

City of Orlando

Parramore Comprehensive Neighborhood Plan

Vision for a Healthy Community



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Appendices

Note: Due to space limitations and in order to be more sustainable, Plan Appendices are available on-line at the following website address: <http://enhancecfl.org/station-area-workgroups/downtown-orlando-stations/>

- Appendix A: Existing Conditions Analysis
- Appendix B: Analysis of Previous Planning Initiatives
- Appendix C: Detailed Infrastructure Analysis
- Appendix D: Walk Audit Report
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- Appendix F: Public Involvement Plan & Documentation Results
- Appendix G: Future Traffic Analysis
- Appendix H: Healthy Community Design Measures & Indicators Matrix

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Executive Summary & Action Plan

Executive Summary & Action Plan

First and foremost, the City of Orlando recognizes the importance of protecting the integrity and historic heritage of the Parramore community. The general goals of this Parramore Comprehensive Neighborhood Plan are to improve public health, increase mobility options and connectivity, revitalize the physical appearance, and increase opportunities for neighborhood-serving businesses within the historic Parramore community. Through this planning effort, the City engaged the residents, business owners, faith leaders, and other community stakeholders to identify recommendations for potential redevelopment sites, improve economic and business development policies, support the needs of children and education, increase housing opportunities, and improve public safety and quality of life. The result of this collaborative process is a Plan that will

guide the revitalization and transformation of Parramore.

Pursuant to the project funding requirements of the Sustainable Communities Regional Planning Grant, this Plan embodies the Six Livability Principles established by the US Department of Housing and Urban Development (HUD):

- Provide more transportation choices
- Promote equitable, affordable housing
- Enhance economic competitiveness
- Support existing communities
- Coordinate policies and leverage investment
- Value communities and neighborhoods

Creation of this Plan included extensive community engagement, including stakeholder interviews, small group (“Action Team”) meetings, a Community Kickoff and Planning Fair, a Walking Audit and four Community Workshops. This multifaceted approach allowed for each person involved to voice their opinions and record their input. As a result of these meetings with community residents and stakeholders, it became clear that in order to effectively preserve, transform and revitalize the Parramore community, we had to do more than create pretty pictures. Instead, we needed to answer some key questions put forward by the community including:

1. How do we transform Parramore into a 21st Century Community that has all the physical, economic and social components that made the community work in the 1950’s?
2. How do we transform Parramore in a way that provides housing and job opportunities for the residents that now reside in Parramore, as well as those who grew up there, left, and want to return?

3. How do we accommodate the future demand for market rate and affordable housing for the thousands of employees who want to live and work in Downtown Orlando, be free of total reliance on the personal automobile, and live in a place that celebrates diversity and creativity?

4. How do we transform Parramore into one of the healthiest neighborhoods in the City of Orlando?

5. How do we create a place of “true urbanism” where we can shape the built environment in a way that increases civic engagement through:

- a) The creation of multi-functional public spaces designed to bring the community together for concerts, farmers markets, seasonal and community festivals;
- b) The development of mixed-use developments in close proximity to each other; and
- c) The construction of a balanced transportation network that is focused on not moving vehicles, but rather, moving people (children, older residents, the handicapped, the poor and the well-to-do)?

6. How do we transform Parramore into a place that is safe for children and families?

This last question may be the most important of all because, until we overcome the perception

that you are not safe in Parramore, it is highly unlikely that we will be successful in our redevelopment efforts. The focus on the safety of children is important because in an urban environment, children are truly the “canaries in the coal mine.” If we want to make Parramore a healthy and sustainable community, we must first make it safe for children. Mayor Buddy Dyer and the Orlando City Council understand this concept and continue to demonstrate that understanding through their support of the Parramore Kids Zone (PKZ).

However, our commitment has to go even deeper than the great work of PKZ. Every aspect of our design for the Parramore community – the buildings, the organization of the streets, public open space and parks, the location and accessibility of the schools – has an impact on the health and development of children. In a healthy community, children are able to develop autonomy, which means they are able to extend their range of exploration throughout their community. Children and families, more than anyone else, need safe pedestrian networks, bicycle networks and good public transportation. This will foster a pedestrian-friendly community which also increases natural surveillance.



Children grow up assuming that they are the kind of person that their physical environment tells them they are. They see their physical environment as a portrait of themselves: an ugly, brutal environment has a deadening effect, seeming to justify brutal and violent reactions.

We need to revitalize Parramore in a way worthy of a child's affection.

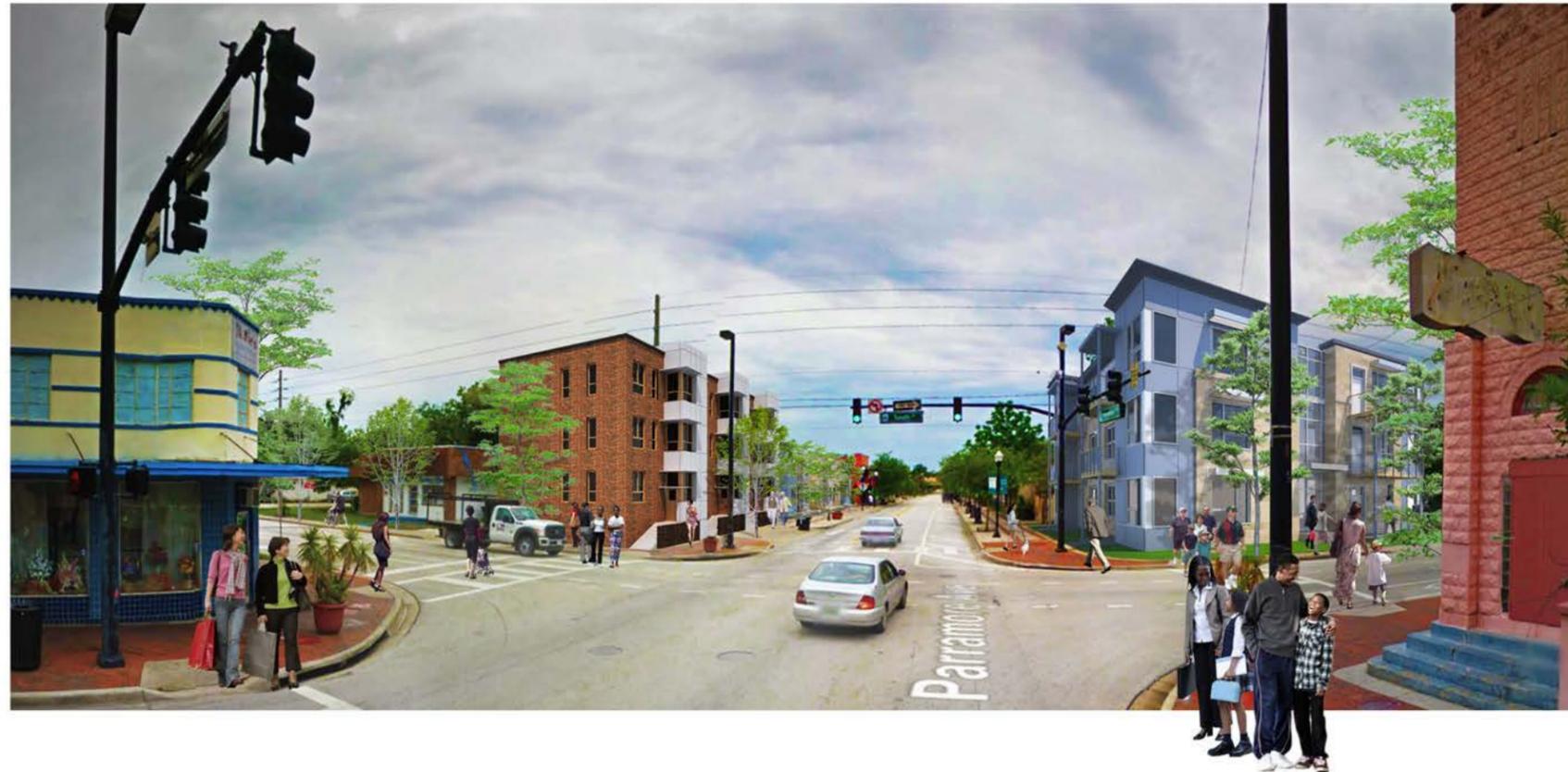
We must create an environment in which children can feel at home, and find their special places. It should be possible for every child to get to know his or her community inside and out, "to hold their community in the palm of their hand." They are, after all, the ones who will inherit the Parramore community and become responsible for its future.

The Parramore community has chosen to develop their Recommended Community Vision around the Principles of Healthy Community Design. The vocabulary associated with Healthy Community Design is easier to communicate and measure progress than some more abstract planning concepts. Using 10 Healthy Community Design Principles as a guide, this Plan not only addresses the Livability Principles put forward by the U.S. Department of Housing and Urban Development, but allows us to provide the structure necessary to communicate vision concepts as well as the action items recommended for implementing this Plan.

Ten Big Ideas - Creating a Healthy Parramore Community

The Ten Big Ideas presented below encompass the Parramore Healthy Community Design Principles and include several focused strategies necessary to transform Parramore into a Healthy Community that is fully integrated and connected to SunRail, Downtown Orlando, and new Civic Venues in an environmentally, socially, and economically sustainable manner.

Specific short term (0 to 5 years), mid-term (5 to 10 years), and long term (10+ years) action items have also been developed. The proposed mid-term and long-term actions can be expected to be modified somewhat as conditions change and new circumstances not anticipated by the Vision are addressed. All of these ideas, strategies, and action items should be considered in order to fully implement the Plan. Estimates of probable cost for a number of action items have been included; however, such estimates would need to be more fully detailed as part of the City's Capital Improvement Program and Budgeting process. Finally, because many of these strategies and action items are programmatic and require careful coordination by City staff, it is recommended that the already-established Pathways for Parramore team be charged with implementing them as appropriate through the life of this Plan.



1. Drive Economic Development by Creating a Unique Identity

Strategies

- ❑ Expand the City’s Main Street Program into the area, thereby strengthening the linkage between Parramore’s commercial district to the Downtown Orlando core
- ❑ Identify, promote and fund signature Community Events
- ❑ Identify, brand, and promote Parramore as a place where everyone can celebrate and experience African American history and culture
- ❑ In partnership with the Orange Blossom Trail Community Redevelopment Agency, seek opportunities to secure private sector investment along the Orange Blossom Trail corridor

Short-Term Action Items (0-5 years)

PROJECT TYPE	RESPONSIBLE PARTY	DESCRIPTION
Growth Management Plan (GMP) Amendments	City Planning Division	Create GMP policies and update elements and figures which incorporate the Parramore Vision Plan and associated concepts and strategies into the City’s comprehensive plan.
Land Development Code Amendments	City Planning Division	Consider amending the LDC to create a Special Plan overlay zoning district for the Parramore neighborhood (may also be implemented through Planned Development Ordinances)
Project DTO/Downtown CRA Plan	DDB/CRA and City Planning Division	Incorporate applicable Parramore Plan recommendations into the Downtown CRA Plan.
Main Street Program	City Economic Development Department	Expand Main Street Program to promote events and businesses on Parramore Avenue and West Church Street. Estimate of probable cost would depend on whether a new District was created or the existing Church Street District was expanded.
West Church Street/ Parramore Avenue Retail & Restaurant Visioning Exercise	City of Orlando, Downtown CRA, Orlando Main Street, Tourism Leaders	Seek guidance from and coordinate with regional tourism leaders to envision a unique retail and restaurant experience along West Church Street and Parramore Avenue in the proposed Historical/ Cultural Heritage District. Estimate of probable cost is dependent on scope, but would likely range between \$50,000 and \$100,000.
Wells’ Built Museum Improvements	City of Orlando, Wells’ Built Museum Society, Museum partners	Work with Wells’ Built Museum Society and other partners to renovate Wells’ House including a retail store on the 1st floor and office space on the 2nd floor. Utilize \$250,000 grant from Florida Legislature and seek additional funding.
New Parramore Square Park	City of Orlando, Downtown CRA, local partners	Consider constructing a new Parramore Square Park at the northwest corner of West Church Street and South Terry Avenue, and activate the park with community gatherings and events. Celebrate Parramore’s African-American history and culture with markers and public art. Seek local partners such as the Orlando City Soccer, as well as grants. Preliminary estimate of probable cost – \$3.5 million.

Mid-Term Action Items (5-10 years)

PROJECT TYPE	RESPONSIBLE PARTY	DESCRIPTION
West Jackson Street – Streetscape Improvements	City of Orlando, Downtown CRA	Consider streetscape improvements along West Jackson Street for a festival street that could be closed to accommodate special events such as a church festival, farmer’s market, artwalk, food trucks, etc. Estimate of probable cost would need to be developed.

Long-Term Action Items (10+ years)

PROJECT TYPE	RESPONSIBLE PARTY	DESCRIPTION
Parramore Heritage Village	Wells’ Built Museum, Orange County Historical Society, City of Orlando, Downtown CRA, Museum contributors	Encourage the re-creation of the historic South Street Casino entertainment venue and the re-location of historic homes to Museum property and adjacent properties between Jackson and South Streets, with the idea of creating a core African-American cultural heritage village. It is envisioned that this would provide for a truly unique shopping and entertainment district.

2. Improve Access to Job Opportunities

Strategies

- ❑ Promote awareness of, and access to, financial incentives for existing businesses
- ❑ Establish a small business incubator
- ❑ Create a full time Business Retention and Recruitment Coordinator
- ❑ Partner with OCPS, UCF, Valencia College, and other non-profits to fund new vocational and professional opportunities for Parramore residents

Short-Term Action Items (0-5 years)

PROJECT TYPE	RESPONSIBLE PARTY	DESCRIPTION
Financial Assistance for Businesses	City’s Economic Development Department, Downtown CRA	Provide focused financial assistance and incentives to existing businesses and new businesses wishing to locate within Parramore. Consider an initial \$500,000 recurring fund for incentives.
Small Business Incubator	City’s Economic Development Department, Downtown CRA, UCF, other partners	Establish a small business incubator in Parramore in partnership with the University of Central Florida and/ or other community partners
Pop-Up Business Program	City’s Economic Development Department, Downtown CRA	Consider moving the existing Downtown concert series to Parramore, or creating a rotation schedule that includes Parramore, in conjunction with the Parramore Square catalyst project. Consider developing a program that would allow a pop-up restaurant, sidewalk café, and/or food truck fair to complement sports, cultural and arts events. Such a “pop-up” program could include micro-grants.

3. Promote Social & Environmental Justice

Strategies

- ❑ Strategically install surveillance cameras in high crime areas to deter criminal activity
- ❑ Fund community-oriented policing, including Orlando Police Department bike patrol
- ❑ Implement brownfield assessment and cleanup programs to address real and perceived brownfield sites and consider establishing a neighborhood brownfield committee to oversee this initiative
- ❑ Support Project DTO recommendations addressing a scattered site housing program for the chronically homeless, including sites outside of the Parramore neighborhood
- ❑ Evaluate all future community development projects and programs according to Healthy Community Principles including the creation of metrics to gauge success over time
- ❑ Support government agencies and non-profits partnering with the Department of Health and the Downtown K-8 School to create health education programming and projects to address community health disparities
- ❑ Conduct a Community Health Needs Assessment specific to Parramore to assess the health and wellness status of residents and address attitudes towards health, healthy eating and physical activity as well as existing health conditions
- ❑ Implement community-based chronic disease prevention initiatives, such as a diabetes intervention program or other similar programs

Short-Term Action Items (0-5 years)

PROJECT TYPE	RESPONSIBLE PARTY	DESCRIPTION
Surveillance Cameras	Orlando Police Department (OPD), Downtown CRA, community partners	Consider installing additional surveillance cameras in locations recommended by faith leaders and business owners in consultation with the Orlando Police Department. Seek additional funding from both public and private sources. Estimate of probable cost approximately \$300,000.
Community-Oriented Policing	OPD, Downtown CRA	Consider using policing techniques that allow officers to get to know and better understand the community, including re-introduction of police on bicycles in Parramore (bike unit).
Strengthen Neighborhood Watch	OPD, City Office of Communications and Neighborhood Relations	Establish and/or strengthen neighborhood watch programs, including creation/utilization of a website to report/document suspicious activity and notify law enforcement and neighbors.
Support Parramore Kidz Zone	Family, Parks & Recreation Department, OPD	Continue City support of the successful Parramore Kidz Zone.

PROJECT TYPE	RESPONSIBLE PARTY	DESCRIPTION
Brownfield Program	City Public Works Department	Implement brownfield assessment and clean-up programs to address real and perceived brownfield sites and consider establishing a Neighborhood Brownfield Committee to monitor progress and provide feedback. The brownfield program should be eligible for both public and private properties.
Community Health Needs Assessment	City Planning Division, Orange County – Department of Health, community health organizations	Conduct a Community Health Needs Assessment to determine the health and wellness status of residents and address attitudes towards, health, healthy eating and physical activity as well as existing health conditions.
Neighborhood Lighting Improvements	City Public Works Department, Downtown CRA	Develop a strategy to repair or install missing street lights, and improve efficiency through new technology such as LED lighting. Estimates of probable cost would require additional study. Seek grant funding where possible.
Orlando Police Department Headquarters Relocation	City Public Works Department, Orlando Police Department	Relocate Orlando Police Department headquarters building to the southeast corner of Orange Blossom Trail and W. South Street. Design the facility to be inviting to the neighborhood including useable open space, artwork, landscaping, and a community room.
Homelessness Strategy	City of Orlando, Orange County, Central Florida Commission on Homelessness, Coalition for the Homeless, Orlando Union Rescue Mission, Christian Service Center, Salvation Army & other non-profit and private partners	Ensure that homeless people are treated with dignity and respect and that they receive the assistance needed to achieve a more stable, healthy living environment. Support creative housing solutions that promote a low-density, scattered-site approach that ensures that no neighborhood has an undue burden for ending homelessness. Continue to work with partners to implement strategy. In fall 2014, the City of Orlando pledged \$1 million towards this effort.

4. Increase Housing Opportunities

Strategies

- ❑ Establish a strategy to preserve and strengthen existing single family and multi-family residential housing, and promote new housing initiatives, consistent with the City’s Fair Housing ordinance, Consolidated Plan and the City’s sustainability efforts
- ❑ Develop a strong local infrastructure for preservation of affordable housing, particularly in proximity to SunRail stations, using tools such as a Transit Oriented Development Land Acquisition Fund, Land Banks and Land Banking, and Community Land Trusts
- ❑ Pursue a Choice Neighborhood Implementation Grant, and/or other similar grants, in partnership with other governmental agencies, educational institutions, private entities and/or community non-profits

Executive Summary & Action Plan

- ❑ Partner with a community housing consortium (including for profit and not-for-profit organizations) to build 10 sustainable single family houses per year for 20 years
- ❑ Reduce the stigma of affordable housing by supporting mixed income, mixed tenure, sustainable and healthy housing opportunities throughout Parramore, including the Creative Village area
- ❑ Conduct community environmental and homeowner educational workshops regarding pest management and mold impacts and offer opportunities to identify and remediate such conditions



Short-Term Action Items (0-5 years)

PROJECT TYPE	RESPONSIBLE PARTY	DESCRIPTION
Seek HUD Promise Zone Designation	Orlando Economic Development Department, Families, Parks & Recreation Department, Downtown CRA	Seek HUD Promise Zone Designation for portions of Orlando and Orange County experiencing a high level of poverty. Use such designation to seek additional grant funding from Federal, State, as well as non-profit and private organizations.

PROJECT TYPE	RESPONSIBLE PARTY	DESCRIPTION
Seek HUD Choice Neighborhoods Implementation Grant	Orlando Economic Development Department, Housing Department, Downtown CRA, Orlando Housing Authority, and other groups such as Lift Orlando	Consider applying for HUD Choice Neighborhoods Implementation Grant to provide funding for housing improvements in Parramore. Develop partnerships with appropriate agencies in order to increase chances of successful selection. Also, seek partnerships with educational providers to sponsor application.
Increase Number of Housing Units Suitable for Home Ownership	Orlando Housing Department, Downtown CRA and community-based housing developers	<p>Establish a goal of building at least 10 new single family homes per year for the next 20 years in the Parramore community. Funding for such an initiative would require recurring investment of land and funding from the Housing Department and Downtown CRA, including SHIP and other funds.</p> <p>Establish a mixed-income housing development on the Parramore Village site (northwest corner of S. Parramore Avenue and Callahan Drive).</p> <p>Continue Down Payment Assistance and Rehabilitation Programs for developing new, and renovating existing single family homes in Parramore.</p>
Housing Consortium	Orlando Housing Department, Downtown CRA, Orlando Housing Authority, other community partners	Consider establishing a consortium of the Orlando Housing Authority, City Housing Department, Downtown CRA, and other private entities and community non-profits to create a focused strategy for the provision of both affordable and market rate housing in Parramore.
School Renaissance Zone	Orange County Public Schools, City of Orlando, Lead Community Organization based on Children's Aid Society Model, community non-profits, and community redevelopment partners	Consider creating a School Renaissance Zone around the planned Downtown K-8 Community School in order to target City investments in infrastructure, public safety and housing in order to stabilize the area proximate to the school.

Mid-Term Action Items (5-10 years)

PROJECT TYPE	RESPONSIBLE PARTY	DESCRIPTION
Parramore Avenue – Residential Infill	Orlando Housing Department, Real Estate, Downtown, CRA, and community-based housing developers	Develop strategy to build multifamily townhomes on vacant lots along Parramore Avenue in order to repair the street wall and fill in gaps.

5. Make Education the Cornerstone of Revitalization

Strategies

- ❑ Support the development of Downtown K-8 School as a Community School
- ❑ Continue to support and strengthen the PKZ Cradle to Career pipeline
- ❑ Coordinate with UCF, Valencia College and other organizations to establish a scholarship program for Parramore students



Short-Term Action Items (0-5 years)

PROJECT TYPE	RESPONSIBLE PARTY	DESCRIPTION
Downtown K-8 Community School	City of Orlando, Downtown CRA, Orange County Public Schools, other community non-profits and private partners	Support the development of the Downtown K-8 school as a true Community School. A “community school” is one which involves the surrounding community in planning & design, contains features for community use, provides a range of supplemental & supportive services, is open beyond the traditional school day, and is integrated into the rebuilding of the surrounding neighborhood.
Parramore Student Scholarship Program	City of Orlando, UCF, Valencia State College, other private partners	Coordinate with other partners to create a scholarship program for the youth of Parramore.

6. Empower Champions for a Healthy Community

Strategies

- ❑ Establish, strengthen, and support formal neighborhood associations for Arlington Heights, Callahan, and Holden/Parramore
- ❑ Organize and implement Neighborhood Watch Programs in the respective neighborhoods
- ❑ Encourage implementation of this Plan through monitoring by community ambassadors and the faith community

Short-Term Action Items (0-5 years)

PROJECT TYPE	RESPONSIBLE PARTY	DESCRIPTION
Strengthen and Support Neighborhood Associations	Orlando Office of Communications & Neighborhood Relations, Main Street Program	Strengthen and support formal neighborhood associations for residents of Lake Dot/Arlington Heights, Callahan, and Holden/Parramore. Utilize the associations in conjunction with the business community and Main Street Program to operate home buyer education programs, yard beautification programs, and stage events that bring the community together for cultural food festivals, sporting events, concerts, and the arts.
Help Create Community Health Leaders	City of Orlando, Downtown CRA, Faith-Based Community, Area Hospitals, local Health Council of East Central Florida	Consider utilizing a faith-based approach such as “Our Whole Community” and seek funds from one or more of the area hospitals to run a coordinated health program using base line data.

7. Promote Access to Healthy Food

Strategies

- ❑ Develop strategies and policies which support access to, and the production and distribution of, healthy and affordable foods throughout the Parramore community
- ❑ Partner with local organizations, such as Hebni Nutrition, to expand nutrition education and healthy food preparation classes
- ❑ Support the strategic establishment of mobile farmers markets, community gardens and local food hubs, and the use of Food Stamps and EBT (Electronic Benefit Transfer), to further increase the availability of fresh and affordable foods
- ❑ Develop a strategy to attract a neighborhood-serving grocery store for the area
- ❑ Create a Farmer’s Market at the Parramore Square catalyst site
- ❑ Develop a local food culture which celebrates historic culinary traditions while creating new ones



Hebni Mobile Farmer's Market – Uses former Lynx Bus

Short-Term Action Items (0-5 years)

PROJECT TYPE	RESPONSIBLE PARTY	DESCRIPTION
Farmer's Market at Parramore Square	City Economic Development Department, community partners	Consider building a stand-alone market building or semi-permanent stalls, or "pop-up" structures to support a Farmer's Market within the proposed Parramore Square Park or other appropriate location. Consider hiring a full-time manager to operate the market, or partner with local businesses to achieve the same goal. Estimates of probable cost would vary based on the option(s) selected.

Mid-Term Action Items (5-10 years)

PROJECT TYPE	RESPONSIBLE PARTY	DESCRIPTION
Grocery Store to Serve Parramore	City of Orlando, other development partners	Please see "Orange Blossom Trail and Church Street Gateway Catalyst Site" mid-term action item under Encourage Mixed Use Development Principle #10. Seek to incorporate a grocery store into the proposed project that would serve Parramore as well as surrounding community.

8. Invest in People- Not Cars

Strategies

- ☐ Connect the network of neighborhood, schools, community centers, parks and playgrounds with bicycle lanes, cycle tracks and walkable sidewalks
- ☐ Work with the Orange County School Board to implement a "Walking School Bus" program
- ☐ Improve pedestrian facilities by: adding sidewalks in appropriate locations and repairing sidewalks; improving pedestrian street crossings; improving signage and way-finding; and, expanding energy-efficient street lighting

Short-Term Action Items (0-5 years)

PROJECT TYPE	RESPONSIBLE PARTY	DESCRIPTION
Transportation Study	Orlando Public Works Department, Orlando Venues, Transportation Planning Division	Study effect of sports and entertainment uses such as the MLS Soccer Stadium, and the closure of Parramore Avenue between Central and Church Avenues, on traffic circulation through the Parramore community and identify appropriate mitigation strategies.
Sidewalk Improvements	Orlando Public Works, Downtown CRA, private development partners	Develop a strategy (including funding options) to repair or install missing sidewalk links where appropriate throughout the neighborhood, with emphasis on providing safe access for children to the planned Downtown K-8 Community School.
Walking School Bus	Orange County Public Schools, City of Orlando, area residents	Work with Orange County Public Schools to implement a Walking School Bus program to serve the students at the planned Downtown K-8.
Parramore LYMMO Lime Line	Lynx, City of Orlando, Creative Village	Build and operate new Parramore Lymmo Lime Line to provide greater transit access for Parramore residents.
Westmoreland Avenue Cycle Track – Pilot Project	Orlando Public Works, Downtown CRA, Transportation Planning	Develop a highly visible bikeway lane using striping and movable barriers on Westmoreland Drive from Gore Street to Amelia Street for the purpose of creating a safe cycling route for families and students at the planned Downtown K-8 Community School.
Terry Avenue Extension – Phase 1	Orlando Public Works, Creative Village	Extend Terry Avenue from its current terminus at Robinson Street to intersect with the realigned Livingston Street in Creative Village. Estimate of probable cost is approximately \$2.2 million not including right-of-way.



Consider using Westmoreland Drive as a **pilot project for a cycle track** that would connect the entire neighborhood to the K-8 Community School and the Orlando Urban Trail.

Mid-Term Action Items (5-10 years)

PROJECT TYPE	RESPONSIBLE PARTY	DESCRIPTION
Westmoreland Cycle Track – Full Project	Orlando Public Works, Downtown CRA, Transportation Planning	If the Westmoreland Avenue Cycle Track – Pilot Project is successful, consider reconstructing Westmoreland Drive with a protected lane for bicyclists in each direction from Gore Street to Amelia Street. Due to potential costs, less expensive retrofit solutions for protected bike lanes may also be considered. It is anticipated that such a project would require some form of grant funding.
Terry Avenue Extension – Phase 2	Orlando Public Works, FDOT	Realign South Terry Avenue from Gore Street to West South Street in connection with the I-4 Ultimate Project which will result in a portion of the I-4/SR 408 interchange west of Griffin Park being removed. Estimate of probable cost is approximately \$7.8 million not including right-of-way.

Long-Term Action Items (10+ years)

PROJECT TYPE	RESPONSIBLE PARTY	DESCRIPTION
Orange Blossom Trail (US 441) Streetscape Improvements	City Public Works, FDOT, Orange Blossom Trail Redevelopment Agency	Work with partner agencies to implement streetscape improvements to Orange Blossom Trail to improve pedestrian safety and visual appeal. Evaluate feasibility of relocation or undergrounding of utilities to increase space for pedestrians.
Colonial Drive (SR 50) Streetscape Improvements	City Public Works, Downtown CRA, FDOT	Work with partner agencies to implement streetscape improvements to Colonial Drive to improve pedestrian safety and visual appeal. Evaluate feasibility of relocation or undergrounding of utilities to increase space for pedestrians.

9. Maximize the Opportunity for All Residents to get Physical Activity

Strategies

- ☐ Provide programs for all ages by partnering with non-governmental organizations and faith-based institutions to provide recreational opportunities, including adult athletic leagues
- ☐ Allow residents to use new Downtown K-8 Community School’s recreational facilities
- ☐ Encourage the creation of new indoor and outdoor recreation facilities such as a cycle track and parks

Short-Term Action Items (0-5 years)

PROJECT TYPE	RESPONSIBLE PARTY	DESCRIPTION
Athletic Programs for People of All Ages	Orlando Families, Parks & Recreation Department, community non-profits, other local partners	In conjunction with strategies for social and environmental justice, coordinate and partner with non-governmental organizations and faith-based groups with the goal of increasing recreational opportunities, for people of all ages but with special emphasis on adult athletic leagues.



10. Encourage Mixed Use Development

Strategies

- ☐ Identify sites suitable for mixed-use infill development and encourage development of such sites through flexible land development regulations including density/intensity bonuses, incentives, and other economic development tools
- ☐ Promote healthy, energy efficient design standards which will be compatible with existing buildings

Short-Term Action Items (0-5 years)

PROJECT TYPE	RESPONSIBLE PARTY	DESCRIPTION
Creative Village – Phase 1	City of Orlando, Downtown CRA, Creative Village, University of Central Florida, Valencia State College	Support efforts to obtain funding for a joint UCF/Valencia Downtown Campus, as well as other private development in the Creative Village area.
Wastewater Study	Orlando Public Works	Study wastewater infrastructure capacity in the area surrounding the new MLS Soccer stadium including potential mixed-use developments in the immediate vicinity of the stadium.
Stormwater Study	Orlando Public Works	Study to determine on-site drainage needs for the new MLS Soccer Stadium and other potential redevelopment projects in the immediate vicinity of the stadium.

