

ORANGE



COUNTY
F L O R I D A

Board of County Commissioners Meeting

Special Meeting

Local Government Infrastructure Surtax

March 2, 2026

Presentation Outline

- Background / Overview
- Trust for Public Land Findings
- Review Proposed Project Categories & Lists
- Overview of Funding
- Ballot Language Discussion
- Decision Milestones

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- **Background / Overview**
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Background

- **Multiple Visioning Sessions / BCC Meetings were held (January 2025 – January 2026)** focused on fiscal impacts of proposed state legislation, funding options, and comparative approaches used by other counties.
- Engaged with external partners—including **Seminole County, Alachua County, Miami-Dade County, City/Town Mayors and Administrators, TransMAC, and GreatBlue Research**—to gather insights on sales tax initiatives, transportation surtax frameworks, and community engagement findings.
- Reviewed key transportation initiatives and priorities (**Sunshine Corridor, LYNX, TransMAC**), and discussed potential TDT legislative options, funding comparisons, and project timelines.

Overview

ORANGE



COUNTY
FLORIDA

Interoffice Memorandum

February 24, 2026

TO: Mayor Jerry L. Demings
Commissioner Nicole Wilson, District 1
Commissioner Christine Moore, District 2
Commissioner Mayra Uribe, District 3
Commissioner Maribel Gomez Cordero, District 4
Commissioner Kelly Martinez Semrad, District 5
Commissioner Michael Scott, District 6

FROM: Byron W. Brooks, AICP, County Administrator

SUBJECT: March 2, 2026 – Special BCC Meeting – Discussion on
Local Government Infrastructure Surtax

As you may recall, during the January 13, 2026, meeting of the Board of County Commissioners (Board), the Board received a presentation from Ms. Pegeen Hanrahan, Associate Director of Conservation Finance for the Trust for Public Land (TPL). Following that discussion, on January 14, 2026, Mayor Demings submitted a letter formally requesting TPL's technical advice and assistance. This request was made to support the County's efforts to establish and sustain reliable, long-term funding through the Local Government Infrastructure Surtax, the allowable uses of which include acquiring and improving land for conservation, outdoor recreation opportunities, parks and trails, stormwater management, land acquisition for affordable housing, facilities, and transportation infrastructure.

TPL agreed to assist the County by conducting feasibility research and public opinion polling, as well as developing strategic recommendations for the Board's consideration. At the upcoming meeting, TPL will present its findings, including insights into community priorities and public sentiment regarding the potential uses described above. In addition, County Staff will provide an overview on the potential project lists, including those received from the municipalities, as well as a discussion regarding the categories for the Boards' consideration.

We will seek the Board's feedback to help inform next steps toward possible placement of the Local Government Infrastructure Surtax on the November 2026 General Election ballot and to ensure alignment as we move forward.

- **Receive TPL Findings** – Review feasibility research, public opinion polling results, and strategic recommendations regarding potential Infrastructure Surtax uses.
- **Review Project Categories & Lists – Consider proposed project lists** (including municipal submissions) and evaluate eligible funding categories.
- **Board Direction & Ballot Language Conversation – Obtain Board feedback to guide next steps** and determine potential placement of the Local Government Infrastructure Surtax on the November 2026 General Election ballot.

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Orange County, Florida

Voter Approved Funding for Capital Projects including Land Conservation, Water Protection, Recreation and Transportation

March 2, 2026

Pegeen Hanrahan, P.E.
Associate Director of Conservation Finance



**TRUST FOR
PUBLIC
LAND™**

TPL's Conservation Finance Program works to help communities protect the places they love and improve access for people to enjoy them through approval of funding both legislatively and at the ballot box.

Connecting everyone to the outdoors™

Trust for Public Land Protection Projects

Since 1972, TPL has protected more than 4 million acres of public land, created more than 5,500 parks, trails, schoolyards, and iconic outdoor places across the United States.

In Florida alone, TPL's impact includes the protection of over 180,626 acres of land and the completion of more than 470 projects.

Trust for Public Land's Orange County projects include:

West Orange Trail (1990s)

Wells Built Hotel (2000)

Tucker Ranch (2011)

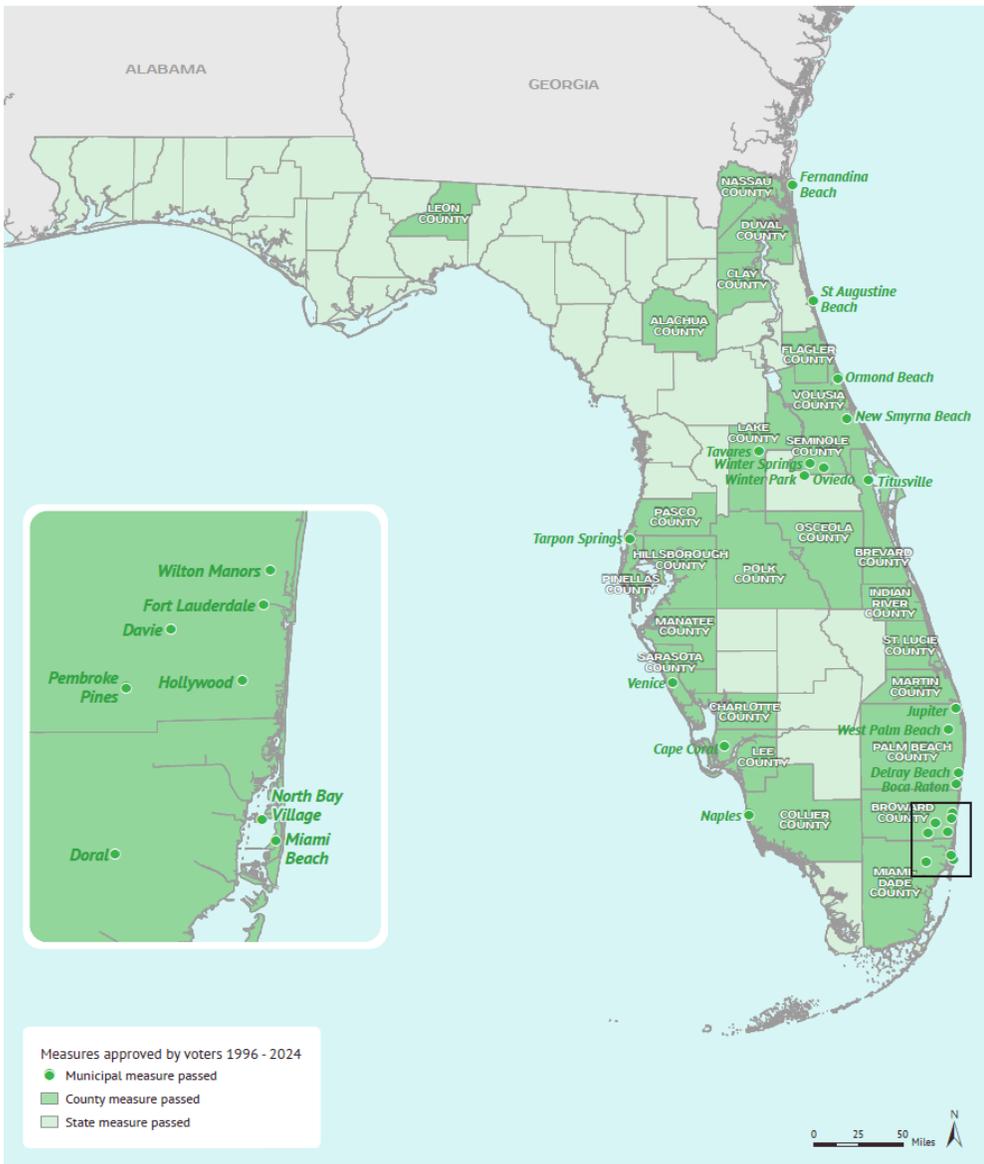
CSX/Orlando Urban Trail (2010)

Additions to Lake Eola Park (2013)

Additions to Lake Eola Park (2021)



Counties with Existing Voter-Approved Conservation Funding



Florida

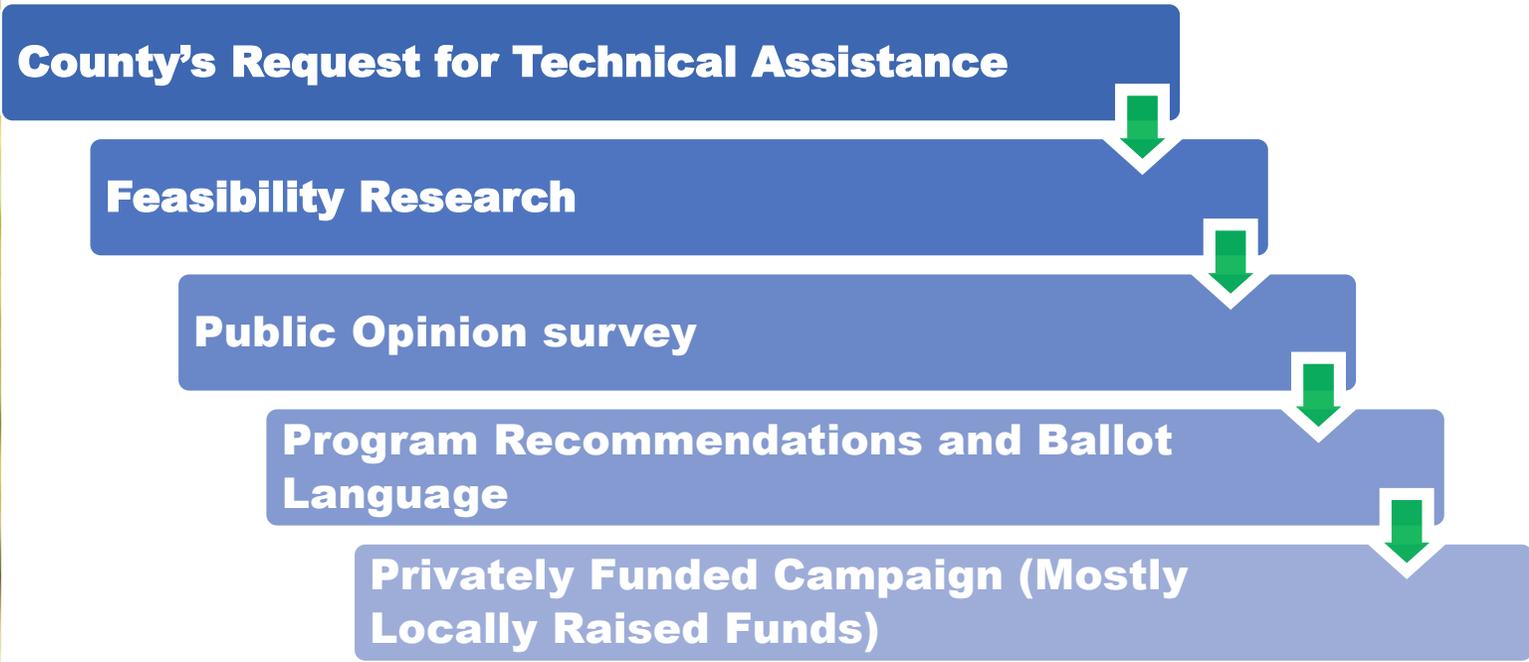
LOCAL CONSERVATION MEASURES: APPROVED BY VOTERS 1996 - 2024

March 11, 2025. Copyright © Trust for Public Land. Trust for Public Land and Trust for Public Land logo are federally registered marks of Trust for Public Land. Information on this map is provided for purposes of discussion and visualization only. www.tpl.org



- Alachua
- Brevard
- Broward
- Charlotte (2026?)**
- Clay (2024)**
- Collier
- Flagler
- Hillsborough
- Indian River
- Lake (2024)**
- Lee
- Leon
- Manatee (2026?)**
- Martin (2024)**
- Miami-Dade
- Nassau
- Osceola (2024)**
- Palm Beach
- Pasco
- Pinellas
- Polk
- Sarasota (2026?)**
- Seminole
- St. Lucie
- Volusia

We follow a well-tested road map to help decisionmakers assess funding options to see if there is one that the community will embrace.



First Step: Request for Technical Assistance from TPL



ORANGE COUNTY MAYOR
Jerry L. Demings

P.O. BOX 1393, 201 SOUTH ROSALIND AVENUE, ORLANDO, FL 32802-1393
PHONE: 407-836-7370 • FAX: 407-836-7360 • EMAIL: MAYOR@OCFL.NET

January 14, 2026

Pegeen Hanrahan, P.E.
Associate Director of Conservation Finance
Trust for Public Land
1834 Hermitage Blvd., Suite 100
Tallahassee, FL 32308

Dear Ms. Hanrahan:

With this letter, the Orange County Board of County Commissioners requests technical advice and assistance from the Trust for Public Land. This request is in connection with our efforts to develop and sustain reliable, ongoing funding sources for land and water conservation, outdoor recreation opportunities, parks, trails, stormwater management, affordable housing, and transportation.

As part of your advice and assistance, we understand that you may conduct feasibility research and public opinion surveys, and develop strategies for our consideration in establishing dedicated, ongoing sources of public funds for the purpose described above. We are interested not only in factual information that you can provide, but also in your opinions and recommendations on public financing options available to Orange County, and strategies to enact such measures. Insight into the public's priorities and attitudes concerning the purpose described above.

Information provided to Orange County will be public record as a matter of law. This request does not in any way commit public funds to the Trust for Public Land's effort. This request does not require the public disclosure of any confidential information from your organization.

This request will continue in effect for any advice you offer or presentations you submit related to such matters. In addition, we would like to take this opportunity to request that you continue to be available to provide technical advice and assistance in this area on related matters in the future.

Sincerely,

A handwritten signature in blue ink that reads "Jerry L. Demings".

