CITY OF ORLANDO

SOUTH DOWNTOWN VISION PLAN

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Executive Summary

South Downtown is envisioned to be a vibrant, recognizable, mixed-use, multi-modal neighborhood that thrives on the synergies afforded by the Orlando Health Medical Campus. Momentum is building with the development of several key projects. Orlando Health is embarking on the complete replacement of the ORMC General Adult Hospital, beginning with a new Heart Hospital. These investments will total over $1 billion dollars and generate up to 16,000 high paying jobs. The Sodo mixed-use will bring new retail and restaurants along with more than 300 multi-family apartments. The proposed Commuter Rail Train with a stop at the existing Amtrak/Orlando Health station may also be the beginning of a multi-modal hub.

Today, South Downtown struggles with the influence of indigents, lack of affordable workforce housing, disconnected street network, overcrowded arterial roadways and parcel fragmentation. Nevertheless, the area is well positioned for redevelopment. Underutilized Industrial land will face extreme development pressure as the years go by, leading to unpredictability for what the future will bring.

This South Downtown Vision Plan and associated modifications to the City of Orlando Growth Management Plan (GMP) provide a vision and framework for responding to development proposals. Together, they allow the flexibility needed to respond more readily to a market conditions. This new found predictability is the foundation for enabling change within South Downtown and is meant to:

- Accommodate future development within the Orlando Health campus;
- Accommodate new medical office, retail and residential development outside the Orlando Health campus;
- Encourage mixed-use development in proximity to the proposed commuter rail station;
- Support redevelopment and intensification of industrial areas along I-4; and
- Protect existing property rights, so existing businesses can continue to flourish.

This Plan also explores the type and amount of development that could be constructed today without changes to existing regulations, includes a market study to project the absorption of uses over the next 20 years, and identifies the transportation and infrastructure improvements needed to accommodate new development.

South Downtown offers an opportunity to create a signature place in the City where great medicine is practiced in an active and diverse environment. Improved healthcare service, economic development and the creation of an interesting place to live and work can all come together in South Downtown.

Introduction

South Downtown is a diverse mix of office, commercial, hospital, institutional and residential uses on approximately 550 acres bound by the SR 408 Toll Road, Orange Avenue, Michigan Street and Interstate 4. The area is served by an Amtrak train station, enjoys close proximity to Orlando's central business district, is highly visible from I-4, and is anchored by Orlando Health - one of Orlando's most important economic engines. With excellent access, a strong core employer, and proximity to downtown, the future prospects for South Downtown are extraordinary.

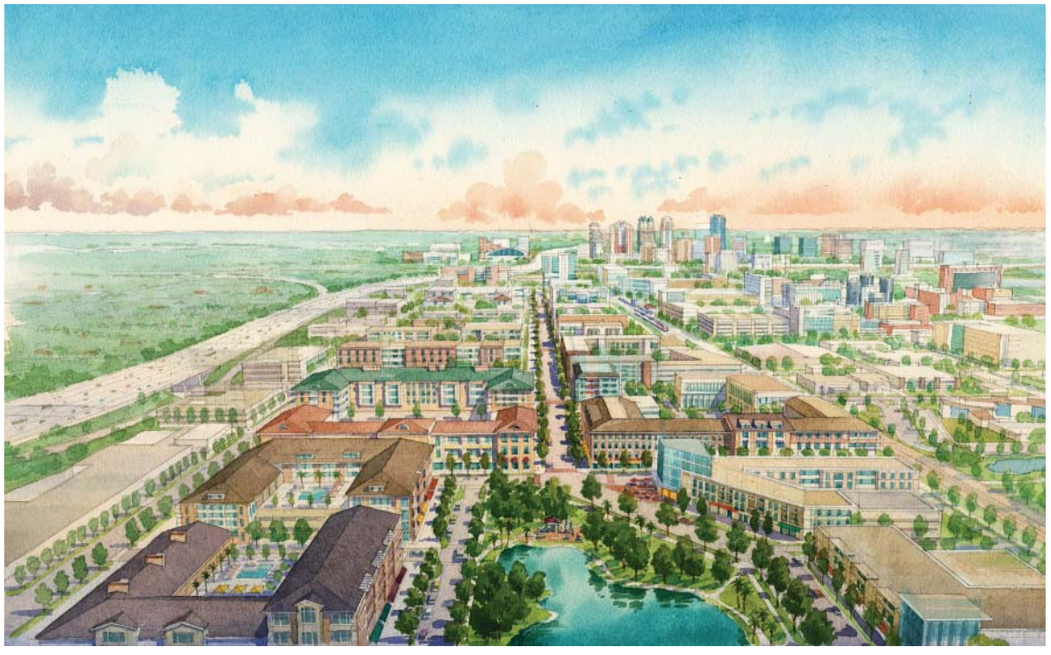
South Downtown is well positioned for growth. Specialized hospitals on the Orlando Health medical campus are supported by nearby clinical treatment centers, research, education, multi-practice medical office buildings and medical-related retail. Together, these uses enjoy the synergies of a "healthcare hub," with approximately 8,000 jobs at Orlando Health and another 6,000 jobs at surrounding businesses, together providing 14,000 jobs for central Florida residents.

The assessed value of property in South Downtown is currently approaching $600 million. Expanding the density, intensity and mix of uses allowed throughout South Downtown will encourage even more investment. With proper planning, South Downtown can become a live, work and play destination; a true mixed-use neighborhood with new housing opportunities for employers who prefer to live close to work and new retail uses to serve the area's full range of residents, employees and visitors.

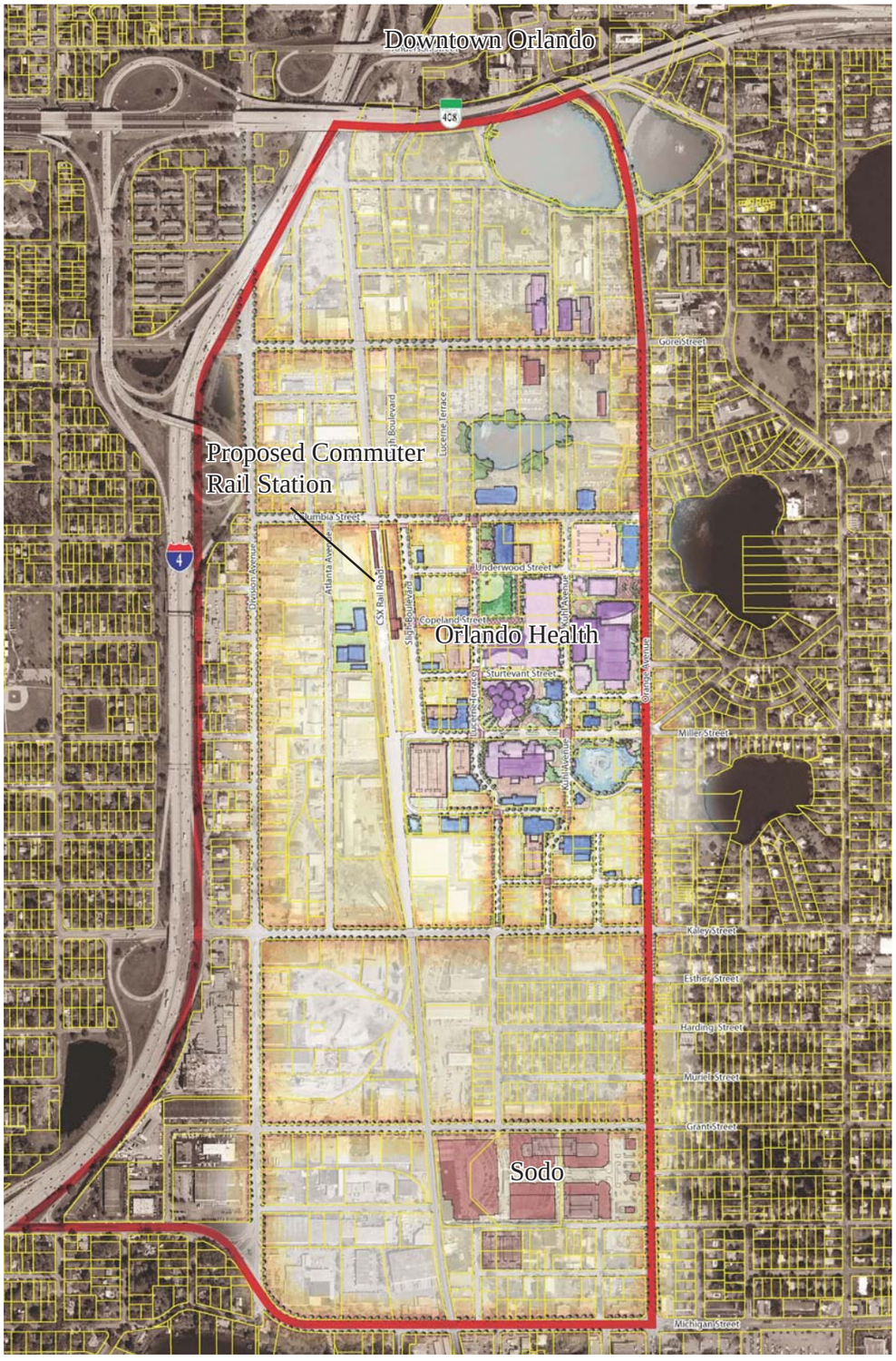
This growth, however, will cause the need for streetscape and circulation improvements, supporting infrastructure, and public open space. This plan explores the possibilities and needs of redevelopment throughout South Downtown, including opportunities to support regional transit; promote an interconnected, pedestrian-oriented street network; and foster a vibrant urban character.

South Downtown Vision:

"Enable South Downtown by providing diverse, well designed and walkable destinations while creating and preserving choices in housing, employment, retail, civic space and transportation options."



Introduction



Given the area's proximity to Downtown Orlando, South Downtown is envisioned as the next logical frontier for expanding and supporting the City core.

Momentum is gaining in South Downtown, with several noteworthy approved and proposed development projects.

Orlando Health

The Orlando Health Medical Campus is the home of five hospitals with over 1,000 beds, 8,000 employees and a diversity of healthcare services that form the core of the District.

Orlando Health has recently completed significant investment in many areas of service, particularly through the construction of the M.D. Anderson Cancer Center, the new Winnie Palmer Hospital, and the renovation and expansion of facilities at Arnold Palmer Hospital. Today, Orlando Health is embarking on the complete replacement of the ORMC General Adult Hospital, beginning with a new Heart Hospital. These investments will total over $1 billion dollars and will double their employee base.

	Existing Investment	Planned Investment	Total Investment
Facilities	$656 Million	$1 Billion	$1,656 Billion
Employees	8,650	8,000	16,650
Payroll	$374 Million	$369 Million	$743 Million
Avg. Salary/Yr.	$43,200	$46,150	$45,000

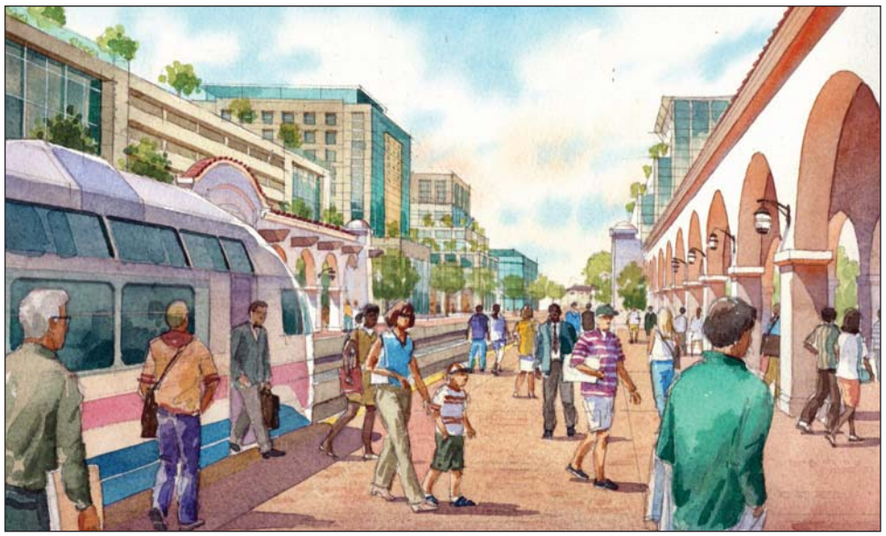
Existing and Planned Orlando Health Investment

Sodo

Located west of Orange Avenue, between Grant Street and West Crystal Lake Street, Sodo expands the revitalization of Downtown Orlando southward, transforming an industrial block into a thriving, urban activity center. Sodo seamlessly integrates marquee retailers, alongside luxury residential, office space, and restaurants. This 22-acre, mixed-use development is where life comes together. The Sodo development contains;

Office: Approximately 75,000 SF
Residential: 300 luxury units
Retail/Restaurants: Approximately 370,000 SF

SOURCE: http://www.sodo-orlando.com, June 2008



Commuter Rail

On Nov. 30, 2007, the Florida Department of Transportation (FDOT) and CSX Transportation (CSXT) signed agreements to bring Commuter Rail to Central Florida, providing both convenience and new opportunities for Floridians who live and work along the 61.5-mile corridor extending from DeLand in Volusia County to Poinciana in Osceola County. The commuter rail system will help meet the growing needs of the state, reduce highway congestion, increase protection for the environment and enhance transportation capacity for consumer goods and other products.

The Orlando Amtrak/Orlando Health station, near the intersection of Sligh Blvd. and Columbia Street, is a partnership between the City of Orlando, FDOT, CSX and Orlando Health. Surrounding medical facilities are within easy walking distance of the station, as are local restaurants and neighboring parks.

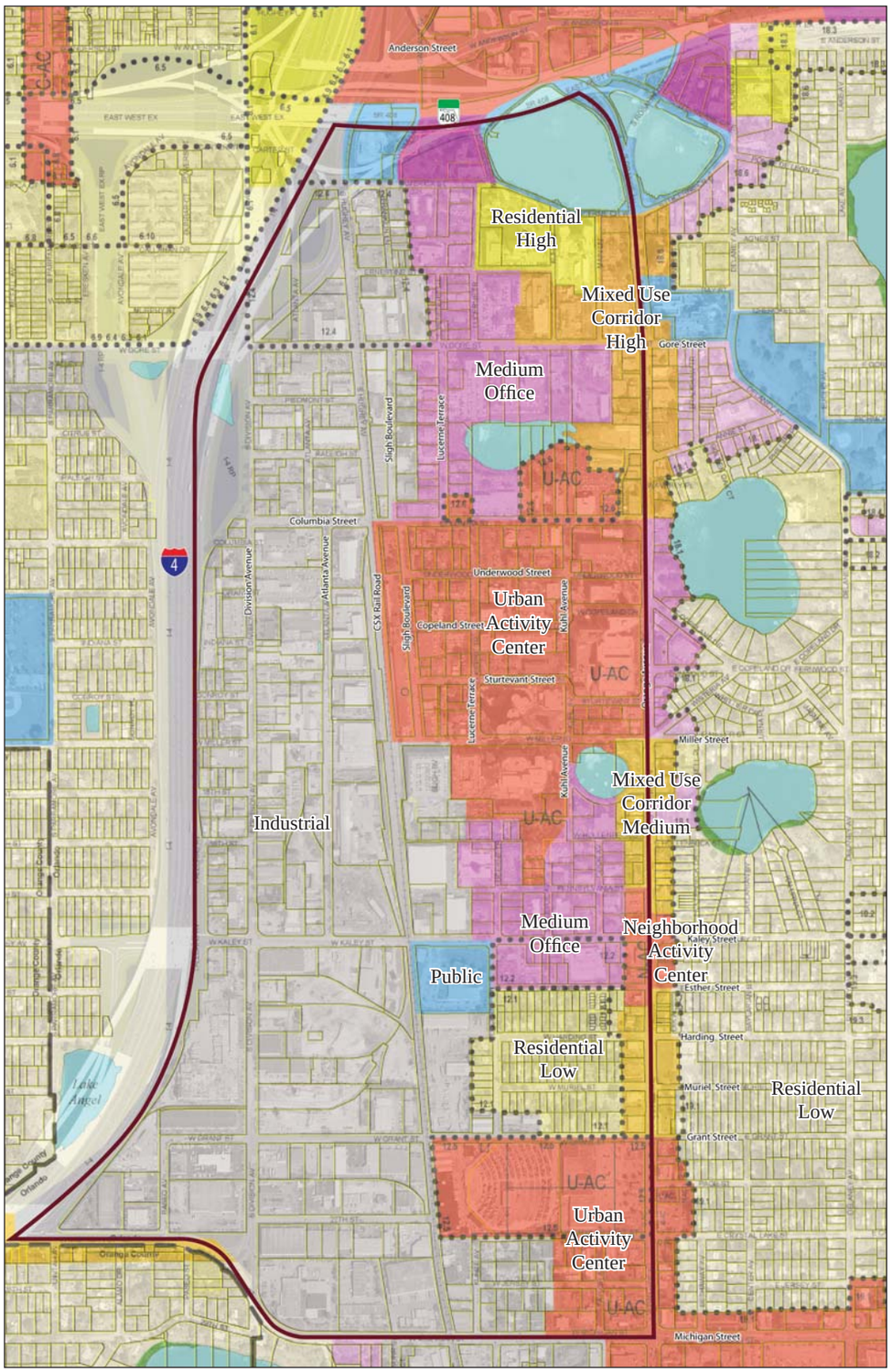
SOURCE: http://www.cfrail.com, June 2008

Existing Land Use

The land use pattern along Orange Avenue is mainly small parcel convenience and fast food type uses. Heavy and light industrial uses are predominant west of the railroad track that bisects the area. The central and northern areas are primarily medical and professional offices associated with the Orlando Health Campus. A single family residential enclave is also located west of Orange Avenue, north of the Sodo development. The existing residential density of the neighborhood is just over 5 units per acre.