Mid-Term Action Items (5-10 years)

PROJECT TYPE	RESPONSIBLE PARTY	DESCRIPTION
Orange Blossom Trail and Church Street Gateway Catalyst Site	City of Orlando, community-based housing developers, and other development partners	Encourage mixed-use development at the western gateway into Parramore (intersection of Orange Blossom Trail and West Church Street) and the Church Street Sports & Entertainment District corridor. Specifically, seek to incorporate a grocery store into the project. According to this Plan's Market Analysis, it is estimated that approximately \$1.2 million in subsidies could be required. Any subsidy package would need to be carefully examined by the Orlando City Council for appropriateness.
Parramore Square Catalyst Site	City of Orlando, Downtown CRA, community-based housing developers, and other development partners	Encourage mixed-use, mixed income development including multifamily development and structured parking garage with additional paid public spaces at the southwest corner of Terry Avenue and West Central Boulevard. According to this Plan's Market Analysis, it is estimated that such a project could require approximately \$8.2 million in subsidies including \$4.75 million for parking garage. Any subsidy package would need to be carefully examined by the Orlando City Council for appropriateness.
South Street Catalyst Site	City of Orlando, Downtown CRA, community-based housing developers, and other development partners	Encourage mixed-use development south and west of the intersection of West South Street and South Division Avenue, across from the Wells' Built House and Museum. According to this Plan's Market Analysis, it is estimated that such a project could require approximately \$3.4 million in subsidies. Any subsidy package would need to be carefully examined by the Orlando City Council for appropriateness.
Basin Master Stormwater Study	City Public Works, Downtown CRA	Consider conducting a basin-based Master Stormwater Study to identify opportunities for new master stormwater facilities that could facilitate redevelopment of constrained sites.
Creative Village – Phase 2	City of Orlando, Downtown CRA, Creative Village, University of Central Florida, Valencia State College	Continued support for the development of the UCF/Valencia campus as well as other private development consistent with the Creative Village master plan.



Orange Blossom Trail/West Church Street Gateway Node – Oblique View



Orange Blossom Trail/West Church Street Gateway Node – Street View

Long-Term Action Items (10+ years)

PROJECT TYPE	RESPONSIBLE PARTY	DESCRIPTION
Amelia Street Transit-Oriented Development	Private Development	Encourage mixed-use development adjacent to potential commuter rail service on the FCEN railroad in the proximity of West Amelia Street, west of Westmoreland Avenue.
Creative Village – Phase 3	City of Orlando, Downtown CRA, Creative Village, University of Central Florida, Valencia State College	Continued support for the development of the UCF/Valencia campus as well as other private development consistent with the Creative Village master plan.



Potential Amelia Street Transit-Oriented Development – Oblique View



Parramore Square – West Church Street - Aerial View

Recommended Community Vision Plan Map

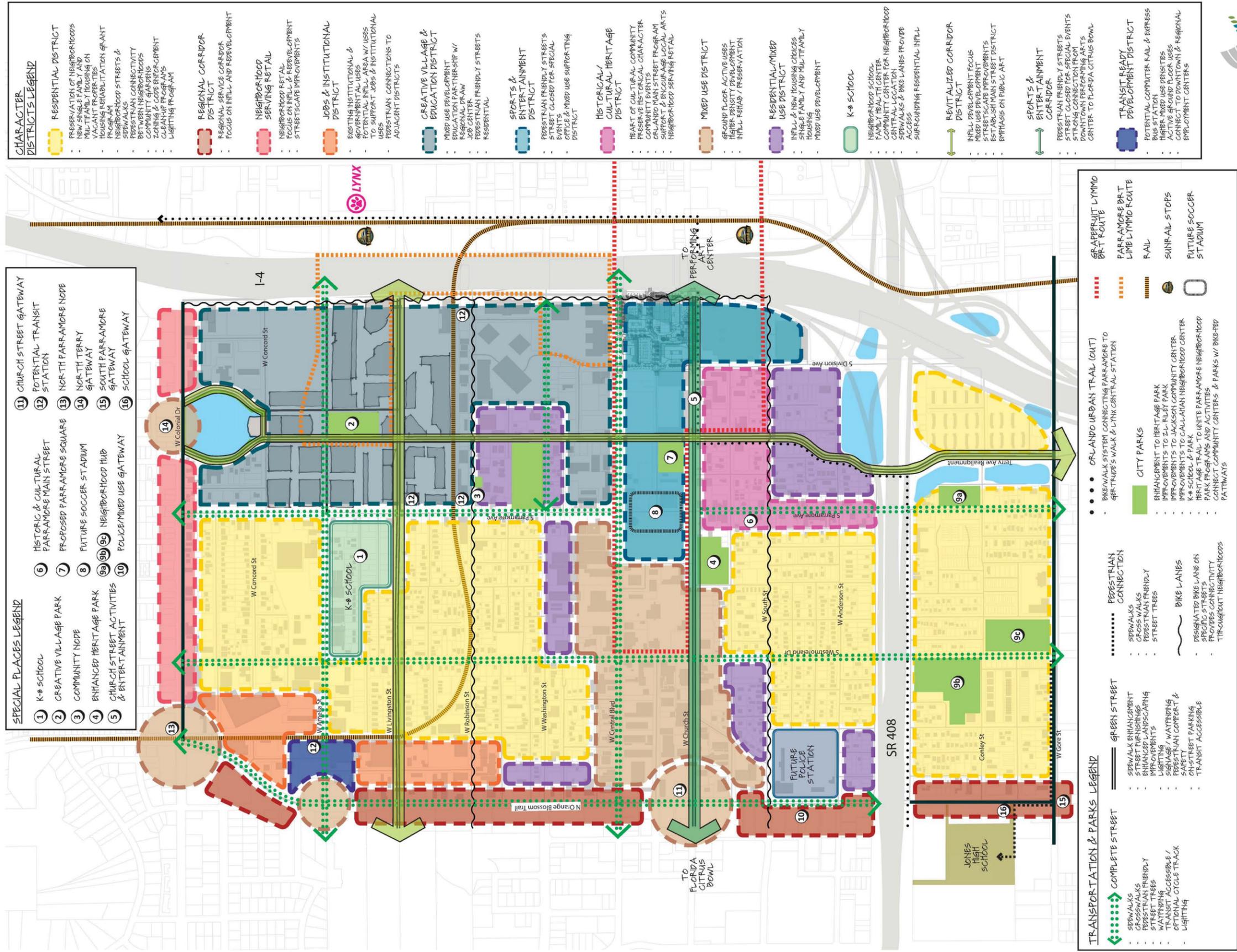
As opposed to the long-held popular belief that Parramore will grow east to west, primarily from the influence of the downtown market, this Plan recognizes that the Parramore neighborhoods are part of a larger community that stretches across US 441 and extends all the way to John Young Parkway. Many of the residents of the neighborhoods west of US 441 originally lived in Parramore and moved when lending practices and available capital allowed African American residents to purchase single family homes in neighborhoods like Washington Shores and Rock Lake. A large number of these residents still return to Parramore to worship on Sundays and maintain a strong identity with the Parramore area.

Subsequently, this Plan recognizes that while the eastern segment of the community between Division Street and Parramore Avenue will continue to develop with higher intensities of development expected in a downtown core or activity center, the commercial center of Parramore is no longer Parramore Avenue, but the US 441 (Orange Blossom Trail) corridor. The US 441 Corridor, between Gore Street and SR 50, can draw market share from the neighborhoods on both sides of US 441, as well as a regional market from passerby traffic using this arterial for commuting to jobs. The size and draw of consumers for retail goods and services along US 441 will provide a market share large enough to compete for grocery stores, drug stores and similar community-wide commercial services that could not be supported by just the existing population of Parramore alone. It should also be understood that while US 441 and SR 50 carry large amounts of regional traffic, this Plan recognizes these roadways as serving a local purpose as well.

The Parramore community is envisioned to become a strong inner-city neighborhood similar in status to Thornton Park with a land use pattern similar to the transition that takes place between Rosalind Avenue on the east, Bumby Avenue on the west, SR 50 on the north and Gore Street on the south. In this context, Parramore Avenue becomes the heart of the neighborhood and presents the opportunity to address a unique neighborhood market that should differentiate Parramore Avenue's neighborhood commercial potential in the same manner as the Main Street areas of Ivanhoe Village, Mills 50, Audubon Park, Thornton Park and Edgewater Drive, creating a competitive advantage by capitalizing on a theme that embodies the history, music, art and culture of the African American experience in Orlando.

The Recommended Vision Plan Map, shown on the following page, incorporates the preferences and priorities of the community stakeholders. The Recommended Vision Plan Map is intended to provide guidance to the Orlando City Council in the transformation and revitalization of Parramore.





- SPECIAL PLACES LEGEND**
- 1 K-8 SCHOOL
 - 2 CREATIVE VILLAGE PARK
 - 3 COMMUNITY NODE
 - 4 ENHANCED HERITAGE PARK
 - 5 CHURCH STREET ACTIVITIES & ENTERTAINMENT
 - 6 HISTORIC & CULTURAL PARRAMORE MAIN STREET
 - 7 PROPOSED PARRAMORE SQUARE
 - 8 FUTURE SOCCER STADIUM
 - 9a, 9b, 9c NEIGHBORHOOD HUB
 - 10 POLICE/MIXED USE GATEWAY
 - 11 CHURCH STREET GATEWAY
 - 12 POTENTIAL TRANSIT STATION
 - 13 NORTH PARRAMORE NODE
 - 14 NORTH TERRY GATEWAY
 - 15 SOUTH PARRAMORE GATEWAY
 - 16 SCHOOL GATEWAY

- CHARACTER DISTRICTS LEGEND**
- RESIDENTIAL DISTRICT**
 - PRESERVATION OF NEIGHBORHOODS
 - NEW SINGLE FAMILY AND MULTIFAMILY HOUSING ON VACANT PROPERTIES
 - HOUSING REHABILITATION GRANT PROGRAM
 - NEIGHBORHOOD STREETS & SIDEWALKS
 - PEDESTRIAN CONNECTIVITY
 - BEAUTIFY NEIGHBORHOODS
 - ZONING & CODE ENFORCEMENT
 - CLEANUP PROGRAMS
 - LIGHTING PROGRAMS
 - REGIONAL CORRIDOR DISTRICT**
 - REGIONAL SERVICE CORRIDOR
 - FOCUS ON INFILL AND REDEVELOPMENT
 - NEIGHBORHOOD SERVING RETAIL**
 - NEIGHBORHOOD RETAIL
 - FOCUS ON INFILL AND REDEVELOPMENT
 - STREETSCAPE IMPROVEMENTS
 - JOB & INSTITUTIONAL DISTRICT**
 - EXISTING INSTITUTIONAL & GOVERNMENTAL USES
 - POTENTIAL INFILL AREA W/ USES TO SUPPORT JOBS & INSTITUTIONAL
 - PEDESTRIAN CONNECTIONS TO ADJACENT DISTRICTS
 - CREATIVE VILLAGE & EDUCATION DISTRICT**
 - MIXED USE DEVELOPMENT
 - EDUCATION PARTNERSHIP W/ REGIONAL DRAW
 - JOB CENTER
 - PEDESTRIAN FRIENDLY STREETS
 - RESIDENTIAL
 - SPORTS & ENTERTAINMENT DISTRICT**
 - PEDESTRIAN FRIENDLY STREETS
 - STREET CLOSED FOR SPECIAL EVENTS
 - OFFICE & MIXED USE SUPPORTING DISTRICT
 - HISTORICAL / CULTURAL HERITAGE DISTRICT**
 - HEART OF CULTURAL COMMUNITY
 - PRESERVE HISTORICAL CHARACTER
 - COMMUNITY EVENTS
 - ORLANDO MAIN STREET PROGRAM
 - SUPPORT & ENCOURAGE LOCAL ARTS
 - NEIGHBORHOOD SERVING POSTAL
 - MIXED USE DISTRICT**
 - GROUND FLOOR ACTIVE USES
 - HOUSER PARTNERSHIP DEVELOPMENT
 - INFILL REHAB / PRESERVATION
 - RESIDENTIAL/MIXED USE DISTRICT**
 - INFILL & NEW HOUSING CHOICES
 - SINGLE FAMILY AND MULTIFAMILY HOUSING
 - MIXED USE DEVELOPMENT
 - K-8 SCHOOL**
 - NEIGHBORHOOD SCHOOL
 - FAMILY HEALTH CENTER
 - COMMUNITY CENTER FOR NEIGHBORHOOD
 - CENTRAL LOCATION
 - ACCESSIBLE & BIKE LANES PROVIDE ACCESS
 - SURROUNDING RESIDENTIAL INFILL
 - REVITALIZED CORRIDOR DISTRICT**
 - INFILL DEVELOPMENT FOCUS
 - MIXED USE DEVELOPMENT
 - STREETSCAPE IMPROVEMENTS
 - ESTABLISH MAIN STREET DISTRICT
 - EMPHASIS ON PUBLIC ART
 - SPORTS & ENTERTAINMENT CORRIDOR**
 - PEDESTRIAN FRIENDLY STREETS
 - STREET CLOSED FOR SPECIAL EVENTS
 - STRONG CONNECTION FROM DOWNTOWN PERFORMING ARTS CENTER TO FLORIDA CITRUS BOWL
 - TRANSIT READY DEVELOPMENT DISTRICT**
 - POTENTIAL COMMUTER RAIL & EXPRESS BUS STATION
 - MIXER MIXED USE DENSITIES
 - ACTIVE GROUND FLOOR USES
 - CONNECT TO DOWNTOWN & REGIONAL EMPLOYMENT CENTERS

- TRANSPORTATION & PARKS LEGEND**
- COMPLETE STREET**
 - SIDEWALKS
 - CROSSWALKS
 - PEDESTRIAN FRIENDLY
 - WAITING
 - TRANSIT ACCESSIBLE / BIKEWAY
 - LIGHTING
 - GREEN STREET**
 - SIDEWALK ENHANCEMENT
 - STREET FURNISHINGS
 - ENHANCED LANDSCAPING
 - LIGHTING
 - SIGNAGE / WAITING
 - PEDESTRIAN COMFORT & SAFETY
 - ON-STREET PARKING
 - TRANSIT ACCESSIBLE
 - PEDESTRIAN CONNECTION**
 - SIDEWALKS
 - CROSS WALKS
 - PEDESTRIAN FRIENDLY
 - STREET TREES
 - BIKE LANES**
 - DESIGNATED BIKE LANE ON SPECIFIC STREETS
 - PROVIDES CONNECTIVITY THROUGHOUT NEIGHBORHOODS
 - ORLANDO URBAN TRAIL (OUT) BIKESHARE SYSTEM**
 - BIKESHARE SYSTEM CONNECTING PARRAMORE TO GRANDRAVE WALK & LYNX CENTRAL STATION
 - CITY PARKS**
 - ENHANCEMENT TO HERITAGE PARK
 - IMPROVEMENTS TO ZL ENLEY PARK
 - IMPROVEMENTS TO JACKSON COMMUNITY CENTER
 - K-8 SCHOOL & PARK
 - HERITAGE TRAIL TO UNITE PARRAMORE NEIGHBORHOOD
 - PARK PROGRAMS AND ACTIVITIES
 - CONNECT COMMUNITY CENTERS & PARKS W/ BIKE-PPD PATHWAYS
 - SR APPRUIT LYNX BRT ROUTE**
 - PARRAMORE BRT LIME LYNX ROUTE**
 - RAIL**
 - SUNRAIL STOPS**
 - FUTURE SOCCER STADIUM**

PARRAMORE COMMUNITY VISION PLAN

SCALE IN FEET
0 250 500

225 E. Robinson St., Suite 300 | Orlando, Florida 32801
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Parramore Community Vision Plan - Big Land Use Ideas

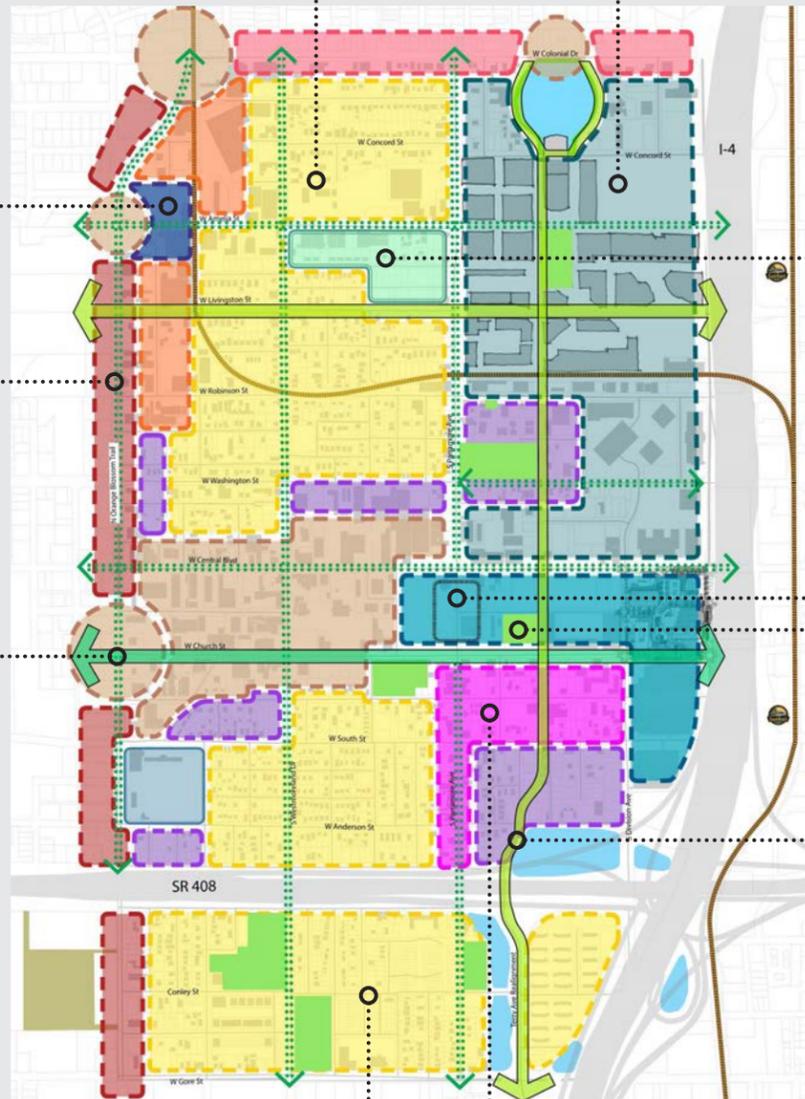
Neighborhood Preservation & Enhancement
(Residential Infill)

Future TOD
(Transit-oriented development node)

Increased Importance of Orange Blossom Trail - Regional Connector West of Parramore
(Opportunities for intensification)

West Church Street & OBT Gateway Node
(Increased intensity)

Neighborhood Preservation & Enhancement
(Residential Infill)



Creative Village & Education District (Mixed use, educational partnerships with regional draw)

Arlington/Concord & Callahan neighborhoods connected to and around new K-8 Community School (New residential infill and improvements to bike/pedestrian network)

Sports & Entertainment Parramore Square (Cultural events; provides frame for adjacent redevelopment)

Increased Importance of Terry Avenue

Historical/Cultural Heritage District (Heart of cultural community; community events; enhance Main Street program)

Plan Monitoring

The Strategies and Action Items specified in this Plan will be reviewed on a periodic basis and evaluated using Healthy Community Design principles and related indicators. Projects will be added to the City's Capital Improvement Program and Annual Budget as funding opportunities are available. City staff should meet periodically with neighborhood leaders to report implementation results to the community and to obtain needed feedback.

Healthy Community Design

The Parramore Plan has been developed using ten principles of healthy community design.

Each Principle can be measured using benchmarks to evaluate progress toward revitalizing the Parramore community. The City should prepare a baseline community health assessment using these measures by March 1, 2016. The assessment should be updated every five years and include recommended adjustments to the Parramore Plan if needed to better achieve the healthy community design principles.



Healthy Community Design Benchmarks and Measures

PRINCIPLE	BENCHMARK	MEASURES
 Drive Economic Development	<ul style="list-style-type: none"> Increase Tax Base Increase Property Values Improved Land Utilization 	<ul style="list-style-type: none"> Tax Rate Total Market Value % Vacant Land
 Improve Access to Jobs	<ul style="list-style-type: none"> Reduced Travel Times Employment Reduced Poverty 	<ul style="list-style-type: none"> Commute Times % Unemployed % in Poverty
 Promote Social and Environmental Justice	<ul style="list-style-type: none"> Crime Index Consumption of Non-Renewable Energy 	<ul style="list-style-type: none"> % Reduction in Violent and Property Crime Juvenile Arrests Reduce # of Chronically Homeless Individuals and Families Consumption by Source
 Increase Housing Opportunities	<ul style="list-style-type: none"> Housing Supply 	<ul style="list-style-type: none"> Number of New and Rehab Housing Units
 Make Education the Cornerstone of Revitalization	<ul style="list-style-type: none"> School Environment School Readiness Graduation Rates 	<ul style="list-style-type: none"> # of Students in Parramore # in Pre-Kindergarten Readiness Gap High School/College Grads.
 Empower Champions for a Healthy Community	<ul style="list-style-type: none"> Neighborhood Activities 	<ul style="list-style-type: none"> # of Neighborhood Events # of Neighborhood Organization Meetings
 Promote Access to Healthy Food	<ul style="list-style-type: none"> Availability 	<ul style="list-style-type: none"> # of Grocery Stores # of Community Gardens Participants in Parramore Farmer's Market
 Invest in People, Not Cars	<ul style="list-style-type: none"> Transportation Safety 	<ul style="list-style-type: none"> # of Traffic Related Injuries/ Facilities Transportation Cost as % of Income Transit Riders
 Maximize Opportunity for All Residents to get Physical Activity	<ul style="list-style-type: none"> Health Indicators 	<ul style="list-style-type: none"> % of Heart Disease, Attack and Stroke, Diabetes Rate, Obesity Rate, Asthma Rate, Infant Mortality rate, Substance Abuse Access to Open Space/ Recreation Elder Care Access to Medical Facilities
 Encourage Mixed Use Development	<ul style="list-style-type: none"> Building Activity 	<ul style="list-style-type: none"> # of Building Permits by type

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Chapter I: Plan Introduction



Plan Introduction

1. What is a neighborhood plan and why are we doing it?

The City of Orlando recognizes the importance of protecting the integrity and historic heritage of the Parramore community. The general goals of the plan are to improve public health, increase mobility options and connectivity, revitalize the physical appearance, and increase opportunities for neighborhood-serving businesses within the historic Parramore community. Through this planning effort, the City engaged the residents, business owners, faith leaders, and other community members to identify recommendations for potential redevelopment sites, improve economic and business development policies, support the needs of children and education, increase housing opportunities, and improve public safety and quality of life. The result of this collaborative planning process is the Parramore Comprehensive Neighborhood Plan.

This Plan is part of a larger regional planning effort known as Enhance Central Florida (also known as the East Central Florida Sustainable Communities Consortium). In June 2009, the U.S. Departments of Housing and Urban Development (HUD), Transportation, and the Environmental Protection Agency announced the creation of an interagency partnership and the Sustainable Communities Regional Planning Grant Program was established. The purpose of the program is to support regions committed to work collaboratively across jurisdictional boundaries to create and implement "Regional Plans for Sustainable Development".

Throughout the early part of 2011, the East Central Florida Regional Planning Council (ECFRPC) and 25 other public and private organizations, including local governments, metropolitan and transportation organizations, and other public, private, and civic organizations, convened to create the East Central Florida Sustainable Communities Consortium. In the fall of 2011, on behalf of the Consortium, the ECFRPC, as lead applicant, submitted an application to HUD and was subsequently awarded a \$2.4 million Sustainable Communities Regional Planning Grant. One of the specific deliverables identified in the Consortium Grant Work Plan is the preparation of the Parramore Comprehensive Neighborhood Plan, which is part of a larger multi-faceted approach to facilitate the creation of a vibrant multimodal corridor served by SunRail, the region's new commuter rail system.

This Plan has been designed to be both realistic and market-based. Existing conditions, previous planning efforts, and the current demographics, economics, and market conditions of the community were used to focus and sequence the strategies. Because of the size, scale, and complexity of the Parramore community, this Plan recommends a menu of different solutions, steps, and/or action items for smaller cohesive areas within the Plan boundary. This Plan should also be considered a continuation and significant enhancement of the City's Pathways for Parramore initiative.

This Plan will describe the history of Parramore, existing physical and social conditions, community engagement process, past and current planning initiatives, market study, vision plan, and the recommended Action Items necessary to create a 21st Century Parramore that is fully integrated and connected to SunRail, Downtown and other Orlando neighborhoods, all in an environmentally, socially, and economically sustainable manner.

2. Setting and Context

a. History

The Parramore community from its very beginning faced tremendous economic and social challenges. Due to segregation, African-Americans were not able to live in the City's predominately white neighborhoods and were relegated to the area west of Downtown on the other side of "Division Street". In 1928, most of the land in Parramore, whether it was residential or not, was zoned for industrial uses. This was done by predominately white land owners in order to provide for the greatest amount of flexibility in land use, and from the assumption that African-American residents were essentially a temporary labor force that could easily be displaced when development and redevelopment opportunities arose. And long after predominately white, middle class neighborhoods to the north and east were enjoying paved roads, water and wastewater services, the people of Parramore were forced to tolerate mostly unpaved streets and a corresponding lack of city services such as indoor plumbing. There was deep-seeded discrimination, with blight and inherent suffering.



* Photos from Black America Series: Orlando, Florida. Senator Geraldine F. Thompson. 2003.

Despite those harsh realities, the African-American community grew and in many ways flourished in the early to mid-twentieth century, served by a number of African-American lawyers, doctors, educators, and other professional people. Parramore was truly blessed with remarkable African-American leaders. The foundation of Parramore was established through the work of great community builders like Drs. Jerry Callahan, Cecil Eccleston, Sylvester Hankins, and William Monroe Wells and business leaders who created a sense of place and an identity very different than what we think of as Parramore today.

The community’s historical activities primarily evolved around the Wells’ Built Hotel, South Street Casino, retail businesses along Parramore Avenue and Church Street, and identifiable neighborhoods which were anchored by neighborhood schools including Jones High School, Callahan Elementary, and Holden Street Elementary – all of which were linked by the community’s churches and halls of faith. Interspersed among the neighborhood’s commercial and residential areas were a number of industrial and agricultural related uses that would not be allowed in today’s world because of their impact on the environment.

Orlando’s African-American community continued to build and grow in the 1940’s and 1950’s. The Orlando Negro Chamber of Commerce, with Arthur R. Kennedy as temporary president, was established as an experiment on November 4, 1945. A year later, the organization was made permanent and Z.L. Riley was named president. Several years ago, with significant input from area residents, the City of Orlando developed Z.L. Riley Park (Exhibit I-1), a popular neighborhood recreation spot in southeast Parramore, which links the past to the present through art and creative place-making.



Exhibit I-1:
Photo of
Z.L. Riley Park

Unlike many other minority enclaves, the community’s development has been chronicled in several books such as *Crossing Division Street* (by Benjamin D. Brotemarkle, 2006) and *The Black American Series: Orlando, Florida* (by Geraldine Thompson, 2003). By the early 1960’s, Parramore was an established and vibrant community of approximately 18,000 residents possessing a profound sense of place and a rich and complex history. This vibrant community existed in spite of the difficult physical, social and economic conditions previously described.

What is very interesting is that the pattern and rhythm of buildings and streets in Parramore is consistent with today’s healthy, walkable communities including much of the remainder of Downtown Orlando. This observation is not an attempt to romanticize a place that suffered from segregation and deep poverty, but to simply recognize that beneath its imperfect outward appearance are the vestiges of a proud and strong community with the potential for sustainable growth and prosperity.

After the early 1960’s, the unintended consequences of rectifying “separate but equal” laws, and the barriers created by new roads and urban renewal projects, caused Parramore to fragment, and through this process lose much of its sense of place and cultural heritage.

Specifically, the construction of new limited access highways had a major impact on how the Parramore community was physically and visually connected to Downtown Orlando. Interstate 4 (I-4) was constructed in the 1960s, creating a visual and physical barrier that separated Parramore from the central business district. In 1973, the Orlando East-West Expressway (SR-408) was constructed, further fragmenting the Holden/Parramore neighborhood and displacing businesses and residents. The interchange of I-4 and SR-408 almost completely encircled the Griffin Park community, a residential settlement built in the 1940s as Orlando’s first affordable housing project. This extensive highway construction brought about the associated destruction of homes, businesses and cultural institutions, coupled with the intensification of certain industrial uses and the development of large institutional buildings, and led to the loss of population and social fabric.



* Photos from *Black America Series: Orlando, Florida*. Senator Geraldine F. Thompson. 2003.

Already torn by expressway construction, the neighborhood faced encroachment by non-local businesses, government buildings, and regional social service agencies. As an example, in the 1980’s over 100 homes were demolished to construct the former Amway Arena in what is now the planned Creative Village area. Transformation of the physical landscape, in turn, weakened the more important, intangible, not-so-visible sense of African-American community that had sustained black people through the dehumanizing decades of segregation.

The Parramore community experienced economic decline and increased crime (both real and perceived) during the decades of the 1980’s 90’s and into the millennium, at the same time that neighborhoods to the east experienced tremendous prosperity and growth. Due to the loss of population, many black-owned businesses closed. And because of extensive demolition activity, a large amount of building stock – the physical form of the neighborhood – was lost to a great degree.

Parramore Today:

While the City of Orlando has done much to improve and stabilize the area, there is still a significant amount of work necessary to fully revitalize the community. Significant investments have been made in community infrastructure and housing. Some of the most significant physical improvements have been the construction of diverse multi-family housing projects like City View, Callahan Oaks, the Hope VI funded Carver Park redevelopment, Habitat for Humanity single family projects, the City's HOME and SHIP funded scattered site single family and multifamily housing rehabilitation and down payment assistance programs, Orlando CRA investments, along with projects by private builders. Over the decades, a major source of investment has been City CDBG funding which has enhanced significant areas of Parramore's infrastructure, including the creation of Z. L. Riley Park which serves some of the recreational needs of the Holden/Parramore area.

Probably the most important effort to address the revitalization of Parramore came from Mayor Buddy Dyer's Parramore Task Force in their 2004 Report and recommendations. The Report outlined a number of steps that needed to be taken to revitalize Parramore relative to Housing, Public Safety, Business Development, Quality of Life and Children and Families. This resulted in the launch of the Pathways for Parramore initiative in 2005.



Photo:
Parramore Kidz Zone

From the Children and Families recommendations came an initiative championed by Mayor Dyer in the creation of the Parramore Kidz Zone (PKZ). PKZ has become very successful in helping to level the playing field for Parramore's children by giving them the skills necessary to become healthy, successful, well-educated adults.

