

**August 15, 2017
Staff Report to the
Municipal Planning Board**

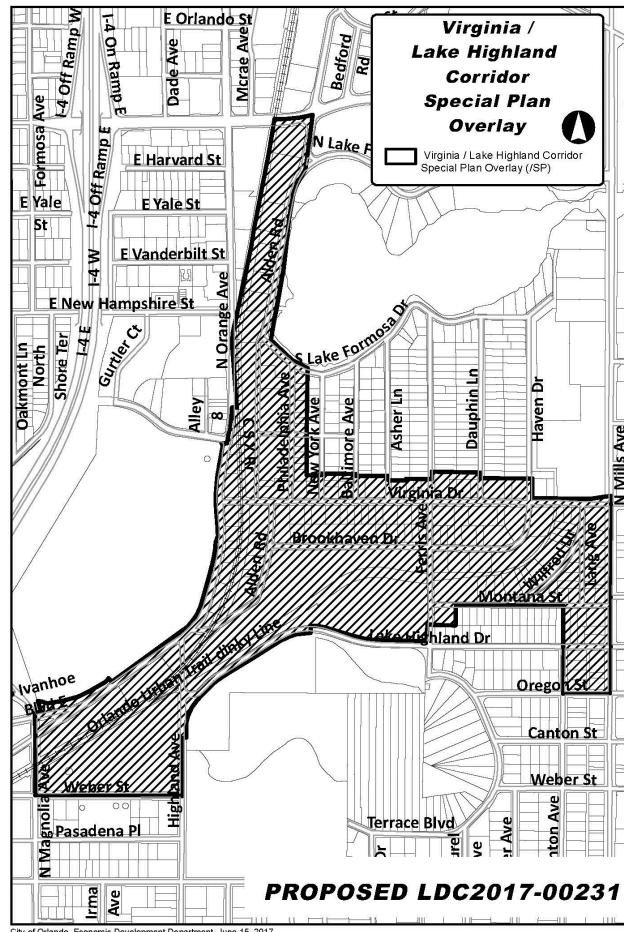
**CASE #GMP2017-10006 &
LDC2017-00231
Item # 7**

VIRGINIA DRIVE SPECIAL PLAN

Location Map



Subject Site



SUMMARY

Applicant City of Orlando, Planning Office	Property Location: The subject property is generally located south of Princeton Avenue, north of Weber Street, east of Orange Avenue and west of Mills Avenue. (± 103 acres, District 3).	6. Add two Future Land Use Policies S.13.8 and S.14.16.
Project Planner Michelle Beamon Robinson, AICP	Applicant's Request: <ol style="list-style-type: none"> Amend Chapter 62 of the Land Development Code to add the Virginia Drive Special Plan as Section 62.410. Amend the map in LDC Section 62.495, the North Orange Avenue Special Plan. Amend Future Land Use Policy S.14.13. Amend Future Land Use Figure LU-2 Part C Amend the boundary of Future Land Use Policy S.14.14. 	Staff's Recommendation: Approval of the requests.
Public Comment Three community meetings were held the Virginia Drive/Lake Highland Transportation and Land Use Study; the meetings were held on August 1, 2016, September 20, 2016 and October 26, 2016. The study was approved by the Municipal Planning Board on February 21, 2017.		
Updated: July 20, 2017		

Project Analysis

Project Description

The subject property is generally located south of Princeton Avenue, north of Weber Street, east of Orange Avenue and west of Mills Avenue and is approximately 103 acres. The property is within City Council District 3, which is represented by City Commissioner Robert F. Stuart. The City is requesting a new special plan for the Virginia Drive area in conjunction with the Virginia Drive/Lake Highland Transportation and Land Use Study which was approved by the Municipal Planning Board on February 21, 2017.

The request is to:

1. Amend Chapter 62 of the Land Development Code to add the Virginia Drive Special Plan as Section 62.410.
2. Amend the map in LDC Section 62.495, the North Orange Avenue Special Plan boundary.
3. Amend Future Land Use Policy S.14.13.
4. Amend Future Land Use Figure LU-2 Part C.
5. Amend the boundary of Future Land Use Policy S.14.14.
6. Add two Future Land Use Policies S.13.8 and S.14.16.

Background

This proposed GMP and LDC amendments are in conjunction with the Virginia Drive/Lake Highland Transportation and Land Use study. Three community meetings were held to uncover the community's shared values; the meetings were held on August 1, 2016, September 20, 2016 and October 26, 2016.

The Virginia Drive/Lake Highland Special Plan is intended to achieve the following objectives:

- Establish rights-of-way needed for the following roadways; Virginia Drive, Brookhaven Drive and Alden Road
- Establish certain cross section criteria for the following roadways; Virginia Drive, Brookhaven Drive, Lake Highland Road and Alden Road.
- Establish a review requirement for the pedestrian underpass.
- Establish urban design principles that will be utilized during the appearance review process.

