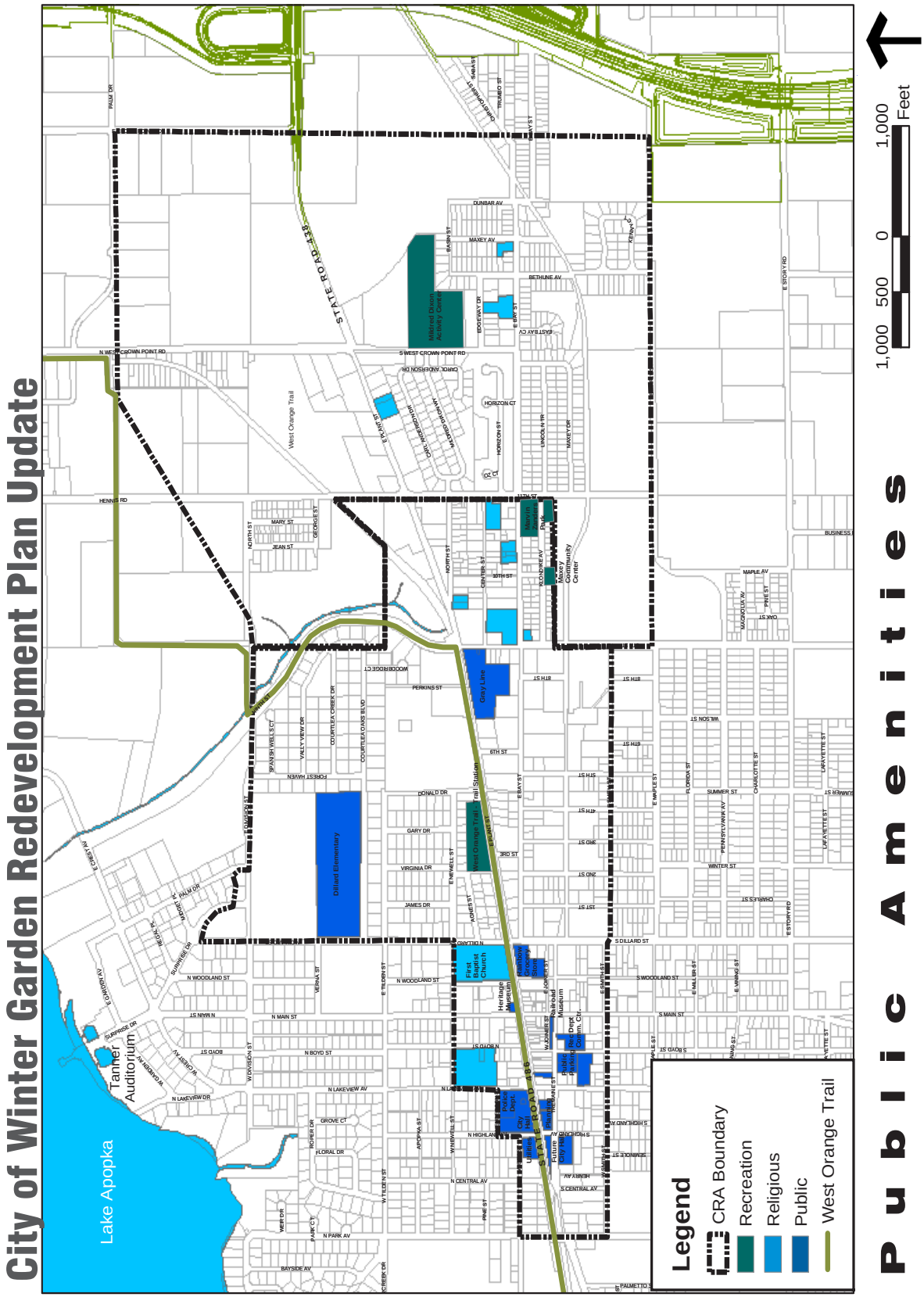


West Orange Trail Map

The City holds different events and festivals each year. The following are events that the City has held or will hold. These events occur in the Downtown Core: The Spring Fever in the Garden held in March, Ice Cream Social in April-May, Halloween Fest in October, Light up Winter Garden in December, and the Christmas Parade in December. These five events on average bring in over 8,000 people to the Downtown Core.

The City of Winter Garden owns many parcels of land in the Downtown Core and there is an array of vacant land in the surrounding residential neighborhoods suitable for redevelopment. The city owns land at the intersection of Tremaine and Highland, Tremaine Street and Boyd Street, 848 E. Plant Street and the old Rainbow Grocery Store at the intersection of Plant and Dillard Street. Some of these parcels are used for public parking and the remaining parcels are vacant or have vacant buildings on them. The majority of vacant parcels are located in the East Winter Garden neighborhood with approximately 17 parcels.

The map on the following page locates City owned property, recreational sites and places of worship, within the CRA boundary. Source: City of Winter Garden Geographic Information System,



Public Amenities

Neighborhood Characteristics-Urban Design

Buildings along Plant Street

The Redevelopment Area contains a mix of building types, forms and conditions. The downtown consists of commercial storefronts with buildings ranging from one to three stories. The surrounding neighborhoods consist of single and multi-family residential units. Houses are one and two stories with a wide range of architectural styles. Industrial uses are scattered in the neighborhoods and range in intensity and size.

Residential Neighborhood

Parcel Size

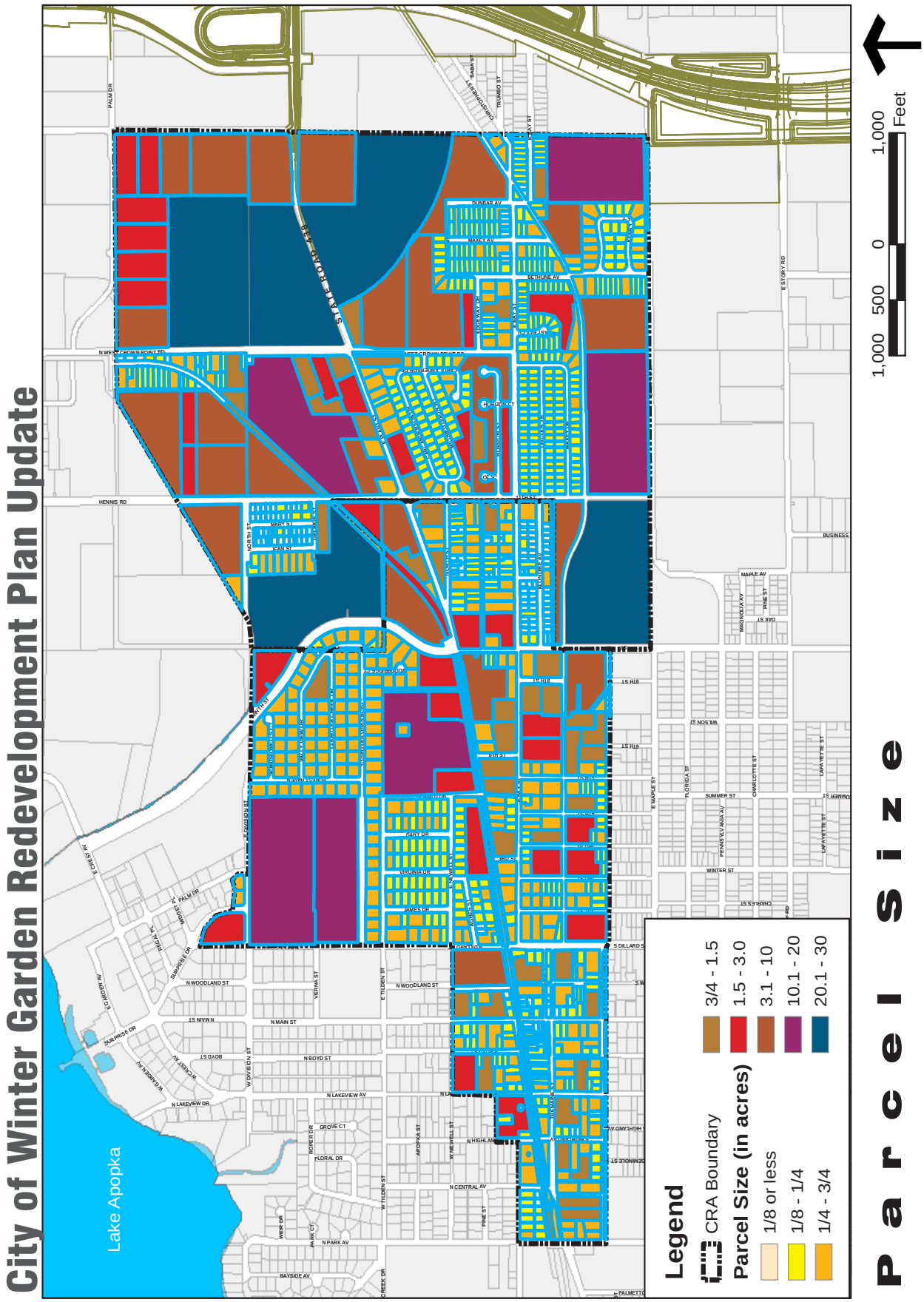
Parcel size can affect potential development and activity in the CRA. A significant number of parcels in the area are substandard in size. 214 parcels or 18% of the total number of parcels in the CRA are 1/8 acre or less in size. These properties are primarily located within the East Winter Garden neighborhood. An additional 538 parcels or 46% of the properties are 1/4 of an acre or less in size, which is a fairly uniform dimension for the older platted subdivisions in and around the downtown. The small parcel size creates complications, preventing redevelopment from occurring easily. Current zoning regulations have made many of the existing properties non-conforming as to lot width, depth and/or area. In order to receive a building permit, property owners need to receive multiple variances.

On the other hand, there are several large tracts of vacant land in the northern and eastern areas of the CRA that represent substantial development opportunities that could strengthen the tax base while furthering many of the economic, land use and functional objectives of the redevelopment program.

The following page displays a map showing Parcel Size in Winter Garden, source: City of Winter Garden Geographic Information System, Parcel Spatial File, Acre Attribute File.

Parcel Size (acres)	Number of Parcels	Percentage
1/8 or less	214	18
1/8-1/4	538	46
1.4-3/4	302	26
3/4-1.5	47	4
1.5-3	34	3
3.1-10	22	2
10.1-20	6	.5
20.1-30	5	.4
Total	**1168**	**100**

Source: City of Winter Garden Geographic Information System Database, Parcel Spatial File, Acre Attribute File.