In addition to the preceding accomplishments, there are a number of projects underway that will have a significant impact on the Parramore community and which needed to be considered in the development of this Plan. These projects include the following:

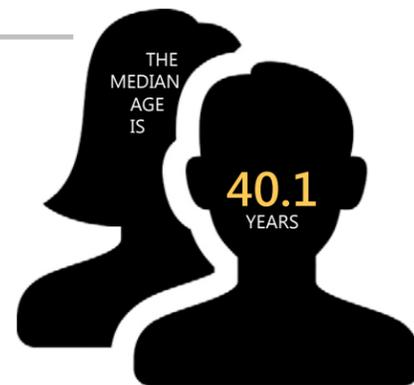
- ❑ Creative Village Planned Development
- ❑ The Orlando Magic's Sports and Entertainment District (SED)
- ❑ Major League Soccer stadium development
- ❑ Relocation of the Orlando Police Department to Orange Blossom Trail
- ❑ SunRail commuter rail service
- ❑ Downtown K-8 Community School
- ❑ University of Central Florida/Valencia College Downtown Campus
- ❑ Completion of infrastructure associated with the following:
 - ❑ Interstate 4 Ultimate Improvements
 - ❑ Establishment of the Parramore Bus Rapid Transit (BRT) system.
 - ❑ Expansion of east-west LYMMO BRT System in Downtown Orlando
 - ❑ Establishment of LYNX Orlando Trail (Gertrude's Walk)
 - ❑ Church Street Streetscape project.
 - ❑ Division Avenue Streetscape Project
 - ❑ Gore Avenue Street Improvements
 - ❑ Terry Avenue Realignment and Improvements
 - ❑ Final design and construction of the West Livingston Extension project connecting Parramore Avenue to the BRT.

The recent work of area residents, social service agencies and government in the Parramore community represents serious efforts to establish a foundation for revitalization. However, these efforts could fall short unless the Parramore community can re-establish its identity and reconnect to its past cultural heritage. To achieve that goal, this Plan has blended physical planning solutions of urban design techniques, complete streets, linked green spaces and buffers with planning for social services that address community health, education, jobs and public safety. The approach focuses on creating a healthy community for people, not just infrastructure.

b. Social Conditions

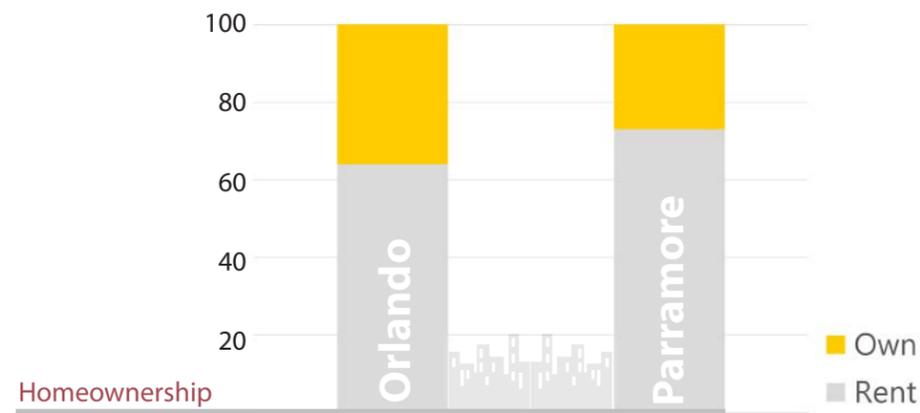
Population

There were approximately **6,175 residents** in Parramore in 2013. This represents a 65% decrease from the 1960s.



Homeownership

Approximately **73% Parramore residents rent** rather than own their homes.

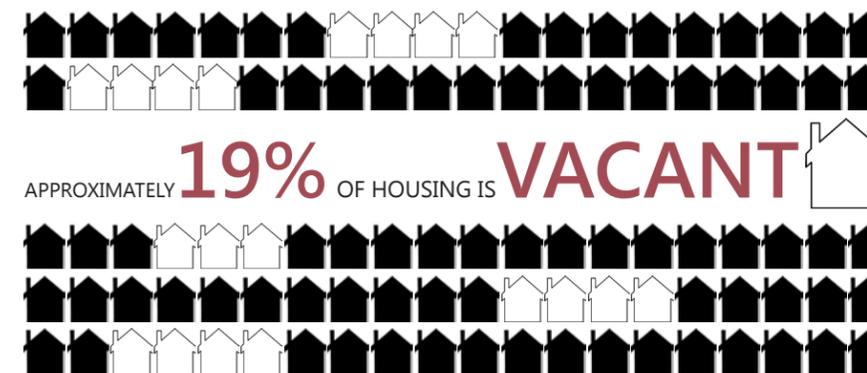


While the City of Orlando's homeownership rate (36%) is fairly low due to a preponderance of apartment units and tourism and service-dependent economy, Parramore's homeownership rate is far below the City as a whole.

There has also been a sharp decline in the number of local businesses in Parramore. **The community's commercial building stock was designed to serve three times the current population** and a large number of buildings are under-utilized, in poor condition, or are vacant.

Housing Stock

There are approximately **2,762 housing units** in Parramore today, with an average of **2.76 persons per household**. Approximately 19% of these housing units are vacant. Parramore residents are much more likely to rent housing than own it.



Economic Conditions



In addition to low homeownership rate and declining population, Parramore suffers from long-standing depressed economic conditions. The **unemployment rate is 23.8%**, approximately 18.5 points higher than the Orange County average.

The median household income is \$15,493, approximately \$26,925 less than the City of Orlando median household income of \$42,418.



c. Neighborhoods

According to the City’s Office of Communications & Neighborhood Relations, the Parramore community is comprised of three different neighborhoods, as shown on Exhibit I-2 to the right

Lake Dot, which is often referred to as Arlington Heights by both residents and City staff, is bounded by Colonial Drive to the north and W. Amelia Street to the south. It is the smallest (128 acres) of the three Parramore neighborhoods.

The population of this neighborhood is approximately 875 persons. The median age is 49 and the unemployment rate is 13.3%. These figures are fairly atypical for the overall community and are reflective of the large elder population living in the Salvation Army’s senior housing complex.

Callahan is bounded by W. Amelia Street to the north and W. Central Boulevard to the south. It is approximately 286 acres in size. The population of this neighborhood is approximately 2,002 persons.

Holden/Parramore is bounded by W. Central Boulevard to the north and W. Gore Street to the south. It is the largest (404 acres) of the three Parramore neighborhoods. The population of this neighborhood is approximately 3,450 persons.

d. Relationship to Downtown Orlando and the City

Parramore has been and remains an integral part of Downtown Orlando, as evidenced by the Community Redevelopment Agency (CRA) boundaries (see Exhibit I-3), which extend west to Westmoreland Street.

As Downtown Orlando continues to grow, there will be a strong preference for new office, commercial, and residential uses to be located in close proximity to the Central Business District core, and Parramore is situated in a prime location for that to happen. Therefore, Parramore will continue to see development interest and it is very important to conscientiously balance the need for the City’s growing Downtown with the needs of the community.

Parramore is also an integral component of the 2014 Project DTO – Advancing Downtown Orlando initiative. This is a comprehensive visioning process to formulate the next chapter of Downtown Orlando’s evolution. The primary elements include a DTO Vision, DTO Marketing Strategy, and a new Downtown Orlando CRA Plan which will act as a roadmap to achieving the envisioned Downtown. Because Parramore represents a large footprint of the CRA boundary, new projects intended to enhance Downtown as a whole may be located within Parramore. Conversely, new development projects and policies east of I-4 will also influence how Parramore grows and reacts to market demands.

Recommendations from this Plan have been presented to the Mayor’s DTO Task Force and Executive Advisory Committee, who in turn, will incorporate appropriate Parramore-specific recommendations into the development of the DTO Vision and ultimately the Downtown Orlando CRA Plan.



Exhibit I-2:
Parramore
Neighborhoods

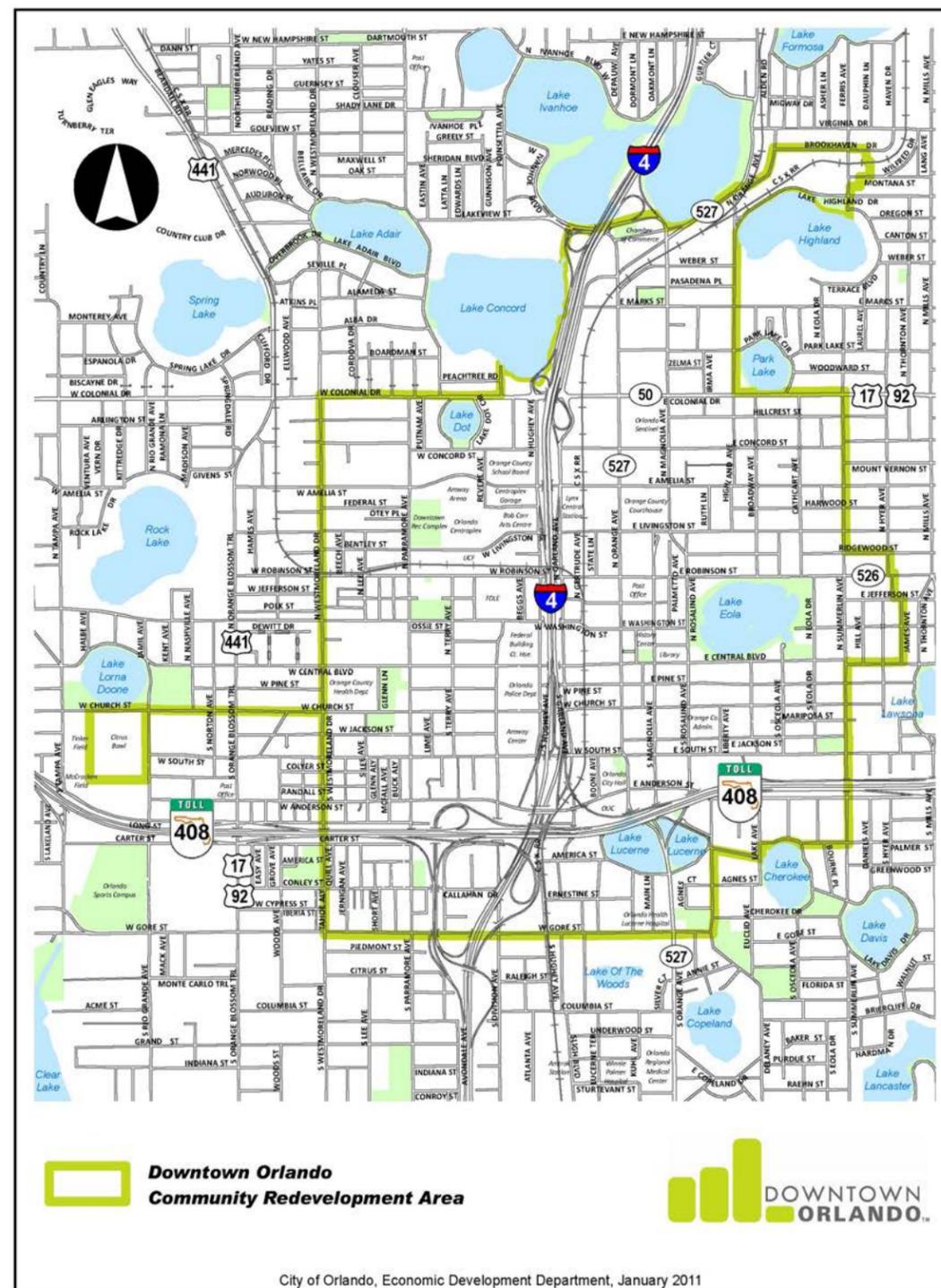


Exhibit I-3: Downtown Community Redevelopment Area

e. Health Conditions in Parramore

Actual Health statistics for the Parramore community are not readily available because they are reported by the Department of Health on a County-wide level, rather than a neighborhood or census block tract level. However, discussions with community members suggest that the community disproportionately suffers from multiple chronic health conditions.

At the January 2014 Community Kick-Off and Planning Fair (described further in Chapter II: Listening to the Community), community members self-reported existing health-related issues, including high blood pressure and hypertension, as shown in Exhibit I-4. This mirrors comments made from the attending health screening providers, who commented that they noticed high rates of high blood pressure during their screenings.

Exhibit I-4: Self-Reported Health Conditions

“Do you, or anyone in your family, have the following conditions?”

RESPONSE	NUMBER	PERCENT
High Blood Pressure/Hypertension	24	33.8%
Diabetes	15	21.1%
Depression/Stress	14	19.7%
Heart Disease	8	11.3%
Obesity	7	9.9%
Other	3	4.2%
TOTAL	71	100.0%

Because statistically valid health data is not readily available, the City should consider conducting a Community Health Needs Assessment specific to Parramore to assess the health and wellness status of residents and address attitudes towards healthy, healthy eating and physical activity as well as existing health conditions. This would create important baseline data and is a recommendation included in the first five years of the Action Plan.

f. Environmental Conditions in Parramore

The City of Orlando is in the process of administering a two-part US EPA Brownfield Program that directly addresses the Parramore community. The first part consists of a Brownfield Assessment component which targets the entire neighborhood. The purpose of the assessment is to analyze potential sites that have real or perceived contamination, the data for which can be used in the future for redevelopment. As part of this process, Phase I and Phase II examinations are conducted. In compliance with US EPA grant terms, the City has also developed a public school asthma educational program which started in the fall of 2014. The second component is a Brownfield Clean-Up Program which specifically addresses the clean-up of a +/-8.2 acre site at the southwest corner of Bentley Street and Parramore Avenue.

Redevelopment in Parramore must consider the 2013 Initial Site Inventory Report prepared for the City of Orlando Brownfield Assessment Grant to determine if a subject property has been documented as a contaminated site in need of remediation. There are numerous grant funding programs available for eligible sites, so designation as a brownfield represents an opportunity to improve the health of the community, rather than just a stigma preventing revitalization.

In order to attract private investment and improve environmental conditions and well-being for current residents, it is important for the City to implement brownfield assessment and clean-up programs to address real and potential brownfield sites and consider establishing a neighborhood brownfield committee to oversee this action. Both public and private properties must be eligible for these programs. The proposed neighborhood brownfield committee could identify and prioritize private properties that have the potential for contamination but have not been formally assessed yet.

In particular, it is important to conduct a Phase I assessment on any parcel or parcels that may be used for sensitive uses, such as community gardens, public parks, or residential uses.

g. Summary of Previous Planning Initiatives

There have been several previous efforts conducted in the name of preserving and improving the Parramore neighborhood. To understand better the Parramore neighborhood, these studies and planning initiatives were reviewed and evaluated for their pertinence to preparation of this Plan. Following review and evaluation of the documents, the results were grouped into different categories, based upon the anticipated relevance to this Plan. These planning initiatives, plans and strategies are divided into the following two categories:

1. Primary Resource Materials

- ▣ June 23, 2004 - Mayor's Parramore Task Force Report (Pathways for Parramore Initiative)
- ▣ September 2006 - Community Venues Master Plan, Part A
- ▣ November 2006 - Community Venues Master Plan, Part B (Draft)
- ▣ December 11, 2006 - Downtown Transportation Plan
- ▣ August 2009 - Parramore Town Center Strategic Vision (Final)
- ▣ 2009 - Parramore Vision Plan Map
- ▣ February 2012 - Creative Village Planned Development - PD Ordinance 2012-19
- ▣ Growth Management Plan - Future Land Use Goal 5 and Associated Objectives and Policies
- ▣ Downtown Outlook (Update of 1990 Downtown Redevelopment Area Plan)

2. Secondary Resource Materials

- ▣ 1994 - Parramore Heritage Restoration Project Annual Report
- ▣ 1994 - Parramore Heritage District Master Plan
- ▣ 2003 - Comprehensive Community Safety Plan: Parramore Heritage District of Orlando
- ▣ 2003 - Downtown Orlando 20-Point Strategic Plan
- ▣ November 2009 - Pocket Guide to Parramore Planning

Most of the plans were prepared with the intent of guiding redevelopment of the area with the exception of the 2003 Comprehensive Community Safety Plan. The following observations have been drawn from a review of the documents and are potentially relevant to preparation of this Plan:

- ❑ The Parramore Comprehensive Neighborhood Plan must identify means and solutions to attracting private sector development investment;
- ❑ While this Plan should be guided by the principles of the Downtown Outlook and seek implementation of the Outlook’s recommended “Actions,” the plan must be found consistent with the City’s Growth Management Plan (GMP);
- ❑ If this Plan adheres to the mobility principles and recommendations of the Downtown Transportation Plan, it will be consistent with the Transportation Element Goals, Objectives and Policies of the GMP;
- ❑ Consistency with the GMP will allow flexibility to implement this Plan’s revitalization and design strategies through the City’s Planned Development process of the City’s Land Development Code;
- ❑ Revitalization strategies, including maintaining and improving the Central Boulevard-Church Street corridor and creating Parramore Avenue-Terry Avenue corridor through the neighborhood are found in many of the historical documents;
- ❑ Creation of a public gathering place, a park, square or a green, at the northwest corner of Terry Avenue and West Church Street would provide the neighborhood with an engaging, active and focused space for community events, while also accentuating redevelopment of properties fronting onto the square;
- ❑ Very little attention has been given to the Orange Blossom Trail corridor in past plans;
- ❑ Enhanced education and the need for neighborhood schools have been recommended in most plans and studies;
- ❑ Public safety, real and perceived, has consistently been recognized as a critical element to the revitalization of the residential and retail areas of the Parramore community;
- ❑ Interstate 4 has been a physical barrier between the Parramore community and the remainder of Downtown Orlando. Reconnection of the two areas through pedestrian, bicycle friendly and overall safe corridors under the Interstate is essential if the Parramore neighborhood is to share in the economic and cultural growth of the entire Downtown area; and
- ❑ Creative Village is adjacent to the Downtown Central Business District and situated within the northeast area of the Parramore community. The project provides a wholly new planning context which is not entirely consistent with prior planning efforts such as Downtown Outlook. Through this new planning perspective, the Creative Village project has the potential to establish new linkages and reconnect this area to the rest of Parramore and to the Central Business District.

For the full report regarding previous planning initiatives, documents and relevant policies and goals, please see Appendix B.



3. HUD Livability Principles

This Plan is part of a larger regional planning effort called Enhance Central Florida, led by the East Central Florida Sustainable Communities Consortium, and organized by the East Central Florida Regional Planning Council (ECFRPC). This Plan was created using the U.S. Department of Housing and Urban Development (HUD) Six Livability Principles that are intended to create a sustainable and healthy community. These Six Livability Principles are:

1. Access to more transportation choices,
2. Promotion of equitable affordable housing,
3. Enhancement of economic competitiveness,
4. Support of existing communities,
5. Coordination of policies and leveraging of investments, and
6. Placement of value upon communities and neighborhoods.

Priority has been placed on ensuring that the development of this Plan is accomplished with transparency and equal access where the general public and key stakeholders have had opportunities to be engaged in the planning process and provide meaningful input by sharing. Each person has been able to voice their personal opinions and the Plan derived strength from the sharing of different points of view.

4. Healthy Community Design Principles

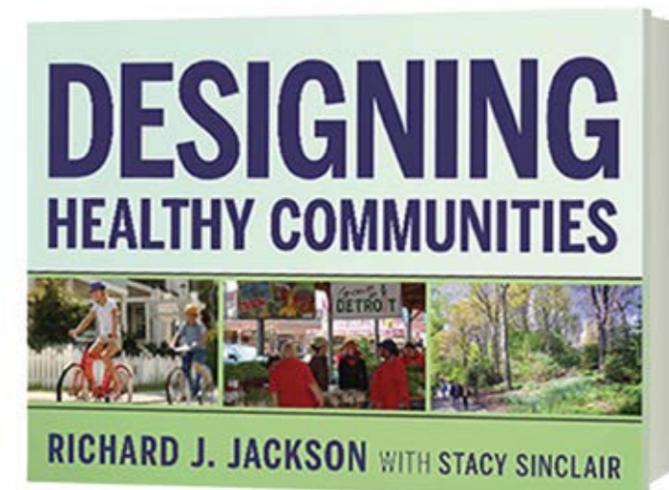
The Parramore community suffers from a variety of health related concerns. The community has all of the characteristics of a “food desert” because there is little convenient access to affordable fresh fruits, and vegetables. A 2012 study conducted for the Parramore Kidz Zone (PKZ) by the Health Council of East Central Florida found that an estimated 41% of children suffer from chronic health problems, including obesity, hypertension, and asthma.

The Plan team has enlisted the assistance of Dr. Richard Jackson, M.D. from the University of California, Los Angeles (UCLA), a pediatrician and specialist in community health, to recommend best practices which would reduce negative impacts of the built environment on public health.

Dr. Jackson served 15 years at the Center for Disease Control (CDC) where he established the National Asthma Epidemiology and Control Program and advanced the childhood lead poisoning prevention program. Over the past decade much of his work has focused on how the ‘built environment’ affects health. He is also the author of the book *Designing Healthy Communities*.

I think we must search for solutions that solve problems across many challenges; piecemeal strategies will fail. We must start from the bottom up which means creating buildings and communities that use less resources and much less fossil fuels, at the same time offering a rich engagement in life, meaningful work, local healthy food, and plenty of “incidental” physical activity. And from the top down, we must develop policies that incentivize “smart buildings” and “smart communities” and dis-incentivize plans and construction that threaten our national well-being and survival.”

~Dr. Richard Jackson, M.D.



In addition to the already established HUD Livability Principles, the Parramore community stakeholders worked with Dr. Jackson to establish Ten Healthy Community Principles to create a Vision for a healthy Parramore. A Healthy Community addresses not only the physical environment, but also education, employment, housing, infrastructure, social and environmental stewardship, and community engagement components. A Healthy Community is a place where every resident can readily make healthy lifestyle choices. Key components include easy access to safe parks and walking trails, recreational programs for both children and adults, healthy and affordable foods, safe and affordable places to live, and life-long learning programs and educational opportunities for all ages.

Designing a Healthy Community

This Plan focuses on creating a healthy, sustainable and vibrant community that prepares for the future while preserving, enhancing, and celebrating the culture and heritage of Parramore.

Through community forums and extensive public engagement, the following Ten Healthy Community Design Principles were established and endorsed.

Ten Healthy Community Design Principles

 1	<i>Drive Economic Development by Creating a Unique Identity</i>
 2	<i>Improve Access to Job Opportunities</i>
 3	<i>Promote Social & Environmental Justice</i>
 4	<i>Increase Housing Opportunities</i>
 5	<i>Make Education the Cornerstone of Revitalization</i>
 6	<i>Empower Champions for a Healthy Community</i>
 7	<i>Promote Access to Healthy Food</i>
 8	<i>Invest in People, not Cars</i>
 9	<i>Maximize the Opportunity for All Residents to get Physical Activity</i>
 10	<i>Encourage Mixed Use Development</i>

The following chart has been prepared to show the strong relationship between HUD's Livability Principles and Parramore's Healthy Community Principles.

Exhibit I-5:
Relationship of HUD Livability Principles to Parramore Healthy Community Principles

HUD Livability Principles	Parramore Comprehensive Neighborhood Plan Community Principles
Access to More Transportation Choices	 Invest in People, Not Cars
	 Maximize the Opportunity for All Residents to get Physical Activity
Promotion of Equitable Affordable Housing	 Increase Housing Opportunities
Enhancement of Economic Competitiveness	 Improve Access to Job Opportunities
	 Make Education the Cornerstone of Revitalization
	 Drive Economic Development by Creating a Unique Identity
Support of Existing Communities	 Promote Access to Healthy Food
	 Empower Champions of a Healthy Community
Coordination of Policies and Leveraging of Investments	 Encourage Mixed Use Development
Placement of Value upon Communities and Neighborhoods	 Promote Social and Environmental Justice

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Chapter II: Listening to the Community



1. Community Outreach

Despite its ideal location as a Downtown neighborhood, Parramore has not historically had a strong “voice” at the table. This may be partially due to the low homeownership rates (9.3%) and lack of an organized constituency that is typically found in homeowner associations. It may also be due to the area’s socio-economic status. Whatever the reasons, in order to create a meaningful plan and build consensus for a shared community vision, the City of Orlando designed an inclusive community outreach process intended to build champions and ambassadors for the implementation of the Plan and the betterment of the community.

The Community Engagement Strategy focused on transparent communications and meetings with residents, business owners, stakeholders, non-profits, faith groups and government organizations. The goals of the public outreach process were accomplished and included identifying Community Ambassadors to assist in reaching out to and engaging the Parramore community in workshops and activities. Information was shared with the community meetings in neighborhood centers. Thereafter, the meeting summaries were posted to EnhanceCFL.org website, along with the agendas, flyers, PowerPoint presentations, comments cards and sign-in sheets. The website also hosted the Parramore Public Involvement Plan, event dates and concept maps.

The planning process engaged the Parramore stakeholders in a visioning process of a community that is environmentally, socially, and economically sustainable. The planning process incorporated the U.S. Department of Housing and Urban Development (HUD) Six Livability Principles.

The process allowed for each person to voice their opinions and included the input of residents, business owners, social service providers, young people, the faith-based community and other stakeholders.

Community Outreach Tools and Strategies

The outreach efforts and tools included public and stakeholder meetings such as Action Team Workshops, Action Team Summit, Community Kickoff Fair, Walking Audits and Community Workshops. The consultant team prepared informational materials: i.e. flyers, handouts, Invitations, fact sheet, questionnaire boards, maps, comment cards, news releases, public notices, images and Infographics.

Additionally the outreach efforts included electronic tools such as the Enhance Central Florida Website (www.enhancecfl.org), email blasts and a dynamic master list that were updated after every meeting. There were also polls utilizing Turning Point keypad, videos, and websites such as City Confidential.

Special Outreach

Because many residents in the Parramore area have transportation challenges, public meetings were located within the neighborhood at community centers. Flyers about the process were provided to residents and stakeholders at community centers, recreation room, barbershops, salons, laundry mats, schools, non-profit offices, churches, apartments, homes, businesses, bus stops, etc. A master media contacts list was developed and used for major meetings, such as the Community Kickoff Fair. Also, to ensure that every voice was heard, people were given the opportunity to speak out during the meetings, provide comments on comment cards, vote, place sticky dots on a map, talk to community leaders, etc. Also, in an attempt to foster champions for the Plan, some people volunteered to sign pledges to become community ambassadors. They committed to inform residents about the neighborhood planning process, invite their neighbors to the Community Fair and to get the residents to participate in the planning process. Additionally, Turning Point keypad exercises were often utilized to poll meeting attendees about their preferences for certain recommendations (Turning Point is a computer hardware and software program that allows for real-time surveys to be conducted during community meetings).



Photo:
Parramore Planning Fair

Notice Requirements

The Project Management and Consultant Teams complied with the City public notice requirements, the public meeting requirements of Section 286.011, Florida Statutes (F. S.) and the Enhance Central Florida Community Outreach Plan.

Project Staff Kick-Off Meeting

On October 31, 2013, the City of Orlando, Consultant Team and members of the Enhance Central Florida Consortium held a project staff kick-off meeting at the J. B. Callahan Community Center to discuss project goals, the purpose of the HUD Sustainability Communities Regional Planning Grant, project schedule, community engagement strategy, work products and overall responsibilities for each project work task.



Exhibit II-1: Public Outreach Process

Action Team and Small Group Meetings

From January through May, 2014, the City and the Consultant Team hosted small group meetings to include neighborhoods, social services, faith-based community, a Youth Forum, and West Church Street property owners. The Team met with Action Teams, representing Callahan, Holden-Parramore and Lake Dot Neighborhoods, where residents identified and prioritized community assets and challenges. Following the individual neighborhood meetings, an Action Team Summit was convened to identify common issues that should be addressed in the visioning process.

Community Workshops

There were a total of five (5) Community Workshops to combine all of the community's feedback into a vision and recommendations for the revitalization of Parramore.

Community Kick-Off and Planning Fair

The residents, business owners and stakeholders participated in a planning fair where the objectives of the Plan were introduced. The Callahan Center was filled with over 125 attendees in a fun, interactive environment. There were spaces for discussion and input regarding transportation, housing, work places, healthy foods, health screenings, finance and employment, education and other healthy principles. Attendees were also able to receive free health screenings, videotape oral histories, learn about nutrition and other healthy choices.



Exhibit II-2: Youth Forum and Building Block Exercise

Exhibit II-3: Community Kick-Off and Planning Fair "Dotmocracy" Exercise



Exhibit II-4: Get Active Orlando Table

Exhibit II-5: Parramore Vision Plan Outreach

The Community Kick-Off and Planning Fair highlighted the existing health-related issues that Parramore residents face on a daily basis and underscored the necessity to use Healthy Community Design Principles as the framework for the Plan. High blood pressure/hypertension was the most common medical condition that respondents answered that they, or a family member, have. This mirrors comments made from the health screening providers, who noted that they noticed high rates of high blood pressure during their screenings. The health-related issues and concerns garnered at the Community Kick-Off and Planning Fair are summarized below:



Exhibit II-6: Self-Reported Health Conditions

“Do you, or anyone in your family, have the following conditions?”

RESPONSE	NUMBER	PERCENT
High Blood Pressure/Hypertension	24	33.8%
Diabetes	15	21.1%
Depression/Stress	14	19.7%
Heart Disease	8	11.3%
Obesity	7	9.9%
Other	3	4.2%
TOTAL	71	100.0%



Exhibit II-7: Access to Fresh Produce

“What do you think is the best way to help improve access to fresh fruit and vegetables?”

RESPONSE	NUMBER	PERCENT
Farmer’s Market	23	30.3%
Community Gardens	20	26.3%
Grocery Store	20	26.3%
Hebni’s Mobile Farmer’s Market	13	17.1%
TOTAL	76	100.0%



Exhibit II-8: Exercise Difficulties

“What makes it difficult for people to exercise in Parramore?”

RESPONSE	NUMBER	PERCENT
Safety	11	33.3%
Space	11	33.3%
Money	8	24.2%
Time	3	9.1%
Other	4	12.1%
TOTAL	33	100.0%



Exhibit II-9: Overall Health

“What is the best way to improve the overall health of the residents in Parramore?”

RESPONSE	NUMBER	PERCENT
Access to Healthy Food	19	25.0%
Education	17	22.4%
Exercise/Recreation Space	16	21.1%
Safe Sidewalks and Roads for Everyone	12	15.8%
Access to Health Care Providers	10	13.2%
Other	2	2.6%
TOTAL	76	100.0%



Community Workshop #1: Healthy Community Design Principles

Public feedback from the previous meetings, including the Community Kickoff and Planning Fair, was used to develop the Ten Healthy Community Design Principles. Community Workshop #1 participants commented on how the Healthy Community Design Principles should be used in the Plan.