Consistency with 163, Florida Statutes

The proposed GMP amendments are being processed as a large scale amendment to the Official Future Land Use Map in accordance with the requirements of Chapter 163.3184(3), Florida Statutes. As provided in Chapter 163, large scale amendments require two public hearings before City Council and are subject to an expedited state review process by the State Department of Economic Opportunity—Division of Community Planning and other regional agencies. This amendment is an out of cycle amendment.

Conformance with the GMP—Subarea Policies S.13.4 and S.14.5

Portions of the study area are within Subarea Policies S.13.4 and S.14.5.

Subarea Policy S.13.4

The subject property is part of the Mills Avenue and Colonial Drive Urban Design and Strategic Plan which was completed in 2003. The Virginia Drive /Lake Highland Transportation and Land Use Study is the updated plan for this area. Regardless, this site is consistent with this policy which is described below.

Policy S.13.4 All development in this area shall be consistent with the recommendations and guidelines of the Mills Avenue and Colonial Drive Urban Design and Strategic Plan.

This LDC amendment is consistent with this subarea policy. The properties that are within this subarea policy are within the Mills/Virginia Focus area within the Mills Avenue and Colonial Drive Urban Design and Strategic Plan, the applicable sections are below.

5. Dinky Line Trail

- Trail located parallel to Haven Drive, forming a green adjacent to neighborhood and buffering the redevelopment of the Mills Nebraska Lumber site.
- Boardwalk across Lake Formosa provides public access to lake.
- Potential easement to provide connection to Wilfred/Lang Triangle park.

6. Virginia Drive Streetscape

- City to explore opportunities to moderate vehicle speeds, provide parking lanes, determine feasibility of continuous wider sidewalks and evaluate bicycle connections to and through the corridor.

- Potential elimination of on-street parking to accommodate bicycle lanes and/or wider sidewalks and street trees.

The Dinky Line Trail improvements have been completed and the Virginia Drive Streetscape and Virginia Drive cross section are addressed within this LDC amendment.

Subarea Policy S.14.5

Subarea Policy S.14.5 is for the OUC/Lake Highland Development Plan. This property is located at 1020 Highland Drive, 567 Lake Highland Drive and 500 Brookhaven Drive. Currently 1020 Highland Drive is vacant, and 567 Lake Highland Drive and 500 Brookhaven Drive are developed with a surface parking lot and the Lake Highland Prep sports fields. The purpose of this subarea policy is to guide the redevelopment of this site, which shall be developed as an urban, mixed-use, pedestrian and transit-accommodating infill/redevelopment project that embraces the best practices of sustainable development and Traditional Neighborhood Design (TND). The development program is a maximum of 91 dwelling units (max. density of 16 du/ac), 65,000 sq. ft. of commercial use, and 30,000 sq. ft. of office use (max. intensity of 0.3 FAR).

This LDC amendment is consistent with this subarea policy. Upon redevelopment of this site, this subarea policy and this LDC amendment will be required to be met.

PROPOSED GMP AMENDMENTS

GMP Amendments

Future Land Use Subarea Policy S.14.13, S.14.14 and Future Land Use Figure LU-2 Part C are proposed to be amended and Future Land Use Subarea Policies S.13.8 and S.14.16 are proposed to be created with this application. The amendments are described below.

Future Land Use Figure LU-2 Part C.

Future Land Use Figure LU-2 Part C is proposed to be amended to move the subarea boundary of 7 and 14. This change is shown on page 12 of this staff report.

Subarea Policy S.14.13

This policy is proposed to be amended to reflect the new Virginia Drive/Lake Highland Transportation and Land Use Study. The amendments are listed below in strikethrough/underline format.

Policy S.14.13

The area within the boundaries of this Subarea Policy has been identified as an area of transition from a historically industrial enclave to a more diversified, mixed use, urban infill re-development area. In order to implement the Alden Road, Brookhaven Drive, North Orange Avenue, and Virginia Drive Urban Design Plan (2001) and the Virginia Drive/Lake Highland Transportation and Land Use Study (2017), promote redevelopment and increase compatibility with the surrounding Park Lake/HIGHLAND and Lake Formosa neighborhoods, the following regulations shall apply:

- a. Existing industrial uses on property zoned I-G/t may be continued or substituted with other industrial uses allowed in the I-G/t zoning district, but shall not be expanded. Any redevelopment on property zoned I-G/t shall conform to the uses, densities and intensities allowed under the Mixed Use Corridor Medium Intensity future land use designation. Prior to redevelopment, the owners of the property zoned I-G/t shall request a Growth Management Plan amendment and rezoning to assign a Mixed Use Corridor Medium Intensity future land use designation and associated MU-1/t or PD/t zoning.
- b. In order to encourage mixed residential, office and cultural arts related uses (i.e., indoor theatre, galleries, craft studios, etc.) in this area, the City shall provide the following incentives:
 - i. Application fees shall be waived for GMP Amendments that assign a Mixed Use Corridor-Medium Intensity future land use designation and for an associated rezoning of MU-1/t or PD/t, consistent with the Alden Road, Brookhaven Drive, North Orange Avenue, and Virginia Drive Urban Design Plan. Platting fees shall also be waived.