Future Land Use

The adopted future land use designations allow a maximum of 15 million square feet of non-residential development, split fairly evenly between Industrial and Office/Medical/Commercial. The adopted designations would also allow approximately 16,000 dwelling units. Most of these units are allowed east of the railroad tracks. Residential is not currently allowed in the Industrial future land use designation.



Current Adopted Future Land Use

Parcel Size

The South Downtown area was originally platted as a residential neighborhood with small single family lots. Over time, parcels were aggregated to allow for larger non-residential uses. Parcels on the west side of the rail line are now medium to large in size due to the existing industrial uses. On the east side of the tracks, parcels range from very small to large. The residential neighborhood north of Sodo has parcels as small as a tenth of an acre, while some parcels associated with the hospitals are larger than five acres.

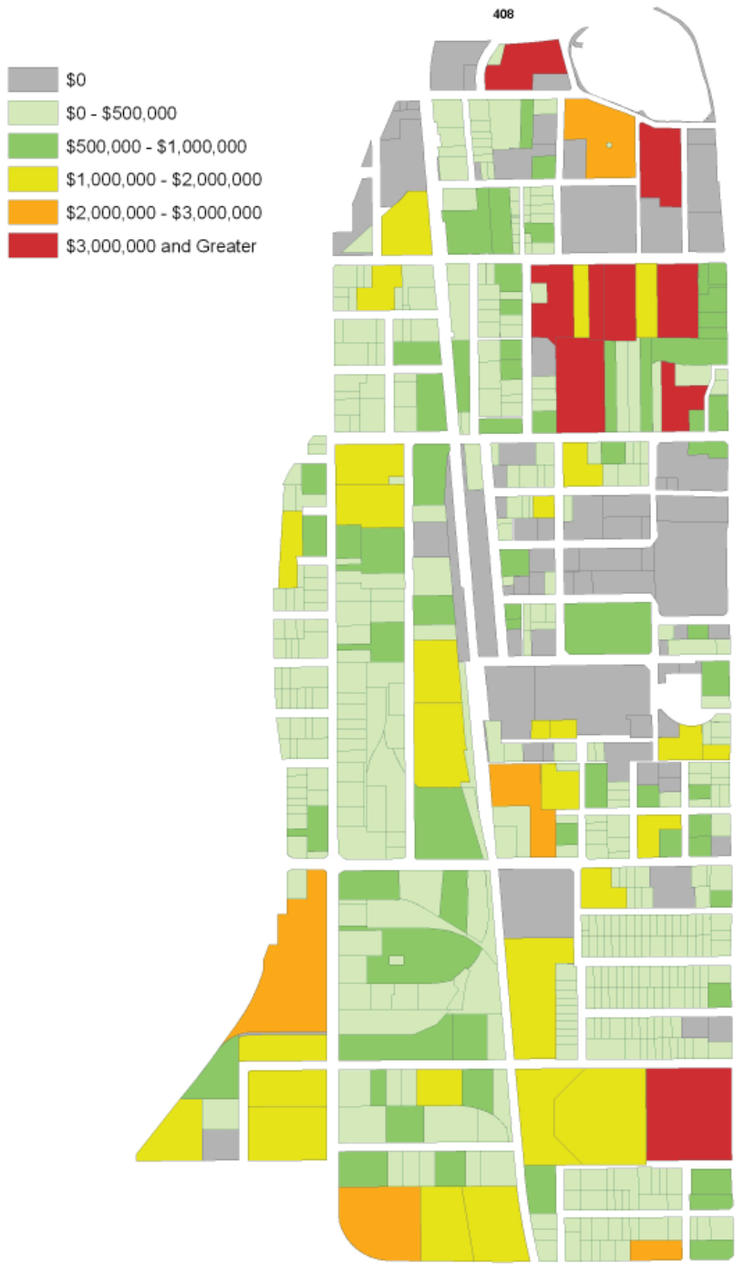
Parcel Size (Acres)	Number of Parcels
< 0.5	580
0.5 - 1.0	98
1.0 - 2.0	63
2.0 - 5.0	38
> 5.0	8

Property Tax Appraiser Values

Total assessed value - $561,505,587
Total building value - $368,093,844
Total taxable value - $272,072,615

Source: Orange Co. Property Appraiser, June 2007

The majority of the parcels have a taxable value less than $500,000. Orlando Health and the Work Release Center are not-for-profit entities and therefore do not pay property taxes. The Merita Bread factory, the Sodo development, and several other medical office buildings along Gore Street have a taxable value greater than $2,000,000.



Taxable Value, June 2007

Population

According to the 2000 Census, South Downtown has a total of 595 residents. Of those, 238 residents live in the residential neighborhood north of the Sodo development. An additional 250 "residents" live in the Orange County Work Release Center adjacent to the neighborhood. The remaining residents are primarily located in the northern part of the District.

Housing

The 2000 Census indicates that there are approximately 154 housing units in South Downtown. Of those, 106 households are located in the residential neighborhood north of the Sodo development. Renter occupied housing represents 81% (124 units) of the existing housing stock. Residents of the Work Release Center live in dorm-style units not included in the census total.

Jobs and Major Employers

According to the 2003-2004 Employment Estimates for the applicable Transportation Analysis Zones (TAZ), 13,993 people are employed within South Downtown. Industry and Retail employ nearly the same number of people in the sector. Services, however, make up 77% of those jobs. Orlando Health and supporting medical uses account for this high percentage of service jobs.

New townhomes in neighborhood north of Sodo

Atlanta Avenue looking north

Kaley Street looking West from railroad tracks

Orange Avenue looking south towards Michigan Street

Transportation

As South Downtown continues to experience increased traffic conditions across all transportation modes (vehicle, bus, and pedestrian traffic), an accurate and thorough understanding of the existing and proposed traffic patterns is needed to plan for a flourishing and vibrant future.

South Downtown is located entirely within the City of Orlando Transportation Concurrency Exception Area (TCEA). Development within this area is exempt from Transportation Concurrency requirements. The TCEA was first established in 1998 to accomodate Urban Redevelopment, Urban Infill, and Downtown Revitalization and to recognize the efficient use of existing transportation infrastructure, the diversity of choices for travel, and the proximity of interdependent land uses.

The existing 2008 peak hour peak direction traffic volumes along the different roadway segments within the study area were compared to the existing peak hour peak direction capacities obtained from Table 4-7 of the 2002 Quality/LOS Handbook to obtain the existing year peak hour peak direction LOS. All the roadway segments are found to currently operate at LOS D or better. The detailed transportation analysis report is located under separate cover in Appendix C.

CSX Freight Train

LYNX

The Central Florida Regional Transportation Authority (known as LYNX) currently (as of January 2008) operates four transit routes (link numbers 7, 11, 18, and 40) in South Downtown (source: LYNX). All the routes start at LYNX central station and terminate at different destinations passing through the South Downtown Area. Link #'s 7, 11, and 18 have stops entirely along Orange Avenue, while link # 40 has stops along Gore Street, Lucerne Terrace, Sligh Boulevard, Miller Street, Orange Avenue, and Michigan Street.

According to LYNX, the estimated average monthly ridership for various links in 2007 was; 25,526 for link # 7, 33,788 for link #11, 37,854 for link # 18, and 40,660 for link # 40. An estimated average number of 1,580 commuters board and alight at the bus stops located within in the South Downtown Area for all of the links combined. The existing transit operating characteristics for link numbers 7, 11, 18, and 40 including route limits, service frequencies, and service hour duration for weekdays, Saturdays, and Sundays can be found under separate cover in Appendix C.

Freight Rail

A major CSX rail line runs through South Downtown from the north to the south, bisecting the area into east and west halves. This rail line is crossed by roads in five (5) places: Gore Street, Columbia Street, Kaley Street, Grant Street, and Michigan Street. In addition to the normal rail line, a railway switching yard is located at the center of the area, between Columbia Street and Kaley Street. Amtrak operates a station at Sligh Boulevard and Copeland Drive, adjacent to the railroad tracks. Four (4) Amtrak trains per day stop at the station.

Sidewalks

A site survey revealed that there are currently 11.5 miles of sidewalks within South Downtown. If every street in the area had sidewalks on both sides, there would be a total of 23.3 miles. This indicates that less than half of the potential sidewalk coverage exists today.

Lighting and Electrical

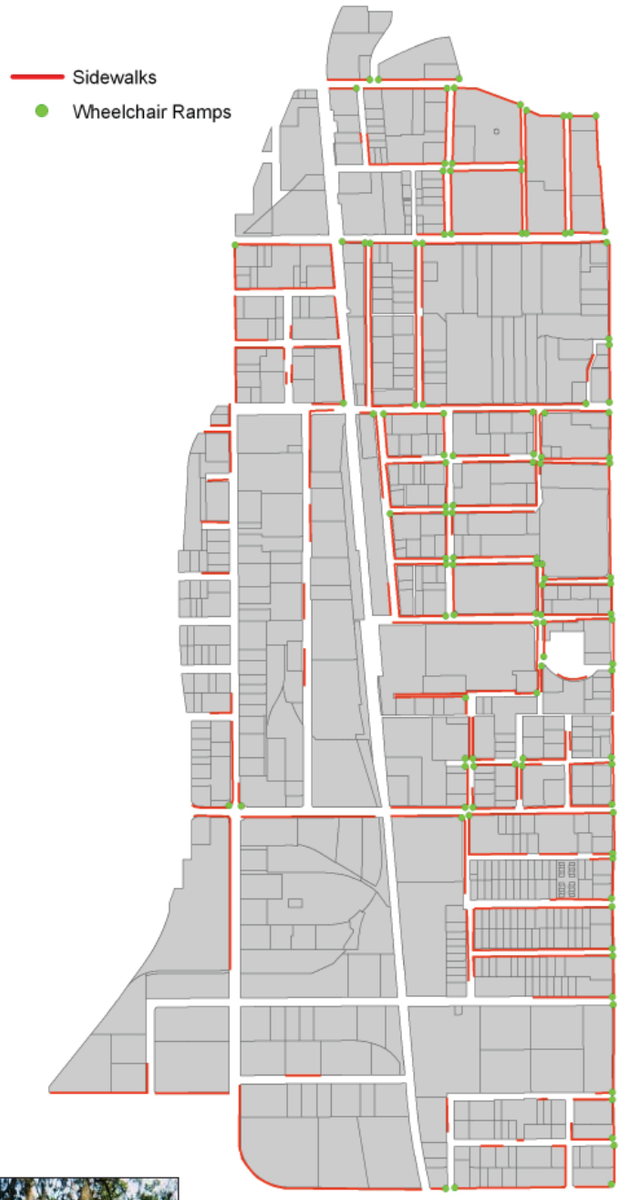
With the exception of Kaley Street, which has lighting on both sides of the street, all other streets have lighting on one side. The street lights are a variety of sizes, heights, types, and intensities, and there is little consistency in placement or coverage. The power poles used to support the electrical system in the Industrial areas are massive in size and are predominantly above ground.

Wheelchair Ramps

Orange Avenue and Gore Street are the only two roadways that have adequate wheelchair ramp placement; however, sidewalk widths in some locations along these streets may limit wheelchair access. There is enhanced access within the immediate Orlando Health Campus, but wheelchair ramps do not exist throughout South Downtown.

Parks and Open Space

There are three significant open spaces within South Downtown; Lake Beauty Park, Lake of the Woods, and Lake Lucerne. There are a few park benches at these facilities but no enhanced recreational amenities.




Lake Beauty


Lake of the Woods


Lake Lucerne

Potable Water

Existing water mains are predominantly Ductile Iron (DI) or Cast Iron (CI). The Average Daily Flow for the study area was approximately 1.4 Million Gallons per Day (MGD) in 2004. This data was obtained from the billing data of all the parcels within the study area. For the purpose of better understanding the water system, the major water lines were categorized based upon their pipe diameter as described under separate cover in Appendix B.

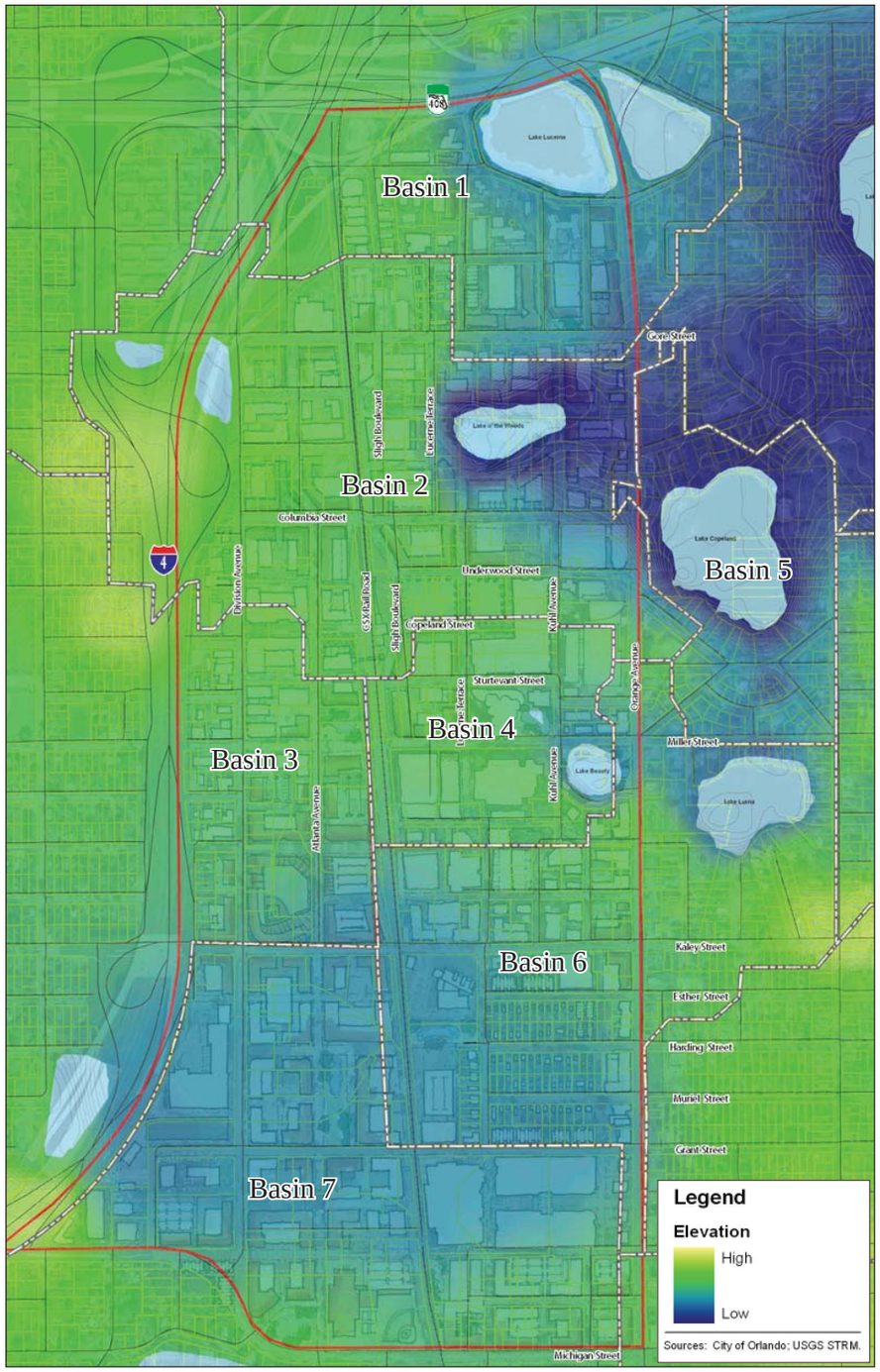
Wastewater

The sanitary sewer system within the study area is gravity driven. Wastewater pipes within the study area are made of poly vinyl chloride (PVC), concrete (CONC), vinyl chloride (VC) and cast iron (CI). For the purpose of better understanding the sanitary sewer system, the study area has been divided into four (4) Zones. The configuration of the Zones is described under separate cover in Appendix B.