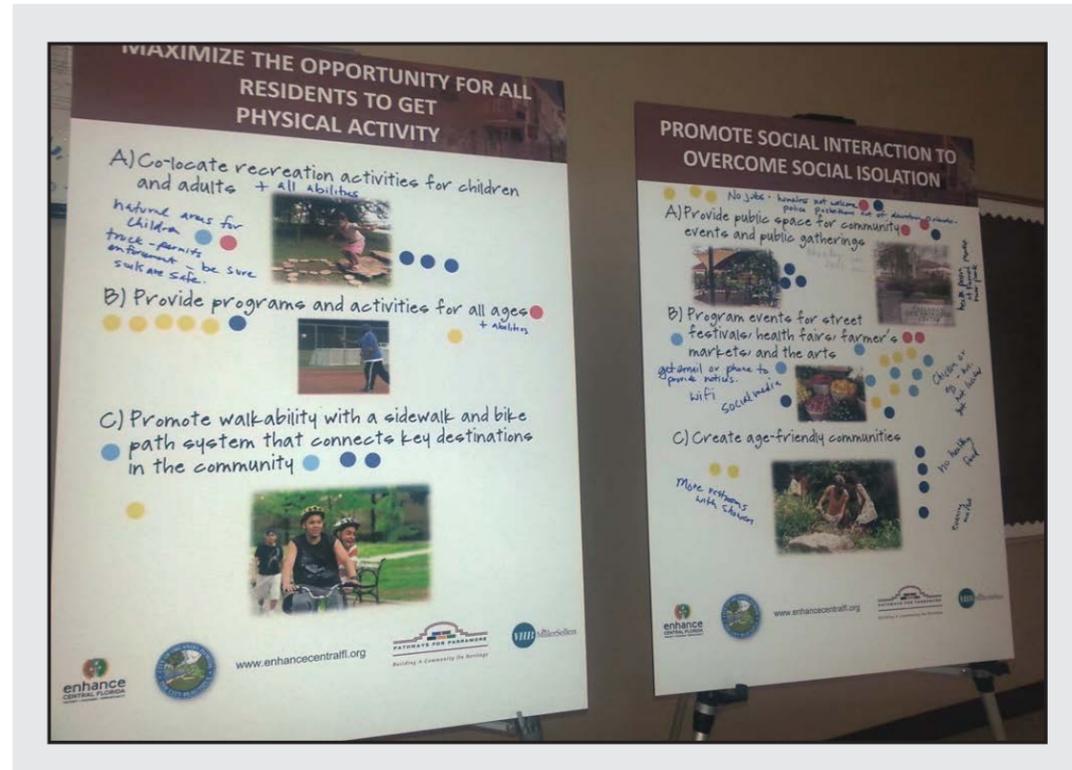


Exhibit II-10: Dot-voting prioritization of Healthy Community Principles and Strategies

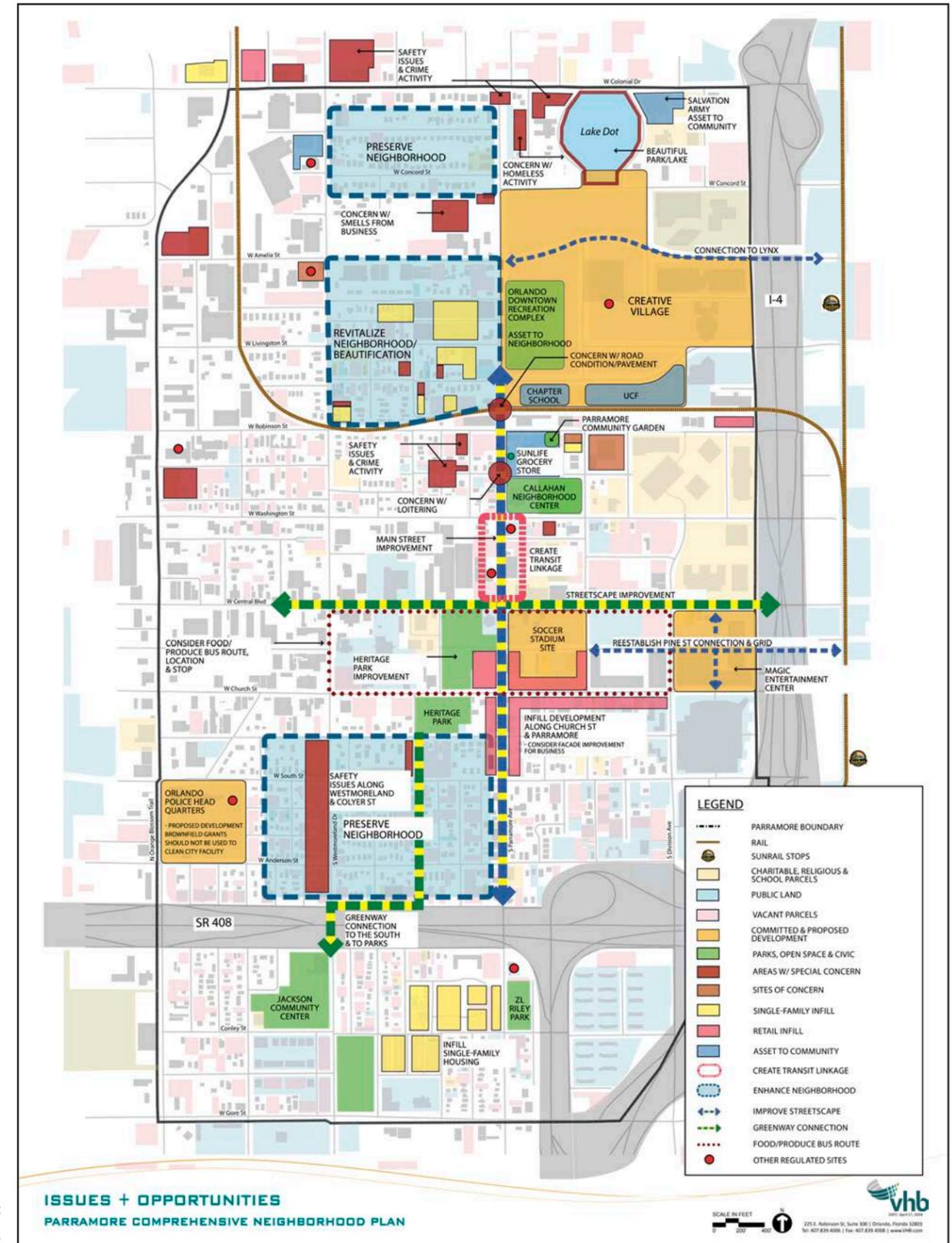


Exhibit II-11: Map of Discussed Issues and Opportunities

Community Workshop #2: Revitalization Scenarios

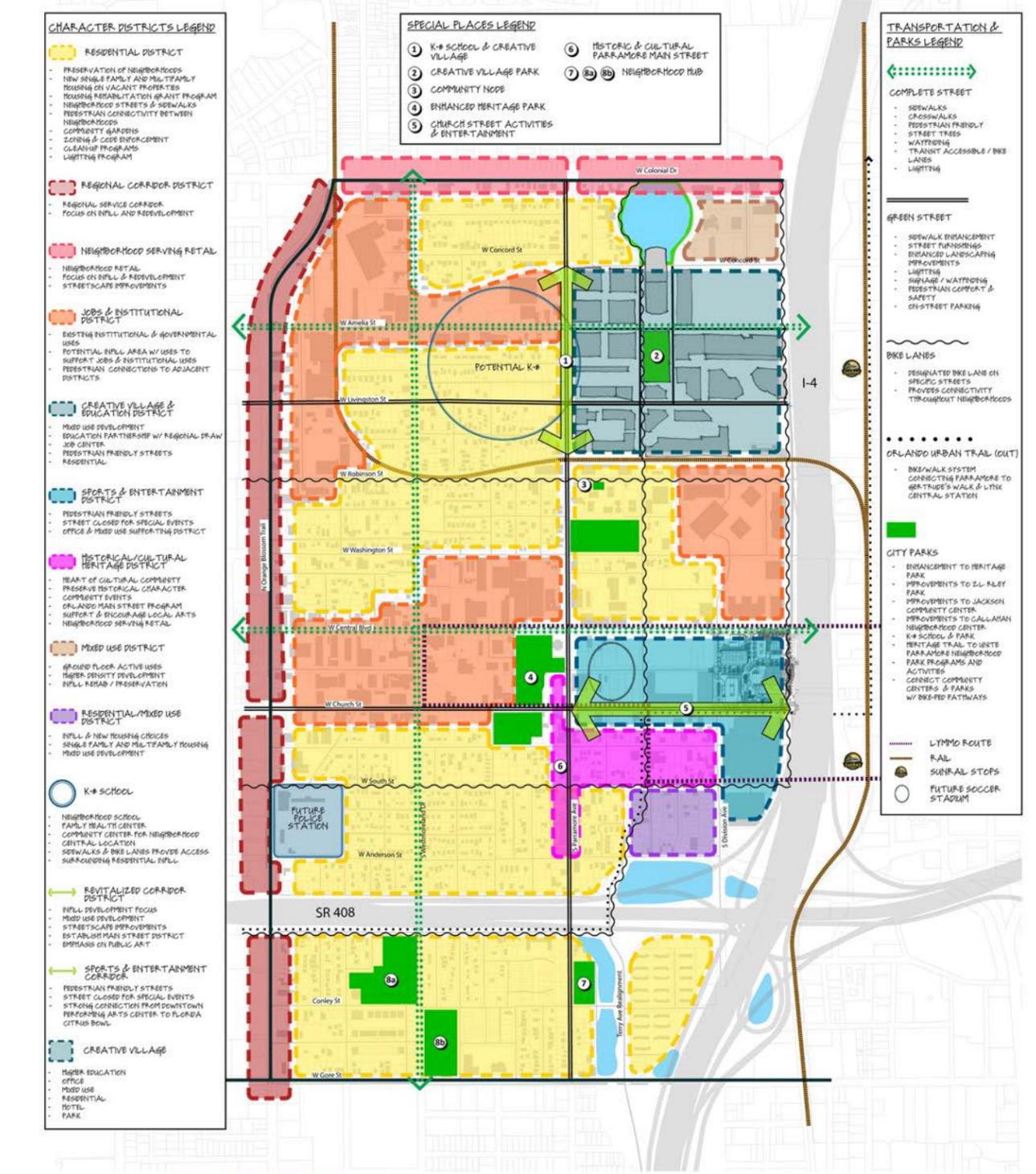
The Consultant Team prepared three (3) alternative revitalization scenarios, or concepts, based upon the community's feedback and the application of the Healthy Community Principles and presented them to the community. These alternatives all focus on a long-term vision for the community and ideas for how to revitalize Parramore. Each of the alternatives explored a different theme, or concepts, for revitalization: (1) Neighborhood Preservation & Enhancement; (2) Neighborhood Preservation & Educational Hubs; (3) Neighborhood Preservation & West Town Connection.



Exhibit II-12: Community Workshop Presentation

Concept One: Neighborhood Preservation & Enhancement

The intent of this revitalization scenario was to represent existing development patterns, incorporating neighborhood preservation and enhancement for infill vacant lots, address street safety improvements, include a historical/cultural heritage district and public programs such as housing assistance, homeownership education, land trusts and job trainings.



CONCEPT 1 - NEIGHBORHOOD PRESERVATION + ENHANCEMENT
PARRAMORE COMPREHENSIVE NEIGHBORHOOD PLAN

SCALE IN FEET
0 200 400



225 S. Robinson St., Suite 300 | Orlando, Florida 32801
Tel: 407.839.4000 | Fax: 407.839.4008 | www.vhb.com

Concept Two: Educational Hub

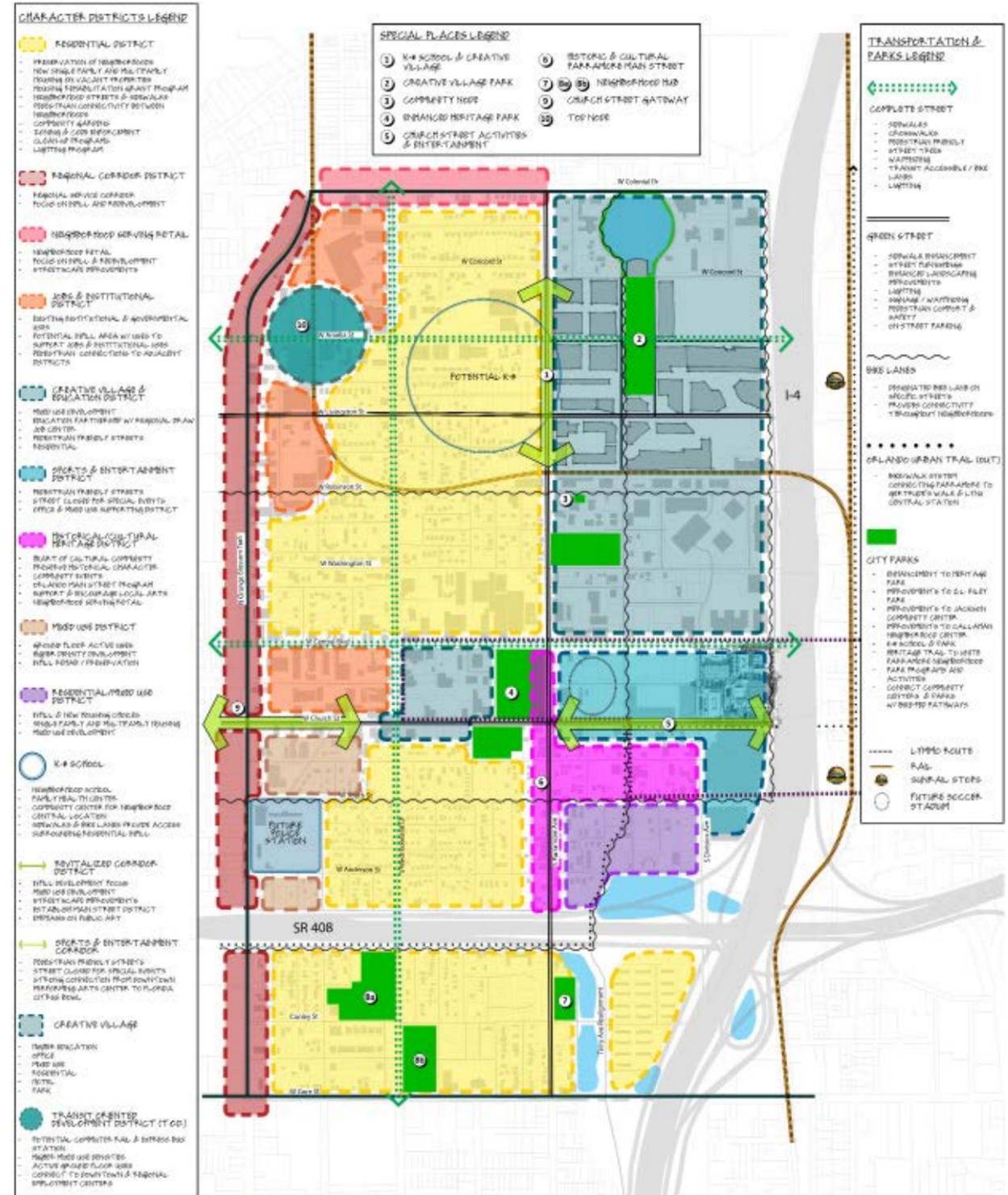
The intent of this revitalization scenario was to create a unique identity for Parramore through an “Educational Hub” built around the Creative Village. The coordinated educational resources, which could include UCF, FAMU, Rollins, UF, Orange County VoTech, Valencia State College, etc., would be available to the community members. This development could occur in the surface parking/vacant lots north of Pine Street.

The Coalition for the Homeless, Christian Service Center, and Orange County Department of Health were included in the “Creative Village and Education District” in order to create a connection between these resources and the new educational hub resources.

The industrial lands along Amelia Street would give way to a residential-focused district that would connect the two neighborhoods and support the new Downtown K-8 Community School. Limited mixed use would still be allowed within the Residential District, and businesses are relocated within the community.



Exhibit II-13: Concept Plans for Creative Village and Education District



CONCEPT 2 - NEIGHBORHOOD PRESERVATION + EDUCATIONAL HUBS
PARRAMORE COMPREHENSIVE NEIGHBORHOOD PLAN



Concept Three: West Town Connector

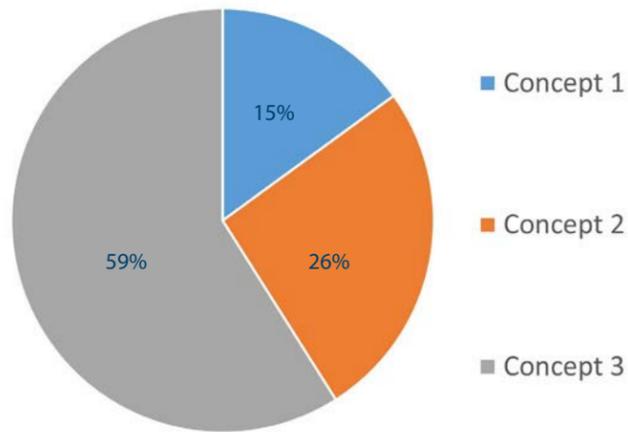
The intent of this revitalization scenario was to recognize that Orange Blossom Trail (US 441) is not the western boundary of Parramore; instead, it is a central economic spine that serves both Parramore and the communities to the west, including Rock Lake, Lake Lorna Doone, the Citrus Bowl area, and Washington Shores.

The I-4 Construction will result in increased trips on US 441, so it will be important to serve the needs of cars and of pedestrians by turning US 441 into a Complete Street with mixed use nodes at key intersections.

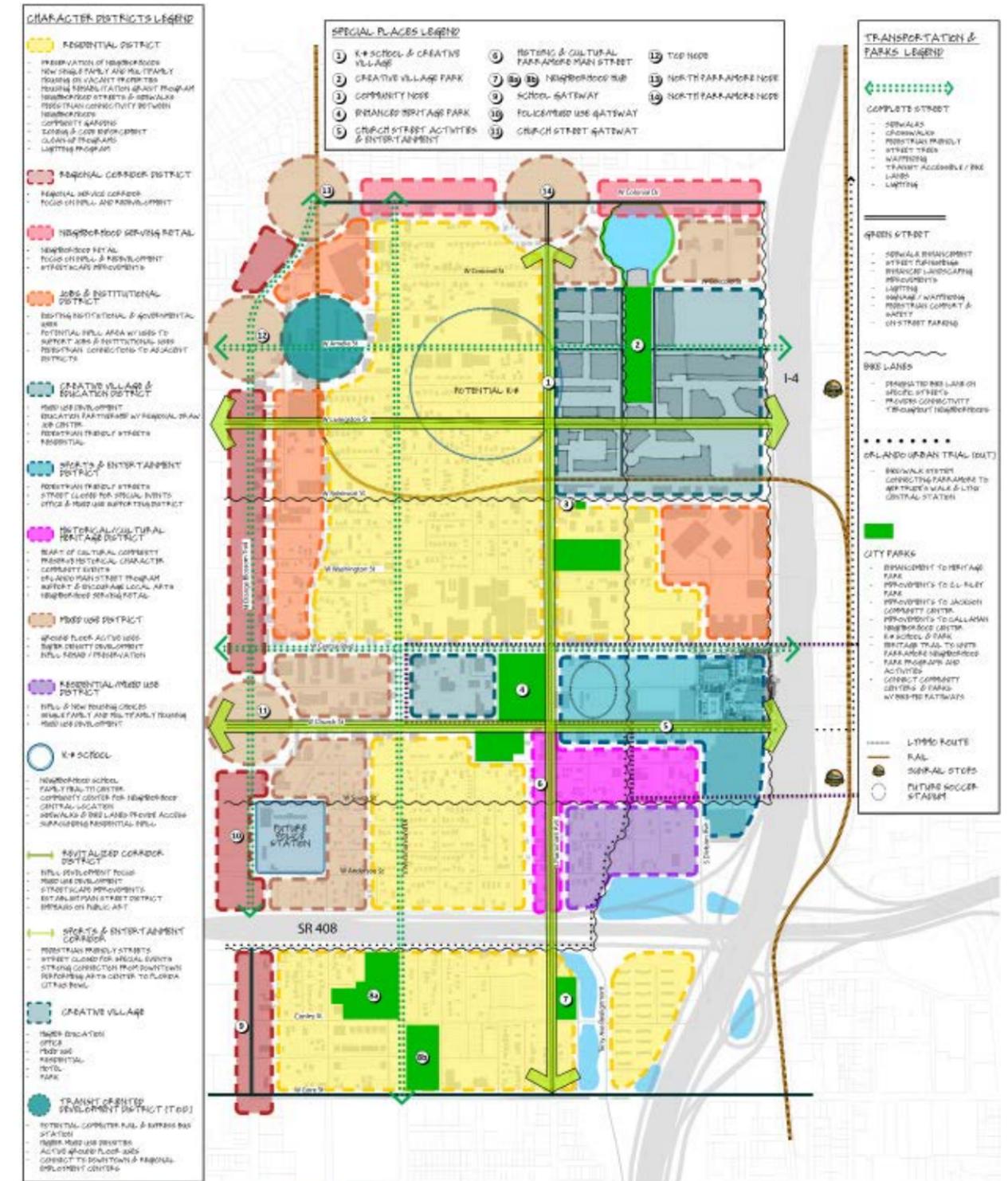
As with Concept Two, the industrial lands along Amelia Street would give way to a residential-focused district that would connect the Arlington and Callahan neighborhoods and support the new Downtown K-8 Community School. Limited mixed use is still allowed within the Residential District.

This concept envisioned an expanded Heritage Park on what was known as the Black Business Investment Fund (BBIF) property and Fire Station #2 to create a more usable park area that could also support the Orlando City Soccer Stadium. This particular component of the vision was superseded by events when the City announced in August 2014 that the MLS Soccer Stadium was to be re-located several hundred feet to the west.

Exhibit II-14: Preferred Vision Concept Voting Results



At the end of Community Workshop #2, participants had a very robust discussion about all three concepts and then voted on their preferred redevelopment scenario. The community consensus was for a combination of Concept Options #2 and #3.



Community Workshop #3: Small Area Plans

Community Workshop #3 provided a summary of the three revitalization scenarios from the previous meeting, as well as a description of the “Parramore Community Vision Plan” that represents the preferred revitalization scenario. Within this Vision, smaller geographic areas consisting of blocks or groups of blocks were identified as Small Areas and potential catalyst sites for preserving and transforming Parramore. The workshop participants also learned about the Market Study and how it would be used to assess the potential for new growth and development within Parramore. Finally, the project team used images and graphics to show attendees how the catalyst sites could look if they were to be redeveloped.

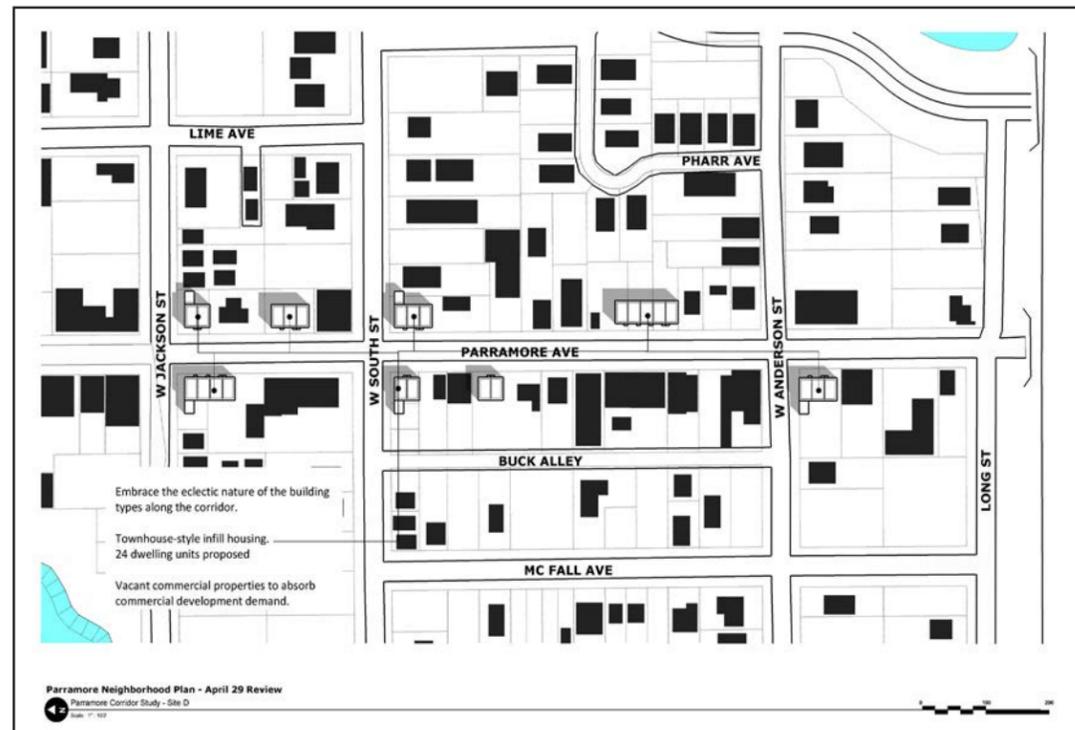


Exhibit II-15: Infill Housing Opportunities presented at Community Workshop #3

Community Workshop: Wrap Up Meeting – June 11, 2014

This workshop highlighted the final Parramore Community Vision Plan and proposed recommendations that were voted on by the community. VHB prepared a Healthy Community Map, as well as small area maps to help visualize the potential redevelopment plan for the Parramore Neighborhood.

Mayor’s Downtown/Parramore Task Force Coordination Meetings

The City’s Project Manager and the Consultant Team met periodically with the Mayor’s Project DTO – Advancing Downtown Orlando Task Force (Project DTO) and the Project DTO Executive Advisory Committee and briefed them on the Parramore Comprehensive Neighborhood Planning process. City staff also participated in numerous Project DTO subcommittee meetings in order to ensure that this Plan and Project DTO projects “spoke” to each other. The purpose of these meetings was to ensure that this Plan was fully integrated into the City’s overall goals for Downtown Orlando. The Recommended Community Vision Plan and Recommendations were presented to the DTO teams at various stages. The ultimate goal was to incorporate the Parramore Comprehensive Neighborhood Plan and recommendations into the Project DTO Advancing Downtown Orlando Vision Plan and subsequent amendments to the Downtown Orlando Community Redevelopment Area (CRA) Plan.

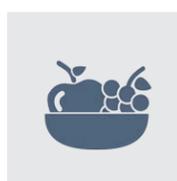
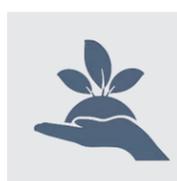


Exhibit II-16: Community Workshop Wrap-Up Meeting

2. Issues Identified by the Community

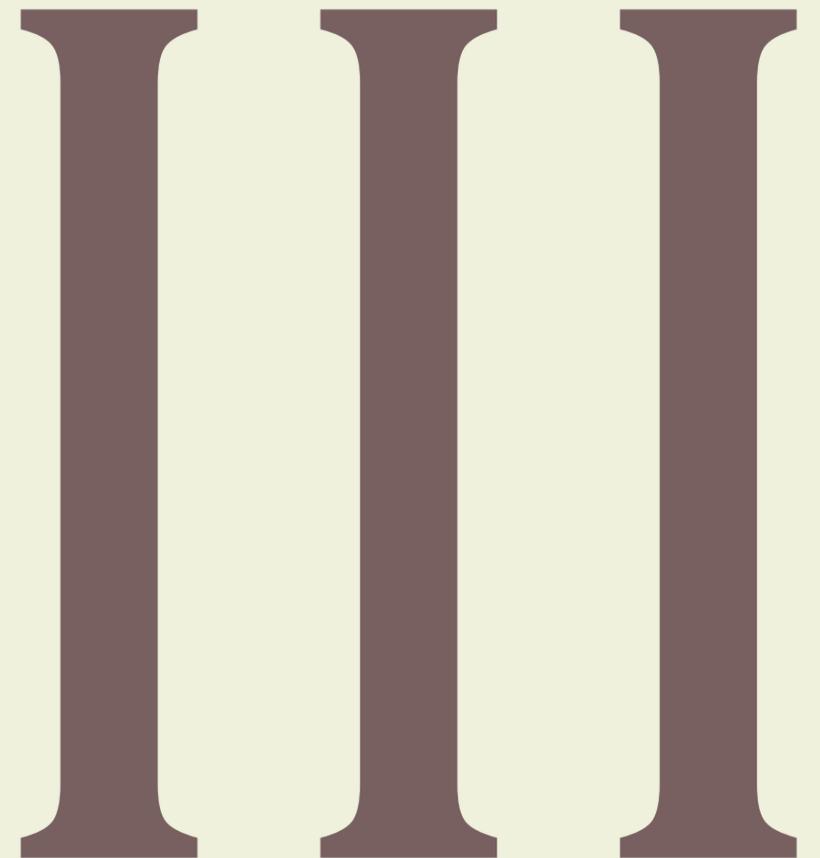
Throughout the community engagement process, certain issues and problem statements were repeatedly verbalized by community residents. This Plan addresses these common issues through application of the Healthy Community Design Principles.

	Common Issue	Problem Statements
	Need for Economic Development	Need to improve the image and perception of Parramore as a desirable place to live, work and play
	Barriers to Employment	Lack of transportation options to get to work Part-time jobs only; full-time jobs not available Low-wage jobs High unemployment Need for more job training opportunities Lack of right kind of training and education
	Lack of Housing Choices	Most people want to own a single-family home Need to increase opportunities for home ownership in Parramore, while also maintaining the historic neighborhoods
	Lack of Educational Resources	No public elementary school Nap Ford Community School has a waiting list Kids bussed out of community to different schools
	Lack of Political Power	Nothing ever gets done Some people feel that they have worked and worked, but nothing is ever changed Residents don't know what is happening at City Hall

	Common Issue	Problem Statements
	Access to Healthy Foods	Not many stores sell this kind of (healthy) food Need more community gardens Lack of farmer's market
	Pedestrian Safety	Walking is not safe Need more crosswalks Need sidewalk improvements No walking trail Consider needs of all ages and abilities Community 2-3 hours each way because of infrequency of buses, and having to transfer
	Lack of Safe Spaces for Recreation	No walking trail No organized activities for adults Need sidewalk improvements Need Bike Lanes
	Separated Needs and Services	Jobs are not located in Parramore Lack of access to healthy food options Need more diversity of restaurants Doctors are not located in Parramore
	Social and Environmental Concerns	Safety and perception of safety Environmental and brownfield concerns Poverty and homelessness



Chapter III: Recommended Community Vision Plan



1. Parramore Community Vision

The Recommended Community Vision incorporates the preferences and priorities of the community members, as well as revisions based on other current planning efforts to create a long-term Community Vision for Parramore. The Community Vision incorporates aspects of all three Vision Concept Options as described in Chapter II.

a. Vision Context

An effective community vision must answer four essential questions.

1. Where are we now?

2. Where are we going?

3. Where do we want to go?

4. How do we get there?

The information presented previously in this document has addressed the first two questions and has also provided the framework for answering the final two questions. This chapter will address the third and most important question by defining how Parramore will look over the next 20 years and what catalyst projects need to be accomplished to launch that vision.