- ii. Vacant Land, Land Use Compatibility and Transportation Study requirements shall be waived for GMP Amendments that assign a Mixed Use Corridor-Medium Intensity future land use designation.
- c. In order to protect the nearby Park Lake/HIGHLAND and Lake Formosa neighborhoods from incompatible uses, the following uses shall be prohibited on property within the Mixed Use Corridor-Medium Intensity future land use designation:
 - iii. Parking/Principal Use
 - i. Intensive Retail
 - ii. Automotive Service
- d. When the properties along Brookhaven Drive redevelop, the redevelopment must follow the Virginia Drive/Lake Highland Transportation and Land Use Study. Brookhaven Drive is envisioned as a low speed street to provide primary access to larger projects, transit routes, residential development and parking areas. The improvements shall include on street parking, wider sidewalk on the north side, street trees and streetscape amenities. under the Mixed Use Corridor Medium Intensity future land use designation, the property owner shall contribute to a Street Tree Fund for any new development, substantial enlargement or substantial improvement in accordance with the procedures established in Section 61 of the Land Development Code. This contribution shall fulfill the requirements for any new street trees required under Section 60 of the Land Development Code and ensure the timely implementation of streetscape improvements along Brookhaven Drive.

Subarea Policy S.14.14

The S.14.14 subarea policy boundary is proposed to be amended to remove the area that is within the new Virginia Drive/Lake Highland Transportation and Land Use Study. The subarea policy map is show on page 5 of this staff report.

Subarea Policy S.13.8

A new subarea policy is needed to encompass the subject property. The proposed subarea policy map is show on page 5 of this staff report. The proposed text for the new Subarea Policy 13.8 is as follows:

Subarea Policy S.13.8

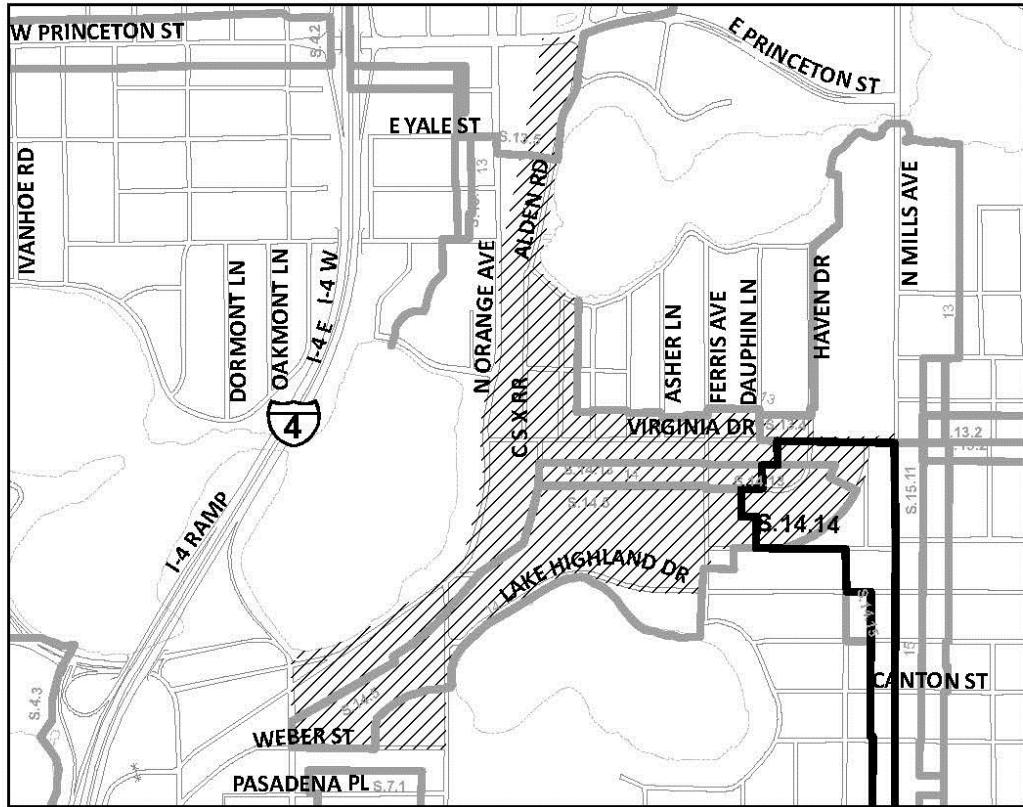
All development in this area shall be consistent with the recommendations and guidelines of the Virginia Drive/Lake Highland Transportation and Land Use Study.

