



city commission agenda

May 27, 2020
3:00 PM
Virtual Work
Session - No
public comments
will be taken

mayor & commissioners

seat 1
Marty Sullivan

seat 2
Sheila DeCiccio

Mayor
Steve Leary

seat 3
Carolyn Cooper

seat 4
Todd Weaver

1. Orange Avenue Overlay

a. OAO Data & Analysis Discussion

2 Hours

Appeals and Assistance

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

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



city commission **agenda item**

item type	Orange Avenue Overlay	meeting date	5/27/2020
prepared by	City Clerk	approved by	
board approval	final vote		
strategic objective			

subject

OA0 Data & Analysis Discussion

motion / recommendation

background

Continuation of Orange Avenue Overlay discussion regarding necessary data & analysis. Attached are draft scopes from GAI and Kimley Horn.

alternatives / other considerations

fiscal impact

ATTACHMENTS:

Description	Upload Date	Type
OA0 GAI D&A Draft	5/21/2020	Backup Material
OA0 Kimley Horn D&A Draft	5/21/2020	Backup Material
Commissioner Cooper OA0 D&A Comments	5/21/2020	Backup Material

Task 1: Comparable Development Studies

GAI will identify development projects in Central Florida with a range of heights and FAR similar to proposed elements of the OAO. GAI will prepare summaries of up to eight (8) projects, preferably built within last ten years, with key elements including:

- Height range: 3 to 5 stories
- FAR range: 2.0 or less (including garage in FAR calculation)
- Approximately 4-acres or less
- Adjacency to major roadway
- Mixed-use component (generally commercial at ground floor with residential above, but may vary depending on project)

Deliverable:

As a result of this task, GAI will produce a graphic and written summary of each development project. The summary is anticipated to include a location/context map, recent aerial photograph with the project site highlighted, hand sketch of building massing, tabular summary of key data (e.g. height, FAR, program), and character photographs.

Task 2: Massing Studies

GAI will develop three massing studies for each of two sites (Holler and Demetree) for the purpose of illustrating a range of height and FAR. The program for all studies will be confirmed with City prior to commencement of the task. Conceptually, the three studies will be:

- Current standards – allowable under existing FLU and Zoning
- Maximum – allowable under proposed OAO as currently written
- Interim – as directed by City Commission (Holler: FAR 2.0 including garage, 3-stories within 100' of Fairbanks, 4-stories on remainder of site. Demetree: FAR 2.0 including garage, 5-stories)

Each study will include:

- Hand-drawn site plan showing buildings, parking, open space
- SketchUp massing model of the site plan and surrounding context (approximately 500') *(Note that model will be simple massing, not including windows, storefronts, etc... but will include rough roof forms for purposes of illustrating height implications)*
- Tabular summary of key data consistent with data prepared for comparable development studies in Task 1
- One (1) before/ after computer rendering on eye-level photo base to illustrate height at public right-of-way (Note: architecture will be as plain as possible while fitting within context of what is seen in other Winter Park architecture and views will be as similar as possible between the two sites)

The plan and massing models will be developed at a rough level and reviewed with staff in a workshop format. The outcome of this meeting will be a single refined plan for each study that will be the basis of the eye-level rendering.

Deliverable:

As a result of this task, GAI will produce a graphic and written summary of the above material in PDF and PowerPoint format suitable for use in public presentations and work sessions.

**AMENDMENT NUMBER 2 TO THE AGREEMENT BETWEEN CITY OF WINTER PARK AND
KIMLEY-HORN AND ASSOCIATES, INC.**

This is Amendment number 2 dated May 13, 2020 to the agreement between the City of Winter Park ("Client") and Kimley-Horn and Associates, Inc. ("Consultant") dated April 30, 2019 ("the Agreement") concerning the Orange Avenue Corridor Plan (the "Project").

The Consultant has entered into the Agreement with Client for the furnishing of professional services, and the parties now desire to amend the Agreement to additional analyses consistent with guidance provided by the City Commission in a workshop on April 30, 2020.

The Agreement is amended to include services to be performed by Consultant for compensation as set forth below in accordance with the terms of the Agreement, which are incorporated by reference.

Consultant will perform the following services:

Task 1 – Update Tech Memo #3

Kimley-Horn will update Technical Memorandum #3 to calculate trip generation associated with four development scenarios. The development scenarios will be identified by City Staff (currently assumed to be 60%, 130%, 150%, and 200%. Resulting scenarios will be finalized by City prior to NTP). The trip generation will include internal capture calculations and pass-by reductions as applicable. Trips will be assigned to the roadway network based on engineering judgment and a select-zone model run using the most recently adopted Central Florida Regional Planning Model (CFRPM).