Photo:
Building Activity
from Youth Forum

In establishing where we are now, the introduction described the transition of Parramore from a viable community of African-American culture in the mid-1950's to a community that is improving, but in many ways still cut off from the City by man-made physical and social barriers. The significant amount of time that this planning process dedicated to public engagement was absolutely essential to allow the community to vent its frustrations, allow an understanding of the physical changes that are necessary to transform Parramore, and to understand and appreciate the distrust residents have developed over time from prior plans that promised, but were unable to deliver, change. As a result of these meetings with community residents and stakeholders, it became clear that in order to develop a shared vision and to effectively preserve, transform and revitalize the Parramore community, the Recommended Vision had to be more than a pretty picture. Instead, the Plan needs to answer some key questions put forward by the community including:

1. How do we transform Parramore into a 21st Century Community that has all the physical, economic and social components that made the community work in the 1950's?
2. How do we transform Parramore in a way that provides housing and job opportunities for the residents that now reside in Parramore, as well as those who grew up there, left, and want to return?
3. How do we accommodate the future demand for market rate and affordable housing for the thousands of employees who want to live and work in Downtown Orlando, be free of total reliance on the personal automobile and live in a place that celebrates diversity and creativity?
4. How do we transform Parramore into one of the healthiest neighborhoods in the City of Orlando?
5. How do we create a place of "true urbanism" where we can shape the built environment in a way that increases civic engagement through:
 - The creation of multi-functional public spaces designed to bring the community together for concerts, farmers markets, seasonal and community festivals.
 - The development of mixed-use developments in close proximity to each other, and
 - The construction of a balanced transportation network that is focused on not moving vehicles, but rather, moving people (children, older residents, the handicapped, the poor and the well-to-do).
6. How do we transform Parramore into a place that is safe for children and families?

This last question may be the most important of all because, until we overcome the perception that you are not safe in Parramore, it is highly unlikely that we will be successful in our redevelopment efforts. The focus on the safety of children is important because in an urban environment, children are truly the “canaries in the coal mine.” If we want to make Parramore a healthy and sustainable community, we must first make it safe for children. Mayor Dyer and the City Council understand this concept and continue to demonstrate that understanding through their support of the Parramore Kids Zone (PKZ).

However, our commitment has to go even deeper than the great work of PKZ. Every aspect of our design for the Parramore community, the buildings, the organization of the streets, public open space and parks, the location and accessibility of the schools, has an impact on the health and development of children. In a healthy community, children are able to develop autonomy, which means they are able to extend their range of exploration of their community. Children and families, more than anyone else, need safe pedestrian networks, bicycle networks and good public transportation. Streets must be safe, self-enforce proper driver behavior, and conceived as public space for social exchange. This will foster a pedestrian-friendly community which also increases natural surveillance.

Children grow up assuming that they are the kind of person that their physical environment tells them they are. They see their physical environment as a portrait of themselves: an ugly, brutal environment has a deadening effect, seeming to justify brutal and violent reactions.

We need to revitalize Parramore in a way worthy of a child's affection.

We must create an environment in which children can feel at home, and find their special places. It should be possible for every child to get to know his or her community inside and out, “to hold their community in the palm of their hand.” They are, after all, the ones who will inherit the Parramore community and become responsible for its future.

In order to address the challenges these questions provide, the Parramore community has chosen to develop their Vision around the Principles of Healthy Community Design. The vocabulary associated with Healthy Community Design is easier to communicate and measure progress than some more abstract planning concepts. Using the 10 Healthy Community Design Principles as a guide, this Vision not only addresses the Livability Principles put forward by the U.S. Department of Housing and Urban Development, but allows us to provide the structure necessary to communicate vision concepts and the action items recommended for implementing this Plan.

The Healthy Community Design approach has allowed planners to discover community issues and potential solutions in the context of each of the principles and then create and evaluate vision alternatives.



Exhibit III-1: Healthy Community Diagram

b. The Vision for Parramore

Vision Statement

Use the principles of Healthy Community Design to create a community that is safe, healthy, affordable, mixed-use, diverse in population and income, walkable, and organized in a manner that allows residents to celebrate its unique identity and sense of place.

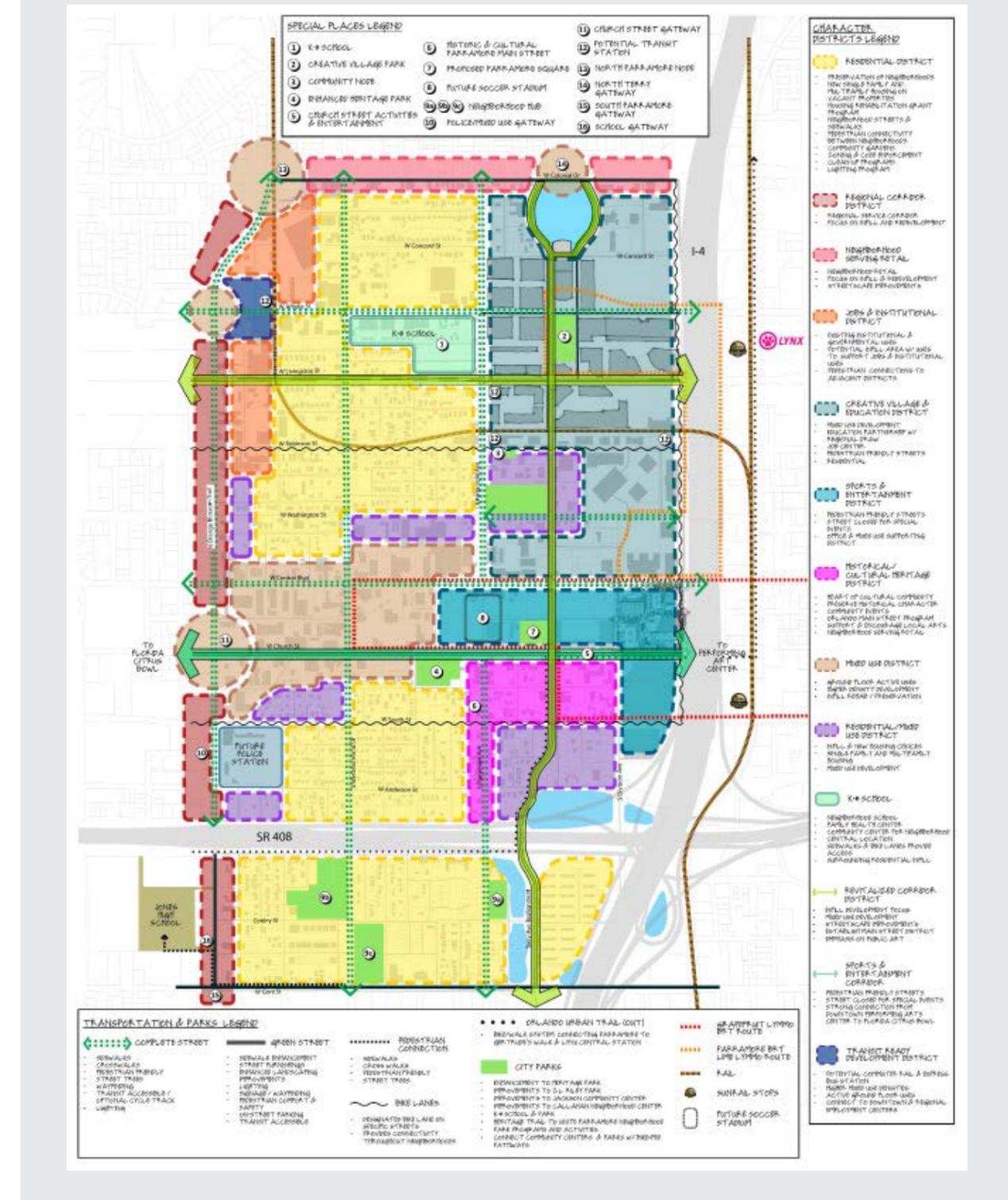
Overview of Vision

As opposed to the popular belief that Parramore will grow east to west, primarily from the influence of the downtown market, this Plan recognizes that the Parramore neighborhoods are part of a larger community that stretches across US 441 and extends all the way to John Young Parkway. Many of the residents of the neighborhoods west of US 441 originally lived in Parramore and moved when lending practices and available capital allowed African American residents to purchase single family homes in neighborhoods like Washington Shores and Rock Lake. A large number of these residents still return to Parramore to worship on Sundays and maintain a strong identity with the Parramore area. Subsequently, the Recommended Vision Plan recognizes that the while the eastern segment of the community between Division Street and Parramore Avenue will develop with higher intensities of development expected in a downtown core or activity center, the commercial center of Parramore is not Parramore Avenue, but the US 441 corridor. The US 441 Corridor between Gore Street and SR 50 can draw market share from the neighborhoods on both sides of US 441 as well as a regional market from passerby traffic using this arterial for commuting to jobs. The size and draw of consumers for retail goods and services along US 441 will provide a market share large enough to compete for grocery stores, drug stores and similar community commercial services that could not be supported by just the population of Parramore. While US 441 and SR 50 carry large amounts of regional traffic, the vision recognizes these roadways as serving a local purpose as well.

Exhibit III-2 shows the Recommended Vision Plan that will guide future development in the Parramore community. The Vision Plan alternative selected by the Parramore Community represents a hybrid of the “Educational Hub” Concept #2 and the “West Town Connector” Alternative 3 described in Chapter II.

The Parramore community is envisioned as becoming a strong inner-city neighborhood similar in status to Thornton Park with a land use pattern similar to the transition that takes place between Rosalind Avenue on the east, Bumby Avenue on the west, SR 50 on the north and Gore Street on the south. In this context, Parramore Avenue becomes the heart of the neighborhood and presents the opportunity to address a unique neighborhood market that should differentiate Parramore Avenue’s neighborhood commercial potential in the same manner as Ivanhoe Village, Mills 50, Audubon Park, Thornton Park and College Park, creating a competitive advantage by capitalizing on a theme that embodies the history, music, art and culture of the African-American experience in Orlando.

Exhibit III-2: Recommended Parramore Community Vision Plan



Character Districts

In order to better understand the Recommended Vision Plan, a brief description of each of the Character Districts illustrated on Exhibit III-3 follows:

1. Residential District.

Includes the residential neighborhood areas of Lake Dot/Arlington, Callahan and Holden/Parramore that are to be preserved and protected from encroachment by non-residential uses. The future of these neighborhoods should be secured by investment in new and refurbished, predominately single family homes. Special emphasis should be placed on creating a School Renaissance Zone to incentivize investment in the area surrounding the new Downtown K-8 Community School, including near-term investment by the City of Orlando CRA and use of SHIP funding to build housing on vacant lots in the area. A School Renaissance Zone is intended to surround the immediate school area with residential uses, which allow children the opportunity to walk short distances from home to school. Assuring these neighborhoods are safe and walkable and connecting the neighborhoods to the new school, Parramore Avenue Cultural and Heritage District, and public transit with sidewalks and bike trails, will be integral to the success of revitalizing the Parramore community.

2. Regional Corridor District.

This District Includes the US 441 Corridor and is envisioned as the commercial center serving not only of Parramore, but the neighborhoods to the west. The population of the area is significant enough to support the commercial needs of the Parramore community, especially a full service grocery store accessible by transit that will address the lack of healthy food options in close proximity to Parramore. A large portion of the US 441 corridor in this area is part of the Orange Blossom Trail (OBT) Community Redevelopment Area and therefore provides a potential funding source for incentivizing investment in the area for both the public and private sector. A focus on the intersection of Church Street and US 441 should include the construction of a gateway feature and commercial center that acts as a catalyst for redevelopment between the renovated Citrus Bowl and the Amway Center.

3. Neighborhood Serving Retail District.

This is the area along SR 50 between US 441 and Parramore Avenue. Recent commercial development, in the form of a new Dollar Store and 7-11 convenience store, attest to the depth and type of retail and professional offices that are anticipated to opt for this location. The renovation or location of fast food restaurants should also be anticipated in this area. The exception is the corner of US 441 and SR 50, where a large property may hold the potential for a transit-ready, mixed-use development. While this is primarily scaled to the neighborhood, it is recognized that many of the anticipated uses will be dependent on regional traffic.

Exhibit III-3: Parramore Character Districts



4. Jobs and Institutional District.

Significant size parcels are available for development and redevelopment along this section of the US 441 corridor. Access to major transit improvements associated with the FDOT US 441 Corridor Study and LYNX SR 50 Alternatives Analysis, could provide regional transit access to these sites and expand job opportunities for the Parramore community. The opportunity to establish a Transit Oriented Development (TOD) in association with a transit station in the area of West Amelia will improve mobility for residents of the Lake Dot/Arlington and Callahan Neighborhoods. The opportunity to encourage development of an employment center in this area should be the subject of a cooperative planning effort between the City of Orlando and the OBT CRA.

5. Transit Oriented Development District.

This district includes with mixed-use and multi-family housing to support a future transit service (commuter rail and/or express bus) that will improve mobility for Parramore residents. It is located along the Florida Central (FCEN) railroad and has the potential to link downtown Orlando with the Cities of Apopka, Eustis, Tavares, and Mount Dora. It is also located adjacent to a potential alignment for the LYNX SR 50 East West Bus Rapid Transit project, which will connect west Orange County to the University of Central Florida. Single family infill intended to help strengthen the residential neighborhood surrounding the K-8 school is also a key component of this district.

6. Creative Village and Education District.

This District includes the planned mixed-use Creative Village. The City of Orlando approved land use plans for the Creative Village that could allow between 1,200 to 1,500 dwelling units and up to 1.8 million square feet of non-residential development (office, retail, hotel, educational uses). Recent announcements have contemplated the location of a University of a Central Florida (UCF) campus at the south end of the Creative Village generally in the area between relocated Livingston Street and the Florida Central (FCEN) railroad. In addition to UCF, Valencia State College will co-locate a downtown campus for students in the same area. The Recommended Vision Plan contemplates the realization of both the Creative Village and the Educational Hub for UCF and Valencia. The Vision assumes an extension of Terry Avenue north across the RXR tracks and into the Creative Village, replacing Parramore Avenue as a major north-south collector, connecting the Creative Village to Church Street and then continuing and extending south to Gore Street. The Vision anticipates the economic impact of the Creative Village and investment by educational institutions will result in substantial mixed-use development opportunities along Terry Avenue between Amelia and Church Streets, and recommends land uses be permitted that are characteristic in density and intensity of the City of Orlando's Urban Activity Center (AC-2 Land Use Category) with a transition in development scale occurring between Division and Terry and Parramore Avenues. The transition would be similar in treatment to that found between Rosalind Avenue and Summerlin Avenue between Robinson and South Streets.

Exhibit III-3: Parramore Character Districts

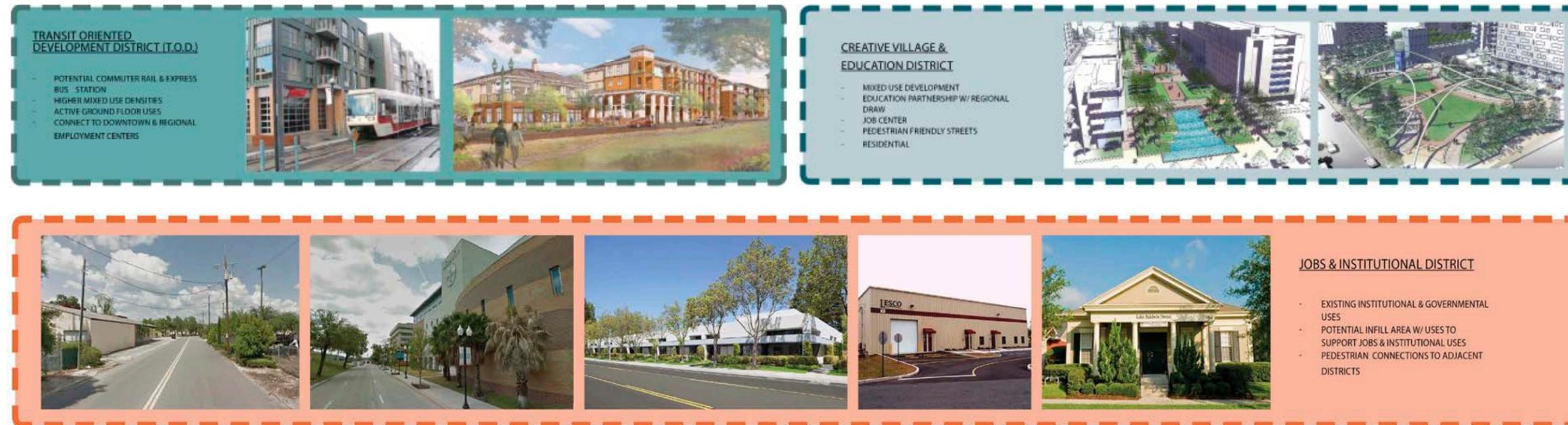


Exhibit III-3: Parramore Character Districts

7. Sport and Entertainment District/ Sports and Entertainment Corridor.

The Sports and Entertainment District is focused along the Church Street corridor from Division Street to Parramore Avenue. This section of Church Street is envisioned as a curbsless “festival street” that could be closed to all vehicular traffic except LYMMO during certain events. However, the City should strive to limit disruptions to existing businesses during these events. The festival street concept could also energize ground floor retail activity and the Parramore Historical and Cultural District.

The Vision includes a catalyst project centered around a new Parramore Square Park just to the east of the 18,000 seat MLS soccer stadium that can be used for events such as concerts, art and music festivals, as well as a semi-permanent farmer’s market. The District includes the Orlando Events Center (Amway Center) and the new mixed-use Sport and Entertainment District venue planned by the Orlando Magic. This venue will include up to 250 dwelling units, a hotel and 204,000 square feet of non-residential uses. The Sports and Entertainment District ultimately will be connected to Downtown on the east and the Citrus Bowl on the west by the East- West BRT (LYMMO Grapefruit Line expansion). This transit improvement will substantially increase mobility for the residents in Parramore, connecting them with free transit service to Downtown workplaces and the SunRail Commuter Rail Station on Church Street.

The economic impact of these investments could have a substantial effect on the revitalization of the Parramore community and therefore connections from these venues to the Parramore Historical and Cultural District and the revitalized south Parramore Avenue corridor are critical.

8. Parramore Historical & Cultural District/ Revitalized Parramore Ave.

The heart of the Vision for the revitalization of Parramore, this district contains the roots of the community and its strong link to its cultural heritage in the form of the Wells’ Built Museum, Dr. Wells Homestead, Mt. Pleasant Church, and future unique retail and entertainment development that celebrates African-American food and culture. The Vision calls for investment in the renovation and expansion of the Museum and renovation of the Homestead as well as the potential development of a Heritage Village with a potential re-creation of the historic South Street Casino. The South Street Casino, which was not a gambling casino, but a former entertainment venue, could be an iconic musical venue perhaps featuring jazz and blues that would tie into the visitor experience associated with the Events Center, Magic Entertainment Venue and Orlando City Soccer to draw patrons to businesses in the Parramore Historic and Cultural District. The exact location of the potential South Street Casino has not yet been identified.



Exhibit III-3: Parramore Character Districts



9. Mixed Use District.

The property fronting Church Street from Parramore Avenue to the gateway at US 441 is envisioned as an area for mixed-use residential and commercial development. With the expansion of the LYMMO Grapefruit Line, the properties along this corridor should become more accessible to work, shopping, entertainment, cultural and recreational activities. More mixed-income and mixed-use development like the City View project should be anticipated and incentivized by the City. Density and intensity of development is consistent with the City's Mixed Use Corridor future land use designation.

10. Residential Mixed Use Districts.

Residential Mixed Use Districts have been located in those areas of Parramore where it is important to transition from single family neighborhoods to commercial or institutional development, or where the assembly of property can form an area large enough to accommodate a higher density mix of residential development. These areas are located along the Orange Blossom Trail (US 441) corridor, the area east of the proposed new Orlando Police Department headquarters building, as part of a transit oriented development associated with the US 441 BRT improvement, and substantial City-owned property between South Street and Anderson Street, across from the Wells' Built Museum. The area on South Street was at one time slated for location of the proposed Public Safety Complex; however, since that facility is now to be located on the old LYNX Bus Maintenance Facility property, the property between South and Anderson Streets is ideal for the development of a new mixed-use project that can help serve as a catalyst for redevelopment of the Parramore community in this area.

Exhibit III-3: Parramore Character Districts



2. Catalyst Projects

In order to realize the Recommended Vision for the Parramore community, it will be necessary to pursue redevelopment projects that will have the greatest impact on creating a healthy community and stimulating redevelopment. Following are what have been identified as the catalyst projects seen as instrumental in transforming Parramore. The work necessary to realize these projects will be reflected in the action items included in the Action Plan.

Each catalyst project is discussed here in the context of the Healthy Community Principle it advances.

Catalyst Project One - Downtown K-8 Community School



Principle: Make Education the Cornerstone of Revitalization

Perhaps no action is more important to revitalizing the Parramore community than the construction of this Community School. Since desegregation of the area in the early 1960's, the elementary schools in Parramore have been closed and the students bussed to eight different schools outside of the community. The construction of the Downtown K-8 School in Parramore, as shown in Exhibit III-4, will be a major step in bringing this community together around the education of their children. However, the K-8 school needs to be designed as more than just a public school, it needs to be a "community school." A community school is one which involves the surrounding community in planning and design, contains features for community use, provides a range of supplemental and supportive services, is open beyond the traditional school day, and is integrated into the rebuilding of the surrounding neighborhood.

It is recommended that the Orange County School Board work with experts at the University of Central Florida to understand the components that need to be included in the community school and to establish a partnership with a community organization that can serve as a "lead partner" that deals directly and daily with school leadership, coordinates community activities and has a full-time presence with the school.

The design of the Community School should include adequate space for the following functions:

- A Student Wellness Center that can address a full range of health and mental health services, social services, and enrichment activities, such as arts programming, designed to promote children's well-being and remove barriers to learning.
- Family Resource Center to address student tutoring, extended learning, early education and adult education.

It is imperative that there be safe and easy access to the Community School. To that end the following actions should be considered:

- Ensure that Orange County Schools participates as a sponsor of a "Walking School Bus" program and/or "Bike Train" to assure a safe walk to school for the children of the Parramore community.
- Work with school officials to design the school to balance security needs with the need to be accessible and a positive influence on the surrounding neighborhood.

Finally, assure that the design of recreation facilities are positioned to allow use by the neighborhood and community organizations after school hours and consider the potential of joint use of the existing recreational assets at the Downtown Recreational Complex.

Exhibit III-4: Parramore K-8 School Site Aerial



Aerial view of Parramore K-8 School location and potential School Renaissance Zone

Catalyst Project Two - Higher Educational Hub in the Creative Village



Principle: Make Education the Cornerstone of Revitalization

The potential to locate a downtown campus for the University of Central Florida and Valencia State College would be transformative to not only Parramore, but all of Downtown Orlando. The synergy between the resources provided by these institutions, the high tech business planned for the Creative Village (as shown in Exhibit III-5 and III-6), the Orange County School Board Vocational School, the Florida A & M University (FAMU) Law School and the Downtown K-8 Community School present enormous possibilities for Parramore residents relative to job training, job opportunities, and new, affordable housing. Depending on the higher educational programs that are located on the Downtown Campus, Parramore could represent a laboratory for creating healthy community design and innovative community redevelopment solutions.

The extension of Terry Avenue north to connect with the realigned Livingston Street will be an important infrastructure investment to support the establishment of the Educational Hub and to replace Parramore Avenue as one of the principle north south collector streets serving the community.

Exhibit III-5: Educational Hub in Creative Village



Aerial view of Creative Village boundary and existing conditions

Exhibit III-6: Conceptual Renderings of Creative Village



Catalyst Project Three – Infill Housing in the K-8 School Renaissance Zone



Principle: Increase Housing Opportunities



Principle: Make Education the Cornerstone of Revitalization

The infill development surrounding the Downtown K-8 Community School, as depicted in Exhibit III-7, would focus on the utilization of City-owned residential lots and the redevelopment of existing residential development in the area. The project would: utilize existing programs administered by the City Housing Department, Orlando Neighborhood Improvement Corporation and Orlando Housing Authority to fund construction of affordable, single family homes for mixed income homeowners; provide a dedicated funding level from the CRA to match with SHIP, low income tax credits, and HOME funds to allow builder and developers to build new homes and renovate existing ones in the area; and set a goal to build 10 new or renovated homes each year for twenty years in the Parramore community.

Exhibit III-7: School Renaissance Zone



Aerial view of Parramore K-8 School location and potential School Renaissance Zone



Catalyst Project Four – Public Safety (Surveillance Cameras and Community Policing)



Principle: Promote Social and Environmental Justice

Throughout the extensive public engagement process undertaken for this Plan, no issue was debated and discussed more than that of public safety. While crime statistics do tend to be higher for Parramore than in most other neighborhoods of Orlando, substantial progress is being made to reduce crime. For example, in 2006, Parramore arrests accounted for 22.8% of Orlando arrests, but in 2010 that figure was down substantially to 12.8%. In addition, programs sponsored by the Parramore Kidz Zone (PKZ) have shown positive results for reducing juvenile crime. Several community organizations and stakeholders have been monitoring where crimes are committed and the type and severity of these crimes. The results of their monitoring were presented at community meetings. The result of discussions on crime indicated a strong preference for two particular programs the City should consider for implementation to further reduce crime and promote public safety in Parramore:

- a) Install surveillance cameras in locations documented by faith-based leaders and business owners in consultation with the Orlando Police Department and within existing and future funding constraints.
- b) Re-institute the community oriented policing program that funded police on bicycles who know the community and its residents.

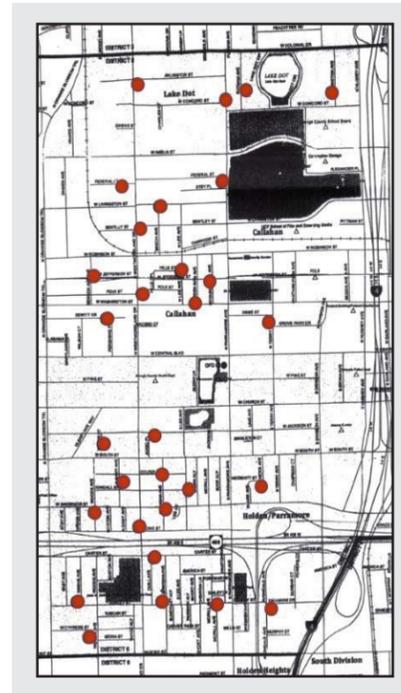


Exhibit III-8:
Pastor Pastor Robert Spooner of Mt. Zion Missionary Baptist Church provided a map of proposed surveillance camera locations for use by the City of Orlando

There is statistical evidence to support that crime has been reduced when these two approaches are implemented. Maybe most important is that they tend to address the perception that the area is a high crime and dangerous place to live or visit. There is no question that if the issue of public safety is not properly addressed, no amount of investment – public or private – will result in the revitalization of the Parramore community.

Catalyst Project Five – Brownfield Site Remediation



Principle: Promote Social and Environmental Justice

In order to attract private investment and improve environmental conditions and well-being for current residents, it is important for the City to implement brownfield assessment and cleanup programs to address real and perceived brownfield sites. The City should establish a neighborhood brownfield committee to oversee this action. The neighborhood brownfield committee should identify and prioritize private properties that have the potential for contamination but have not been formally assessed yet. Both public and private properties must be eligible for these programs.

In particular, it is important to conduct a Phase I assessment on any parcel or parcels that may be used for sensitive uses, such as community gardens, public parks, or residential uses. If necessary, the City should apply for an additional Brownfield Grant to further research and develop implementation plans to remediate brownfield sites in Parramore.

Exhibit III-9: View from Grove Park Drive Looking South



Catalyst Project Six: Create Parramore Square

Principle: Drive Economic Development by Creating A Unique Identity

This catalyst site, shown in Exhibits III-10 through III-12, would feature a large green space on the northwestern corner of Church Street and Terry Street. The green space can be used for community gatherings, such as farmer’s markets, art shows, musical events, or other activities. It can also be used for pedestrian circulation during MLS soccer games (including pre- and post-game functions), reducing the need to close down Church Street (which could impact local businesses and the operation of the LYMMO Grapefruit line service).

The southwestern corner of Terry Avenue and Central Boulevard, just to the north of Parramore Square, could include a potential mixed-income residential building as well as a parking garage, which could be oversized to accommodate both residents as well as needed additional public parking. A flexible-space building should also be considered for one of Parramore Square’s corners and would be suitable for hosting community events, such as the farmer’s market, or for incubating small businesses.

A detailed pro forma has been performed on a conceptual development program and site plan to test the financial feasibility of the catalyst site inclusive of the mixed-use, mixed-income residential building. The results can be found later in this Chapter.

Exhibit III-11: Parramore Square – West Church Street Aerial View

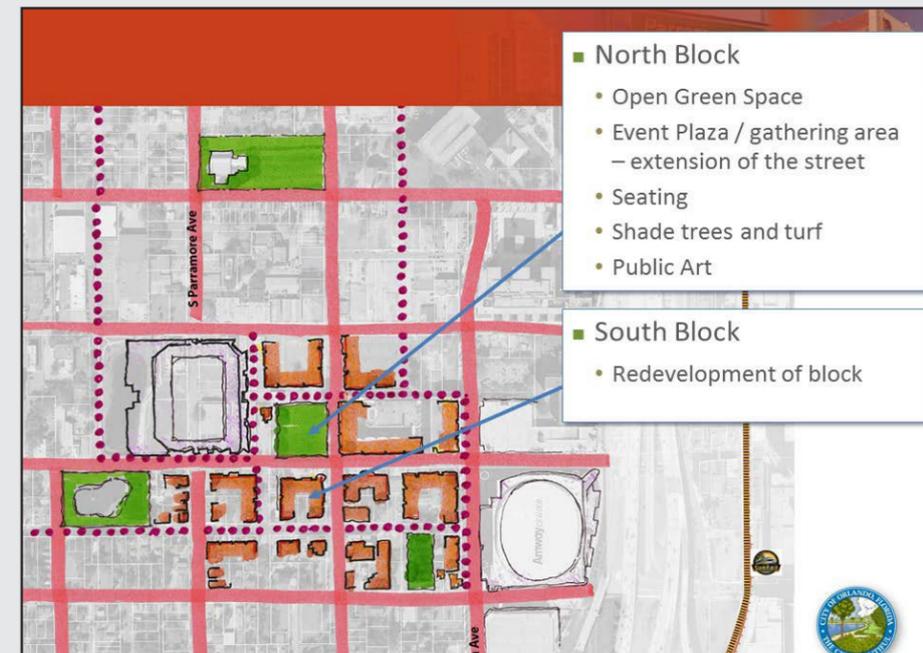


Exhibit III-10: Parramore Square Catalyst Site Aerial



Aerial view of Parramore Avenue Historic Corridor and existing conditions

Exhibit III-12: Parramore Square Site Plan



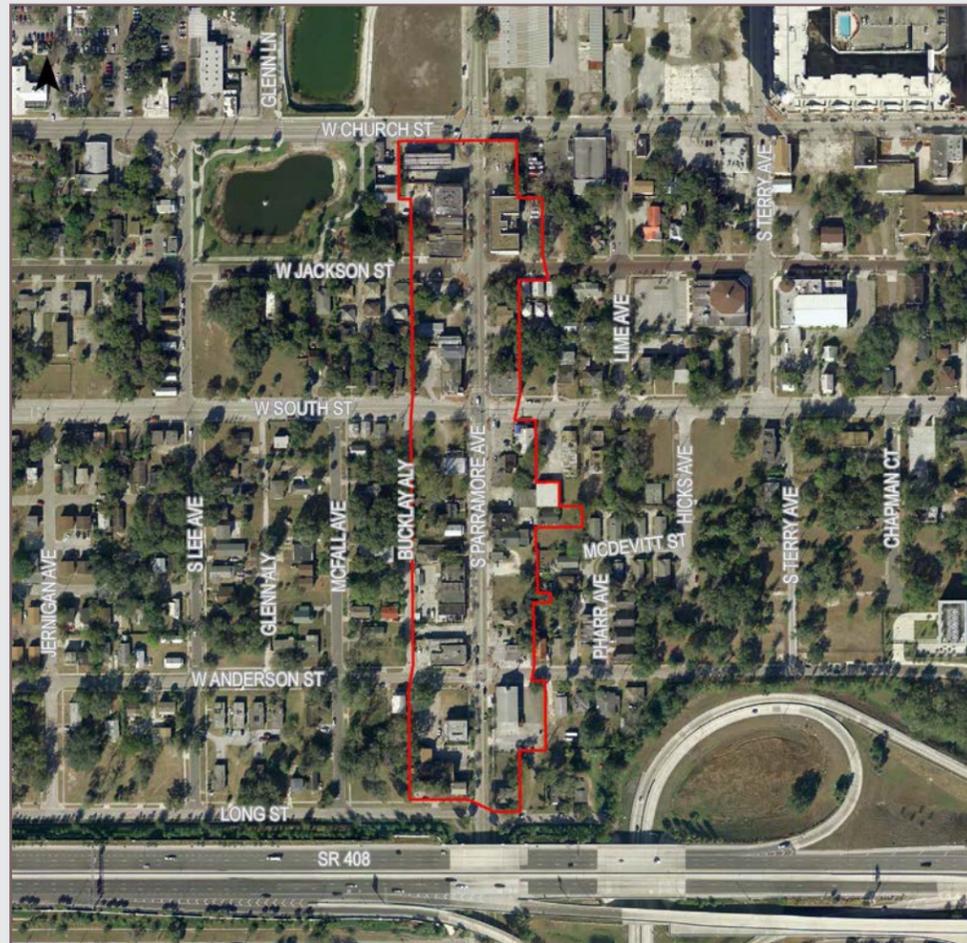
Catalyst Project Seven – Create Parramore Avenue Historic Corridor



Principle: Drive Economic Development By Creating A Unique Identity

This catalyst site, as shown in Exhibits III-13 through III-15, embraces the historic nature of the buildings along the Parramore Avenue corridor, using townhouse style infill housing (24 units) to fill in vacant commercial properties along the historic neighborhood-serving commercial corridor of the community. In addition to physical improvements, the Main Street Program should be established on West Church Street and Parramore Avenue to provide for the programming of events that will support local businesses.