Subarea Policy S.14.16

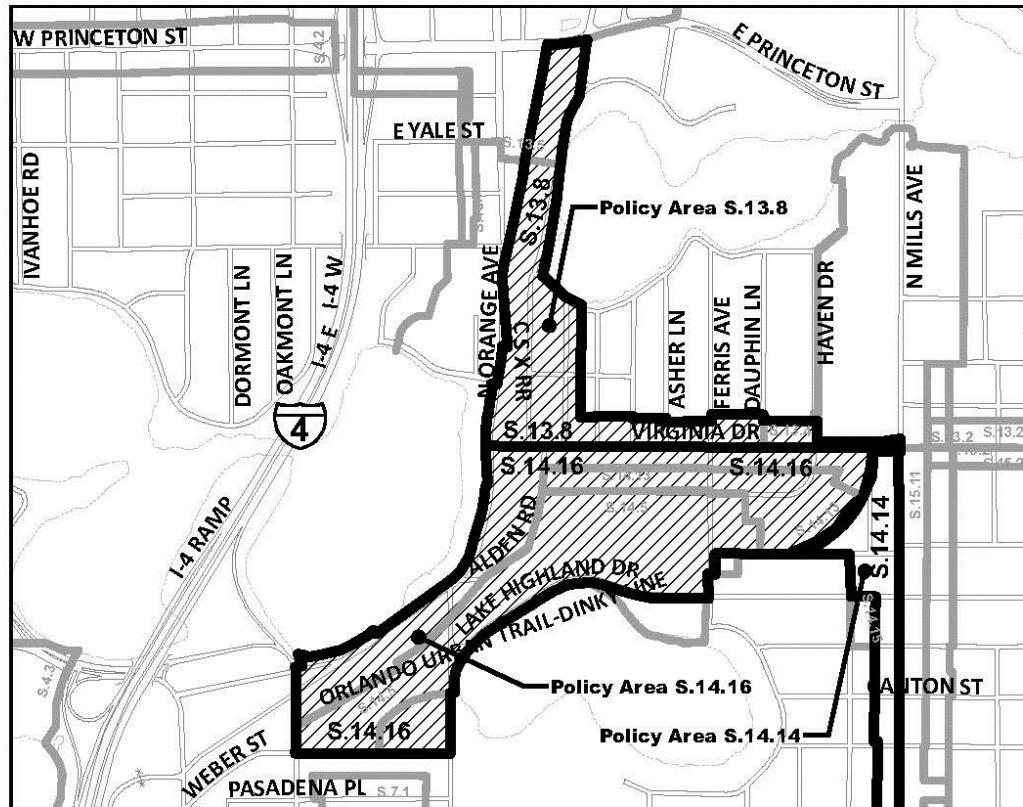
A new subarea policy is needed to encompass the subject property. The proposed subarea policy map is show on page 5 of this staff report. The proposed text for the new Subarea Policy 14.15 is as follows:

Subarea Policy S.14.16

All development in this area shall be consistent with the recommendations and guidelines of the Virginia Drive/Lake Highland Transportation and Land Use Study.



Future Land Use - Existing GMP2017-10006



Future Land Use - Proposed GMP2017-100006



PROPOSED LDC AMENDMENTS

Proposed LDC Amendments

The subject property has a mixture of land uses; MU-1/T, I-G/T, PD/T, AC-3A/T, MU-2/T, MU-2/T/SP, AC-N/T and P/T. This amendment will amend these zoning districts to add “SP” for the new Virginia Drive Special Plan.

A portion of the property that is currently zoned SP is being rezoned from the North Orange Avenue Special Plan LDC Section 62.495 to the Virginia Drive Special Plan. This change is displayed on the map on page 10 of this staff report.

PROPOSED SPECIAL PLAN OVERLAY

Proposed Special Plan Overlay

The proposed Special Plan Overlay is listed below and the associated map is located on page 9 of this staff report.

Section 62.410 — Virginia Drive Special Plan

(a) *Relationship to the Growth Management Plan.* The Growth Management Plan (GMP) calls for an Urban Design Plan for the Virginia Drive corridor (Urban Design Objective 1.4 and Policy 1.4.2), performance standards for mixed-use corridors in the Traditional City (Urban Design Element Goal 2, Objective 2.1, and Goal 4, Objective 4.1, and Policy 4.1.1), encourages redevelopment in this corridor (Future Land Use Policy S.14.13), and has standards for complete streets (Transportation Objectives 1.33 through 1.36 and associated policies). This Special Plan implements the recommendations from the Urban Design Plan and establishes performance standards.

(b) *Support Document.* The Virginia Drive Special Plan implements the Virginia Drive/Lake Highland Transportation Study, which was completed in 2017. The purpose of this study was to develop a multimodal transportation network that supports the community’s vision of sustainability, vitality, mobility, and safety within the corridor, promotes responsible development and re-use and provides a framework that encourages economic investment. The study outlines strategies to improve the study area in terms of pedestrian, bicycle, transit, roadway, infrastructure and aesthetic projects.

(c) *Objectives.* The overall purpose of the Virginia Drive Special Plan is to strategically guide transportation improvements and development activities to preserve and strengthen the historic, cultural and social character of the Virginia/ Lake Highland area.

The specific objectives of this Special Plan are to:

1. Establish rights-of-way needed for the following roadways: Virginia Drive, Brookhaven Drive and Alden Road.
2. Establish certain cross section criteria for the following roadways: Virginia Drive, Brookhaven Drive, Lake Highland Road and Alden Road.
3. Establish a review requirement for a proposed pedestrian underpass.
4. Establish urban design principles for redevelopment and new development of properties within the overlay area.