Kimley-Horn will collect existing available roadway segment data for the following study area roadway segments:

- Orange Avenue from Clay Street to Fairbanks Avenue
- Minnesota Avenue from Clay Street to Pennsylvania Avenue
- Fairbanks Avenue from Orlando Avenue to Park Avenue
- Morse Boulevard from Orlando Avenue to Park Avenue
- Clay Street from Orange Avenue to Fairbanks Avenue
- Orlando Avenue from Princeton Street to Lee Road
- Denning Drive from Garden Drive to Morse Boulevard
- Pennsylvania Avenue from Minnesota Avenue to Morse Boulevard
- Garden Drive from Orlando Avenue to Denning Drive
- Holt Avenue from Denning Drive to Park Avenue
- Camellia Avenue from Mills Avenue to Denning Drive

If existing data are not available for any of the above listed roadway segments, the analysis will not identify existing or background volumes.

Kimley-Horn will collect historic segment data and identify model growth within the study area using the CFRPM. Future daily volumes with and without the proposed development scenarios will be identified for Year 2025 and Year 2040.

Kimley-Horn will provide an assessment of anticipated route changes and neighborhood impacts due to additional development in the overlay district for Year 2025 and Year 2040.

Kimley-Horn will obtain available information on FDOT's current ongoing projects on Orange Avenue and on Orlando Avenue. Kimley-Horn will summarize available information and provide copies of published graphics, as available at the time when this amendment is authorized.

Kimley-Horn will assess the feasibility of implementing complete streets consistent with the hierarchy in the City's Comprehensive Plan. Kimley-Horn will describe complete streets elements, opportunities, challenges, and potential changes.

Kimley-Horn will provide generalized recommendations for the alignment of Palmetto Avenue from Orlando Avenue to Denning Drive. The recommendations will consider bicycle and pedestrian facilities, cut-through traffic, design speeds, proximity to the railroad track, and impacts to properties. The deliverable will be a narrative assessment of best practices and general alignment recommendations. This task does not include coordination with property owners to develop specific concept plans.

Potential transit strategies will be briefly summarized as applicable to the surrounding area.

Task 2 – Funding for Mitigation

Kimley-Horn will provide a summary on the differences between Proportionate Share, Transportation Impact Fees and Mobility Fees. The summary will focus on how the various strategies are applicable to key properties that may develop within the Orange Avenue Overlay District.

Task 3 – Meetings

Kimley-Horn will attend up to four (4) meetings with City staff, stakeholders, or elected officials to discuss the analysis and findings.

FUTURE Task 4 – Update Tech Memo #4 – TO BE AUTHORIZED SEPARATELY

Kimley-Horn will coordinate with the City to finalize the scope of this task prior to authorization. The text provided within this section is therefore informational only, subject to change, and not authorized as part of this amendment.

Kimley-Horn will update Technical Memorandum #4 based on a larger study area and additional analysis years, as described below.

If turning movement counts are available for the intersection of Pennsylvania Avenue and Holt Avenue, the operational performance will be evaluated. If data are not available, Kimley-Horn will provide a qualitative analysis of the intersection and anticipated impacts associated with the overlay district.

The study area intersections consist of the following:

- *Orange Avenue & Orlando Avenue*
- *Orange Avenue & Cypress Avenue*
- *Orange Avenue & Minnesota / Denning*
- *Orlando Avenue & Fairbanks Avenue*
- *Orlando Avenue & Minnesota Avenue*
- *Orlando Avenue & Fairbanks Avenue*
- *Orlando Avenue & Morse Boulevard*

The following intersections ARE NOT INCLUDED SINCE TURNING MOVEMENT DATA ARE NOT AVAILABLE:

- *Minnesota & Clay*
- *Minnesota & Pennsylvania*
- *Fairbanks & Clay*
- *Fairbanks & New York*
- *Fairbanks & Park*
- *Denning & Morse*

- *Pennsylvania & Morse*

Kimley-Horn will analyze the study area intersections for Year 2025 and Year 2040, with and without roadway improvements, for two development programs. Kimley-Horn will perform PM peak-hour intersection Level of Service (LOS) and queuing analysis for roundabout control at the two roundabout locations and for signalized control signalized intersections. Kimley-Horn will report the peak-hour average control delay, LOS, volume to capacity ratio (v/c), and 95th percentile queue length for each approach. Queue estimates will be examined relative to available storage lengths to nearby driveways and adjacent intersections.

Synchro SimTraffic software will be used to simulate and report travel time and travel speed changes.

Additional Services

Any services not specifically provided for in the above scope will be billed as additional services and performed at our then current hourly rates. Additional services we can provide include, but are not limited to, the following:

- Traffic analysis of Fairbanks Ave & New York Ave
- Traffic analysis of Fairbanks Ave & Park Ave
- Analysis of other locations / intersections
- Coordination with FDOT or other agencies
- Development of concept plans or cost estimates
- Roadway engineering
- Additional meetings

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Fees

For the services set forth above, Client shall pay Consultant the following compensation:

Kimley-Horn will perform the services in Tasks 1 – 3 for the total lump sum fee of \$55,051.70. *Task 4 will be authorized separately and is subject to revisions prior to authorization.* This fee includes all time, materials, travel and expenses. A breakdown of fee by task is provided below:

- Task 1: Update TM 3: \$45,569.56
- Task 2: Funding: \$3,813.52
- Task 3: Meetings: \$5,668.62
- *FUTURE Task 4 (not currently authorized): Update TM 4: \$86,294.28 (assumes two development scenarios, two analysis years, with and without improvements)*

Services requested beyond those specifically mentioned above can be accommodated under the Additional Services provisions of this agreement.