Exhibit III-13: Parramore Avenue Historic Corridor



Aerial view of Parramore Avenue Historic Corridor and existing conditions

**Conceptual Rendering of Parramore Avenue Historic Corridor
Before - and - After**



Exhibit III-14: Parramore Ave looking southbound: Existing conditions



Exhibit III-15: Parramore Ave looking southbound: Conceptual rendering of townhome infill on vacant lots

Catalyst Project Eight: South Street Development

 **Principle: Increase Housing Opportunities**

 **Principle: Encourage Mixed Use Development**

This catalyst site, as depicted on Exhibits III-16 through III-18, utilizes existing City property between South Street and Anderson Street, Division Street and Terry Avenue to incentivize the redevelopment of a mixed-use, mixed-income development that can capitalize on its location proximate to the Events Center and Church Street Entertainment corridor. This development will be a catalyst for the redevelopment of the Wells' Built Museum complex as well as the proposed Parramore Heritage Village. This catalyst site proposes small retail and commercial spaces, a plaza that activates the space across the street from the Wells' Built Museum, single family houses, duplexes and 4-plexes, office building and hotel. A detailed pro forma has been performed on a conceptual development program and site plan to test the financial feasibility of the catalyst site. A summary of the results can be found later in this Chapter.

Exhibit III-16: South Street Catalyst Site



Aerial view of South Street Catalyst Site and existing conditions

Exhibit III-17: South Street Catalyst Site



Perspective view (looking northbound) of conceptual redevelopment plan

Exhibit III-18: South Street Catalyst Site Rendering



Rendering of mixed use development from corner of South St. and Division Ave.

Catalyst Project Nine: Parramore Village

 *Principle: Increase Housing Opportunities*

 *Principle: Encourage Mixed Use Development*

Parramore Village, as shown in Exhibit III-19 through III-21, is envisioned as a mixed-income residential development, with potential non-residential supporting uses, that will help to revitalize the Holden/Parramore neighborhood and be a catalyst for the redevelopment of the south Parramore Avenue corridor. Adjacent to Z.L. Riley Park, this catalyst site recently was reacquired by the City. The concept plan includes 52 new units on Parramore Village (single family and townhomes), new street and public open space relating to the park. Additionally, the study envisions 29 infill units on adjacent blocks.

Exhibit III-19: Parramore Village Catalyst Site



Aerial view of Parramore Village Catalyst Site and existing conditions

Exhibit III-20: Conceptual Site Plan of Parramore Village Site



Exhibit III-21: Parramore Village Catalyst Site - Perspective Drawing



Perspective view of Parramore Village Catalyst Site looking to the northwest

Catalyst Project Ten: Orange Blossom Trail & Church Street Gateway



Principle: Promote Access to Healthy Food



Principle: Encourage Mixed Use Development

The City should partner with the Orange Blossom Trail CRA and commercial real estate entities to locate a full service grocery store anchor as part of a mixed-use development at the western gateway to Parramore and Downtown Orlando, located at intersection of Church Street and US 441, as shown in Exhibit III-22 through III-24. This mixed-use development will not only allow access to healthy food for the residents of Parramore, but will be a catalyst for residential development between the Citrus Bowl and the Church Street entertainment area.

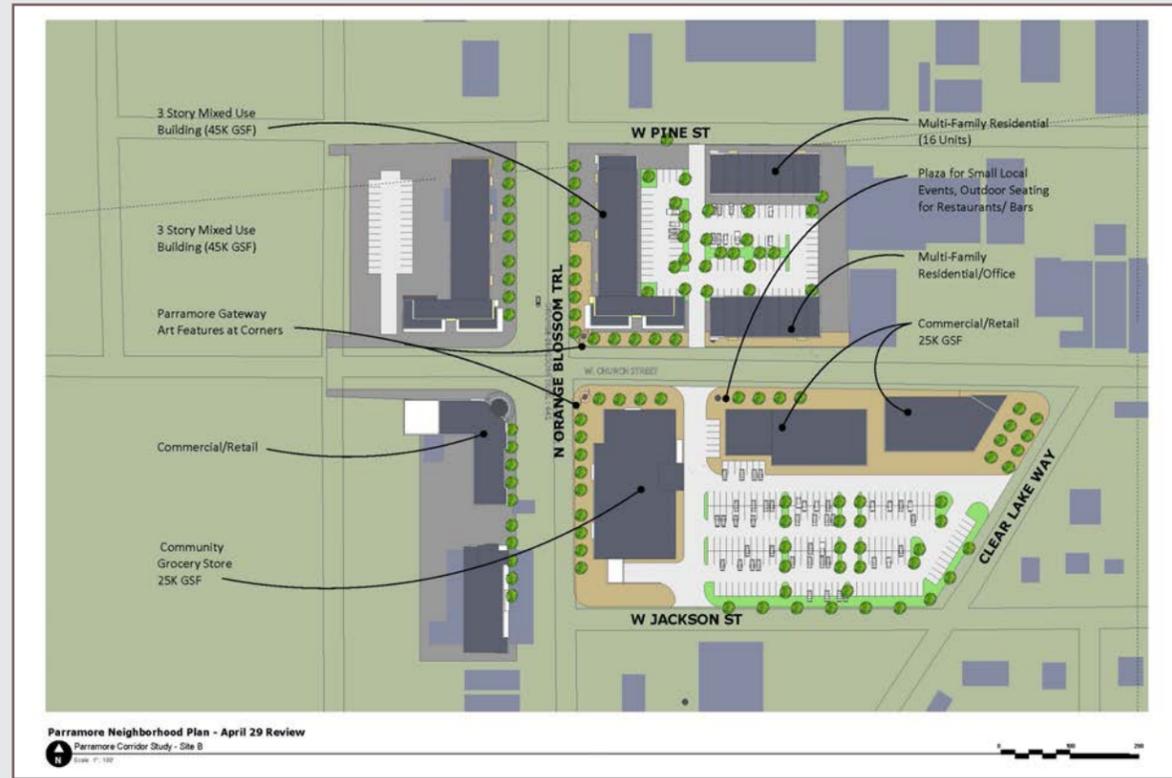
A detailed pro forma was performed on a conceptual development program and site plan to test the financial feasibility of the site. A summary of the results can be found later in this Chapter.

Exhibit III-22: Orange Blossom Trail and Church Street Gateway Catalyst Site



Aerial view of OBT and Church Street Catalyst Site and existing conditions

Exhibit III-23: Orange Blossom Trail and Church Street Catalyst Site - Site Plan



Parramore Neighborhood Plan - April 29 Review
Parramore Corridor Study - Site B
Scale: 1" = 100'

Exhibit III-24: Orange Blossom Trail and Church Street Site - Perspective Drawing



Perspective view (looking northbound) of conceptual development plan

Catalyst Project Eleven: Support Community Nutrition Partners



Principle: Promote Access to Healthy Food

The City should continue to partner with community-based nutrition partners, such as Hebni Nutrition, to:

1. Continue operation of the mobile farmers market and ensure fresh fruits, vegetables and other healthy food is available to the Parramore community.
2. Support operation of new farmer's market at Parramore Square.
3. Hold classes and events for children and families focused on nutrition and healthy cooking.



Catalyst Project Twelve: Lymmo Grapefruit Line Extension



Principle: Invest in People Not Cars

The completion of the LYMMO "Grapefruit Line" running east to west from Summerlin Avenue to Westmoreland Drive and connecting Thornton Park, the Central Business District and the Parramore community is an essential mobility improvement for the revitalization of Parramore. This improvement along with the "Lime Line" which runs from LYNX Central Station through Creative Village connecting Parramore to the Central Business District, the Amway (Events) Center and the Dr. Phillips Center for the Performing Arts will substantially improve access to jobs, housing, shopping recreation and entertainment for existing and future residents of Parramore. These two extensions of the free LYMMO BRT are anticipated to improve the marketability of properties along the route and be a catalyst for investment in redevelopment for all properties within at least a quarter mile walking distance from LYMMO stops. The potential extension of the "Grapefruit Line" west to serve the Citrus Bowl will only further improve the opportunities for redevelopment, especially the proposed OBT and Church Street mixed-use catalyst development site.

Photo: Hebni's Mobile Farmer's Market



Photo: New Image Youth Center Community Garden



Catalyst Project Thirteen: Westmoreland Cycle Track



Principle: Invest in People, Not Cars



Principle: Maximize the Opportunity for All Residents to Get Physical Activity

Westmoreland Drive provides one of the best north-south connections in the Parramore community. Because high level treatments for pedestrian, cyclists, motorists and transit users should be included in any plan for this area, a pilot project to construct a “cycle track” along the Westmoreland Drive right-of-way is highly recommended in order to assure safe access to the Downtown K-8 Community School and to accomplish the Healthy Community principle of “Maximizing the Opportunity for All Residents to Get Physical Activity.”



Photo: Example of a buffered cycle track from the NACTO Urban Bikeway Design Guide

A cycle track is a form of bicycle infrastructure that is separated from both the vehicle travel lanes and the pedestrian zone. This configuration creates a safer and more comfortable experience for cyclists. Cycle tracks are typically wider than a bike lane and can accommodate bicycle traffic in both directions. They are usually located along one side of the street as opposed to both sides due to limited right-of-way space, although cycle track design allows for many configurations. Cycle tracks need to be evaluated and designed in relation to their neighborhood and street context.

Westmoreland Drive is envisioned as a complete street that connects residential neighborhoods to the Downtown K-8 community school and the Orlando Urban Trail system to improve bicycle connections both within and outside of Parramore. Westmoreland Drive also lends itself to create this type of project because the existing right-of-way is wide enough along most of the street that the depicted cross section could be implemented without acquiring additional R-O-W. In the segments where the public right-of-way is not wide enough, the cross section can be adjusted in a way that all of the elements can still be provided. In addition, the road is an advantageous candidate for such treatment because there are a limited number of driveways and there is passage under SR 408.

An opportunity to create a cycle track pilot project on Westmoreland Drive can occur through a phased approach. The “Pilot Project” phase would re-stripe the road within the existing curb lines and add plastic flags or pylons that delineate the lane designated for the cyclist. This is a low cost option to test. The preliminary cost estimate to re-stripe Westmoreland as a pilot cycle track is approximately \$167,000, as described in the Executive Summary. However, this estimate would need to be refined by the Public Works Department. If this project is successful, it could be expanded in the future to include full protected cycle lanes, as depicted in the conceptual cross section image below.

Exhibit III-25: Conceptual Cross Section of Cycle Track



Catalyst Project Fourteen: Westmoreland & Amelia Transit Oriented Development (TOD):



Principle: Encourage Mixed Use Development

This site, shown in Exhibits III-26 through III-28, has been imagined as a transit oriented development (TOD) with mixed-use and multi-family housing. This TOD is intended to serve the planned SR 50 East West Bus Rapid Transit and US 441 Commuter Rail/Express Bus projects. Single family infill development on surrounding blocks are also part of the concept plan, and was intended to help strengthen the residential neighborhood surrounding the Downtown K-8 Community School.

Exhibit III-26: Westmoreland and Amelia TOD Catalyst Site



Aerial view of catalyst site and existing conditions

Exhibit III-27: Westmoreland and Amelia TOD Renderings



Perspective view (looking northbound) of conceptual development plan

Exhibit III-28: Westmoreland and Amelia TOD Renderings



Perspective view (looking northbound) of conceptual development plan

3. Financial Feasibility of Selected Catalyst Projects

While the preceding section describes a number of catalyst projects that should be considered to realize revitalization and transformation of the Parramore community over the next twenty years, this section focuses on specific catalytic redevelopment projects that should be given high priority because of their potential to either address a critical concern of the community or to stimulate the marketplace in a way that could make a significant difference in the success or failure of revitalization efforts. Only potential catalytic development projects are considered here and not individual infrastructure improvements.

For this financial feasibility analysis, the following three potential redevelopment sites were examined:

- ▣ **Catalyst Site #8** – South Street Development
- ▣ **Catalyst Site #10** – Orange Blossom Trail & Church Street Gateway Development
- ▣ **Catalyst Site #6** – Parramore Square Development with Park

Each project has been analyzed to determine the best mix of uses for the marketplace and then their financial feasibility evaluated to determine the level of public and private investment required to make these projects a reality. That said, each project has been evaluated as follows:

- ▣ Test stabilized-year financial feasibility
- ▣ Measure “actual” and “required” internal rate of return (IRR’s) and identify funding gap
- ▣ Identify possible funding sources

This approach was taken to ensure that there is a broad understanding of what it will take to make the first redevelopment efforts successful and to demonstrate the potential of these projects to the real estate marketplace.

The purpose of the financial feasibility analysis is to measure the stabilized-year investment viability of the three catalyst projects. “Stabilized-year” is a method for analyzing whether or not a real estate project is viable. It is a “snapshot” of a single-year in time that compares construction and infrastructure costs, revenues generated by each use (i.e., rents, sales), and annual operating expenses to determine the overall investment return, or profit, that a developer could potentially receive from building the uses recommended in the plan. This is a critical step in understanding whether the market-supportable uses recommended in the plan are able to attract private investment. Importantly, the financial analysis also reveals that, if a particular land use does not generate any profit (i.e., a “negative” return), it will inform as to what may be an appropriate set of public incentives.

Key Objectives & Assumptions

As this is preliminary and no actual project has been identified (nor cost estimates prepared), this as a “Rough Order of Magnitude” financial analysis. The analysis has several key objectives, including:

- ▣ Determining development feasibility of up to three catalyst sites identified in the plan; and
- ▣ Informing public policy decisions required to induce new development in Parramore if the analysis concludes that overall development (or a specific use) is not currently feasible.

For each of the three catalyst sites, the analysis utilizes conceptual site plans and preliminary development programs (including a mix of uses) as envisioned in the small area studies of the Plan. The programs and mix of uses for each site have been compared to the findings of the market analysis to ensure that specific proposed uses are not “over-market.”

In addition, each of the proposed uses is analyzed separately in the financial analysis using 2014 Assessed Values as determined by the Orange County Property Appraiser as the expected acquisition cost of parcels identified in each catalyst project.

Other key assumptions, as well as the development program for each site, are detailed below and illustrated in the accompanying exhibits.

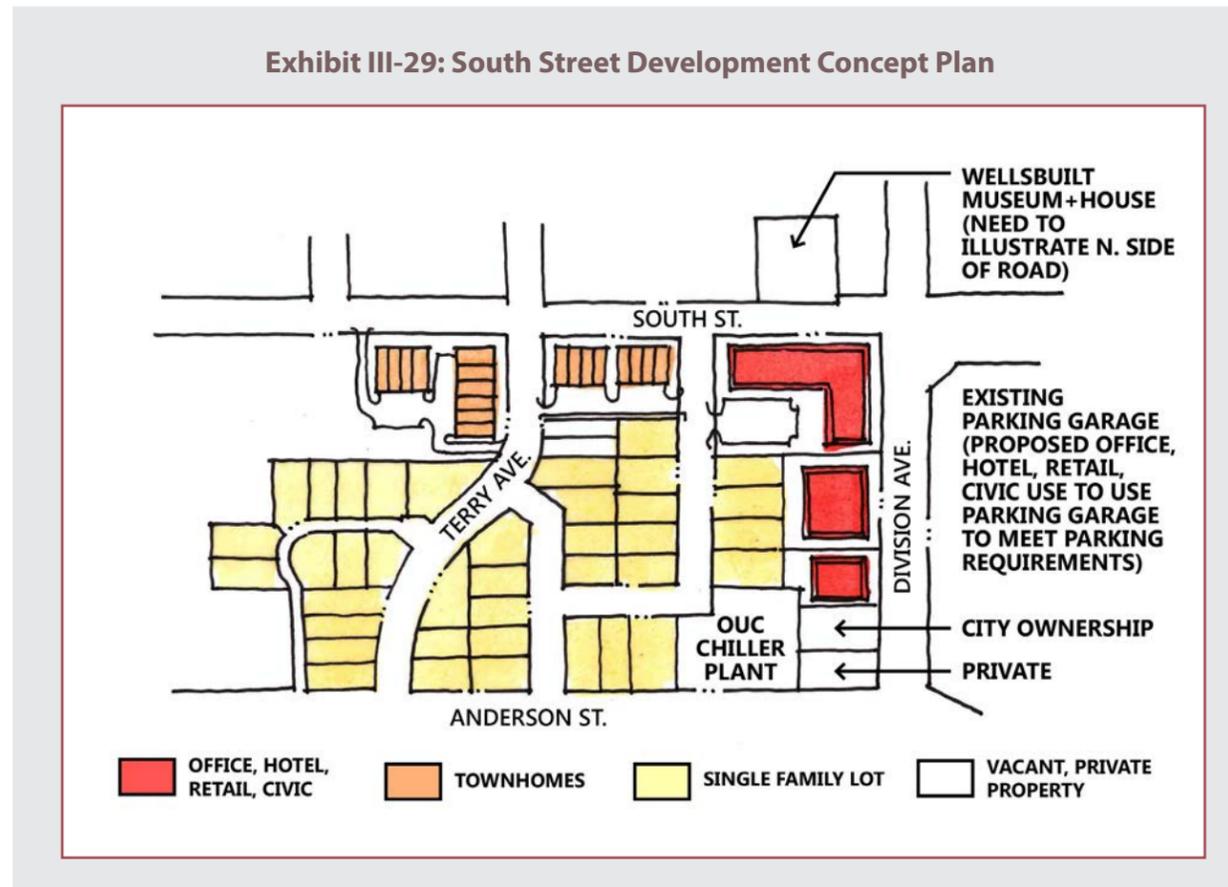
a. South Street Development (Catalyst Project #8) Costs

The first catalyst site is comprised of approximately 80 separate parcels; notably, 43 parcels are owned by the City of Orlando. Public ownership of key sites in Parramore may be used as an incentive to attract private investment. The proposed development plan for the South Street development site, which is illustrated below, includes:

- 100-room (38,000 sq. ft.) limited service hotel/lodging facility
- 17,000 sq. ft. of ground floor retail
- 17,000 sq. ft. of second floor office
- 37 single-family detached units
- 18 townhomes

The development assumptions detailed below are based on a combination of local market participant interviews, real estate (and use-specific) industry standards, the current impact fee schedule for new development as provided by the City of Orlando, and the consultants' experience in real estate development advisory services in similar projects across the United States.

Key assumptions used in the financial analysis for each use are highlighted below:



South Street Development Concept Plan

100 Room (38,000 SF) Limited-Service Hotel	
Land Acquisition Costs	\$412,452
Development Costs (Per SF)	\$263
Impact Fees	\$219,600
Average Daily Room Rate (ADR)	\$135.00
Average Annual Occupancy	65%
Revenue per Available Room (RevPAR) ⁽¹⁾	\$88.00
Annual Operating Expenses	73%
Capitalization Rate ⁽²⁾	7.50%
17,000 SF Ground-Floor Retail	
Land Acquisition Costs	\$119,153
Development Costs (Per SF)	\$105
Impact Fees	\$101,371
Annual Lease Rate (Per SF)	\$18.00
Average Annual Occupancy	85%
Annual Operating Expenses	35%
Capitalization Rate	9.00%
17,000 SF Second-Floor Office	
Land Acquisition Costs	\$119,153
Development Costs (Per SF)	\$105
Impact Fees	\$68,510
Annual Lease Rate (Per SF)	\$17.00
Average Annual Occupancy	90%
Annual Operating Expenses	35%
Capitalization Rate	9.00%

⁽¹⁾ RevPAR: Revenue per Available Room (ADR x Occupancy)

⁽²⁾ Capitalization Rate: The rate as a percentage of the property's net income to its overall value

37 Single-Family Units and 18 Townhomes on South Street

The residential component includes a mix of ‘For Lease’ and ‘For Sale’ product, with lease rates and sale prices based on percentages of the 2014 Area Median Income (AMI) of \$54,800:

	LOW	HIGH
Single-Family	60%	80%
Townhome	50%	75%

For Lease (75% of proposed units)	
Land Acquisition Costs	\$1,140,848
Development Costs (Per SF)	\$88
Impact Fees	\$360,906
Monthly Lease Rate (Per SF)	\$0.79
Average Annual Occupancy	95%
Annual Operating Expenses	35%
Capitalization Rate ⁽²⁾	8.00%
For Sale (25% of proposed units)	
Land Acquisition Costs	\$380,283
Development Costs (Per SF)	\$89
Impact Fees	\$112,950
Average Sales Price	\$116,253
Annual Operating Expenses	20%

Financial Feasibility Analysis Results

As noted previously, the market analysis provides a stabilized-year analysis, which reflects a snapshot in time once development is completed, which shows the overall investment return (i.e., “Internal Rate of Return” or IRR), or profit, that a developer could potentially receive from building the uses recommended in the plan. The IRR was calculated for each component utilizing the key development assumptions identified above. These results were compared against typical returns required by developers of specific uses in order to determine whether each use (as well as the concept in its entirety) is viable.

The financial analysis of the South Street development site (Catalyst Project #8) indicates that the hotel, retail, and office uses would generate positive IRRs of 16.6%, 2.1%, and 3.8% respectively, but that the rental residential and for-sale residential would generate negative IRRs of -34.3% and 39%, resulting in an overall IRR or -4.1%. That would translate into a cumulative shortfall of approximately \$3.4 million – which represents the amount of public funding or subsidy that a developer would require to build the uses on the South Street development site as illustrated in the concept plan. This could be in the form of impact fee credits, donation of City-owned parcels (such as the 43 City-owned lots at this location), and/or other funding mechanisms.

b. Orange Blossom Trail (OBT) & Church Street Gateway Development (Catalyst Project 10) Costs

The second catalyst site is comprised of approximately 17 parcels in the northeast and southeast quadrants of the intersection of US 441 / Orange Blossom Trail and W. Church Street at the western boundary of the Parramore Study Area. The proposed development concept, which is illustrated in Exhibit III-30 below, includes:

NE Quadrant of OBT/Church Street Intersection

- ▣ 15,000 sq. ft. of ground floor retail
- ▣ 6,400 sq. ft. of ground floor office
- ▣ 49,600 sq. ft. of multi-family residential containing 62 units

SE Quadrant of OBT/Church Street Intersection

- ▣ 25,000 sq. ft. community grocery store
- ▣ 25,000 sq. ft. of general retail uses

Exhibit III-30 also illustrates an undetermined mix of additional development in the other two quadrants of the OBT/Church Street intersection, located outside of the Study Area boundaries. While this key intersection serves as a “gateway” to Parramore, a financial analysis for these two quadrants has not been conducted as these uses are likely to exceed demand potentials identified in the market study for the foreseeable future (particularly for commercial uses). Moreover, the financial analysis indicates that land acquisition costs for multiple parcels within the two quadrants inside the Study Area boundaries are likely to be substantial, and a master developer is unlikely to acquire all four quadrants as part of a single transaction. Of course, as market opportunities strengthen over time, these parcels can be acquired in phases to accommodate a range of uses based on future market demand and financial viability.

The development assumptions illustrated below are based on a combination of local market participant interviews, real estate (and use-specific) industry standards, the current impact fee schedule for new development as provided by the City of Orlando, and experience in real estate development advisory services in similar projects across the United States.

Exhibit III-30 also illustrates an undetermined mix of additional development in the other two quadrants of the OBT/Church Street intersection, located outside of the Study Area boundaries. While this key intersection serves as a “gateway” to Parramore, a financial analysis for these two quadrants has not been conducted as these uses are likely to exceed demand potentials identified in the market study for the foreseeable future (particularly for commercial uses). Moreover, the financial analysis indicates that land acquisition costs for multiple parcels within the two quadrants inside the Study Area boundaries are likely to be substantial, and a master developer is unlikely to acquire all four quadrants as part of a single transaction. Of course, as market opportunities strengthen over time, these parcels can be acquired in phases to accommodate a range of uses based on future market demand and financial viability.

The development assumptions illustrated below are based on a combination of local market participant interviews, real estate (and use-specific) industry standards, the current impact fee schedule for new development as provided by the City of Orlando, and experience in real estate development advisory services in similar projects across the United States.



Financial Feasibility Analysis Results

The financial analysis of the Orange Blossom Trail & Church Street Gateway development (Catalyst Project #10) was broken down into two components, the northeast quadrant of Orange Blossom Trail and Church Street, and the southeast quadrant of the same intersection.

The proposed development program for the northeast quadrant would generate positive Internal Rate of Return (IRRs) of 4.4% for retail and 19.3% for multifamily, while the office component would have a negative IRR of 6.7%. Overall, the project would generate a positive IRR or 14.4%. The analysis indicates that the development of this quadrant with the assumed program would be primarily supported by overall feasibility of the multi-family component, as both the retail and office uses are not feasible. As IRR of only 4.4% for the retail use is insufficient/too risky to attract a developer to build such a use.

The proposed development program for the southeast quadrant would generate a 14% positive IRR for a grocery store, while additional retail would generate a negative IRR or 17.4%, resulting in an overall IRR of 1.5%. So, this indicates that a community grocery store appears

to be financially viable; whereas additional retail uses are not viable as a result of low lease rates and high acquisition costs, given the current assessed land values of existing buildings/properties on those parcels.

The analysis indicates an overall shortfall approaching \$1.2 million, which would represent the amount of public funding or subsidy necessary to build the uses as illustrated in the concept plan. The analysis also suggests that reducing (or eliminating) the amount of office space and increasing the amount of market-rate multifamily residential may serve to strengthen overall financial viability. Oftentimes, one use may cross-subsidize another to enhance overall feasibility and reduce developer risk.

OBT & Church Street Site Concept Plan - NE Quadrant

15,000 SF Ground-Floor Retail	
Land Acquisition Costs	\$154,355
Development Costs (Per SF)	\$105
Impact Fees	\$103,433
Annual Lease Rate (Per SF)	\$18.00
Average Annual Occupancy	90%
Annual Operating Expenses	35%
Capitalization Rate	9.00%

6,400 SF Garden Office	
Land Acquisition Costs	\$65,858
Development Costs (Per SF)	\$105
Impact Fees	\$39,780
Annual Lease Rate (Per SF)	\$16.00
Average Annual Occupancy	90%
Annual Operating Expenses	35%
Capitalization Rate	9.00%

49,600 SF Multi-Family (62 Units) ⁽¹⁾	
Land Acquisition Costs	\$506,283
Development Costs (Per SF)	\$125
Impact Fees	\$392,870
Monthly Lease Rate (Per SF)	\$1.54
Average Annual Occupancy	95%
Annual Operating Expenses	45%
Capitalization Rate	6.00%

(1) The multifamily component uses lease rates based on 80% and 100% of the 2014 Area Median Income (AMI) of \$54,800

OBT & Church Street Site Concept Plan - SE Quadrant

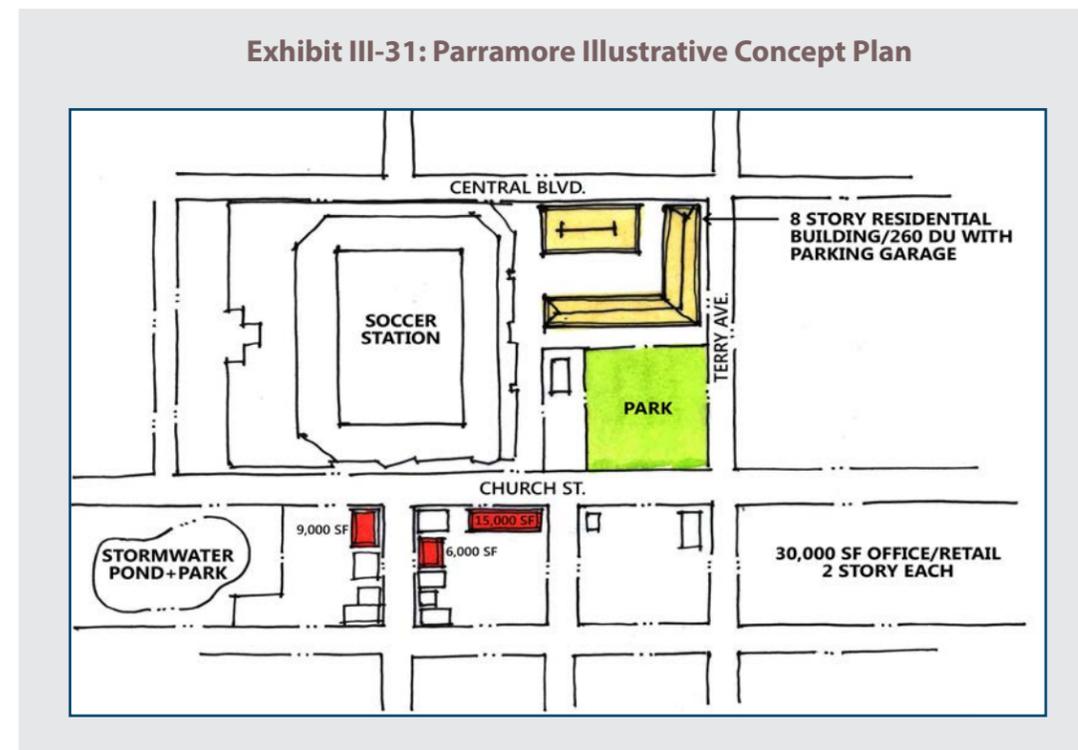
25,000 SF Community Grocery Store	
Land Acquisition Costs	\$1,043,818
Development Costs (Per SF)	\$185
Impact Fees	\$199,213
Annual Lease Rate (Per SF)	\$25.00
Average Annual Occupancy	100%
Annual Operating Expenses	30%
Capitalization Rate	7.00%

25,000 SF Retail	
Land Acquisition Costs	\$1,073,135
Development Costs (Per SF)	\$105
Impact Fees	\$163,063
Annual Lease Rate (Per SF)	\$18.00
Average Annual Occupancy	90%
Annual Operating Expenses	35%
Capitalization Rate	9.00%

c. Parramore Square Development with Park (Catalyst Project 6) Costs

The third catalyst site is comprised of approximately eight parcels totaling 3.71 acres located between Central Boulevard and Church Street, west of Terry Avenue, and adjacent to the future MLS soccer stadium. The proposed development concept, which is illustrated in Exhibit II-27 below, includes:

- 208,000 sq. ft. of multi-family (260 units) in an eight-floor building
- 15,000 sq. ft. of ground-floor retail
- 15,000 sq. ft. of office
- A public park (built and owned/managed by the City of Orlando)
- 7,500 sq. ft. community facility/farmer’s market (built and owned/managed by the City of Orlando), and
- A 528-space parking garage (with 22 surface parking spaces)



Similar to the other two catalyst sites, the development assumptions illustrated below are based on a combination of local market participant interviews, real estate (and use-specific) industry standards, the current impact fee schedule for new development as provided by the City of Orlando, and the consultants’ experience in real estate development advisory services in similar projects across the United States.