(d) *Review Process.* All properties undergoing site and external building improvements, substantial improvement, substantial enlargement, or redevelopment are subject to this special plan overlay. Existing legally non-conforming uses, buildings or sites are not required to meet this special plan until the property undergoes redevelopment, subject to this review process. Review for compliance with the overlay must be accomplished through one of the following procedures:

1. Master plan pursuant to Chapter 65, Part 2H.
2. Where a master plan is not required, the applicant must submit a request for a Final Site Plan Approval by the Planning Official by way of a determination application.
3. Appearance Review by the Planning Official through a determination application.

No building permit shall be issued until this review process has been completed.

(e) *Complete Streets.* This Special Plan implements the complete streets concept, which is an approach that encourages roadways to be planned, designed, operated, and maintained to enable safe, convenient and comfortable travel and access for users of all ages and abilities regardless of their mode of transportation, be it walking, bicycling, driving or

riding public transportation. The roadway improvements listed below will help balance travel modes, prioritize routes and accommodate expected growth.

1. Rights-of-Way and Easement Requirements. Projects with frontage along the following roads must be evaluated with each project to determine if any additional right of way or easements are required. Below are the final roadway widths for planning purposes.
 - a. Virginia Drive width shall be 72' total width or 36' from the centerline to the property line.
 - b. Brook Haven Drive width shall be 60' total width or 30' from the centerline to the property line.
 - c. Alden Road width shall be 72' total width or 36' from the centerline to the property line.
 - d. Alden Road is proposed for realignment. Properties with frontage along Alden Road from Princeton Street to Magnolia Avenue must be evaluated for right of way needs.
2. Cross Section Criteria. The City's vision is to create complete streets for Virginia Drive, Brookhaven Drive, Lake Highland Drive, Alden Road, and Orange Ave. This will be accomplished through a combination of City-initiated capital improvement projects and participation by property owners proportionate to the scope of their redevelopment plans. Each redevelopment project will be evaluated to identify the type and location of required improvements.
 - a. All street frontages must adhere to the City's policy on Complete Streets and include dedicated space for pedestrians, bicyclists, and motor vehicles. On-street parking and appropriate landscaping must also be included. The specific configuration of all 5 of these elements within the available right-of-way will be determined as part of the final engineering and design for the street improvements.
 - b. Virginia Drive is envisioned with an active public realm for all transportation modes.
 - i. Interim improvements (within existing right of way) shall include wider sidewalks, improved landscaping and street trees, sharrows or other interim bicycle improvements, and onstreet parking where feasible.
 - ii. Final improvements (based on final right of way width) shall include dedicated space for bicycles (such as mutiuse path, bike lanes, buffered bike lanes or a cycle track), green parkway, on street parking, wide sidewalks, street trees, streetscape amenities, and underground utilities.
 - iii. Limited or no vehicular access to projects that front Virginia Drive.
 - c. Brookhaven Drive is envisioned as a low speed street to provide primary access to larger projects, transit routes, residential development and parking areas. The improvements shall include on street parking, wider sidewalk on the north side, street trees and streetscape amenities.
 - d. Lake Highland Drive is envisioned as a low speed street that balances vehicular, pedestrian and bicycle access and provides connections to destinations both within and outside the study area. Improvements shall include on street parking, bulb outs in place of striped pavement, street trees, and a sidewalk on the south side of the road.
3. Pedestrian/Cyclist Underpass
 - a. A pedestrian and cyclist underpass under the railroad tracks at E. New Hampshire Street is desired by the City.
 - b. As part of any redevelopment proposal on Alden Road at New Hampshire should be evaluated for potential to preserve ROW for a future underpass.

(f) *Permitted and Prohibited Uses.* In order to encourage redevelopment in accordance with the vision for this area, the following restrictions and changes to allowable uses are required.

1. The following uses are prohibited on property within the Mixed Use Corridor Medium Intensity future land use designation: parking/principal use, intensive retail and automotive service.
2. Commercial uses are required on the street level along Orange Avenue. If office uses expand into this area, mixed use buildings should be designed with offices and/or residential uses above commercial.
3. In the I-G/T zoning district, industrial uses may be substituted within the same building. No existing industrial use shall be expanded. No industrial use shall be established in a new building, or in a building previously used for non-industrial purposes.

(g) *Industrial Rezoning.* I-G/T property must be rezoned to MU-1/T or PD/T. Application fees shall be waived for the GMP amendment, zoning amendment and plat applications provided the proposal is consistent with this Special Plan.

(h) *Infrastructure Needs.* Projects resulting in increased density or intensity shall be evaluated to determine if a transportation study or sanitary sewer infrastructure study is required.

(i) *Height Limits.* All buildings are subject to the maximum height in the zoning district. In addition, for buildings facing

the following locations, the following height limits apply. If requirements conflict, the more restrictive height limit is applicable.

