VISION ZERO ORLANDO

CITY OF ORLANDO
COMMUNITIES OF CONCERN

August 2026



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CITY OF ORLANDO TRANSPORTATION

Table of Contents

EXECUTIVE SUMMARY 3
INTRODUCTION 4
2021 COMMUNITIES OF CONCERN OVERVIEW 5
2026 COMMUNITIES OF CONCERN METHODOLOGY 7
Data Retrieval and Preparation 7
Updates to Community Indicators 7
Determining Communities of Concern 10
DATA RESULTS AND DISCUSSION 10
Indicator 1. Percent of Households Living Below the Poverty Level 12
Indicator 2. Percent of Population that Identifies other than White-alone 14
Indicator 3. Percent of Occupied Housing Units with Zero-Vehicles Available 14
Indicator 4. Percent of Population Aged 65 or Older 18
Indicator 5. Percent of Population Under the Age of 18 18
Indicator 6. Percent of Population with Limited English Proficiency (LEP) 21
Indicator 7. Percent of Population with Identified Disabilities 23
Composite Community Score 25
GEOGRAPHIC ANALYSIS 25
Geography Considerations 25
Geographic Shifts in Communities of Concern 25
Severity of Communities of Concerns 29
COMPARISION TO THE HIGH INJURY NETWORK (HIN) 30

APPLICATION AND IMPLEMENTATION OF COMMUNITIES OF CONCERN 32
Recommendations 33

List of Tables

Table 1. Updates from 2021 to 2026 Community Indicators 8
Table 2. Details of the Community Indicators for 2026 Communities of Concern Update 9
Table 3. Poverty Thresholds for 2023 by Size of Family and Number of Children Under 18 Years 12
Table 4. Top Non-English Languages Spoken at Home and English Proficiency in Florida (Ages 5+) 21
Table 5. Population with a Disability by Type in the City of Orlando 23
Table 6. Average Community Composite Score from 2021 to 2026 Citywide and within Designated Communities of Concerns 29

List of Figures

Figure 1. Safe System Approach 4
Figure 2. 2021 Communities of Concern Scoring 6
Figure 3. Averages of Community Indicators for the City of Orlando, Orange County, and the State of Florida 11
Figure 4. Community Indicator 1, Percent of Population Below the Poverty Line 13
Figure 5. Community Indicator 2, Percent of Population other than White-alone 15
Figure 6. Community Indicator 3, Percent of Occupied Housing Units with Zero-Vehicles 16
Figure 7. Tenure of Occupied Housing Units by Vehicles Available 17
Figure 8. Community Indicator 4, Percent of Population age 65 and Older 19
Figure 9. Community Indicator 5, Population Younger than 18 20
Figure 10. Community Indicator 6, Percent of Households with Limited English Proficiency (LEP) 22
Figure 11. Community Indicator 7, Percent of Population with an Identified Disability 24
Figure 12. 2026 Communities of Concern, Composite Community Score 26
Figure 13. Comparison of 2021 and 2026 Communities of Concern 27
Figure 14. Comparison of 2026 Communities of Concern and 2026 High Injury Network 31

EXECUTIVE SUMMARY

The Communities of Concern (CoC) analysis is a data-driven tool used to prioritize transportation safety investments in the City of Orlando. It identifies areas with vulnerable road users and residents who are most transportation disadvantaged. A resident is considered transportation disadvantaged if they face challenges accessing safe, reliable, and affordable transportation due to factors like income, age, disability, or lack of a vehicle. This analysis helps ensure that planning decisions consider different community needs.

As part of the FORWARD Orlando project, the City received funding to update the 2021 Vision Zero Action Plan, with the CoC analysis as a key part of that effort. The 2026 CoC analysis includes several improvements from the 2021 Action Plan:

- It uses updated data from the 2023 5-Year American Community Survey (ACS) and changes the geographic focus from census tracts to smaller census block groups. This allows for a more detailed understanding of transportation needs at the neighborhood level rather than larger areas that may hide important differences.
- The analysis looks at seven community indicators, including income, race and ethnicity, age, travel behavior, language, and access needs. These indicators help identify areas where residents are more likely to face transportation challenges. Each indicator is compared to the city average, given equal weight, and combined into a final ranked score.

The scoring method is the same as in 2021. A block group with a score of four or higher is considered a CoC. Results show that 46.9% of block groups in the city meet this threshold. These areas are mainly located west of I-4 and Orange Blossom Trail as well as along major corridors like Semoran Boulevard and Curry Ford Road. Geographic shifts from the 2021 CoC are likely due to updated data, the use of smaller geographic areas, recent annexations, and new development.

Comparing CoC with the High Injury Network (HIN) shows a strong connection between transportation disadvantaged areas and crash risk. Many neighborhoods with higher levels of vulnerable road users are more likely to also deal with more deadly and serious injury crashes. About 61% of HIN road segments and 72.5% of intersections are within CoC.

This analysis helps guide us to where funding and projects should be focused. It also supports better design decisions and more targeted community outreach. While a score of four or higher defines a CoC, some lower-scoring areas still have important needs. Overall, the 2026 update provides a clearer, more detailed foundation for improving transportation safety and access across the city.

INTRODUCTION

As part of the FORWARD Orlando project, the City received funding to update the Vision Zero Action Plan. The Communities of Concern (CoC) analysis is a key part of this update and helps prioritize where investments are needed most. By showing differences in vulnerable road users across the city, the framework supports a more informed and safety-focused planning process.

Communities of Concern (CoC) are areas with historically underserved populations and higher numbers of transportation-disadvantaged residents. These residents often face a greater risk of severe or fatal crashes due to system-level factors, not just individual behavior. This approach aligns with the Safe System Approach, especially the *Safer People* principle shown in Figure 1. It recognizes that people have different levels of exposure, ability, and risk, and that transportation systems should be designed to account for these differences.



Figure 1. Safe System Approach

Federal guidance is often used to identify and prioritize underserved areas, including U.S. Department of Transportation designations such as Opportunity Zones and Areas of Persistent Poverty / Historically Disadvantaged Communities. These datasets provide useful information about economic conditions and past disinvestment. However, they do not fully capture all the social, demographic, and transportation factors that influence safety and access at the neighborhood level.

The CoC analysis builds on federal designations by adding local community indicators such as income, age, disability, and access to transportation. These factors are also compared with the High Injury Network (HIN) to create the CoC framework. This framework helps identify where safety improvements can have the greatest impact. By combining multiple data sources, the approach supports more complete and data-driven decision-making. It aligns with Safe System principles and helps direct investments to the communities with the greatest need.

2021 COMMUNITIES OF CONCERN OVERVIEW

The 2021 CoC analysis used demographic data from the 2016 American Community Survey (ACS) and evaluated conditions at the census tract level. The analysis included the following community indicators:

- Percent of population below poverty level
- Percent of population that is a minority race / ethnicity
- Percent of zero-vehicle households
- Percent of population age 65 and older
- Percent of population age 18 and under
- Percent of commuters using a mode other than a personal motor vehicle
- Percent of population with Limited English Proficiency

The analysis compared each tract's value for these indicators to citywide averages. Tracts that exceeded the citywide average for a given indicator received a score of 1. The team summed scores across all indicators to create a composite score ranging from 0 to 7. Tracts with a composite score of 4 or higher qualified as CoC, as shown in **Figure 2**.

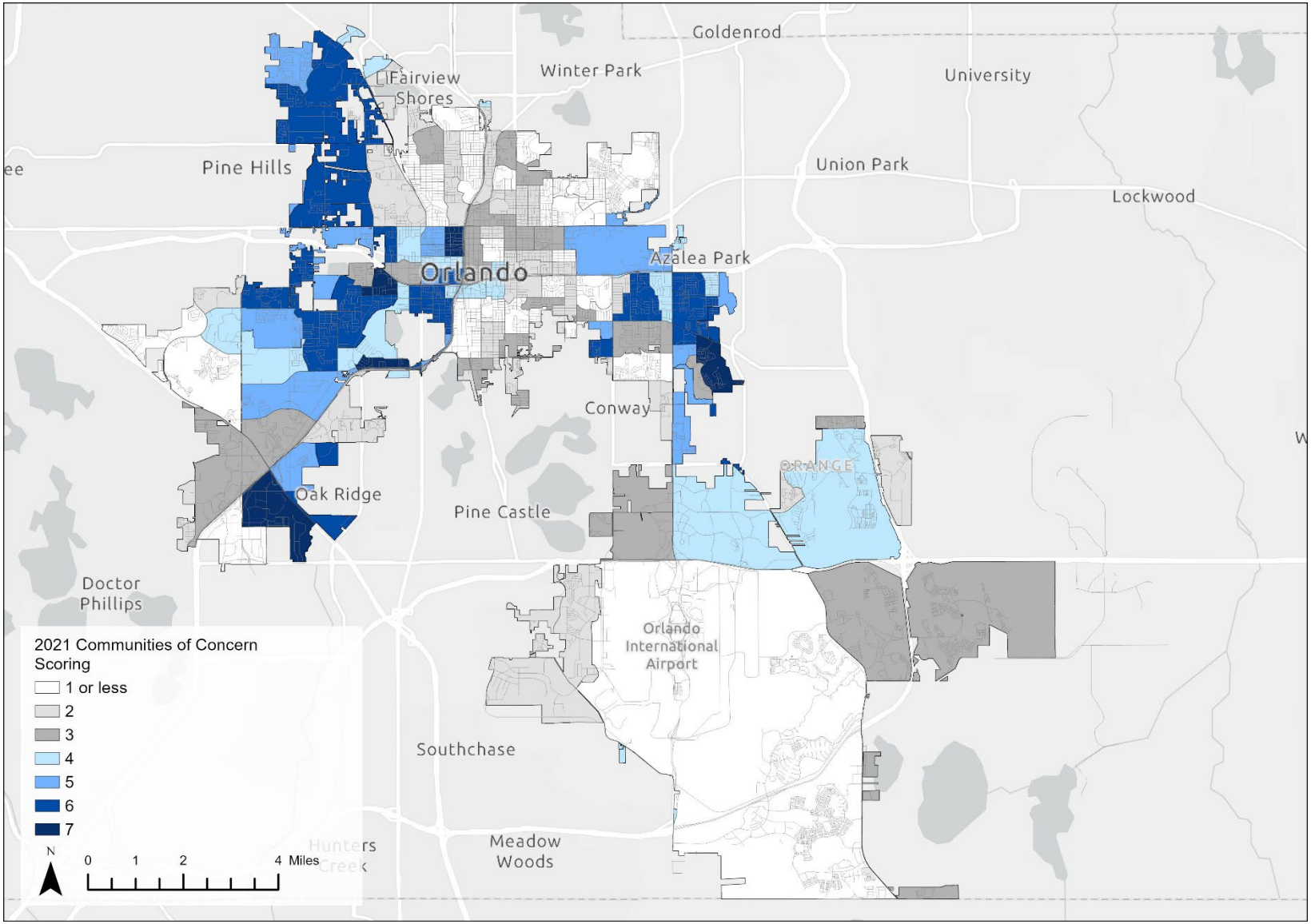


Figure 2. 2021 Communities of Concern Scoring

2026 COMMUNITIES OF CONCERN METHODOLOGY

Data Retrieval and Preparation

The analysis uses 5-year American Community Survey (ACS) data from 2019–2023. The 5-year dataset was chosen because it provides more reliable results and smaller margins of error than the 1-year ACS, especially for smaller geographic areas.

