



DOWNTOWN SOUTH

Safe Neighborhood Improvement Plan



Prepared for:
Downtown South Neighborhood Improvement District

Prepared by:



Table of Contents

I. Acknowledgments4
 Board of Directors4
 Advisory Board Representing4
 City of Orlando4
 Consulting Team4
 Website4

II. Executive Summary5

III. Project Description10
 A. Introduction10
 B. Purpose and Goals of the DSNID12
 C. Purpose of the Neighborhood Improvement Plan13
 D. Past Planning Efforts14

IV. Analysis of Existing Conditions in the District18
 A. Demographics18
 B. Real Estate Development21
 C. Land Use and Transportation24
 D. Transportation29
 E. Wastewater35
 F. Potable Water35
 G. Stormwater36
 H. ADA Compliance37

V. Crime Activity38
 A. Current Crime Conditions and Recent Trends38
 B. Crime-to-Environment Relationship41

VI. Community Engagement42

VII. Financial Analysis44
 A. Introduction44
 B. Projected Revenue: Scenarios44
 C. Discussion and Limitations45

VIII. Recommended Downtown South DSNID Action Plan and Capital Improvements Program47

IX. Implementation of the Improvement Plan52

Downtown South Safe Neighborhood Improvement Plan

X.	Appendices	55
A.	Appendix A – Downtown South NID Ordinance.....	55
B.	Appendix B – RCLCO Memorandum: Downtown South NID	55
C.	Appendix C – Public Engagement Workshop Minutes.....	55

I. Acknowledgments

Board of Directors

Mayor Buddy Dyer
District 1 Commissioner Jim Gray
District 2 Commissioner Tony Ortiz
District 3 Commissioner Robert Stuart
District 4 Commissioner Patty Sheehan
District 5 Commissioner Daisy Lynam
District 6 Commissioner Samuel Ings

Advisory Board

Rex V. McPherson, II, Chair
William Nassal, Sr.
Jon Toothman
Shannon Gravitte
Mary Hurley

Representing

Orlando Health
Industrial Property Owners
Downtown South Main Street
At Large
At Large

City of Orlando

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Website

For the most current information, please visit the Downtown South Neighborhood Improvement District website at:

<http://www.cityoforlando.net/planning/cityplanning/Downtown%20South%20NID.htm>

II. Executive Summary

The Downtown South Neighborhood Improvement District (the “DSNID” or the “District”) illustrated on Exhibit A of this Plan is an area in transition. The District is faced with the same problems that confront aging intercity neighborhoods across the country. The District was once a thriving part of the City of Orlando (the “City”), containing the City’s central train station, main hospital and an employment center based on industrial uses that required access to rail. It then began transitioning as mobility went from rail to auto and new development opted for locations in the suburbs. Nevertheless, the bones of the District are good. While Orange Avenue, the District’s main street, was converted into a high volume arterial road, the industrial base has aged, neighborhoods have shrunk, and infrastructure has deteriorated, the key components of a thriving urban neighborhood remain.

Today, the single hospital is just one component of the Orlando Health Campus, a major concentration of medical facilities that includes five hospitals and over 8,000 employees. Over the next ten years, Orlando Health plans to invest \$1 billion dollars and provide up to 16,000 high paying jobs in the District. To complement that expansion, the City’s historic train station will be restored and expanded to become a focal point for the new SunRail commuter rail system, a potential catalyst for redevelopment within a radius of $\frac{1}{4}$ to $\frac{1}{2}$ mile from the station. Finally, the potential for redevelopment of the District has been legitimized by the construction of “SODO”. SODO is a 22 acre real estate development that transformed a deteriorating shopping center and underutilized industrial property into a mixed use activity center. SODO integrates retailers, alongside luxury residential units, office space, and restaurants and demonstrates the redevelopment potential that can be anticipated in the District.

While the potential for redevelopment exists, the success of redevelopment is anything but guaranteed. Growth within the District may generate the need to:

- Provide additional transit service to complement SunRail and the transit oriented development anticipated in the surrounding area.
- Create a sense of place through predictable and consistent application of design standards and guidelines to assure the compatibility of existing and future development.
- Re-purpose Orange Avenue from a high volume arterial road that moves traffic through the District to a complete street that, in addition to moving cars, accommodates other modes of travel and provides a positive identity that helps to “brand “ the District.

Downtown South Safe Neighborhood Improvement Plan

- Continue support for the “Downtown South MainStreet” program and its efforts to bring the entire District together, business and residents, to create a sense of place and identity.
- Improve basic infrastructure to support new growth and redevelopment.

Past experience suggests that if these needs are not addressed they will undermine opportunities for redevelopment by discouraging further investment. As a result, desirable uses may move to other more desirable areas of the City.

To address these needs, the Orlando City Council approved the DSNID on July 25th, 2011. The DSNID was established to provide an “umbrella” organization for monitoring, supporting, promoting and making recommendations regarding development and redevelopment within the District, as described in the South Downtown Vision Plan approved by the Orlando City Council on October 6, 2008 and the City of Orlando Growth Management Plan Future Land Use Element Subarea Policies S.12.7, S12.8, S.12.9 and S. 12.9.1, adopted by the Orlando City Council on February 2, 2009.

Pursuant to Section 163.516 Florida Statutes, all Neighborhood Improvements Districts (NID's) must have a Safe Neighborhood Improvement Plan. The preparation of the Downtown South Safe Neighborhood Plan (the “Plan”) began in June 2012. The preparation of the Plan included: an analysis of existing conditions; the engagement of property and business owners, stakeholders and the general public at workshops and with social media to understand public opinion and preferences; an analysis of the funding potential from a referendum to generate up to 2.0 mills of ad valorem tax revenue and a property assessment of up to \$500/parcel for use in making necessary public improvements in the District; and the recommendation of an action plan and capital improvements program to guide the activities of the DSNID Advisory Board and DSNID Board of Directors.

The purpose of the Safe Neighborhood Improvement Plan can be summarized as follows:

- Establish causes of deterioration in the District.
- Identify those actions the DSNID may support and fund to advance revitalization.
- Provide a potential financing strategy as a basis for establishing a five-year Capital Improvement Program (CIP) and annual budget.

Downtown South Safe Neighborhood Improvement Plan

The action plan (“Action Plan”) provided in Section VIII of the Plan is summarized here for the purpose of this executive summary.

ACTION PLAN PRIORITIES:

Action Plan #1 - Planning:

The District may support and fund (in whole or in part) activities that facilitate the redevelopment and revitalization of the District, including studies, plans and programs that assist in creating a unique sense of place and identity for the District and make properties in the District more valuable and sustainable in the real estate market place. Such studies specifically include but are not limited to:

- Orange Avenue and Michigan Avenue Streetscape Master Plan
- Zoning Overlay and Design Guidelines for the District
- Stormwater Master Plan for the District
- Greenway Master Plan for the District

Action Plan #2 - Main Street:

The District may support and assist in funding the Downtown South Main Street Program and its efforts to brand, market and promote the District.

Action Plan #3 - Administration:

The District may support and fund (in whole or in part) the administration of the District, including: (a) staff, administrative and operating expenses; (b) legal, engineering, survey, accounting, purchasing, planning, audit, lobbying and other support services provided by consultants or through an Interlocal Services or Cost Share Agreement; (c) the payment of all expenses incidental to or connected with the issuance, sale, redemption, retirement or purchase of bonds or any other form of indebtedness, including the funding of any reserve, redemption, fund or account provided for in an ordinance or resolution authorizing such indebtedness; (d) the repayment of principal and interest or any redemption premium for loans, advances, bonds, notes or any other form of indebtedness undertaken to finance any improvements contemplated in the Plan; and (e) other expenses related to the implementation of the Plan.

Action Plan #4 - Transit:

The District may support and fund (in whole or in part) the enhancement of the Lynx transit system within the NID, specifically the extension of the LYMMO service and implementation of the “South Corridor Locally Preferred Alternative” system improvements.

Downtown South Safe Neighborhood Improvement Plan

Action Plan #5 - Streetscape:

The District may support and fund (in whole or in part) the construction of streetscape improvements along the Orange Avenue and Michigan Avenue Corridors. Streetscape should focus on a “complete streets” approach, access management, way-finding, signage, and context sensitive design.

Action Plan #6 – Stormwater/Greenway System:

The District may support and fund (in whole or in part) the implementation of a master stormwater management system and the interconnection of that system to form a greenway to connect existing or new parks, pedestrian paths and bikeways. This activity may include the aggregation of parcels of land to create significant blocks that could include parks and open space and allow for District-wide infrastructure improvements.

Action Plan #7 - Wastewater:

The District may support and fund (in whole or in part) wastewater improvements in the District, including the upgrading of lift stations and the replacement of lines where such improvements are necessary to accommodate existing development or incentivize redevelopment in the District.

Action Plan #8 - Water:

The District may support and fund (in whole or in part) the enhancement of the water supply system through the replacement of lines where such improvements are necessary to accommodate existing development or incentivize redevelopment in the District.

Action Plan #9 - CPTED:

The District may support and fund (in whole or in part) improvements and programs that promote Crime Prevention through Environmental Design and community policing to reduce crime in the District.

Action Plan #10 - Roads:

The District may support and fund (in whole or in part) the improvement and connection of the street grid within the District, including the construction of new street segments, additional driving lanes, turn lanes, transit lanes, and intersection, streetlight, signalization, pedestrian and landscape improvements. Priority should be given to the Division and/or Atlanta Avenue corridors.

Downtown South Safe Neighborhood Improvement Plan

Action Plan #11 - Housing:

The District may support and fund (in whole or in part) efforts to incentivize the construction of workforce (attainable) housing in the District. Where possible, the District should seek to partner with other entities.

DSNID Capital Improvement Program Funding by Project Category (2013-2043)

Project Category	Estimated Funding*
Program/Plans	\$1,800,000
Marketing/Branding	\$3,000,000
Lynx Enhancements	\$6,000,000
Streetscape Improvements	\$10,000,000
Road Improvements	\$4,000,000
Stormwater Management/Greenway	\$5,700,000
Water and Wastewater	\$8,400,000
Workforce Housing	\$5,000,000
Crime Prevention (CPTED)	\$2,500,000
Total Estimated Funding	\$46,400,000

*In the case of infrastructure projects, the estimated funding assigned to the category assumes the DSNID contribution and not total project cost.

Potential Revenue

As of 2012, there were 1,255 total parcels and 1,188 taxable parcels resulting in a taxable value for the DSNID of \$324,909,878. Based upon this taxable value and without presuming any growth factor, the following potential revenue would be available to the District over the next 30 years:

@ 2 mils = \$19,500,000*

@\$500/parcel = \$17,820,000

*Assuming future growth potential documented in 2010 RERC Study, revenue from 2 mils could achieve \$32,910,000.

III. Project Description

A. Introduction

The City of Orlando established the DSNID (See Exhibit A) in 2011. The DSNID is generally bounded by Toll Road 408 (to the north), property along the south side of Michigan Avenue (to the south), I-4 (to the west), and property along the east side of Orange Avenue (to the east). The DSNID is a NID pursuant to §163.501-526, Florida Statutes (the “Safe Neighborhoods Act”), and is more specifically classified as a Local Government NID (“LGNID”).

The potential for successful redevelopment of the District is extraordinary. While some older areas of a city struggle to find a catalyst for initiating new market opportunities, the DSNID has at least three:

Orlando Health

Orlando Health is the home of five hospital facilities with over 1,000 beds, over 8,000 employees and a diversity of health care services that form the core of the DSNID. Included in the Orlando Health campus are:

- M.D. Anderson Cancer Center
- Winnie Palmer Hospital
- Arnold Palmer Hospital
- ORMC General Adult Hospital
- Lucerne Hospital

Orlando Health is embarking on the complete replacement of ORMC General Adult Hospital, beginning with a new heart hospital. Over the next ten years, Orlando Health will invest over \$1 billion dollars and double its employment base to over 16,000 employees.