City of Winter Garden Redevelopment Plan Update
Lake Apopka
Legend
CRA Boundary
Parcel Size (in acres)
1/8 or less
1/8 - 1/4
1/4 - 3/4
3/4 - 1.5
1.5 - 3.0
3.1 - 10
10.1 - 20
20.1 - 30
1,000 500 0 1,000
Feet

Parcel Size

Building Condition and Age

Vacant House

Industrial along Plant Street

Historic Buildings in Downtown

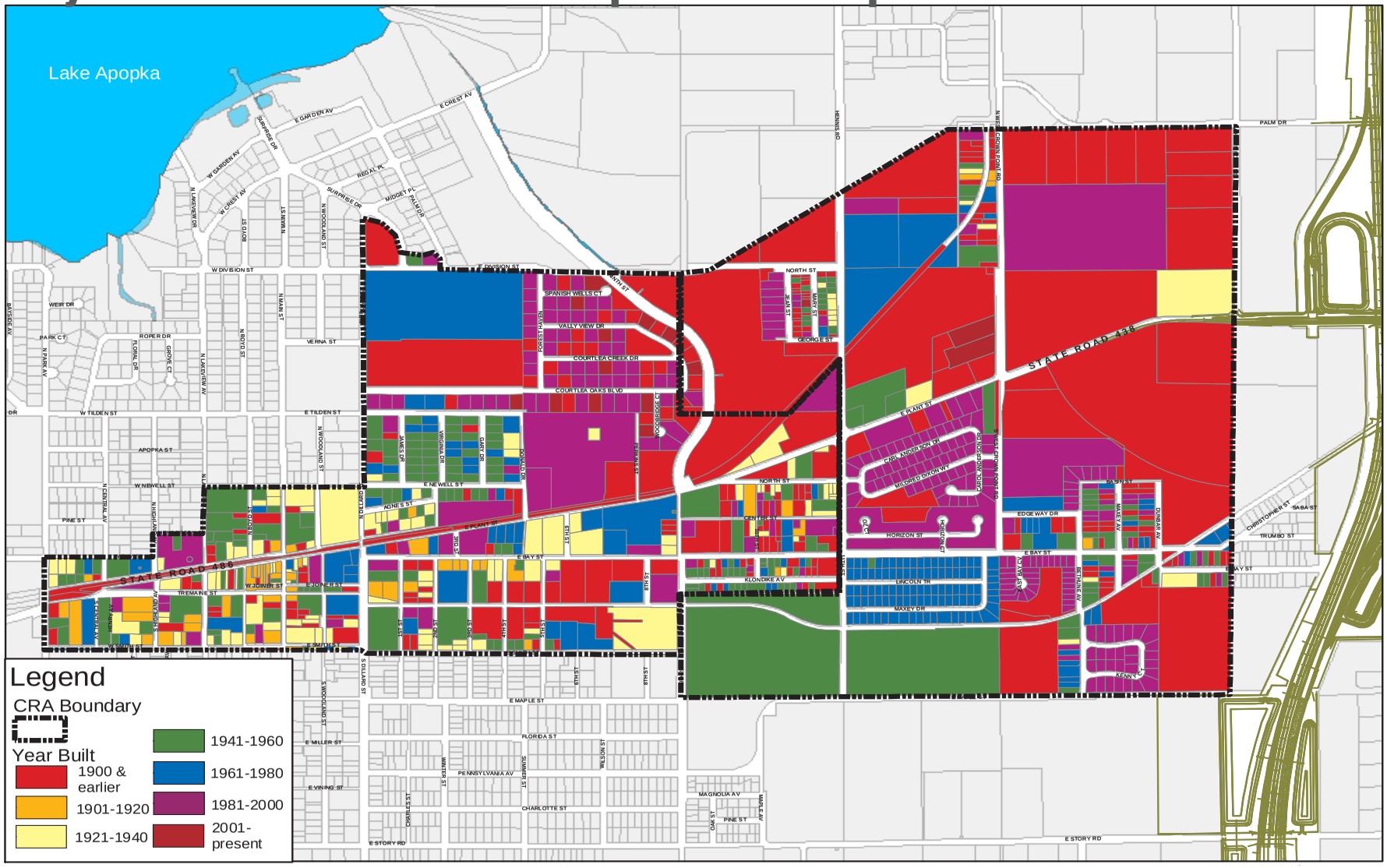
The City of Winter Garden has made considerable investment in the downtown, which in turn has stimulated private investment in refurbishment of the building stock. Some residential refurbishment is also occurring in the surrounding neighborhoods. However, a significant number of deteriorating or dilapidated buildings still exist in the area. These conditions are an indication of a lack of private investment in maintaining the integrity and value of existing development or in redevelopment. The presence of deteriorated buildings impairs economic growth in a community by negatively impacting the investment environment. In addition, deteriorating buildings create additional expense for the community in the need for increased code enforcement personnel and inspections. Another indication of the building stock quality in an area can be the relative age of the buildings. Aging buildings typically require increased maintenance and repair. In addition, the interior space, exterior appearance, functional aspects of older buildings may be obsolete for modern market demands. When market demand declines, lease revenues decline, and investment in upkeep or enhancement may suffer.

Many of the buildings in the Winter Garden CRA are over one hundred years old. A total of 288 buildings, approximately 25% of the CRA's building stock, were built before 1900. These buildings are scattered throughout the CRA, with concentrations on Plant Street and in the Downtown Core, on Bay Street, Center Street and North Street.

The age of a building in and of itself is not a blighted condition. If adequate investment and maintenance is made, older buildings can remain viable and desirable in the real estate market as seen with the resurgence of investment on Plant Street. Conversely, a concentration of older, poorly maintained and dilapidated buildings creates many negative influences in an area: a loss of economic status, lack of interest in new development, increased crime, and decreased revenues for businesses. Many deteriorated structures are located in East Winter Garden, the Northern Industrial area and Downtown Industrial neighborhoods of Winter Garden. Many structures are in need of extensive repair.

The following page displays a map showing age of buildings in Winter Garden, source: City of Winter Garden Geographic Information System, WG Parcel Spatial File, Year Built Attribute File.

City of Winter Garden Redevelopment Plan Update



Year Built

Age of Buildings

Historic Buildings

Heritage Museum

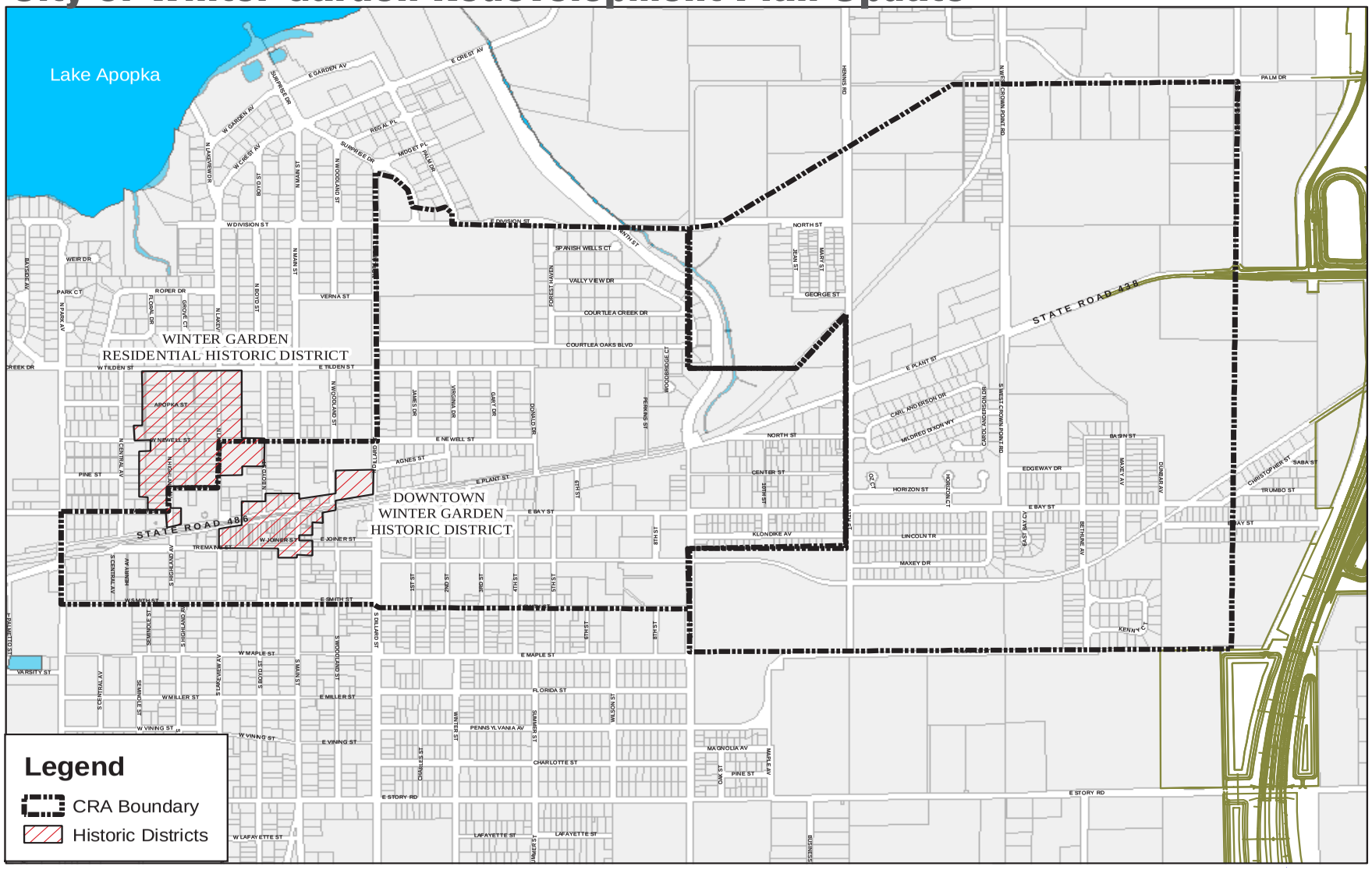
The City of Winter Garden has two historic districts that were adopted in 1994 and are placed on the National Register of Historic Places. The first district is the Downtown Winter Garden Historic District, located in the Downtown Core along Plant Street. The second district is the Winter Garden Residential Historic District located between Plant and Tilden Street along Lakeview and Highland Ave. The downtown district consists of 35 buildings with 26 of them having the status of being a Contributing Building. The buildings in the downtown district are commercial buildings dating back to the late 1800's and earlier 1900's. The structures are between one and three stories and in good condition. The residential district consists of 90 structures, with 73 of them having Contributing Building status. Most of this district is outside the CRA boundaries except for the Church and office building at the corner of Lakeview and Newell, and the American Legion building located at the corner of Highland and Plant Street. Of the five structures in the CRA area three of them are Contributing Buildings. The remaining buildings in the historic district are residential structures of one and two stories and in good condition.