Specific data on the sanitary sewer flows for properties within the study area were not available at the time of this study. As a result, the estimated sewer volume was based on the water use volume. The existing average daily sewage flow was therefore estimated as 1.4 MGD. This is an average of 2,800 gallons per day per acre or an average of 2,333 gallons per day per developed lot.

Stormwater

The study area contains three land-locked lakes; Lake Lucerne, Lake of the Woods and Lake Beauty. The stormwater system in South Downtown is discharged to these lakes. As a result, the lakes are interconnected with storm lines. In addition, stormwater is also discharged to Clear Lake west of the area, Lake Holden, Lake Angel, Lake Lurna and Lake Copeland. For the purpose of better understanding of the stormwater system, the study area has been divided into seven (7) basins. Since the lakes are landlocked but used as stormwater systems, drainage wells have been established in each basin. These wells vary in diameter from 8 inches to 24 inches. The detailed description of the basins is described under separate cover in Appendix B.



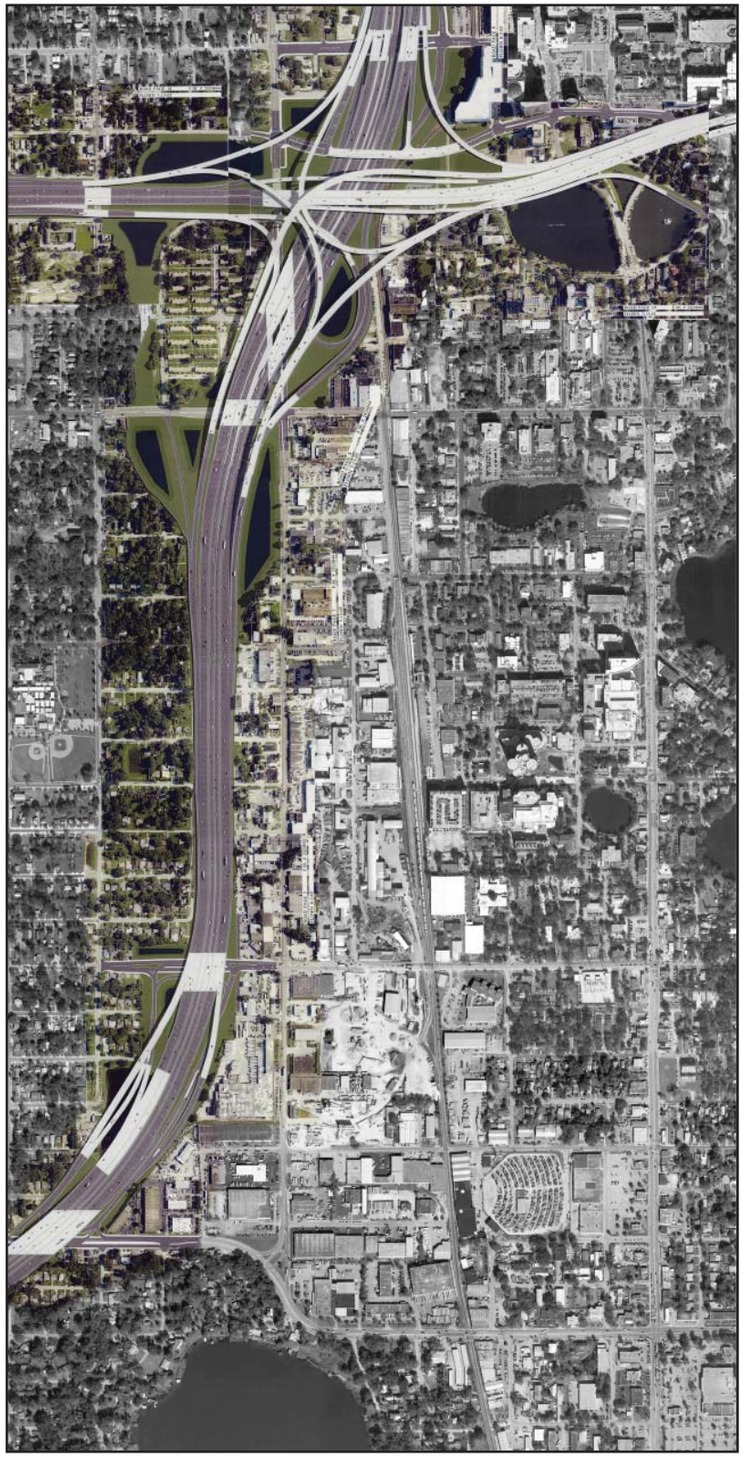
Stormwater Basins

I-4 Reconstruction (Phase I/Interim Interchange Plan)

Interstate 4 is currently undergoing a major reconstruction through the Orlando Metropolitan Area. Reconstruction in the vicinity of South Downtown began in 2006. In Phase I, the west-bound off ramp at Gore Street will be closed. Several ramps for a new I-4/408 Interchange will be completed. This phase is slated to be completed by the end of 2008.

I-4 Reconstruction (Phase II/Ultimate Interchange Plan)

Phase II will begin in 2009 with the removal of the Kaley St access ramps to I-4. All I-4 access ramps for both Michigan St and Kaley St will be combined into a series of large horseshoe-shaped ramps known as a "Texas U-Turn." This ramp system will allow both Michigan St. and Kaley Ave. to have access to I-4, albeit circuitous. The west-bound on-ramp from Gore St. will be reconstructed at the end of Phase II. Phase II is set to be completed in 2013.



I-4 Ultimate Interchange Plan

Future Transit

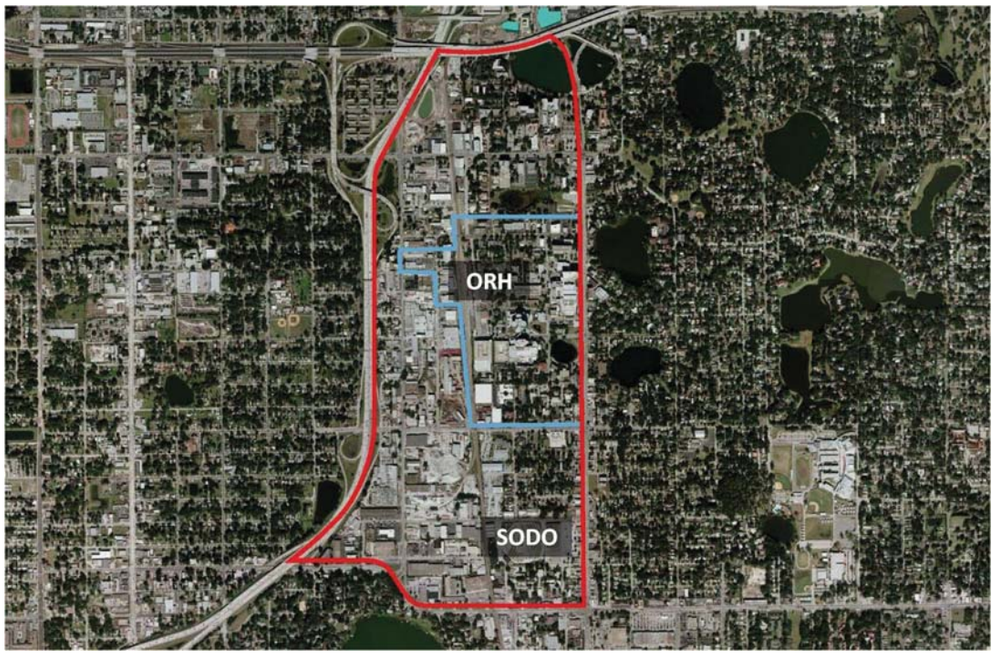
As part of the proposed Central Florida Commuter Rail project, the south corridor of a 61 mile long transit line will run on the rail that bisects our study area. Once completed, the route will run from Deland in Volusia County to Poinciana in Polk County. There will be a total of 15 stations including a stop at the existing Amtrak station. Although the fate of Commuter Rail is still undecided, it is expected that this leg of the transit line will be completed early in the second phase of construction, slated to begin in 2009 and end in 2011. This commuter stop is intended to be a destination stop rather than a collection stop due to the large number of jobs in the vicinity and the lack of housing.

Typical Commuter Rail Train Car

Proposed Commuter Rail System

Population	1,000
Dwellings	200
Employment	14,000
Population/Acre	1.8
Dwellings/Acre	0.4
Employment/Acre	25.5
Median Age	46.8

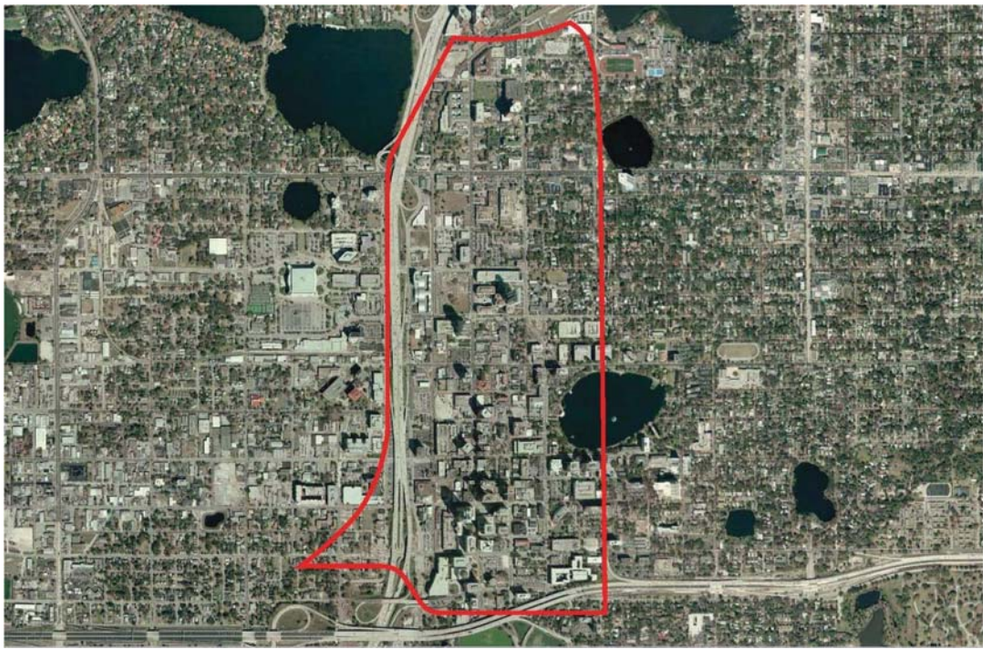
Downtown Orlando is almost a mirror image of South Downtown. The main difference is South Downtown has one major employer in Orlando Health. The potential exists to increase the population and enhance employment in South Downtown. This growth will lead to a more balanced and self-sustainable community.



South Downtown

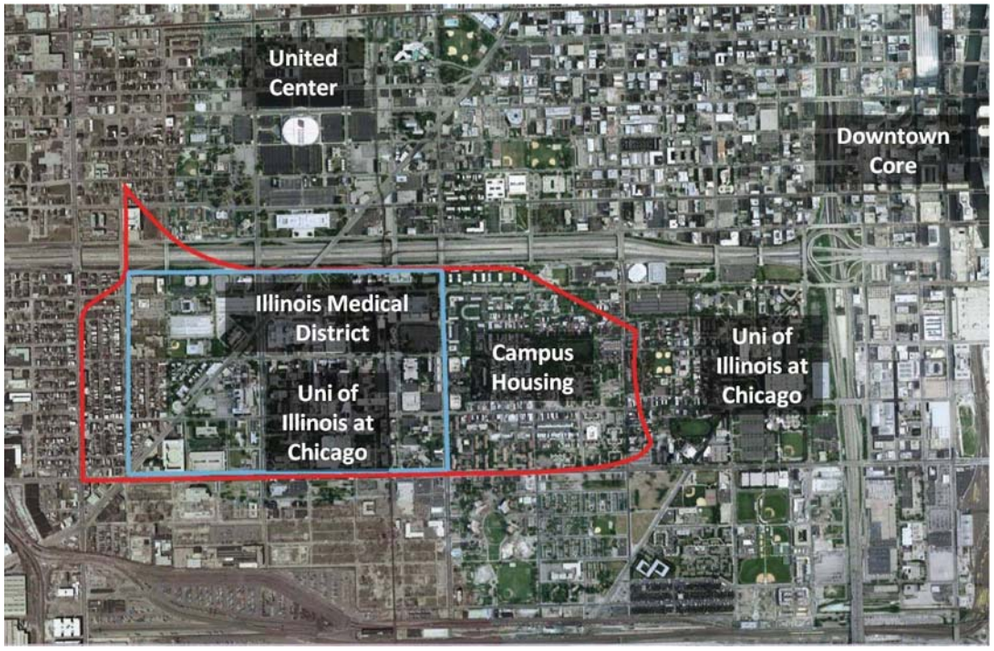
Population	1,200
Dwellings	900
Employment	31,000
Population/Acre	2.2
Dwellings/Acre	1.6
Employment/Acre	56.4
Median Age	57.9

Downtown Orlando is the major employment center in Central Florida and is on par with the Illinois Medical and Longwood Medical comparables in terms of employment. However, due to the nature of the surrounding area, population and dwelling units are very low. Additionally, retirement residential buildings and condominium prices account for the high median age.



Downtown Orlando

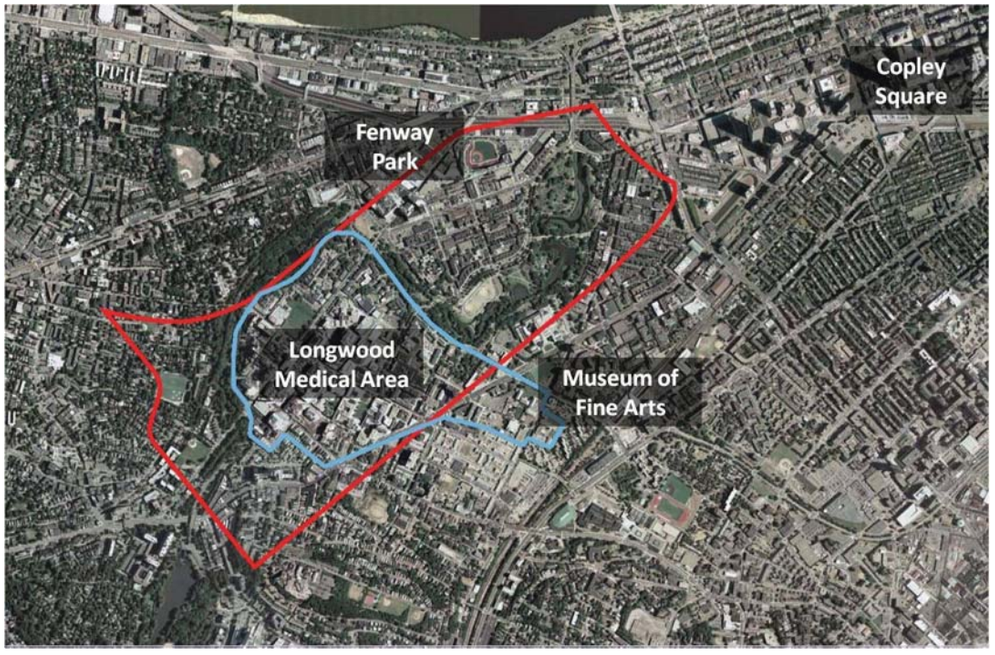
Comparables



Illinois Medical District, Chicago

Population	14,000
Dwellings	5,400
Employment	33,000
Population/Acre	25.5
Dwellings/Acre	9.8
Employment/Acre	60.0
Median Age	26.5

Illinois Medical is the nation's largest urban medical district. The district includes world-class medical centers and hospitals as well as a technology park to house startup ventures. Similar to the Longwood Medical Area, proximity to a major university and the synergies afforded from this relationship, account for the high number of jobs and low median age.