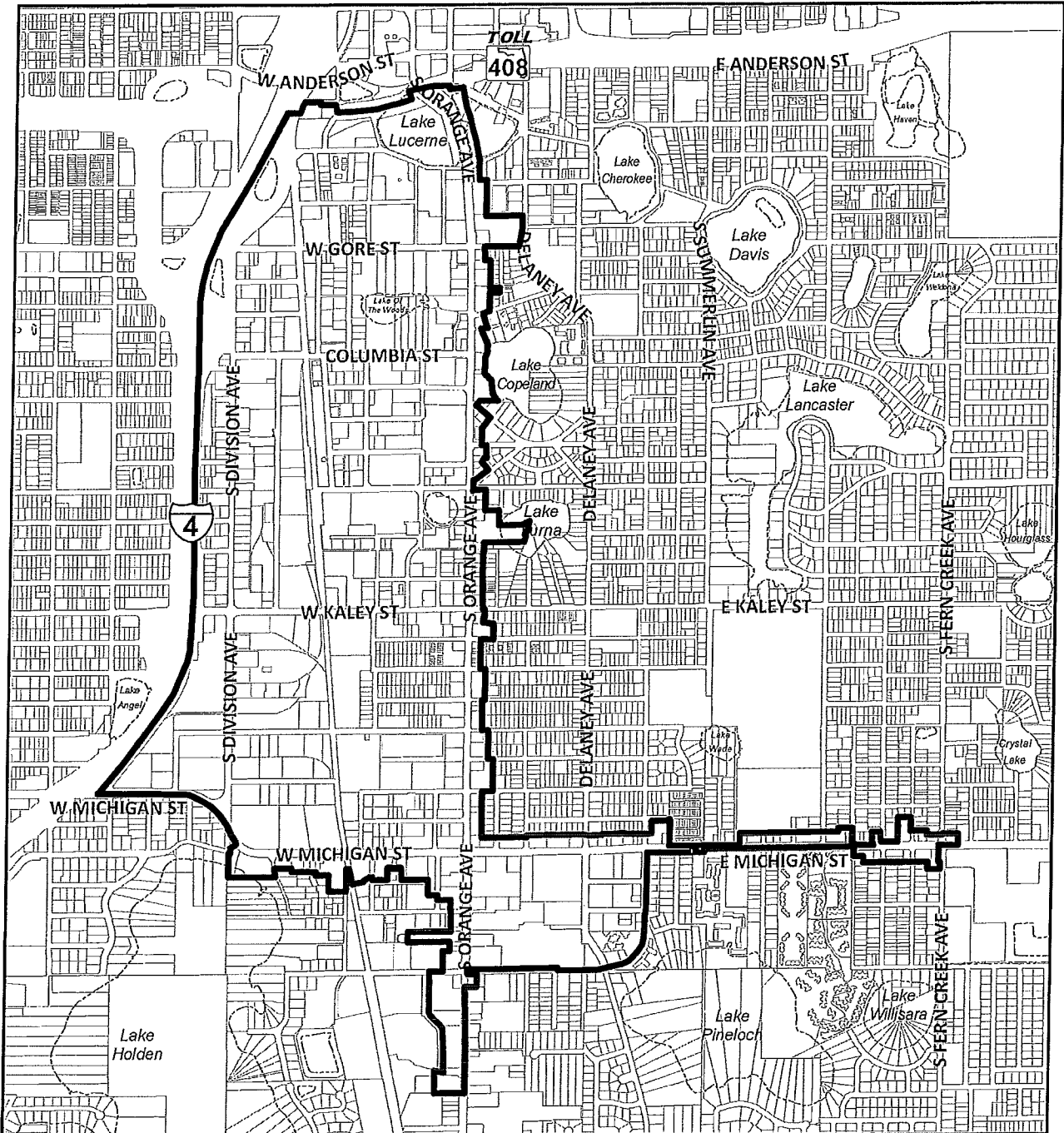
SODO

Located between Grant Street at West Crystal Lake Street, SODO expands the revitalization of Downtown Orlando southward. This mixed use development has transformed a defunct shopping center and underutilized industrial property into an urban activity center and retail anchor of the District. The SODO development contains:

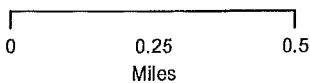
EXHIBIT A

**Figure
40.12-1**

Downtown South Neighborhood Improvement District



LEGEND



**Downtown South
Neighborhood Improvement District**



Downtown South Safe Neighborhood Improvement Plan

- 75,000 s.f. of office space
- 300 luxury residential units
- 370,000 s.f. retail/restaurants

Commuter Rail

The Florida Department of Transportation (“FDOT”) and CSX Transportation (“CSX”) signed agreements to bring Commuter Rail to Central Florida on November 30, 2007 (“SunRail”). SunRail will open along a 61.5 mile corridor extending from Deland in Volusia County to Poinciana in Osceola County. The Orlando Amtrak/Orlando Health Station in the District, near the intersection of Sligh Blvd. and Columbia Street, will be renovated and expanded to serve commuter rail passengers in a partnership between the City of Orlando, Orlando Health, FDOT and CSX. The ability to connect the District to the entire region by SunRail is a catalytic improvement that may spur increased residential market activity in response to the increase in accessibility.

Through these developments and related spin-off demand in the marketplace, it is anticipated the District could experience substantial new growth. An analysis completed by Real Estate Research Consultants in January 2010 provided insight into the growth potential of the District through 2030 (See Exhibit B).

Together, the indicators of development potential in the District illustrates that there will be greater demand on District infrastructure as well as a need to address the manner in which redevelopment will occur so that key principles established in the South Downtown Vision Plan can be achieved:

- Create centers/nodes of activity
- Retain existing 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 alternative modes of travel
- Create and enhance open space and recreational opportunities
- Enable and create workplace housing opportunities

Without the advantages of the DSNID, the District will have to compete with new growth areas in other parts of the City for infrastructure and community development funding.

EXHIBIT B

Growth Potential South Downtown District

Land Use	2008-2015	2016-2030	Total
Residential			
High	787	1,686	2,473
Low	295	633	928
Office (SF)			
High	609,274	1,872,711	2,481,985
Low	226,478	702,266	928,744
Industrial (SF)			
High	332,704	673,146	1,005,850
Low	199,622	403,887	603,509
Retail, Restaurant & Services (SF)			
High	186,059	457,908	643,967
Low	70,160	173,046	246,206
Hotel (rooms)			
High	150	150	300
Low	150	150	300

Downtown South Safe Neighborhood Improvement Plan

However, the DSNID has the ability to adopt (through referendum of the taxpaying property owners) an ad valorem tax revenue stream and/or a special tax assessment that would fund improvements (or contribute to the funding of improvements) only within the District. This mechanism should allow for District projects to be funded and completed faster than if they had to compete for funding from the City's general revenue fund.

Timeline for Establishing the DSNID:

June 7, 2010	Orlando City Council adopted a Resolution creating an Exploratory Committee to investigate the value of a DSNID.
October 18, 2010	Orlando City Council accepted the Exploratory Committee recommendations to proceed with the creation of the DSNID.
March 28, 2011	Orlando City Council adopted Ordinance No. 2011-3 allowing LGNID's in the City.
July 25, 2011	Orlando City Council adopted Ordinance No. 2011-28 creating the DSNID and designating the Orlando City Council as the DSNID Board of Directors.
October 3, 2011	Orlando City Council appointed a five member DSNID Advisory Council.

B. Purpose and Goals of the DSNID

The DSNID was created on March 28, 2011 pursuant to the Safe Neighborhoods Act, City Ordinance 2011-3, and City Ordinance No. 2011-28.

A LGNID is one of the four types of Neighborhood Improvement Districts authorized by the Safe Neighborhoods Act. As such, the District is authorized with the following power:

...to levy an ad valorem tax on real and personal property of up to two mills annually at such time as the city clerk certifies to the Orlando City Council that approval has been given by freeholders representing in excess of 50 percent of the assessed value of the property within the district. (Ordinance No. 2011-28)

Downtown South Safe Neighborhood Improvement Plan

A LGNID is a dependent special district established to monitor and advocate for the interests of the business and property owners within a defined area. It is intended to foster communication and cooperation among business and property owners. A LGNID may plan for, construct, operate or maintain physical improvements.

Purpose

The DSNID was established to provide an “umbrella” organization for monitoring, supporting, promoting and making recommendations regarding development and redevelopment within the District area, as described in the South Downtown Vision Plan approved by the Orlando City Council on October 6, 2008 and in the City of Orlando Growth Management Plan Future Land Use Element Subarea Policies S.12.7, S.12.8, S.12.9 and S.12.9.1., adopted by the Orlando City Council on February 2, 2009.

Goals

The following goals have been established for the Downtown South Neighborhood Improvement District:

- 1) Accommodate future development and redevelopment within the District boundary by encouraging a variety of uses including, but not limited to: mixed use development in proximity to the SunRail station.
- 2) Promote the advantages of the District so as to attract new businesses and encourage the expansion of existing businesses.
- 3) Preserve existing property rights.
- 4) Facilitate improvements to infrastructure within the District boundary.
- 5) Reduce crime within the District boundary.

C. Purpose of the Neighborhood Improvement Plan

In June 2012, the DSNID Board of Directors and the DSNID Advisory Board engaged VHB-MillerSellen to complete the Plan for the District. The planning process included a public engagement component comprised of three public

Downtown South Safe Neighborhood Improvement Plan

workshops, an online survey and continuing involvement from the DSNID Advisory Board.

This Plan was undertaken, first, to establish causes of deterioration of the District. The causes of deterioration may include the following:

...proliferation of crime, automobile traffic flow strangled by outmoded street patterns, unsuitable topography, faulty lot layouts, fragmentation of land uses and parking areas necessitating frequent automobile movement, lack of separation of pedestrian areas from automobile traffic, lack of separation of vehicle traffic lanes and railroad traffic, and excessive noise levels from automobile traffic. (163.502(1), F.S.)

Potential deterioration within the District has been identified through several methods. To this end, the Plan assesses resident and employee demographics, major industries and businesses and housing conditions. The Plan also reviews existing and planned land use patterns; traffic and transportation options; wastewater, potable water and stormwater infrastructure; and compliance with the American Disability Act. In addition, the Plan considers crime levels in the District compared to citywide crime levels over the past five years.

Second, the Plan generally identifies those actions the DSNID may support and fund to advance the revitalization of the District. Capital improvements by project category over the near and long term have been identified in this Plan to guide the formulation of a detailed capital improvements plan once a referendum has been held and actual revenues are available to the DSNID.

Third, the Plan presents a potential financing strategy to achieve these improvements through an ad valorem tax and special assessment revenues.

D. Past Planning Efforts

South Downtown Vision Plan

As previously referenced herein, the South Downtown Vision Plan was completed in September 2008 and defined a study area as "South Downtown." The Plan uses the South Downtown Vision Plan as a benchmark for what the property owners in the District asserted as original goals for the District. The

Downtown South Safe Neighborhood Improvement Plan

Plan represents a mechanism for moving forward to an implementation phase of the South Downtown Vision Plan.



The South Downtown Vision Plan envisions the future of the Study Area as a “diverse, well designed and walkable destination.”

(South Downtown Vision Plan, 2008)

The South Downtown Vision Plan establishes the following vision for South Downtown:

Enable South Downtown (as referenced in the South Downtown Vision Plan) by providing diverse, well designed and walkable destinations while creating and preserving choices in housing, employment, retail, and civic space and transportation options.

Five specific goals are presented in the South Downtown Vision Plan:

- 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.

The South Downtown Vision Plan included or considered the concept of a Community Development District or Special Improvement District as a means to

Downtown South Safe Neighborhood Improvement Plan

assist as funding sources for infrastructure and improvements. The DSNID is a mechanism that is consistent with the considerations set forth in the South Downtown Vision Plan.

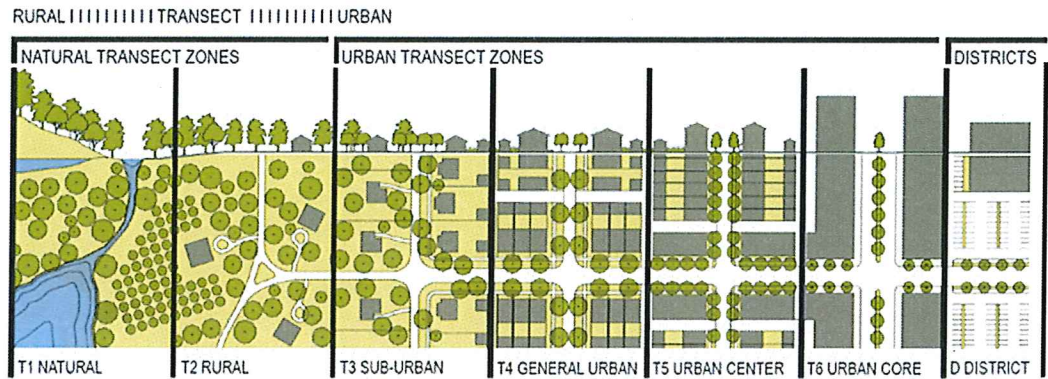
To achieve these goals, the South Downtown Vision Plan included public participation in two public workshops, as well as input from key stakeholders. The South Downtown Vision Plan identified the type and amount of development that could be constructed under current entitlement structured in its study area and provided a market strategy to project growth expected to occur over the next 20 years. The South Downtown Vision Plan also identified the transportation and infrastructure improvements that should be considered to accommodate new development.