The following page displays a map showing the two historic districts in the City of Winter Garden, source: City of Winter Garden Planning Department.

Building Permits

The City of Winter Garden, as with most cities in the Orlando regional market, has seen substantial growth in recent years. The City has experienced a considerable increase in building permit activity since 1998. That year the City issued 1,323 building permits compared to 1,977 permits in 2002. This reflects a total increase in permit activity of 49% and an average annual increase of nearly 10%. While these figures depict a strong local real estate market for the City as a whole most of the growth in permitting activity is occurring outside the boundary of the CRA. Strategies for future development in the CRA must address the CRA's relative position in the market and must include housing and commercial products that are competitive with surrounding areas in the City.

City of Winter Garden Redevelopment Plan Update



Historic Districts

1,000 500 0 1,000 Feet

Historic District

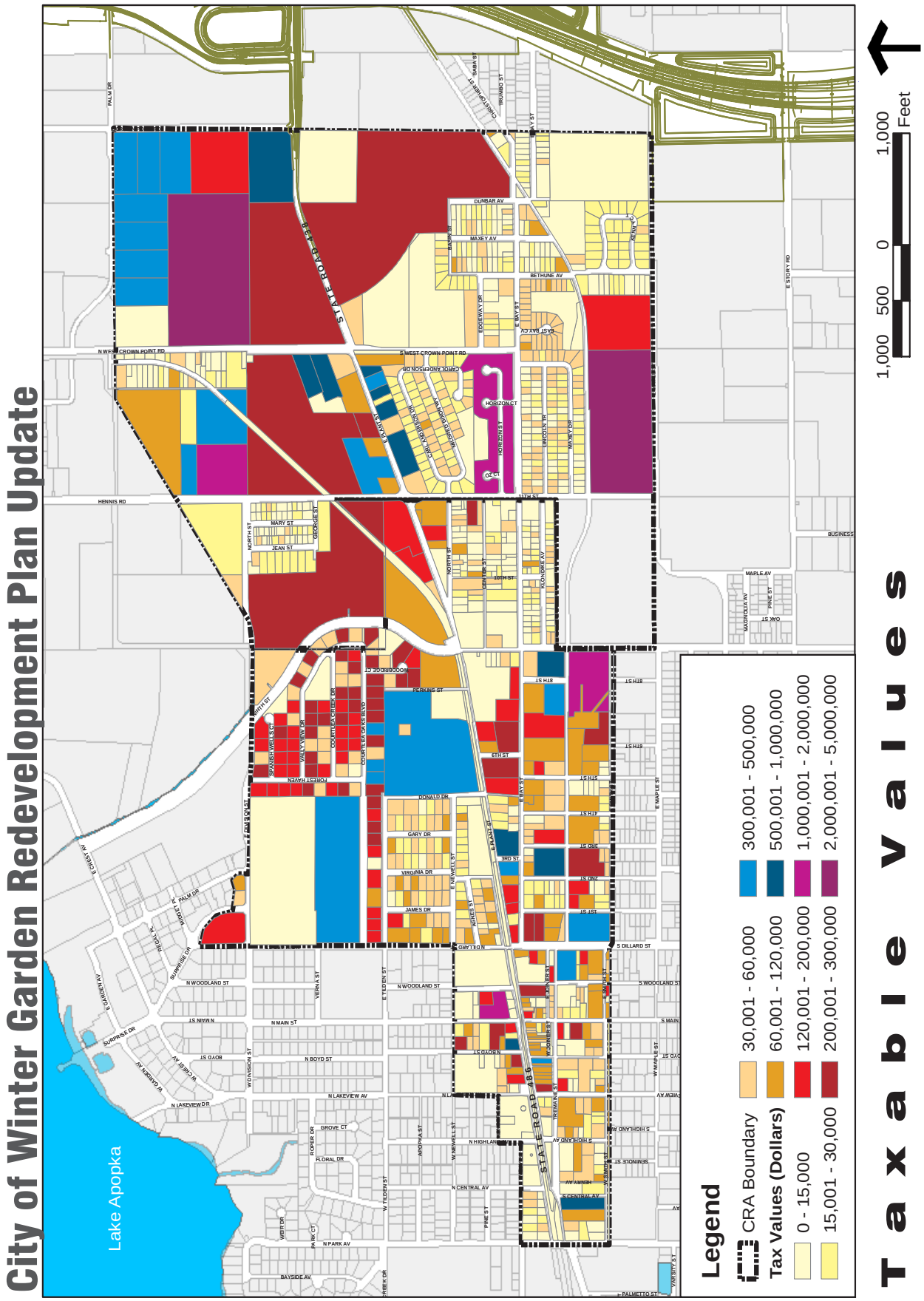
Tax Base

CRA revenues for 2004 are estimated at $421,141, an increase of 9% over the $386,862 in revenues generated in 2003. Since the inception of the CRA in 1992, revenues have increased by a total of 170%, from $2,448 in 1992 to $421,141in 2004, or an average annual increase of more than 14%. Revenues are expected to steadily increase in coming years based on a conservative projected growth rate in property values of 4.5%. CRA revenues will continue to support capital improvements with more than $2.5 million in anticipated expenditures on roads and utility systems over the next four years.

According to the property appraisers data the highest taxable values range from $2 million - $5 million and are associated with large tracts of industrial property. As seen in Table 1, the majority of properties in the redevelopment area have low taxable values. 77% of the parcels have a taxable value less than $60,000 which is a reflection of the relative age and condition of the building stock and the smaller lot sizes in single family residential use.

Tax Values	Number of Parcels	Percentage
$0-15,000	348	30
$15,001-30,000	263	23
$30,001-60,000	277	24
$60,001-120,000	108	9
$120,001-200,000	59	5
$200,000-300,000	56	5
$300,001-500,000	16	1
$500,000-1,000,000	12	1
$1,000,001-2,000,000	17	1.5
$2,000,001-5,000,000	6	.5
Total	**1168**	**100**

Source: City of Winter Garden Geographic Information System Database, Parcel Spatial File, Taxable Attribute File.



Taxable Value

Public Works-Utilities

Streets

This division of the City's Public Works Department is responsible for maintaining City streets; the services they provide are listed below:

- Pothole repair and emergency response to clear obstructed roadways.
- Street name and regulatory sign repair, replacement and installation.
- Installation and maintenance of City pavement markings.
- Assistance in utility construction and repair.
- Maintenance of the City's dirt roads shoulders and right of ways.
- Tree trimmings in R/W.
- Resurfacing and paving of streets

Storm Water

This division of the City's Public Works Department is responsible for maintenance and inspection of Storm-water inlets and pipes. The City releases the storm water into Lake Apopka. The City's storm water capacity is sufficient at the present time; the City continues to update storm drains during street construction when needed. Other functions carried out in this division are:

- Street Sweeping
- Installation, repair and maintenance of the Storm-water system.
- Support of utility and construction projects.
- Replacement of old Storm-water lines dating from the 1920's.

Solid Waste and Recycling

This division of the City's Public Works Department is responsible twice a week for collection of refuse from residential properties. The City provides a separate yard-waste disposal collection once a week. Special pickups are also provided for large items (over three yards) for an extra charge. The City contracts with Waste Management Inc. to collect commercial refuse and to collect recyclables from both commercial and residential customers. The company transfers the refuse and disposes of it at their own facilities. The City transfers their refuse to the County's landfill facility. Orange County owns and operates a 5,000-acre landfill, and owns two transfer facilities. The County handles 977,000 tons of refuse and 35,000 tons of recyclables annually; they also provide yard waste compost to County residents.

The City accepts these items in its curbside program:
- Newspapers
- Aluminum cans, steel cans, and empty aerosol cans.
- Glass jars and bottles (green, clear, and brown).
- Plastic #1, #2, #3 (#'s appear on bottom of containers).

The City does not accept these items curbside:
- Magazines, mail, and cardboard.
- Partially full aerosol cans and aluminum foil and pie plates.
- Light bulbs, window, cookware and drinking glasses.
- Containers previously containing motor oil, pool chemicals, or pesticides

Water and Sewer

The City of Winter Garden provides water and wastewater treatment. The City obtains their water from five underground wells. The wells are approximately 400 to 1,500 feet underground and the City on average pumps out 4 million gallons of water each day; they have a permitting capacity of 5.39 million gallons per day. The City pumps the water from the wells, aerates and chlorinates the water, then sends it into storage. From storage the water is sent to City residents and businesses.

Wastewater is treated in a City owned plant on Crest Ave.The City is currently finishing a second water treatment plant on the same grounds. The original plant will close and be retrofitted;, once both plants are on-line they will have a capacity to treat 5 million gallons of waste water a day. Following treatment the waste water is sent to a disposal site on Route 437 where it is released into ponds where percolates into the ground and will eventually make its way to Lake Apopka. The City is allowed to pump 750,000 gallons of treated water to the nearby golf course, at the golf course's request.

Electricity

Progress Energy provides power to the City of Winter Garden, its residents and commercial facilities. Progress Energy produces and receives power from nuclear, natural gas, oil and coal power plants. The plants are connected onto a transmission grid that sends power to substations that feed individual communities.

Natural Gas

Lake Apopka Natural Gas District provides natural gas to the City of Winter Garden, its residents and commercial facilities. The Lake Apopka Natural Gas District transmits natural gas from Texas along the Florida Gas Transmission Line (FGT). The Lake Apopka Natural Gas District office is located in the City of Winter Garden along Winter Garden-Vineland Road.

At this time, and in the foreseeable future the City of Winter Garden Utility Systems have sufficient capacity to support future development and redevelopment in the CRA district.

Previous Plans

This part of the inventory examines the various plans and reports that have been developed in the City of Winter Garden. Most of the plans deal with the development of the historic downtown and surrounding neighborhoods directly or indirectly and hence were considered an important part of the study.

The information contained in these studies is valuable and helps to establish the foundation of the redevelopment plan. This information must also be considered during the planning process to ensure consistency between documents and must be utilized to establish a cohesive master plan that provides continuity in function, future land use and design.

City of Winter Garden Plant Street Redevelopment Project-July 2000

The Plant Street Redevelopment was a community endeavor to create a vision for Winter Garden's historic downtown. The City Commission and the CRA initiated the Plan. The Plan addresses signage, lighting, landscaping, parking, street design, utility improvements and the West Orange Trail.

The Plan looks at the area along Plant Street from Central Ave (Park Ave) to Dillard Street and the cross streets along Plant Street going north and south a few blocks.