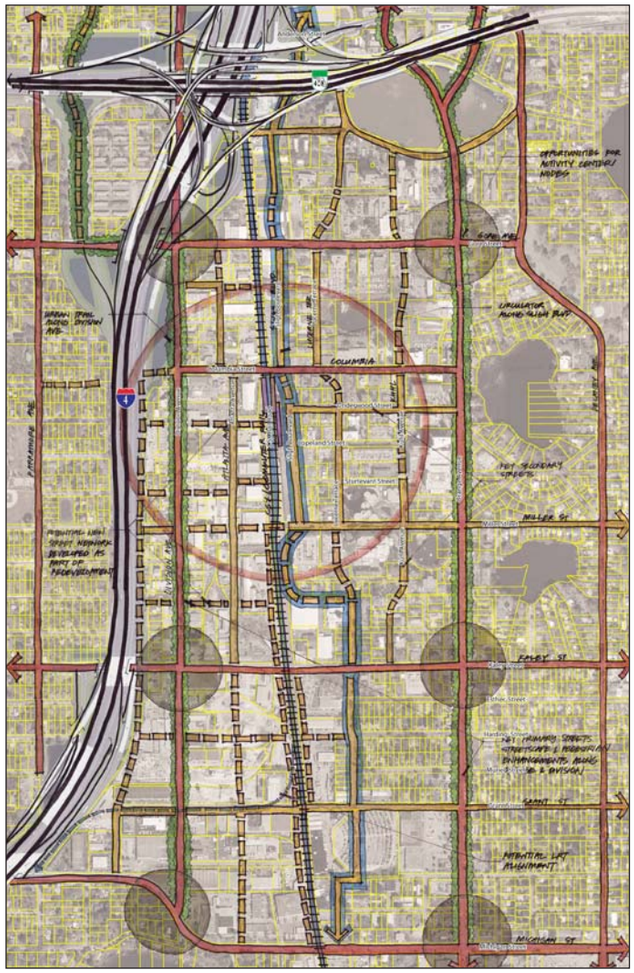
Longwood Medical Area, Boston

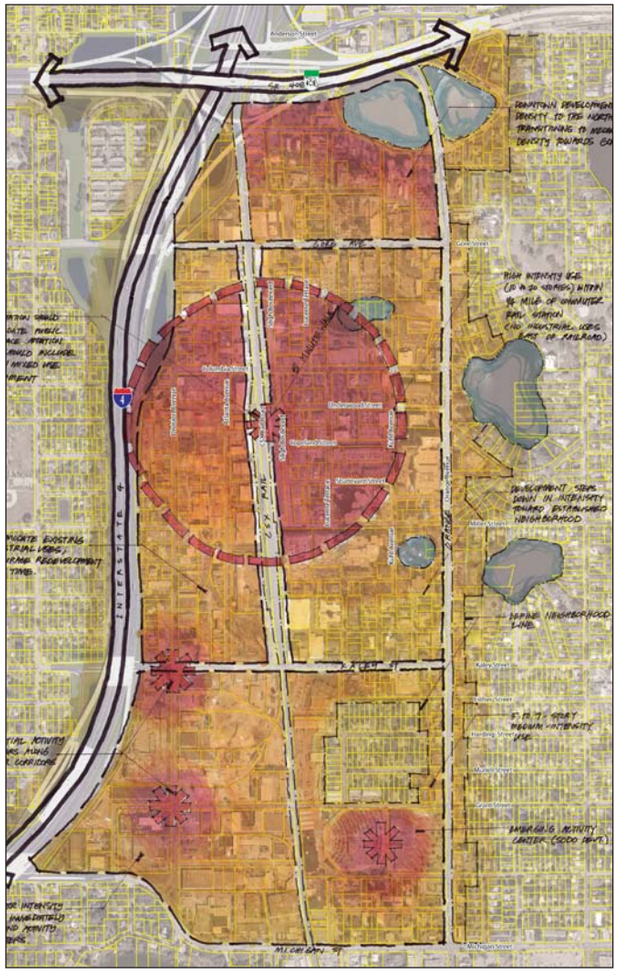
Population	29,000
Dwellings	12,000
Employment	40,000
Population/Acre	52.7
Dwellings/Acre	21.8
Employment/Acre	72.7
Median Age	24.3

The Longwood Medical and Academic Area contains an enormous amount of activity in a campus setting. It is home to the Harvard Medical School, affiliated institutions, and five major hospitals. These factors explain the high density numbers and the low median age.

City Workshops

After identifying the existing conditions, workshops with City staff were held to formulate the guiding principles of the South Downtown Vision Plan. These workshops focused on identifying the issues and opportunities within the area with an emphasis on land use and transportation. From these workshops, guiding principles were established to help direct the master planning process.





These Principles Are :

- *Create centers/nodes of activity*
- *Retain quality industrial uses and accommodate change over time*
- *Improve and enhance transportation corridors and connectivity*
- *Improve and enhance community character*
- *Preserve and enhance neighborhoods*
- *Ensure sufficient parking and encourage alternative modes of travel*
- *Create and enhance open space and recreational opportunities*
- *Enable and create workforce housing opportunities*

PUBLIC WORKSHOPS

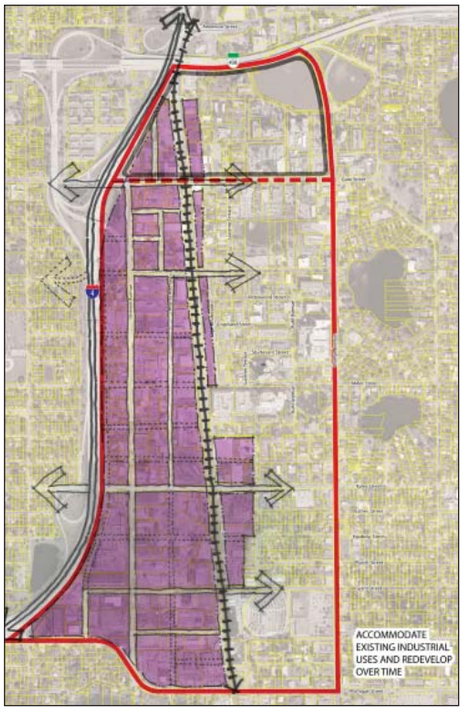
In addition to the City Staff workshops, two public workshops were held to present the draft findings and vision plan. The first workshop was held on June 11, 2008 for landowners within the South Downtown boundaries. The second workshop was held on June 18, 2008 for homeowners and residents of surrounding neighborhoods.

After hearing presentations by City staff and the consulting team, participants reviewed large scale plans in more detail. Participants were also given comment cards for additional follow up. Over the course of these workshops it is estimated that over 160 individuals attended. Additionally, input was gathered from a presentation to the Orlando Health Real Estate Committee, an entity that provides direction for Orlando Health's real estate planning efforts.

Guiding Principle Diagrams

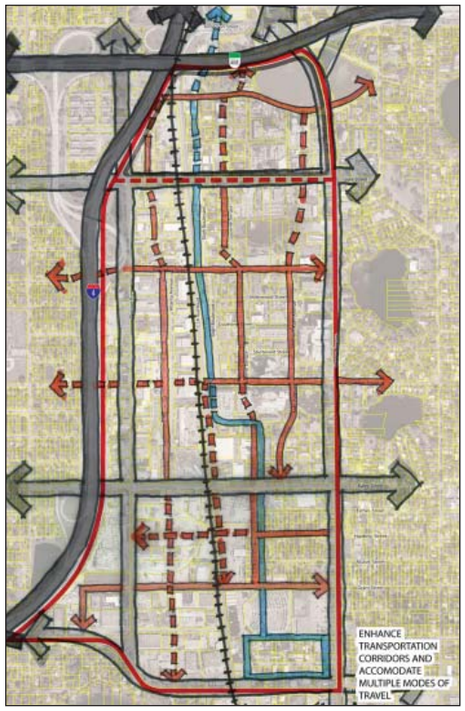
Nodes

Create nodes of activity at key roadway intersections as gateways into the South Downtown area. Create a center of activity with a multimodal focus around the planned commuter rail station. Support and enhance the existing centers of activity at the Orlando Health campus and Sodo development.



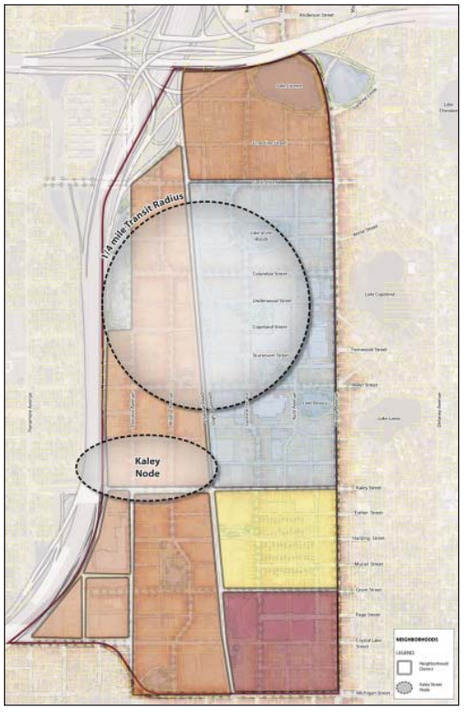
Industrial

Accommodate valuable existing industrial uses and allow for their continuation, expansion or potential redevelopment over time. Allow for other uses within the industrial areas to maximize the probability of workforce housing and mix of diverse uses.



Transportation

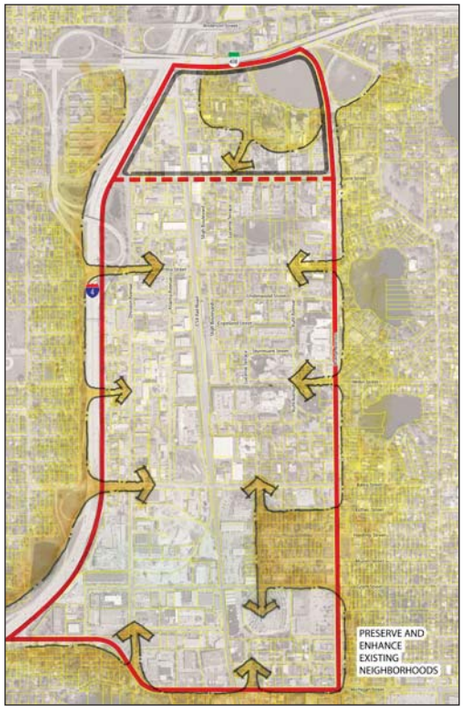
Improve transportation corridors to provide for an enhanced vehicular and pedestrian experience. Improve access to uses by accommodating multiple modes of travel.



Community Character

Identify distinct community character elements and establish common design and architectural standards to enhance the character of target area. Establish the Kaley node and planned commuter rail node as recognizable and distinct destinations.

Guiding Principle Diagrams

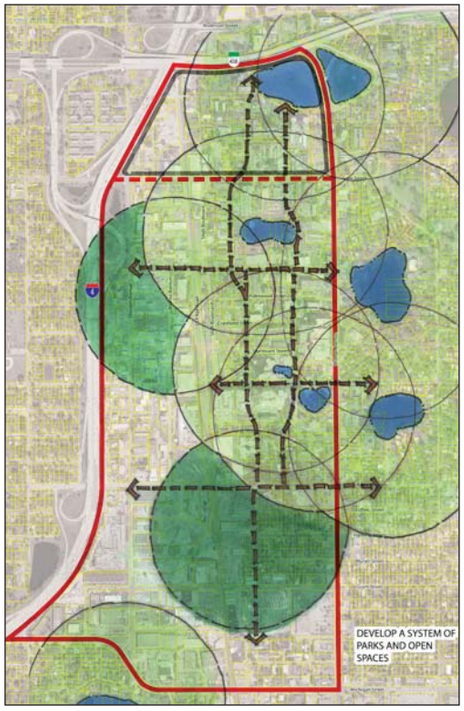


Residential Neighborhoods

Preserve, enhance and limit intrusion into existing residential neighborhoods. Create opportunities for additional housing to enhance the multi-modal mission and mix of uses.

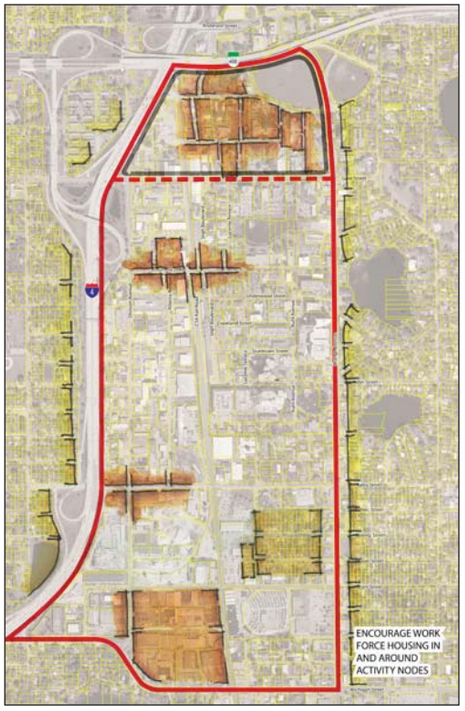
Parking

Create park-once districts with shared-parking to encourage the use of alternative modes of transportation. Develop a parking management system which enables the creation of larger redevelopment blocks and reduced vehicular traffic.



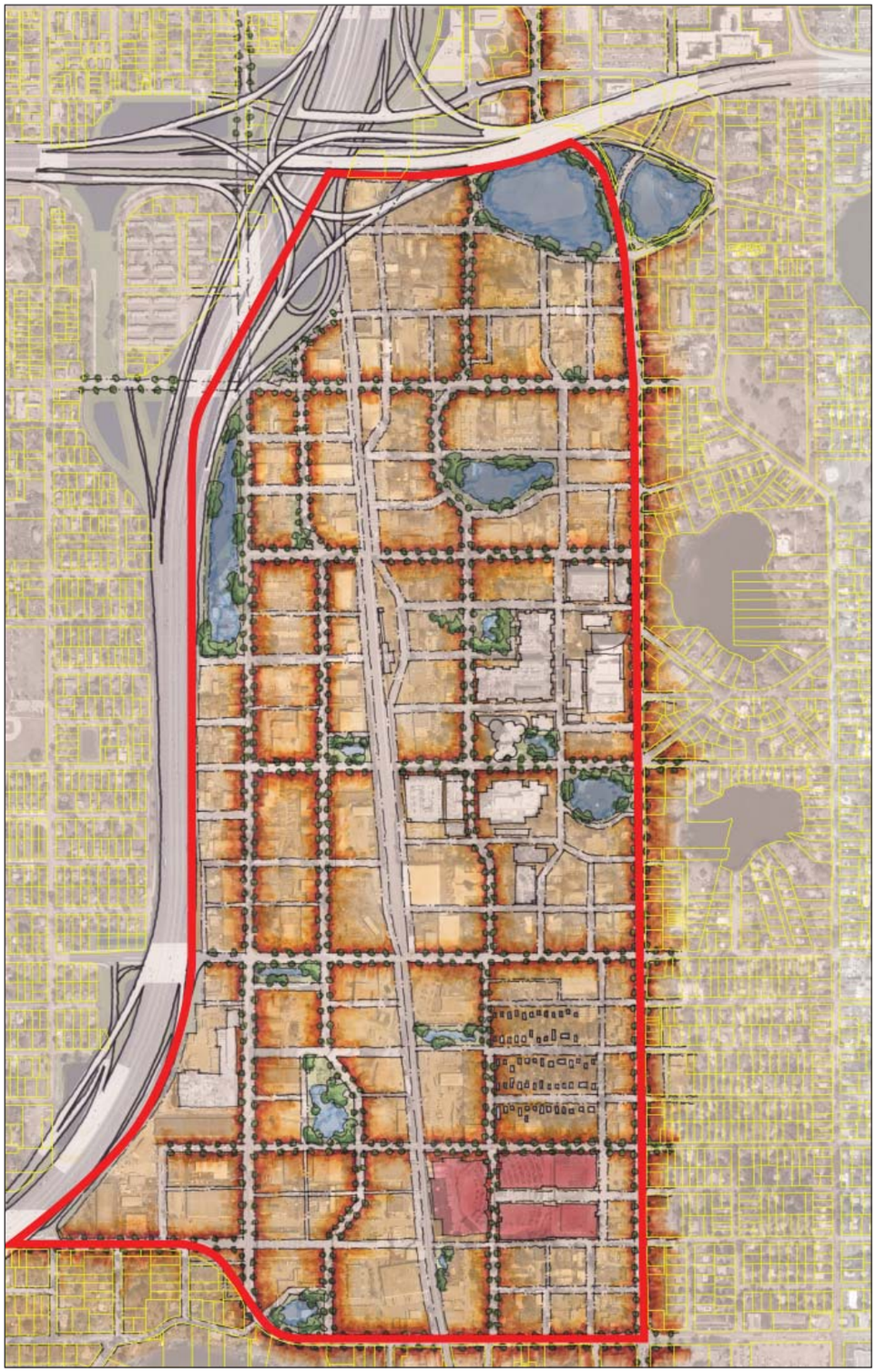
Open Space

Develop a system of parks and open space to provide recreation for residents, employees, and visitors. Establish connections to existing parks and open spaces for a comprehensive open space system.



Workforce Housing

Provide the opportunity for workforce housing in and around activity centers for employees to live and work. Allow for loft and warehouse style residential uses in the Industrial future land use designation.



This sketch shows the potential block layout based on a long term planning vision for South Downtown. Important to the plan are the various north/south street connections and the breaking up of existing large blocks into smaller, easy to develop, walkable blocks. This plan also incorporates a number of parks that could be used for recreation as well as stormwater for future development.

Future Land Use Strategy

Recommended future land use modifications include:

- *SOUTH DOWNTOWN SUBAREA POLICY*
    - Allow residential uses in the Industrial Future Land Use designation up to a maximum of 40 dwelling units per acre.
    - Support the formation of an advisory group to address issues of district-wide concern.
    - Adopt a special plan zoning overlay to address development guidelines and design standards.