Parramore Square Development with Park

208,000 SF Multi-Family (260 units with Structured Parking)	
Land Acquisition Costs	\$724,925
Development Costs (Per SF) ⁽¹⁾	\$148
Impact Fees	\$1,602,848
Monthly Lease Rate (Per SF)	\$1.54
Average Annual Occupancy	95%
Annual Operating Expenses	45%
Capitalization Rate ⁽²⁾	6.00%
15,000 SF Ground-Floor Retail	
Land Acquisition Costs	\$492,121
Development Costs (Per SF)	\$105
Impact Fees	\$103,433
Annual Lease Rate (Per SF)	\$18.00
Average Annual Occupancy	85%
Annual Operating Expenses	35%
Capitalization Rate	9.00%
15,000 SF Garden Office	
Land Acquisition Costs	\$492,121
Development Costs (Per SF)	\$105
Impact Fees	\$74,435
Annual Lease Rate (Per SF)	\$17.00
Average Annual Occupancy	90%
Annual Operating Expenses	35%
Capitalization Rate	9.00%
Public Park (City-Owned)	
Estimated Development Costs	\$3,500,000
7,500 SF Community Facility/Farmer’s Market (City-Owned)	
Land Acquisition Costs	Unknown ⁽²⁾
Development Costs (Per SF)	\$160
Impact Fees	\$-
Estimated Annual Revenues	\$50,000
Estimated Annual Operating Expenses	\$50,000
Capitalization Rate	10.00%

⁽¹⁾ Development costs include 50 percent of the estimated \$9.5 million cost to build structured parking; analysis assumes that the City of Orlando covers the remaining 50 percent of costs.

⁽²⁾ Land costs are unknown until location of building is determined (i.e., if not on City-owned land)

Financial Feasibility Analysis Results

The financial analysis of the Parramore Square development (Catalyst Project #6) indicates that proposed uses are not viable as a result of many factors. First, low/insufficient commercial rents and occupancy rates in this location produces a negative Internal Rate of Return (IRR) for the retail (-16.8%) and office (-15.6%). Second, while the 260-unit multifamily use indicates a positive IRR of 7.4%, it is well-below the 16% threshold IRR likely required by a residential developer, and it yields a blended IRR for the project in its entirety of only 4.6%. Although Orlando's multifamily development sector is currently strong, the costs associated with structured parking as well as insufficient revenues generated by below-market rents (i.e., the model assumes that 50% of the units are leased at below-market rates based on Area Median Income/AMI) results in a lower rate of return.

The financial analysis for the Parramore Square catalyst site indicates a shortfall of approximately \$3.73 million with commercial retail and office uses exhibiting the greatest negative returns. Again, this represents the amount of public funding or subsidy necessary to build the three uses illustrated in the concept plan for this site.

In addition to closing this -\$3.73 million shortfall, as well as other anticipated costs for the City's 50 percent share of the parking garage (\$4,750,000), development of the public park (\$3,500,000), and construction of a community facility/farmer's market (\$1,500,000), total public investment required to include public uses and ensure that the Parramore Square catalyst site is sufficiently viable to attract private investment is estimated at an approximate total of \$13.2 million. However, it is possible to program these elements separately, such as the public park and the community facility/farmer's market in the initial five years of the Action Plan (described in the Executive Summary), to address immediate community needs and available financing options. It should be noted that the City's contribution to a parking structure (estimated at 50% for this exercise) would result in the greatest leverage to induce private investment at the Parramore Square catalyst site.

Detailed information regarding the methodology and results of the financial analysis of the three catalyst sites can be found in the Market Study Report – Appendix E.

d. Community Facility/Farmer's Market Concept

The concept of a Public/Farmer's Market was included with the Parramore Square catalyst site conceivably in a community-oriented building to be constructed somewhere on this site. Because this is a unique/specialized use, and the following "Four Ps" should be considered:

- ▣ **Place**— is the setting attractive, accessible; has the appropriate infrastructure and available/easy parking?
- ▣ **People**— are there enough consumers to provide ongoing support that will warrant weekly participation by third-party vendors?
- ▣ **Products**— are there enough vendors across multiple product lines to keep the market supplied with goods and meet consumer expectations?
- ▣ **Procedures**— who will manage the market to keep it operating? What fees should be charged, and how will the overall operating budgets be covered/supported?

We note that **farmer's markets, whether held outdoors on one or two days per week or as a component of a more finished structure housing multiple vendors, are not commercial, and almost always require some form of subsidy.** These subsidies can include capital investment in facilities, provision of operating and management/promotional expenses or subsidies for vendors during slower business seasons. The justifications for public markets are broader in intent:

- ▣ Revenues to grower/vendors are higher than if produce and other market products are sold to retailers or resellers through wholesale companies. In public markets, the vendors keep 100% of the sales, less the costs of operation and time and transportation to participate in the market
- ▣ The spin-off economic benefits are indirect, but clearly benefit food production areas as revenues are retained locally and have a greater effect on regional economies
- ▣ Successful markets become community-oriented activities that can create neighborhood identity
- ▣ Since produce and other food products are fresher, the expectation is that the quality of the food will be better than in more conventional food sales operations
- ▣ To compete with larger grocery chains, farmer's markets and public markets must be priced below retail (and sometimes wholesale) pricing, benefiting customers with better quality and better food value, and
- ▣ Local markets reinforce current interests in farm-to-table trends and better understanding of where food is produced.

The Orlando area has a number of well-established open air farmer's markets as well as the well-known Winter Park Farmer's Market, located in the old train station and environs. In fact,

there are 22 farmer's markets listed in promotional materials in Greater Orlando,

with many in operation for decades, and a number of more recent additions based on the popularity of the concept. Most are held on either Saturdays or Sundays. The Orlando Farmers Market is held on Sundays at Lake Eola Park, and features seasonal produce from local farmers and suppliers, prepared foods (baked goods, soups and dips, gelato and snack foods), beverages and smoothies, arts and crafts products (soaps and oils, candles, jewelry, photography, stained glass artwork, leather goods and bags/backpacks), pet products and supplies, and a large selection of large and small plants. The Orlando Farmer's market is 35 years old, and is both a symbol of a community gathering event and beneficiary of Florida's year round growing season and dominant national position in growing produce and plant cultivation.



Photo: Lake Eola Farmer's Market

Because of the less formal structure of farmer's markets, conventional real estate analysis is not appropriate as a basis of feasibility. However, multiple markets (both urban and rural/small town locations) have determined that it takes a minimum of six to 10 regular vendors to create a sustainable market, and that each vendor requires at least \$600 per day in sales to make the vendors' businesses viable over time. According to the U.S. Department of Agriculture (which spends approximately \$10 million per year nationwide to promote farmers markets to support farm incomes and provide a direct selling system for farmers to retail their products), the average expenditure at farmers markets (of those who spend) was \$17.50 in 2012.

These metrics should be considered as examples only, as market potentials for a farmer's market in Parramore may also be affected by a full-service grocery store as suggested as a catalyst use at Orange Blossom Trail and West Church Street. Relatively lower household/population densities in Parramore today will need to be supplemented by visitors/students/new residents, and (as possible) downtown and nearby office workers. While the MLS Site location is more proximate to downtown Orlando than the OBT/Church Site, its competitive context is not fully documented. The viability of adding another weekly farmer's market with 22 markets in operation across Greater Orlando may be a challenge, especially on weekends.



Photo: Mills 50 Community Market



Photo: New Image Youth Center Community Garden



Photo: Winter Park Farmer's Market

4. Streets as Redevelopment Catalysts

It is also understood that streets, when designed correctly, can facilitate revitalization and transformation of a community by providing safe and attractive travel options for people in cars and buses, bike riders, and pedestrians. There is a high amount of pedestrian, bicycle and transit use in Parramore. This phenomenon was witnessed during physical assessments and walk audits of the community, that in many areas, motorists defer to pedestrians and bicyclists. Many residents use bicycles for transportation. Most of the internal Parramore neighborhood streets are low volume and bicyclists share the roadway or sidewalk. Overall, the Parramore neighborhood provides excellent opportunities for pedestrians, bicyclists and transit users, but there are areas of the network that need to be expanded and improved.

In an effort to live up to the Healthy Community principle of **Invest in People, Not Cars** this Plan advocates the utilization of “Complete Streets” concepts in the Parramore neighborhood where appropriate.

Complete Streets

The Complete Streets movement aims to retrofit current roadway conditions and to alter street planning and design practices such that drivers, cyclists, pedestrians, and public transit riders are all equally considered during design and have equal access to all current and future roadways. Complete Streets connect people with places in a safe and comfortable environment. A complete street is one that is designed to accommodate users of all ages and abilities.

The implementation of Complete Streets practices will help improve connections within the community while also helping to beautify the streetscape. While all streets should be “complete” consistent with their function and within their appropriate neighborhood context, this Plan highlights Orange Blossom Trail, Westmoreland Drive, West Central Boulevard, Terry Avenue and West Amelia Street as complete streets. These streets were given special emphasis due to their existing conditions, and the connectivity they offer between destinations within the community and to adjacent neighborhoods.

Complete streets contain infrastructure for pedestrians and bicyclists, such as bike lanes and sidewalks with shade trees and street furniture. They must also be transit accessible, so that pedestrians and bicyclists can use transit options to access destinations outside of the neighborhood. Finally, complete streets should also self-enforce safe vehicle speeds. Slower speeds and appropriate facilities for pedestrians, bicyclists and vehicles, create an environment in which all users can travel comfortably. Creating physical separation, such as a landscaped buffer between vehicles and other users, also creates an opportunity for streetscape improvements which help beautify the area while increasing the safety of all street users.

Creating designated networks for pedestrians and bicyclists that connect to sidewalks, trails, bike lanes and transit stops both inside and outside of Parramore, will improve the transportation options for the residents of the community. Of course, all such improvements must be prioritized in a financially feasible manner.

Exhibit III-32: Typical Complete Street Cross Section

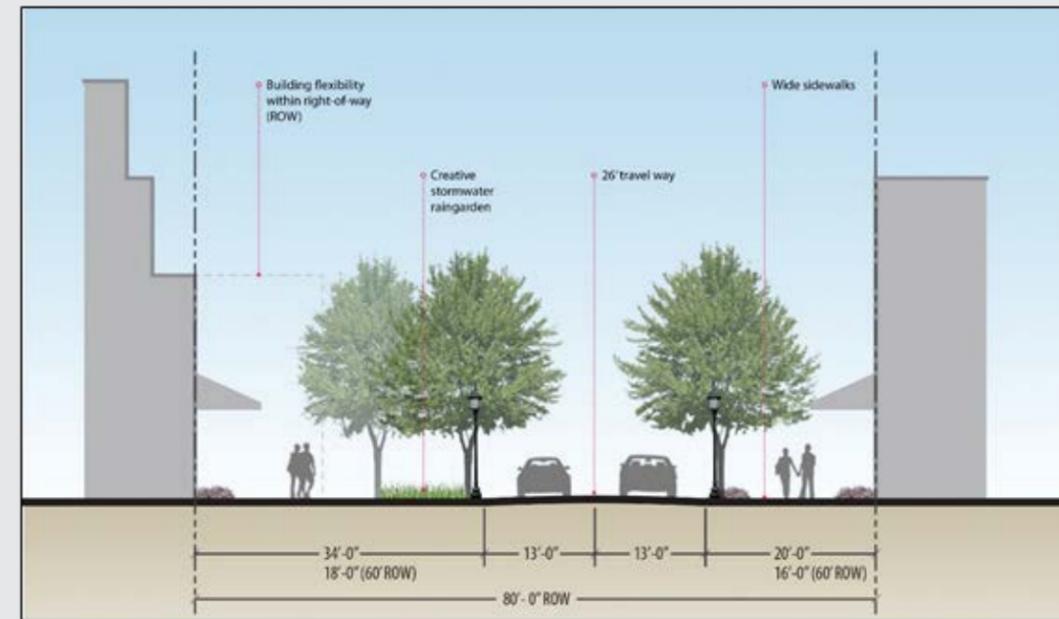
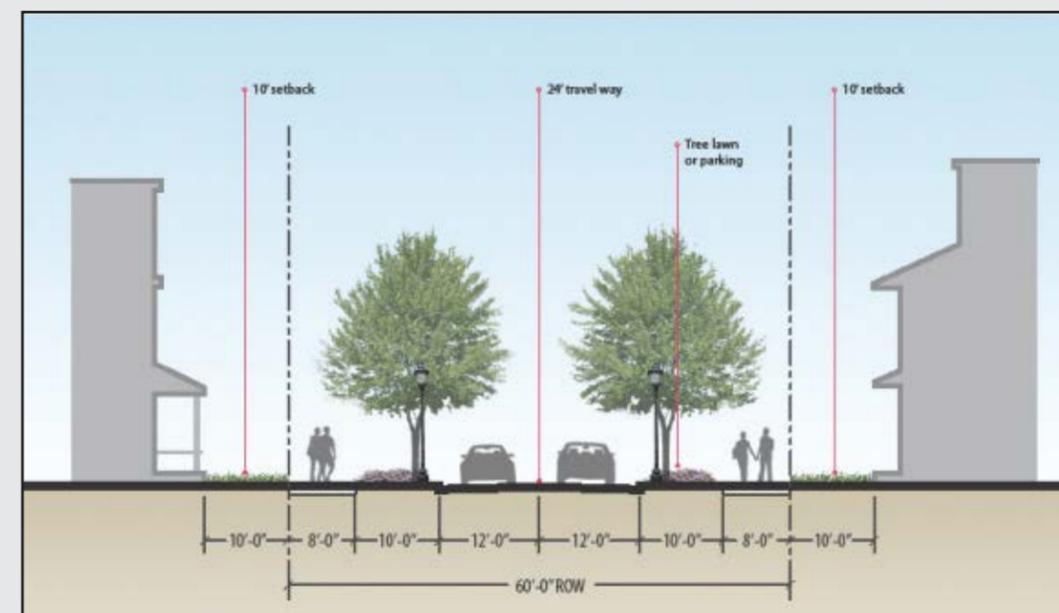


Exhibit III-33: Typical Residential Street Cross Section



(Note: typical sections are conceptual only and subject to the City's Growth Management Plan, Land Development Code, Urban Design Guidelines, and Engineering Standards Manual).

5. Additional Policy Considerations

The purpose of this section of the Plan is to flesh out policy considerations regarding housing and homelessness, as well as provide the framework for recommended Growth Management Plan (GMP) amendments necessary to implement the Recommended Vision Plan.

a. Housing Policy Recommendations

A key component to revitalizing the Parramore community is providing high quality housing stock that is safe and affordable, yet compatible with existing development. In addition to the physical development and catalyst housing projects described in Chapter II, the following Housing Policies should be considered, consistent with the “Increase Housing Opportunities” Healthy Community Principle.

1) Develop a Housing Consortium to Create New Housing Opportunities

- Work closely with the Orlando Housing Authority, community-based housing developers, City Housing Department, Habitat for Humanity, and the development community to create a focused and coordinated program to rehabilitate existing and build new housing.
- Conduct additional research and obtain technical assistance from national organizations who have successfully implemented similar programs. Coordinate with HUD and the State of Florida on program models that could address all of the Parramore housing issues.
- Work with the housing consortium to seek grant opportunities from the State and Federal government, as well as other private and non-profit organizations.
- Continue to prioritize the use of monies for rehabilitation, new construction, down payment assistance, etc in the Parramore community.



2) Preserve and strengthen existing residential neighborhoods

- Reconnect neighborhoods with infill housing on vacant lots
- Develop a program to provide assistance to homeowners in the purchase of a blighted or abandoned property immediately adjacent to their home
- Use Design Guidelines to promote compatibility with adjacent uses
 - 1) Study parking needs and encourage shared parking agreements to reduce onsite parking needs, as well as parking that is sensitive to the context and surrounding uses.
 - 2) Review existing standards to remove impediments for infill and redevelopment projects, including parking, storm water, setback or other site requirements that small properties and older sites may not be able to meet.
- Pursue a Choice Neighborhood Implementation Grant through HUD to fund the revitalization of Parramore
 - 1) Conduct a Choice Neighborhood Initial Evaluation and mock scoring
 - 2) Reach out to partners
 - 3) Develop public engagement and outreach process
 - 4) Secure leverage
 - 5) Complete application
- Implement a volunteers housing rehabilitation committee working with nonprofits, to coordinate volunteer housing rehabilitation and building efforts with the investment of in kind resources from charitable and related groups
- Encourage adaptive reuse of buildings for housing
- For all rehab or redevelopment projects, encourage the addition of contemporary neighborhood design features and amenities
- Create an “Adopt-a-Lot” program to aid in litter abatement where vacant lots remain
- Implement a citizen planner program to build capacity for neighborhood and community building
- Monitor housing conditions by conducting periodic inventory and rating of existing housing stock

3) Provide homeowner education and increase funding assistance to help residents buy homes and maintain them

- ☐ Homebuyers Assistance Program and Education Class
- ☐ Neighborhood Stabilization Program
- ☐ Home Repair Assistance / “Tool Loan Program” (in coordination with community based organizations)
- ☐ Promote programs– such as Second Loan Home Purchase Programs to assist low and moderate income working families’ to move from renting to homeownership
- ☐ Encourage energy efficiency (e.g., energy audits) to reduce operating costs and create healthy home environments
- ☐ Allocate a targeted number of existing units for emergency placement for those families in immediate need of housing



4) Consider adopting policies for Fair Housing that require mixed income housing, including within the Creative Village

- ☐ Require that affordable housing units in mixed-income development projects are identical in appearance to market-rate units and interspersed through the developments
- ☐ Address accessibility issues and other housing barriers to persons with disabilities or special needs.

5) Build new homes to support existing and potential new population

- ☐ Build 10 new houses per year for 20 years on City owned lots
- ☐ Designate a specific percentage of Community Redevelopment Area (CRA) dollars for construction of new and rehabilitation of existing homes
- ☐ Use State Housing Initiatives Partnership (SHIP) funding to supplement affordable housing development
 - 1) Leverage historic and low income housing tax credits to rehab existing buildings into multifamily housing
- ☐ Encourage the development of a community land trust to develop affordable and mixed income housing, community gardens/farms, arts and cultural uses, and other neighborhood services *
- ☐ Implement guidelines to ensure the quality of new housing (livable community design, quality construction, energy efficiency, etc.)

6) Build new homes to support existing and potential new population

- ☐ Continue to provide development incentives and bonuses (e.g. reduced or waived fees) for housing development on privately owned properties near existing or planned transit stops
- ☐ Encourage construction of garage apartments and accessory apartments with single-family homes to provide additional income or space for extended family members
 - 1) Revise land use regulations and policies as necessary to allow and promote compatible housing diversity (garage and accessory apartments, live-work units, senior living units, etc.)
- ☐ Collaborate with those higher education institutions that have a regional presence in Parramore to determine student housing needs, and plan and implement student housing in a manner that is compatible with the character of Parramore
- ☐ Prioritize housing assistance for recent college graduates from Parramore
- ☐ Develop a marketing strategy to promote Parramore as an urban neighborhood, featuring e.g., high walkability, access to downtown, historic districts, and lower transportation costs.
- ☐ Consider creating a Parramore Residents Incentives Package to attract future residents (e.g., Parramore resident rewards card, transit discounts, etc.)

b. Addressing Homelessness

As demonstrated through input received throughout the public engagement process, the Parramore community recognizes that working to reduce homelessness in the area should be a priority if other strategies and recommendations included in this plan are to succeed. It is recommended that the following strategies be followed:

1. Continue to support and actively participate in a regional approach to end homelessness.
2. Use a scattered site approach to reduce concentrations of homeless people in Parramore.
3. Ensure that all homeless residential programs offer quality housing.
4. Maintain a focus on social inclusion through innovative approaches.
5. Reduce homelessness by using the Housing First approach to help families.
6. Focus on Low-Barrier Shelter as an immediate tool to address chronic homelessness.
7. Provide permanent supporting housing for 300 individuals within 3 years.
8. Adopt homelessness prevention policies and programs, and seek funding through HUD’s Homelessness Prevention and Rapid Re-housing Program.
9. Continue to develop networks to strengthen the effectiveness of street outreach for the homeless

In support of the Mayor Dyer’s pledge to end homelessness in the City, Orlando recently identified \$1 million outside the general fund to help a portion of the region’s homeless population. The goal is to create Permanent Supportive Housing units for 300 people in apartments throughout Orange County. This strategy supports the regional approach outlined in recommendation #1 above, and meets the Parramore community’s wish for a scattered site approach to housing the homeless.

c. Proposed Growth Management Plan Subarea Policies

The City of Orlando utilizes Growth Management Plan (GMP) subarea policies in order to provide recommendations and policy direction for specific geographic areas of the City. This tool is recommended to be utilized in order to implement the Parramore Comprehensive Neighborhood Plan.



Following is draft GMP subarea policy language which is subject to modification during the GMP amendment process that will occur after acceptance of the Parramore Plan. The GMP amendment process includes Municipal Planning Board review and two readings of an ordinance by the Orlando City Council.

Objective 6.B.2

The City of Orlando shall prepare a long term Vision for the creation of a 21st Century Parramore Neighborhood that is fully integrated and connected into and supportive of SunRail and Downtown Orlando and is built upon the principles of Healthy Community Design. This Vision, contained in the Parramore Comprehensive Neighborhood Plan, shall be implemented throughout the planning period.



Policy S. 6.14

The Parramore Comprehensive Neighborhood Plan and its Vision Plan shall be utilized by the City as the foundation for directing efforts to preserve, revitalize and redevelop the Parramore Community. The following actions by the City will be required for the implementation of the Parramore Plan:

a. Action Items.

The Parramore Comprehensive Neighborhood Plan outlines near-term, mid-term and long-term actions. These projects shall be considered by City officials in preparing the Capital Improvements Program, capital budget and departmental budgets. Special consideration shall be given to those projects that address concerns for public safety and providing safe and affordable housing and advance the Healthy Community Design Principles to “Promote Social and Environmental Justice” and to “Increase Housing Opportunities.”



b. Education.

One of the key principles of Healthy Community Design is to “Make Education the Cornerstone of Revitalization.” There are two projects that are critical for advancing this principle for the Parramore Community.

1. The City of Orlando should collaborate with the Orange County School Board to assure that the Parramore K-8 school is designed and operated to include the fundamentals of a Community School as promulgated by the Children’s Aid Society National Center for Community Schools. The Parramore K-8 Community School shall be exempt from the limitations on the establishment or expansion of social service uses specified in the Subarea Policy S.6.9 and the City’s Land Development Code.
2. The City should collaborate and cooperate with the University of Central Florida and Valencia State College in seeking the funding necessary to support the development of a downtown university campus in the Creative Village area of Parramore.

c. Healthy Community Design.

The Parramore Plan has been developed using ten principles of healthy community design. A series of indicators/measures to be used in evaluating progress toward realizing the principles was developed and incorporated into the Plan. The City should prepare a baseline assessment using selected measures by 2016. The assessment should be updated periodically and include recommended adjustments to the Parramore Plan as necessary to better achieve the healthy community design principles.

d. Parramore Zoning Overlay.

The City shall consider adopting a zoning overlay as a means of implementing the Parramore Plan. The zoning overlay may:

1. Include design guidelines and development standards to encourage a compact urban form, enhance economic vitality and promote housing and income diversity within the Parramore Community.
2. Allow residential development within the I-G Zoning District at a maximum density before bonuses of 40 dwelling units per acre.
3. Expand the area where the Medium and High Intensity Mixed Use Corridor future land use categories may be utilized.
4. Address the opportunities afforded by the UCF Downtown Campus and Orlando City Soccer Club Stadium while also protecting the historic neighborhoods in the Parramore community.

The zoning overlay is intended to advance revitalization of the Parramore community by emphasizing pedestrian scale, active ground floor uses, active outdoor spaces and advancing the principles of healthy community design. The design guidelines shall encourage mixed income and affordable housing in proximity to transit and jobs as well as improve transportation connectivity through improvements to vehicle, pedestrian, transit and bicycle facilities.



e. Catalyst Projects.

The City should assemble a development team consisting of key staff members and community partners to develop a comprehensive strategy for marketing and incentivizing the development of the “catalyst projects” recommended in the Parramore Plan.

f. Transportation Improvements.

To facilitate a balanced transportation system, the City should consider making the following transportation improvements:

1. Extend Terry Avenue from its present northern terminus at West Robinson Street to connect to West Livingston Street in the Creative Village.
2. Establish a cycle track along Westmoreland Drive to promote safe access to the Parramore K-8 School.
3. Establish a program to fill in gaps in the sidewalk network and repair sidewalks and improve pedestrian crossings.
4. Require all transportation projects within the Parramore community to meet complete streets and Safe Routes to School design guidelines.
5. Work with LYNX to complete the Downtown Orlando LYMMO expansion, including two new lines through the Parramore community.
6. Consider restoring South Street and Anderson Street to two-way traffic between Westmoreland Drive and Orange Blossom Trail and narrow pavement width, if possible. Use remaining R-O-W to accommodate future LYMMO service and to provide bike and pedestrian improvements, where feasible.
7. Promote the concept of “green links” throughout the community to connect parks and open space areas, civic institutions and community uses, using the street and bikeway network.



6. Proposed Transect Based Overlay

Understanding the current context of an area prior to developing new strategies and planning policies is integral to a successful vision plan. The planning approach utilized for Parramore is referred to as the “transect”. In ecology, the term is used to describe sequences of natural habitats that can be found as one travel further away from a water body or higher up a mountainside (use the natural transect illustration in the smart code). The same concept can be observed in the patterns of cities built before traditional zoning codes were adopted – gradual changes from undeveloped land (agriculture) to dense urban areas (industrial, downtowns) that also had changes in intensity and form over several city blocks and uses that would eventually mix together the closer development was located in the urban core, or downtown of an area.

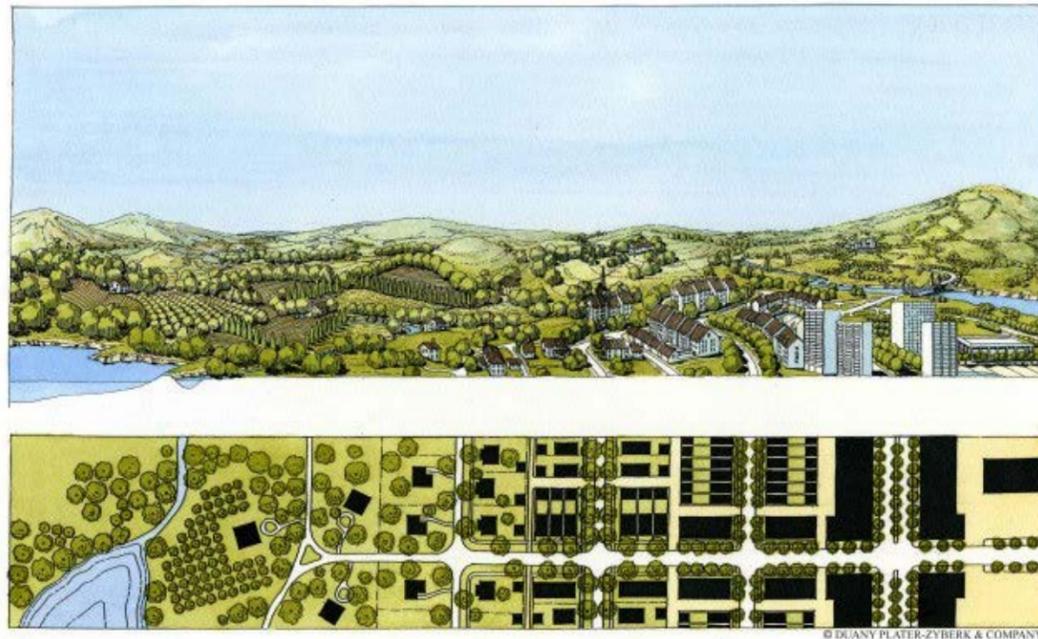


Exhibit III-34: Natural Zone Transect Illustration

Traditional (Euclidian) zoning codes that were assigned to both undeveloped land along with “built” cities changed the natural pattern that existed, as zoning lines rarely calibrated the existing conditions of a built area and did not always relate to the adjacent zoning district. The intent of the transect planning approach is to adequately consider the character of the existing environments and provide clear standards for new development by programming logical and appropriate transitions between areas where higher intensity development is permitted and areas reserved for lower intensity. The operating principle of the transect is that certain forms belong in certain environments; for example, an apartment building belongs in a more urban setting, and a ranch house belongs in a more rural setting. Some kinds of thoroughfares are urban, and some are rural. This does not limit choices; it expands them. Instead of one-size-fits-all development, it enables different patterns, without becoming a free-for-all.