Street Design and Landscaping

This includes Boyd Street Plaza, a gathering spot with an interactive fountain, bike racks, new landscaping and lighting, and a clock tower. Plant Street has been enhanced with a center median with the West Orange Trail going through the center. Parallel parking has been removed and replaced with angled parking, sidewalks have been widened and the street has been laid with brick pavers.

Signage and Way-finding

A grant program is to be established for façade, sign and awning improvements to help enhance and promote retail businesses. The banner program to promote downtown, consists of banners with a citrus label to emphasis the history of Winter Garden. The signage program establishes the size, color, placement and scale of signage in the downtown. This is used to set a theme and create an identity for downtown.

Sign Hierarchy

City Entrance Signs
Vehicular Directional Signs
Parking Directional Signs
Parking Lot Identification
Street Name Signs
Regulatory Signs
Pedestrian Information Signs

Murals are an inherent part of making downtown unique and they are supported in the Plant Street Plan to be used along alleys, vacant buildings, and blank walls.

Traffic and Parking

Plant Street has less than 10,000 vehicle trips per day; this allows for angled parking, wider sidewalks, and a pedestrian and bicycle environment. The reclassification of Plant Street from a state road to a local road has enabled the transition back to a traditional main street. The current median should be kept along Plant Street for traffic calming, but enhanced with landscaping and pedestrian amenities. The sidewalks along Plant Street were widened to 15 feet, with regularly spaced trees. The West Orange Trail is widened to 10 feet through the downtown area and has increased safety by reducing vehicle to bike contacts. The redesigned Plant Street maintains the providing turning radius to accommodate LYNX Orange County bus system, route 27. The Plan recommended a roundabout at Plant Street and Central Ave., Henry Street and Tremaine Street to decrease vehicle conflicts at these troublesome intersections.

Infrastructure Assessment

Potable Water Lines

Water lines were updated and enlarged to 12" mainlines, and fire hydrants were replaced, along with service laterals and meter boxes.

Sanitary Sewer

Replaced and refurbished manhole covers and replaced clay-crossing lines with PVC lines.

Storm Sewer System

Replaced and upgraded whole system, pipes were too small.

Electrical System

Lines were overhead and at the rear of buildings, and only electric lines connected to overhead streetlights. New street lights connections were placed underground. Overhead lines crossing Plant Street and the Side Street locations were also buried.

Telephone System and Other Telecommunication System

These systems remained unchanged.

Winter Garden Community Action Plan November 1995

The Plan was the result of an eight-month community planning effort by residents, government agencies, and efforts coordinated through the Orange County's Targeted Community Initiative Program (TCI).

TCI is designed to facilitate community-based development in Orange County. Communities are chosen based on evidence of substantial economic and social distress.

The scope of work was a seven step planning process, involving town meetings, community workshops and work group meetings.

The vision was to create a quality living environment with a mix of residential and commercial facilities, and a safe community to live, work and start a family; and to have paved streets with sidewalks that are constantly maintained. A community that has quality education, affordable

housing, and park and recreation facilities that are open to all.

The Action Plan included seven issues and their strategies that needed to be fulfilled by the county, city and residents.

Code enforcement and land use needs:
- Clean vacant lots
- Occupied substandard housing
- Junk vehicles
- Abandoned houses
- Infrastructure improvements

Establish and maintain a safe and livable community for all residents:
- Increase law enforcement
- Rehabilitation
- Extension of drug awareness
- Temporary community center
- After school programs
- Parenting classes

Quality education opportunities:
- Youth programs
- Substance abuse prevention
- Childcare workshop
- Pedestrian access
- Family counseling
- Recreation programs
- Vocational school

Access to adequate healthcare and social service programs:
- Mental health resource center
- Cultural arts
- Community health center
- Youth program
- Improved transit
- Health screening

Develop affordable single-family and multi-family housing
- Homeownership/down payment assistance
- Neighborhood citizens repair group
- Elderly and rental housing assistance

Provide positive interaction programs that promote organized sports, improve residents, marketable and social skills, increase self-esteem and high light community heritage:
- Youth counseling
- Community recreational facilities

Supervised recreational programs
Youth athletics
Transportation
Violence free facilities
Youth club
Park security
Arts and crafts

Provide safe and efficient movement of vehicles and pedestrian traffic and ensure adequate infrastructure facilities:

Road paving
Poor drainage and storm water runoff
Traffic problems
Improved sewer facilities
Additional waterlines
Streetlights

Winter Garden Community Action Plan Final Status Report August 1999

The status report provides a concise summary of the completed Actions as a result of the Orange County's TCI in Winter Garden. The following section includes the issues that were outlined in the above Action Plan and the actions taken to fulfill the issues.

Code enforcement and land use:

Held community clean up days
Held workshops on County's code enforcement and pamphlets were distributed

Crime and safety workshop

County provided space for sub-station
D.A.R.E. service extended

Education workgroups

Resource center developed with Vo-Tech School
Health and dental screenings provided
Mentoring programs and education programs established

Health and social services workgroup

Community health fair established

Housing workshop

Home rehab occurred

Parks, recreation and youth programs

New community center
AmeriCorps provided tutoring programs
After school programs offered

Dance and photography classes offered

Public Works workgroup
Held clean up day
Road paving occurred

93% of the seven action strategies were completed, of the remaining 7%, 3% have been initiated, but not completed and 3% have been studied and only 1% have not been initiated.

Finding of Necessity and Community Redevelopment Plan 1992

The City of Winter Garden worked with Herbert Halback Inc., to prepare the Finding of Necessity and Community Redevelopment Plan in 1992. The plan was produced in order to establish a Community Redevelopment Agency (CRA) in Winter Garden based on provisions contained in the Florida Statutes. The analysis focused on the State Road 50, Dillard Street and Plant Street corridors, the City's downtown and surrounding neighborhoods.

The study area was divided into four quadrants with Plant Street serving as the North-South divider and Dillard Street the East-West divider. Following is a brief summary of the findings determined by the blight study in 1992.

Land Use
Residential land use was the predominant land use in the study area at 64%; residential land use consists of single-family and some multi-family units. Commercial land use occupied 19% of the study area; commercial land use consists of discount stores, food markets, service, specialty shops, and restaurants. Office use occupied 7% of the total area; office use consists of social, medical, real estate and utilities. Industrial uses are spread throughout the study area and public and institutional uses account for 4% of total land use.

The major deterioration of property was due to poorly maintained housing, exterior problems range from windows and doors to roofing.

There were 535 individually owned parcels; ownership and lot configuration of commercial lots were problematic. There was insufficient depth or width to accommodate parking, shared services or building expansion. The buildings south of Plant between S. Main and S. Highland were developed in the 1920's and 1930's and residential areas had small lot configurations and commercial/industrial areas had multiple owners. Parking was limited to street parking, there were few private parking lots and traffic circulation was difficult because of narrow streets and the lack of intersecting streets. The variety of issues made redevelopment in the area more difficult than in other undeveloped portions of Winter Garden.

The taxable value was low in downtown due to competition and location. Industrial uses had low taxable values due to the decline in the market, and other uses hindered taxes such as churches and institutions. Building rehabilitation had been limited over the past ten years and limited to Plant Street and Dillard; this was a problem for structures built in the 1950's and buildings older than the 1950's had gone through no rehabilitation, with increasing costs for

future renovations.

The zoning regulations including lot size, land use, lot configuration, setbacks, heights and the downtown zoning ordinances and guidelines implemented to preserve and enhance the character of downtown had impeded redevelopment.

Problems
Problems identified were: traffic, insufficient parking downtown, building conditions, lack of transit system, minimal retail, restaurants, visibility to surrounding communities and the relocation of the hospital.

Opportunities
Opportunities included: bypass-Northwest Beltway, Edgewater Hotel redevelopment, landscaping opportunities, strengthen the small town character, and the West Orange Greenway.

Land Use Strategies
Land use strategies included: redevelopment of the downtown core in traditional manner, preserving residential stock, planning development from the Beltway to strengthen not deteriorate rest of the City, local service-retail in core, and regional center near bypass. High-density developments and intensities along Ninth Street., extension of residential uses in proximity of commercial uses, and increasing pedestrian and bicycle facilities. Establish urban design overlay district along Plant Street to connect traditional core to interchange area east of 9th Street.

Transportation Opportunities
Transportation opportunities included: Plant Street.: expand from two lanes from interchange to Dillard Street. Four lanes, a center turn lane and bike lanes on both sides. Parkway along one side: landscaping and pedestrian walkways.
Division Street.: expand and extend to serve E-W to serve interchange areas; bikeways, landscaping, and pedestrian path included.
Smith Street.: realigned in vicinity of 9th Street to intersect Maple Street., Maple Street extended past Center Ave. to serve new development west of beltway corridor.
Tindell Street.: E-W collector between Park and extended 9th Street.
Dillard: N-S arterial, streetscape improvements
West Crown Point: Four-lane road, divided arterial N-S
Park and Crest Ave.: N-S collector
9th Street.: N-S collector, extended to Division Street.
East Crown Point Rd.: realigned and improved as new collector distributor, incorporate pedestrian and bikeway to connect to future trail system.

District Recommendations
The Plan recommended the following land use proposals and action strategies for seven planning districts.
Main Street. District
Smith Street(S) Dillard (E) Park Ave (W), residential areas Newell, Pine and Bay (N)

Local retail and support
Market buildings first and second floors for retail and office
Gateway landmarks (Plant and Park Street and Dillard and Plant Street.)
Civic gathering space
Parking –shared facilities
Create downtown historic district
Signage and façade improvements

Intown Residential District II
Dillard (W) Plant (S) 9th Street. (E) Division (N)
Residential low-density
Post Office distribution facility
Reuse of hospital –infill residential

Industrial District III
One block north of Plant (railroad, Smith, Bay and Dillard)
Light industrial, internal roadways
Shared access, landscaping and buffering guidelines

Hennis Road Mixed-Use District IV
Plant (S) Division (N) 9th Street. (W) West Crown (E)
East of Hennis industrial
Residential, medium-density (affordable)

East Bay Street V
11 Street centered, West Crown, 9th (E-W), Plant (N) Klondike Ave., Railroad (S)
Streetscaping, landscaping
Some historic structures on 11th Street and Center Street.
Maxey Recreational Center, expand and enhance
Marvin Zanders Park, enhanced

Medium-High Density Residential VI
West Crown Point Road and Beltway Corridor, Division Street and Maple Street
Mixed-use area: commercial, office, residential and cultural facilities
Plant Street office and retail
High-density housing
Guidelines for signage, buffering and screening along Beltway and Plant Street.