- *KALEY SUBAREA POLICY*

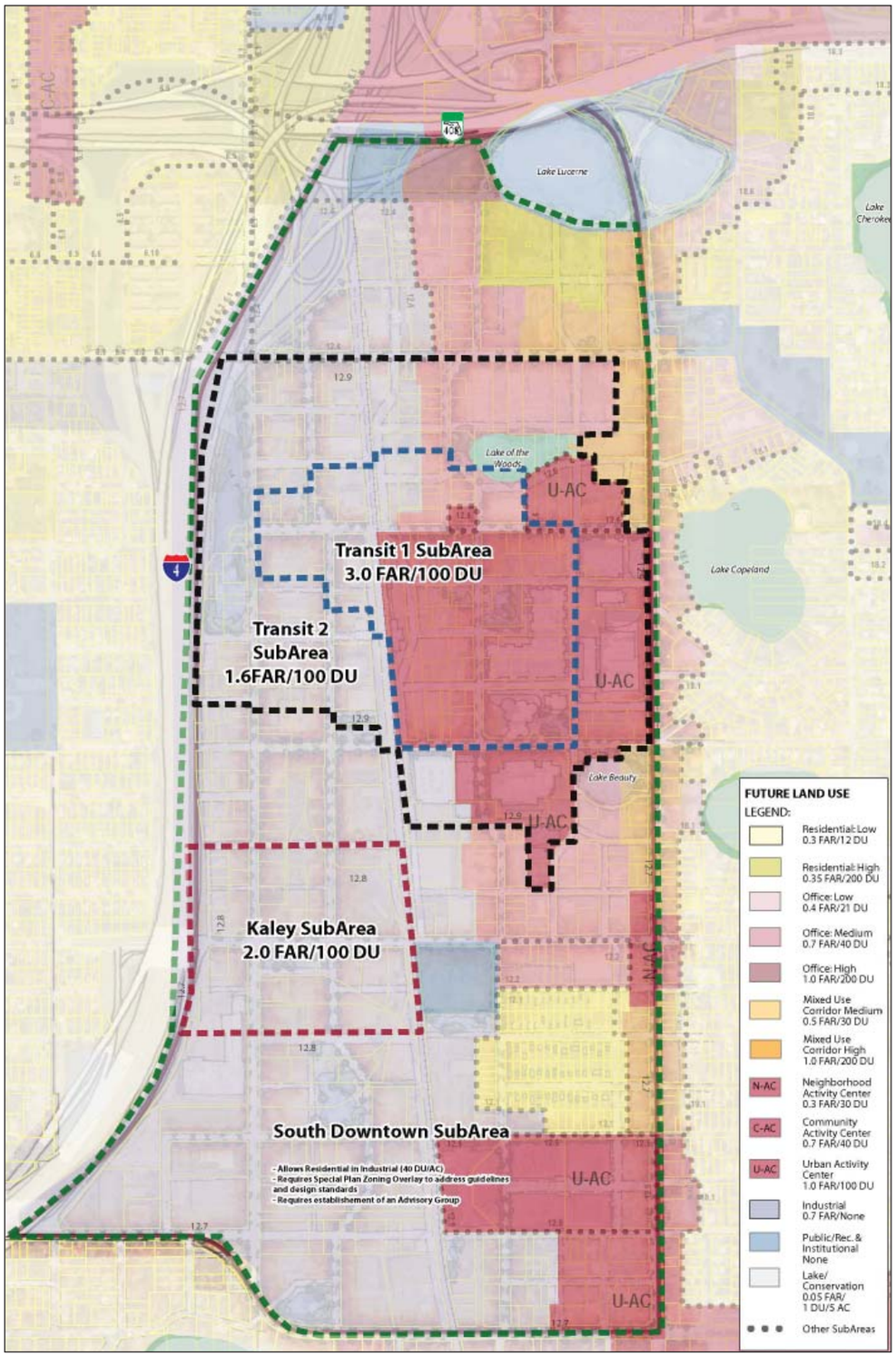
  Allow a range of uses and density/intensity bonuses at Kaley Street and Division Avenue, providing a maximum intensity of a 2.0 F.A.R. and/or a maximum density of 100 dwelling units per acre.

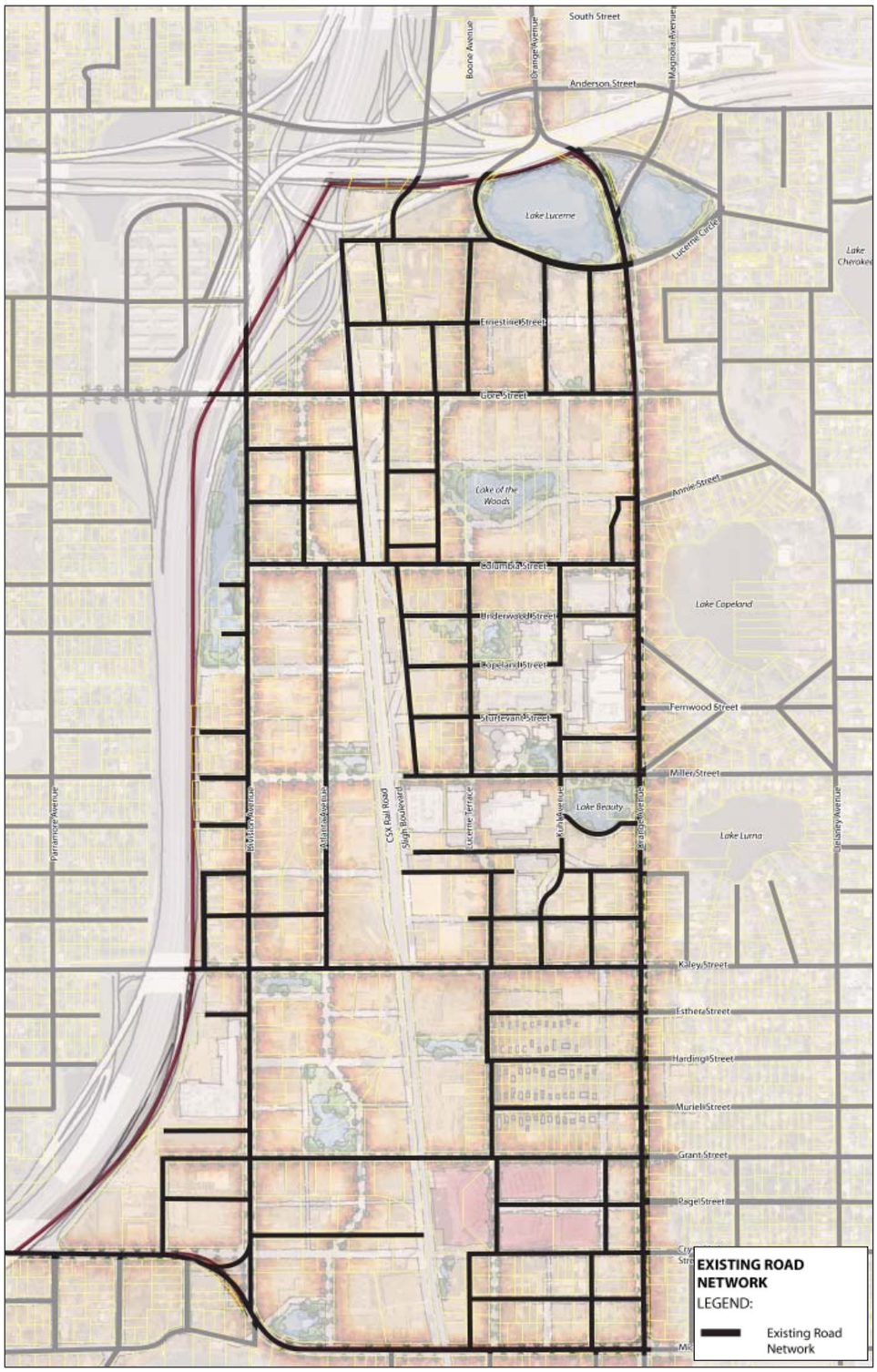
- *TRANSIT STATION SUBAREA POLICY #1*

  Allow a range of uses and density/intensity bonuses within 1/4 mile radius of the proposed Amtrak/Orlando Health Commuter Rail Station, providing a maximum intensity of 3.0 F.A.R. and/or a mamimum density of 100 dwelling units per acre.

- *TRANSIT STATION SUBAREA POLICY #2*

  Allow a range of uses and density/intensity bonuses within 1/2 mile radius of the proposed Amtrak/Orlando Health Commuter Rail Station, providing a maximum intensity of 1.6 F.A.R. and/or a maximum density 100 dwelling units per acre.





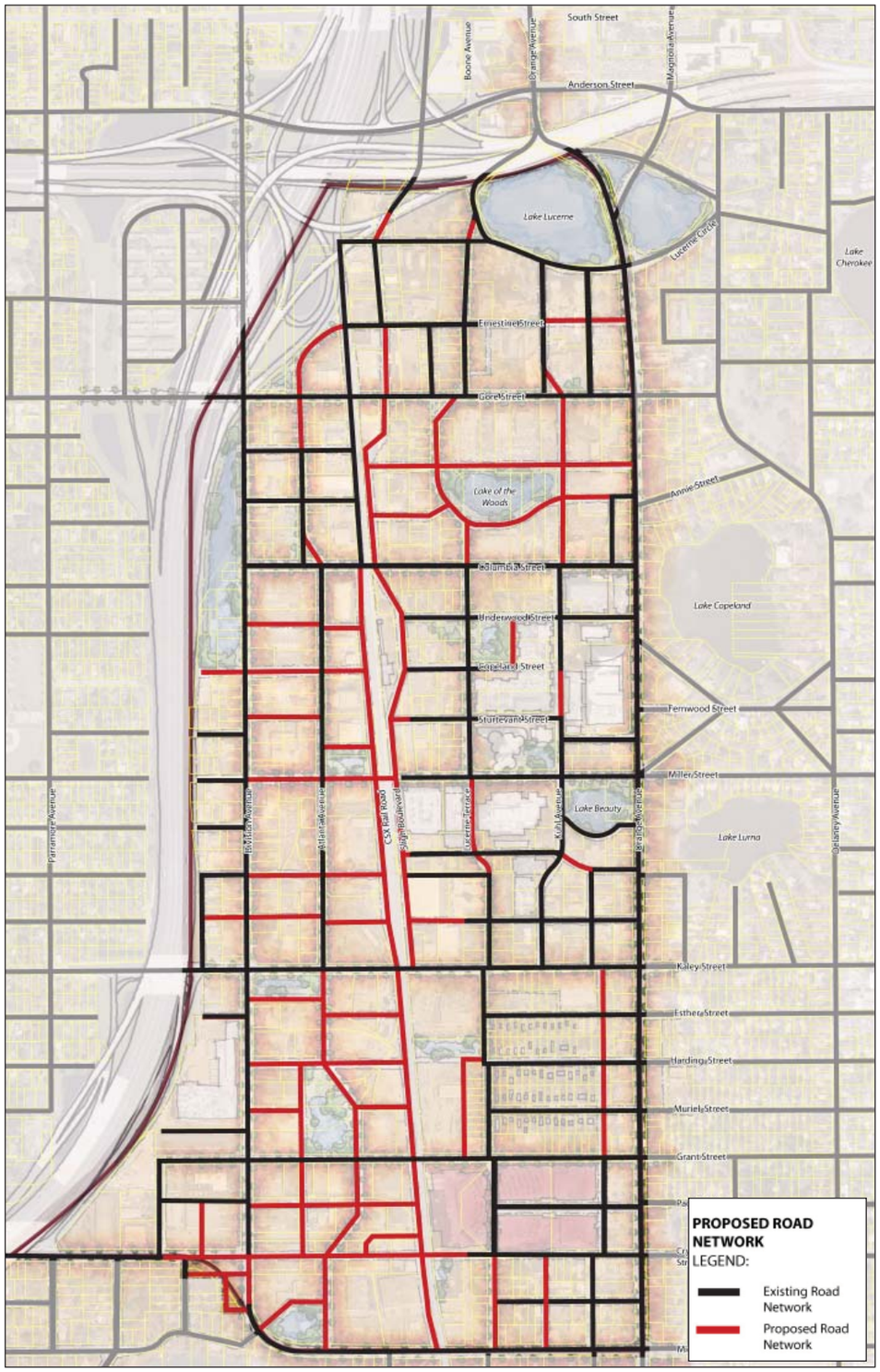
Existing Transportation Network

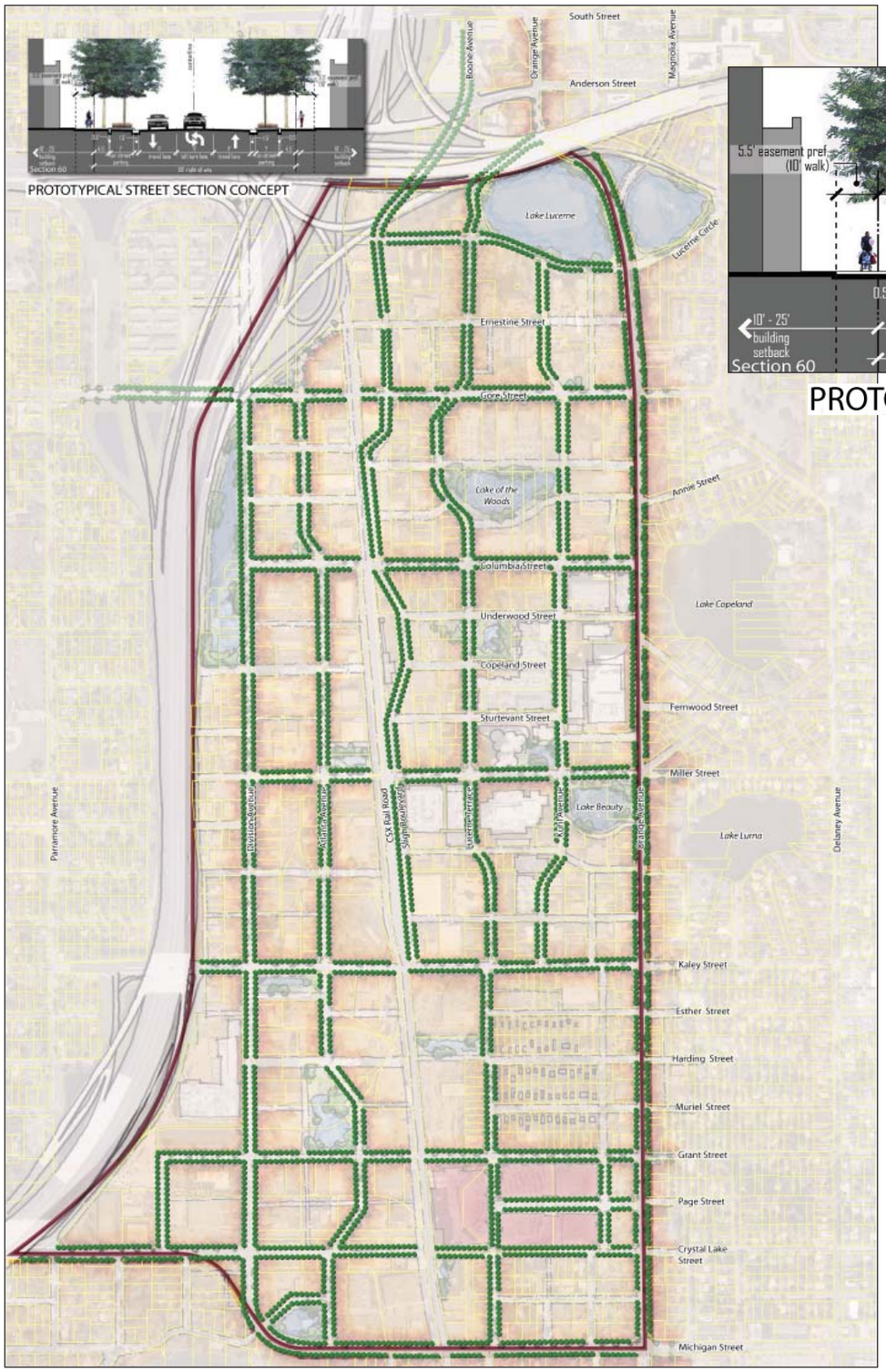
This diagram shows the existing road structure with the proposed plan underneath. Existing blocks are large and oversized in many places, and this in turn causes the existing roads to be over capacity in some places. With proposed development, the limited road network will be further impacted. As properties redevelop over time, an aggressive block building plan will be need to accommodate future growth as shown in Conceptual Transportation Strategy.