The analysis is conducted at the census block group level, which is more detailed than the census tract level. This allows for a more precise understanding of transportation-disadvantaged populations throughout the city. Demographic data from the 2019–2023 ACS was linked to 2023 census boundaries using geographic entity codes.

To prepare the data, the team collected all relevant ACS variables for Orange County at the smallest available geographic level, either census tract or block group. These datasets were converted into spatial layers and clipped to the City of Orlando's boundaries as of December 2025. The analysis also incorporates current City of Orlando data, including city limits, the roadway network, and the High Injury Network (HIN).

Updates to Community Indicators

The 2026 update builds on the indicators used in the 2021 analysis. These indicators cover several areas, including income, race and ethnicity, age, travel behavior, language access, and accessibility. Together, they help measure vulnerability among road users.

Table 1 shows the changes in community indicators between the 2021 and 2026 CoC analyses, including updated terms, removed indicators, and new ones. **Table 2** gives a detailed description of each 2026 indicator, including its category, why it is included, how it relates to Vision Zero, the ACS data sources used, and the geographic level of the data.

Table 1. Updates from 2021 to 2026 Community Indicators

2021 Community Indicators	2026 Community Indicators	Change Type	Notes & Rational for Update
Percent of population below poverty level	Percent of households living below the poverty level	Language Updated	Updated to reflect household-level measurement and align with ACS data
Percent of population that is a minority race / ethnicity	Percent of population that identifies other than White-alone	Language Updated	Clarifies definition and improves consistency with Census race categories.
Percent zero-vehicle households	Percent of occupied housing units with zero-vehicles available	Language Updated	Expanded language for clarity and alignment with ACS data
Percent of population age 65 and older	Percent of population aged 65 and older	No Change	Retained without modification.
Percent of population age 18 and under	Percent of population under the age of 18	Language Updated	Minor wording update for clarity and consistency.
Percent of commuters using a mode other than a personal motor vehicle	-	Removed	COVID-19–related remote work trends limit comparability with pre-pandemic data and skew the indicator's ability to reflect travel mode dependence.
Percent of population with Limited English Proficiency (LEP)	Percent of household with Limited English Proficiency (LEP)	Language Updated	Updated to household-based measures to better reflect language access needs.
-	Percent of population with an identified disability	Added	New indicator added to capture accessibility and mobility considerations.

Table 2. Details of the Community Indicators for 2026 Communities of Concern Update

Community Indicators	Theme	Rational for Inclusion and Relevance to Vision Zero	ACS Data Tables	Geography
Percent of households below the poverty level	Socio-economic	Lower-income households are more likely to walk, bike, or use transit and may not be able to avoid high-risk roads, which increases their exposure to traffic safety risks.	B17017: Poverty Status in the Past 12 Months	Block Group
Percent of population that identifies other than White-alone	Race & Ethnicity	Racial and ethnic composition helps identify communities that have historically received less infrastructure investment, which is often linked to higher safety risks and unmet transportation needs.	B0200: Race	Block Group
Percent of occupied housing units with zero-vehicles available	Travel Mode	Zero-vehicle households rely on non-driving modes of travel, which increases their exposure to traffic conditions and highlights the need for strong transit connections.	DP04: Selected Housing Characteristics	Tract
Percent of population aged 65 and older	Age	Older adults are more vulnerable to serious injuries in crashes and often need safer crossings, better lighting, and accessible pedestrian facilities.	S0101: Age and Sex	Block Group
Percent of population under the age of 18	Age	Children often walk or bike to school, parks, and nearby destinations, which increases the need for traffic calming and safe crossings along key routes.	S0101: Age and Sex	Block Group
Percent of population with Limited English Proficiency (LEP)	Language	People with LEP may have difficulty accessing safety information and outreach materials, so communication needs to be clear and accessible.	S1603: Language Spoken at Home	Tract
Percent of population with an identified disability	Access	People with disabilities may face mobility, sensory, or cognitive challenges that increase safety risks when infrastructure is not fully accessible or predictable.	DP02: Selected Social Characteristics	Tract

Determining Communities of Concern

Community Indicators

The analysis calculates the citywide averages for each indicator using block group data where available. For indicators only available at the census tract level, tract values were applied to all block groups within that tract. Citywide averages were based on all block groups or tracts within or partly within city limits. These averages were used as benchmarks to identify the top 50% of areas for each indicator. Block groups or tracts above the citywide average received one point for that indicator. All indicators were weighed equally.

Composite Community Score

The points for each block group are added up to create a total score. Following the 2021 method, block groups with a score of four or higher are classified as a CoC. This scoring system helps identify areas with higher levels of transportation disadvantage and supports project prioritization across the city.

DATA RESULTS AND DISCUSSION

Figure 3 compares Orlando's citywide averages for each indicator with Orange County and the State of Florida. County and state averages come directly from ACS data, while city averages are based on all block groups or tracts within or partially within city limits.

Orlando has higher rates than the state for several indicators. It has about 10% more residents who identify as non-White and who are under age 18. For residents age 65 and older, Orlando is similar to the state average but about 8% higher than Orange County.

Poverty rates and households without a vehicle are also higher in Orlando than in both the county and the state. Indicators such as limited English proficiency and disability are like county and state averages.

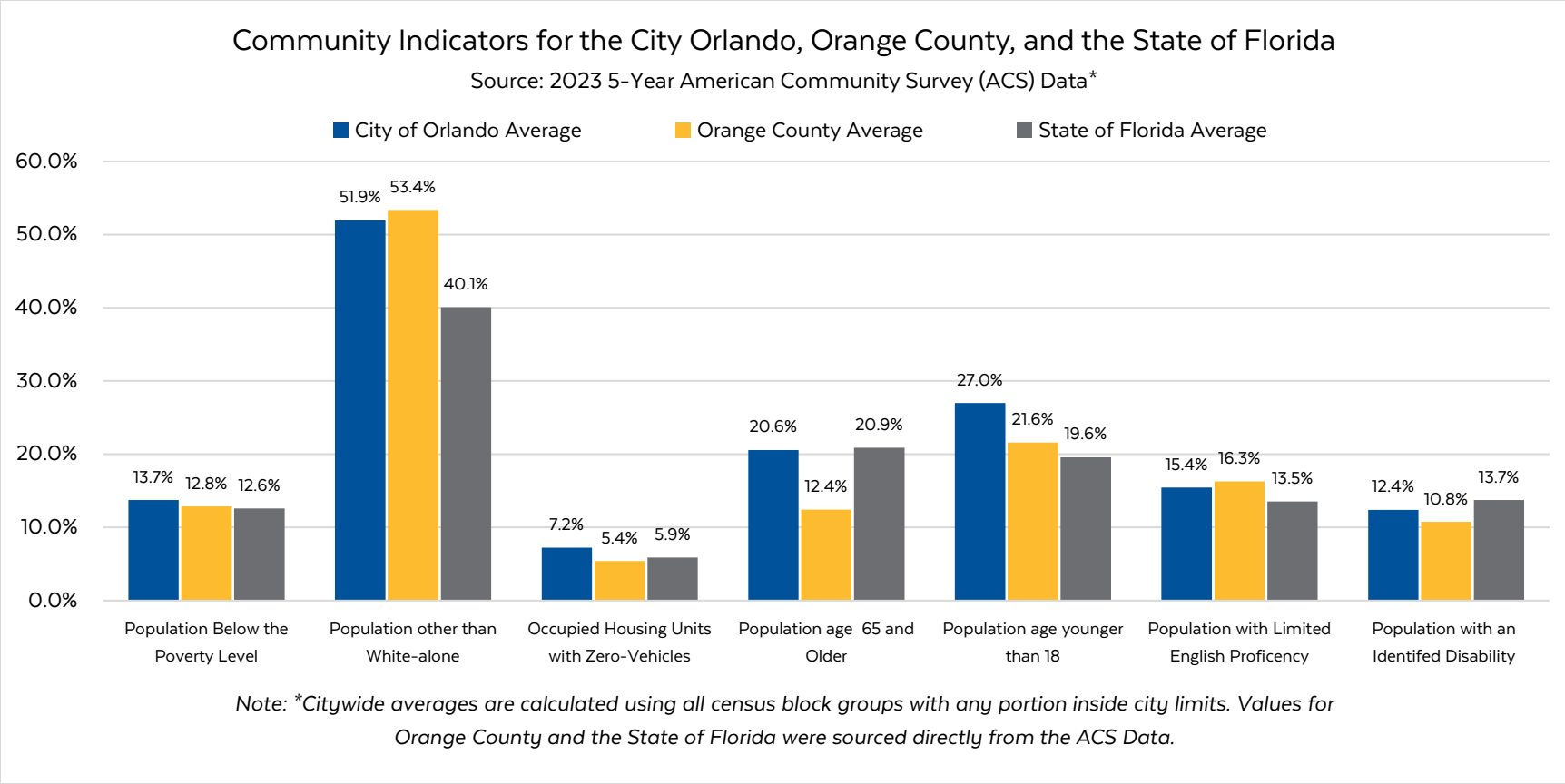


Figure 3. Averages of Community Indicators for the City of Orlando, Orange County, and the State of Florida

The following sections review each community indicator. They show where these indicators appear across the city and estimate how many people experience them, influencing one's transportation-related hardship. Maps highlight where these populations are located and where needs are most concentrated.