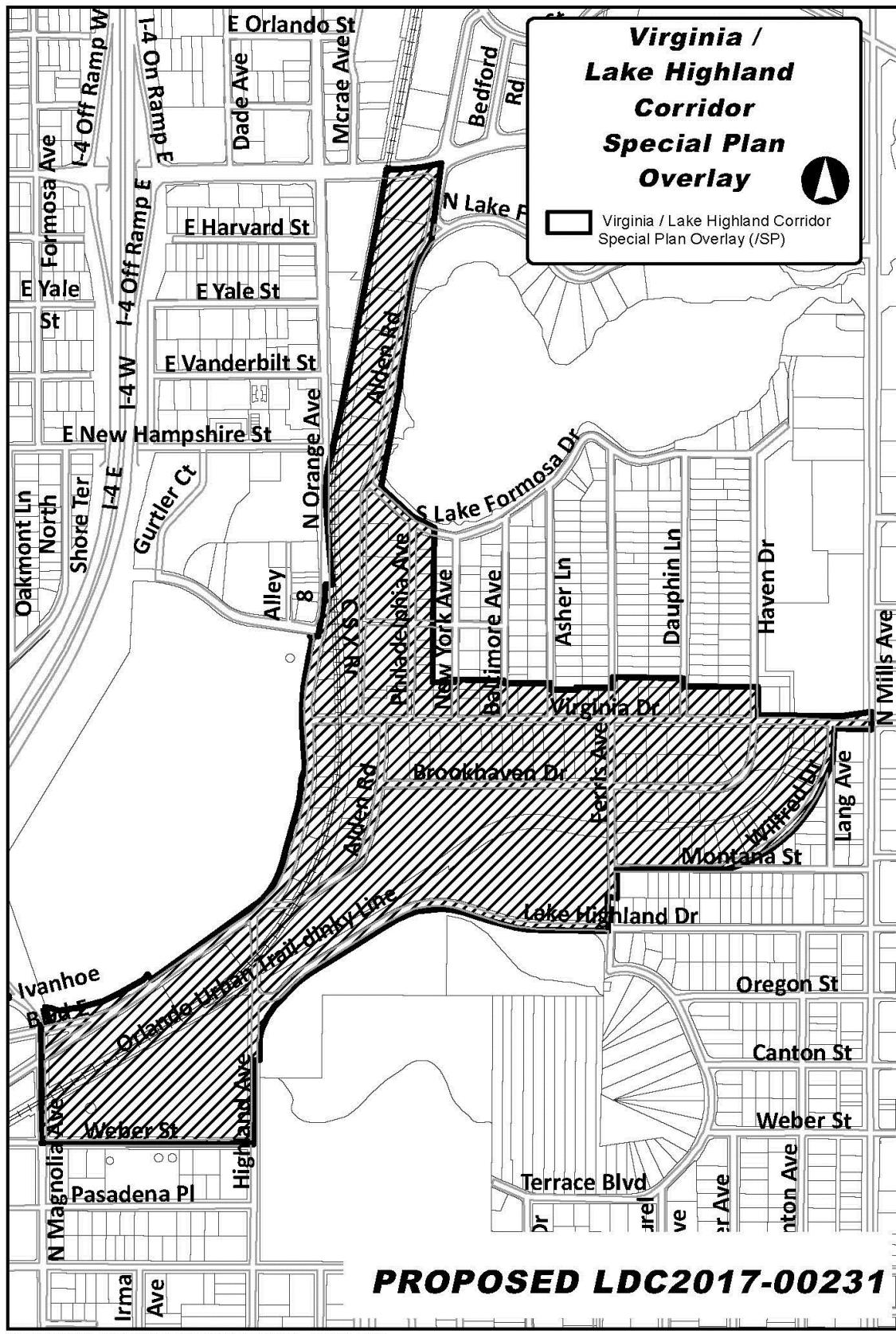
1. Alden Road: 7 stories
2. Virginia Drive: 5 stories
3. Orange Avenue: 5 stories
4. Orlando Urban Trail: 3 stories

Nothing shall preclude the master plan or Planning Official review from providing building height transitions and massing projects appropriately.

(j) *Design Standards.* All new site and external building improvements requires an Appearance Review. These urban design standards will be utilized during the appearance review process. A site is expected to meet the urban design principals to the extent feasible.

1. Buildings on Virginia Drive and Brookhaven Drive shall front the street with parking in the rear.
2. Sites shall provide cross access to adjacent sites and shared parking where feasible.
3. Sites adjacent to the Orlando Urban Trail shall provide pedestrian connections from the site to the Orlando Urban Trail. Fencing shall be CPTED style fencing, not privacy fencing. The lighting shall be pedestrian in scale. Lighting for the trail is encouraged, and an exception to Section 63.405(a) of the City's lighting code may be approved to provide offsite illumination that serves the trail.
4. Site plans should incorporate a gridded street network with short block lengths, consistent lot sizes, a unified urban form along street frontages, and pedestrian connections that break up long blocks and building masses.
5. Buildings should maintain clear design themes, consistent use of materials, styling and design details.
6. Scale, massing and architectural style of infill buildings should respect the context of the location and should avoid abrupt discrepancies in scale and height to provide transitions to the surrounding neighborhood.