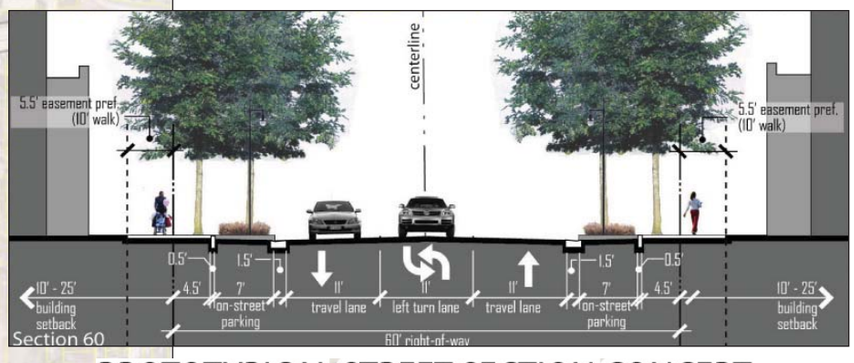
Transportation Strategy

This graphic shows how existing large block areas can be broken down into small blocks that will better serve good urban development and provide additional road capacity in the district. New connections are also provided into the Downtown core, north of the SR 408, to offset the traffic on Orange Avenue and Division Avenue. A new connection over the railroad tracks is shown at Miller Avenue, which will provide a great benefit to Neighborhoods to the east for easier access downtown and to Interstate 4. Finally, new extensions to Atlanta Avenue will provide a new north/south connection between Michigan and Gore, relieving pressure again from Division Avenue and Orange Avenue.

The transportation infrastructure analysis (Appendix C) indicates that two additional lanes of north/south capacity are needed to accommodate future growth. Widening of Orange Avenue is difficult without removing the on-street parking and center turn lanes. Widening of Division is also difficult due to the encroachment of existing development adjacent to the roadway. The upgrading of Atlanta Avenue is a more viable alternative to not only meet the future transportation needs, but also future potable water/fire flow needs if combined with specific potable water enhancements.







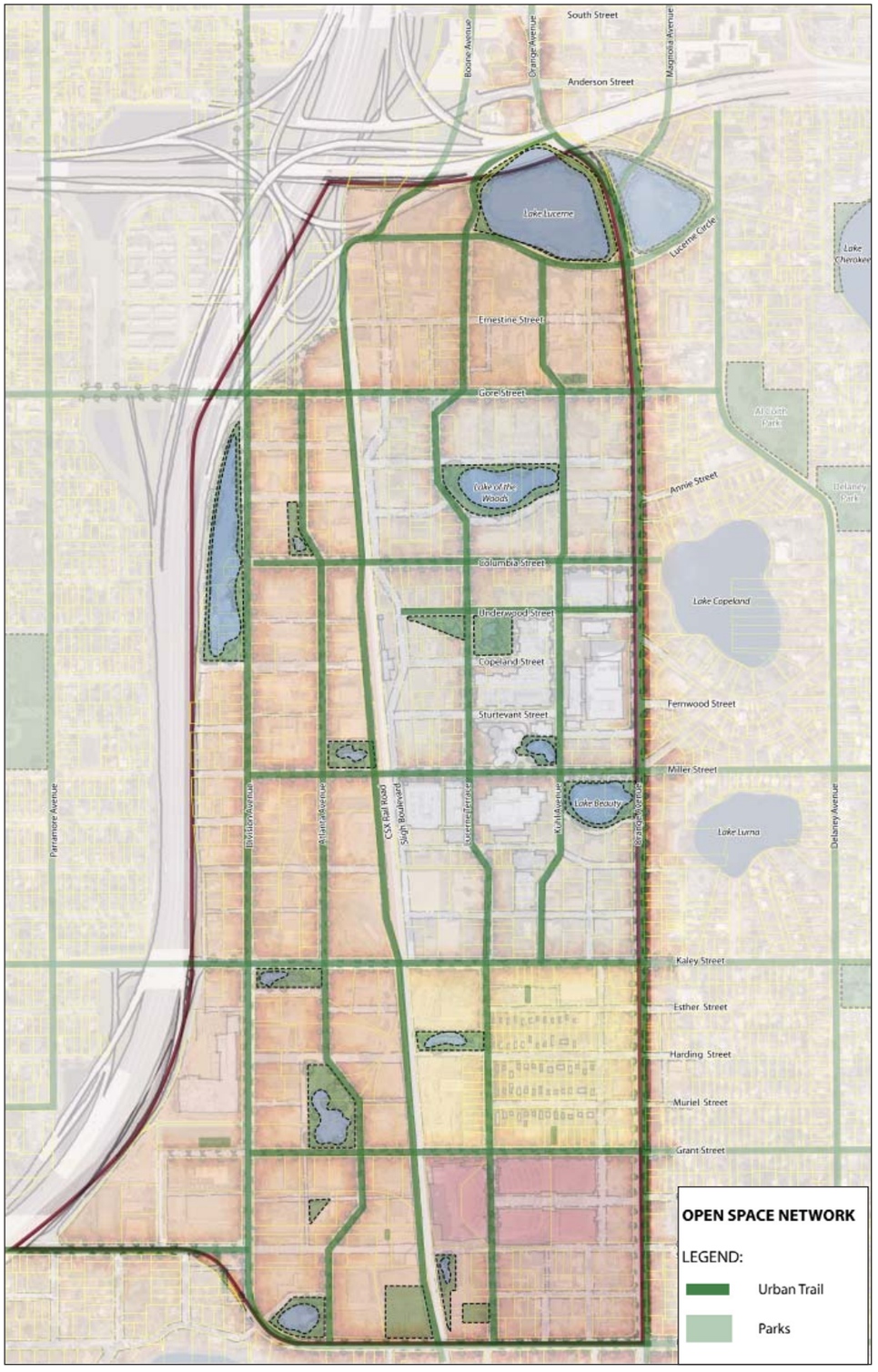
PROTOTYPICAL STREET SECTION CONCEPT

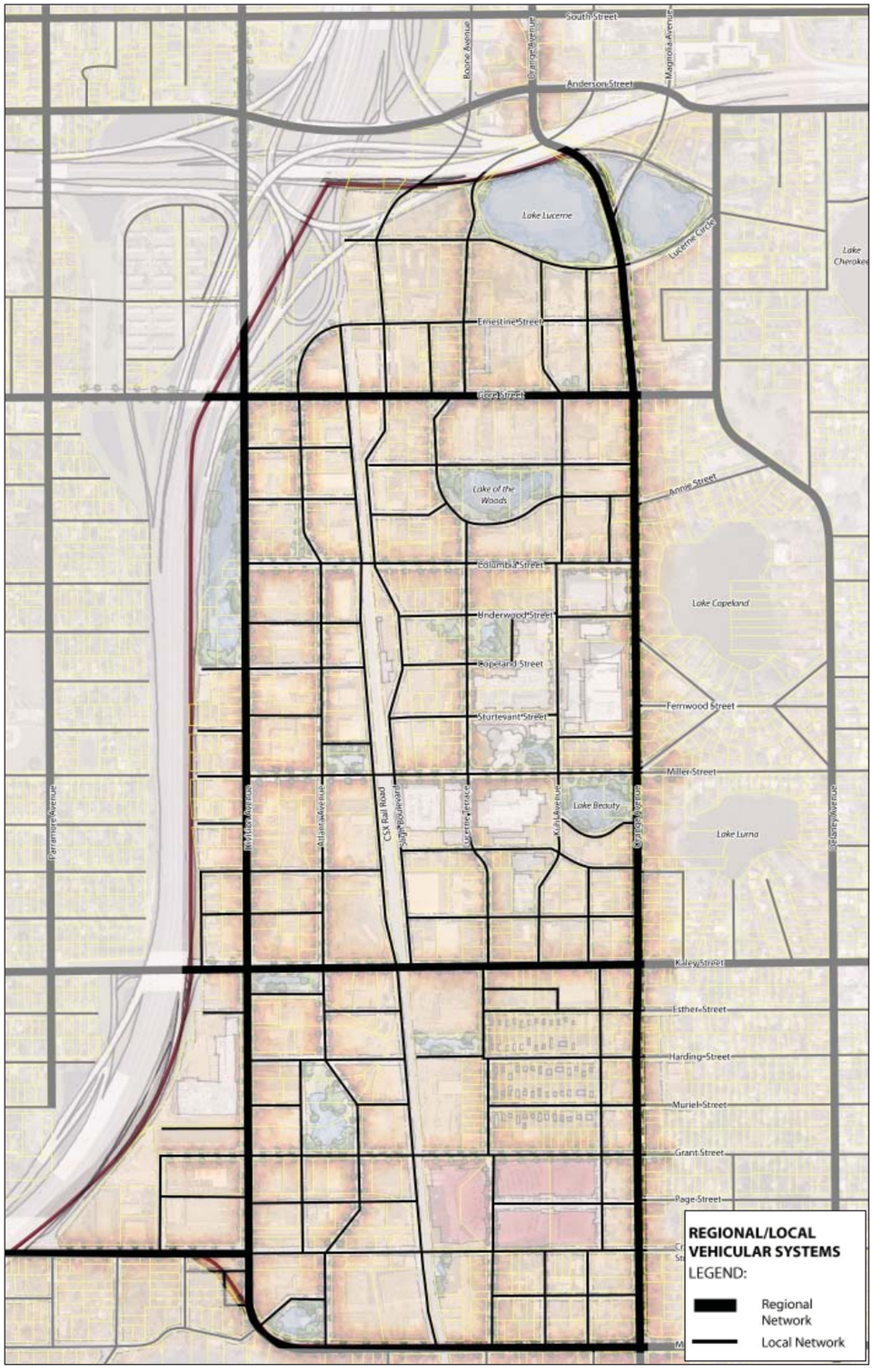
Streetscape Plan

This diagram shows a conceptual approach to treating primary streets. The prototypical street shows three 11'-0" lanes, representing two-way traffic with a center turn lane. Additionally, there would be room for on-street parking where appropriate and bulb-outs or parkways for street tree plantings. Sidewalks would be intended to be 10'-0" and this may require some additional easement needs in some areas.

Parks and Open Space

This diagram shows conceptual locations for park spaces as well as potential areas for new or expanded stormwater systems. The stormwater parks work with the existing grading to accommodate the natural flow of water through the study area. In addition, streets that connect parks and open space would be treated as "urban trails" incorporating bike lanes, wider sidewalks, and appropriate Streetscaping.



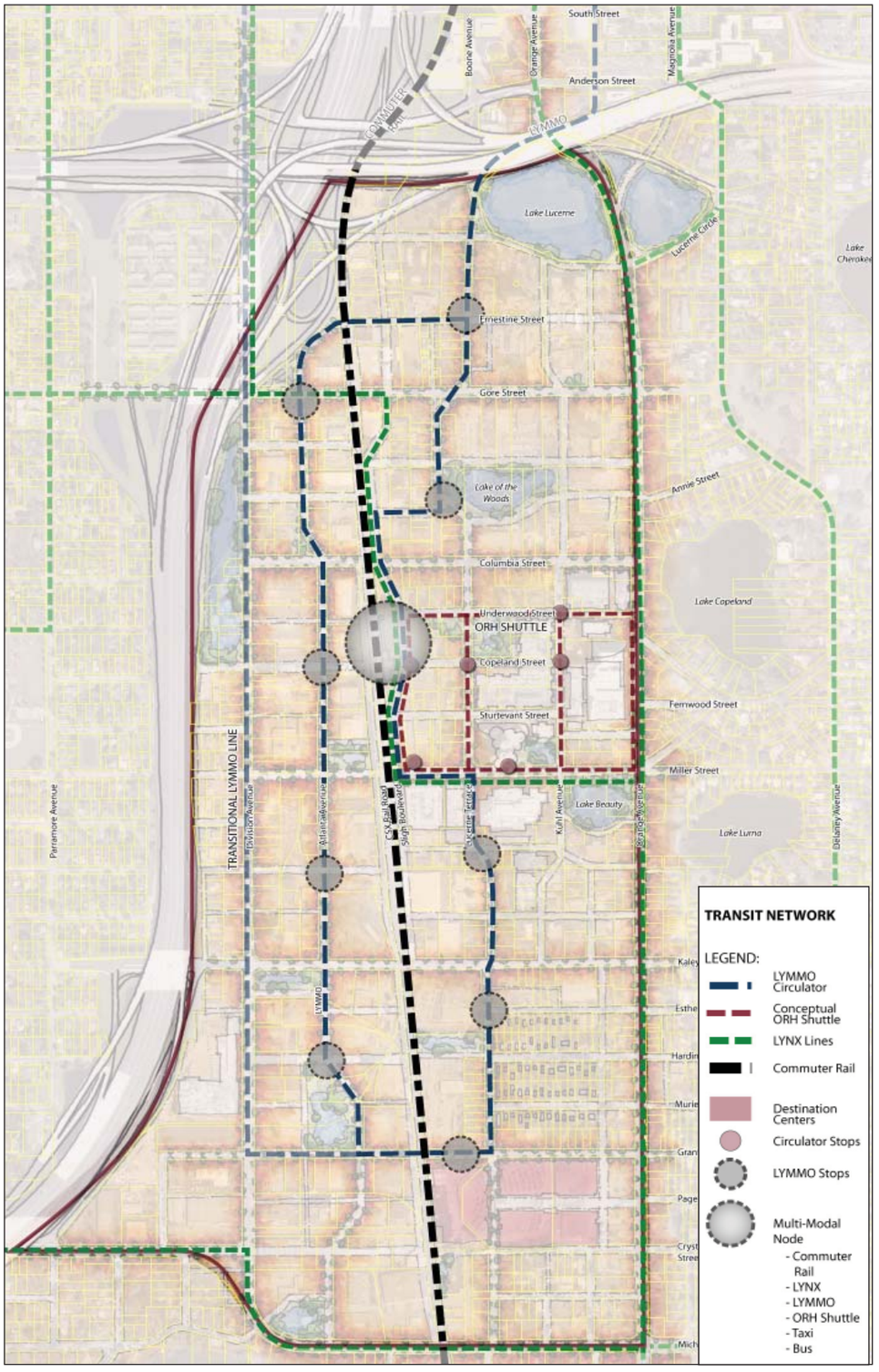


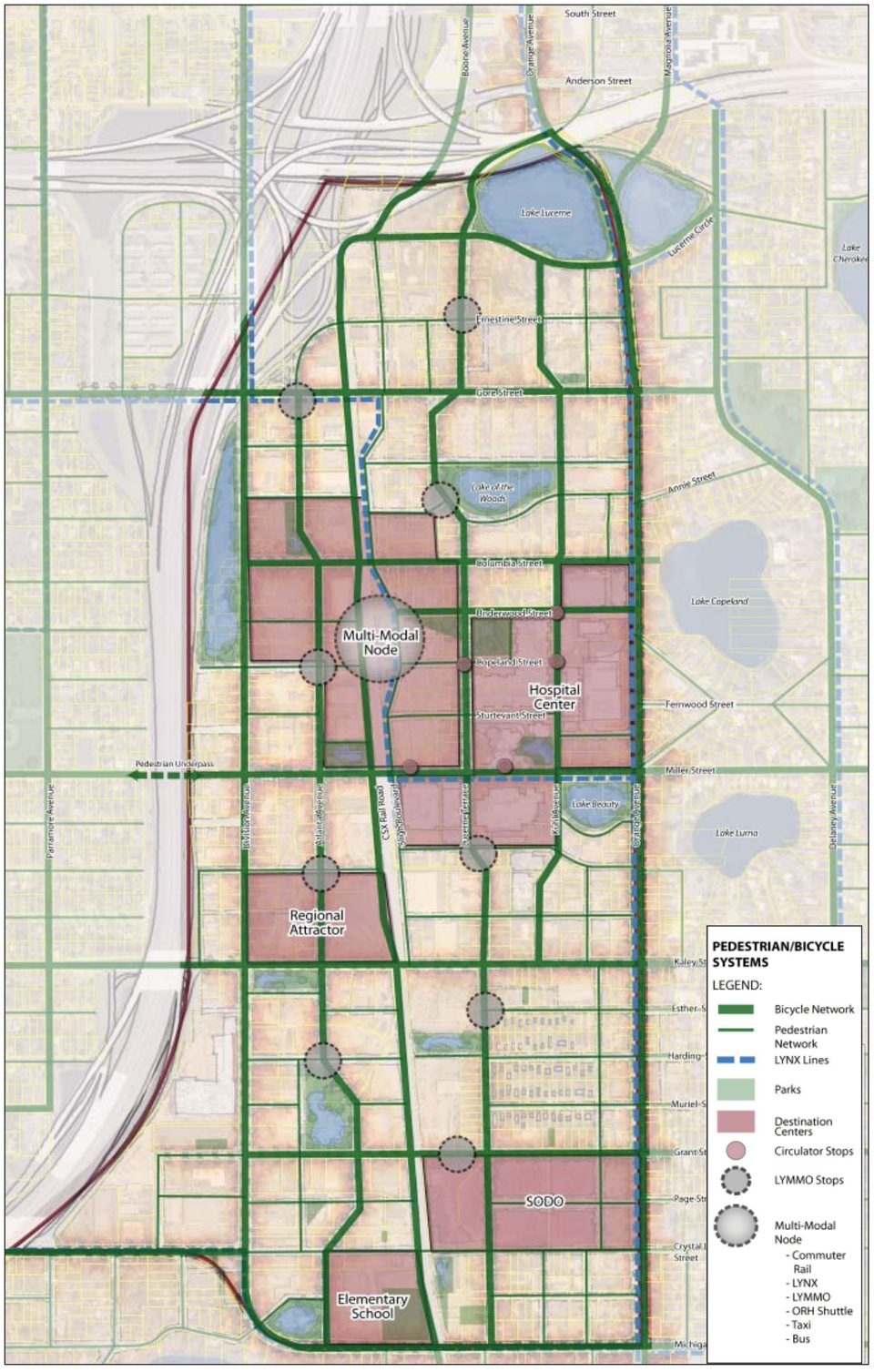
Regional/Local Vehicular Systems

Major streets through or adjacent to the study area include Orange Avenue, Division Avenue, Gore Street, Kaley Street, and Michigan Street. These streets are shown in the diagram as the thickest black lines. The thinner black lines represent local network that provide access to all the existing regional and local destinations as well as the future destinations.