Jerry L. Demings
Orange County Mayor

c: Orange County Board of County Commissioners
Byron Brooks, County Administrator
Roseann Harrington, Chief of Staff
Jeff Newton, County Attorney
Kyle Kent, Parks and Recreation Manager

- Our work is entirely privately funded
- Must have a request for technical assistance from the County Mayor and/or County Commission
- Completion of feasibility report
- Completion of public opinion polling
- Recommendations on program elements
- Work with private citizens to communicate to voters, County cannot spend resources to advocate

Second Step: Feasibility Research



Orange County, Florida

Public Finance Feasibility Study

February 2026



- Demographics
- Current Parks and Conservation Budget
- Fiscal Capacity and Finance Options
- Political Profile
- Election History
- Election Requirements
- Ballot Language Requirements
- Pathways to the Ballot
- Best Practices

Demographics

Population	Note	Orange County	Florida
Population, Census, April 1, 2020		1,533,646	21,538,187
Population, Census, April 1, 2010		1,429,910	18,801,310
Population percent change 2010-2020		7.25%	14.56%
Race and Hispanic Origin			
White alone, percent		67.60%	76.70%
Black or African American alone, percent	(a)	22.40%	16.90%
American Indian and Alaska Native alone, percent	(a)	0.70%	0.60%
Asian alone, percent	(a)	6.20%	3.20%
Native Hawaiian and Other Pacific Islander alone, percent	(a)	0.20%	0.10%
Two or More Races, percent		2.90%	2.50%
Hispanic or Latino, percent	(b)	34.90%	27.40%
White alone, not Hispanic or Latino, percent		37.20%	51.90%
Housing			
Owner-occupied housing unit rate, 2019-2023		57.40%	66.90%
Median value of owner-occupied housing units, 2019-2023		\$358,300	\$325,000
Median gross rent, 2019-2023		\$1,675	\$1,562
Family and Living Arrangements			
Households, 2019-2023		508,907	8,550,991
Language other than English spoken at home, percent of persons age 5 years+, 2019-2023		37.90%	30.10%
Education			
High school graduate or higher, percent of persons age 25 years+, 2019-2023		90.90%	89.30%
Bachelor's degree or higher, percent of persons age 25 years+, 2019-2023		38.40%	32.30%
Health			
With a disability, under age 65 years, percent, 2019-2023		8.00%	8.70%
Persons without health insurance, under age 65 years, percent		12.80%	13.60%
Income and Poverty			
Median household income (in 2023 dollars), 2019-2023		\$77,011	\$71,771
Per capita income in past 12 months (in 2023 dollars), 2019-2023		\$39,640	\$41,055
Persons in poverty, percent		12.40%	12.30%
<i>Source: US Census Quickfacts 2024</i>			
Notes			
<i>(a) Includes persons reporting only one race</i>			
<i>(b) Hispanics may be of any race, so also are included in applicable race categories.</i>			

Only 2 Counties have no Local Option Sales Tax

Florida County Local Discretionary Sale Surtax Rates									
0% - no tax		1.00%				1.50%			
CITRUS	0.00%	BAKER	1.00%	MIAMI-DADE	1.00%	ALACHUA	1.50%	MARION	1.50%
COLLIER	0.00%	BAY	1.00%	NASSAU	1.00%	CALHOUN	1.50%	MONROE	1.50%
0.50%		BRADFORD	1.00%	OKALOOSA	1.00%	CLAY	1.50%	OSCEOLA	1.50%
HERNANDO	0.50%	BREVARD	1.00%	OKEECHOBEE	1.00%	COLUMBIA	1.50%	WAKULLA	1.50%
LEE	0.50%	BROWARD	1.00%	PASCO	1.00%	DESOTO	1.50%	WASHINGTON	1.50%
MARTIN	0.50%	CHARLOTTE	1.00%	PINELLAS	1.00%	DUVAL	1.50%		
ORANGE	0.50%	DIXIE	1.00%	POLK	1.00%	ESCAMBIA	1.50%		
PALM BEACH	0.50%	FLAGLER	1.00%	PUTNAM	1.00%	FRANKLIN	1.50%		
ST JOHNS	0.50%	GILCHRIST	1.00%	SANTA ROSA	1.00%	GADSDEN	1.50%		
VOLUSIA	0.50%	GLADES	1.00%	SARASOTA	1.00%	HENDRY	1.50%		
2.00%		GULF	1.00%	SEMINOLE	1.00%	HIGHLANDS	1.50%		
HAMILTON	2.00%	HARDEE	1.00%	ST LUCIE	1.00%	HILLSBOROUGH	1.50%		
		INDIAN RIVER	1.00%	SUMTER	1.00%	HOLMES	1.50%		
		JEFFERSON	1.00%	SUWANNEE	1.00%	JACKSON	1.50%		
		LAFAYETTE	1.00%	TAYLOR	1.00%	LEON	1.50%		
		LAKE	1.00%	UNION	1.00%	LIBERTY	1.50%		
		LEVY	1.00%	WALTON	1.00%	MADISON	1.50%		
		MANATEE	1.00%						

Source: Florida Department of Revenue

Orange is one of only seven counties that levy just 0.5 cents, in this case for school capital projects.

Given that average American households spend 22% of income on taxable items, only 11% of Orange County sales tax revenues are paid by local residents.

Orange County: Estimated Revenue and Cost of Infrastructure Sales Tax			
Sales Tax	Total Annual Revenue*	Household Spending on Taxable Goods**	Annual Cost/ Household
1.0%	\$757,659,677	\$16,942	\$169
0.5%	\$378,829,839	\$16,942	\$85
Sales Tax	Total Annual Revenue*	Total Revenue Attributed to Resident Spending***	% of Revenue Generated by Residents
1.0%	\$757,659,677	\$86,221,161	11%
0.5%	\$378,829,839	\$43,110,581	11%

**Florida Dept. of Revenue; Local Discretionary Sales Surtax Estimates for FY25
Assumes default formula distribution to municipalities with roughly 70% going to the county.*

***Est. avg household spending on taxable items = 22% of median household income (\$77,011).*

****Average household spending multiplied by est. # of households in the county (508,907).*

Local Discretionary Sales Surtax Revenue Distribution		
Default Formula Estimates FY2025		
Jurisdiction	Dollars	Percentage
Orange BOCC	\$528,736,901	69.8%
Apopka	\$24,805,646	3.3%
Bay Lake	\$5,618	0.0%
Belle Isle	\$2,926,360	0.4%
Eatonville	\$988,695	0.1%
Edgewood	\$1,024,407	0.1%
Lake Buena Vista	\$8,426	0.0%
Maitland	\$8,041,973	1.1%
Oakland	\$2,167,585	0.3%
Ocoee	\$20,536,893	2.7%
Orlando	\$134,218,526	17.7%
Windermere	\$1,284,019	0.2%
Winter Garden	\$20,665,085	2.7%
Winter Park	\$12,249,543	1.6%
Total	\$757,659,677	100%

Source: Florida Dept. of Revenue Office of Tax Research

Local Discretionary Sales Surtaxes are shared between the County and its municipal governments, either by default formula or a negotiated agreement. Cities would receive about 30% of the funds.

Orange County History

Orange County Election Results (selected measures)

Date	Election	Title	Pass
November-24	General	School Capital Sales 1/2-Cent Surtax	72% Yes
November-22	General	Transportation Infrastructure One-Cent Surtax	42% Yes
August-22	Primary	School Board Millage - One Mill	82% Yes
November-14	General	Statewide Constitutional Amendment 1 - Water and Land	80% Yes

Voter Turnout and Registration

Orange County Voter Turnout			
Date	Election	# of Voters	% Turnout
Aug-20	Primary	143,587	25%
Nov-20	General	145,810	75%
Aug-22	Primary	143,587	21%
Nov-22	General	145,720	47%
Aug-24	Primary Election	138,203	17%
Nov-24	General	143,036	73%

[Florida Department of State - Election Results \(myflorida.com\)](https://myfloridavotes.com)

Voter Registration		
Party	Registered	%
Republican	226,534	28%
Democrat	317,412	39%
Minor Party	29,590	4%
No Affiliation	245,814	30%
Total	819,350	100%

[Voter Registration - By County and Party - Division of Elections - Florida Department of State](https://myfloridavotes.com)

Third Step: Public Opinion Survey

- Trust for Public Land commissioned a survey of 812 likely November 2026 general election voters in Orange County, Florida from February 18th to 22nd, 2026, conducted by Inquire, LLC of Miami.

A multi-modal approach was employed via live telephone calls (62%) and self-administered text messages (38%) in both English and Spanish. The live telephone interviews were conducted by professional bilingual interviewers with respondents contacted by both landline phone and cell phone. The text message respondents were sent a personalized invitation to complete the survey on a secure online platform. Interview selection was random and interviews were stratified by precinct, race/ethnicity, age, gender, party registration and educational attainment to correlate with actual voter turnout from previous even-year November general elections.

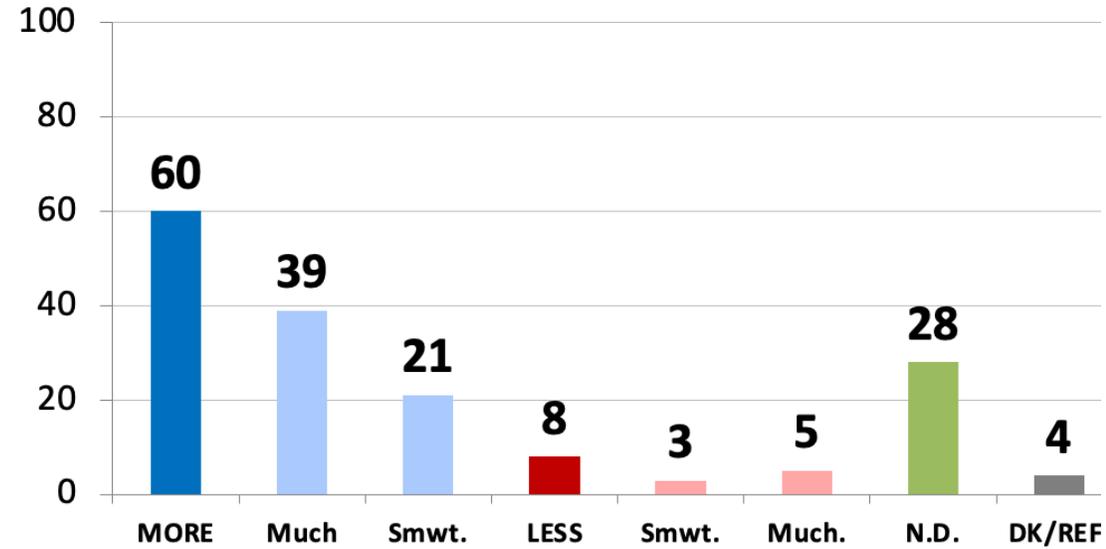
In order to qualify for this survey, voters had to have voted in at least two of the last four even-year November general elections or registered to vote in Florida in 2025. Additionally, all respondents had to indicate that they are likely to vote in the November 2026 general election.

This poll of 812 likely November 2026 general election voters has an accuracy of +/- 3.4% at a 95% confidence interval. Split-sampled questions (N=407/405) have a margin of error of +/- 4.9%.

Key Survey Findings

- Tested both ½ cent and full cent options. Both strongly passed threshold support, half cent was stronger at 62% yes.
- Tested 10 years, 20 years and 30 years. Ten is strongest.
- Conservation and parks uses tested strongest, and 60% said this provision would make them more likely to support the proposal.
- 59% said Orange County is growing too fast, 30% said about right, 5% too slowly.
- Accountability measure such as an annual public audit, full public disclosure of how funds are spent and citizen oversight committees enhance confidence in the proposal.
- All of the tested uses of funds demonstrated substantial public support, with addressing conservation, reducing traffic congestion and road repair uses highest.

This proposal that you were just asked to vote on would create a new sales tax to improve roads, transit and other infrastructure in Orange County. Another provision would acquire land to protect water quality and preserve wildlife habitat, natural areas and parks. Does this land conservation provision make you more likely or less likely to support this proposal? If it would make no difference, you can indicate that as well.

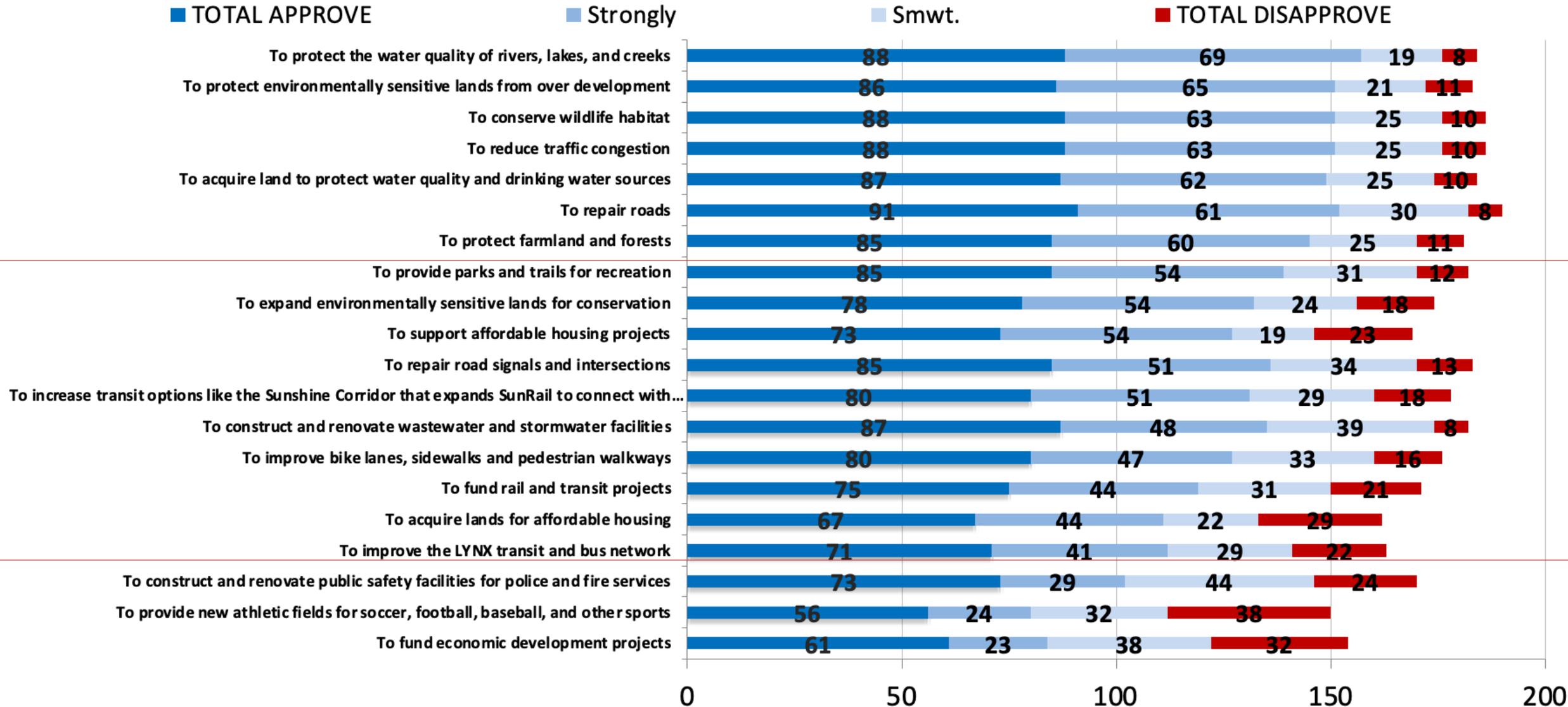


FL Orange County - GEN
February 2026

inquire

Uses for Funds Summary

(Split-Sampled; Ranked Greatest to Least by "Strongly Approve")



Key Decisions for Orange County

- **Move forward in 2026 or wait until 2028?** Ballot language would need to be adopted and transmitted to OPPAGA in Tallahassee before May 7, 2026.
- **Half cent or whole cent?** Half cent raises approximately \$379 million per year, one cent raises \$758 million per year, in either case the municipalities receive about 30%, and residents of Orange County pay about 11% of the revenue, with the remainder coming from business and non-residential entities, visitors and out-of-county shoppers.
- **Length of levy?** Of those tested (10, 20, 30) shorter was better.
- **List of allowable uses and project lists.** Each city and the county have submitted capital needs. The County can narrow these, if desired. We recommend keeping controversial or difficult to accomplish projects out of voter-approved funding sources.



Fourth Step: Ballot Language Option to Consider

Orange County Together: Water Quality, Conservation, Transportation, Public Safety, Infrastructure, Parks, Affordable Housing Sales Surtax (15 words/15 allowed)

Shall Orange County: Acquire, improve, and expand lands for conservation, wildlife, water quality, recreation, parks and public facilities; repair roads and improve road safety; support rail and transit projects; build and renovate water, wastewater, stormwater, public safety, and other authorized infrastructure projects; acquire lands for affordable housing; fund economic development projects under Florida Statute 212.055(2)(d)(3); with citizen oversight and annual public audits; by levying a percent sales surtax for years starting January 2027?