Orange-Michigan Vision Plan and Zoning Overlay

The Orange/Michigan Vision Plan complements the South Downtown Vision Plan by considering the need for compatible infill development standards along the Orange/Michigan corridor. The Orange/Michigan Vision Plan also considered significant planned development, including the continued expansion of the Orlando Health campus, the future implementation of a Commuter Rail (which evolved as SunRail) stop on Sligh Blvd., and the designation of S. Orange Avenue and Michigan Street as a Main Street District (which evolved as the Downtown South Main Street). The plan was driven by an extensive public participation process including a citizen Task Force with monthly meetings, five community meetings and events, and two public hearings.

The Orange/Michigan Task Force (the "O/M Task Force") developed guidelines for providing development that would ease the transition between residential and commercial areas, while promoting creative site planning and redevelopment. The O/M Task Force was guided by a vision of the Orange/Michigan Corridor as an urban transect with gradual transitions between less developed and denser areas.

Downtown South Safe Neighborhood Improvement Plan



Rural to Urban Transect Illustration

Source: SmartCode Version 9.2

The O/M Task Force evaluated conditions and made recommendations in five categories:

- **Urban Form.** These recommendations present a profile for the maximum height, bulk and mass of structures that may be proposed along S. Orange Avenue, Michigan Street, and intersecting side streets.
- **Urban Design.** Recommendations on urban design address architectural details, building articulation, stormwater design, parking location, and other site planning concerns.
- **Setbacks and Streetscapes.** Streetscape concepts are proposed to guide future discussions with the FDOT and Orange County regarding the design and approval of standard streetscape treatments and building setback standards along S. Orange Avenue and Michigan Street.
- **Transportation.** Access management guidelines are proposed to limit curb cuts on S. Orange Avenue and Michigan Street, require cross-access easements between properties, and promote thoughtful site planning that allows transitional properties to be accessed from commercial properties rather than residential streets. Bus shelters and medians were also considered.
- **Implementation.** City Staff will work with Downtown South Main Street and the South Downtown Community Council to explore creative financing options for implementing public improvements and to coordinate with FDOT and Orange County on potential streetscape treatments.

Downtown South Safe Neighborhood Improvement Plan

The recommendations of the O/M Task Force led to amendments to the City's Growth Management Plan and Land Development Code.

Orlando Health Development of Regional Impact

Pursuant to Section 380.06(1), Florida Statutes, a development of regional impact (DRI) is "any development which, because of its character, magnitude, or location, would have a substantial effect upon the health, safety or welfare of citizens of more than one county." The City of Orlando further specifies that these impacts include local and regional issues such as roadways, transit, and affordable housing.

The Orlando Health campus is an approved DRI. Consequently, Orlando Health may build to the densities and intensities allowed under the approved DRI Development Order, subject to the improvements and other conditions provided in that Development Order.

IV. Analysis of Existing Conditions in the District

A. Demographics¹

The District is primarily commercial and industrial, as is reflected by the large number of workers and small number of households. Employment is clearly anchored by a handful of large employers, but the area also contains a great number of small- and medium-sized businesses.

Residential Demographics

The District has a small and declining population. The District had 1,641 residents in 2010, compared to 1,831 residents in 2000, amounting to a 10 percent population decrease in that decade. There were 877 households in 2010, with an average household size of 1.48 residents. Over 60 percent of households were single-person households.

As of 2010, the District's households consisted primarily of seniors and young adults without children. The median age was 43.3. *Figure 1* shows that 64

¹ VHB-MS used ESRI Business Analyst software to characterize residential and business demographics.

Downtown South Safe Neighborhood Improvement Plan

percent of residents were between ages 18 and 65, and one-third of residents were seniors over age 65. Children under 18 comprised less than four percent of the population. The high percentage of seniors and low percentage of children is demonstrated by the low number of average residents per household.

Income disparities may exist in the District, as seen in *Figure 2*. The DSNID median income is \$30,524, which is substantially lower than the City median income of \$47,638.

Figure 1. Age Distribution in DSNID, 2010

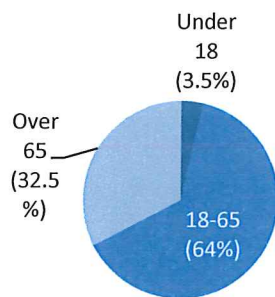


Figure 2. Income in DSNID, 2010



Source: ESRI Business Analyst

The District is comprised primarily of white residents (77.2%) and a substantial black (14.6%) population. Other ethnicities account for 8.2 percent of the population. Approximately 11.7 percent of the population identified as Hispanic in 2010.

Business and Employee Base

Within the District, there are approximately 19,417 employees at 562 unique employers. The District has a strong, diverse economic base that represents over 20 industries. Healthcare has the largest presence, in large part due to the Orlando Health facilities. In fact, more than one-quarter of businesses in the District are in the healthcare, senior care and social assistance industries.

Fifteen companies and organizations account for over 75 percent of employment in the District. Major employers include Orlando Health, Mears Transportation Group, The Nassal Company, Interstate Brands Corporation and Quinco Electrical, Inc., as listed in *Table 2*. The top employers are in the transportation and warehousing, healthcare and senior care, manufacturing, construction and

Downtown South Safe Neighborhood Improvement Plan

retail trade industries (depicted below). Construction companies and wholesale trade businesses are also well represented.

Table 2. Major Employers in Downtown South

COMPANY NAME	EMPLOYEES
ORLANDO HEALTH ¹	8,000
MEARS TRANSPORTATION GROUP & CITY CAB CO	4,501
INTERSTATE BRANDS CORP	700
QUINCO ELECTRICAL INC	500
NEMOURS CHILDRENS CLINIC	300
PUBLIX SUPER MARKET	265
WESTMINSTER TOWERS	260
YELLOW CAB CO INC	250
ARAMARK UNIFORM SVC	160
FERRAN SERVICES & CONTRACTING	150
TOTAL	15,801

Sources: ESRI Business Analyst 2010, unless otherwise indicated.

¹ South Downtown Vision Plan, 2008

Downtown South Safe Neighborhood Improvement Plan



Warehousing and other industrial uses occupy the western part of the District. Most industrial uses lie west of the railroad tracks.

Images: VHB Miller Sellen 2012

B. Real Estate Development²

Residential Development



The District includes a small number of single-family homes.

Images: VHB Miller Sellen 2012

² VHB-MS used ESRI Business Analyst software to characterize residential and business demographics.

Downtown South Safe Neighborhood Improvement Plan

There were 981 housing units in the District in 2010 with a vacancy rate of 10.6 percent. Most residents (86%) rented their homes, and there were 125 owner-occupied residences.

About one-third of the District's residents live in the Lofts at SODO in the south central part of the Study Area. Other residential developments include Lucerne Towers, Lucerne Oaks Condominiums, a single-family neighborhood to the north of the Lofts at SODO and scattered residences to the west of South Division Avenue and near the Lake of the Woods.



Westminster Towers, on the southwest shore of Lake Lucerne.
Image: VHB Miller Sellen 2012

Future land use designations adopted by the City of Orlando allow for more residential development than currently exists in the District.³ The chart below shows the maximum development capacity for the portion of the District located west of Orange Avenue and north of Michigan Street.

Policy S.12.7 (From City of Orlando Growth Management Plan, Future Land Use Element Adopted February 2, 2009)

³ Future Land Use Subarea Policy S.12.7, adopted by the City Council on February 2, 2009, provides a maximum development program for the 550-acre South Downtown Vision Plan study area. The maximum amount of any 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.

Downtown South Safe Neighborhood Improvement Plan

- (g) *Maximum Development Capacity.* The maximum amount of development allowed within the South Downtown Subarea (as defined in Policy S.12.7 and included much of the property within the District) shall be as follows:

Land Use Type	Base (2008)	Growth	Total	
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.

Non-Residential Development

The District contains numerous standalone office, commercial, and retail buildings. The area is growing quickly. Since 2008, 330 residential dwelling units, 240,000 sq. ft. of office space, and 420,000 sq. ft. of retail space was constructed along the Orange/Michigan corridor.

In parallel, Orlando Health is driving redevelopment in the District. The hospital system has invested \$279 million in several new facilities, including a new hospital bed wing, a medical office building and a hotel.



Downtown South Safe Neighborhood Improvement Plan



The Lofts at SODO are pictured above. The Orlando Orthopaedic Center, a part of the Orlando Health network, is also located in the SODO mixed-use development.

Images: Kimco Realty Corporation and VHB Miller Sellen 2012

Renovations at Orlando Regional Medical Center will be completed in 2014. Renovations include a new seven-level bed tower, atrium and lobby, a drop-off area, loading and service areas and upgraded parking facilities.⁴ Additionally, a partnership between the City of Orlando and Orlando Health will lead to a \$4.8 million redevelopment of Lake Beauty Park in the heart of the District.⁵

C. Land Use and Transportation

Land Use Patterns within the District:

The District includes a broad mix of businesses and neighborhoods. The western portion of the District consists primarily of low-intensity warehousing and other industrial uses. The eastern portion, however, primarily contains large and small office businesses, including the Orlando Health campus, independent medical offices, the SODO and two small residential neighborhoods. This is an exceptionally diverse part of town with the potential to become a vibrant and attractive neighborhood. This is especially true with the SunRail Station opening in 2014 and the anticipated extension of LYMMO from downtown Orlando to the southern part of the District.

⁴ Source: <http://www.orlandohealthannualreport.com/redesigning-care-delivery>

⁵ Source: <http://central.floridadoctormag.com/orlando-breaks-ground-on-lake-beauty-park/>

Downtown South Safe Neighborhood Improvement Plan

Existing Land Use – Table 1

EXISTING LAND USE	ACRES
COMMERCIAL	123.34
HOSPITAL	26.86
INDUSTRIAL	149.95
MULTI FAMILY	1.57
MULTI FAMILY	13.77
OFFICE	91.07
PARKING	18.91
PUBLIC	54.71
SINGLE FAMILY	10.79
VACANT	50.24
ROW	175.70
TOTAL	716.90

Future Land Use

Nearly all of the City future land use designations allow multiple uses. In fact, eleven of the 13 future land use designations for the District allow residential uses, but less than 5% of the District is purely residential. Overall, the District has fairly intense future land use designations. The Industrial designation allows both office and industrial. In addition, the City of Orlando Growth Management Plan, Future Land Use Subarea Policy S.12.7 will allow residential (up to 40 du/acre) on property zoned I-G or I-P through the adoption of a zoning overlay within the District. Urban Activity Center and High Industry Mixed Use Corridor overlay categories may allow up to 100 dwelling units/acre and 1.0 floor area ratio (FAR) for non-residential uses. The future land use designations are listed below:

Downtown South Safe Neighborhood Improvement Plan

Future Land Use – Table 2

FUTURE LAND USE	ACRES
CONSERVATION	5.49
INDUSTRIAL	300.95
MIXED USE COMMERCIAL-HIGH	25.65
MIXED USE COMMERCIAL-MED	35.36
NEIGHBORHOOD-ACTIVITY CENTER	2.67
URBAN-ACTIVITY CENTER	193.40
OFFICE-HIGH	5.37
OFFICE-LOW	7.54
OFFICE-MED	73.34
PUBLIC-RECREATION-INSTITUTION	33.13
RESIDENTIAL-HIGH	9.78
RESIDENTIAL-LOW	5.58
RESIDENTIAL-MED	18.71
TOTAL	716.96

Listed below are excerpts from the Future Land Use Element of the Growth Management Plan to describe the designations:

Policy 2.1.1.c

c. Urban Activity Center - To provide for concentrated areas of residential, commercial, office, industrial, recreational and cultural facilities serving major subregions of the Orlando urban area, and at intensities significantly higher than in surrounding neighborhoods. Although some Urban Activity Centers may be composed of a single type of use, a mixture of land uses is specifically encouraged. These activity centers are intended for locations where intermediate levels of thoroughfare and mass transit service are available, providing access between metropolitan subregions and complementing the primary arterial transportation system.