Indicator 1. Percent of Households Living Below the Poverty Level

Identifying where residents live below the poverty level helps guide investments that reduce transportation burdens, improve access to jobs and essential services, and increase safety for people facing economic hardship. **Table 3** shows the 2023 poverty thresholds by family size, based on 2024 Census data.

Table 3. Poverty Thresholds for 2023 by Size of Family and Number of Children Under 18 Years

Size Of Family Unit	Weighted Average Thresholds
One person	$15,480
Two people	$19,680
Three people	$24,230
Four people	$31,200
Five people	$36,990
Six people	$41,860
Seven people	$47,670
Eight people	$52,850
Nine people or more	$62,900

Citywide, 13.7% of households fall below the poverty level. This estimate uses census block groups that lie within or partly within city limits. **Figure 4** shows that 39.5% of block groups exceed the citywide rate of 13.7%. These block groups include 17,362 households, or 9.4% of all households. Although many areas have higher poverty rates, these areas make up a relatively small share of total households.

Higher-poverty block groups cluster near SR 436 (Semoran Boulevard) and Curry Ford Road, including parts of the Gateway District in the south. Additional clusters appear west of I-4 and south of SR 408, especially in Commissioner Districts 5 and 6. Other clusters appear in the southeast near the SODO interchange and in the northwest part of District 3, west of John Young Parkway.

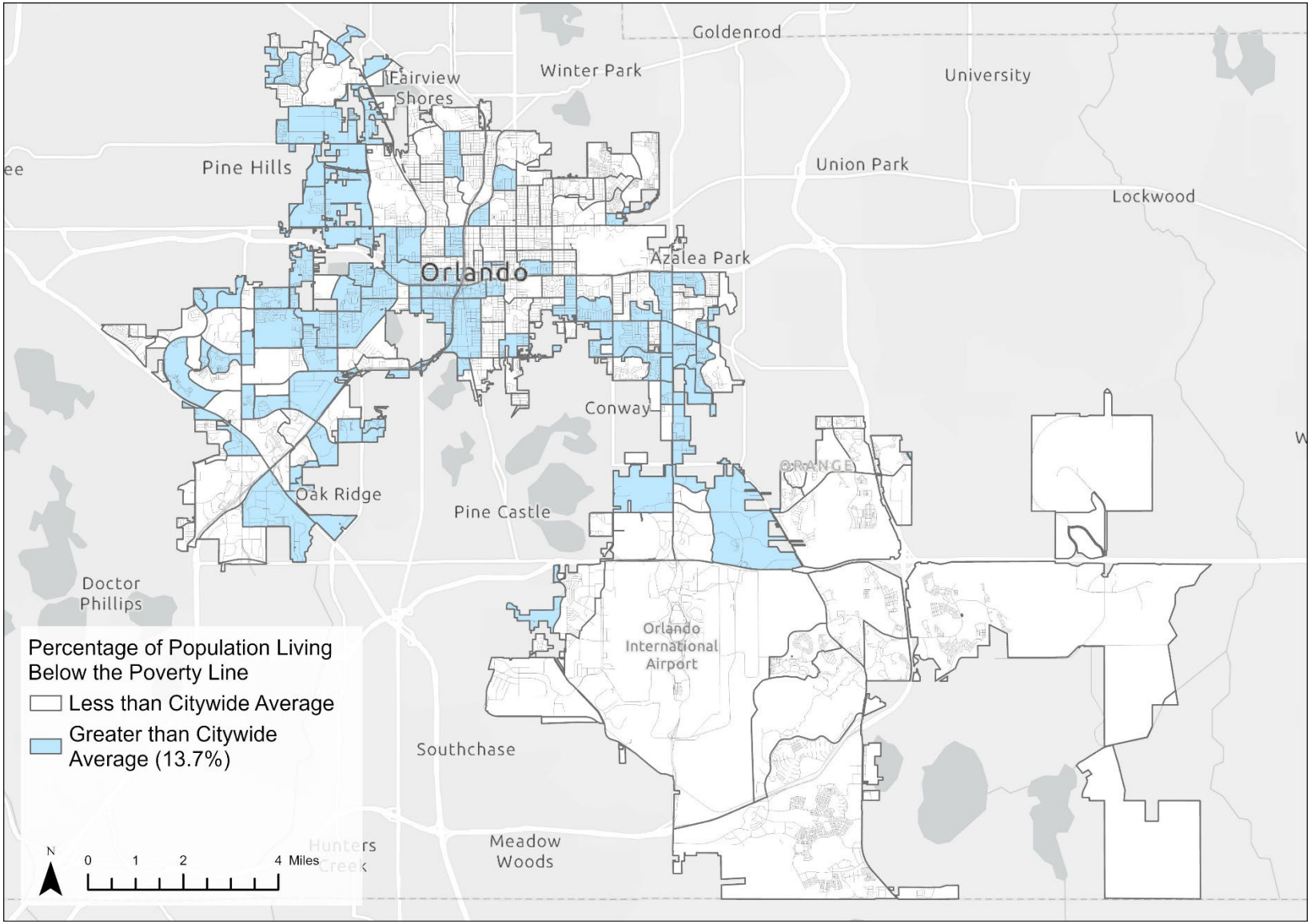


Figure 4. Community Indicator 1, Percentage of Population Living Below the Poverty Line

Indicator 2. Percent of Population that Identifies other than White-alone

Identifying areas with higher shares of residents who are not White-alone helps guide transportation safety investments. These investments improve access to jobs, services, and economic opportunities.

Citywide, 51.9% of residents identify as not White-alone. As shown in **Figure 5**, 50.2% of census block groups have more than 51.9% of their population identifying other than White-alone. These areas include 197,459 residents, or about 41.4% of the total population. This shows that racial and ethnic diversity spreads across much of the city, with many neighborhoods above the citywide level.

Higher shares of these block groups appear west of I-4, along Florida's Turnpike, and along SR 436 between Orlando Executive Airport (ORL) and Orlando International Airport (MCO). Other clusters appear along SR 528 west of MCO and near the SR 528 and SR 417 interchange.

Indicator 3. Percent of Occupied Housing Units with Zero-Vehicles Available

Identifying where zero-vehicle households cluster helps show travel dependence and supports safer, more reliable walking, biking, and transit networks. These networks better serve residents who depend on non-driving travel. Households without a vehicle often face higher transportation safety risks and face barriers to jobs, education, healthcare, and daily services when transit and multimodal options fall short. In some areas, higher shares of zero-vehicle households also reflect places that support non-auto travel.

7.2% of occupied housing units have no vehicle citywide. As shown in **Figure 6**, 39.5% of census block groups have more than 7.2% of occupied housing units with no vehicle. These block groups include 9,944 occupied housing units, or about 4.8% of all occupied units in the city.

Higher concentrations of zero-vehicle households appear north of Florida's Turnpike and west of I-4. These areas include MetroWest, Millenia, a majority of Commissioner District 5, and neighborhoods west of Orange Blossom Trail. Additional clusters appear in the downtown area west of ORL and in neighborhoods near SR 436 and Curry Ford Road, including Engelwood Park, Dover Estates, and South Semoran.