(75 words/75 allowed)

Seminole County Ballot Language

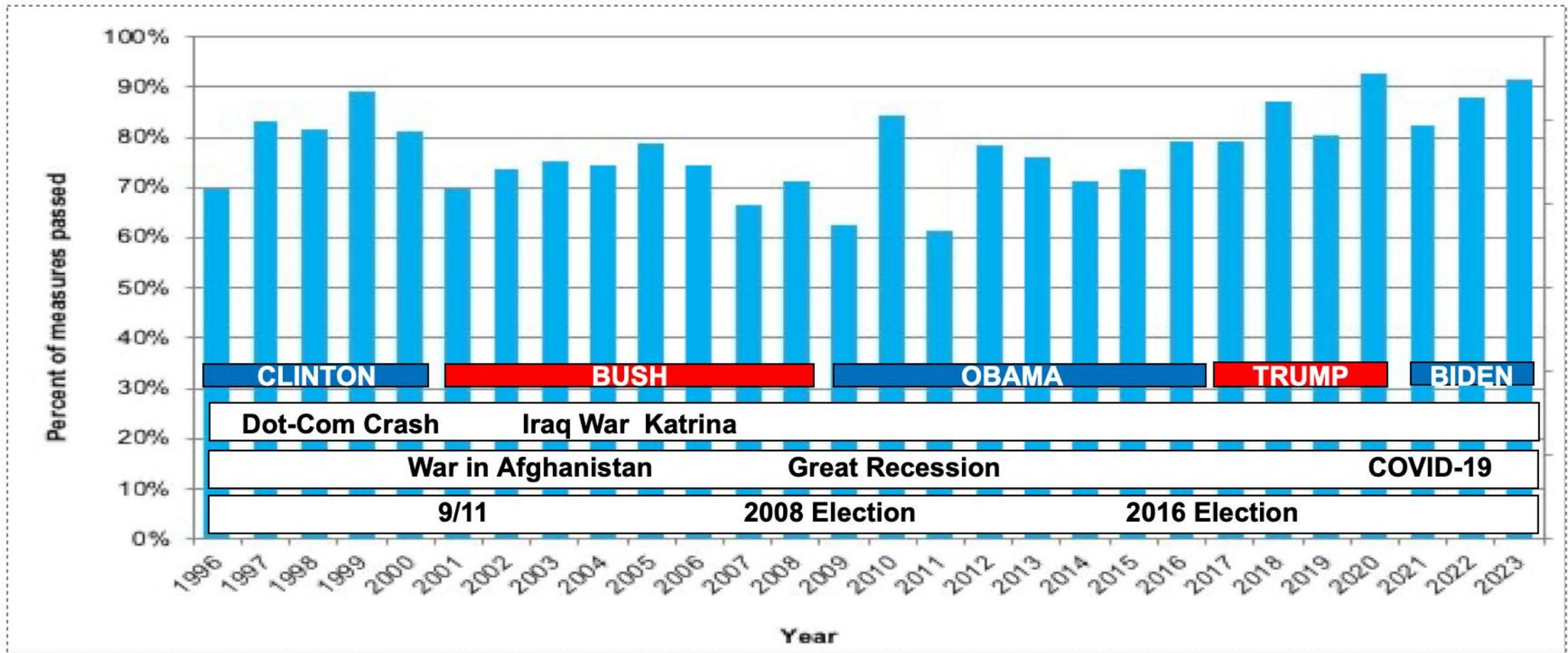
Seminole County	11/2024	Pass	73%	<p>REFERENDUM ON EXTENSION OF EXISTING INFRASTRUCTURE SALES SURTAX For the purpose of improving local schools, reducing traffic, improving parks and recreational opportunities, reducing flooding, purchasing environmentally sensitive lands, and improving public safety, shall Seminole County renew the existing one-cent sales surtax paid by visitors and residents until December 31, 2034 with all the dollars kept in Seminole County?</p> <p>FOR the one-cent sales tax AGAINST the one-cent sales tax</p>
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Fifth Step” Program Recommendations Reinforce Accountability

- Community outreach to inform on plan
- Equitable distribution of funds and transparent selection process
- Fiscal impact: Lower cost is usually easier to pass
- Levy duration: Less sensitive than the amount, but 10 years is often a dividing line
- Large November elections have higher success
- Citizen oversight, independent audit for how funds are spent – accountability is key



Reminder: Most Ballot Measures that Include Conservation Are Passed by Voters



77% Overall Approval Rate Across the United States

Overcoming Prior Losses is Possible: Alachua County Sales Tax History

- 1998 – **Failed** Half Cent Parks and Recreation Tax
- 2000 – **Passed** Alachua County Forever Bonds (not a sales tax), \$29M Land Conservation Program **ACT/TNC Helped**
- 2001 – **Passed** One Cent for Criminal Courthouse (One Year, One Penny, One Courthouse)
- 2004 – **Failed** Half Cent for Parks, Half Cent for Roads (Better Parks Better Roads)
- 2008 – **Passed** Half Cent for Conservation and Parks (Wild Spaces Public Places) **TPL Helped**
- 2012 – **Failed** Three Quarters Cent for Charter County Regional Transportation System
- 2014 – **Failed** One Cent for Charter County Regional Transportation System
- 2016 – **Passed** Half Cent for Conservation and Parks (Wild Spaces Public Places 2.0) **TPL Helped**
- 2022 – **Passed** One Cent for Conservation, Parks, Roads, Fire Stations and Affordable Housing (Wild Spaces Public Places 3.0) **TPL Helped**

Local Government Infrastructure Surtax - s. 212.055(2), F.S.				
Alachua	Imposed Levy	1%	Jan. 1, 2002	Dec. 31, 2002
Alachua	Imposed Levy	0.5%	Jan. 1, 2009	Dec. 31, 2010
Alachua	Imposed Levy	0.5%	Jan. 1, 2017	Dec. 31, 2022
Alachua	Increased Rate	1.0%	Jan. 1, 2023	Dec. 31, 2032

Sixth Step: We Can Help Local Citizens Campaign



Campaign Co-Chairs (Left to Right):
 Joy Glanzer, Newberry City Commissioner, 2017-2019
 Eric Godet, President/CEO, Greater Gainesville Chamber
 Becky Burleigh, Gator Women's Soccer Coach, 1994-2021
 Tom Kay, Executive Director, Alachua Conservation Trust

Vote Early From Oct 24 to Nov 5

"The Wild Spaces and Public Places program and its predecessor, Alachua County Forever, have done a great job protecting environmentally important areas. But there are more wild spaces to be protected along with a need for more public places to host concerts, meetings and sporting events. Thankfully, county voters will have a chance to extend funding for the program on the ballot this fall."



May 29, 2022

Radio Ad,
Click on
Logo:



Endorsed By:

Alachua Conservation Trust, Greater Gainesville Chamber of Commerce, 1000 Friends of Florida, International Association of Fire Fighters Local 3852, Trust for Public Land, Florida Defenders of the Environment, the Gainesville Iguana, Sierra Club, Florida Native Plant Society, Florida Conservation Voters, Alachua County Young Democrats, the Alachua County Central Labor Council, Gainesville Citizens for Active Transportation, and the Alachua Democratic Executive Committee

For more information visit wildspacespublicplaces.org

This is a private citizens' committee and no taxpayer funds are used.

Pd. Pol. Adv. paid for by
 Wild Spaces & Public Places
 3929 West University Avenue
 Gainesville, FL 32607



Vote For Wild Spaces and Public Places

Wild Spaces Public Places, Road Repair, Fire Stations, and Affordable Housing One Percent Sales Tax

Shall Alachua County: Acquire and improve lands for conservation, wildlife habitat, water quality, and recreation; operate and maintain parks and recreation facilities; repair roads and improve road safety; construct and renovate fire stations and other public facilities; acquire lands for affordable housing; fund economic development projects pursuant to Florida Statute 212.055(2)(d)(3); provide citizen oversight and independent audit, by levying a one percent sales surtax for ten years starting January 1, 2023?

FOR the one-cent sales tax
 AGAINST the one-cent sales tax

Vote FOR by November 8 or Vote Early From Oct 24 to Nov 5



Everyone Has a Role to Play, County Staff is Most Constrained

Activity	Citizens/Volunteers/Businesses/ Civic Groups	Elected Officials	Staff	Consultants and Non-Profits
Participate in Establishing Process to Prioritize Projects, Expenditures	Yes	Yes	Yes	As Requested Only
Ensure Public Integrity, Transparency, no Quid pro Quos, etc.	Yes	Yes	Yes	Yes
Research Funding Options, History, Fiscal Impact	Probably Not - Most Don't	Probably Not - Most Don't	Yes	Yes
Conduct Public Opinion Polling	Probably Not - Most Don't	Probably Not - Most Don't	Probably Not - Most Don't	Yes
Write Ballot Language	Probably Not - Most Don't	Probably Not - Most Don't	Yes	Yes
Discourage Opposition	Yes	Yes	Probably Not - Most Don't	Yes
Raise Funds for Campaign	Yes	Yes	No	Yes
Advocate for YES votes	Yes	Yes	Probably Not - Most Don't	Yes
Stay on Key Messages	Yes	Yes - Remain Neutral, Share Costs too	Yes - Remain Neutral, Share Costs too	Yes
Respond to Citizen, Press Questions, Speaking Events	Designated Individuals Only	Yes	Yes - Remain Neutral, Share Costs too	As Requested Only
Volunteer Time for Campaign	Yes	Yes	Probably Not - Most Don't	Yes
Donate to Campaign	Yes	Yes	Probably Not - Most Don't	Yes
Access Voter File, Send Mail, Buy Ads, etc.	Yes	Probably Not - Most Don't	No	Yes
Put up signs, hand out shirts, staff booths, etc.	Yes	Yes	Probably Not - Most Don't	Yes
Offer Anything of Value in Exchange for Support	No	No	No	No

For Further Information



Pegeen Hanrahan, P.E.
Trust for Public Land



Associate Director of
Conservation Finance

Pegeen.Hanrahan@tpl.org

Website: tpl.org

352-665-5939

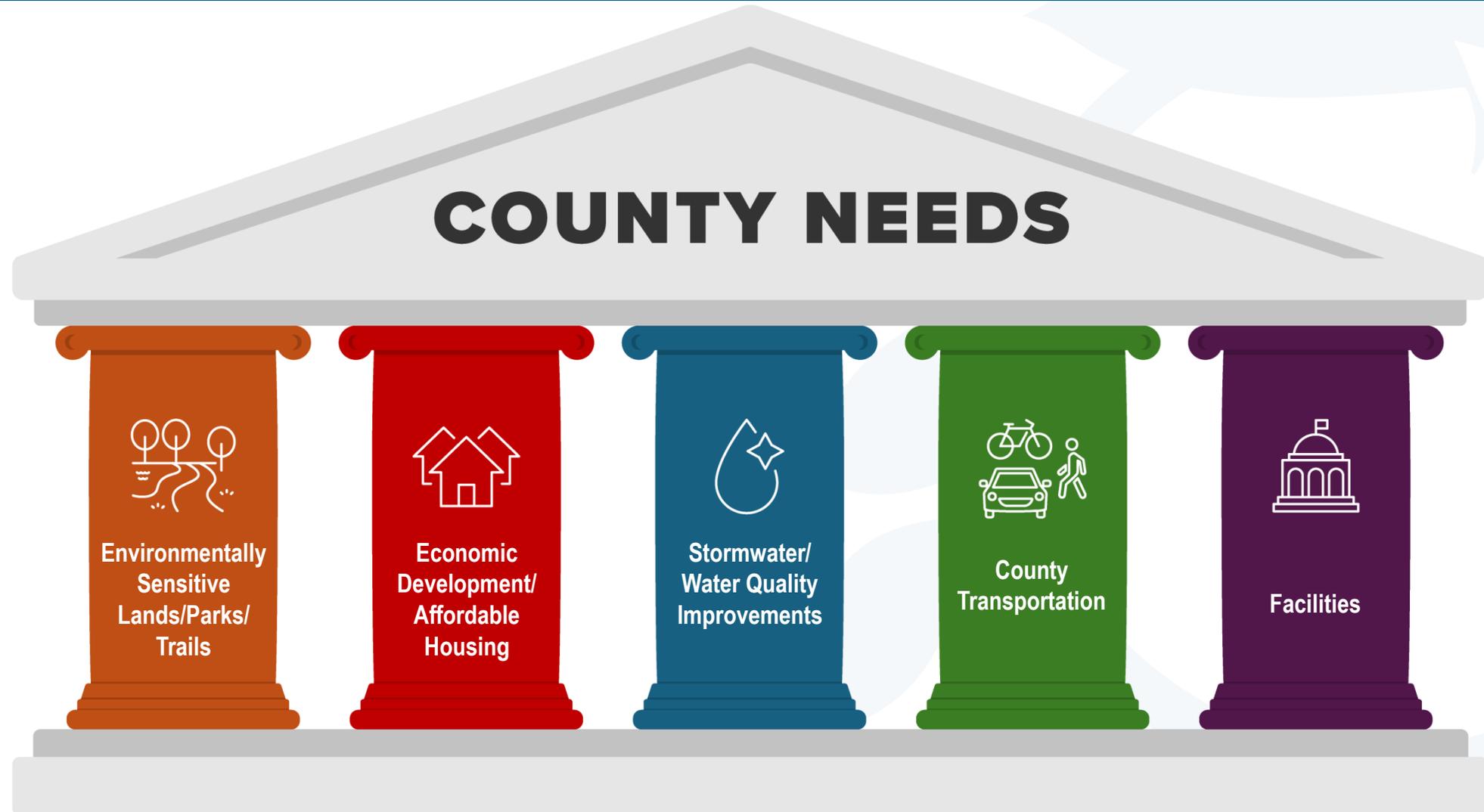


Thank You!
Questions?