Virginia Drive Special Plan



North Orange Ave Special Plan Amendment

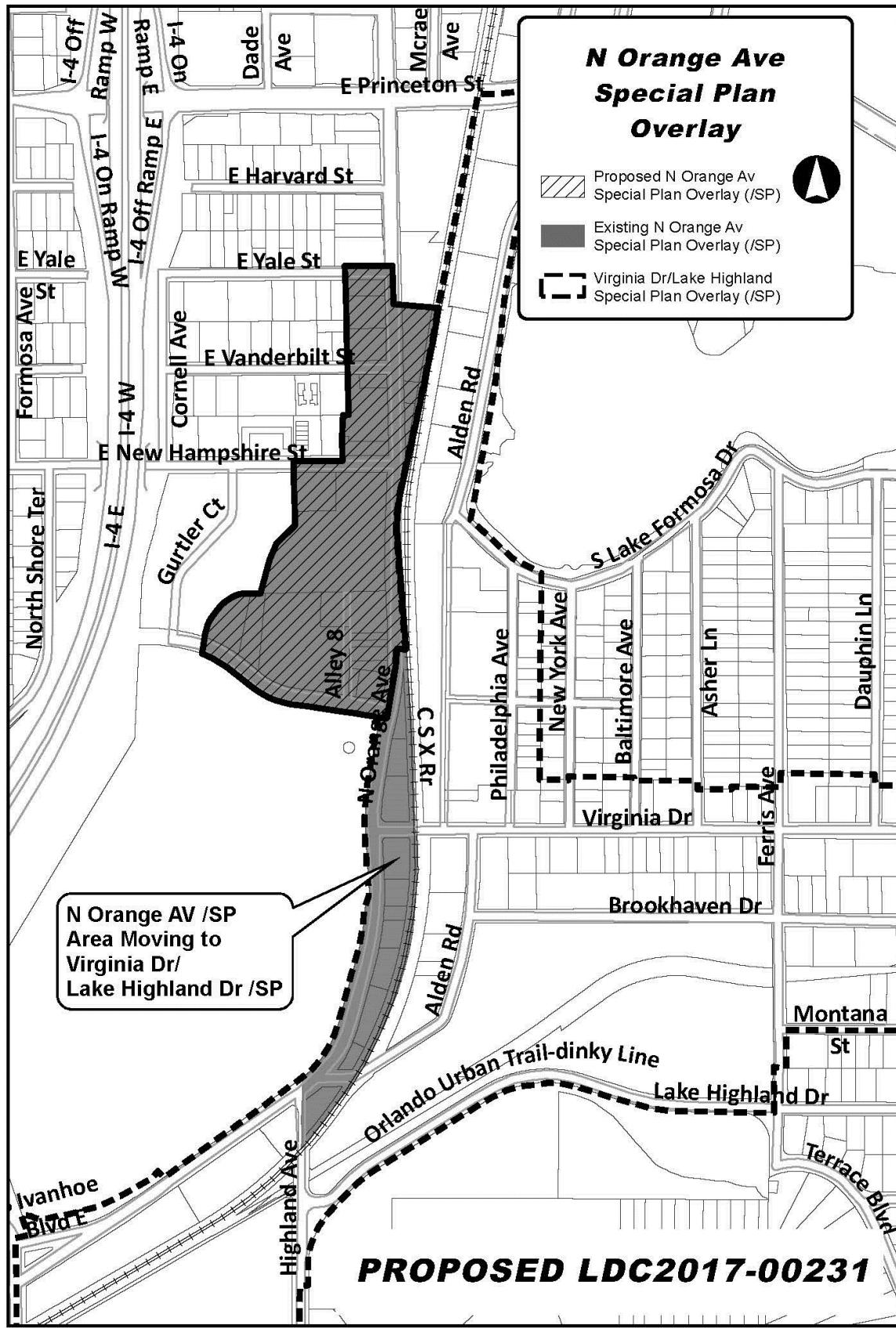
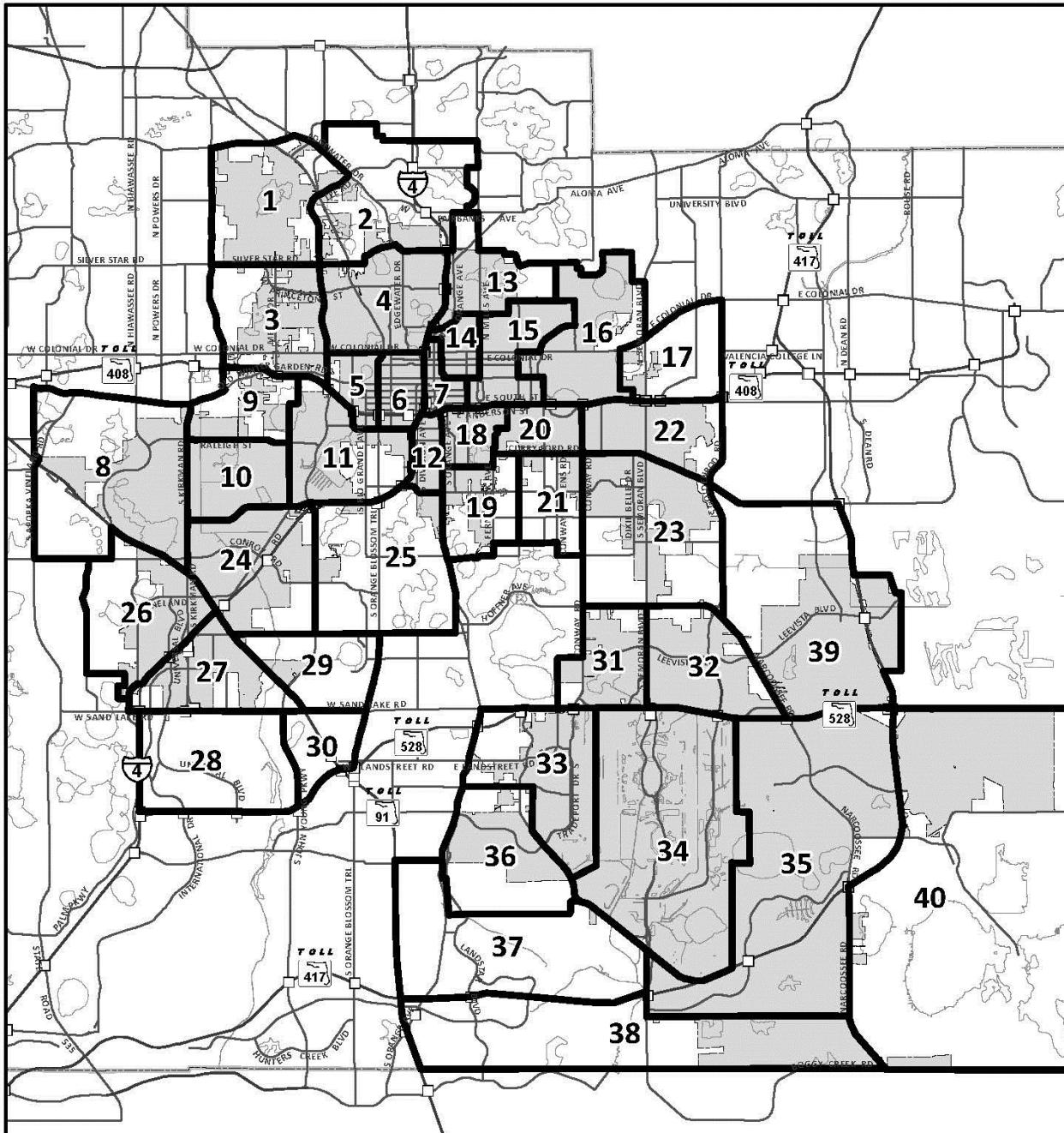