Expressway Commercial VII
Plant and Beltway: encompasses Plant Street and E Crown Point Rd.
Retail Center
Britt Mansion-National Historic Register
Focus development on Mansion or enhance the surroundings

Design Guidelines for Plant Street
District written onto LDR

Gateway, intersection treatments, signage, landscaping, façade, parking standards and guidelines. Plant Street and West Crown gateway into City. Plant Street at 9th Street and Plant Street at Dillard identification points.

Comprehensive Plan

The City of Winter Garden adopted their Comprehensive Plan in 1991 and the City updated the Plan through the State's Evaluation and Appraisal Review in 1998. It designates future land use, guides the timing of future growth based on infrastructure concurrency, and defines the community's future vision through Goals, Objectives and Policies (GOPs).

The purpose of this section is to review those GOPs related to land use and other issues within the CRA. The purpose of this section is not to review each GOP that might relate to a planned development in the CRA. Any development planned within the CRA boundaries will have to meet the existing requirements of all development regulations, including the City of Winter Garden Comprehensive Plan.

Future Land Use

Goal 1: To ensure that the City of Winter Garden maintains its low density residential character while at the same time providing for the location of land uses which preserve this character, allow for other uses which serve the needs of the residents, and prohibit those uses which are incompatible. *(9J-5.006(3)(a))*

Objective 1: Land Development Regulations (LDRs) - According to the time frame established by the State, the City will prepare and adopt land development regulations which guide future growth and development and which discourage urban sprawl. *(9J-5.006(3)(b)8.)*

Policy 1.1: The Land Development Regulations (LDRs) - The City shall continue to enforce the adopted land development regulations which contains specific and detailed provisions required to implement the Comprehensive Plan

Policy 1.2: Density Limitations - Land development regulations adopted to implement this Comprehensive Plan shall be based upon and be consistent with the following standards for residential densities and these densities shall be permitted only as shown on the adopted Future Land Use Map. *(9J-5.006(3)(c)7)*

(d) **Low Density Residential** - The Low Density residential land use category is from 2 to 6 units per gross acre and will be identified on the Future Land Use Map only in areas that have the urban services and public facilities that can accommodate a higher density of residential housing. Factors in determining this land use category include proximity to natural resources and urban

services, availability of public facilities and the characteristics of nearby existing and future neighborhoods. No multifamily or duplex development will be allowed in this land use category. Churches and schools are allowable uses in the Low Density areas that are zoned R-2 and in specified areas of PUDs and via a Special Exception Permit in all other allowable zoning classifications. The zoning classifications that are consistent with the Low Density Residential Classification are PUD, R-1A , R-1, R-2, and R-1B. *(FS 163.3177(6)a) {As amended by Ord 97-02 and School Siting Requirements - Ord 99-18)} }*

Low Density Residential Limitations: While the overall maximum density for the low density is six units per acre, no more than 10% of this property may be developed greater than 4 dwelling units per acre. The determination on which properties may receive the higher density will be determined by the City Commission using the adopted rezoning criteria found elsewhere in this Comprehensive Plan. *{Added by Ord 99-18}*

Policy 1.3: Intensity Limitations- Land development regulations shall be adopted which provide for the location and extent of nonresidential land uses including the following and these uses shall be permitted only as shown on the adopted Future Land Use Map *(9J-5.006(3)(c)7)*

(a) **Commercial Uses**

(1) **Residential Neighborhood Commercial Uses** - This designation shall provide for permitted Low Density Residential uses and neighborhood commercial and professional uses. The mix should have a minimum of 80% residential uses. Intensity of use shall be a maximum 40% lot coverage with a 35 foot height limitation. Uses should be located on collector and minor arterial streets close to low density residential areas. The zoning Classification that is consistent with the Residential Neighborhood Commercial Classification is RNC. *{as amended by Ord 99-18}*

(2) **Commercial -** The Commercial Land Use Category shall include retail, service, and professional activities. Uses shall be developed in a manner, which is harmonious to nearby noncommercial use and which minimize traffic congestion. This commercial district shall have a 40% maximum lot coverage and a maximum height of 35 feet in all areas with the exception of the downtown area. The Downtown Commercial Business District (the area

bounded by Dillard Street on the east; Highland Avenue on the west; Newell Street on the north; and Smith Street on the south) shall be allowed to have a 100% maximum lot coverage for portions of the lot not used for parking, loading, or stormwater retention and a height restriction of 65 feet. All commercial activity in this commercial land use category shall be adjacent to arterials or major collectors.

The City shall identify different zoning districts for highway commercial, general commercial, professional / medical districts, and downtown commercial districts in the commercial land use category. Additional zoning restrictions per each zoning district may apply.
The zoning Classifications that are consistent with the Commercial Classification are C-1, C-2, C-3, C-4 and Commercial PUD. *{As amended by Ord 99-18}*

(3) **Downtown Transitional.** This designation shall provide for a mixture of residential and commercial uses within the area identified as "Downtown" Winter Garden. The mixture of uses shall require a combination of low density residential, medium density residential and commercial land uses to allow for development in a traditional downtown form. This includes a mixture which has a minimum of 35% residential uses. The mixture may occur either vertically as multi-story buildings or horizontally as a combination of uses. Development shall be limited to a maximum of three (3) floors (35 feet plus with roof line) with each floor not to exceed 13 feet from floor to ceiling. The intensity of use shall be as regulated by design standards which are developed as a part of the approved site plan specific to each site. Any proposed development within the downtown transitional designation shall provide for a transition to adjacent existing land uses through appropriate site design.

Design standards shall incorporate features similar to the attributes and characteristics in the historic downtown area including a traditional "Main Street" theme. Uses should be oriented to Plant Street and, if appropriate, be designed to incorporate the West Orange Trail, on street parking, pedestrian-oriented retail, brick pavers, and transit use to create a multi-use and multi-modal development. The maximum residential density for this category will be 10 dwelling units per acre. The maximum Floor Area Ratio (or FAR) that a non-residential development may have is

40%.

The zoning classifications that are consistent with the Downtown Transitional Classification is Residential Neighborhood Commercial (RNC), R-1B Single Family Residential, Planned Unit Development, Planned Commercial Development, C-1 Central Commercial District, C-2 Arterial Commercial District, C-3 Professional Office District.
{Included in Ord 01-39}

(b) **Industrial Uses -** Uses permitted in this designation include light manufacturing, warehousing, wholesaling, research and development facilities and heavy industrial uses. The zoning Code may establish different levels of allowable intensity and uses. These uses shall be permitted only on arterial or heavily traveled collector streets adjacent to commercial areas. These uses may be located adjacent to residential areas as long as strict buffering requirements are met. Intensity of use shall be a maximum lot coverage of 40% and a 40 foot height limitation. The zoning Classifications that are consistent with the Industrial Classification are I-1, I-2 and Industrial PUD. *{As amended by Ord 99-18}.*

(c) **Public Facilities and Education Uses** - This designation shall permit schools, churches, and other public buildings. Public educational land uses shall be coordinated with the Orange County School District. Private educational land uses and churches in this land use category shall be restricted to an intensity of a 40% lot coverage and a 40 foot height limitation. These uses shall be located on arterials or heavily traveled collector streets. *{FS 163.3177(6)(a)} {As amendment by Ord 99-18}*

Intensity requirements for Public Buildings and Grounds shall be established by the Winter Garden City Commission with respects to other objectives and policies in the Comprehensive Plan. *{As amendment by Ord 99-18}*

(f) **Recreation Uses** - These designated uses are shown on the Future Land Use Map and future uses shall meet the criteria, as to location and intensity, shown in the Recreation and Open Space Element.

Policy 1.4 By December 2003, the City will consider expanding its open space requirements to require non-PUD residential developments greater that 20 acres in size to dedicate or set aside up to 5% of the property as open

space or recreational parks. The City will also consider requiring this 5% open space to be along lakefronts or along the West Orange Trail when applicable. *{Added by Ord 99-18}*

Policy 1.5 By December 2005, the City will evaluate the need to conduct a major re-write of the existing Land Development Regulations. If warranted, the City will re-write the LDRs by December 2007 *{Added by Ord 99-18}*

Objective 2: Future development in the City will be directed into those areas where utility service and public facilities are available. *(9J-5.006(3)(b)9.)*

Policy 2.1: Full Cost - Development which requires the extension of utility service shall pay the full cost for the extension of said service.

Policy 2.2: Connection Requirements - Existing development shall be required to connect to City water and sewer service when such service becomes available.

Policy 2.3: Reserve Area - The City shall coordinate with Orange County in the planning for the Winter Garden Reserve Area. The City shall abide by the interlocal agreement adopted in August, 1986 and as periodically amended which includes a delineation of the Reserve Area; participation and agreement on a joint plan; agreement on the administration of land development regulations; consistency determination prior to the issuance of a development permit; and agreement on the provision of essential facilities and services.

Policy 2.6 Infill Annexations - The City shall, within the limits of the law, annex all developed infill property within our Reserve Area. *{Added by Ord 99-18}*

Policy 2.7 School Siting - The City shall seek to co-locate public facilities, such as parks, libraries, and community centers, with schools to the greatest extent possible. *{FS 163.3177(6)(a)}{Added by Ord 99-18}*

Objective 3: Future development and redevelopment activities shall be directed into appropriate areas as depicted on the Future Land Use Map; consistent with sound planning principles; the low density residential character of the City; natural limitations including topography and soil conditions; and the goals, objectives, and policies contained in this Plan. *(9J-5.006(3)(b)1.)*

Policy 3.1: Mixed Uses - Mixed use land development patterns shall be shown on the Future Land Use Map to allow flexibility for zoning and development. *(9J-5.006(4)(c))*

Policy 3.4 Commercial Compatibility - Commercial development shall be designed so that it does not have a negative impact on surrounding land uses

through the use of buffer areas, landscaping, professional uses, and multifamily uses.

Policy 3.5: Professional Uses - Professional uses may be considered along Dillard Street and Division Street south of the hospital according to the intensity and locational criteria established in Policy 1.3(a)(4).

Policy 3.6: Industrial Uses - Industrial uses may be considered in existing industrial areas and along Story Road east of Ninth Street, Carter Road, and in the vicinity of the Beltway corridor alignment according to the intensity and locational criteria established in Policy 1.3(b).