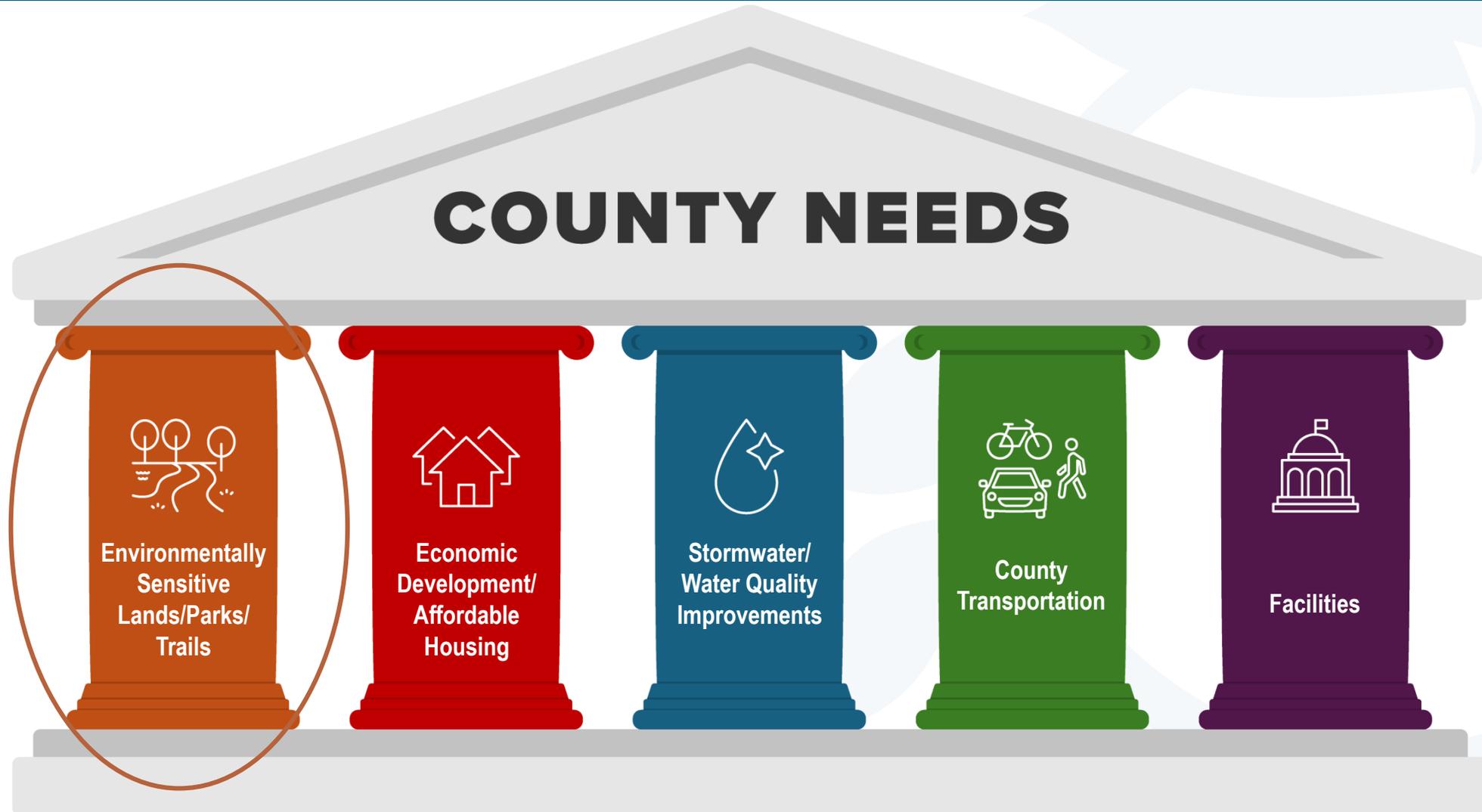
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Proposed Project Categories & Lists



Proposed Project Categories & Lists



Proposed Project Categories & Lists

Environmentally Sensitive Lands

- **Public Benefits**
 - Protect wildlife habitats
 - Protect water resources
 - Foster a resilient community
 - Foster economic diversity
 - Foster sustainable development
 - Foster a healthy community
- **Consistent and transparent process in place**
- **3,418 acres acquired with \$100M funding received in 2022**

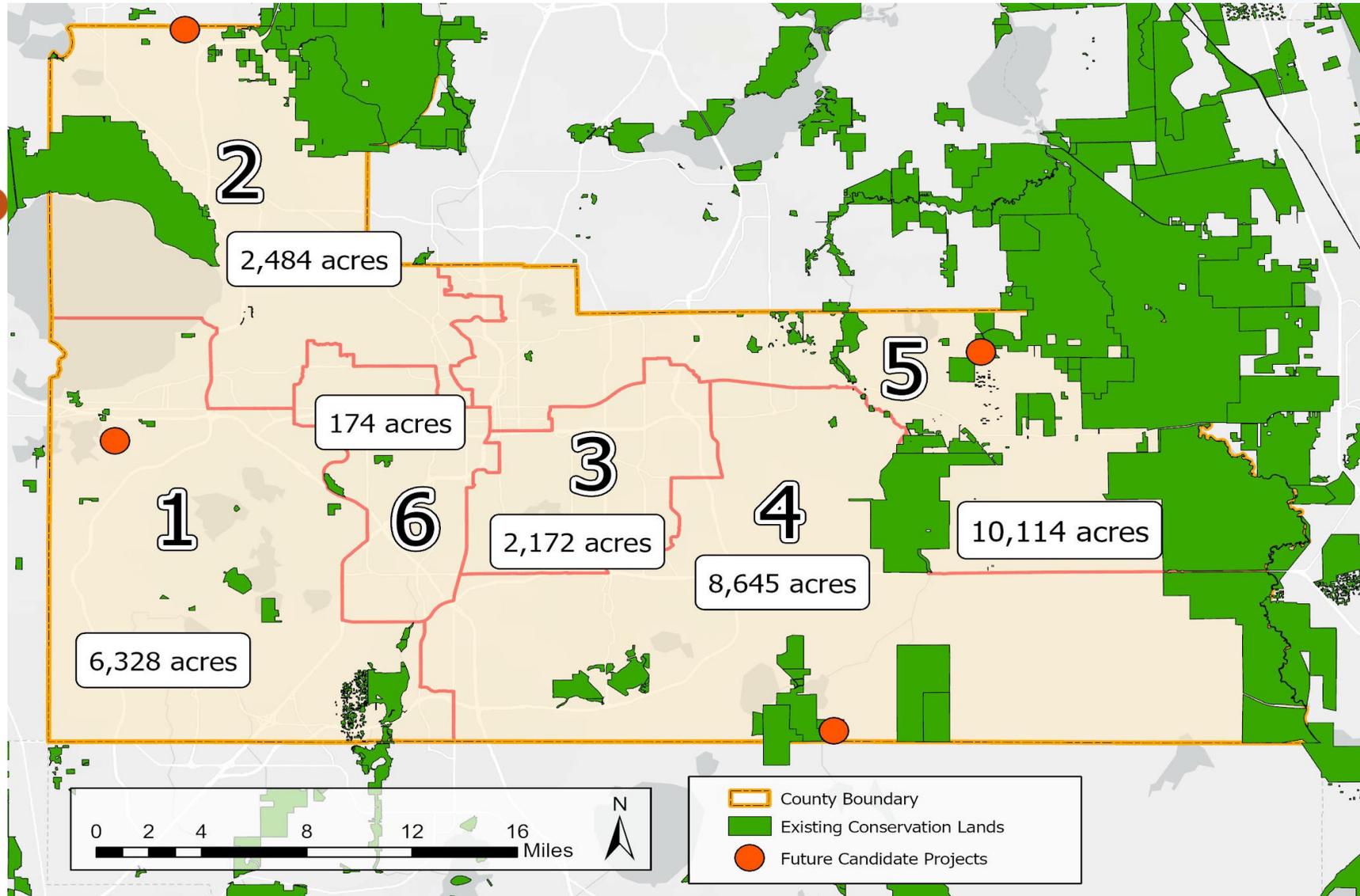


Environmentally
Sensitive
Lands/Parks/
Trails



Proposed Project Categories & Lists

Potential Green PLACE Acquisitions by District



Total Potential future Preservation Acres:
29,917 acres

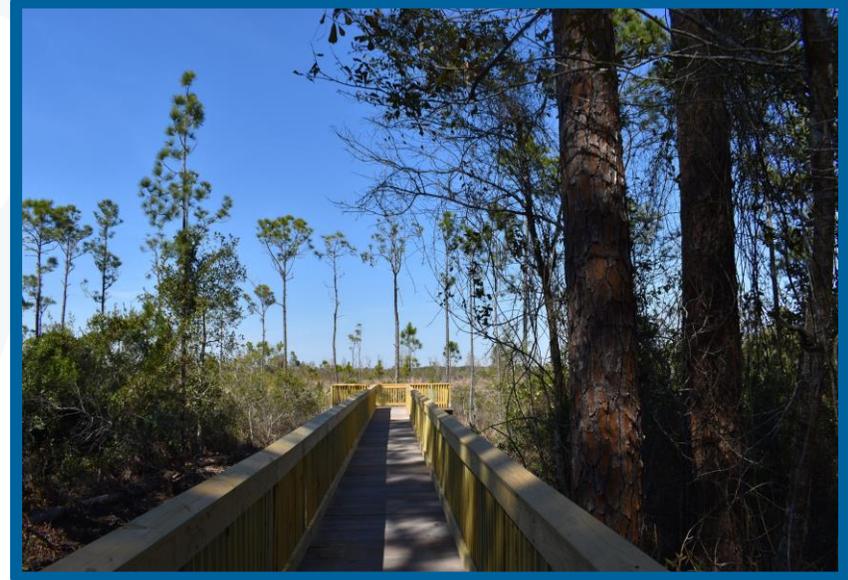
Proposed Project Categories & Lists

Green PLACE Amenities

- 16 open properties; 3 planned;
 - 12 CIP in process: ~\$12M
 - Trailheads
 - Trails
 - Observation Piers



Environmentally
Sensitive
Lands/Parks/
Trails



Proposed Project Categories & Lists

Recreation Trails and Campground



2022 Trails Master Plan includes unfunded projects:

- a. Sandspur Trail Extension
- b. East Orange Trail
- c. Horizon West Trail Phase 2

2016 Park Master Plan called for additional family campgrounds



Environmentally Sensitive Lands/Parks/Trails

Proposed Project Categories & Lists

Community and District Parks

- The Park Master Plan calls for an additional:
 - 7 Community Parks (≥ 20 acres)
 - 2 District Parks (≥ 150 acres), including sport complex amenities
- Advocacy and growing need for adaptive sports facility
- Needs could be met through completion of Horizon West Regional Park Phases 2 and 3



Proposed Project Categories & Lists

Senior Center and Rural Heritage



Environmentally
Sensitive
Lands/Parks/
Trails

- 2023 Senior Needs Assessment identified a growing need for a recreation center and engagement in Southwest Orange County.
- The Museum Assessment Program completed in 2023 identified a need for a secure, climate-controlled rural heritage center at Fort Christmas Historical Park.

Proposed Project Categories & Lists

Parks Aging Facilities

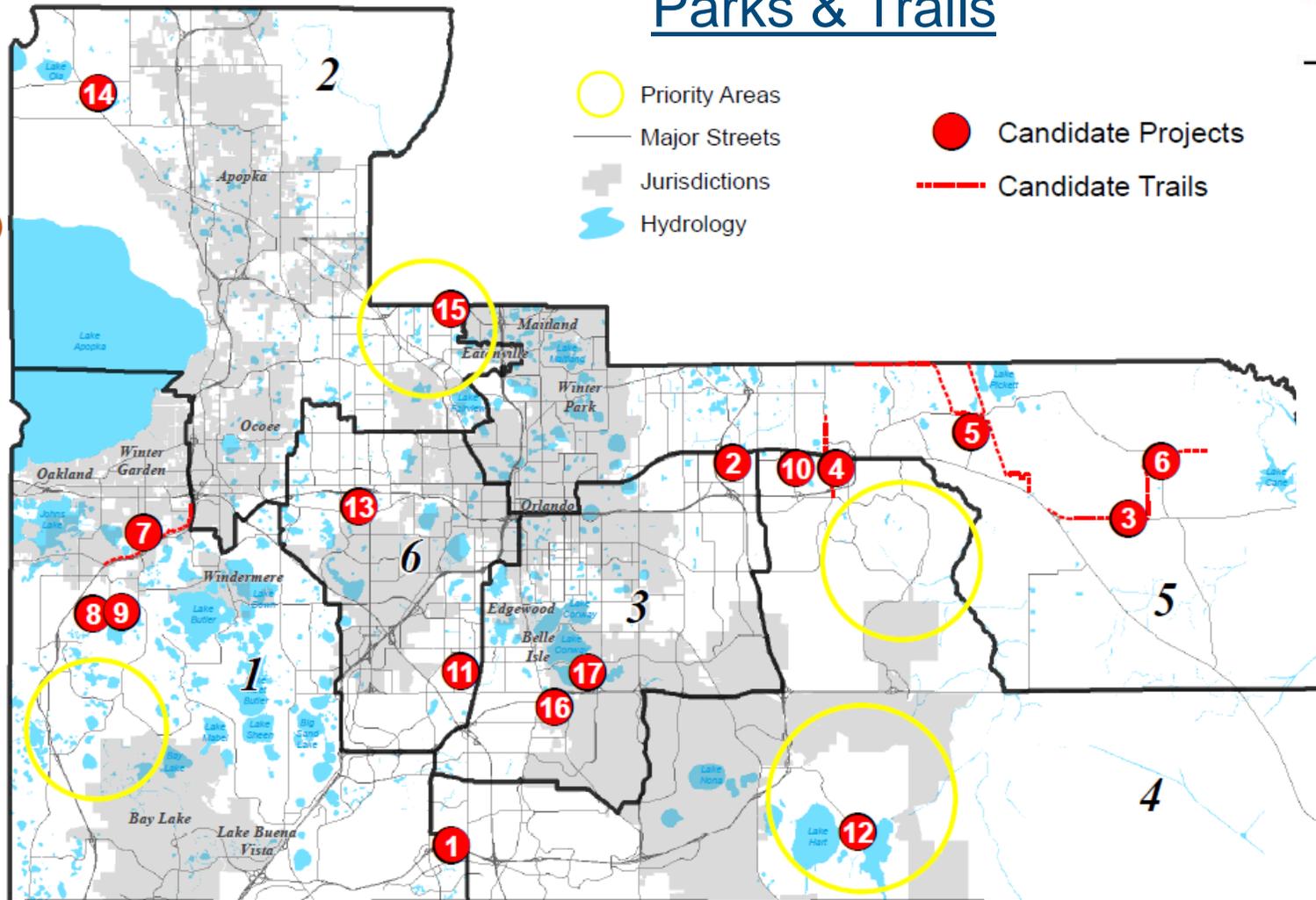
Playgrounds and restrooms require replacement to meet universal accessibility standards and building codes.



Playgrounds exceeding twenty-five years old: Warren, Donny Brook, Taft Park, East Orange Neighborhood, among others.