The intensity of use is 100 units/ac. and/or 1.0 F.A.R. 30 units/ac. and/or 0.5 F.A.R.

Policy 2.2.1.a. High Intensity Mixed Use Corridor

To provide for concentrated areas of mixed commercial, service, residential and office uses at high intensities extending along and oriented to higher level thoroughfares, recognizing the character of the thoroughfare along which it is located. Public, Future Land recreational &

Downtown South Safe Neighborhood Improvement Plan

institutional uses and conservation uses are also consistent in these areas. A mixture of land uses is specifically encouraged. These mixed-use corridors are intended for locations where intermediate and high levels of mass transit service are available or are programmed.

b. Medium Intensity Mixed Use Corridor - To provide for the historic pattern of small-scale, pedestrian-oriented commercial, service, residential and office uses extending along and oriented to thoroughfares and collectors, at intensities compatible with adjacent neighborhoods. Public, recreational & institutional uses and conservation uses are also consistent in these areas. Mixed-use buildings, building sites and block faces are specifically encouraged. This designation is intended for locations where mass transit service is available. This designation is not intended for large-scale, parking-intensive uses when such uses are incompatible with the scale, proportion, intensity and character of the adjacent neighborhood. In order to protect low-density residential neighborhoods from encroachment, this designation shall typically be limited to a maximum depth of one lot, with the edge of the designation located along rear lot lines, rather than streets. Creative building and site design may be required to preclude the need for Growth Management Plan amendments that would expand a mixed-use corridor into adjacent residential areas.

Industrial use - Activities within land areas predominantly connected with manufacturing, assembly, processing or storage of products. Office, commercial, public, recreational & institutional uses, conservation uses and other compatible uses are also consistent in these areas as secondary uses.

Office use - Activities within land areas used predominantly for the conduct of business or occupation; however, commercial and industrial uses are not consistent in these areas. Residential, public, recreational & institutional uses, neighborhood commercial, conservation uses and other compatible uses are also consistent in these areas as secondary uses.

Residential use - Activities within land areas used predominantly for housing. Public, recreational & institutional uses, neighborhood

Downtown South Safe Neighborhood Improvement Plan

commercial, mixed residential-office, conservation uses and other compatible uses are also consistent in these areas as secondary uses.

Zoning

As with the future land use, there are a myriad of zoning classifications within the District. The AC-2 zoning classification is a very flexible classification that is especially consistent with the findings of the South Downtown Vision Plan.

In the table below, zoning classifications have been generalized to match existing land use.

Zoning Classifications – Table 3

ZONING	CODES	ACRES	PERCENT
ACTIVITY CENTER	AC-N and AC-2	114.62	
RESIDENTIAL LOW	R-1AA and R-3A	3.85	
RESIDENTIAL MEDIUM	R-3B	20.52	
MIXED USE MEDIUM	MU-1	22.13	
MIXED USE HIGH	MU-2	15.23	
OFFICE LOW	O-1	6.56	
OFFICE MEDIUM	O-2	70.27	
OFFICE HIGH	O-3 and MXD-2	15.13	
INDUSTRIAL	I-C and I-G	297.79	
PUBLIC RECREATION	P	28.77	
CONSERVATION	C	1.52	
NO CITY ZONING	--	0.34	
PLANNED DEVELOPMENT	PD	116.43	
TOTAL		716.97	100%

D. Transportation

Street System

Existing Traffic Volumes

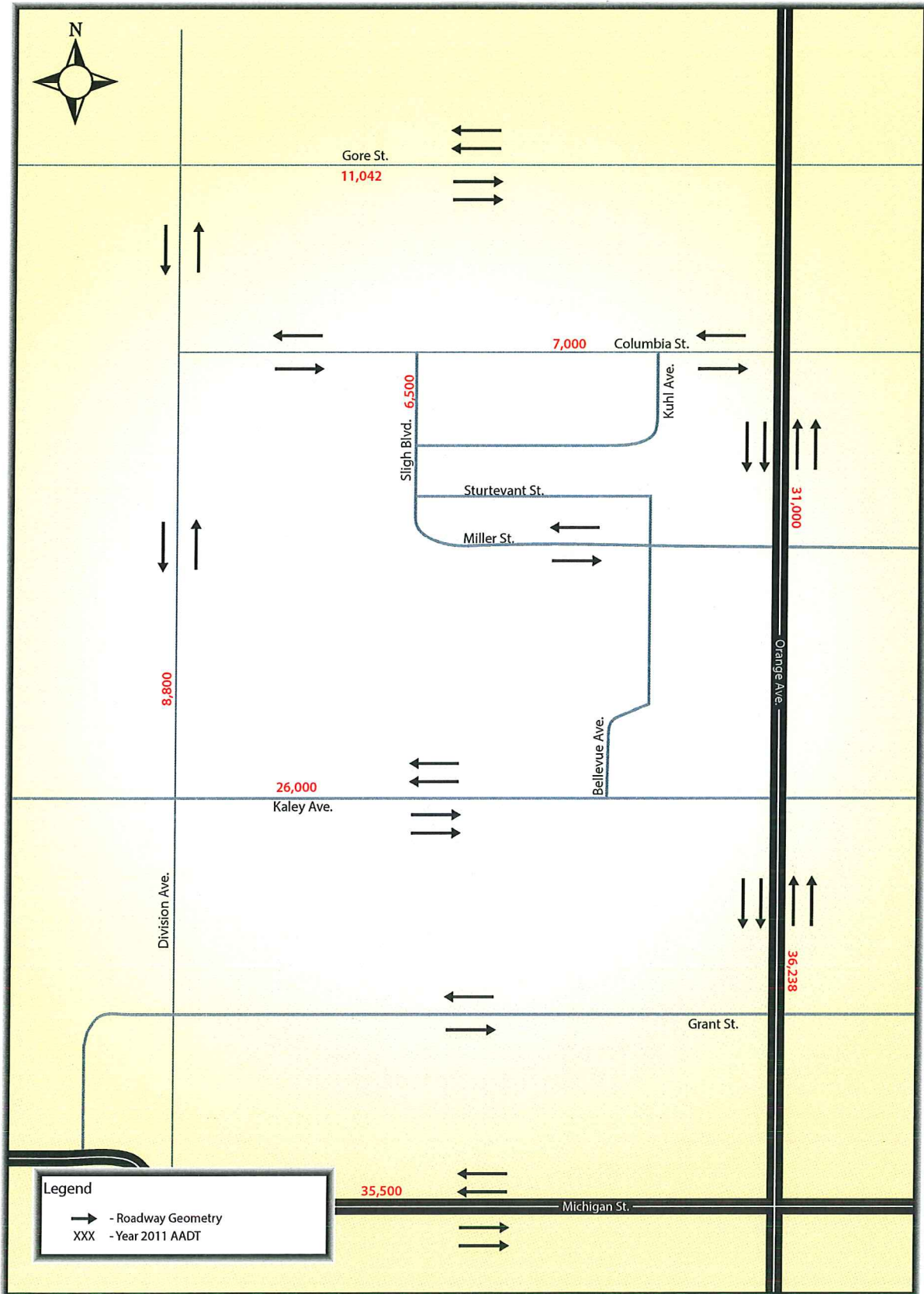
The District is within the City of Orlando's Transportation Concurrency Exception Area ("TCEA") and is exempt from the adopted transportation level of service standards. This exception exists to promote infill development and encourage use of alternative transportation modes. Inside the boundaries of the TCEA, the City permits development found to be consistent with the applicable mobility area requirements and other goals, objectives and policies of the Growth Management Plan.

Existing traffic volumes were collected from the Florida Department of Transportation Traffic Online website, and are shown in Exhibit C (Daily Volumes), and Exhibit D (Peak Hour, Peak Direction Volumes). Per the 2009 FDOT Quality/LOS Handbook, all roadway segments in the study area are operating at LOS D or better in the existing condition.

Future Traffic Volumes

Future (Year 2030) traffic volumes within the District were obtained from the "Transportation Analysis" completed as part of the 2008 South Downtown Vision Plan. The peak hour, peak direction volumes are shown in Exhibit E (2030 Peak Hour, Peak Direction Volumes). Based on the projected 2030 volumes and per the 2009 FDOT Quality/LOS Handbook, the roadway segments along Orange Avenue between Kaley Avenue and Gore Street, Lucerne Terrace between Kaley Avenue and Gore Street, and Division Avenue between Michigan Street and Gore Street are projected to fail. All other roadway segments in the District are projected to operate at LOS E or better. It should be noted, however, that this analysis is based on the existing number of lanes and capacities. The City of Orlando is considering widening Division Avenue between Columbia Street and Gore Street from 2 to 4 lanes.