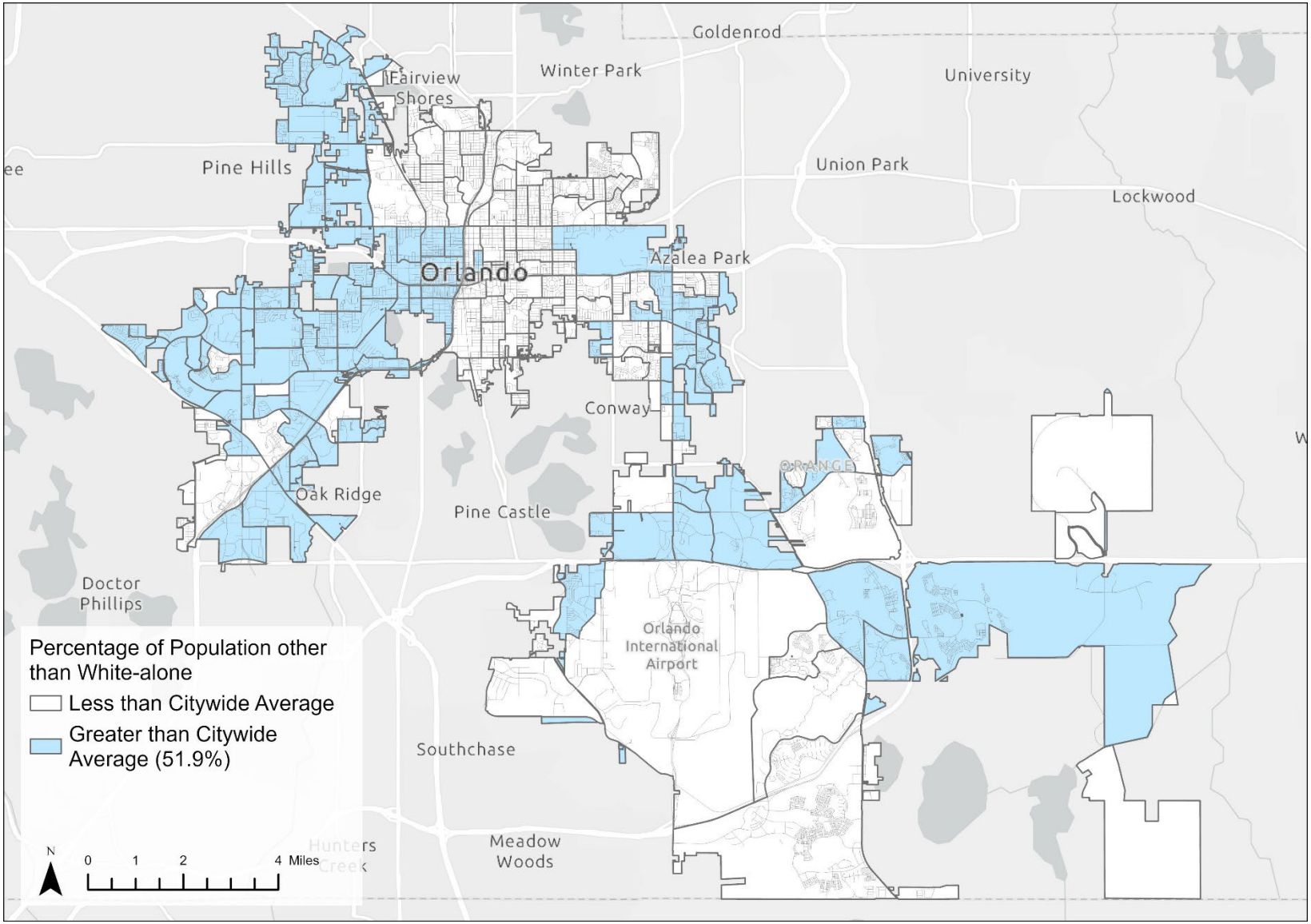


Figure 5. Community Indicator 2, Percentage of Population other than White-alone

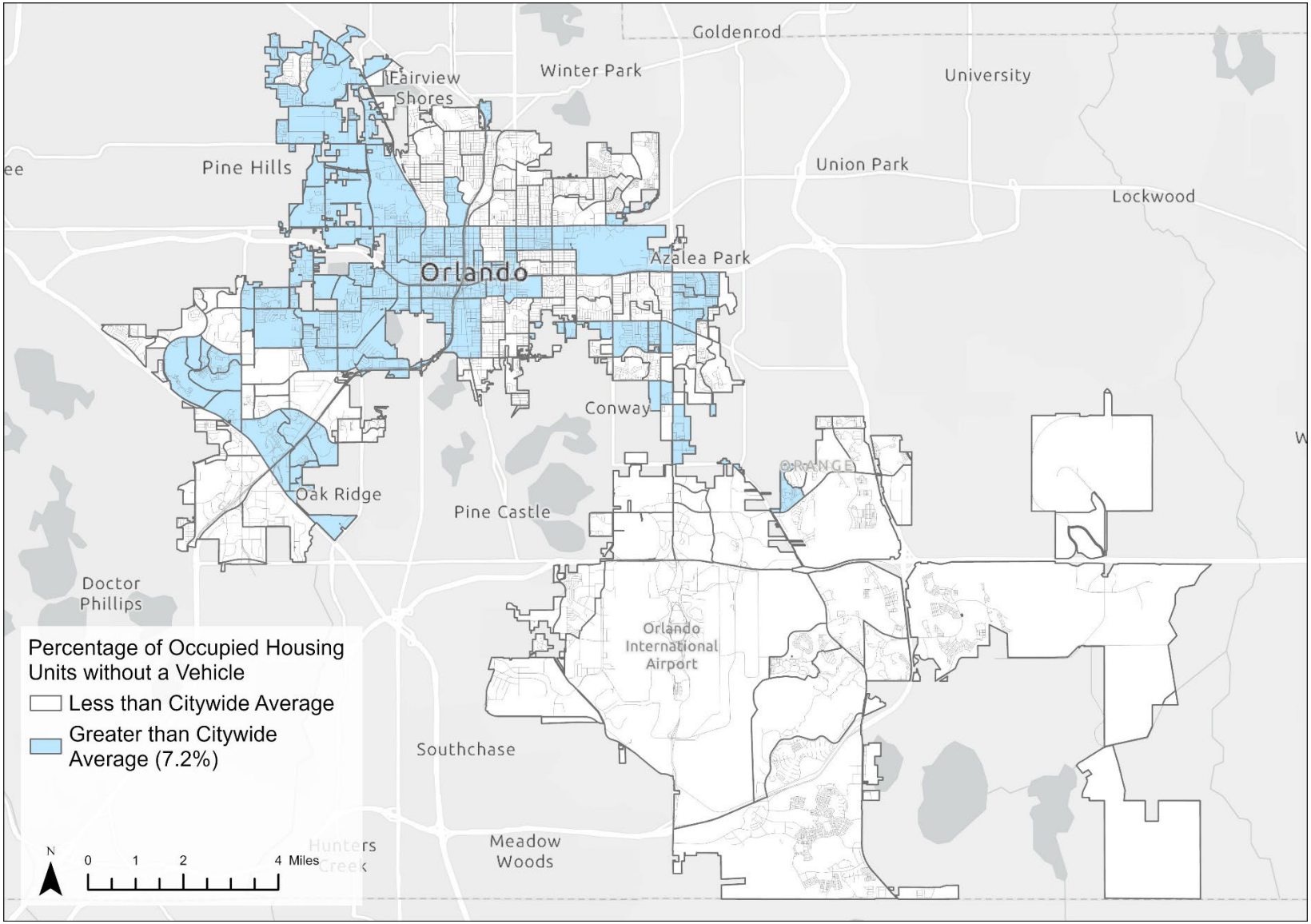


Figure 6. Community Indicator 3, Percentage of Occupied Housing Units without a Vehicle

Census data shows vehicle access by housing type, comparing owner-occupied and renter-occupied homes. **Figure 7** uses 2023 ACS data within 2023 city limits. The results show a clear gap in vehicle access between renters and owners, especially for households with no vehicles. For every owner-occupied household with no vehicle, there are 7.7 renter-occupied households with no vehicle. Most zero-vehicle households are renters. As the number of vehicles increases, especially for households with two or more vehicles, the gap between renters and owners gets smaller, and access becomes more even.

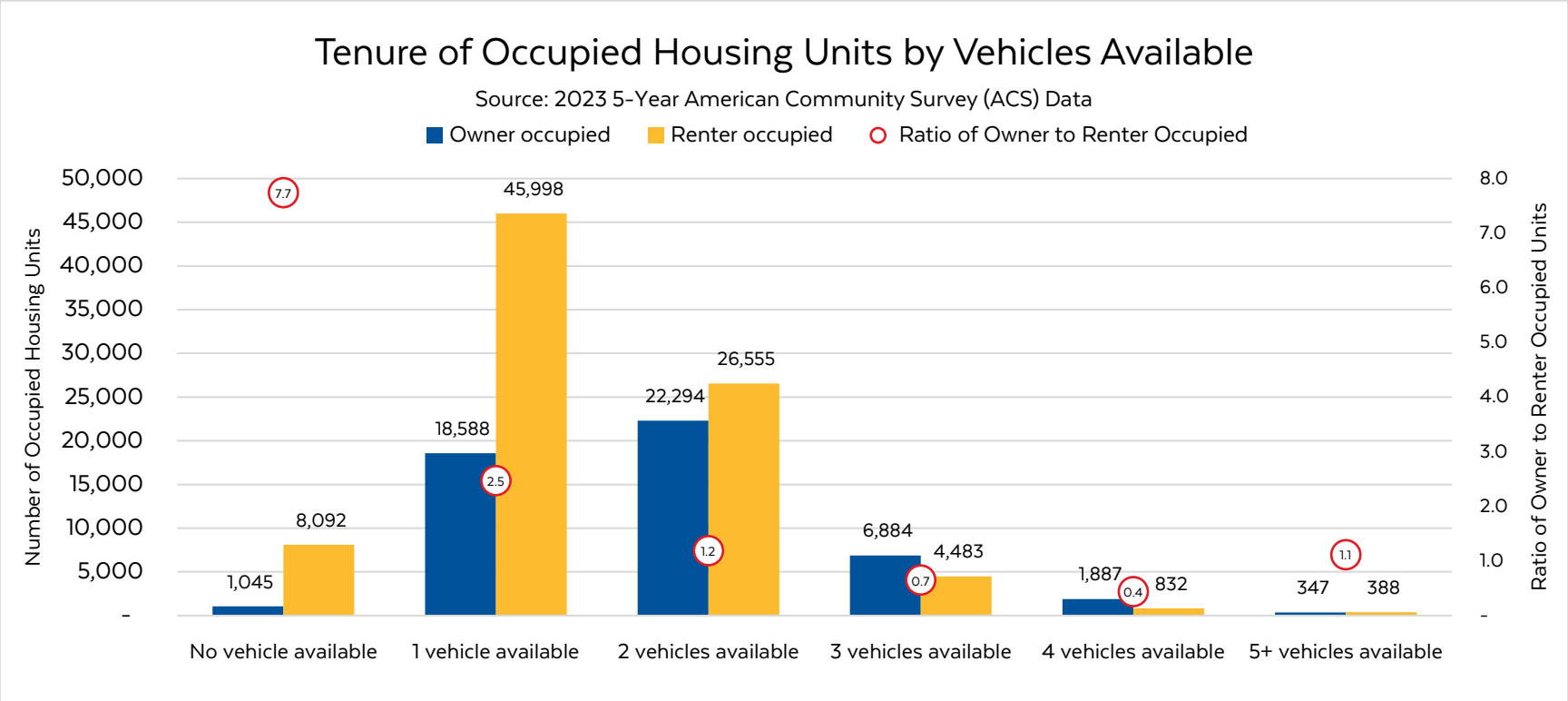


Figure 7. Tenure of Occupied Housing Units by Vehicles Available

Indicator 4. Percent of Population Aged 65 or Older

Understanding where older adults live help identify areas that may need safer streets, better access, and programs that support aging in place. As people age, changes in vision, mobility, and reaction time increase risk in traffic. This makes it important to design transportation systems that are simple and reduce the chance of severe crashes.

Citywide, people aged 65 and older make up 20.6% of the population. As shown in **Figure 8**, 41.6% of census block groups have more than 20.6% of their population 65 years or older. This accounts for 55,454 older adults, or about 11.6% of the population.

Areas with more older adults include downtown neighborhoods such as SoDo and Parramore. Other clusters appear west of I-4 and north of L.B. McLeod Road, and south of the Florida's Turnpike–I-4 interchange. The area around SR 436 and Curry Ford Road also shows higher shares, along with neighborhoods near MCO.