Proposed Project Categories & Lists

Parks & Trails



IDENTIFIED CANDIDATE PROJECTS

ID	Project
1	Brandon Coates Community Park (Restroom/Soccer End)
2	Donnybrook Park (Playground)
3	East Orange District Park
4	East Orange Neighborhood Park (Restroom/Playground)
5	East Orange Trail
6	Fort Christmas Park (Cultural Heritage/Conservation)
7	Horizon West Trail Phases 1B and 2
8	Horizon West Regional Park
9	Horizon West Regional Park
10	Innovation Way Trail Phase 1C
11	Lake Ellenor Community Park
12	Moss Park (Restroom)
13	Orlo Vista Park (Renovation)
14	Sadler Road Community Park
15	Sandspur Trail Extension
16	Taft Neighborhood Park (Playground)
17	Warren Park (Restrooms/Playground)

OTHER CANDIDATE PROJECTS (Not Represented on Map)

ID	Project
18	7 New Community Parks (20 Acres)
19	2 New District Parks
20	New Family Campground
21	New Senior Recreational Center
22	Adaptive Sports Complex
23	Replace Aging Playgrounds and Restrooms



Proposed Project Categories & Lists

COUNTY NEEDS

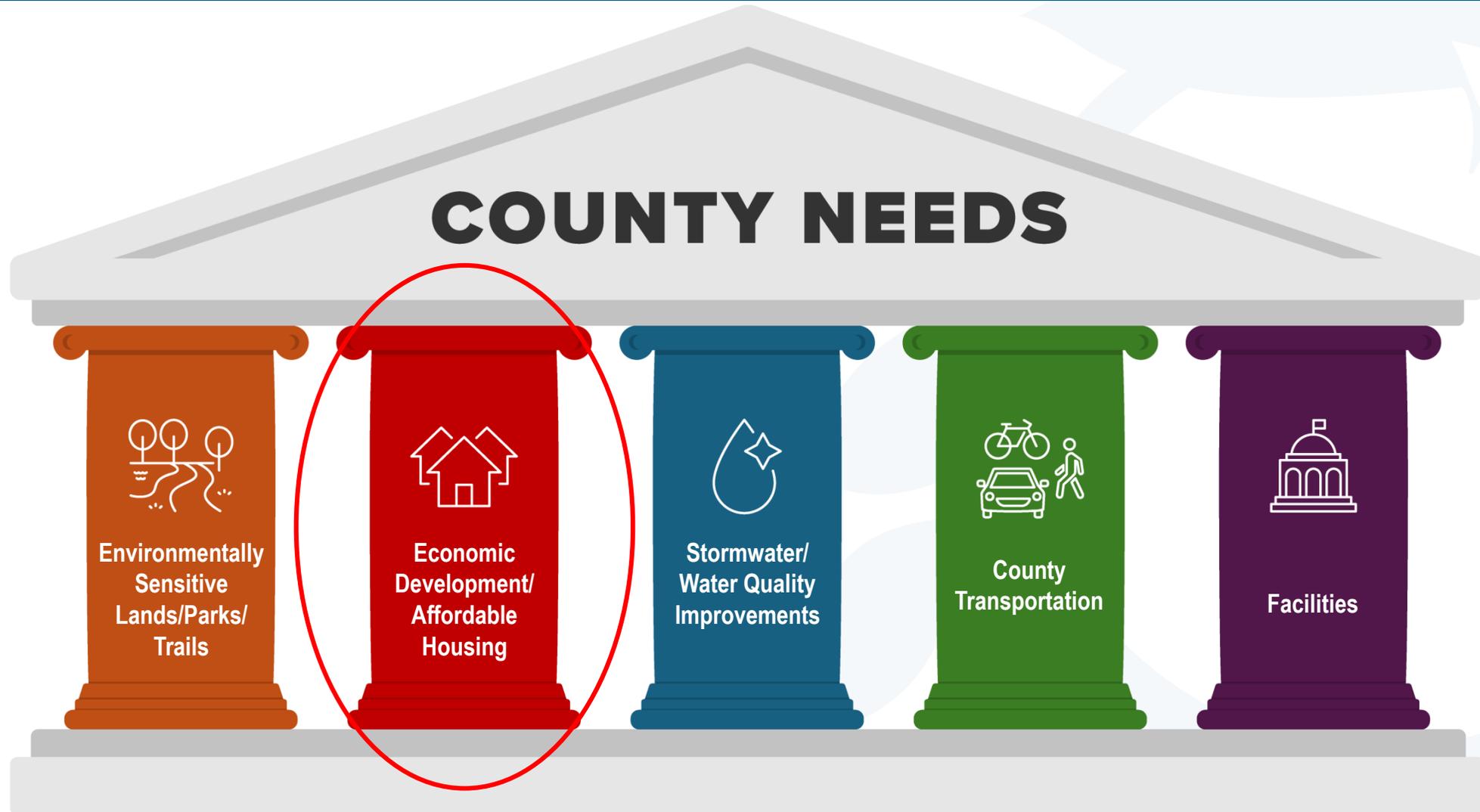
- Environmentally Sensitive Lands \$520M
- Parks and Recreation & Multimodal Trails \$383M

Total Needs \$903M



Environmentally
Sensitive
Lands/Parks/
Trails

Proposed Project Categories & Lists



Proposed Project Categories & Lists

Affordable Housing

- **Affordable Housing Strategy: land acquisition** for a residential housing project.
- The housing project must dedicate at least 30% of the units as affordable to households with incomes not exceeding 120% of the Area Median Income (AMI).
- The **land must be owned by a local government or a special district** that enters into an agreement with a local government to provide housing.
- The local government or special district may enter into a **ground lease** with a public or private person/entity for nominal or other consideration to construct a qualified housing project on the acquired land.



Economic
Development/
Affordable
Housing

Proposed Project Categories & Lists

Economic Development

- Up to 15% of funds may be allocated to deposit into a trust fund dedicated to economic development projects.
- Expenditures must serve a public purpose to improve local economies, including funding operational costs and incentives related to economic development.
- The ballot statement must expressly indicate the intent to make an allocation under Economic Development.
- Portion of the Economic Development dollars can be allocated for:
 - Transit and mobility investments
 - Support for small business
 - Affordable housing



Economic
Development/
Affordable
Housing

Proposed Project Categories & Lists

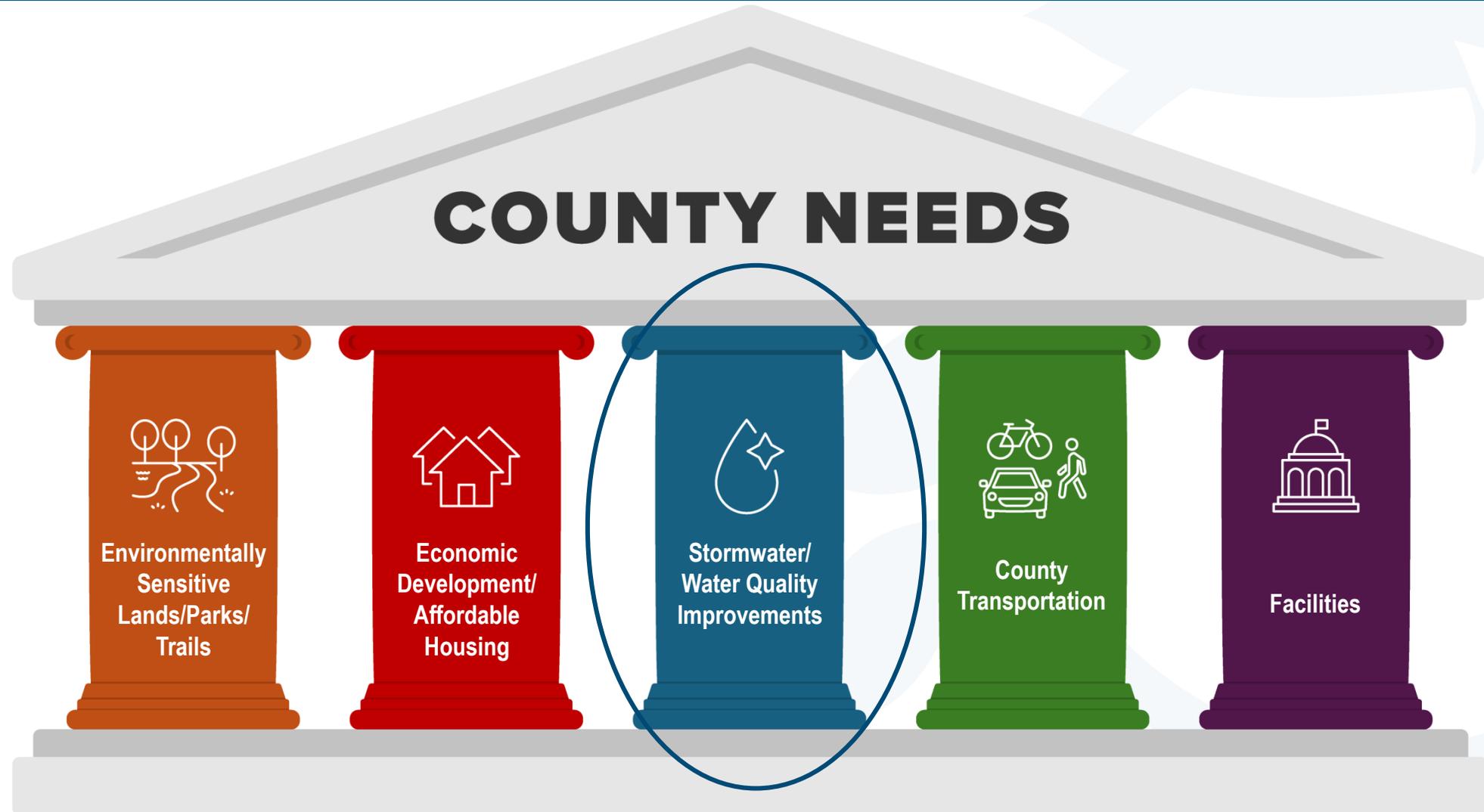
Economic Development Trust Fund

- Use of ED funds for affordable housing: Affordable/Workforce Housing Incentive Program that ties potential projects to employment centers or targeted industries.
- Housing is part of the infrastructure needed to advance economic development.
- Affordable - up to 80% of the AMI; Workforce housing - 81-120% of the AMI
- Can be used for housing projects that are:
 - Located within a certain distance of major employment centers (to be defined)
 - Serve households at specific wage bands tied to industry wages
- Requires long-term affordability covenants and measurable outcomes.
- Funds can be used to cover gap financing; site prep; predevelopment costs; etc.
- Charter amendment, passed in 2024, provided for the continuation of the County's Affordable Housing Trust Fund (AHTF) in perpetuity.



Economic
Development/
Affordable
Housing

Proposed Project Categories & Lists



Proposed Project Categories & Lists



May 6, 2025 BCC

- Current Level of Service is below LOS D (100+ year implementation)
- BCC provided direction to advance to Phase 2 (development of project lists, rate structure)

Late 2026

- BCC determines rate structure, credit policy, implementation schedule
- Implementation phase (public hearings, coordination with Comptroller & Property Appraiser)



Stormwater Utility

Goal: To increase resilience to flooding and raise the stormwater level of service (to LOS B / 25 year) to protect neighborhoods and sustain and improve the quality of lakes, rivers and springs.

Proposed Project Categories & Lists

Stormwater and Water Quality

■ Drainage Improvement Funding Needs

- \$897M in CIP projects
- Basin Master plans not completed, estimated at \$50M-\$75M per basin, but could go significantly higher
- Older neighborhoods without stormwater treatment and collection
- Pump station improvements

■ Water Quality Funding needs

- \$28M in CIP projects
- Pond retrofits, treatment trains, green infrastructure
- Older neighborhoods with no treatment

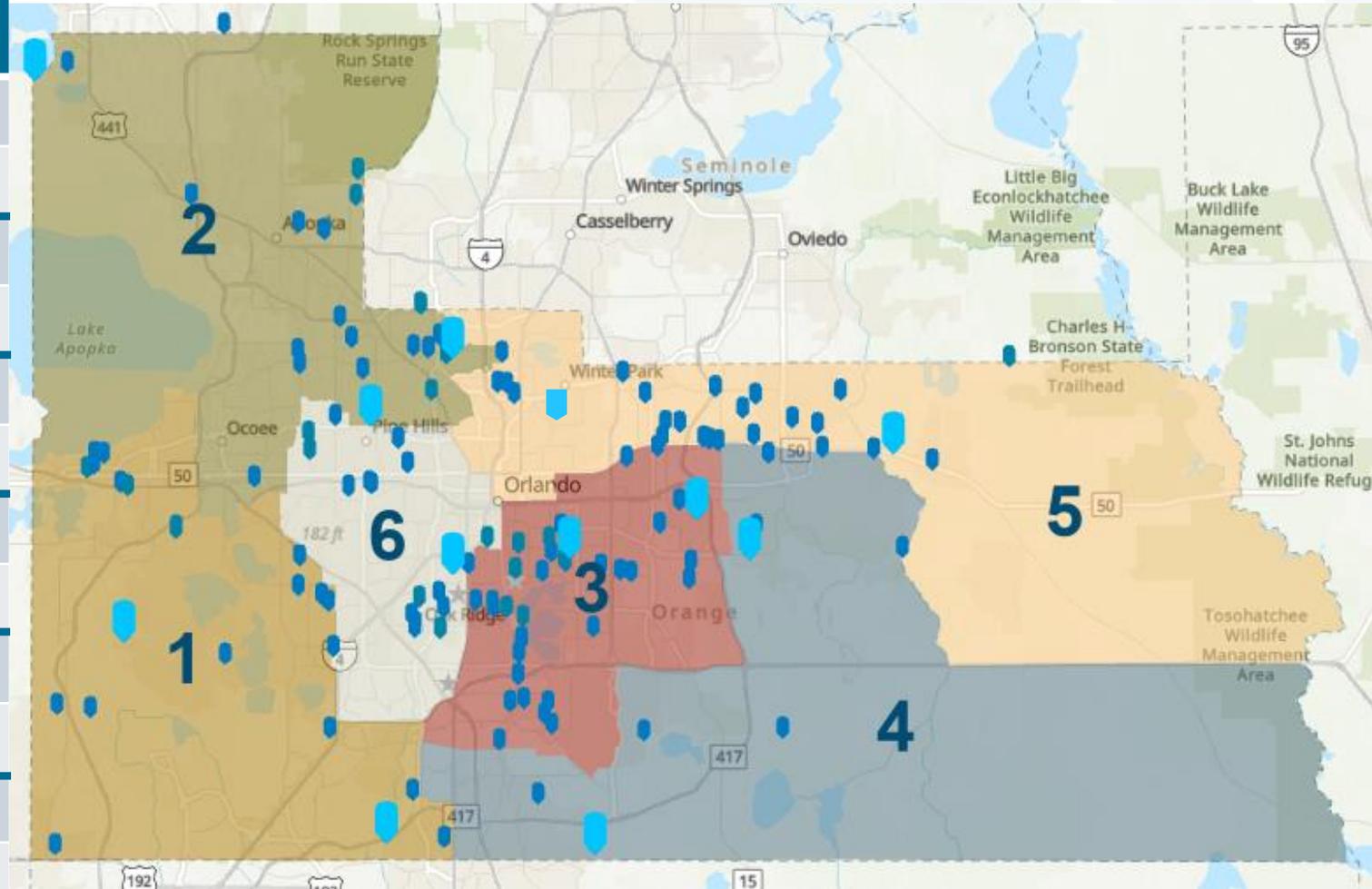


Orlo Vista Flood Mitigation Project



Stormwater and Water Quality

District	Candidate Projects ( Example Drainage and Water Quality)
1	Signature Lakes Drainage (D)
	Shingle Creek Pine Flatwood Pump and Treat (WQ)
2	Kingswood Manor (D)
	Lake Carlton Sediment Inactivation (WQ)
3	Rio Pinar Drainage (D)
	Lake Condel Wetland Restoration (WQ)
4	Andover Lakes Drainage (D)
	Boggy Creek Septic Program (WQ)
5	Old Cheney Drainage (D)
	Beeman Park Baffle Box (WQ)
6	Woodsmere Pump Station (D)
	Lake Buchanan Pond (WQ)