Policy 3.7: Buffers - New industrial or heavy commercial development adjacent to residential property must provided adequate buffering along common property lines or common road frontages. *{As amended by Ord 97-02}*

Policy 3.9: Sprawl - The City shall review and consider the identifiers of urban sprawl as described in FAC 9-J5.006(5) prior to approving any plan amendment. If the City determines the requested amendment will proliferate urban sprawl, the City will deny the amendment. *(FAC 9-J5.006(5)) {Added by Ord 99-18}*

Policy 3.11: West Orange Trail - All new developments adjacent to the West Orange Trail shall provide adequate buffers. These buffers shall block any negative effect of the proposed land use on the users of the Trail and may vary in size and/or intensity depending on the magnitude of the impacts of the proposed development. All new adjacent residential developments must provide a direct connection to the trail. *{Added by Ord 99-18}*

Objective 4: Redevelopment - The City shall continue to encourage the redevelopment and renewal of blighted areas through developing new redevelopment programs, supporting existing redevelopment programs, and through the enforcement of its codes and the utilization of its Code Enforcement Board and through rehabilitation by obtaining grants or other funds. *(9J-5.006(3)(b)2.) {Amended by Ord 99-18}*

Policy 4.1: Orange County Community Development Program -The City shall continue to coordinate its redevelopment activities with the Orange County Community Development Program.

Policy 4.2: Code Enforcement - The City shall strictly enforce its housing and building codes in order to help prevent the spread of blight. This shall include the Standard Building, Housing, Mechanical, Plumbing, Gas, and Fire Prevention Codes and the National Electrical Code along with the most recent amendments.

Policy 4.4 Main Street Program - The City shall continue to support the Main Street Program. *{As amended by Ord 97-02}*

Policy 4.5 CRA - The City will continue to support the efforts of the Community Redevelopment Agency. The City hereby adopts the Community Redevelopment Plan as amended. *{As amended by Ord 97-02}*

Policy 4.6 TCI - The City will continue to support the efforts of Orange County's Targeted Community Initiative (TCI) Program. *{As amended by Ord 97-02}*

Policy 4.7 Dillard Street – The City shall consider applying for beautification grants for South Dillard Street. *{Added by Ord 99-18}*

Objective 12 East Plant Street - To increase the appearance of adjacent land use adjacent to SR50 by the year 2010.

Policy 12.1 Landscaping - By 2005, the City shall develop an East Plant Street Corridor Plan that will identify a means to provide landscaping on East Plant Street. This strategic plan will develop both special landscaping / hardscaping requirements for new development and will also require existing development to attempt to come in conformance with the Code.

Policy 12.2 Uses - By 2005, the City shall develop an East Plant Street Corridor Plan that will re-evaluate the allowable uses for property on East Plant Street. This Strategic Plan will make recommendations as to potential changes for the adjacent property to the Future Land Use Map.

Policy 12.3 Funding - By 2005, the City shall develop an East Plant Street Corridor Plan that will identify alternative means of funding landscaping and hardscaping improvements along East Plant Street. At a minimum, these alternative forms of funding include an evaluation of potential grant funding, Orange County CDBG participation, or a facade / landscaping improvement grant funded through the City's Community Redevelopment Agency.

Policy 12.4 Design Criteria - By 2005, the City shall develop an East Plant Street Corridor Plan that will consider developing Design Criteria for new development of property on East Plant Street.

{All of Objective 12 was added by Ord 99-18}

Objective 13 To encourage the protection of historical resources

Policy 13.1: Maintain Historical List - The City shall maintain a list of historical sites, which shall be evaluated before the issuance of a development order.

Policy 13.2: Protection of Historical Resources - By December 2005, the City shall develop a Historical Preservation Ordinance which shall incorporate preservation measures for historical structures and shall evaluate developing design criteria for new buildings in any historical districts.

{All of Objective 13 was added by Ord 99-18}

Objective 14 Neighborhood Preservation - To develop a program by December 2010, which shall define and preserve existing neighborhoods by establishing regulations, policies, and programs to implement the following policies:

Policy 14.1 - Having a Center - Each Neighborhood shall have a discernible center. This center may be a square or green, a park, a school, or a commercial area. A transit stop may be considered at this center. *{FS 163.3177(6)(a)}*

Policy 14.2 - Pedestrian Friendly - Most of the dwellings within a neighborhood are within a five-minute walk of the center. This distance averages one-quarter of a mile.

Policy 14.3 - Range of Housing Types - There is a variety of dwelling types within the Neighborhood. These usually take form in a variety of lot sizes for houses and perhaps some apartments. This variety provides housing for younger and older people, singles and families, the poor and the wealthy.

Policy 14.4 - Convenient Commercial - There are shops and offices at the edge of the Neighborhood. The shops should be sufficiently varied to supply the weekly needs of a household.

Policy 14.5 - Walkable Schools - There is an elementary school close enough so that most children can walk from their dwelling. This distance should not be more than one mile. *{FS 163.3177(6)(a)}*

Policy 14.6 - Recreation - There are small playgrounds quite near every dwelling. This distance should not be more than one-eighth of a mile.

Policy 14.7 - Disburse Traffic - The streets within the Neighborhood are a connected network. This provides a variety of itineraries and disperses traffic congestion.

Policy 14.8 - Shade - The streets have sidewalks which are shaded by rows of trees.

Policy 14.9 - Civic Centers - Certain prominent sites are reserved for civic buildings. Buildings for meetings, education, religion or culture are located at the termination of street vistas or at the Neighborhood center.

Policy 14.11 Undesirable Land Uses - All undesirable land uses within or adjacent to neighborhoods shall be identified and a strategic plan shall be developed to either eliminate said land uses or mitigate the undesirable effects of the land use. Regulations shall be developed or evaluated to prevent potential undesirable land uses from establishing in or adjacent to established neighborhoods.

{All of Objective 13 was added by Ord 99-18}

Capital Improvements

Goal 1: Ensure that the City provides the public facilities which are its responsibility in a manner which meets the adopted level of service standards for the needs of both existing and future residents and which are provided in a timely, cost effective, and typically sound manner. *{Required by 9J-5.016(3)(a)}*

Objective 1: Each year during the budget process, the City Commission shall review the project list contained in the CIE to ensure that the required capital facilities are constructed to meet existing deficiencies, to accommodate the needs of planned future growth, and to replace obsolete or worn-out facilities, and will add to this list through the amendment process as it deems necessary. *{Required by 9J-5.016(3)(b)1}*

Policy 1.1: The City Commission will include all projects that meets the State's Uniform Accounting System Manual's definition of "Improvements Other the Buildings" (63) and "Building Improvements" of the Capital Outlay section as a capital improvement in the CIP. { *Amended by Ord 00-00-67}*

Conservation Element

Goal 1: To conserve, protect, and appropriately utilize the natural resources of Winter Garden. *{Required by 9J-5.013(2)(a)}*

Objective 1: Maintain air quality in Winter Garden, which meets or exceeds the minimum air quality standards established by the Florida Department of Environmental Regulation. *{Required by 9J-5.013(2)(b)1}*

Policy 1.2: The City shall ensure that all future industrial uses will meet or exceed air quality standards by requiring copies of all applicable state permits be submitted prior to issuing a building permit.

Objective 2: The City shall maintain or improve the quality of all surface waters in the City by, implementing the_land development regulations, which implement the

applicable objectives of the Lake Apopka SWIM Program. *{Required by 9J-5.013(2)(b)2}*

Policy 2.1: The City shall continue tertiary treatment of wastewater.

Policy 2.2: The City shall, continue to implement the land development regulations which provide for drainage and stormwater management.

Policy 2.3: The City shall continue to implement the land development regulations, which regulate the uses of land and water consistent with this Element.

Policy 2.6: Lulu Creek - By January 2005, the City shall develop a plan of action to mitigate the drainage, pollution, and erosion problems associated with the Lulu Creek Drainage Basin.

Objective 3: Maintain or improve the quality and quantity of groundwater in Winter Garden by adopting land development regulations through the implementation of the following policies:

Policy 3.5: The City shall continue to require open space in the form of building setbacks in order to maintain aquifer recharge potential.

Policy 3.8: The City shall review and implement the following water conservation measures:

(a)Installation of water conserving plumbing fixtures in new construction and retrofitting older construction

Policy 3.9 Maximum Impervious Surface Ratio - By January 2002, the City shall replace the Maximum Lot Coverage requirement with a maximum impervious surface ratio in the land development regulations.

Policy 3.10 Xeriscaping - By January 2005, the City shall establish a requirement for Xeriscaping for new non-residential uses.

Transportation

Goal 1: To provide the development of an overall transportation system, which provides for the needs of the City while protecting established residential areas, environmentally sensitive areas, and historically significant sites. **(9J-5.019(4)(a))**

Objective 1: The City shall, in cooperation with area wide and State agencies, provide for a safe, convenient, multimodal and energy efficient motorized and non-motorized transportation system. The measurement of this objective shall be determined by the degree to which the following policies are implemented**.(9J-019(4)(b)1.)**

Policy 1.1: The City adopts the following acceptable peak hour Level of Service (LOS) standards for all roads within the city:

			ADOPTED
ROAD NAME	**FROM**	**TO**	**LOS**
Plant St. (E)	East Cl	Dillard	E
Plant St. (W)	Dillard	Sr454	E
Dillard St.	Plant	Sr50	E
Dillard St.	Sr50	Turnpike	E
Ninth St.	Plant St.	Sr50	E
Story Road	East Cl	Plant St.	E
Park Ave.	Tilden St.	Sr50	E
Sr50	West Cl	Sr545	D
Sr50	Sr545	East Cl	D
Cr545	Plant St.	Sr50	E
Cr545	Sr50	Turnpike	E
Avalon Rd	Turnpike	Tilden Rd	E
Tilden Rd (South)	Avalon	Cr535	D
Cr535	Turnpike	Sr50	E
Cr535	Turnpike	South Cl	E
Florida Turnpike	West Cl	East Cl	D
Beulah Rd	Sr50	Cemetery Rd	E
Windermere Rd	Marshall Farms	East Cl	E
Marshall Farms	Beulah	West Cl	E
Main St.	Sr50	Plant St.	E
Tildenville Sch Rd	Plant St.	Bay St.	C
East Crown Pt Rd	Plant St.	Crown Pt Cross	E
W.crown Pt. Rd	Plant St.	Cl	E
All Other Roads			D
Public Transit			30 Minute Headways

CL = City limits (Amended by Ordinance 96-13, 97-02, and 00-10) (9J-5.019(4)(c)1.)

Policy 1.2: Paving Program - The City shall continue to improve and maintain its local street system by continuing its systematic paving and resurfacing program in order to provide for the safety and convenience of its residents.