Indicator 5. Percent of Population Under the Age of 18

Understanding where more youth live helps guide safe routes to school, better sidewalks and bike lanes, and traffic calming. These improvements protect children who walk, bike, and use transit. Children face higher risk in traffic because they are still developing the skills needed to judge speed, distance, and danger. They also have less experience with roadway rules, which most people learn later through driver education. This makes it important to design streets that are simple and easy for all ages to use.

Residents under 18 make up 27.0% of the city's population. As shown in **Figure 9**, 46.9% of census block groups have more than 27.0% of their population younger than 18. This accounts for 113,988 children and young people, or 23.9% of the population.

Youth live across the city in many neighborhoods. Higher concentrations appear in Lake Nona and Southeast Orlando. Other areas include the SR 436 corridor and neighborhoods such as SoDo, Wadeview Park, Baldwin Park, College Park, and Southwest Orlando.

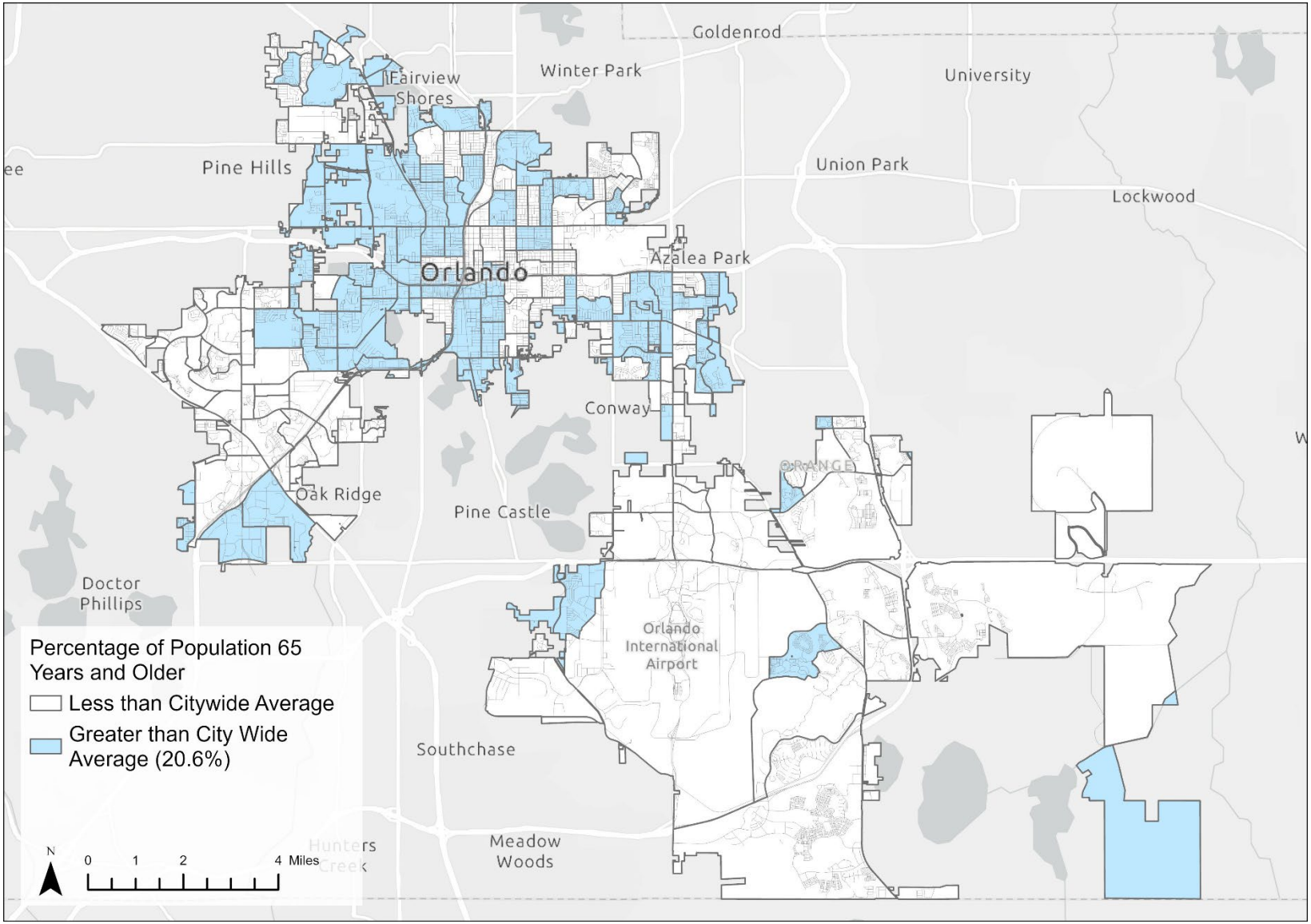


Figure 8. Community Indicator 4, Percentage of Population 65 Years and Older

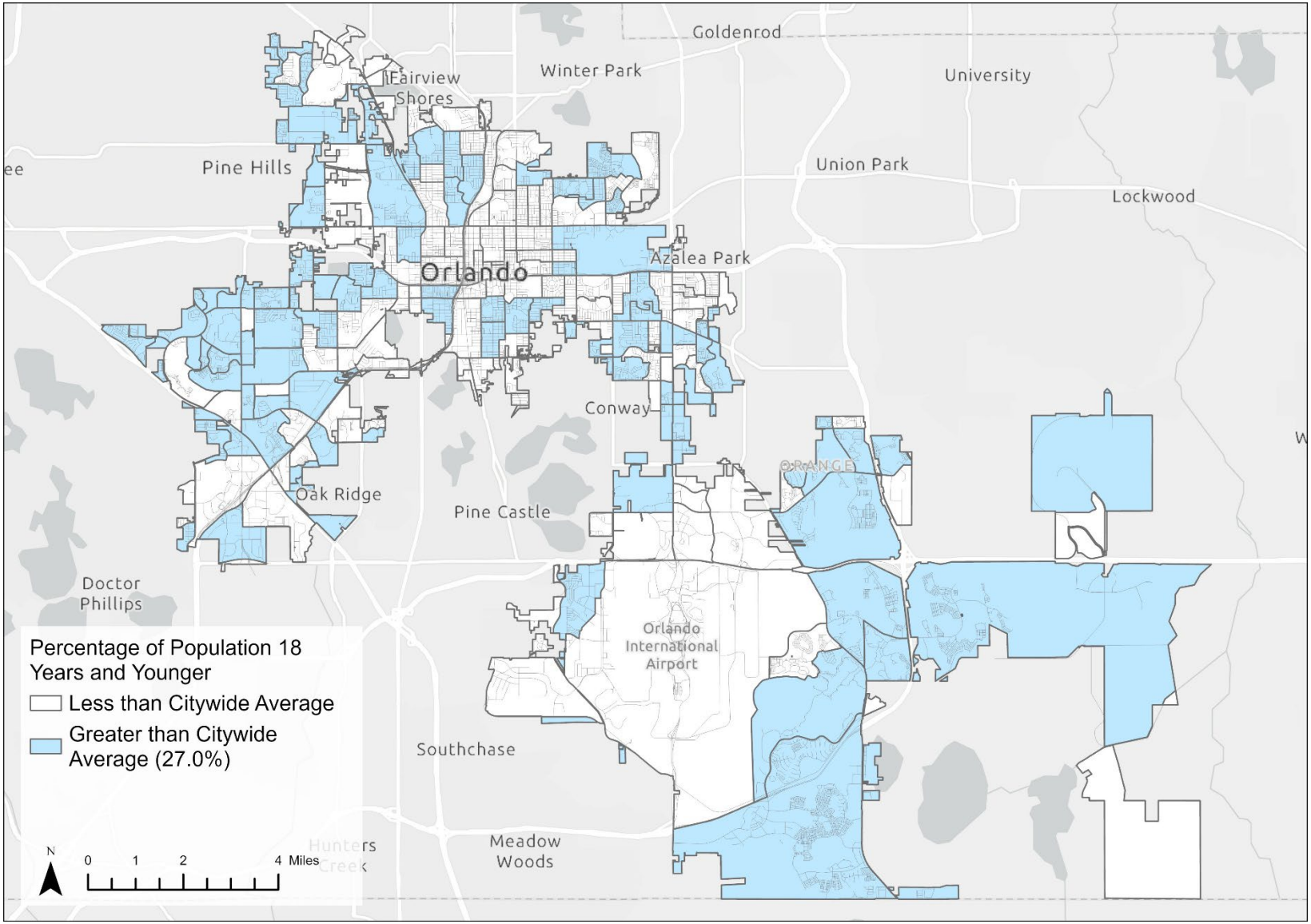


Figure 9. Community Indicator 5, Percentage of Population 18 Years and Younger

Indicator 6. Percent of Population with Limited English Proficiency (LEP)

Limited English Proficiency (LEP) describes people age 5 and older who say they speak English less than "very well." Identifying where LEP populations cluster helps guide language access, multilingual communication, and outreach so all residents can take part in planning and decision-making.

According to 2025 Census data, the top five non-English languages in Florida are Spanish, Haitian Creole, Portuguese, French, and Vietnamese and other Austro-Asiatic languages, as shown in **Table 4.** Vietnamese and other Austro-Asiatic languages have the highest share of speakers who report speaking English less than "very well." This shows a strong need for language services and culturally focused outreach.

Table 4. Top Non-English Languages Spoken at Home and English Proficiency in Florida (Ages 5+)

Language	Number of Speakers	Speak English Less Than "Very Well"
Spanish	4,470,000	41.60%
Haitian Creole	426,000	38.60%
Portuguese	139,500	37.20%
French	103,000	23.40%
Vietnamese and other Austro-Asiatic languages	69,710	57.50%

Residents with LEP make up 15.4% of the city's population. As shown in **Figure 10,** 39.2% of census tracts have more than 15.4% of their population being LEP. These tracts account for 61,081 LEP residents, or 11.9% of the population.

Higher concentrations of LEP populations appear in four distinct main areas: Southwest Orlando near Florida's Turnpike and I-4, northwest Orlando in Rosemont, along SR 436 from SR 408 to MCO, and in areas west and east of MCO.