Proposed Project Categories & Lists

COUNTY NEEDS

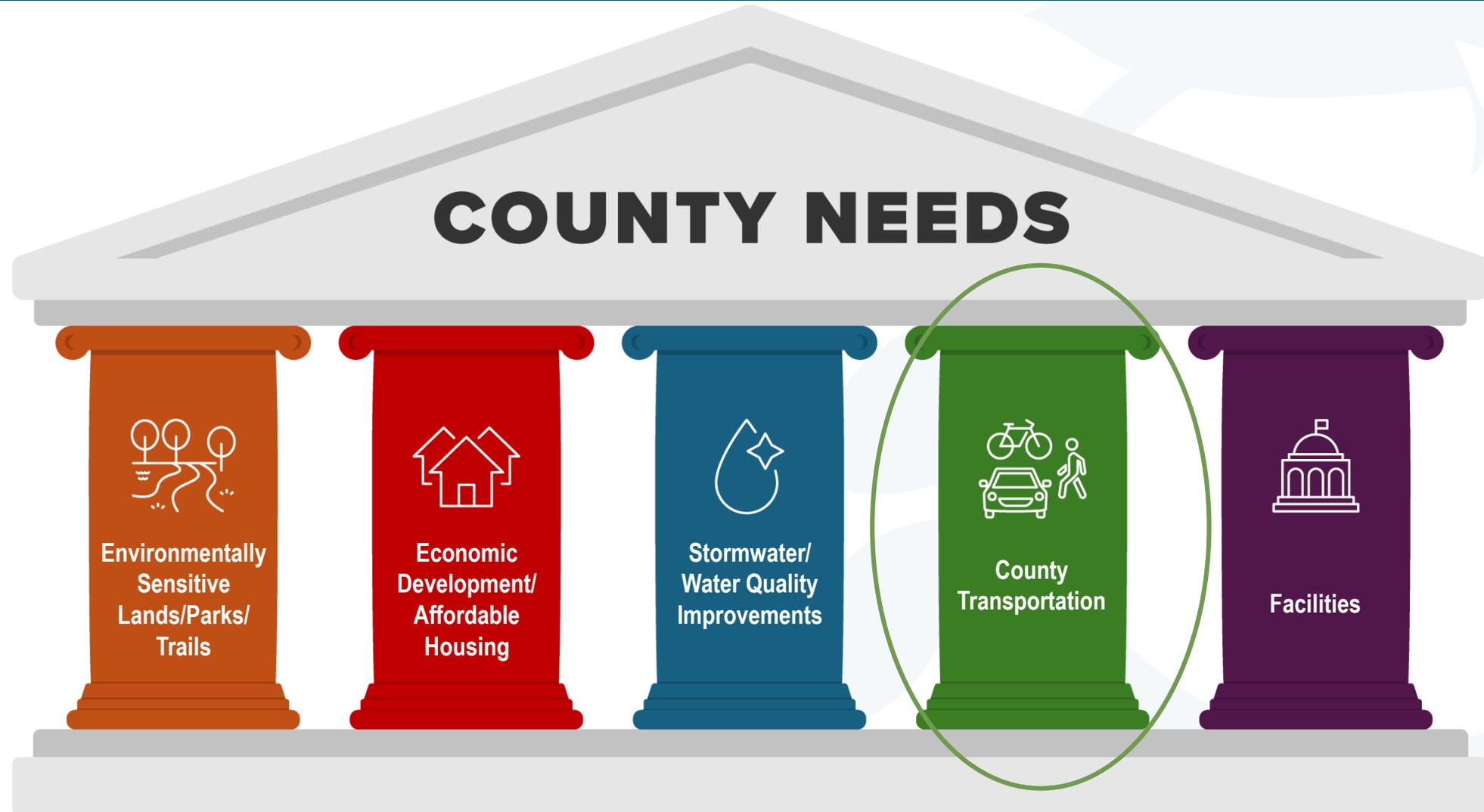
- Flood/Drainage Improvement \$897M
- Water Quality \$ 28M

Total Needs \$925M



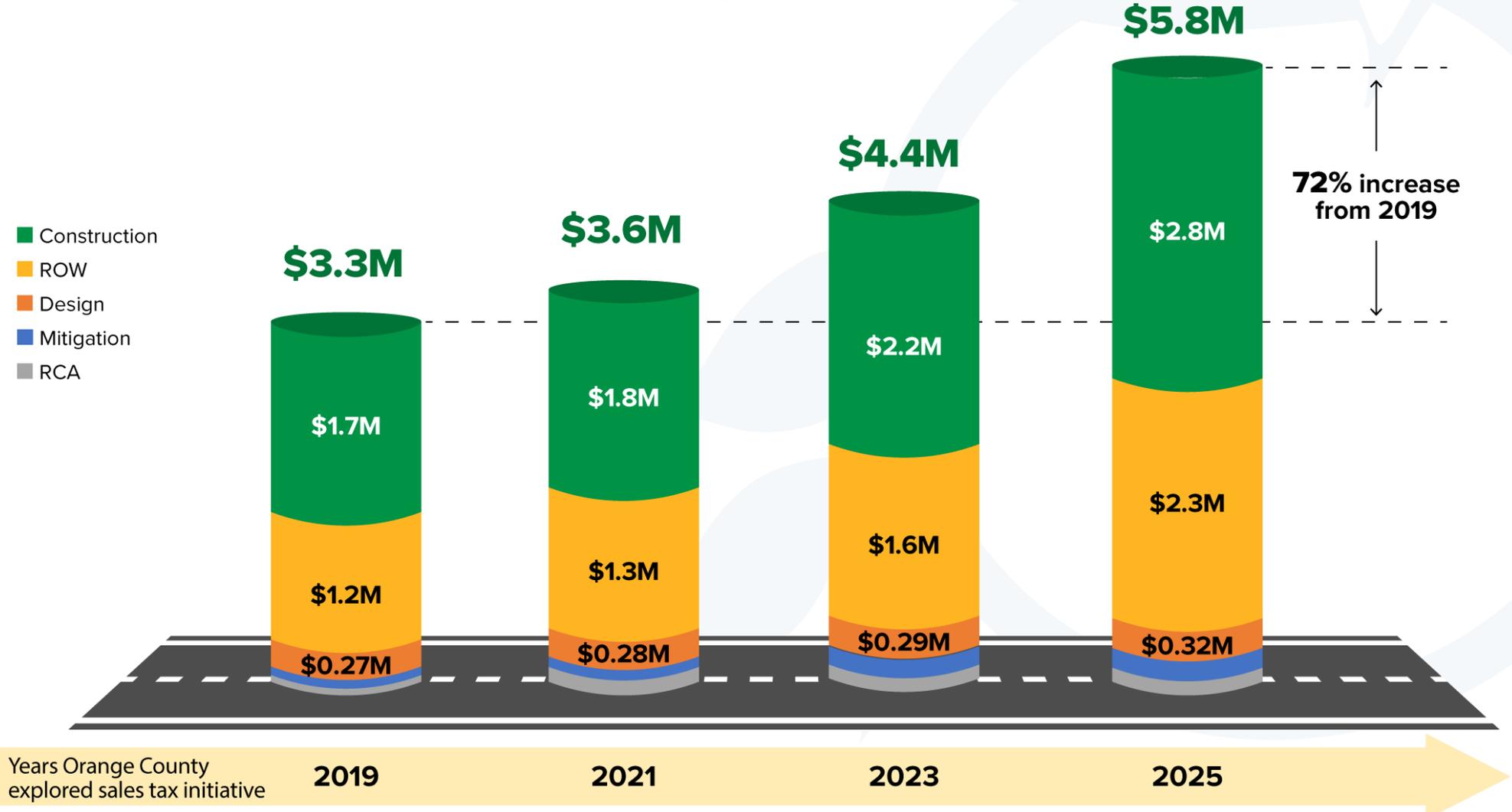
Stormwater/
Water Quality
Improvements

Proposed Project Categories & Lists



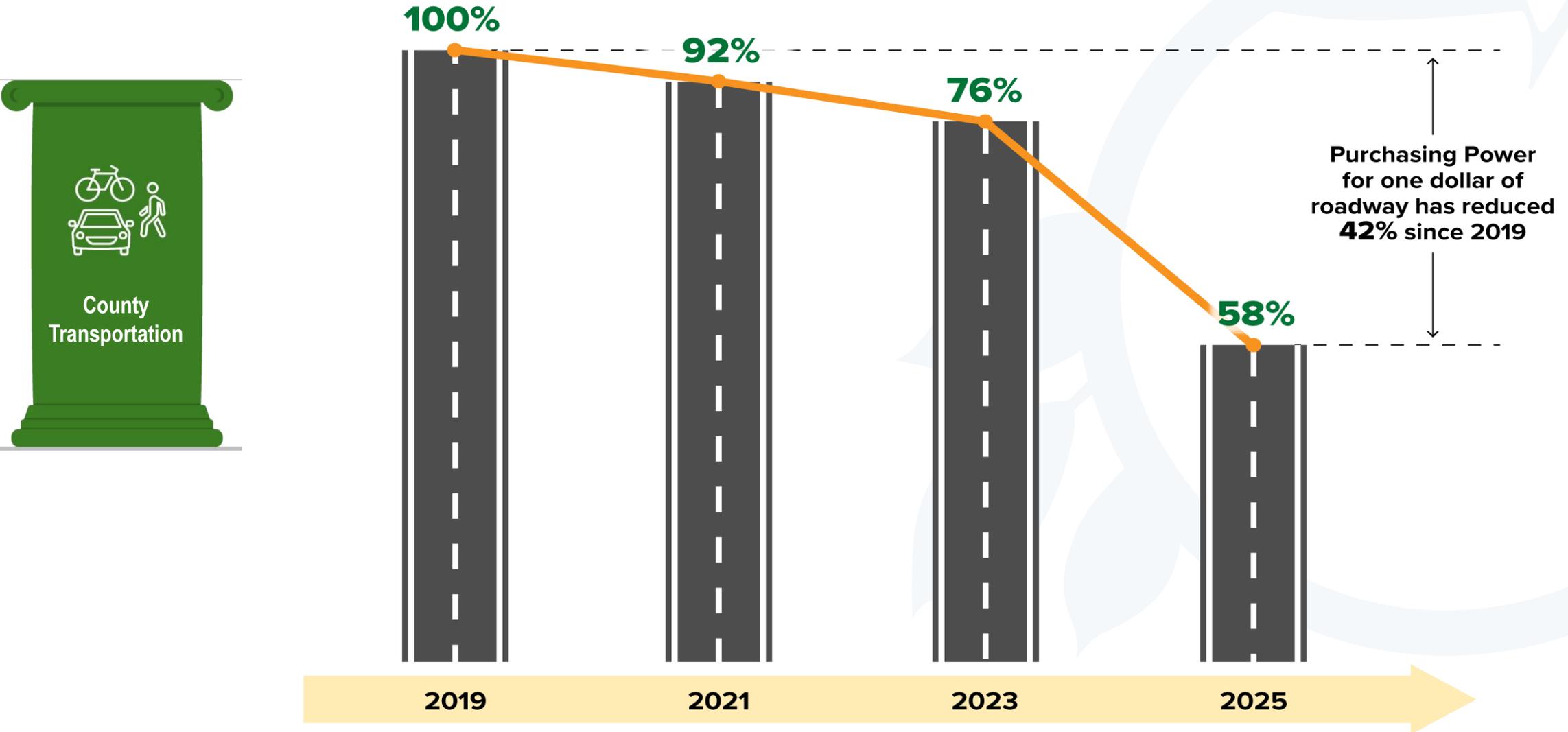
Proposed Project Categories & Lists

Transportation Cost per Lane Mile



Proposed Project Categories & Lists

Transportation Purchasing Power



Proposed Project Categories & Lists

County Transportation Needs

The County's roadway transportation needs are extensive and organized into three distinct categories:

Core	Safety	Mobility
Needed to maintain the minimum needs of the transportation network	Addresses known safety concerns in our community	Caters to our growing community's need for continued regional movement

In addition to the roadway transportation needs, there are also mass transit needs.

Proposed Project Categories & Lists

County Transportation | Core Programs

Core

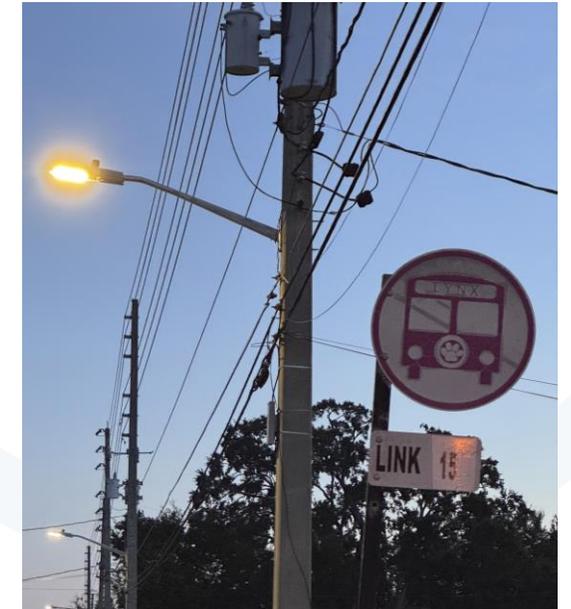
Needed to maintain the minimum needs of the transportation network

Safety

Addresses known safety concerns in our community

Mobility

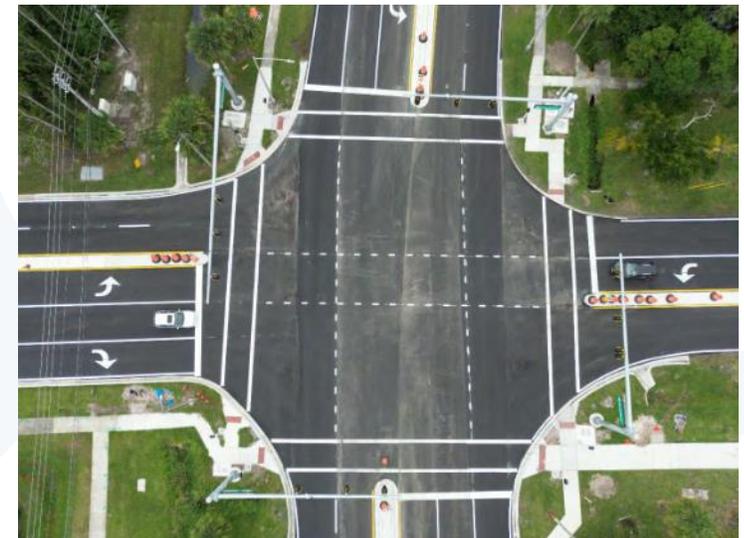
Caters to our growing community's need for continued regional movement



Proposed Project Categories & Lists

County Transportation | Core + Safety Programs

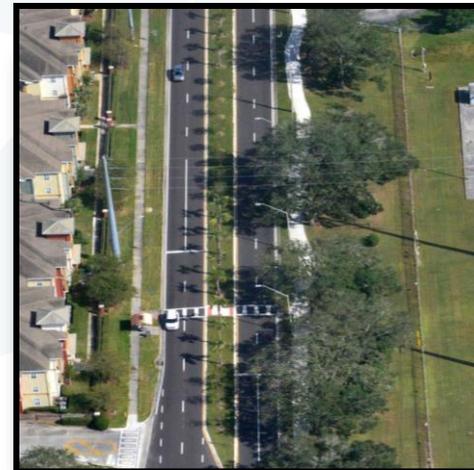
Core	Safety	Mobility
Needed to maintain the minimum needs of the transportation network	Addresses known safety concerns in our community	Caters to our growing community's need for continued regional movement



Proposed Project Categories & Lists

County Transportation | Core + Safety + Mobility Programs

Core	Safety	Mobility
Needed to maintain the minimum needs of the transportation network	Addresses known safety concerns in our community	Caters to our growing community's need for continued regional movement



Proposed Project Categories & Lists

Candidate Transportation Projects – District 1



- **Core:** *Tiny Rd, from Bridgewater Crossing Blvd to Tilden Rd*
 - Design, ROW, Construction unfunded
- **Safety:** *Wallace Rd, from Burnway Dr to Stonehedge Dr*
 - Highest priority safety segment
- **Mobility:** *Summerlake Park Blvd, from Seidel Rd to Reams Rd*



Tiny Road

Proposed Project Categories & Lists

Candidate Transportation Projects – District 2



- **Core:** *Edgewater Dr/Beggs Rd, from Clarcona Ocoee Rd to Pine Hills Rd*
 - Design, ROW, Construction unfunded
- **Safety:** *Rock Springs Rd, from E Welch Rd to Faye St*
 - Highest priority safety segment
- **Mobility:** *Round Lake Rd, from Ponkan Rd to Kelly Park Rd*