EXHIBIT C



City of Orlando - Downtown South
Neighborhood Improvement District

Figure C
Year 2011 Daily Volumes and
Roadway Geometry

EXHIBIT D

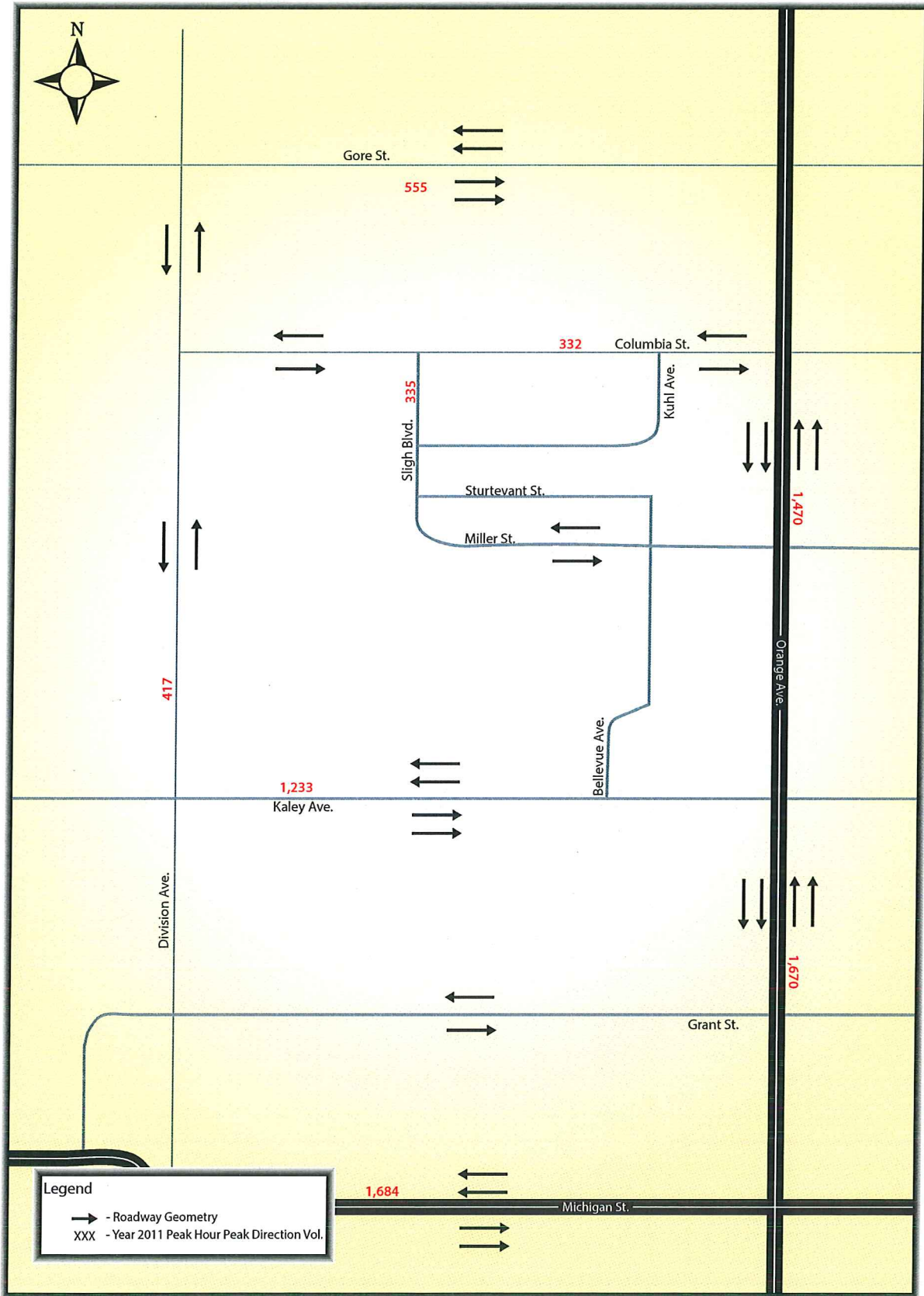
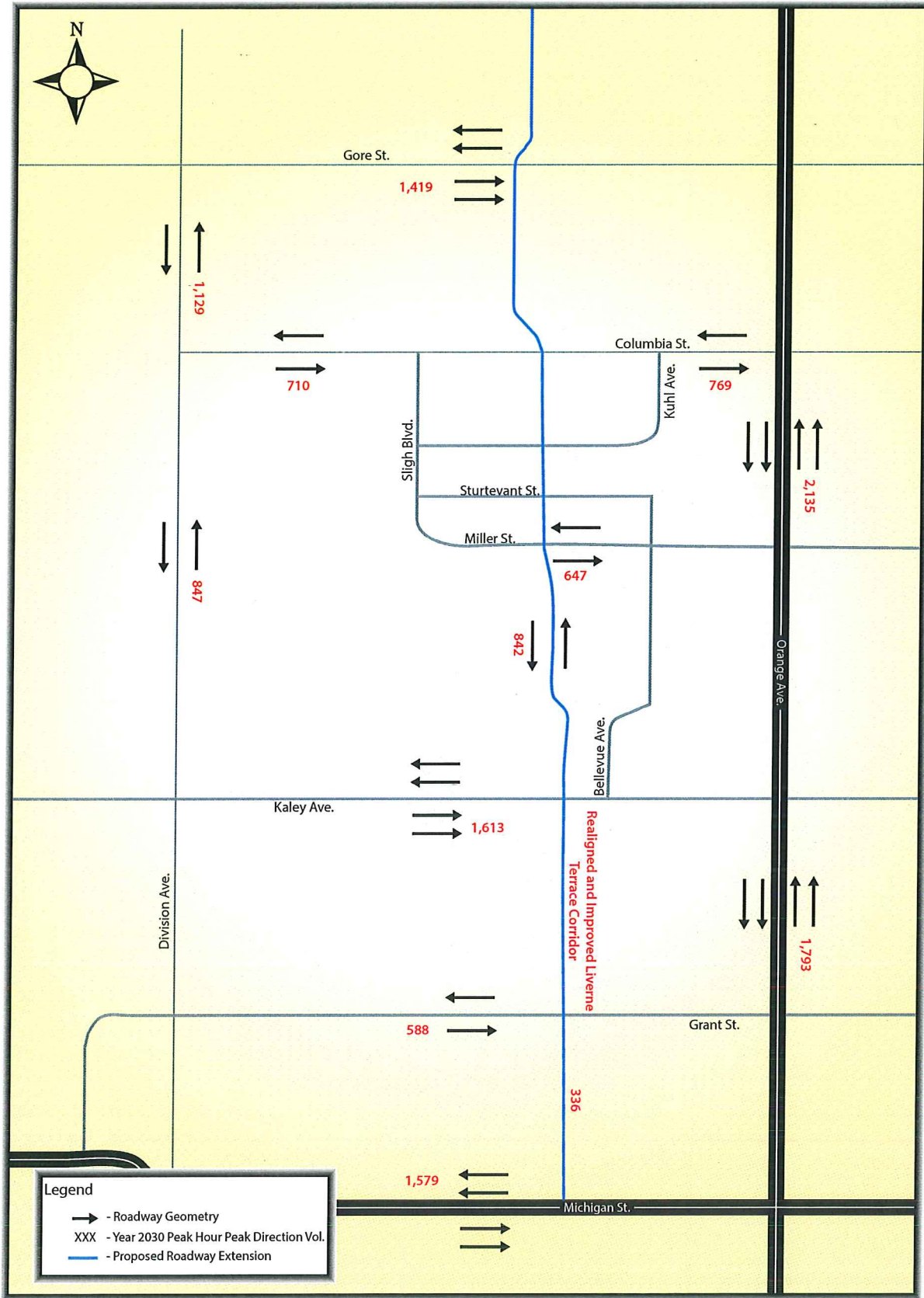


EXHIBIT E



Downtown South Safe Neighborhood Improvement Plan

Street Connectivity

Connectivity is a measure of how well the roadway network is linked. Increased connectivity can decrease traffic on arterial streets, reduce travel time and create shorter travel distances for drivers. Additionally, it helps reduce emergency response time by providing more route options.

Connectivity in large parts of Downtown South is poor. The street grid is disrupted in large areas of the District. The western half of the District is divided into large blocks and there are numerous dead end streets. Street connectivity is especially poor in the following areas:

- The area adjacent to the railroad and between Columbia Street and West Kaley Street. Bonnie Loch Court and Miller Street dead-end at the railroad tracks.
- The area between West Kaley Street and Grant Street equal in length to four adjacent city blocks.
- The area south of Grant Street and north of West Michigan Street. 27th Street leads into the block from the west, but dead ends before reaching the next east-West Street (West Crystal Lake Street). There is no connectivity in the north-south direction.

In contrast, most of the area adjacent to the District has good connectivity, with streets that connect at many points, closely spaced intersections and few dead ends.

As properties redevelop over time, a more standardized block system could be established to accommodate future growth. The formation of a connected network of blocks and a bike and pedestrian system would benefit accessibility and connectivity within the District.

Transit

Existing Transit Routes



The District is currently served by LYNX buses.

Source: VHB Miller Sellen 2012

The following existing LYNX transit routes currently serve the District:

- Link 7: Link 7 connects LYNX Central Station (LCS) to the Florida Mall and runs along Orange Avenue through the District. Link 7 operates Monday through Sunday at 60-minute headways.
- Link 11: Link 11 connects LCS to Orlando International Airport. The route runs north-south along Orange Avenue through the District making stops at two facilities within the Orlando Health campus: Orlando Regional Lucerne Hospital and Orlando Regional Medical Center. Link 11 operates Monday through Saturday at 30-minute headways and on Sundays and holidays at 60-minute headways.
- Link 18: Link 18 connects LCS to the Osceola Square Mall by way of Valencia College. The route runs north-south along Orange Avenue through the District making the previously described stops at the Orlando Health campus. Link 18 runs Monday through Saturday at 60-minute headways.

Downtown South Safe Neighborhood Improvement Plan

- Link 40: Link 40 connects LCS to The Mall at Millennia and Universal Studios. The route runs throughout the District serving stops along Division Avenue, Gore Street, Orange Avenue and Michigan Street. Link 40 operates at 60-minute headways Mondays through Sundays and on holidays.

Transit Development Plan

LYNX recently completed its major update of its Transit Development Plan (TDP), a 10-year strategic planning document that defines Central Florida's public transit needs and meets FDOT requirements for state funding. The LYNX 2013-2022 TDP proposes the following new routes and route adjustments:

- Link 7: Proposed route adjustment in FY 2017 that will modify the route into a circulator in the Belle Isle neighborhood;
- Link 18: Proposed route adjustment in FY 2013 to serve the Kissimmee Intermodal Center rather than the Osceola Mall Super Stop, and proposed schedule adjustment in FY 2014 to provide express service from LCS to Michigan Street;
- Link 40: Proposed route adjustment in FY 2011; and
- Proposed new express service from LCS to Sand Lake Road via Orange Avenue. The service is proposed to operate Monday to Friday at 60-minute headways.

LYMMO Extension

LYMMO currently operates in a 2.4 mile corridor through downtown Orlando, connecting the Centroplex area to the northwest (with the former Amway Arena, Bob Carr Performing Arts Center and Orange County School Board offices) with LYNX Central Station, the Orange County Courthouse, and office and residential development in the downtown area. LYMMO was one of the first bus-based premium downtown circulators operating in an exclusive running way in a major city in the U.S. when service was initiated in 1997, with enhanced stations, real-time passenger information, on-board transit TV, and transit signal priority.

Downtown South Safe Neighborhood Improvement Plan

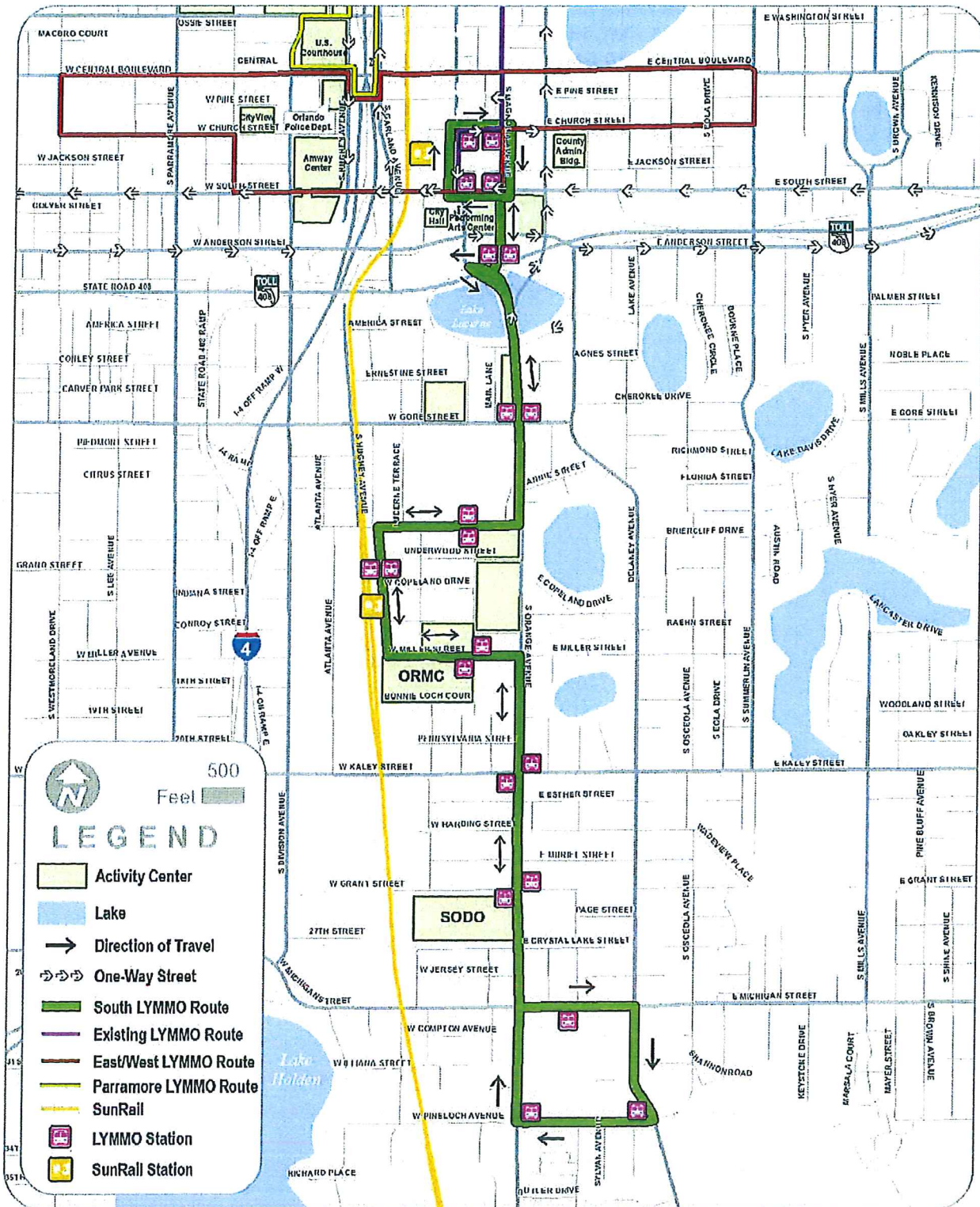
LYNX and the City of Orlando are partnering to evaluate the expansion of the LYMMO circulator system. There are three future LYMMO projects—North/South, East/West, and Parramore—of which the East/West and Parramore are currently funded. The North/South extension is the only one of these routes to cross the District.

The alternatives analysis for the LYMMO North/South Corridor expansion is complete, but the route is not currently funded. The LYMMO North/South Corridor expansion will connect Florida Hospital to the north with downtown, and then Orlando Health to the south. The Locally Preferred Alternatives for both the North and South Corridors were approved by the LYNX and MetroPlan boards in late spring 2012. There is currently no funding for future phases; however, selection of the locally preferred corridors allows the City of Orlando and LYNX to apply for Federal funding for future phases.