Lump sum fees will be invoiced monthly based upon the overall percentage of services performed. Labor fee will be billed on an hourly basis according to our then-current rates. As to these tasks, direct reimbursable expenses such as express delivery services, fees, air travel, and other direct expenses will be billed at 1.0 times cost. Payment will be due within 25 days of your receipt of the invoice and should include the invoice number and Kimley-Horn project number.

CITY OF WINTER PARK:

By: _____

Title: _____

Date: _____

CONSULTANT:

KIMLEY-HORN AND ASSOCIATES, INC.

By: _____

Title: _____

Date: _____

COMMISSIONER COOPER DATA & ANALYSIS COMMENTS RECEIVED ON MAY 19th

General: Too many exclusions of data necessary for decision making.

Is proposal valid for 120 days?

I recommend:

- KH start date to be aligned with data availability from other sources if reasonable.
- Staff to identify intersections and segments already covered by other SOWs
- Identify when necessary data will become available from those contracts
- Adjust scope as agreed by commission and get revised quotation
- Execute both segments and intersections concurrently
- Fund from Commission Contingency
- Consider land use illustrations first to reduce Task 1 to possibly 2 points.
- Review proposed compensation if data will be created under separate contracts.
- Is staff experienced to perform some of the missing data collection?
(turning movements, traffic counts, coordination with landowners, MPO and CC? It is unclear staff role.

1. KH Memo, Professional Services Agreement, Orlando Avenue Analysis, included two sections I would like to see reflected in this SOW: Project Understanding and Schedule. Please add to this SOW.

2. Do we have a shared understanding of the anticipated deliverables and how they will aid in decision making?

The commission requested “*traffic Impact analysis to assess operational efficiency for affected intersections and corridors within 1 mile.*” The KH SOW reads, “*Calculation of trip generation*”. Will the “calculation of trip generation” data be adequate for KH use in explaining how the varying levels of intensity impact how the streets and intersections operate? Request to understand impact on “operational efficiency” assumes KH report will answer questions such as:

- How long it will take residents to drive from one location to another?
- How long will they sit at traffic lights?
- How many cars will be cutting through residential neighborhoods?
- Will KH report answer these operational questions regarding increase in travel time?

Please explain the value of data on *volume* if *operational efficiency* (increased travel time) is not addressed.

3. Task 1: Lists 4 levels of intensity for future development. I understand these FARs to include the square footage of the parking garage. This understanding needs to be confirmed by the City Commission and reflected in the SOW.

4. Task 1: The listing of roadway segments needs to include Palmetto Ave from Orlando Avenue to Denning (consider assumptions on connections to D and C development- progress point parking structure entrance). This is especially important as Palmetto is anticipated to serve to relieve congestion on Orange Avenue.

5. Task 1 and Task 4: Will KH be providing graphics as opposed to only tables? Graphics would be more easily reviewed by layman and are requested.

6. Task 1: The SOW states, *"If existing data are not available for any of the roadway segments, the analysis will not identify existing or background volumes"*. Won't leaving this data out diminish value of the analysis?

The SOW states, *"KH will obtain available information on FDOTs current ongoing projects on Orange Ave and Orlando Ave. KH will summarize available information and provide copies of published graphics "as available"*.

In combination with Task 4 intersection exclusions, it appears KH intends to collect no new data. Isn't much of this data, available through Metroplan or could it not be collected and adjusted for COVID impact or older data be used and extrapolated? I appreciated the Covid impact but am not comfortable leaving out important road segments and intersections, especially Fairbanks.

Staff: With current on-going projects such as the Orlando FDOT, staff is requested to provide a schedule of what intersections and road segments are included in each of the other SOWs and a reasonable schedule for when that data will be available. We should execute this task based on availability of other data already under contract.

7. Task 1: SOW reads, *KH will provide an assessment of anticipated route changes and neighborhoods impacts....* Please identify neighborhoods you are referring to.

8. Task 1: Regarding Palmetto Avenue. Add: Staff is to provide KH with required parking garage footprint and access point to facilitate proper alignment of Palmetto Avenue.

9. Task 2: Funding Mitigation: Summary to identify data needed to formulate pool of expenses and development of impact fee/proportionate fair share/Mobility Fees.

10. Task 4: Provide definition of "larger study area" with graphic illustration.

11. Task 4: Fairbanks segment/intersections impact must be included. Data to be collected or starting point extrapolated from Metroplan existing data.

12. Task 4: Analysis required for **AM and PM peak** as patterns will vary.

12. Task 4: Perplexed by proposed cost as all of the intersections identified are part of Phase 1 OAO data or KH SOW dated 2/7/20. Who will be responsible for negotiating price?

draft