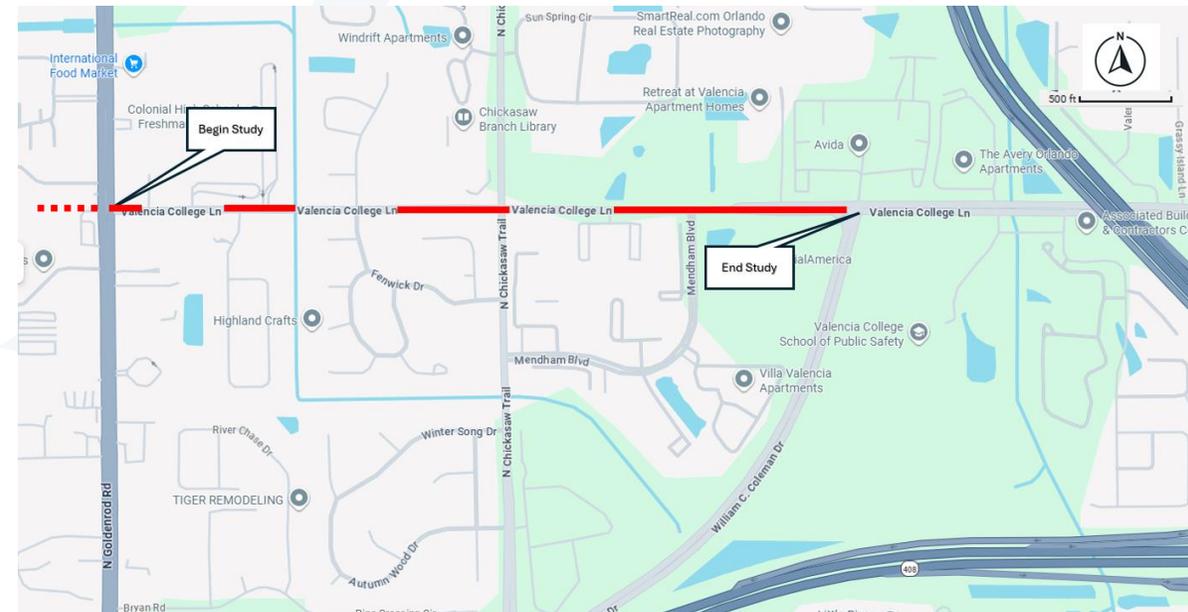


Edgewater Drive/Beggs Road

Proposed Project Categories & Lists

Candidate Transportation Projects – District 3

- **Core:** *Valencia College Lane, from N Forsyth Rd To William C. Coleman Dr*
 - Design, ROW, Construction unfunded
- **Safety:**
 - Orange Ave, from Landstreet Rd to Taft Vineland Rd*
 - Oak Ridge Road, from Orange Blossom Trail to Orange Ave*
 - Highest priority safety segments
- **Mobility:**
 - Chickasaw Trail, from Valencia College Lane to Colonial Dr*

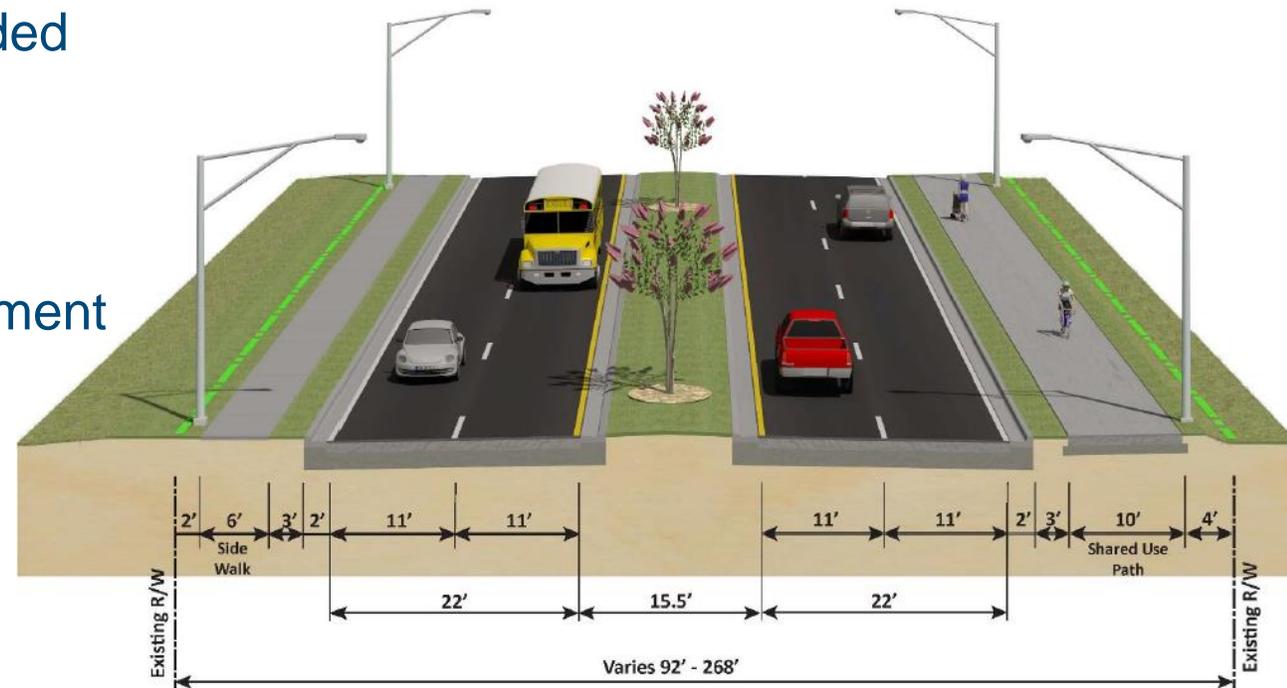


Valencia College Lane

Proposed Project Categories & Lists

Candidate Transportation Projects – District 4

- **Core:** *Woodbury Rd, from Lake Underhill Rd to Colonial Dr (SR 50)*
 - ROW, Construction unfunded
- **Safety:** *Alafaya Trail, from Lake Underhill Rd to SR 50*
 - Highest priority safety segment
- **Mobility:** *Boggy Creek Rd, from Tradeport Dr to Wetherbee Rd*



Woodbury Road

Proposed Project Categories & Lists

Candidate Transportation Projects – District 5



- **Core:**
Bridge and Resurfacing programs
- **Safety:**
Forsyth Rd, from Green Needle Dr to North of University Blvd
University Blvd, from Semoran Blvd to Quenita Dr
 - Highest priority safety segments



Buck Road Bridge Improvements

Proposed Project Categories & Lists

Candidate Transportation Projects – District 6



County
Transportation

- Core:** *Texas Ave, from Oak Ridge Rd to Holden Ave*
 - Construction phase unfunded
- Safety:** *Pine Hills Rd, from Old Winter Garden Rd to SR 50*
Kaley Ave, from Rio Grande Ave to Division Ave
 - Highest priority safety segments

CONSTRUCTION PLANS FOR TEXAS AVENUE

FROM NORTH OF DUSKIN AVENUE TO SOUTH OF HOLDEN AVENUE
 CIP NO. 5027B
 DISTRICT NO. 6
 ORANGE COUNTY, FLORIDA

LENGTH OF PROJECT

	LINEAR FT.	MILES
ROADWAY	4755.55	0.901
BRIDGE		0.000
NEW LENGTH OF PROJ.	4755.55	0.901
EXCEPTIONS		0.000
GROSS LENGTH OF PROJ.	4755.55	0.901

DESIGN STANDARDS

- FLORIDA DEPARTMENT OF TRANSPORTATION (FDOT) DESIGN STANDARDS AND APPLICABLE DESIGN STANDARDS REVISIONS (DSR) AT THE FOLLOWING WEBSITE: <http://www.fdot.gov/roadway>
- FLORIDA DEPARTMENT OF TRANSPORTATION MANUAL OF UNIFORM MINIMUM STANDARDS FOR DESIGN, CONSTRUCTION, AND MAINTENANCE FOR STREETS AND HIGHWAYS, DATED 2006
- FLORIDA DEPARTMENT OF TRANSPORTATION STANDARDS SPECIFICATION FOR ROAD AND BRIDGE CONSTRUCTION, DATED JULY 2017 AS AMENDED BY CONTRACT DOCUMENTS.

JERRY L. DEMINGS, COUNTY MAYOR

BOARD OF COUNTY COMMISSIONERS

NICOLE H. WILSON	DISTRICT 1
CHRISTINE MOORE	DISTRICT 2
MAYRA UZIBE	DISTRICT 3
MARIBEL GOMEZ CORDERO	DISTRICT 4
EMILY BONILLA	DISTRICT 5
VICTORIA P. SIPLIN	DISTRICT 6
JOSEPH KUNKEL, P.E.	PUBLIC WORKS DIRECTOR

CERTIFICATION TO PLANS

I HEREBY CERTIFY THAT THE DESIGN FOR THIS PROJECT AND THE ATTACHED CONSTRUCTION PLANS COMPLY WITH THE REQUIREMENTS OF SECTION 336.05 OF THE FLORIDA STATUTES AND ARE IN SUBSTANTIAL CONFORMANCE WITH THE STANDARDS CONTAINED IN THE EDITION OF THE MANUAL OF UNIFORM MINIMUM STANDARDS FOR DESIGN, CONSTRUCTION AND MAINTENANCE FOR STREETS AND HIGHWAYS IN EFFECT ON THIS DATE AS ADOPTED BY THE FLORIDA DEPARTMENT OF TRANSPORTATION PURSUANT TO SUBSECTION 336.04(5) (1) OF THE FLORIDA STATUTES.

DATE: _____ ENGINEER: ANDREW D. DOWITT, P.E. REG. NO. 40952

UTILITIES ENCOUNTERED

WATER & SEWER: ORANGE COUNTY UTIL. 407-254-9718
 WATER & ELECTRIC: OUC 407-236-3654
 GAS: TECO PEOPLES GAS 407-400-3070
 CABLE: BRIGHT HOUSE NETWORKS 407-532-8509
 TRAFFIC: AMERICAN TRAFFIC SOLUTIONS 480-596-4595
 PHONE: AT&T 407-350-8800
 COMMUNICATIONS: CROWN CASTLE 888-623-0931
 COMMUNICATIONS: LEVEL 3 COMM. 407-754-0106

Inwood
 CONSULTING ENGINEERS
 Certificate No. 10724
 3000 Downs Drive, Suite 300
 Deltona, FL 32719
 Tel. 407-971-8850

REVISIONS	DATE	BY

DESIGNED BY	DATE	BY

SHEET 1 OF 213

Proposed Project Categories & Lists

Categories

Program

	Unfunded Capital Improvement	Resurfacing	ADA Transition	Annual Sidewalk Gap Program	Lighting	Bridge Improvements	High Injury Network (Segments + Intersections)	Operational Safety	New Roadways + Two to Four Lane Widening	Total Cost*
Core	+	+	+	+	+	+				\$3.3B
Core + Safety	+	+	+	+	+	+	+	+		\$5.0B
Core + Safety + Mobility	+	+	+	+	+	+	+	+	+	\$5.7B

**Total Costs are subject to change*

Proposed Project Categories & Lists

Public Transit – LYNX Bus

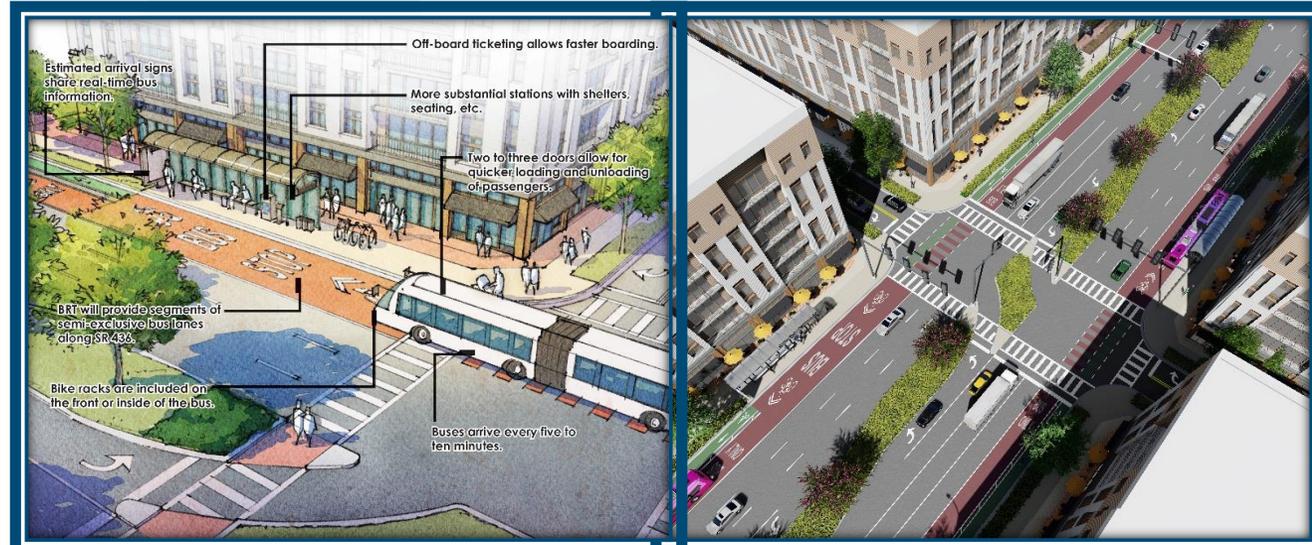
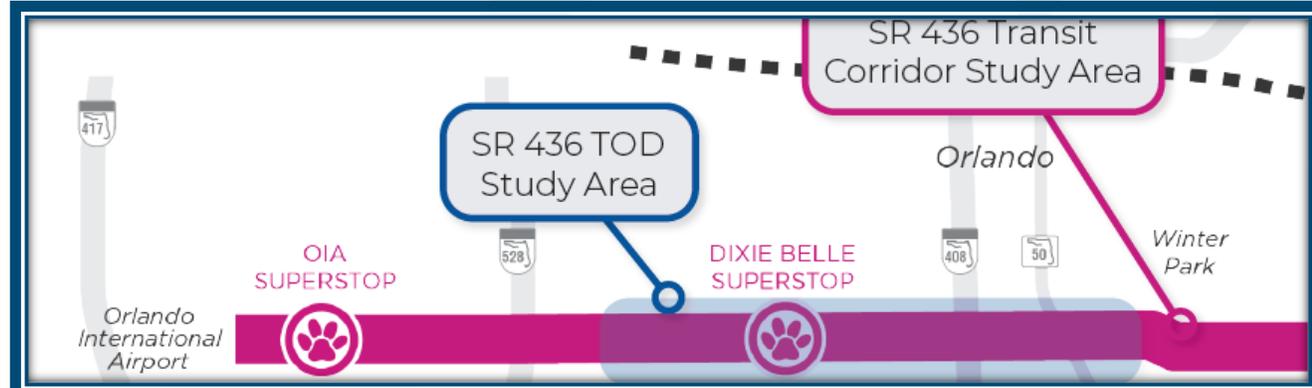
- Capital Enhancements for Existing Service
 - Additional bus stop amenities and ADA access to bus stops
 - Enhanced Transit Corridors
 - Technology on-board & at stations
 - Bus stations & Superstops
 - Capital improvements at facilities
- Ability for modest service improvements by repurposing existing federal funds



Proposed Project Categories & Lists

Public Transit – Bus Rapid Transit (BRT)

- Capital Funding for BRT
 - International Drive
 - Kirkman Road
 - Semoran Blvd / SR 436 (County portion)
- Matched with federal New Starts funds
- O&M for service from Economic Development portion