Transit/Transportation Systems

This diagram shows how potentially four different transit options could function within the study area. Commuter Rail is being proposed along the existing CSX rail lines and would open in 2010. Focusing on the core node of the commuter rail station, LYMMO (the downtown circulator) would loop trips from the station to other locations within South Downtown and eventually connect back into the existing downtown core system. On the main hospital campus, the Orlando Health Shuttle would provide covered access from the station to all points at the hospital and allow both public and private use. Finally, the LYNX bus system could be expanded and offer more regional connections to and from South Downtown.



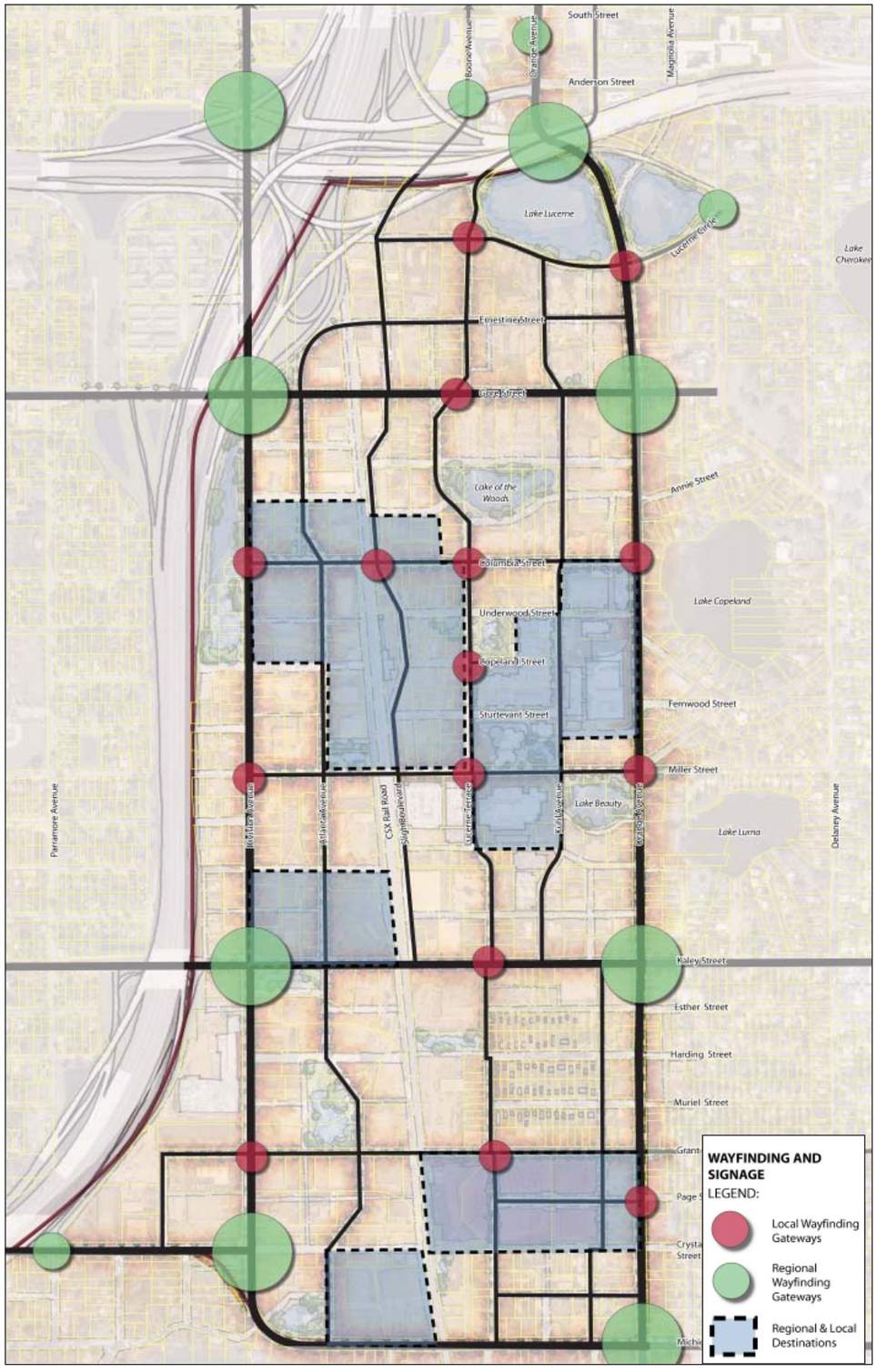


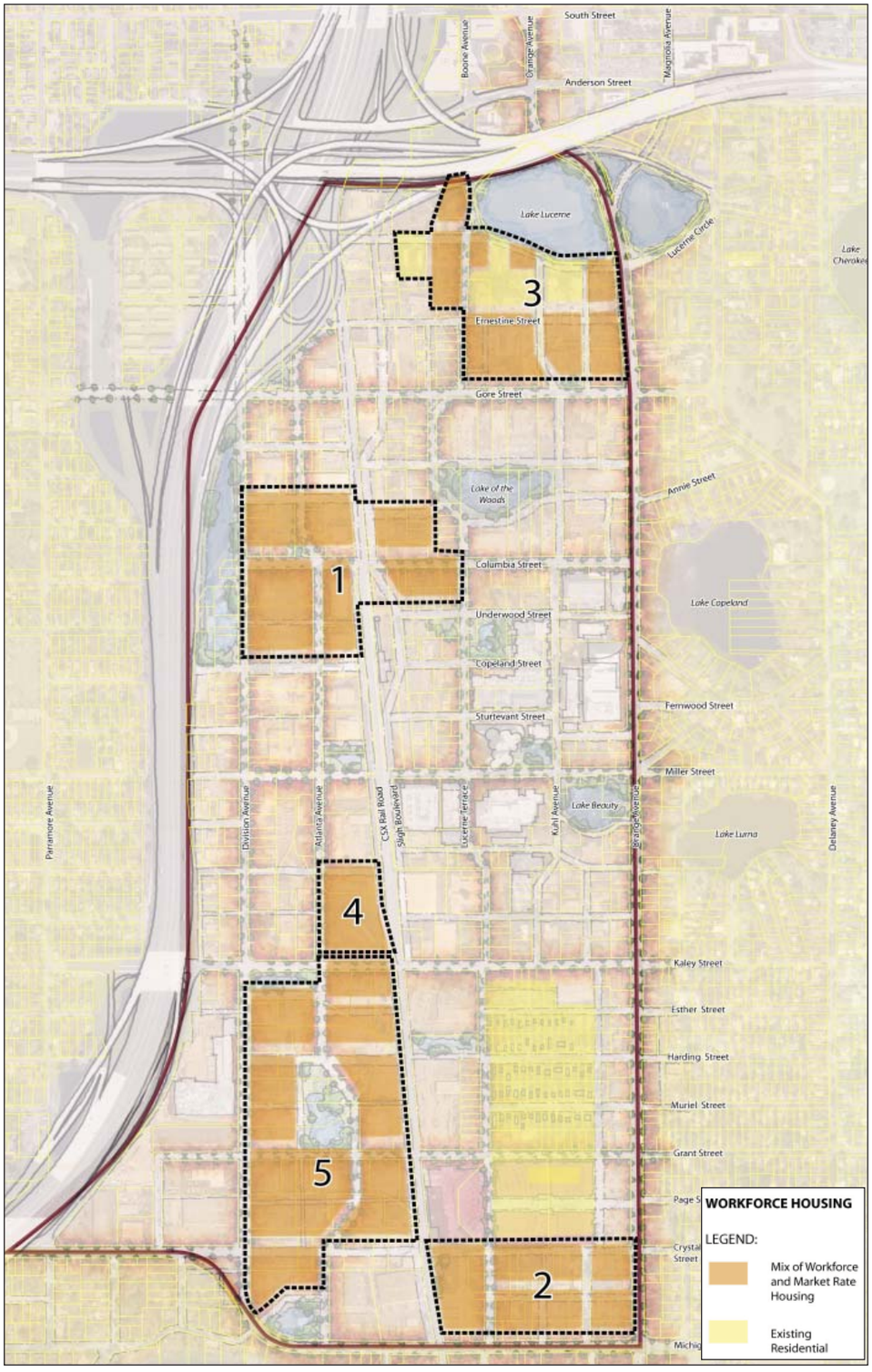
Pedestrian and Bicycle Systems

This diagram illustrates the regional attractors in the study area, including Orlando Health, the Amtrak Station, Sodo and others, and how potential bike trails could connect from outlying neighborhoods and downtown Orlando to these destination centers. The conceptual parks are located along these corridors, offering a multitude of ways for bicyclists to connect to the study area. This system would be enhanced by the proposed LYMMO route extension and a potential Orlando Health Shuttle circulator.

Wayfinding and Signage Strategy

The green dots on this graphic show major regional wayfinding gateways taking visitors from the regional access (Interstate 4, SR 408, and Orange Avenue) to South Downtown. The red dots represent local wayfinding nodes that direct to specific regional and local destinations such as Sodo, Orlando Health, and the multi-modal transit center.





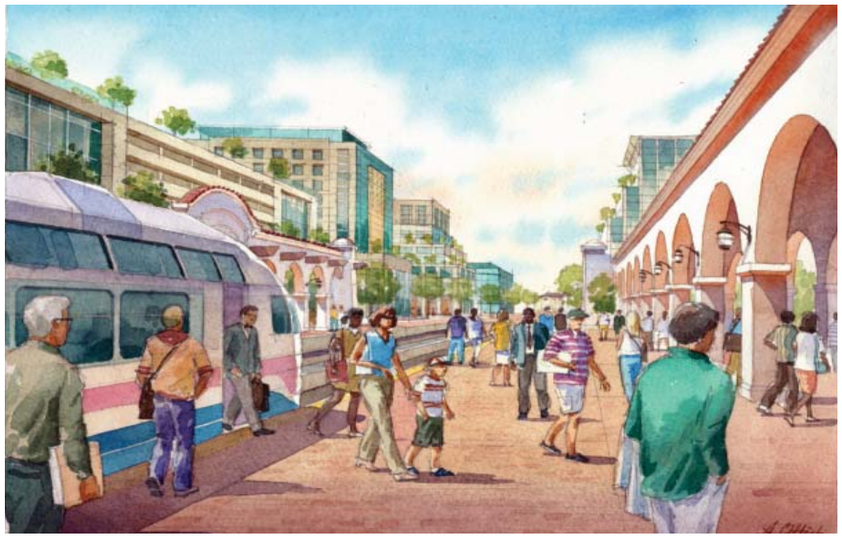
Workforce Housing Strategy

This graphic shows redevelopment areas suitable for workforce (attainable) housing. The numbers that identify each area indicate the probable sequence of development. Workforce housing will be crucial in and around the transit center. Taking advantage of the nearby transit will help offset costs and provide developers an incentive to keep prices more attainable. The second area is meant to capitalize on proximity to the Sodo development. As the hospital redevelops their Lucerne Property, including more workforce residential housing will be important to consider. Finally, areas four and five are long term opportunites to provide workforce housing.

Conceptual Phasing Strategy

This graphic divides South Downtown into three conceptual phases: near-term, mid-term, and long-term. The near-term phase includes projects that are already in process (Commuter Rail) and other transportation network connections. The mid-term phase includes more transportation network enhancements, but also anticipates future development around the transit station, the Kaley Node, the Activity Center at Orange and Michigan, and the Lucerne Hospital property. Finally the long-term phase shows the eventual redevelopment of the remaining South Downtown area based on future transportation connections and increased intensities and densities.

Before and After



Amtrak /Orlando Health Commuter Rail Station (looking North)

Division Avenue from Kaley Street (looking North)

Kaley Activity Center (looking East)

The South Downtown District (looking North)

Proposed Growth Managment Plan Subarea Policies

South Downtown Vision Plan

This subarea, known as the South Downtown Study Area, is intended to be a vibrant, recognizable, mixed-use, multi-modal neighborhood that thrives on the synergies afforded by the continued growth of the Orlando Health Downtown Campus and adjacent medical-related uses.

To encourage the diverse, efficient and intensive use of land within this area, the City shall prepare a South Downtown Vision Plan (the "Vision Plan"). The Vision Plan may address the following:

(1) The potential for locating a unique major attractor (high-value employer, regional attraction, etc.) near the intersection of Kaley Street and Division Avenue to enhance the district's main entry point from the west and provide an additional destination in close proximity to the Amtrak/Orlando Health Rail Station;

(2) Parks and open space needed to connect key destinations and neighborhoods and enhance the pedestrian character of the district;

(3) The potential for workforce housing to complement employment within the district;

(4) Alternative modes of travel, including transit, bicycle and pedestrian facilities;

(5) Maintenance of existing industrial uses while allowing compatible infill development;

(6) Services and facilities needed to accommodate the projected type and amount of development;

(7) Methods for protecting existing residential neighborhoods; and

(8) Recommended design guidelines.

Special Plan Overlay Zoning

Following approval of the Vision Plan, the city shall consider adopting a South Downtown Special Plan Overlay zoning designation (the "Overlay"). The Overlay may:

(1) Include design guidelines and development standards to encourage a compact urban form, enhance economic vitality and promote social diversity within the Study Area;

(2) Allow Residential development as a permitted use in the I-G and I-P zoning districts at a maximum density of 40 dwelling units per acre; and

(3) Allow density and intensity bonuses and additional land uses within defined areas, as provided under Subarea Policies S.12.8 and S.12.9.

The Overlay is intended to create a sense of place by emphasizing pedestrian scale, active ground floor uses, window transparency, active outdoor open spaces and the principles of "Crime Prevention Through Environmental Design; integrate a mix of land uses by encouraging residences above shops and offices to create a 24 hour a day, 7 day a week community; improve transportation connectivity through improvements to vehicular, pedestrian, transit and bicycle facilities; encourage the provision of affordable housing in proximity to employment; preserve the viability of existing industrial uses; and ensure appropriate and compatible development within the Study Area.

City Council shall not adopt the Overlay until one or more mechanisms have been approved to fund the public infrastructure needed to accommodate the increased densities and intensities contemplated under this subarea policy.

Public Outreach

Business and property owners within the Study Area are encouraged to participate in discussions regarding area-wide public infrastructure needs and funding alternatives; methods for sharing the cost of public infrastructure improvements; and a comprehensive yet compassionate course of action to deal with the transient and homeless issues within the district.

Transportation

To facilitate a balanced transportation system that affords multiple options for getting around, the City shall:

(1) Encourage improvements that establish the Amtrak/ Orlando Health transit station as the multi-modal hub of the Study Area.

(2) Investigate opportunities to accommodate short distance and high frequency transit service by extending a transit circulator from downtown to locations within the Study Area.

(3) Encourage street network connections and linkages that enhance mobility within the Study Area and assists in reducing traffic on Orange Avenue.

Maximum Development Capacity

The maximum amount of development allowed within the Study Area shall be as follows:

Land Use Type	Base (2008)	Growth	Maximum
Single Family	77	23	100 dwelling units
Multifamily	623	2,400	3,023 dwelling units
Office	1,511,603	2,200,000	3,711,603 sq. ft.
Retail / Commercial	302,836	400,000	702,836 sq. ft.
Hotel	22	400	422 Rooms
Industrial	2,023,196	300,000	2,323,196 sq. ft.
Hospital	2,004,066	3,300,000	5,304,066 sq. ft.
Public Benefit Use	38,040	120,000	158,040 sq. ft.

Development on individual building sites shall comply with the maximum densities and intensities allowed by the adopted future land use designation and any density or intensity bonus approved by the City. The maximum amount of development allowed within any single land use type may be increased in conjunction with a simultaneous equivalent reduction in another land use type. Equivalency shall be based on a peak hour trip generation equivalency calculation reviewed and approved by the City's Planning Official and Transportation Director. Any change inconsistent with this subarea policy shall require a GMP amendment and shall be supported by data and analysis that demonstrates adequate facilities and services are available to accommodate the proposed amount of development. Any change that will increase the potential number of residential dwelling units shall be subject to review by Orange County Public Schools and may require a Capacity Enhancement Agreement. Conformance with the maximum development capacity allowed by this subarea policy shall be reviewed annually and in conjunction with the city's periodic Evaluation and Appraisal Report.