The North/South LYMMO Corridor project will provide service to the Study Area, making connections with existing LYMMO service and the planned East/West and North BRT services, thus providing greater mobility options for LYMMO riders in general. The South Corridor service is intended to increase accessibility between downtown and the new Dr. Phillips Performing Arts Center, senior housing south of SR 408, the Orlando Health campus, the new SODO mixed-use development at Grant Street, and the Market at Southside shopping center at South Orange Avenue and Michigan Street, which is scheduled for redevelopment. The Delaney residential area east of South Orange Avenue would also be served. Exhibit F illustrates the South Corridor locally preferred alternative.

SunRail

The State of Florida acquired the 61.5-mile corridor on which SunRail will operate and the FDOT will be responsible for all operations and maintenance of the corridor, including dispatch of rail traffic, including freight for the first seven years of operations. The 31-mile initial operating segment (Phase I) for SunRail, from DeBary to Sand Lake Road will begin operations in 2014. Phase II from Sand Lake Road south to Poinciana in Osceola County and from DeBary north to Deland in Volusia



Downtown South Safe Neighborhood Improvement Plan

County is scheduled to begin operations in 2016. For more information regarding SunRail, please refer to www.sunrail.com.



The future Orlando Health/Amtrak SunRail Station currently houses warehouse space in its southern wing.

Image: VHB Miller Sellen 2012

The service plan for SunRail calls for trains to operate at 30-minute headways during the peak hours and every two hours throughout the day. When the demand for service is sufficient, peak frequency may increase to every 15 minutes. Under the current agreement with CSX, which still has rights to run trains through the SunRail operating area daily, it is unlikely that SunRail service will be expanded to offer more frequent trains during the day (non-peak). There will be one SunRail station within the District – the Orlando Health/Amtrak Station near the intersection of Sligh Boulevard and Columbia Street.

Pedestrian and Bicycle Facilities

Sidewalk coverage in the District is spotty at best. According to the South Downtown Vision Plan, for the 23.3 miles of street frontage in the South Downtown Vision Plan study area, only 11.5 miles of sidewalk existed in 2008.

Downtown South Safe Neighborhood Improvement Plan

No bicycle facilities exist in the District.

A system of pedestrian and bicycle routes needs to be identified and coordinated with the South LYMMO extension, park and stormwater management facilities to create a “greenway” that serves the District.

Freight

A major CSX rail line runs through the District from the north to the south, bisecting the area into east and west halves. This rail line is crossed by roads in five places: Gore Street, Columbia Street, Kaley Street, Grant Street and Michigan Street. While the institution of SunRail service to the area will reduce the time period when CSX freight service runs through the District, freight service will continue along this rail corridor.

E. Wastewater

A thorough analysis of the wastewater system serving the District was proposed for the South Downtown Vision Plan and is shown in Appendix B of said plan. This analysis concluded that the wastewater flow from the area is presently .69 million gallons per day (MGD) and would increase to approximately 1.03 MGD by 2020. That figure translates to a peak flow (1.5 x average daily flow) of 2.6 MGD. While the City Wastewater Department has estimated that the existing system is adequate to handle existing flows, it cannot accommodate any significant increase without making improvements to 2 lift stations, at a minimum. In addition, new gravity sewer lines may be necessary to accommodate wastewater flow for these lift stations. For future growth, the sanitary effluent will need to be routed to a new force main line along Orange Avenue or a new line in the Atlanta Avenue corridor.

F. Potable Water

A thorough analysis of the potable water system was prepared in conjunction with the South Downtown Vision Plan (Appendix B). This analysis indicated an increased potable water demand of approximately 1.74 million gallons per day (MGD). The total future demand is now anticipated to be approximately 3.09 MGD. Using a maximum daily demand (MDD) peaking factor of 2.0, the MDD is anticipated to be 6.18 MGD. The study area is served by a watermain that loops around the perimeter of the District. There is sufficient capacity in the major

Downtown South Safe Neighborhood Improvement Plan

watermains to service new development. Improvements will be necessary as development occurs within the looped system. The adequacy of the water system will ultimately be dictated by fire flow requirements. A Hydraulic Analysis completed for the South Downtown Vision Plan revealed available fire flow will not be adequate without modification of a portion of the infrastructure. Discussions with OUC representatives indicate that these modifications should be considered in conjunction with road construction or the evaluation of site development as it occurs within the District.

G. Stormwater/Greenway

The District contains three land-locked lakes; Lake Lucerne, Lake of the Woods and Lake Beauty. The stormwater system in the District 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.

The District is part of a larger land locked drainage basin that relies only on drainage wells for volume recovery. With the exception of more recent development projects, there are no pollution abatement collection and treatment systems on the majority of properties in the District. Future development will need to provide on-site stormwater treatment facilities. For the overall stormwater management system, it is recommended that a district-wide stormwater and greenway master plan be prepared that will allow for consolidation of stormwater into more usable public amenities. The combination of the stormwater, parks and bike-pedestrian systems could result in a "greenway" that would connect the District and provide a significant element of community character that would distinguish the District from a real estate market standpoint.

Downtown South Safe Neighborhood Improvement Plan



Several streets in the District lack proper drainage. This street for example, lacks curbs on one side.

Image: VHB Miller Sellen 2012

H.ADA Compliance

There are a limited number of wheelchair ramps in the District. Of all the roadways, adequate wheelchair ramp placement exists only on Orange Avenue and Gore Street. Additionally, sidewalk widths along some streets may limit wheelchair access. However, the Orlando Health campus has good wheelchair access.

V. Crime Activity

A. Current Crime Conditions and Recent Trends

Crime in the District

The District is located entirely in the City of Orlando and is served by the Orlando Police Department.

A disproportionately high percentage of total crimes per capita are committed in the District. On a per capita basis, the District experiences approximately five times as many crimes as the City of Orlando as a whole. It is important to note that the District's unusually low number of residents skews the crime-to-population ratio. Better indicators may be on a per acre basis or a similar indicator.

Fortunately this is a decreasing trend. The proportion of crimes occurring in the District has steadily decreased since 2007, at a faster rate than the citywide crime rate. Larcenies and burglaries, the most common crime types, are down from over 750 incidences to around 200 per year since 2007. Lewd offenses, a very minor problem in the District, are the only category to have experienced an increase since 2007.

On a per capita basis, homicides, larceny and burglaries are the three most common types of crime. Though few homicides occur each year, residents of the District are almost 8 times more likely to become homicide victims than residents of the City of Orlando as a whole, based on the 2007 to 2011 homicide rate. Drug-related incidents are half as common as they were in 2007, but 50 cases were still reported in the most recent calendar year.

Table 4 shows the number of incidents reported in each of the following categories from 2007 to 2011:

- Violent Crimes – Aggravated Assaults, Homicides, Kidnapping, Sex Offenses
- Property Crimes – Auto Thefts, Burglaries, Larceny, Robberies, Vandalism
- Drugs
- Other Crimes – Missing Persons, Prostitution, Lewd Offenses

Downtown South Safe Neighborhood Improvement Plan

Table 4. Reported Crimes in and adjacent to the Downtown South Neighborhood Improvement District, 2007-2011

	2007		2008		2009		2010		2011		% Change, 2007-2011	
	DSNID	Citywide	DSNID	Citywide	DSNID	Citywide	DSNID	Citywide	DSNID	Citywide	DSNID	Citywide
Violent Crimes	75	2,474	63	2,266	40	1,856	56	1,739	44	1,702	-41%	-31%
Property Crimes	947	24,202	506	14,405	369	10,087	326	11,277	308	10,510	-67%	-57%
Drugs	102	3,150	80	3,140	61	3,090	70	3,002	48	3,020	-53%	-4%
Other Crimes	33	1,475	32	1,277	18	1,074	17	877	22	922	-33%	-37%
All Reported Cases	3,202	79,871	3,082	81,407	2,628	72,573	2,390	63,928	2,277	64,406	-29%	-19%

Source: City of Orlando, 2012

Spatial Analysis of Crime in the Study Area

VHB MillerSellen also conducted a statistical and spatial analysis of reported crimes in 2011. Exhibit G is a location map depicting the four key types of crime defined above (Violent, Property, Drug and Other). Exhibit H shows the density of all crimes (including additional categories) reported in 2011.

The most crimes were reported at addresses with frontage along Orange Avenue, and most of these were property crimes. Disproportionately more crimes were also reported from areas with mixed-use urban village land uses. This may be due to the higher density of residents and businesses in these areas at all hours, compared to industrial or strictly commercial areas.

In contrast, relatively few crimes were reported in industrial areas of town, particularly west of the railroad tracks. Criminal activities may have been underreported due to the low population and business density in these areas.

The four key types of crime considered in this study cluster in a few locations in the Study Area. These include the following:

- **Property crimes.** Clustering of property crimes occurred at the Orlando Health Regional Medical Campus; near SODO; and in three retail areas. The retail areas are, roughly, at the intersection of Orange and Kaley Avenues, near Orange Ave Court and on Michigan Avenue near GameStop and Walgreen's.
- **Violent crimes.** Violent crimes were most often reported west of Interstate 4 and in the neighborhoods between Kaley/Michigan on either side of Orange