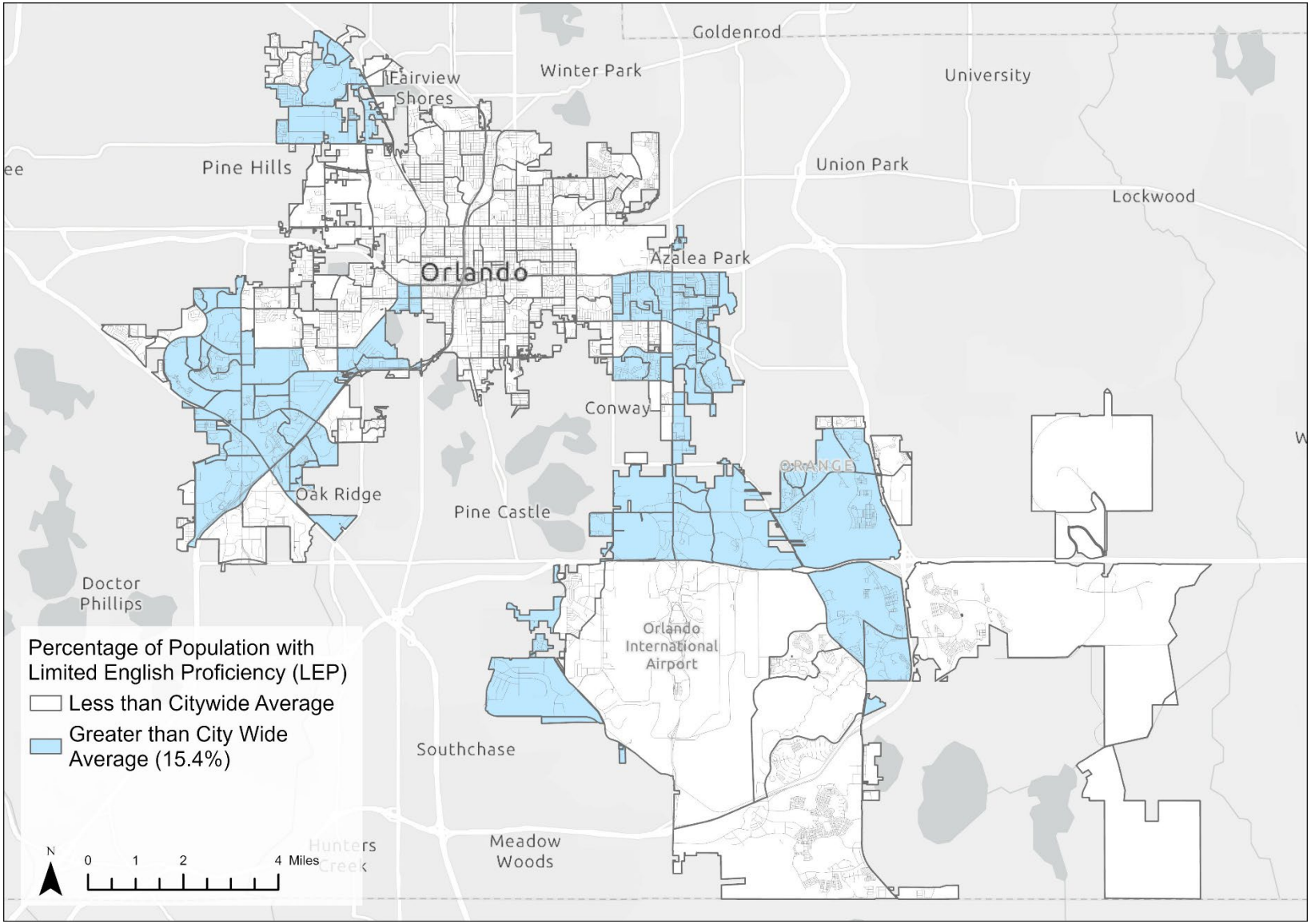


Figure 10. Community Indicator 6, Percent of Households with Limited English Proficiency (LEP)

Indicator 7. Percent of Population with Identified Disabilities

Understanding where residents with disabilities live helps guide investments in accessible infrastructure, ADA-compliant facilities, and safer mobility options. These improvements support independence and reduce crash risk. Census data groups disability into six types: hearing, vision, cognitive, ambulatory, self-care, and independent living difficulties. **Table 5** shows the population with each disability type using 2023 5-Year ACS data within 2023 city limits.

Table 5. Population with a Disability by Type in the City of Orlando

Disability Type	Population with a Disability (Count)	Population with a Disability (Percent)
Cognitive Difficulty	14,257	4.9%
Independent Living Difficulty	14,189	4.4%
Ambulatory Difficulty	10,676	4.0%
Hearing Difficulty	7,308	2.4%
Vision Difficulty	6,309	2.0%
Self-Care Difficulty	5,395	1.9%

People with disabilities (non-institutionalized) make up 12.4% of the city's population. As shown in **Figure 11**, 42.6% of census tracts have more than 12.4% of their population with those who have a disability. These tracts account for 33,280 residents with disabilities, or about half of all non-institutionalized people with disabilities in the city.

Higher concentrations appear in the northwest part of the city west of Orange Blossom Trail, in neighborhoods such as Lake Cherokee and Lake Davis, and along SR 436 from Lake Underhill to South Semoran.

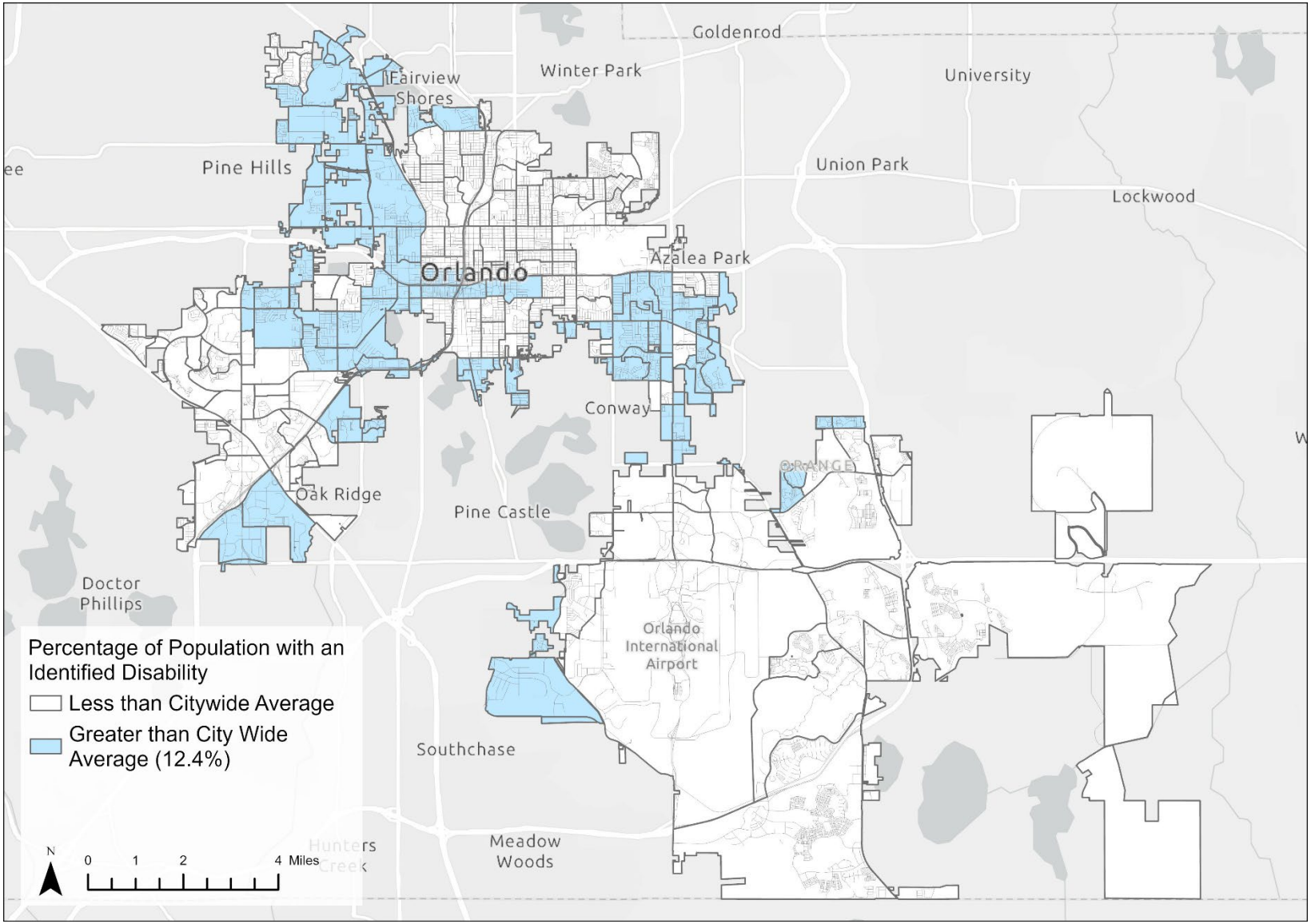


Figure 11. Community Indicator 7, Percent of Population with an Identified Disability

Composite Community Score

At this stage of the analysis, all community indicators combine into a single score. Clear patterns appear across the city, as shown in **Figure 12.** Block groups with scores of 4 or higher meet the threshold and appear in blue, qualifying as a CoC. Block groups with scores of 3 or lower do not meet the threshold and appear gray. Overall, 46.9% of census block groups qualify as a CoC. These areas cluster mainly west of I-4 and Orange Blossom Trail, and in parts of east Orlando, especially near SR 436 and Curry Ford Road.

GEOGRAPHIC ANALYSIS

Geography Considerations

The 2021 and 2026 CoC shows geographic differences caused by changes in data and methods. The 2021 study used 2016 census tract boundaries. The 2026 update uses 2023 census block groups. Block groups use more recent data and show smaller areas, which improves accuracy. This change helps identify need more precisely and can change which areas appear in the results because it avoids averaging across larger areas. Since 2021, the city has also added annexed areas. The 2026 analysis includes these areas, expands coverage, and reflects current city boundaries.