KALEY SUBAREA

Kaley Street Corridor. The intersection of Division Avenue and Kaley Street is the western gateway to South Downtown and offers a prime opportunity to create a highly visible and memorable node of activity. To encourage redevelopment, the South Downtown Special Plan Overlay designation (the "Overlay") provided in Subarea Policy S.12.7 may allow a maximum density of 100 dwelling units per acre and/or a maximum intensity of 2.0 F.A.R. within Subarea S.12.8 when approved as a density and/or intensity bonus. Density and intensity bonuses shall be reviewed and approved in accordance with the regulations provided in the Land Development Code for Bonuses in Office, Mixed Use Corridor and Activity Center Districts. The Overlay may also allow residential, hotel, eating and drinking, office and retail uses throughout Subarea S.12.8 when approved as part of a Planned Development, subject to the following additional criteria;

(a) Building sites shall accommodate mass transit;

(b) Development shall connect to a master stormwater system, if available; and

(c) Building and site design shall be generally consistent with the principles and practices of the Leadership in Energy and Environmental Design (LEED) Green Building Rating System developed by the U.S. Green Building Council or a similar rating system approved by the City.

Amtrak/Orlando Health Transit Station Node

The Amtrak/Orlando Health transit station provides a prime opportunity to create a complementary mixture of transit-supportive uses at higher densities and intensities within walking distance of transit facilities. To encourage redevelopment and support existing development, the South Downtown Special Plan Overlay designation (the "Overlay") provided in Subarea Policy S.12.7 may allow a maximum density of 100 dwelling units per acre and/or a maximum intensity of 1.6 F.A.R. within Subarea S.12.9 when approved as a density and/or intensity bonus. To further encourage the intensification of uses in close proximity to the Amtrak/Orlando Health transit station, the Overlay may allow a maximum density of 100 dwelling units per acre and/or a maximum intensity of 3.0 F.A.R. within Subarea S.12.9.1 when approved as a density and/or intensity bonus. Density and intensity bonuses shall be reviewed and approved in accordance with the regulations provided in the Land Development Code for Bonuses in Office, Mixed Use Corridor and Activity Center Districts. The Overlay may also allow residential, hotel, eating and drinking, office and retail uses throughout Subareas S.12.9 and S.12.9.1 when approved as part of a Planned Development, subject to the following additional criteria:

(a) Building sites shall accommodate mass transit;

(b) Development shall connect to a master stormwater system, if available; and

(c) Building and site design shall be generally consistent with the principles and practices of the Leadership in Energy and Environmental Design (LEED) Green Building Rating System developed by the U.S. Green Building Council or a similar rating system approved by the City.

Future Year Transportation Analysis

Based on the year 2030 roadway link analysis, the existing roadway segments along Orange Avenue between Kaley Avenue and Gore Street, Lucerne Terrace between Kaley Avenue and Gore Street, and Division Avenue between Columbia Street and Gore Street are projected to fail if additional capacity is not provided. In addition, an Area-wide analysis was also performed to identify the need for additional capacity for the north-south or east-west segments. The total volume-over-capacity (V/C) ratio for the east-west roadway segments indicates that the total roadway capacity with the existing number of lanes is sufficient to handle the projected year 2030 traffic in the South Downtown Area. However, based on the total V/C ratio for the north-south roadway segments, an additional need for a bi-directional two (2) lane roadway capacity should be made available by the year 2030. This could be achieved by any of the following options:

- Four-laning of the existing two-lane Division Avenue
- Six-laning of the existing four-lane Orange Avenue
- Extending and reconstructing Atlanta Avenue to a three lane roadway (with bidirectional turn lane in the middle) from Kaley Avenue to Gore Street.
- Extending and reconstructing Kuhl Avenue/Bellevue Avenue to a three lane roadway (with bi-directional turn lane in the middle) from Kaley Avenue to Gore Street.

As stated in the Transportation Strategy, the upgrading of Atlanta Avenue is the most viable alternative to not only meet the future transportation needs, but also future potable water/fire flow needs if combined with specific wastewater enhancements.

Additionally, although the transportation analysis does not require it, additional connectivity, both north-south and east-west, will enhance the circulation of traffic throughout South Downtown and create more opportunities for redevelopment.

The detailed transportation analysis report is located under separate cover in Appendix C.

Future Year Wastewater Analysis

The existing wastewater flow is estimated to be around 0.69 MGD. Wastewater flow increase is projected to be approximately 1.03 MGD by 2030. The City of Orlando's, Engineering Manual Standards for Wastewater Facilities Design Section 9.02, B requires a maximum daily demand (MDD) peaking factor of 2.5 times average daily flow (ADF). Therefore, the peak flow is expected to increase by approximately 2.6 MGD.

City of Orlando Wastewater Department staff estimate that the existing sewer system is adequate to handle the existing flows. However, the system cannot accommodate any significant increase in wastewater flows. To accomodate the future wastewater needs of Orlando Health, the City and Orlando Health are coordinating efforts to install a larger forcemain along Orange Avenue. Future development within the study area that will increase flow to the existing sewer system, especially development east of the CSX railroad tracks, will have to direct flows to the proposed forcemain. Lift stations will be required to transfer the flows to the forcemain.

To accommodate this increased peak flow, two (2) lift stations may be used, at a minimum. Each lift station will be required to have a capacity of about 1.3 MGD. New gravity sewer lines may be necessary to accommodate the wastewater flows from the future developments to these lift stations.

As an alternative, the future developments can be connected to the proposed forcemain using the existing grid of gravity sewer system connected to lift stations. This scenario will redirect existing flows from the existing Lift Station #1 and 18 to the proposed forcemain. Three (3) lift stations can be constructed.

The gravity sewer system within the study area is adequate for the existing developments. For future growth, the sanitary effluent will need to be routed to a proposed force main line along Orange Avenue or a new line created, potentially in the Atlanta Avenue corridor. Lift Stations will be required within the study area. The number of lift stations and their locations will require additional planning based upon the phasing of the developments. The detailed wastewater analysis is located under separate cover in Appendix B.

Future Year Stormwater Analysis

Stormwater capacity is currently adequate for the existing development in South Downtown. However, the City is currently studying stormwater capacity for Lake of the Woods in Basin 2. Stormwater from the area west of Basin 2 will be discharged directly to Clear Lake.

South Downtown is part of a larger landlocked drainage basin that relies only on drainage wells for volume recovery. With the exception of recent redeveloped projects, there are no pollution abatement collection and treatment systems on the majority of properties in the study area. Future development will need to provide on-site stormwater treatment facilities.

As individual sites are redeveloped, the treatment volume will need to be collected and abated on-site using retention ponds, where practical, swales and exfiltration trenches that can percolate the runoff into the soil. Other methods could include ponds with underdrains, bio-swales and underground vaults. These methods will significantly improve the water quality of the receiving water bodies within the study area. Other innovative methods that can be used to reduce runoff and improve water quality from the individual sites include pervious pavement, and garden roofs. Additionally, the stormwater can be collected and reused for landscape irrigation and custodial uses.

For the stormwater management systems, it is recommended that a district-wide master stormwater system be implemented to consolidate stormwater retention into more usable public amenities.

Future Year Potable Water Analysis

The increased demand for potable water was calculated to be approximately 1.74 MGD. The total future demand is expected to be on the order of 3.09 MGD. Using a maximum daily demand (MDD) peaking factor of 2.0 produces a maximum daily demand of approximately 6.18 MGD.

The fire flow demand will dictate the adequacy of the water system. The fire flow demand for the future development was calculated and the data was used in the hydraulic model by Orlando Utilities Commission. The worst case scenarios for fire flow demand location within the zones were selected for the analysis. The Hydraulic analysis revealed that the available fire flow will not be adequate without modification to portions of the infrastructure. These improvements are summarized in the Costing Table.

The water system within the study area is capable of supplying the existing and future development with potable water. There are areas within the study area where the main pipeline is not adequate for fire flow demand. These areas include Atlanta Avenue.

The detailed potable water analysis is located under separate cover in Appendix B.

Cost Analysis

The cost analysis was conducted to determine the "should cost" pricing of the South Downtown improvements as identified in the transportation and infrastructure analyses. The cost analysis included upgrades to the existing water, wastewater, storm drainage and related roadways. The South Downtown Cost Table summarizes the results of the cost analysis by infrastructure element and includes:

- General Requirements - includes General Contractor costs for on-site set up, project managament, field supervision, equipment rental, field support, temporary utilities, safety, clean up and insurance.
- General Contractor's Overhead and Profit (GC OH&P)
- Bonds and Insurance
- Design/Construction Contingency

The Cost Table includes the four potential roadway improvement alternatives. All of these alternatives would, at a minimum, need to provide additional capacity between Gore Street and Kaley Street. These estimates do not include the right-of-way that would be required to complete these improvements. Right-of-way purchase costs would impact each of the alternatives significantly depending on the negotiated right-of-way purchase price. Alternatively, right-of-way should be set aside according to the South Downtown Vision Plan as property redevelops and is negotiated through the Planned Development process. An Advisory Council consisting of South Downtown property owners could be useful in securing the necessary right-of-way.

The detailed Cost Analysis is provided under seperate cover in Appendix D.

Infrastructure Element	Roadway Improvement Alternatives			
	Division Avenue 4 laning	Orange Avenue 6 laning	Atlanta Avenue Extend & Rebuild (3-Lane Section)	Kuhl Avenue Extend & Rebuild (3-Lane Section)
Water	$1,133,000	$1,133,000	$1,133,000	$1,133,000
Wastewater	$5,436,000	$5,436,000	$5,436,000	$5,436,000
Stormwater	(1)	(1)	(1)	(1)
Roadways	$3,607,000	$4,767,000	$6,315,000	$6,315,000
Subtotal	**$10,176,000**	**$11,336,000**	**$12,884,000**	**$12,884,000**
General Requirements	$1,018,000	$1,134,000	$1,288,000	$1,288,000
GC OH&P	$896,000	$998,000	$1,134,000	$1,134,000
Bonds/Insurance	$224,000	$249,000	$283,000	$283,000
Contingency	$1,847,000	$2,057,000	$2,338,000	$2,338,000
TOTAL	**$14,161,000**	**$15,774,000**	**$17,927,000**	**$17,927,000**

(1) Stormwater upgrades to be provided on a site by site basis or under a District Master Stormwater Plan (if appropriate).
(2) The detailed cost tables and summary are provided under seperate cover in Appendix D.

Advisory Group

A South Downtown Advisory Group may be created to address issues of area-wide concern. This entity should be comprised of district landowners or employees who have a legitimate stake in the future of South Downtown. Specific issues and responsibilities may include:

(1) Keepers of the Vision - monitor implementation of the South Downtown Vision Plan and development program capacity
(2) Consider area-wide public infrastructure needs to reduce individual development site costs and provide enhanced district value. Examples may include;
    - Master stormwater system
    - District roadway improvements
    - Creation of district public spaces (parks, open space, civic buildings)
(3) Investigate funding alternatives for sharing the cost of public infrastructure improvements through an area-wide assessment district or other mechanism(s).
(4) Explore a comprehensive yet compassionate course of action to deal with the transient and homeless issues within the district.
(5) Encourage the aggregation of parcels to create significant blocks of redevelopment and allow for the creation of district-wide infrastructure improvements
(6) Recruit specific businesses to meet the needs of the area and assist in the retention of existing quality developments
(7) Advise the City of Orlando pertaining to any actions related to the redevelopment of the area.

The formal structure for the Advisory group should be developed by a steering committee consisting of property owners and/or representatives of the area. The elements to be included in organizational structure should consist of the following:

- Mission
- Responsibilities
- Specific geographic area defined
- Membership criteria: numbers, terms, eligibility, appointments
- Administrative support: resources required and sources of support
- Adoption process for implementation
- By-laws for entity

Ultimately, an Advisory group should be recognized by the City Council of Orlando and formally created by ordinance.

Special Plan Zoning Overlay

Equally critical to the success of South Downtown is the built form, "addressing" the street through building design, minimum height, doors and windows placement and other appearance elements. Form based land development regulations are a recognized way to achieve the desired urban form. In the absence of regulations, "voluntary" adoption of urban form is rare; likely to be limited to the small minority of property owners and developers already predisposed to new urbanism principles. The Special Plan Zoning Overlay should be prepared and adopted as quickly as possible to establish the tone for all future redevelopment sites.

The following recommendations should be considered in preparation of the Special Plan Zoning Overlay:

- Collect similar standards from development within the City of Orlando and other Cities and review which features were successful and where improvements need to be addressed through these standards. Specific attention should be placed on Industrial redevelopment areas, mixed use policies, and the incorporation of residential into Industrial areas.

- Prepare a draft of the Guidelines which describes the desired form, format of design ideas, address existing uses and properties, include evaluation criteria, and a process to test the proposed standards. These draft Standards should at a minimum address:
  - Building height
  - Lot coverage
  - Accessory structures and uses
  - Setbacks
  - Density and intensity of use
  - Graphic depiction of appropriate building scale, massing and height for each identified district type
  - Parking standards
  - Landscaping
  - Signage

- Finalize the draft Guidelines by evaluating their effectiveness on several test sites within the District. Comparison to the evaluation criteria developed at the draft stage will make evident where adjustments or additional guidelines will be necessary.

Funding Mechanism

The South Downtown District is already entitled, from a land use perspective, for a substantial amount of development. As this Vision plan establishes a framework for future growth, considerable infrastructure investments will be necessary to see that it becomes a reality. Given the frequently changing political environment and availability of government funding, the District should explore additional sources of infrastructure funding to develop some of the much needed infrastructure improvements.

The following recommendations should be considered for additional sources of District-wide improvement funding:

- Community Development Districts (CDD) are quasi-government agencies focusing on a specified district boundary. A CDD affects infrastructure implementation by providing maintenance/operation and construction of capital improvements for a number of public services (i.e. sewer, water, utilities, transportation and/or parks). CDDs also have taxing authority to pay for proposed capital improvements, which may or may not require a public vote.

- Tax Increment Financing is a tool to use future gains in taxes (i.e. real estate excise tax, sales tax, property tax, etc.) to finance capital improvements. Tax Increment Financing dedicates that increased revenue be used to finance debt that was issued to pay for a project. For example, when a public project such as a road, sewer or water is constructed, there is an increase in the value of the surrounding area and often new private investment. This increased value and investment creates more taxable property, which increases tax revenues.

- Special Improvement Districts are designated to receive a range of enhanced services to improve the local business climate. Of the many services possible, a few examples include; marketing and promotion, maintenance, security, new business recruitment, maintaining a database of vacant and available space, managing public parking, assisting homeless populations, and contributing towards larger infrastructure projects.

- Additional methods may include;
    - Bonds
    - Special Taxing Districts
    - Brownfields
    - Enterprise Funds
    - Development Fees
    - In-lieu Fees
    - Dedications
    - Service Privatization

Conclusion

The South Downtown Vision Plan is a guide for the future growth of the area which provides a framework for the next 30 years and beyond. The proposed Special Plan Overlay Zoning designation will increase potential densities and intensities within target areas, create flexibility in the type of allowable uses, preserve existing property rights, promote alternative modes of transportation and provide incentive for redevelopment.

The recommendations of this plan require a commitment by the City of Orlando and, more importantly, the landowners and residents of South Downtown. The creation of an advisory group is critical to the success of this Vision as they will serve as the "Keepers of the Vision". This group will be responsible for monitoring issues of area-wide concern and act as advocates for the continued growth and change within the South Downtown area.

One of the most critical issues for accommodating future 2030 growth are the potential infrastructure costs totaling approximately $20 million dollars. Infrastructure costs for the ultimate South Downtown Vision, as illustrated in this Plan, may cost hundreds of millions. The advisory group will need to lead efforts to establish a funding mechanism(s) to cover or subsidize these costs. The implementation of a Community Development District, Tax Increment Financing, and/or Special Improvement District, among others, would not only assist in large infrastructure projects, but may also provide funds for other services like marketing, maintenance, security, and assisting homeless populations within the district.

The collective Vision that was developed by myregion.org was led by a group of public, private and civic leaders, ensuring Central Florida's place in the global economy and improving opportunities for generations to come. That Vision relies on centers of growth as one of its core themes and principles. The South Downtown Vision Plan is no different, simply on a smaller scale. The South Downtown Vision Plan provides the groundwork for expanding Downtown Orlando. This is the very first step of a much larger process, but with time and champions for the South Downtown Vision Plan, this area will reach its tremendous potential and become another great asset to Downtown Orlando and the entire Central Florida Region.

ACTIONS

- Amend the City's Growth Management Plan to include policies recommended in the South Downtown Vision Plan.
- Establish an advisory group to monitor issues of area-wide concern. Meet regularly to develop recommendations, identify funding, and implement change.
- Prepare and adopt a Special Plan Overlay Zoning District with specific guidelines in order to ensure consistent quality developments.