EXHIBIT G

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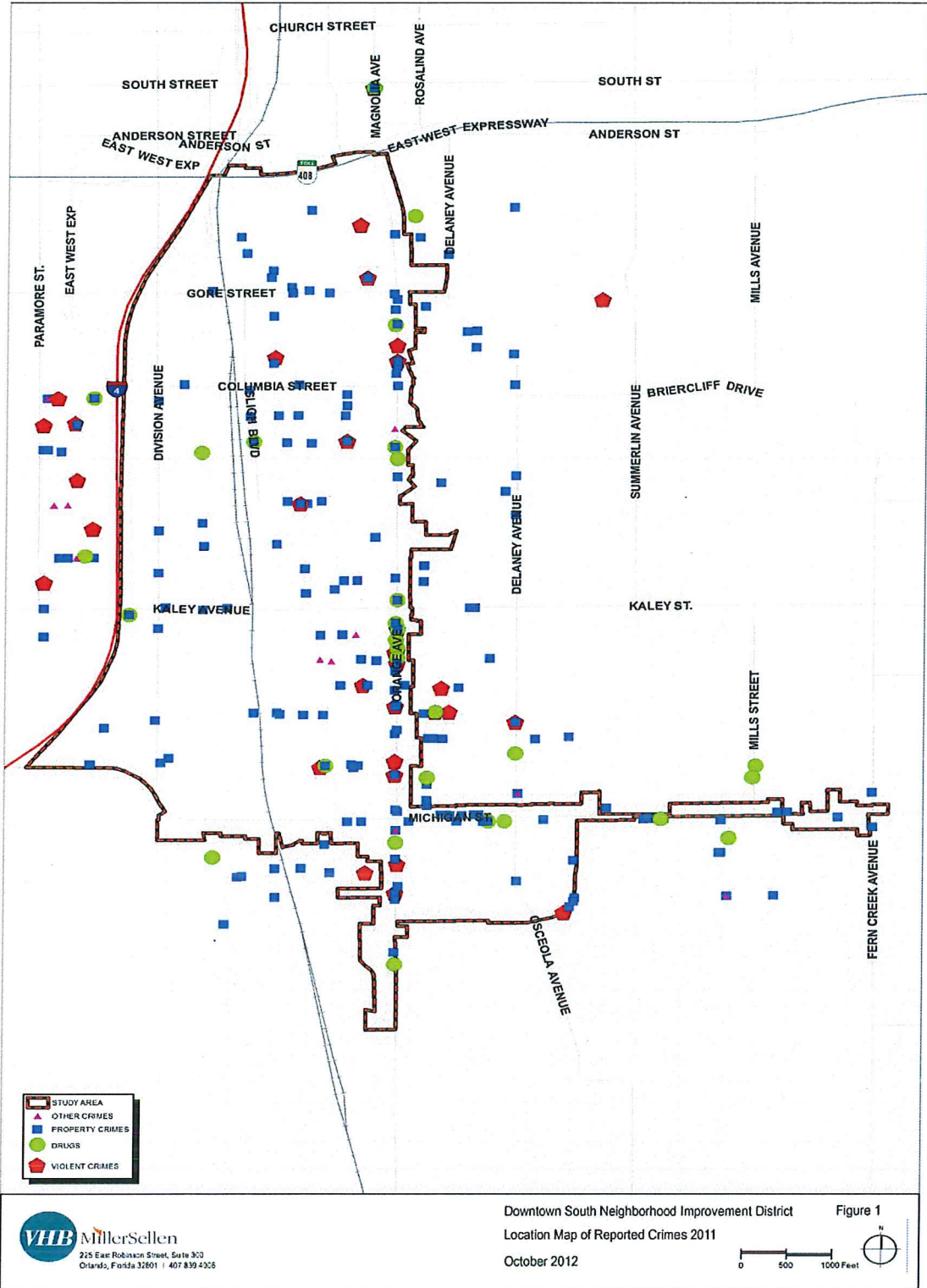
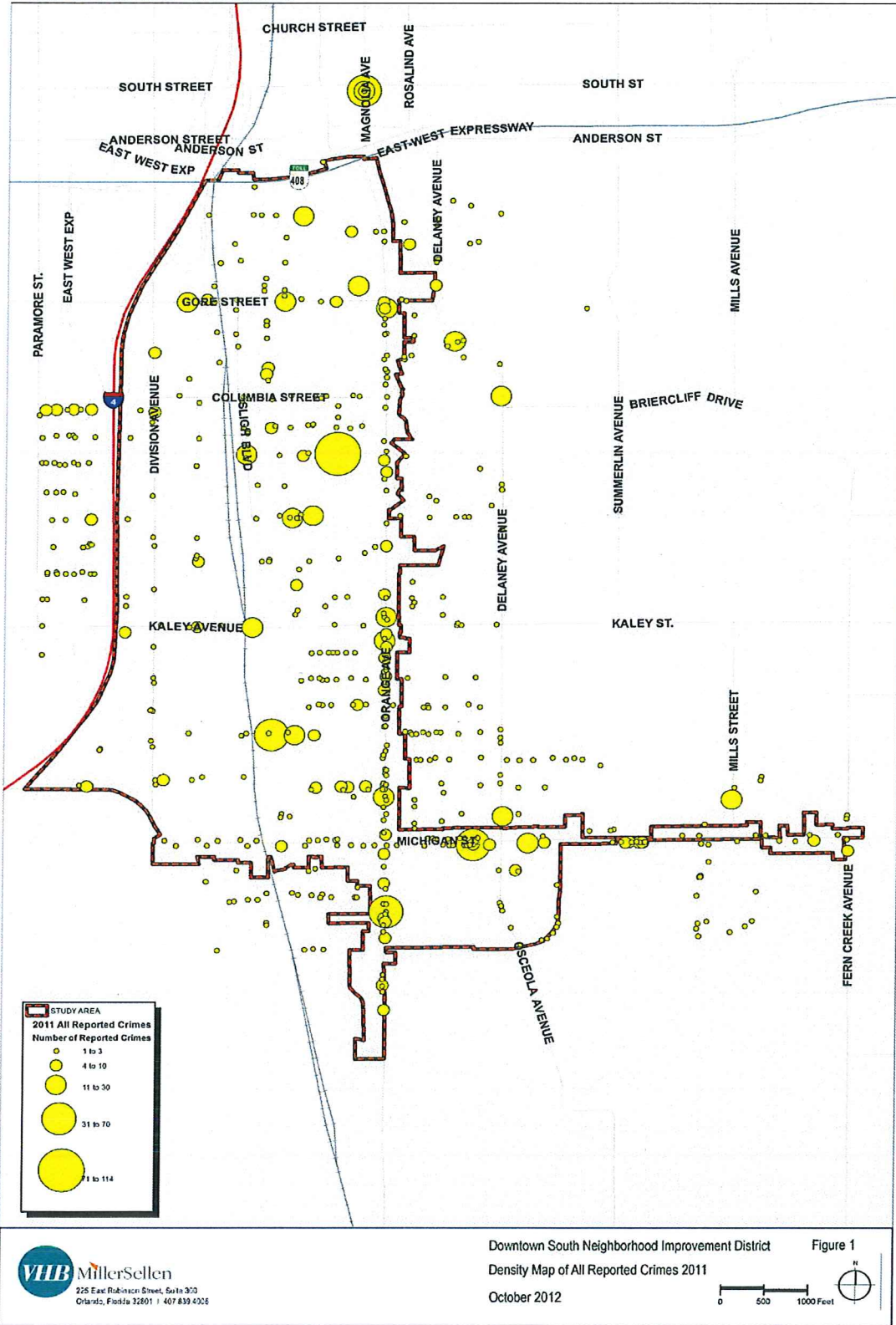


EXHIBIT H

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Downtown South Safe Neighborhood Improvement Plan

Ave. The latter also has a higher incidence of drug-related crime. Some violent crimes were reported in the northwest part of the District. Though not in the District, the neighborhood west of Interstate 4 has a disproportionately high incidence of violent crimes, in addition to property and drug-related crime.

- **Drug-related crimes.** Drug-related crimes appear at the intersection of Orange and Kaley Avenues, on Michigan Street and in areas to the north and west of the District.
- **Other major crime types.** Around 30 cases of missing persons were reported in 2011. Most of these were reported near the hospital or other residential areas. There were not enough occurrences of Prostitution and Lewd Offenses in 2011 to draw conclusions about clustering.

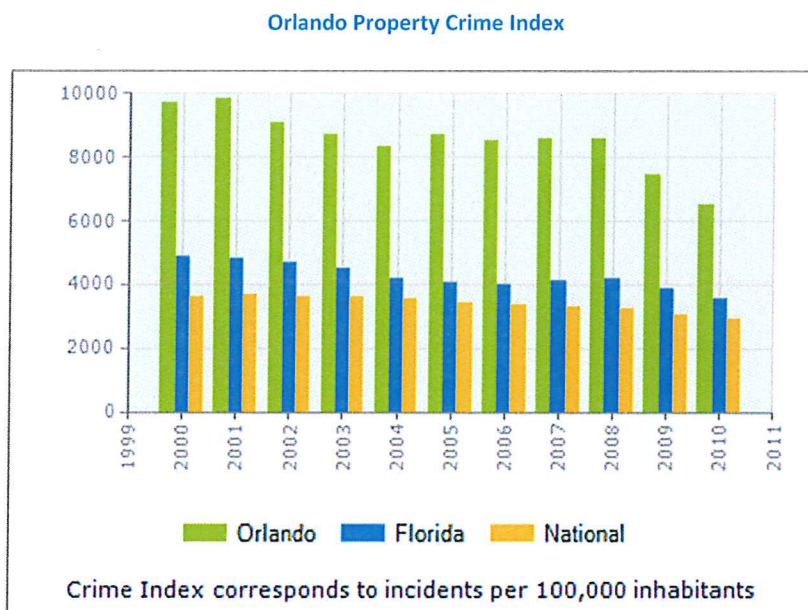
Table 5. Crime Statistics

Number of Reported Incidents in the Downtown South Neighborhood Improvement District and City of Orlando, 2007-2011

	2007		2008		2009		2010		2011		% Change, 2007-2011	
	DSNID	Citywide	DSNID	Citywide	DSNID	Citywide	DSNID	Citywide	DSNID	Citywide	DSNID	Citywide
Aggravated Assaults	65	2,114	57	1,972	34	1,614	47	1,529	38	1,489	-42%	-30%
Auto Thefts	40	2,463	37	1,895	22	1,357	18	1,265	21	1,346	-48%	-45%
Burglaries	152	3,979	113	4,214	138	3,731	109	3,999	108	4,031	-29%	1%
Drugs	102	3,150	80	3,140	61	3,090	70	3,002	48	3,020	-53%	-4%
Homicides	2	35	1	39	-	27	3	21	2	26	0%	-26%
Kidnapping	-	59	-	41	-	38	1	34	-	28	N/A	-53%
Larceny	622	13,055	238	4,066	103	1,620	117	3,055	99	2,154	-84%	-84%
Lewd Offenses	1	94	4	90	-	76	1	65	3	88	200%	-6%
Missing Persons	31	1,214	28	1,155	18	939	16	793	19	800	-39%	-34%
Prostitution	1	167	-	32	-	59	-	19	-	34	-100%	-80%
Robberies	51	1,565	46	1,332	24	784	16	678	20	710	-61%	-55%
Sex Offenses	8	266	5	214	6	177	5	155	4	159	-50%	-40%
Vandalism	82	3,140	72	2,898	82	2,595	66	2,280	60	2,269	-27%	-28%
All Reported Cases	3,202	79,871	3,082	81,407	2,628	72,573	2,390	63,928	2,277	64,406	-29%	-19%

Comparison of City, State-wide and National Crime Statistics

Orlando crime statistics indicate an overall downward trend in crime. Based on data from the past 12 years, violent crime and property crime have decreased locally, state-wide and nationally.



Source: CityRating.com, 2012, <http://www.cityrating.com/crime-statistics/>

Based on this trend, the crime rate in Orlando for 2012 is expected to be lower than in 2010. The city violent crime rate for Orlando in 2010 was higher than the national violent crime rate average by 165.46%, and the city property crime rate in Orlando was higher than the national property crime rate average by 120.25%. In 2010 the city violent crime rate in Orlando was almost twice the statewide rate, and the city property crime rate in Orlando was higher than the property crime rate in Florida by 82.09%.

B. Crime-to-Environment Relationship

The low amount of residential use limits the concept of “eyes on the street” which is a central principal in the CPTED concept (Crime Prevention Through Environmental Design). Residents being active in the neighborhood can reduce crime by the mere presence and even more so through a vigilance program of monitoring neighborhood activity much like a neighborhood watch program. This can be furthered with the idea of having “concierges” in the District. These are mostly stay at home people charged with increasing the neighborhood

Downtown South Safe Neighborhood Improvement Plan

monitoring. In addition, when determining the capital improvement provision for the District, projects should be given priority that may have the greatest impact on crime prevention.

A second factor influencing crime reduction is the opportunity for redevelopment. As more property is redeveloped, particularly with residential uses, there is the prospect crime will decrease. The higher the value the redevelopment, the more likely crime will occur in the future. The best redevelopment result for crime reduction would be relatively high value, mixed uses with a balance of commercial, office and residential mixed at least horizontally but preferably vertically.

The Orlando Police Department embraces a philosophy known as Community Oriented Policing (COP). COP strives to develop partnerships between the police and the community in efforts to keep Orlando a safe city with a strong local economy and livable neighborhoods.

VI. Community Engagement

The Community engagement process utilized to prepare this Plan for the DSNID consisted of a three stage process. The first stage was focused on education and an understanding of past planning work and existing conditions in the District. The second stage was focused on obtaining an understanding of stakeholder preferences for the type of neighborhood improvements that were necessary to implement the South Downtown Vision Plan, the Orange/Michigan Vision Plan and this Plan. The third stage was focused on consensus building related to the implementation of the Plan and the passage of a referendum to generate funding for the capital improvements recommended in the plan through levy of an ad valorem tax on real and personal property in the district of up to 2 mills annually and assessment of not greater than \$500 for each individual parcel of land in the District.

Downtown South Safe Neighborhood Improvement Plan

To implement the community engagement process three workshops were held in the District. Notice was sent to property owners, business owners, residents and interested stakeholders. A summary of each workshop is provided in Appendix C. In addition to the workshops, information was provided to the community through the City of Orlando Website at:

<http://www.cityoforlando.net/planning/Downtown%South%20NID.htm>.

During the Workshops #2 and #3, participants were asked to vote their preferences for certain capital improvement strategies, capital project alternative scenarios and priorities and referendum funding options. Preferences were obtained by surveying participant's responses to key questions using TurningPoint, an interactive audience participation tool used to collect public comment, concerns and observations. In addition, the same survey questions used in the workshops were incorporated onto the City Website using Survey Monkey software to obtain preferences on-line from those who could not attend the workshops.

The results of the community engagement process informed the recommended actions and ultimately the capital improvements program that will be developed for the DSNID once the results of the referendum are known and funds have been generated for the District.

VII. Financial Analysis

A. Introduction

As part of the preparation of the Plan, Robert Charles Lesser & Co., LLC (RCLCO) was engaged to conduct a financial analysis that provides the potential values associated with an ad valorem tax and/or special assessment in the District.

In order to assess the potential collected tax revenue generated, RCLCO ran multiple scenarios, which are summarized in the next section and included in Exhibits 2-4 (see Appendix B). For a discussion of the methodology and limiting conditions, refer to the full report in Appendix B.

B. Projected Revenue: Scenarios

Existing Parcel Ad Valorem Tax

In this scenario, RCLCO calculated the total collected tax revenue that would be generated from existing taxable properties within the DSNID over a thirty year time period from 2013-2042. As of 2012, there were 1,255 total parcels and 1,188 taxable parcels resulting in total taxable value for the District \$324,909,878.