Transect Planning provides seven zones and has defined each zone with the following basic parameters:

- **T-1 Natural Zone** consists of lands approximating or reverting to a wilderness condition, including lands unsuitable for settlement due to topography, hydrology or vegetation.
- **T-2 Rural Zone** consists of lands in open or cultivated state or sparsely settled. These include woodland, agricultural land, grassland, and irrigable desert.
- **T-3 Sub-Urban Zone** consists of low density suburban residential areas, differing by allowing home occupations. Planting is naturalistic and setbacks relatively deep. Blocks may be large and the roads irregular to accommodate natural conditions.
- **T-4 General Urban Zone** consists of a mixed-use but primarily residential urban fabric. It has a wide range of building types: single, sideyard, and rowhouses. Setbacks and landscaping are variable. Streets define medium sized blocks.
- **T-5 Urban Center Zone** consists of higher density mixed-use building types that accommodate retail, offices, rowhouses and apartments. It has a tight network of streets, with wide sidewalks, steady street tree planting and buildings set close to the frontages.
- **T-6 Urban Core Zone** consists of the highest density, with the greatest variety of uses, and civic buildings of regional importance. It may have larger blocks; streets have steady street tree planting and buildings set close to the frontages.
- **Special Districts** consist of areas with buildings that by their function, disposition, or configuration cannot conform to one of the six normative Transect Zones.

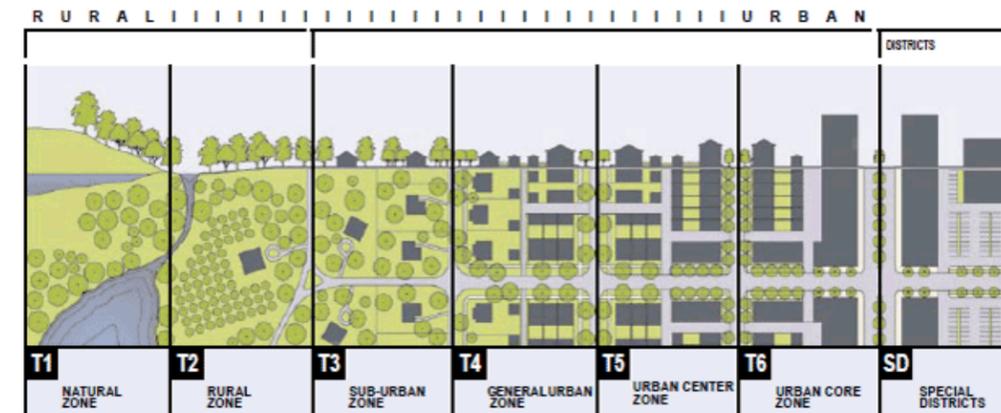


Exhibit III-35: Typical Rural - Urban Transect Zone Illustration

a. Base Transect Map

Prior to making recommendations for Parramore, it was important to identify the existing context within the Parramore Study Area. The “Base Transect Map” (Exhibit III-36) provides a snapshot of the existing conditions, by Transect, to help provide guidance on what exists today and identify, through the Vision Plan, what Transect Zones should be considered that will meet the community’s Vision for Parramore.

In order to reflect an accurate context for Parramore, minor modifications to the Transect Zones were needed to better reflect the current conditions within Parramore. The formal Transect predominately recognizes only mixed use zones while the current context of Parramore is more reflective of a mix of uses and some areas that are more single-use focused. Parramore’s transects are described as follows:

☐ **Residential Neighborhood (T-3)**

The Residential Neighborhood Zone consists primarily of single-family residential homes, duplexes, and some smaller apartment units. Setbacks vary from close to the road to larger setbacks, depending on the neighborhood. Home occupation and some small scale multi-family exists. Typical building heights are 1-2 stories.

☐ **Highway Commercial (T-3.5)**

The Highway Commercial zone is predominately a suburban style of development with a mix of non-residential uses that are directly adjacent to neighborhoods. The uses are focused on vehicular accessibility. Setbacks are larger, with a predominance of parking. Typical building heights are 1-2 stories.

☐ **Mixed Use District (T-4)**

The Mixed Use Zone consists of a mix of uses, primarily residential urban fabric. It may have a wide range of building types: single family residential, duplexes, apartments with some small-scale commercial/office uses. Setbacks and landscaping are variable. Streets with curbs and sidewalks define medium-sized blocks. Typical building heights are 1-3 stories.

☐ **Urban General (T-5)**

The Urban General Zone consists of higher density mixed use buildings that accommodate retail, offices, and apartments. It has a tight network of streets, with wide sidewalks, steady street tree planting and buildings set close to the sidewalks. Typical building heights are 2-5 stories.

☐ **Downtown Core (T-6)**

The Downtown Core Zone consists of the highest density and height, with the greatest variety of uses, and civic buildings of regional importance. It may have larger blocks because of the regional buildings, i.e., Amway, Bob Carr, etc. Most of the buildings are set close to wide sidewalks. This area in Parramore links directly to the Center of Downtown. Typical building heights are 2-6 stories.

☐ **Employment Center (SD)**

The Employment Center Zone is predominately industrial uses that are adjacent to the residential areas, and mixed-use areas of Parramore. The blocks are larger in nature with larger setbacks. Most of these areas are not walkable nor integrate harmoniously with the adjacent neighborhoods.

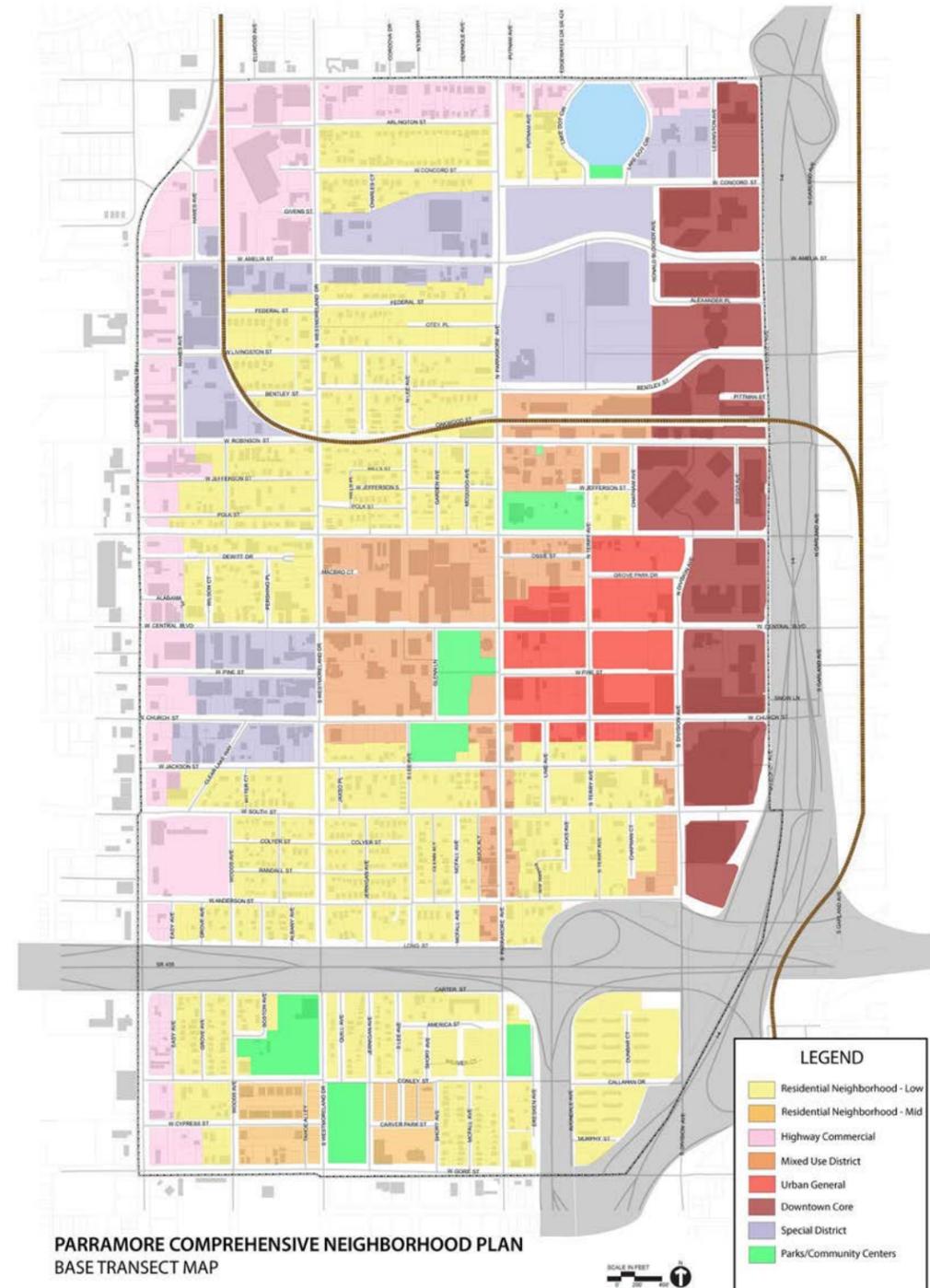


Exhibit III-36: Base Transect Map

b. Proposed Parramore Transect Based Overlay Guidelines

As a result of this planning effort, the City should consider adopting a Transect Based overlay zoning district in Parramore to fully implement the community’s vision. Exhibit III-37 to the right illustrates the Proposed Transect Based Overlay for the Parramore Comprehensive Neighborhood Plan. The underlying land use and zoning districts will provide the overall uses, intensity/density and height parameters that are permitted within each Transect Zone. The following series of Tables and illustrations are meant to provide the overall intent of each transect zone and the recommended parameters.

A Transect Zone may include any of the elements indicated for its T-zone number, in accordance with intent described in Table 1. Transect Zone Descriptions and associated metric standards are summarized in Table 6.

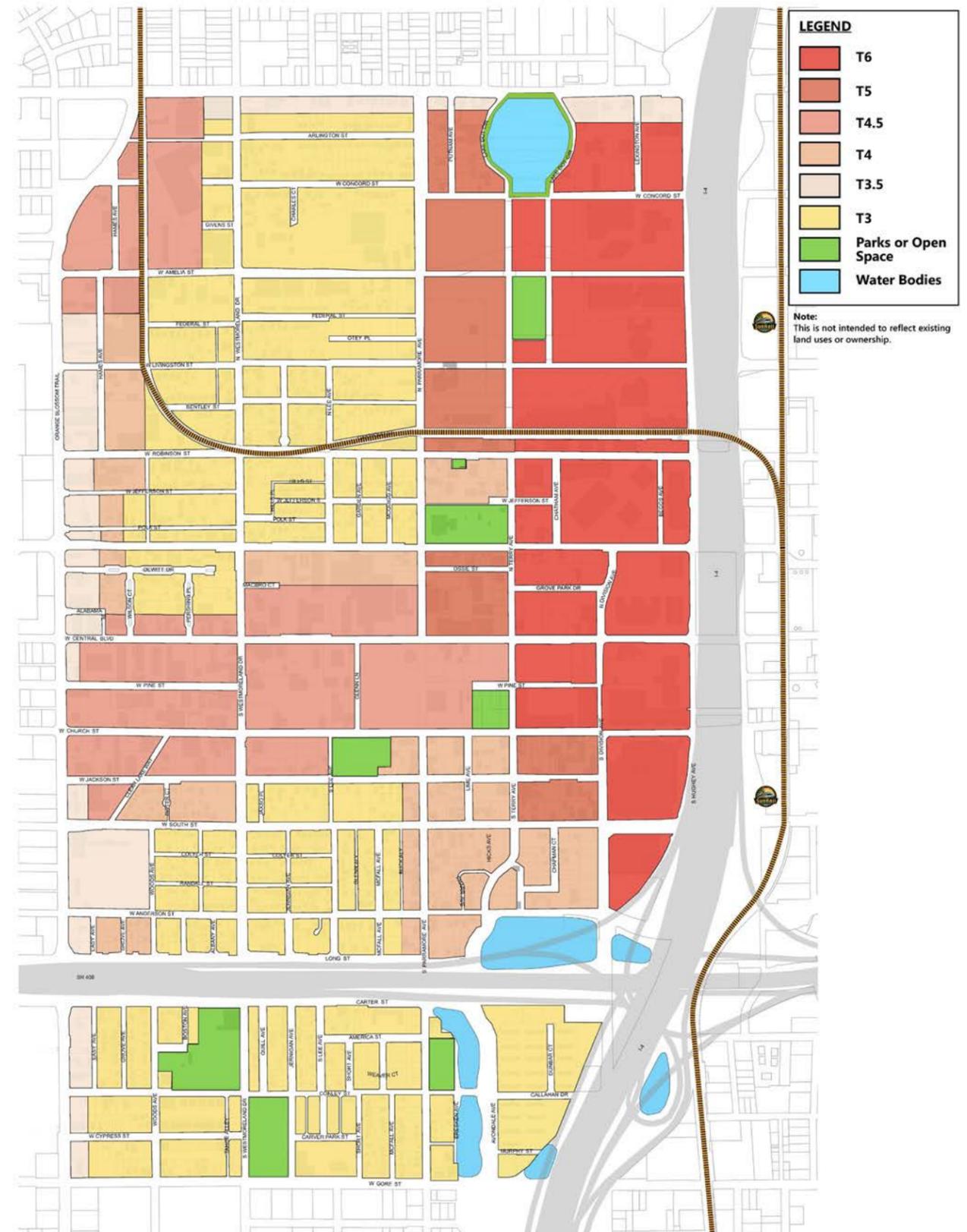


Exhibit III-37:
Proposed
Transect Plan

PARRAMORE COMMUNITY TRANSECT PLAN

Transect Zone Descriptions

Table 1 to the right provides general descriptions of the character of each Transect Zone for the Parramore Plan, including recommended building placement, frontage types, and typical building heights. However, it should be understood that the proposed guidelines will not result in a decrease in the underlying densities/intensities or height as permitted by the future land use designations and zoning within the Plan area.

Frontages

Frontages are integral to creating walkable places. Both private and public frontages should seamlessly be planned for Parramore with the intent to provide a seamless urban design fabric for the neighborhood. The illustration below provides the overall context of private vs. public frontages.

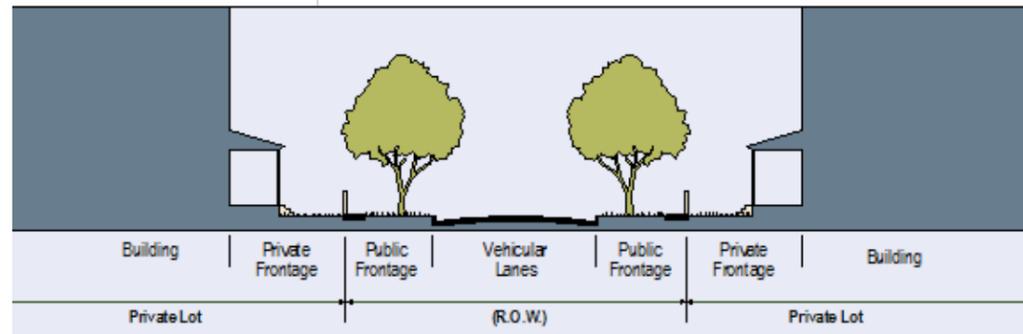


TABLE 1. TRANSECT ZONE DESCRIPTIONS

The following are general descriptions of the character of each Transect Zone for the Parramore Neighborhood Plan.

<p>T3</p>	<p>T-3 SUB-URBAN General Character: Lawns, and landscaped yards surrounding detached single-family houses, some duplex and small quadplex apartments and civic buildings; pedestrians occasionally Building Placement: Large and variable front and side yard Setbacks Frontage Types: Porches, fences, naturalistic tree planting Typical Building Height: 1- to 2-Story with some 3-Story</p>
<p>T3.5</p>	<p>T-3 SUB-URBAN/HIGHWAY CORRIDOR General Character: Landscape buffers from the sidewalk to the surrounding commercial and industrial buildings; pedestrians occasionally. Building Placement: Large and variable front and side yard Setbacks Frontage Types: no predominate frontage type for commercial areas, same frontage for T3 residential, formal tree planting Typical Building Height: 1- to 2-Story with some 3-Story</p>
<p>T4</p>	<p>T-4 MIXED USE RESIDENTIAL General Character: Predominately a mix of houses, townhouses & small apartment buildings, with scattered commercial activity; balance between landscape and buildings; presence of pedestrians. Building Placement: Shallow to medium front and side yard setbacks Frontage Types: Porches, fences, Dooryards Typical Building Height: 1- to 3-Story with a few taller Mixed Use buildings</p>
<p>T4.5</p>	<p>T-4 MIXED USE COMMERCIAL General Character: Predominately more commercial activity with a mix of houses, townhouses, live work and small apartment buildings; balance between landscape and buildings; presence of pedestrians. Building Placement: Shallow to medium front and side yard Setbacks Frontage Types: Porches, fences, Dooryards and Shopfronts Typical Building Height: 2- to 3-Story with a few taller Mixed Use buildings</p>
<p>T5</p>	<p>T-5 URBAN GENERAL General Character: Shops mixed with Townhouses, larger apartment houses, Offices, workplace, and Civic buildings; predominantly attached buildings; trees within the public right-of-way; substantial pedestrian activity. Building Placement: Shallow Setbacks or none; buildings oriented to street defining a street wall Frontage Types: Stoops, Shopfronts, Galleries Typical Building Height: 3- to 5-Story with some variation</p>
<p>T6</p>	<p>T-6 URBAN CORE General Character: Medium to high-density mixed use buildings, entertainment, civic and cultural uses. Attached buildings forming a continuous street wall; trees within the public right-of-way; highest pedestrian and transit activity. Building Placement: Shallow Setbacks or none; buildings oriented to street, defining a street wall Frontage Types: Stoops, Dooryards, Forecourts, Shopfronts, Galleries, and Arcades Typical Building Height: 4-plus Story with a few shorter buildings</p>

Public Frontages

The Public Frontage is the area between the private Lot line and the edge of the vehicular lanes. Table 2, General Public Frontages identifies four roadway types for the Parramore Neighborhood Area by Transect Zone. Each Public Frontage type has suggested standards that are provided in Table 3, Specific Public Frontages.

TABLE 2. GENERAL PUBLIC FRONTAGES

Public Frontages - General. The Public Frontage is the area between the private lot line and the edge of the vehicular lanes.

	PLAN	
	LOT PRIVATE FRONTAGE	R.O.W. PUBLIC FRONTAGE
a. (AR) For Arterial: This Frontage is more highway commercial with no onstreet parking or bike lanes. The landscaping varies from multiple species arrayed in naturalistic clusters to minimal landscape of areas that were affected by widening of both SR50 and OBT. A variety of setbacks, buffers exist along each roadway.		T3.5 T4.5
b. (ST) For Street: This Frontage has smaller setbacks, predominately residential in nature and a walking Path/sidewalks along one or both sides and Yield parking. The landscaping consists of street trees of a single or alternating species, with the exception that Streets with a right-of-way (R.O.W.) width of 40 feet or less are exempt from tree requirements.		T3 T4 T4.5
c. (AV) For Avenue: This Frontage has raised curbs drained by inlets and wide sidewalks separated from the vehicular lanes by a narrow continuous planter with parking on both sides. The landscaping consists of a single tree species aligned in a regularly spaced planting. The Avenue may also contain a bike lane. The Avenue may be a complete street or a cycle track street as described in the Vision Plan.		T4 T5 T6
d. (CS) For Commercial Street: This Frontage has raised Curbs drained by inlets and very wide Sidewalks along both sides separated from the vehicular lanes by separate tree wells with grates and parking on both sides. The landscaping consists of a single tree species aligned with regular spacing where possible, but clears the storefront entrances.		T4 T5 T6

To support a walkable, pedestrian friendly Parramore, the following public frontage types, by transect zone provide for the key elements that should be present along the public right-of-way. New development should meet the standards as suggested even when a new roadway is not required (please see Table 3 below).

TABLE 3. SPECIFIC PUBLIC FRONTAGES

Public Frontages - Specific. This table assembles precise technical prescriptions and dimensions for the Public Frontage elements - Curbs, walkways and Planters - relative to Transect Zones. The top section of the table assembles all of the elements below. Locally appropriate planting species are provided in the City's Land Development Code.

TRANSECT ZONE Public Frontage Type	T3.5	T4.5	T3	T4	T4.5	T4	T5	T6	T4	T5	T6
	AR		ST	ST		AV			CS		
a. Assembly: The principal variables are the type and dimension of Curbs, walkways, Planters and land-											
Total Width	Varies		12-24 feet			12-18 feet			18-30 feet		
b. Walkway/Sidewalk: The pavement dedicated exclusively to pedestrian activity.											
Type	Sidewalk		Sidewalk			Sidewalk			Sidewalk		
Width	4-8 feet		4-8 feet			4-8 feet			10-30 feet		
c. Landscape/Furnishing Area: The layer that accommodates street trees and other landscape/.											
Arrangement	Clustered		Clustered			Regular			Single		
Species	Multiple		Multiple			Alternating			Tree Well		
Planter Type	Refer to LDC		Refer to LDC			Continuous Planter					
Planter Width	N/A		8 feet-16 feet			8 feet-12 feet			4 feet-6 feet		

Private Frontage Standards

- Table 5, Private Frontage Standards identifies the range of permitted frontages, by transect zone. Additional Parameters for Private Frontages are:
- Facades should be built parallel to a rectilinear Principal Frontage Line or to the tangent of a curved Principal Frontage Line, and along a minimum percentage of the Frontage width at the setback.
- Buildings on corner Lots should have two Private Frontages. Prescriptions for the second and third Layers pertain only to the Principal Frontage. Prescriptions for the first Layer pertain to both Frontages.
- All Facades shall be glazed with clear glass no less than 60% of the first Story.
- Balconies, open porches and bay windows may Encroach the first Layer 50% of a principle building’s depth.
- Awnings, Arcades, and Galleries may within 2 feet of the Curb but must clear the Sidewalk vertically by at least 8 feet.

TABLE 4. PERMITTED BUILDING TYPES

The following table establishes the range of building types, for Transect Zones 3, 3.5, 4, 4.5 and 5. Transect Zone 6 relies on the underlying zoning district parameters and use, because of the size and scale that is permitted in the Urban Core.

ALLOWABLE BUILDING TYPES	TRANSECT ZONE				
	3	3.5	4	4.5	5
Mixed Use Small		*	*	*	
Mixed Use Medium			*	*	*
Liner		*		*	*
Single Use Building		*	*		
Multifamily Building (as permitted by zoning district)	*	*	*	*	*
Live Work		*	*	*	*
Townhouse/Rowhouse	*	*	*	*	*
Cottage	*	*	*		
Duplex	*		*		
House	*		*		

Building types should be consistently applied by T-Zone and not permitted a variance or to increase in building size. Multiple building types may be used on larger parcels, the lot requirements may be used to guide the overall building placement, when a parcel size is larger than the building type.

TABLE 5. PRIVATE FRONTAGE

Private Frontages. The Private Frontage is the Layer between the building and the Frontage Lot lines.

	SECTION		PLAN		
	LOT PRIVATE FRONTAGE	R.O.W. PUBLIC FRONTAGE	LOT PRIVATE FRONTAGE	R.O.W. PUBLIC FRONTAGE	
a. Common Yard: a planted Frontage wherein the Facade is set back substantially from the Frontage Line. The front yard created remains unfenced and is visually continuous with adjacent yards, supporting a common landscape.					T3
b. Porch & Fence: a planted Frontage wherein the Facade is set back from the Frontage Line with an attached porch permitted to Encroach. A fence at the Frontage Line maintains street spatial definition. Porches shall be no less than 8 feet deep.					T3 T4 T4.5
c. Terrace or Lightwell: a Frontage wherein the Facade is set back from the Frontage line by an elevated terrace or a sunken Lightwell. This type buffers Residential use from urban Sidewalks and removes the private yard from public Encroachment. Terraces are suitable for conversion to outdoor cafes. Syn: Dooryard.					T4 T4.5 T5
d. Forecourt: a Frontage wherein a portion of the Facade is close to the Frontage Line and the central portion is set back. The Forecourt created is suitable for vehicular drop-offs. This type should be allocated in conjunction with other Frontage types. Large trees within the Forecourts may overhang the Sidewalks.					T4/4.5 T5 T6
e. Stoop: a Frontage wherein the Facade is aligned close to the Frontage Line with the first Story elevated from the Sidewalk sufficiently to secure privacy for the windows. The entrance is usually an exterior stair and landing. This type is recommended for ground-floor Residential use.					T4 T5 T6
f. Shopfront: a Frontage wherein the Facade is aligned close to the Frontage Line with the building entrance at Sidewalk grade. This type is conventional for Retail use. It has a substantial glazing on the Sidewalk level and an awning that should overlap the Sidewalk to within 2 feet of the Curb. Syn: Retail Frontage.					T4/4.5 T5 T6
g. Gallery: a Frontage wherein the Facade is aligned close to the Frontage line with an attached cantilevered shed or a lightweight colonnade overlapping the Sidewalk. This type is conventional for Retail use. The Gallery shall be no less than 10 feet wide and should overlap the Sidewalk to within 2 feet of the Curb.					T4/4.5 T5 T6
h. Arcade: a colonnade supporting habitable space that overlaps the Sidewalk, while the Facade at Sidewalk level remains at or behind the Frontage Line. This type is conventional for Retail use. The Arcade shall be no less than 12 feet wide and should overlap the Sidewalk to within 2 feet of the Curb.					T5 T6

TABLE 6. BUILDING TYPE DESCRIPTIONS AND GENERAL PARAMETERS

The following table provides general parameters, by building type for Parramore.

LOT REQUIREMENTS	MIXED USE BUILDINGS SMALL		MIXED USE BUILDINGS MEDIUM		LINER BUILDING		SINGLE USE BUILDING		MULTI-FAMILY BUILDING		LIVE WORK		TOWNHOUSE/ ROWHOUSE		COTTAGE		DUPLEX		HOUSE	
	MIN	MAX	MIN	MAX	MIN	MAX	MIN	MAX	MIN	MAX	MIN	MAX	MIN	MAX	MIN	MAX	MIN	MAX	MIN	MAX
Lot Width (ft)	-	120	-	300	-	450	200	200	35	100	25	60	15	32	24	40	50	100	40	100
Frontage Build Out (measured by building width to street frontage)	90	100	90	100	90	100	80	100	50	80	60	100	90	100	70	90	60	80	60	80
Height	<p>General building heights are provided on Table 1, Transect Zone Descriptions. The Parramore Plan will rely on the permitted heights specified in underlying zoning districts or as specified in a Planned Development ordinance.</p>																			
Front Setback	<p>Refer to the public frontage standards, by street. At a minimum, the setback shall provide the minimum standards for walkways and landscape. A building may setback an additional 5-10' from the private frontage parameters. For Transect Zone 3.5, buildings are permitted to setback from no more than 2 parking bays.</p>																			
Side Setback	5	-	0	-	0	-	0	-	5	5	5	-	10*	-	3	-	5	-	5	-
Rear Setback**	5	-	10	-	0	-	-	-	15	-	5	-	10	-	10	-	-	-	-	-
Private Frontage	<p>Each building type should provide one of the private frontage types as listed in Table 4 - Private Frontages</p>																			

* Corner units only

** If a building is backing up to a single family residential home, the rear setback shall be a minimum of 25 feet.

Definitions

Arcade: a Private Frontage conventional for Retail use wherein the Facade is a colonnade supporting habitable space that overlaps the Sidewalk, while the Facade at Sidewalk level remains at the Frontage Line.

Block Face: the aggregate of all the building Facades on one side of a Block.

Civic: the term defining not-for-profit organizations dedicated to arts, culture, education, recreation, government, transit, and municipal parking.

Civic Building: a building operated by not-for-profit organizations dedicated to arts, culture, education, recreation, government, transit, and municipal parking, or for use approved by the legislative body.

Commercial: the term collectively defining workplace, Office, Retail, and Lodging Functions.

Configuration: the form of a building, based on its massing, Private Frontage, and height.

Cottage: a single-family dwelling, on a regular Lot, often shared with an Accessory Building in the back yard.

Encroach: to break the plane of a vertical or horizontal regulatory limit with a structural element, so that it extends into a Setback, into the Public Frontage, or above a height limit.

Encroachment: any structural element that breaks the plane of a vertical or horizontal regulatory limit, extending into a Setback, into the Public Frontage, or above a height limit.

Enfront: to place an element along a Frontage, as in “porches Enfront the street.”)

Expression Line: a line prescribed at a certain level of a building for the major part of the width of a Facade, expressed by a variation in material or by a limited projection such as a molding or balcony. See Table 4. (Syn: transition line.)

Extension Line: a line prescribed at a certain level of a building for the major part of the width of a Facade, regulating the maximum height for an Encroachment by an Arcade Frontage. See Table 4.

Facade: the exterior wall of a building that is set along a Frontage Line. See Elevation.

Forecourt: a Private Frontage wherein a portion of the Facade is close to the Frontage Line and the central portion is set back. See Table 7.

Gallery: a Private Frontage conventional for Retail use wherein the Facade is aligned close to the Frontage Line with an attached cantilevered shed or lightweight colonnade overlapping the Sidewalk.

Liner Building: a building specifically designed to mask a parking lot or a Parking Structure from a Frontage.

Live-Work: a Mixed Use unit consisting of a Commercial and Residential Function. The Commercial Function may be anywhere in the unit. It is intended to be occupied by a business operator who lives in the same structure that contains the Commercial activity or industry.

Mixed Use: multiple Functions within the same building through superimposition or adjacency, or in multiple buildings by adjacency.

Mixed Use Buildings Small: A type of building that is smaller in scale that is designed for ground floor, street frontage occupancy by retail and service uses, with upper floors configured for office use and/or dwelling units.

Mixed Use Buildings Medium: A type of building designed for ground floor, street frontage occupancy by retail and service uses, with upper floors configured for office use and/or dwelling units.

Multi family Building: A type of building resembling a large house, designed to accommodate duplex, triplex or fourplex building.

Private Frontage: the privately held Layer between the Frontage Line and the Principal Building Facade. See Table 4

Public Frontage: the area between the Curb of the vehicular lanes and the Frontage Line. See Table 2 and 3.

Single Use Building: A type of building designed to accommodate a stand-alone commercial building. Examples include banks, restaurants, and offices

Single Family Residential: A type of building designed as a single dwelling unit with either an attached or detached garage.

Stoop: a Private Frontage wherein the Facade is aligned close to the Frontage Line with the first Story elevated from the Sidewalk for privacy, with an exterior stair and landing at the entrance.

Streetwall: a freestanding wall built along the Frontage Line, or coplanar with the Facade. It may mask a parking lot from the Street and/or strengthen the spatial definition of the public realm.

Townhouse/Rowhouse: A type of building designed to accommodate building with common walls on both or one side and a private yard to the rear

T-zone: Transect Zone.

Transect: a cross-section of the environment showing a range of different habitats. The rural-urban Transect of the human environment used in the SmartCode template is divided into six Transect Zones. These zones describe the physical form and character of a place, according to the Density and intensity of its land use and Urbanism.

Transect Zone (T-zone): One of several areas on a Zoning Map regulated by the SmartCode.

Work-Live: a Mixed Use unit consisting of a Commercial and Residential Function. It typically has a substantial Commercial component that may accommodate employees and walk-in trade. The unit is intended to function predominantly as work space with incidental Residential accommodations that meet basic habitability requirements. See Live-Work. (Syn: Live-With.)

Yield: characterizing a Roadway that has two-way traffic but only one effective travel lane because of parked cars, necessitating slow movement and driver negotiation. Also, characterizing parking on such a Roadway.

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