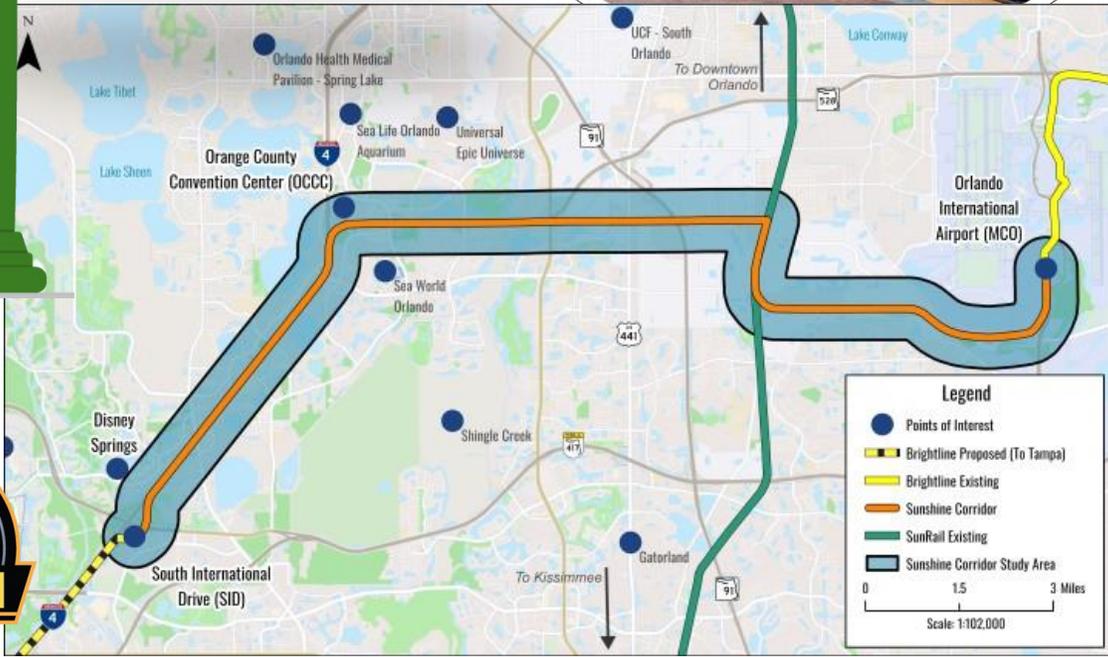
Proposed Project Categories & Lists

Public Transit – Rail

Capital Funding for SunRail

- Extend existing service to OIA
- Construct Sunshine Corridor: OIA to Disney

- O&M for new service from Economic Development portion
- Orange County portion of costs to be determined



Proposed Project Categories & Lists

COUNTY NEEDS

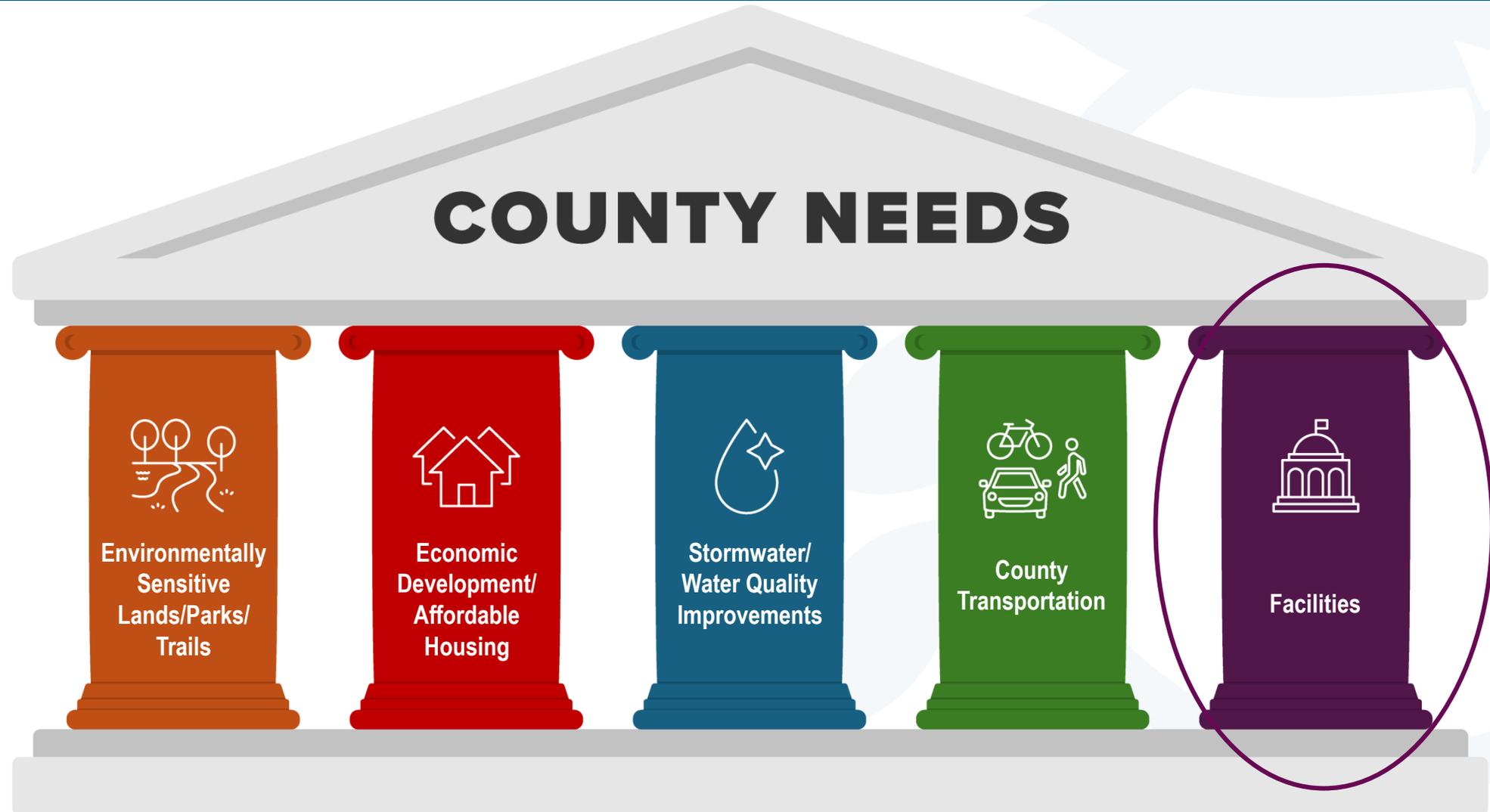
- County Transportation \$5.7B
- Public Transit \$1.9B



County
Transportation

Total Needs \$7.8B

Proposed Project Categories & Lists



Proposed Project Categories & Lists



Public Safety

- Sheriff Substations
- Criminal Justice Needs
- 911 Center

Community

- Community Centers
- Constitutional Officers
- Goldenrod Village
- Head Start Facilities & Playgrounds
- Neighborhood Centers for Families
- Senior Centers

Funding Categories



Environmentally
Sensitive
Lands/Parks/
Trails



Economic
Development/
Affordable
Housing



Stormwater/
Water Quality
Improvements



County
Transportation



Facilities

Proposed Cities Project Needs

Common Theme:

A comprehensive, citywide reinvestment strategy focused on **modernizing aging infrastructure, enhancing public safety, improving mobility, strengthening utilities, and expanding recreational amenities** to meet current and future community needs.

1. City of Apopka
2. City of Belle Isle
3. City of Edgewood
4. City of Maitland
5. Town of Oakland
6. City of Ocoee
7. City of Orlando
8. City of Winter Garden
9. City of Winter Park

Presentation Outline

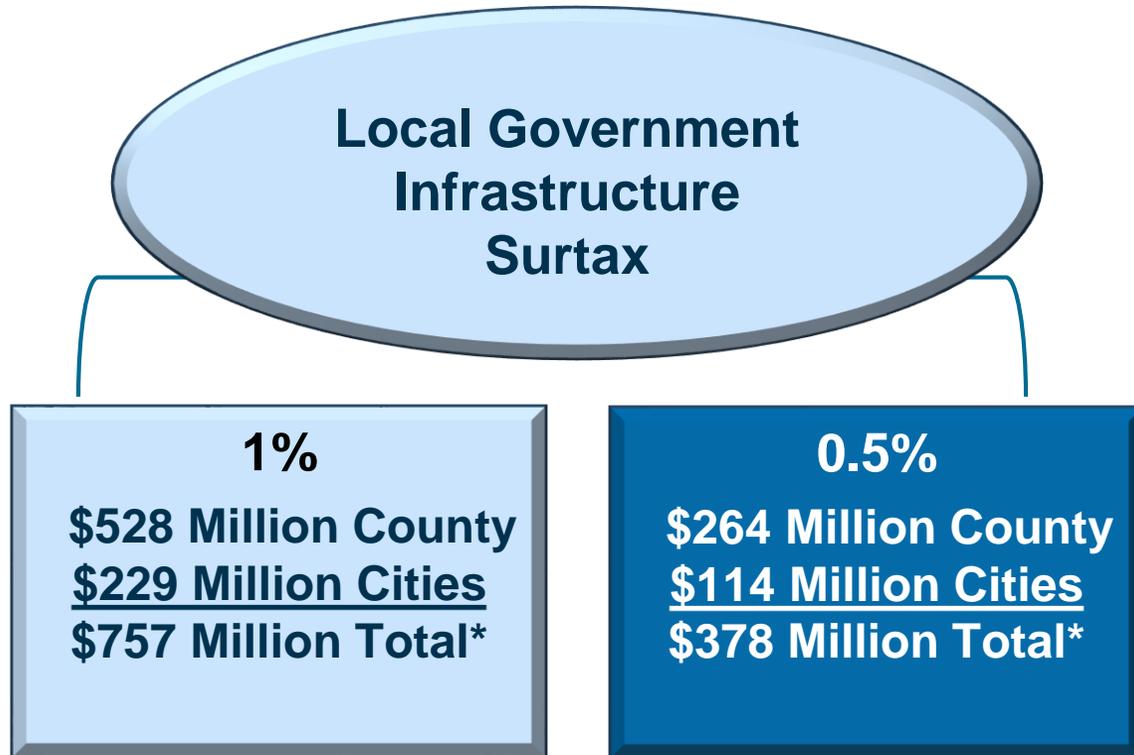
- Background / Overview
- Trust for Public Land Findings
- Review Proposed Project Categories & Lists
- **Overview of Funding**
- Ballot Language Discussion
- Decision Milestones

Overview of Funding

Local Government Infrastructure Surtax is authorized under Florida Statutes §212.055:

- ✓ During the December 16, 2025, BCC meeting, the Board directed staff to explore the Local Infrastructure Surtax as a potential option.
- ✓ Generally, the proceeds must be expended to finance, plan and construct infrastructure; acquire land for public recreation, conservation, or protection of natural resources; or finance the closure of local government-owned solid waste landfills that have been closed or are required to be closed by order of the Department of Environmental Protection.
- ✓ Levied by ordinance adopted by majority vote of BCC and approved by voters in a countywide referendum
- ✓ Surtax of 0.5% or 1.0%. Sharing with municipalities is required.

Overview of Funding



Surtax duration could affect the ability to provide project mix

The duration and rate of the surtax will be determined solely at the discretion of the Board.

10 or 20 years

Source: The Florida Legislature's Office of Economic and Demographic Research (EDR)/
Local Discretionary Sales Surtax published on October 6, 2025 for FY 2026.



*Non-residents and tourists contribute approximately 50%

Overview of Funding

Local Discretionary Sales Surtax 2026

Municipal Revenue Sharing by Statutory Default Formula (Excluding Bay Lake and Lake Buena Vista*)

Local Government	Distribution Percentage	1% Estimated Distribution	0.5% Estimated Distribution
Orange County Government	69.787118	\$ 528,750,945	\$ 264,375,473
City of Apopka	3.273970	\$ 24,805,646	\$ 12,402,823
City of Belle Isle	0.386235	\$ 2,926,360	\$ 1,463,180
Town of Eatonville	0.130493	\$ 988,695	\$ 494,348
City of Edgewood	0.135206	\$ 1,024,407	\$ 512,204
City of Maitland	1.061419	\$ 8,041,973	\$ 4,020,987
Town of Oakland	0.286088	\$ 2,167,585	\$ 1,083,793
City of Ocoee	2.710955	\$ 20,539,893	\$ 10,269,947
City of Orlando	17.714813	\$ 134,218,526	\$ 67,109,263
Town of Windermere	0.169471	\$ 1,284,019	\$ 642,010
City of Winter Garden	2.727478	\$ 20,665,085	\$ 10,332,543
City of Winter Park	1.616754	\$ 12,249,543	\$ 6,124,772
Municipalities Total		\$ 228,911,732	\$ 114,455,866
Countywide Total	100.000000	\$ 757,662,677	\$ 378,831,339

Proposed Needs and Category Totals

*Based on a 20-Year
1% Surtax*

	Total County Needs**	Total County Needs Annually
Environmentally Sensitive Lands/Parks/Trails	\$903M	\$45M
Economic Development/Affordable Housing	\$1.6B*	\$79M*
Stormwater/Water Quality Improvements	\$925M	\$46M
County Transportation	\$7.8B	\$389M
Facilities	TBD	TBD
TOTAL	\$11.2B	\$560M

ESTIMATED DISTRIBUTION TO COUNTY	\$10.5B	\$528M	70%
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*Does NOT include potential transit rail projects

**Estimated Costs in 2025 \$

Presentation Outline

- Background / Overview
- Trust for Public Land Findings
- Review Proposed Project Categories & Lists
- Overview of Funding
- **Ballot Language Discussion**
- Decision Milestones

Draft Ballot Language

Orange County Together: Water Quality, Conservation, Transportation, Public Safety, Infrastructure, Parks, Affordable Housing Sales Surtax

Shall Orange County: Acquire, improve, and expand lands for **conservation, wildlife, water quality, recreation, parks and public facilities**; **repair roads and improve road safety**; **support rail and transit projects**; build and renovate water, wastewater, stormwater, public safety, and other authorized infrastructure projects; acquire lands for **affordable housing**; fund **economic development projects** (under Florida Statute 212.055(2)(d)(3)); with citizen oversight and annual audits; by levying a ____ percent sales surtax for ____ years starting January 2027?



Presentation Outline

- Background / Overview
- Trust for Public Land Findings
- Review Proposed Project Categories & Lists
- Overview of Funding
- Ballot Language Discussion
- **Decision Milestones**

Decision Milestones

March 2, 2026

Special BCC Meeting

- Is there a continued interest in pursuing an Infrastructure Surtax?
- Confirmation of Project Categories/Pillars
- Surtax Rate and Duration
- Confirm Ballot Language

March 10, 2026

BCC meeting #2-Discussion Item (if needed)

- Finalize draft Surtax Ordinance

April 7, 2026

BCC Public Hearing

- Adopt Ordinance & Ballot Language

Decision Milestones

May 7, 2026

Final proposed ordinance due to the Office of Program Policy Analysis and Government Accountability (OPPAGA)

August 21, 2026

Notice of Referendum to Supervisor of Elections

November 3, 2026

General Election

January 1, 2027

Effective date of surtax if referendum passes

ORANGE



COUNTY

F L O R I D A

Board Discussion

- Is there a continued interest in pursuing an Infrastructure Surtax?
- Confirmation of Project Categories/Pillars
- Surtax Rate and Duration
- Confirm Ballot Language