Policy 1.3: Parking Regulations - The City shall continue to review all proposed development and redevelopment as to circulation and parking in order to assure safe and convenient onsite traffic flow considering necessary motorized and non-motorized vehicle parking. This shall include the

adoption of regulations, which require access limitation, parking lot design criteria, sidewalks and bike paths, signage and acceleration and deceleration lanes. **((9J-5.019(4)(c)3 & 15))**

Policy 1.4: Sidewalks - The City shall evaluate the need for bikeways and sidewalks in the planning for transportation facilities and new development and redevelopment and require their installation when it is safe and economically feasible. The City shall develop a Bike/Ped Plan by the year 2002. This plan shall identify existing and proposed facilities. *{Amended by Ord 00- 10}{***9J-5.019(4)(c)5}**

Policy 1.5: Backlogged & Constrained Facilities - When a roadway within the City reaches a LOS of F, the City will maintain the operating conditions and the average daily maximum volume (based on peak hour volume) shall not increase more than that specified in the FDOT's Level of Service Rule for backlogged or constrained facilities. The City will not allow the road to degrade below this level and will adopt a strategy to upgrade and enhance the operating condition.

Policy 1.6: WGATS - The City shall use the Winter Garden Area Transportation Study (WGATS) prepared by Transportation Consulting Group as adopted by the City Commission on March 28, 1996 (and as amended from time to time) to help determine deficient roadways (including right-of-way deficiencies), new roadway requirements, and needed capacity improvements within the City. (Added by Ordinance 96-13 and amended by Ordinance 97-02 and Ord 00-10)

Policy 1:7 Concurrency Management - The City shall implement a Concurrency Management System for roads as defined by Objective 2 of the Capital Improvement Element. The City shall use procedures identified in the most recent edition of the Florida Department of Transportation Service Standards & Guidelines Manual as the standard to define levels of Service ((9J-5.019(4)(c)1.))(Added by Ordinance 97-02).

Objective 2: To coordinate the transportation system with the future Land Use Map and to ensure that existing and proposed populations densities, housing and employment patterns and land uses are consistent the transportation modes and services proposed to serve these areas. The measurement of this objective is the degree to which the following policies are implemented. **(9J-5.019(4)(b)2.)** *{Amended by Ord 00-10}*

Policy 2.3: Plant Street - In support of the City's redevelopment efforts, Plant Street (SR 438), west of Dillard Street, is hereby designated as a policy constrained facility. The City opposes the construction of additional

through lanes on this section of roadway. (Added by Ordinance 96-13) (Amended by Ordinance 97-02 and Ord 00-10)

Policy 2.5: Best Development Practices - The City hereby adopts and endorses the general principals of Reid Ewing's April 1996 "Best Development Practices." The City will specifically require the following principles for residential subdivisions:

1. Development shall allow for through streets spaced no more than ½ mile apart.

2. Residential subdivisions shall use traffic calming devices liberally.

3. Residential subdivisions shall be designed to keep speeds on local streets below 20 mph.

4. Developments shall be designed to keep speeds on collectors within the development to no more than 35 mph

5. Residential subdivisions shall keep all streets as narrow as permissible by the LDRs

6. PUDs shall be designed to avoid using traffic signals wherever possible.

7. All developments shall provide for pedestrian friendly environments to include shortcuts whenever possible and shall develop pedestrian routes away from high-speed roads or provide buffering.

8. PUDs shall incorporate transit orientated design features where applicable.

(Added by Ord 98-23)

Objective 4: The City shall protect both existing and future rights-of-way from building encroachment. The measurement of this objective shall be the lack of encroachment on these rights-of-way and the degree to which the following policies are implemented. **(9J-5.019(4)(b)5.)**

Policy 4.1: Development Plans - The City shall pursue needed rights-of-way, for both existing and future roads, through dedication when development

plans are presented. If condemnation is necessary, the City will work with the entity responsible for the roadway with respect to obtaining data regarding the condemnation proceedings. By January 2005, the City will develop a right of way map indicating where right of way exists and areas where right of way is needed. **(9J-5.019(4)(c)4.)**){Amended by Ord 00- 10}

Policy 4.2: Subdivision Plans - The City shall use its Subdivision Regulations and other development regulations along with the Winter Garden Area Transportation Study (WGATS) to determine the right-of-way requirements for arterial, collector, and local streets and shall coordinate with FDOT and Orange County to ensure that State and County needs are met. (Amendment by Ord. 96-13) **(9J-5.019(4)(c)4.)**

Objective 7 East Plant Street - To increase the traffic flow on East Plant Street by the year 2010.

Policy 7.1 Access Management - By 2005, the City shall develop an East Plant Street Corridor Plan that will identify access management requirements for new developments along East Plant Street and will identify possible access management improvements for existing development. In the interim, no new development along East Plant Street may occur unless the developer makes all reasonable efforts to reduce the number of new or existing curb cuts that the proposed development will effect. "All reasonable efforts" will be defined on a case by case basis considering the magnitude of the development and the magnitude of the proposed traffic.

Policy 7.2 Congestion Management - By 2005, the City shall develop an East Plant Street Corridor Plan that will identify congestion management improvements along SR50. In the interim, no new development along East Plant Street may occur that impacts an intersection that reasonable capacity improvements are needed. "Reasonable improvements" will be defined on a case by case basis considering the magnitude of the proposed traffic.

Policy 7.3 Funding - By 2005, the City shall develop an East Plant Street Corridor Plan that will identify alternative means of funding congestion management and access management improvements along East Plant Street. At a minimum, these alternative forms of funding may include grants, or MPO / FDOT participation

Policy 7.4 Concurrency Management Area - By 2005, the City shall develop an East Plant Street Corridor Plan that will consider including East Plant Street in a Concurrency Management Area.

Policy 7.5 Widening - The City shall continue to encourage the East Plant Street

widening project to be placed on the FDOT Five Year Work Program.

{All of Objective 7 and follow up policies were added in Ord 99-19}

Objective 8 To assist Lynx in providing an efficient public transit system where feasible by coordinating transit connections between major trip generators and attractors, providing safe and convenient public transit terminals, providing adequate land use / transit connections, and accommodations of the special needs of the transportation disadvantaged. **(9J-5.019(4)4.)** {This objective and the follow up policies were added by Ordinance 00-10}

Policy 8.1 Pedestrian Facilities - The city will develop a Pedestrian / Bicycling Plan (as identified in policy 1.4), find and eliminate dangerous situations (as identified in policy 1.9) and require pedestrian connections between subdivisions (as identified in policy 5.2)

Policy 8.2 Transit Facilities - The City will continue to encourage the local public transit agency (Lynx) to add additional bus service to west Orange County with ideally, a direct route between the City's bedroom communities and downtown Orlando.

Policy 8.3 SR50 and Plant Street - As part of the master planning for SR-50 and Plant Street (as identified in Objectives 6 and 7), a mass transit element will be evaluated and a recommendation to will be made to increase transit service on these roads.

Goal 1: To ensure that a variety of safe, decent, attractive and affordable housing is provided to meet the needs of present and future residents of Winter Garden. *(9J-5.010(3)(a))*

Objective 2: Substandard Housing - By the year 2010, the City (through code enforcement procedures) shall eliminate or cause to become repaired 20 deteriorated and dilapidated housing units. The City shall also prevent existing and future housing from deteriorating to a substandard level. (9J-5.010(3)(b)2.) {Amended by Ord 99-48.1)

Objective 3: Low Income Housing - The City shall continue to provide assistance to provide and rehabilitate low and moderate income housing to include special housing needs and farm worker housing *(9J-5.010(3)(b)3.) .(9J-5.010(3)(b)1. {Amended by Ord 99-48.1}*

Policy 3.1: Housing Variety - The Winter Garden Zoning Ordinance shall continue to provide for a variety of affordable housing types including single family dwellings, multiple family dwellings, mobile homes, and planned

unit developments. Of the above, the highest priority will be for owner occupied housing.(9J-5.010(3)(c)11.)

Objective 5: Historical Preservation - The City shall strive to ensure that historic structures are protected from development activities by providing educational programs and/or the adoption of any necessary ordinances. (9J-5.010(3)(b)5.)

Policy 5.1: Definition - Historic structures shall be considered to be any structure specifically identified by the National Register of Historic Places or the Florida Department of State as having historic significance.

Public Facilities

Goal 1: Public facilities including sanitary sewer, solid waste, drainage, potable water, and natural ground water aquifer recharge shall be provided in a manner which protects City investment in existing facilities and promotes orderly compact urban growth. (9J-5.011(2)(a))

Objective 1: Concurrency - On an ongoing basis the City shall continue to enforce the Concurrency Requirements adopted in the Land Development Regulations that ensures that at the time a development permit is issued, adequate facility capacity is available or will be available when needed to serve the development. *Amended by Ord 97-02*

Policy 1.1: LOS Standards - The following level of service (LOS) standards are adopted by the City and shall be used as the basis for determining the availability of facility capacity and the demand generated by a development or redevelopment:

FACILITY	LOS STANDARD
SANITARY SEWER	
Residential	250 gal./day/unit *(amended by Ord 98-32)*
All other uses	250 gal./day/unit *(amended by Ord 98-32)*
POTABLE WATER	
Residential	350 gal./day/unit
All other uses	350 gal./day/unit
SOLID WASTE	5.6 pounds/day/person
DRAINAGE	Onsite retention: Retain the first 1/2 inch of run off Storm event: 25 year 24 hour Quantity: Post development stormwater runoff flow rates, quantities, peaks, and velocities shall be equal to or less than predevelopment runoff (9J-5.011(2)(c)2.a.)) *Amended by Ord 97-02*

Policy 1.2: Concurrency - All proposed improvements or expansion shall meet the adopted LOS standards for the facility being improved.

Policy 1.3: Tracking - The City shall continue to keep a monthly report which summarizes the demand on the water and sewer systems as it relates to proposed projects.

Objective 2: To discourage sprawl, encourage infill development, and reduce the impacts caused by septic tanks and package plants by providing water and wastewater facilities to the portions of the City that these facilities are presently unavailable or are presently not connected; as per the City's Water and Wastewater Master Plan as amended.

Policy 2.3 Connection Plan - By January 2004, the City shall develop a map identifying the location of parcels not presently served with water and/ or wastewater. By January 2007, the City shall develop a strategic plan to connect the properties that are considered feasible for connection

Recreation

Goal 1: The provision and maintenance of sufficient open space and recreation sites to meet the needs of current and future residents of Winter Garden.

Objective 1: The City shall maintain existing public access ways for all present recreation sites and provide them for future park sites no later than the start of development of such sites.

Policy 1.1: The City shall continue to maintain all current public access ways to existing and proposed parks and open space sites.

Policy 1.2: The City shall develop future recreation and open space areas only if they have sufficient public access routes available.

Policy 1.3: The City shall continue to maintain its existing public access to Lake Apopka.

Policy 1.4: The City shall continue to identify all obstacles to park access for the handicapped and elderly and implement a plan to correct these deficiencies.

Policy 1.5 Bike Ped Plan – The City shall implement the Bicycle / Pedestrian Plan.