Figure LU-2 Part C Amendment

**Figure
LU-2 Part C Subarea Boundaries
PROPOSED GMP2017-10006**



LEGEND

0 1 2 4
Miles

Orlando City Limits
Subarea Boundary Line
Subarea Number



FINDINGS

In review of the proposed LDC amendment, it is found that:

1. The proposed Future Land Use Subarea Policy amendment and Land Development Code amendment are consistent with State Comprehensive Plan (Chapter 187, Florida Statutes).
2. The proposed Future Land Use Subarea Policy amendment and Land Development Code amendment are consistent with the East Central Florida Strategic Policy Plan.
3. The proposed Future Land Use Subarea Policy amendment and Land Development Code amendment are consistent with the provisions of Chapter 163, Part II, Florida Statutes.
4. The proposed Future Land Use Subarea Policy amendment and Land Development Code amendment are consistent with the objectives and policies of the City's adopted Growth Management Plan (GMP); particularly Policy S.13.4 and S.14.5.
5. The proposed Future Land Use Subarea Policy amendment and the Land Development Code amendment are consistent with the purpose and intent of the requirements of the Land Development Code.
6. The proposed Future Land Use Subarea Policy amendment and the Land Development Code amendment are compatible with the surrounding development pattern.

RECOMMENDATION

Staff recommends approval of the proposed amendments to the City of Orlando Growth Management Plan and the Land Development Code.

REVIEW/APPROVAL PROCESS—NEXT STEPS

1. MPB minutes scheduled for review and approval by City Council.
2. Forward to City Attorney's Office for legal review
3. 1st reading of the GMP Ordinance and LDC Ordinance
4. Transmittal package of GMP sent to Florida Department of Economic Opportunity (DEO) for review.
5. The second reading of the GMP Ordinance and LDC Ordinance.
6. The GMP ordinance becomes effective after 31 days after the state land planning agency notifies the City that the plan amendment is complete and the LDC amendment becomes effective immediately.