Geographic Shifts in Communities of Concern

The updated method and boundary changes create shifts in Communities of Concern across the city, as shown in **Figure 13** (see **Figures 2** and **Figure 12** for 2021 and 2026 comparisons). These shifts reflect new data, annexations, and changes in local conditions. New and expanded areas mainly appear in the western part of the city, while eastern areas show more consolidation, reflecting where needs are most concentrated.

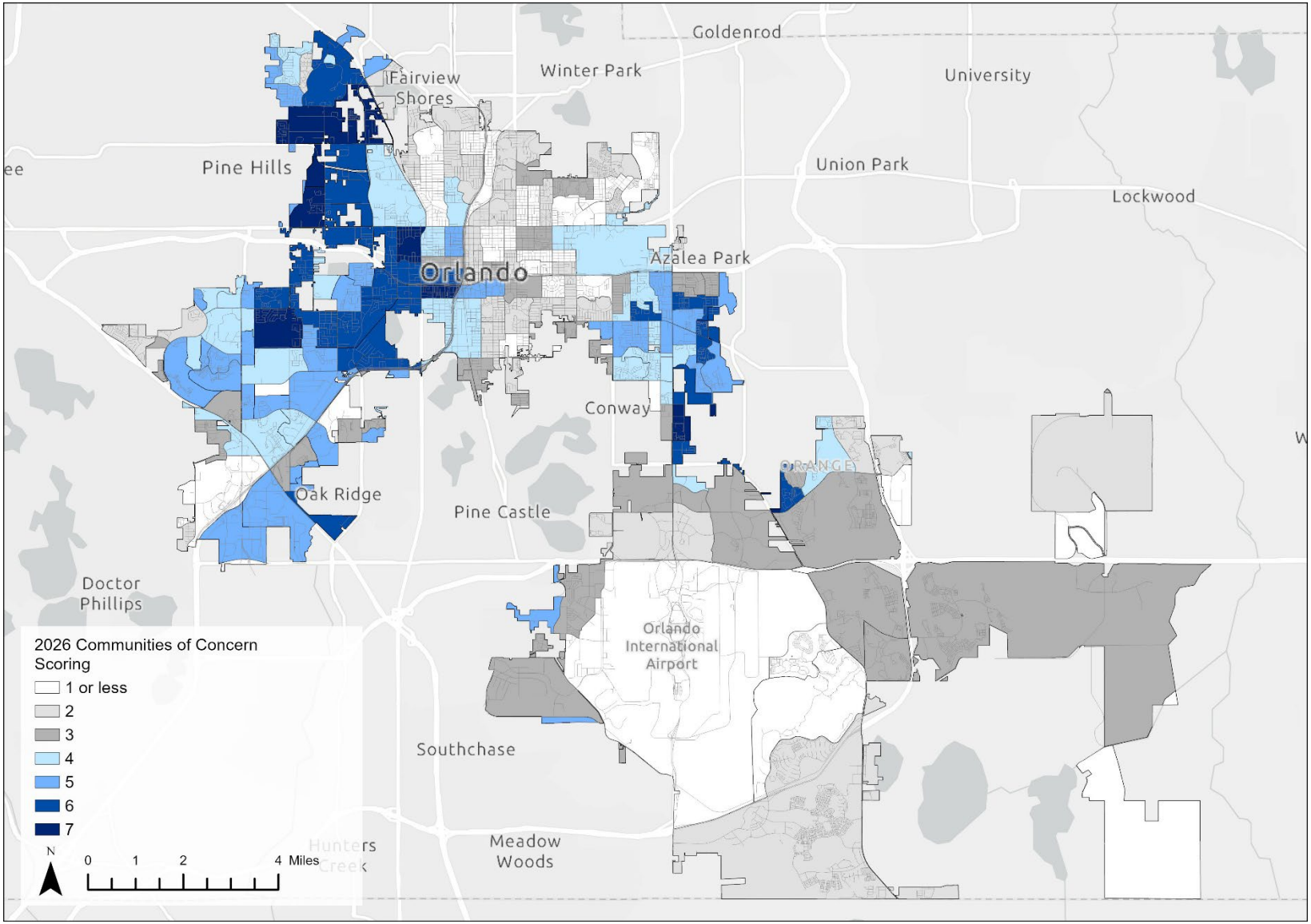


Figure 12. 2026 Communities of Concern, Composite Community Score

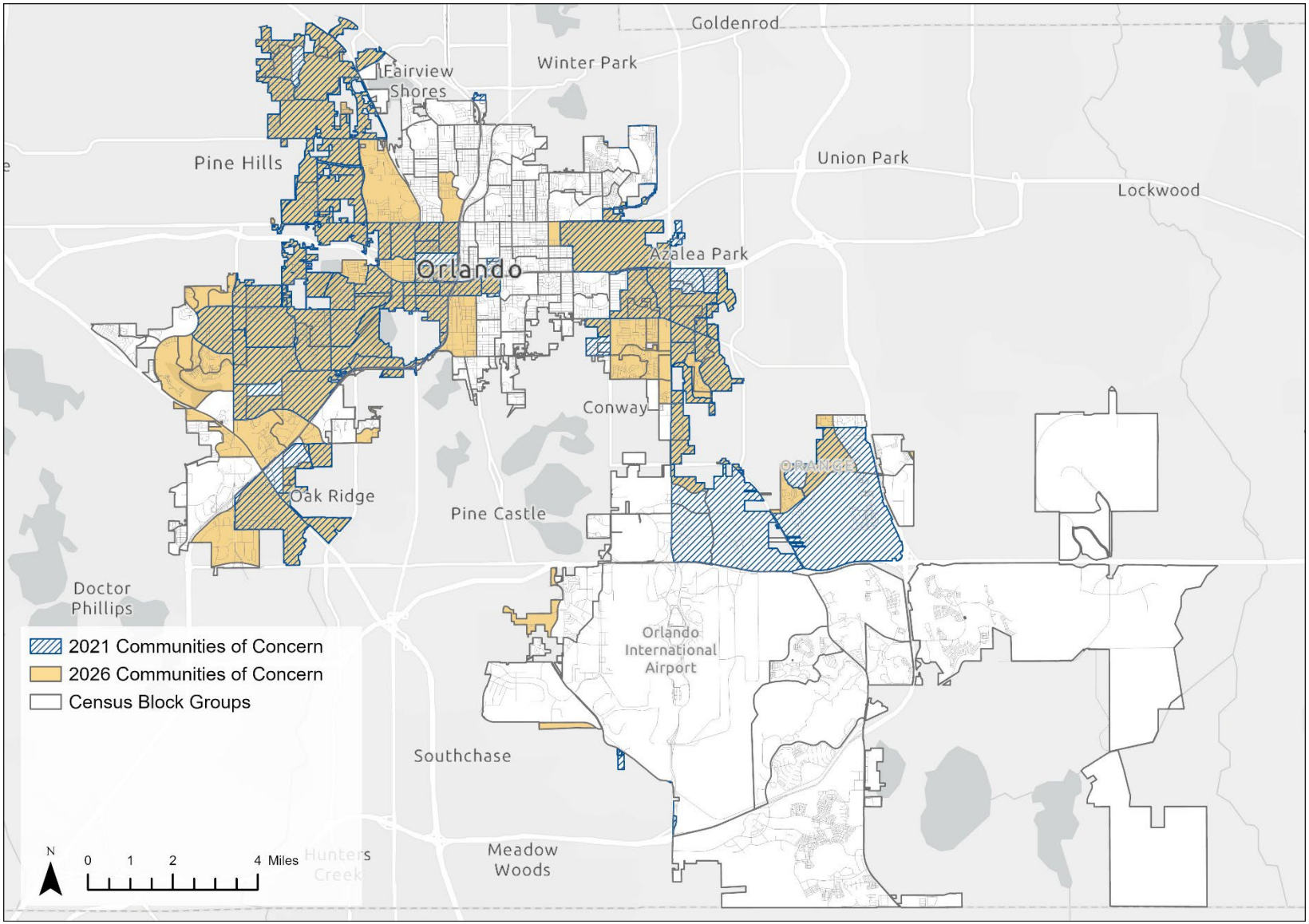


Figure 13. Comparison of 2021 and 2026 Communities of Concern

Southeast Orlando

In southeastern Orlando, the team refined and reduced Community of Concern (CoC) boundaries. Areas that previously formed larger census tracts between SR 436 (west), SR 417 (east), and SR 528 (south) now break into smaller block groups focused on parts of Vista East. These areas now extend across Lee Vista Boulevard to the south, Lake Champion, Chickasaw Trail, and Contessa Drive to the east, and the city limits to the north and west. The analysis also adds CoC west of Orlando International Airport (MCO) and in parts of Southport, especially along Boggy Creek Road and Landstreet Road.

SR 436 Corridor

Along SR 436, the analysis shows both new and removed CoC. At SR 436 and Curry Ford Road, new CoC include neighborhoods along SR 436, Curry Ford Road, Conway Road, and Michigan Street, such as Dover Estates, Dixie Belle, Bryn Mawr, and Mariners Village. East of SR 436, CoC shift further into Ventura. The analysis also includes parts of Engelwood Park near SR 436 and Curry Ford Road, with the northern edge reaching Roberto Clemente Road and Shenandoah Way.

Orlando Executive Airport

North of SR 408, several areas that were CoC in 2021 no longer qualify in 2026. These areas include parts of ORL, Azalea Park, sections of the Milk District, and areas around the Cady Way Trail north of Colonial Drive.

Central Orlando

In the downtown area, CoC boundaries shift significantly. South Eola and Lake Cherokee no longer qualify as CoC. The Callahan/Parramore area—bounded by OBT (west), Church Street (south), Colonial Drive (north), and Parramore Avenue and I-4 (east)—also no longer qualifies. These changes may relate to redevelopment in Downtown Orlando and Creative Village, including UCF Downtown, Inter & Co. Stadium, and nearby mixed-use projects.

At the same time, CoC shift southwest into Lorna Doone, bound by OBT (east), Central Boulevard (north), and SR 408 (south), including areas near Camping World Stadium. The analysis also adds Lake Mann Estates, west of John Young Parkway and south of SR 408.