Appendix B- Focus Groups

Focus Group Meetings

Following is a summary report outlining the information obtained during work sessions conducted March 23 and 24, 2004 in the City of Winter Garden, Florida. The information includes an overview of the process and basic format of the meetings, the attendees, and a brief summary of the information provided by the participants. This information is used during the inventory and analysis phase of the redevelopment planning process and will be incorporated when formulating the goals and objectives of the Redevelopment Plan.

Downtown Core March 23, 2004 1:00 p.m.

Area business owners, stakeholders and political officials gathered to discuss the observations and their concerns about the historic downtown of Winter Garden. Participants as a whole regarded downtown as a quaint historic place with friendly people and a place they like to call home.

Attendees:
Ward Britt
Debra Kraft
Bill Thompson
Jane McNamee
Larry Cappleman
Cora R. Fuhmore
Dr. Jim Reeker

- Inviting atmosphere, beautiful, pedestrian oriented and easily accessible businesses.
- Uniqueness and history of town
- Nice town feeling and good social interaction
- Mix of uses
- Lack of retail, to many governmental uses
- Opportunity of relocating governmental uses
- Downtown feeling
- Real estate values increasing, land values increasing, buildings have small square footage, this makes it hard to generate a profit when rehabilitation costs are high and rents need to be low.
- Tony's liquor is detriment to Plant Street
- Opportunities for infill development next to downtown for start-up businesses.
- Absentee landlords are disappearing as locals buy and maintain buildings downtown.
- Need minimum maintenance standards and design guidelines.
- Zoning problems, a large number of non-conforming uses
- Trail is an asset, three museums that are fully functional, performing art center to open in 2005, downtown has a hometown feeling
- Need to establish the identity for a niche market
- Townhouses, mixed uses, need more residents in close proximity.
- Industrial property needs to be rezoned to PUD
- A large number of struggling merchants

- The City staff can help merchants cross that threshold so they can succeed in running their business.
- Downtown Winter Garden has little nighttime activity, crowds coming to events have limited retail establishments to cater.
- New merchants association in the process of forming, old association did not succeed.
- Promote new events to make profits and need to promote events
- Presently one event each quarter, need more coordination with merchants during events.
- Lake Apopka is an asset, needs connectivity to downtown and need to promote lake as an asset.
- Phase out of Trailer Park along Lake Apopka, City owns large portion of land along lake, future park expansion to occur.
- Connect Lake Apopka along 9th Street from West Orange Trail to Lake
- No theme in downtown, use history, agriculture, and fishing to give Winter Garden a theme.
- Heritage Park on Lake Apopka
- Possible trolley connection from lake to downtown
- City needs to create a master plan for the waterfront
- Recognize that East Plant Street might extend the downtown when new development occurs
- Develop Joiner Street as part of downtown
- Use city parking lots to hold events
- Need directional and business signage
- Homeless problems, they tend to hang in rear of shops. Need public restrooms to help with this issue and the people who ride the West Orange Trail.

Northern Industrial Area March 23, 2004 3:00 p.m.

Developers and property owners gathered to discuss their projects and issues and concerns that are present in the Northern Industrial Area.

Attendees:
James L. Clark
T. Milton West
Mary Hurley

- New business park to open and include industrial in the core and office at the edges along Plant Street.
- ADS will be one of the tenants of the industrial portion of the site and will employee 120 people. Problem hiring locals due to criminal backgrounds and problems with obtaining required drivers license.
- 11-Acre development along Plant Street to include 84 lumber on a seven acre portion and the remaining four to be sold to the market.
- Roads and access issues for I-2 zoned properties off of Plant Street and West Crown Point Road.
- Remove truck traffic from Hennis Road and divert the traffic to West Crown point Road
- The City of Winter Garden has a minimal amount of industrially zoned land left within the city limits.

Northern Residential Area March 24, 2004 9:00 a.m.

Residential residents came to discuss the future of their neighborhood and the impacts the surrounding neighborhoods have on their property.

Attendees:
Jem Bruce
Bill Boice
Bob Battaglia
Michael Calnan

- Battaglia property along Plant Street to be developed into a mixed-use project. Residential units along Courtlea Oaks and mixed-use buildings along Plant Street
- Lake Apopka and West Orange Trail are two important assets
- Create a connection from Lake Apopka to downtown.
- Keep a balance of old frontier by maintaining open space
- Concerns about the possible rezoning of land from R-1 to industrial. This would decrease the value of property in their neighborhood.
- Hospital site proposed to be used as residential infill, currently having problems with the City to move on with development.
- Current citrus packing plants create a visual problem, but the plants have invested money into their facilities and will remain from many years to come.
- Access to Route 429 allows many residents to commute, the largest employer is Disney.
- The area should retain the diversity of architectural style and support the idea of design standards.

East Winter Garden March 24, 2004 11:00 a.m.

Area residents gathered to discuss their neighborhoods current conditions, problems and social problems. The area is suffering from high levels of crime, disinvestments and poverty.

Attendees:
Dondrea C. Stevens
Valerie Brown
Reverend Larnce S. Williams
Clara Farmer
Cora R Fuhmore
Lonza Morgan
Nancy Morgan
Xerxes Snell
Nancy Morgan
Johnnie M. Anderson
Charlie Mae Wilder
Edward Scott
Preston L. Bouler
Rilous Carter

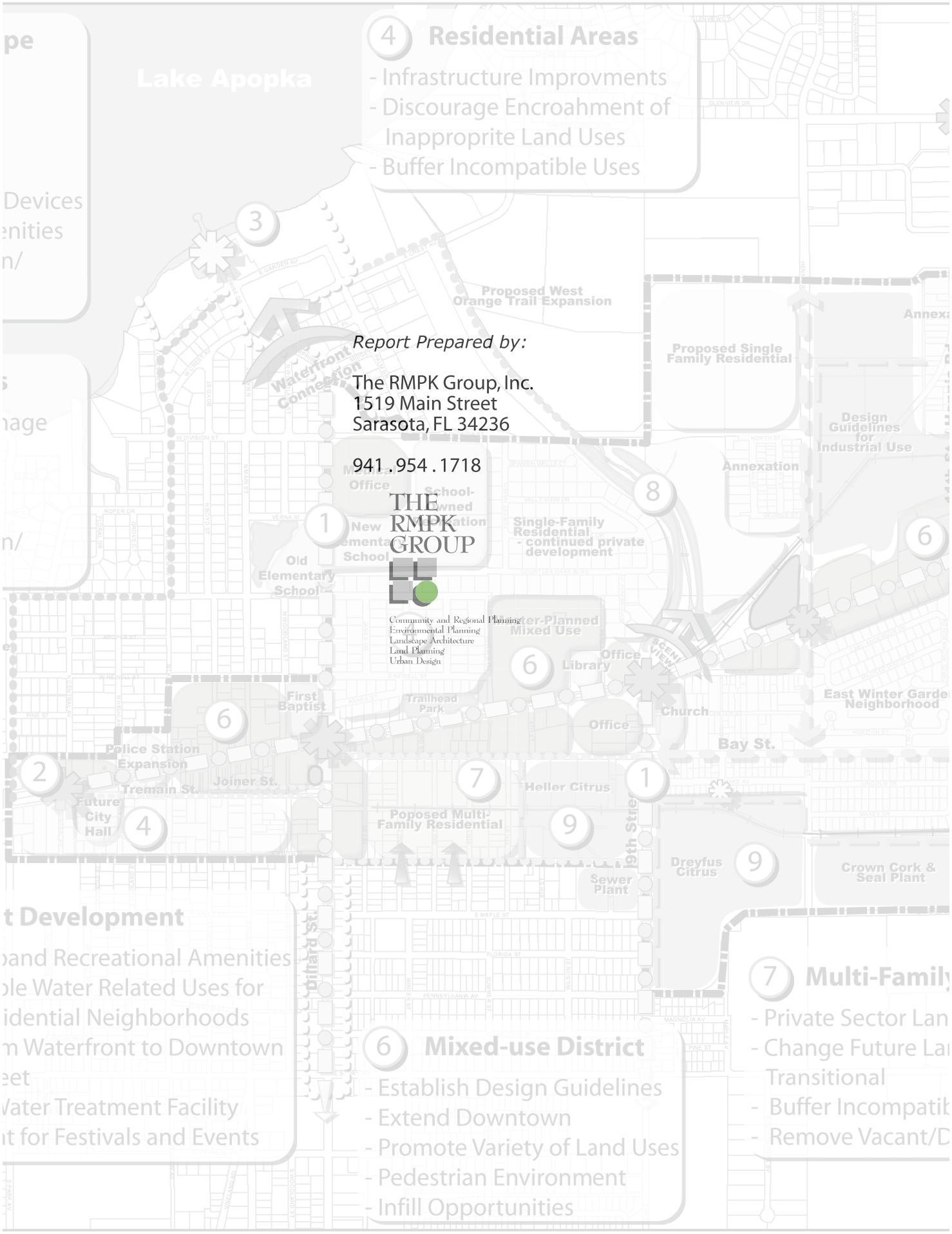
- Need to stop criminal behavior and need methods to make residents employable. Influences of some on others creates a cycle of crime.
- Area wages are insufficient for residents to be able to afford housing in Winter Garden.
- Programs need to be promoted better, have more follow up and need to be tied to jobs.
- Need funding to carry out new programs and help with those who are unemployed looking for employment.
- Retaining residential and building new residential, economic development, street lighting, adjacent land uses, drainage and other infrastructure issues.
- Residents need to know about opportunities: employment, job training and business development.
- Maxey Center offers programs for employment, but have a problem getting residents to come.
- Lack of affordable housing, local businesses and local businesses hiring residents
- Tack advantage of the Vo Tech Center
- City needs to respect the East Winter Garden Community.
- City needs to streamline the process of doing business and provide better access to resources to do business.
- Majority of residents work either for Disney or the Car Auction
- Create a Ministry Alliance, to encourage and stimulate redevelopment
- Concerns about encroachment of industrial and commercial uses.
- Trash accumulation, need to hold trash removal day
- Access onto Plant Street, over capacity and truck traffic intruding into the neighborhood.

Downtown Industrial Area March 24, 2004 1:30 p.m.

Area businesses and residents came to discuss current issues and concerns that are present in their community.

Attendees:
Jim Crabtree
Clifford Cotton
Wendy Burnett
Robert L. Burnett

- Parking problems along Dillard Street, many businesses lost a large portion of their parking when Dillard Street was expanded.
- Use the old Rainbow Shopping Center for employee parking so customers can easily find and access parking on site.
- Non-conforming uses are an issue and code enforcement is not equal spread throughout the community.



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