Northwest Orlando

In northwest Orlando, the analysis adds the Packing District as a CoC. This area sits between OBT and John Young Parkway and reflects recent development and increased multifamily housing. At the same time, parts of Rosemont and Signal Hill west of Lake Orlando no longer qualify.

Southwest Orlando

In southwest Orlando, the analysis removes several CoC. These include Valencia College West Campus and nearby areas between MetroWest Boulevard (south) and Raleigh Street (north). The Eagle's Nest area—south of MetroWest Boulevard and east of L.B. McLeod Road—no longer qualifies due to preserved land, industrial uses, and utility facilities. The analysis also removes Lake Richmond east of President Barack Obama Parkway.

New and shifted CoC appear farther southwest, including parts of MetroWest between MetroWest Boulevard and Florida's Turnpike, and the Windover neighborhood north of Vineland Road. East of I-4, parts of Millenia no longer qualify, while new CoC appear in Florida Center north of Sand Lake Road.

Severity of Communities of Concerns

The updated analysis shows shifts in vulnerability across the city. Citywide, the average composite community score drops from 3.32 in 2021 to 2.93 in 2026. This shows lower overall measured vulnerability. The same pattern appears inside CoC, where the average score falls from 5.24 in 2021 to 4.81 in 2026. Overall, severity drops by about 10.0%, as shown in **Table 6.** These changes come from shifts in local conditions, investments and policy actions, and updates to data methods such as new indicators, thresholds, and census block group boundaries. Lower scores do not mean that needs disappear. They show that vulnerability levels shift and spread across parts of the city.

Table 6. Average Community Composite Score from 2021 to 2026 Citywide and within Designated Communities of Concerns

Composite Scores	2021 Averages	2026 Averages	Percent Change
Citywide	3.32	2.93	-11.7%
Designated CoC	5.24	4.81	-8.2%

COMPARISION TO THE HIGH INJURY NETWORK (HIN)

Comparing the 2026 CoC with the 2026 High Injury Network (HIN) reveals a strong relationship between transportation disadvantage and traffic safety risk. A substantial share of the City's highest-risk roadway corridors and intersections are located within or adjacent to CoC. This overlap is most evident along the Semoran Blvd corridor in District 2 as well as west of I-4 and Orange Blossom Trail in District 3, District 5, and District 6

Among all HIN roadway segments, 68.6% fall within or border a CoC. This includes 41 of 58 (70.7%) All-Agency Jurisdiction HIN segments and 31 of 47 (66.0%) City of Orlando HIN segments.

A similar pattern is evident at intersections. Of the 40 HIN intersections, 75.0% are located within CoC. This includes 16 of 20 (80.0%) unsignalized intersections and 14 of 20 (70.0%) signalized intersections.

These findings highlight the geographic overlap between areas experiencing greater transportation disadvantages and locations with elevated traffic safety risks, reinforcing the importance of prioritizing safety investments in and around CoC.

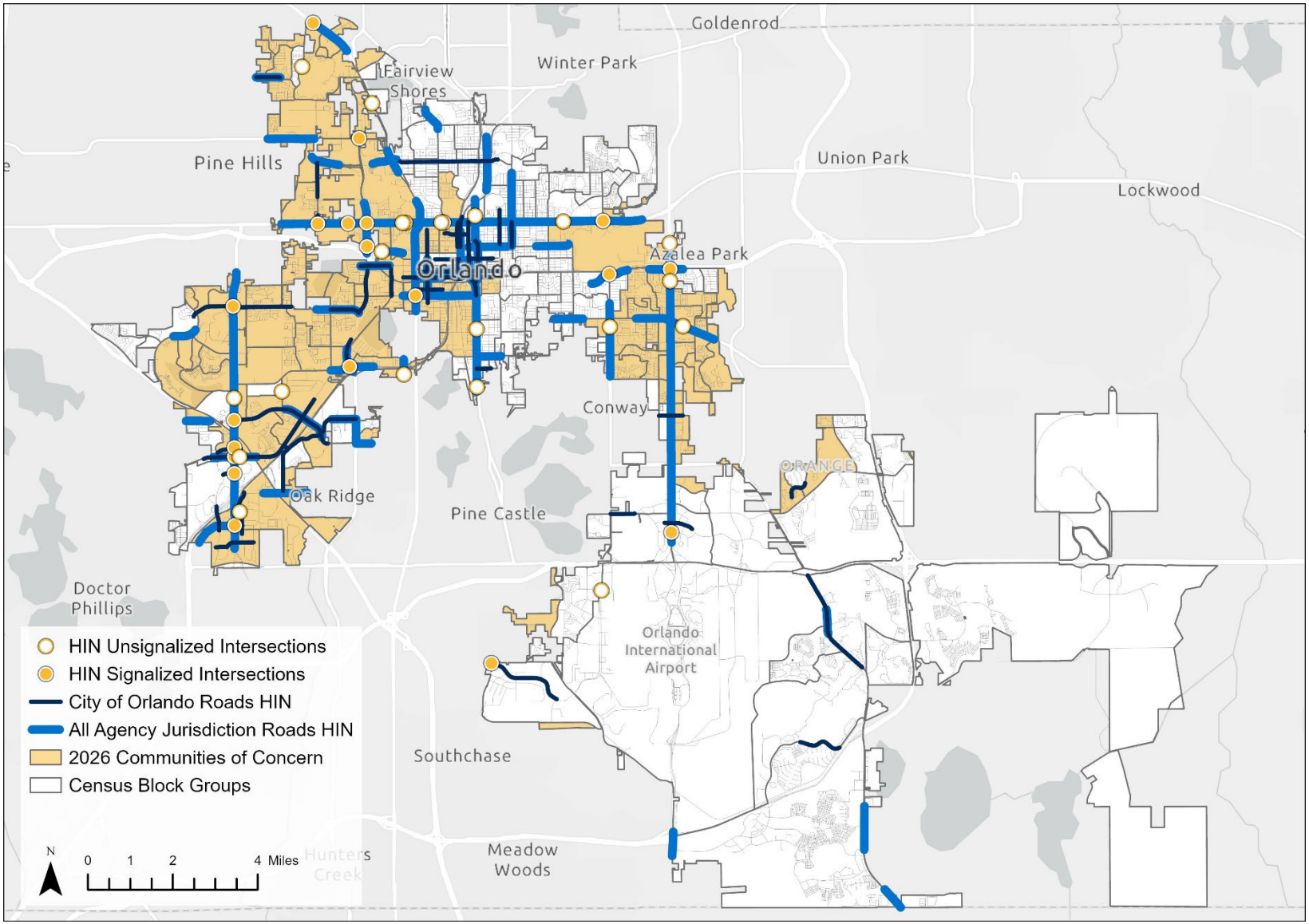


Figure 14. Comparison of 2026 Communities of Concern and 2026 High Injury Network

APPLICATION AND IMPLEMENTATION OF COMMUNITIES OF CONCERN

The CoC framework allows for vulnerability indicators to be integrated and considered throughout the Transportation Department's planning, design, construction, and evaluation processes. Together, the composite CoC designation and individual indicators provide critical context for identifying populations most affected by transportation decisions and for tailoring investments accordingly.

During planning, CoC designations and individual indicators identify locations where safety risks and mobility challenges disproportionately affect vulnerable populations. These data inform project prioritization, corridor selection, and investment strategies and shape engagement approaches. Project teams adjust meeting locations, schedules, and formats to improve accessibility, provide translated materials for populations with Limited English Proficiency, and incorporate supportive measures such as childcare or child-friendly spaces. Anticipating community needs at this stage strengthens alignment between project goals and lived experiences.

At the design stage, indicators support context-sensitive engineering solutions. The team targets improvements such as enhanced pedestrian crossings, curb ramps, refuge islands, lighting, and speed management to address identified vulnerabilities. Indicator data also guide temporary traffic control and construction detours, helping minimize accessibility disruptions for residents who rely on walking, bicycling, and transit and ensuring safe, continuous travel during project delivery.

During construction, CoC indicators inform phasing strategies, mitigation measures, and coordination with community partners to maintain equitable access to streets, transit, and local destinations. This proactive approach reduces the likelihood that construction activities disproportionately burden populations with limited mobility options.

During evaluation, CoC designations and indicators support performance monitoring by assessing whether implemented projects reduce safety risks and improve accessibility for priority populations. This includes before-and-after safety analysis, accessibility audits, and monitoring of mobility outcomes within CoC. The framework also supports program-level evaluation. For example, in micromobility discounted fare initiatives, the team uses indicators to assess whether reduced pricing reaches priority populations such as low-income and zero-vehicle households. Relevant metrics include the geographic distribution of program users within CoC, trip connections to the HIN, and participation rates among target populations.

The Transportation Department applies CoC indicators citywide, within designated CoC. This broader application ensures the team identifies localized vulnerabilities even in areas that fall below composite thresholds. By integrating composite designations and individual indicators

across all phases of project delivery, the department strengthens its ability to deliver context-responsive, equitable, and safety-focused transportation investments.

Recommendations

To further strengthen the implementation and ensure sustained impact, the following actions are recommended:

- ❑ **Incorporate CoC within project development processes.** The Department should formalize the use of CoC indicators during project scoping, prioritization, and funding decisions to ensure equity considerations consistently guide transportation initiatives.
- ❑ **Enhance inclusive community engagement practices.** The Department should continue expanding flexible and accessible engagement strategies, including translated materials, varied meeting formats, and supportive resources, to reduce participation barriers and improve representation in decision-making processes.
- ❑ **Integrate CoC into design guidance and project review tools.** The Department should embed CoC considerations within design guidance and project checklists will support consistent application of context-sensitive solutions across projects.
- ❑ **Apply CoC to program evaluation and funding initiatives.** The Department should use indicators to assess outcomes for initiatives such as micromobility subsidies, safety education campaigns, and quick-build safety projects to ensure resources reach priority populations.
- ❑ **Strengthen cross-departmental coordination to support CoC implementation.** The Department should enhance collaboration across city departments and community partners to align data sharing, outreach efforts, and investment strategies and support a more holistic approach to safety and mobility improvements.

VISION ZERO ORLANDO



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CITY OF ORLANDO TRANSPORTATION