Parcel Size (Acres)	Number of Parcels
< 0.5	696
0.5 – 1.0	116
1.0 – 2.0	85
2.0 – 5.0	43
> 5.0	8

The millage assessment by year is found in Exhibit 2 in the Appendix. Based upon this annual millage, three different millage rates were utilized in the analysis. These scenarios show that the NID will initially generate \$160,000 per year at a rate of 0.5 mil; from \$325,000 per year at 1 mil; and from \$650,000 per year at a rate of 2 mil.

Millage Rate	.5 mil	1 mil	2 mil
30-year Value	\$4,870,000	\$9,750,000	\$19,500,000

Downtown South Safe Neighborhood Improvement Plan

Existing Parcel Special Assessment

In this scenario, RCLCO calculated the total collected revenue that would be generated from existing taxable properties within the DSNID over a thirty year time period from 2013-2042. This scenario considered the amount of revenue from a \$500 special assessment on each parcel. It does not include any revenue from the ad valorem tax millage. A special assessment by parcel will initially generate \$594,000 per year.

Assessment	\$500 Per Parcel
30-year Value	\$17,820,000

Ad Valorem Levy with Additional Development

In this scenario, RCLCO calculated the total collected tax revenue that would be generated from existing taxable properties as well as future potential properties within the DSNID over a thirty year time period from 2013-2042. The future potential properties are from a 2010 study completed by Real Estate Research Company (RERC). Based upon RCLCO's knowledge of the area, the assumptions appear reasonable. We note, however, that these values would not be bondable at this time, but are used for the planning team to understand the future potential of the area over the next 30 years.

Millage Rate	.5 mil	1 mil	2 mil
30-year Value	\$8,230,000	\$16,460,000	\$32,910,000

C. Discussion and Limitations

The total revenues generated by the DSNID will vary based on the referendum that is ultimately approved. The funds available for improvement projects will comprise some portion of these revenues. Other expenses are expected to include the following:

- Administrative and operating expenses, including staff, office space, office supplies, printing and postage. Administration of the District will also require legal, accounting, purchasing, planning and audit support. It may be possible to obtain these services from the City of Orlando through an Interlocal Services and Cost Share Agreement.

Downtown South Safe Neighborhood Improvement Plan

- Funds may need to be reserved to pay the District's match on grants and funds may need to be reserved to make bond payments or meet other bond requirements.
- Funds for marketing and promotions, web site, consultants, coordination with property owners, etc.

VIII. Recommended Downtown South DSNID Action Plan and Capital Improvements Program

The Safe Neighborhood Improvement Plan is required to identify any publicly funded capital improvements to be undertaken by the District. In order to address this requirement, this section presents an action plan and prioritized list of capital improvement projects by category. The list of action items and capital improvement projects are based on consideration of information from the sources listed below.

1. The City of Orlando South Downtown Vision Plan
2. The Orange/Michigan Vision Plan
3. South Downtown Sub-Area Policies contained in the City of Orlando Growth Management Plan
4. Ad Valorem Tax Base information from the Orange County Property Appraiser's Office
5. RCLCO Memorandum for the Downtown South Neighborhood Improvement District
6. City of Orlando Capital Improvements Plan
7. Central Florida Regional Transportation Authority (a.k.a. LYNX) analysis of transit alternatives for transit service in downtown Orlando, "South Corridor Locally Preferred Alternative."
8. Crime Statistics mentioned in the Plan
9. The Safe Neighborhoods Act
10. Input from public engagement workshops held to educate and solicit preferences for public improvements to be included in the Plan.
11. Input from the DSNID Advisory Council
12. Citizen preference responses obtained from DSNID "Survey Monkey" available on the City of Orlando Website.

The purpose of the Action Plan and related list of capital improvements projects is to identify those project categories that would support job growth and economic development in the DSNID and are eligible to receive funds generated from the District by virtue of their consistency with the applicable provisions of the Safe Neighborhoods Act, the City of Orlando Comprehensive Plan and the Plan.

Downtown South Safe Neighborhood Improvement Plan

A more detailed Capital Improvements Plan (CIP) and budget will be developed for approval by the DSNID Advisory Board and DSNID Board of Directors after a referendum has been held to determine the funding available to the District.

The CIP is a five year schedule for the expenditure of funds to implement the Plan. The CIP may include projects funded in whole or in part by the District. Partially funded projects may also receive funding from local, regional, state and federal government sources as well as the private sector.

The CIP is adopted in conjunction with the adoption of the district's annual operating and capital budget. The adoption of the CIP does not commit the district to expenditures or appropriations beyond the first year. The CIP is reviewed and updated on an annual basis so the district can respond to unforeseen challenges and opportunities, including changes in anticipated revenues.

Alternatives Analysis

Utilizing the above referenced information, three alternative capital project scenarios were prepared for consideration by the DSNID Advisory Council and the public. The alternatives were characterized as follows:

1. Quality infrastructure to support economic development
2. Mobility driven economic development
3. "Sense of Place" improvements to drive economic development by creating a unique identity for the DSNID

A description of each alternative and its prototypical capital projects are included in Appendix C. The alternatives were presented at the second public meeting to consider the Plan. Participants were asked to vote for one of the three alternatives using "Turning Point" an interactive audience participation tool that can be used to collect audience preferences by allowing them to vote on multiple choice questions using wireless key pads. In addition the same questions were included on "Survey Monkey" to allow the public to vote on the preferred alternative. The list of multiple choice questions and results of the public input received on the alternatives is also included in Appendix C.

Downtown South Safe Neighborhood Improvement Plan

Based upon the response to the alternatives analysis, it was determined that a “hybrid” that combines some of the provisions of both the “Mobility Driven Economic Development” and “Sense of Place” alternatives best represented the preferences of business and property owners in the District.

Based on this result, the following “Action Plan Priorities” have been prepared for inclusion in the Plan.

ACTION PLAN PRIORITIES

Action Plan #1 - Planning:

The District may support and fund (in whole or in part) activities that facilitate the redevelopment and revitalization of the District, including studies, plans and programs that assist in creating a unique sense of place and identity for the District and make properties in the District more valuable and sustainable in the real estate market place. Such studies specifically include but are not limited to:

- Orange Avenue and Michigan Avenue Streetscape Master Plan
- Zoning Overlay and Design Guidelines for the District
- Stormwater Master Plan for the District
- Greenway Master Plan for the District

Action Plan #2 - Main Street:

The District may support and assist in funding the Downtown South Main Street Program and its efforts to brand, market and promote the District.

Action Plan #3 - Administration:

The District may support and fund (in whole or in part) the administration of the District, including: (a) staff, administrative and operating expenses; (b) legal, engineering, survey, accounting, purchasing, planning, audit, lobbying and other support services provided by consultants or through an Interlocal Services or Cost Share Agreement; (c) the payment of all expenses incidental to or connected with the issuance, sale, redemption, retirement or purchase of bonds or any other form of indebtedness, including the funding of any reserve, redemption, fund or account provided for in an ordinance or resolution authorizing such indebtedness; (d) the repayment of principal and interest or any redemption premium for loans, advances, bonds, notes or any other form of indebtedness undertaken to finance any improvements contemplated in the Plan; and (e) other expenses related to the implementation of the Plan.

Downtown South Safe Neighborhood Improvement Plan

Action Plan #4 - Transit:

The District may support and fund (in whole or in part) the enhancement of the Lynx transit system within the NID, specifically the extension of the LYMMO service and implementation of the “South Corridor Locally Preferred Alternative” system improvements.

Action Plan #5 - Streetscape:

The District may support and fund (in whole or in part) the construction of streetscape improvements along the Orange Avenue and Michigan Avenue Corridors. Streetscape should focus on a “complete streets” approach, access management, way-finding, signage, and context sensitive design.

Action Plan #6 – Stormwater/Greenway:

The District may support and fund (in whole or in part) the implementation of a master stormwater management system and the interconnection of that system to form a greenway to connect existing or new parks, pedestrian paths and bikeways. This activity may include the aggregation of parcels of land to create significant blocks that could include parks and open space and allow for District-wide infrastructure improvements.

Action Plan #7 - Wastewater:

The District may support and fund (in whole or in part) wastewater improvements in the District, including the upgrading of lift stations and the replacement of lines where such improvements are necessary to accommodate existing development or incentivize redevelopment in the District.

Action Plan #8 - Water:

The District may support and fund (in whole or in part) the enhancement of the water supply system through the replacement of lines where such improvements are necessary to accommodate existing development or incentivize redevelopment in the District.

Action Plan #9 - CPTED:

The District may support and fund (in whole or in part) improvements and programs that promote Crime Prevention through Environmental Design and community policing to reduce crime in the District.

Action Plan #10 - Roads:

The District may support and fund (in whole or in part) the improvement and connection of the street grid within the District, including the construction of

Downtown South Safe Neighborhood Improvement Plan

new street segments, additional driving lanes, turn lanes, transit lanes, and intersection, streetlight, signalization, pedestrian and landscape improvements. Priority should be given to the Division and/or Atlanta Avenue corridors.

Action Plan #11 - Housing:

The District may support and fund (in whole or in part) efforts to incentivize the construction of workforce (attainable) housing in the District. Where possible, the District should seek to partner with other entities.

Table 6. DSNID Capital Improvement Program Funding by Project Category (2013-2043)

Project Category	Estimated Funding*
Program/Plans	\$1,800,000
Marketing/Branding	\$3,000,000
Lynx Enhancements	\$6,000,000
Streetscape Improvements	\$10,000,000
Road Improvements	\$4,000,000
Stormwater Management/Greenway	\$5,700,000
Water and Wastewater	\$8,400,000
Workforce Housing	\$5,000,000
Crime Prevention (CPTED)	\$2,500,000
Total Estimated Funding	\$46,400,000

*In the case of infrastructure projects, the estimated funding assigned to the category assumes the DSNID contribution and not total project cost. It should be noted that some of the CIP project categories include projects that, because of their size, will be the primary responsibility of other government agencies or public private partnerships. The projects are listed here to identify those projects that will have a direct benefit to economic development and job growth in the District and where the use of district funds for cost sharing, to promote partnerships or to incentivize economic development could advance or streamline the implementation of the project.

To place the "Action Plan Priorities" and the CIP in proper perspective, the RCLCO study estimates that, should a referendum on ad valorem tax on real and personal property be successful @ 2.0 mills, the DSNID could receive

Downtown South Safe Neighborhood Improvement Plan

approximately \$650,000 annually or \$19.5 million over the planning period 2013-2043. Should the referendum be passed allowing for a special assessment of \$500 for each parcel of land per year, the District would receive approximately \$594,000 annually or \$17.8 million over the planning period 2013-2043. It should be noted that these revenue estimates are conservative in that they assume no payment in lieu of taxes (PILOT) from Orlando Health, no inflation, and no additional funding from grants or matching funds that may be available in the future.⁶

IX. Implementation of the Improvement Plan

The Plan is subject to approval by the DSNID Advisory Council and the DSNID Board of Directors (the Orlando City Council). The chart below describes the process of adopting the Plan. Once the Plan is approved and other capital improvement plans are considered, a referendum may be initiated.

Entity	Action Steps
DSNID Advisory Council	<ul style="list-style-type: none">• Approves draft Plan.• Requests determination that Plan is consistent with City of Orlando Comprehensive Plan.<ul style="list-style-type: none">○ <i>163.516(4), FS - Prior to its consideration of a safe neighborhood improvement plan, the district shall submit such plan to the local governing body for review and written approval as to its consistency with the local government comprehensive plan...The district may not proceed with the safe neighborhood improvement plan until final approval is given by the local governing body.</i>• Approves final Plan.
DSNID Board of Directors	<ul style="list-style-type: none">• Holds advertised public hearing.<ul style="list-style-type: none">○ <i>163.516(5), FS - Prior to adoption of the safe neighborhood improvement plan, the board shall hold a public hearing on the plan after public notice thereof by publication in a newspaper of general circulation in the county or municipality in which the district is located.</i>• Adopts Plan.<ul style="list-style-type: none">○ <i>163.516(6), FS - The board, after the public hearing, may approve the safe neighborhood improvement plan.</i>

⁶ Please note that properties north of Gore Street are not included in the revenue projections because they are located within the Downtown Community Redevelopment Area.

Downtown South Safe Neighborhood Improvement Plan

Orlando City Council

- Adopts Plan.
 - *163.516(9), FS - A safe neighborhood improvement plan for each district shall be prepared and adopted by the municipality or county prior to the levy and expenditure of any of the proceeds of any tax assessment or fee authorized to such districts other than for the preparation of the safe community or business improvement plan.*
- Holds two advertised public hearings to adopt Plan into City's Growth Management Plan.
 - *163.516 (8) - Pursuant to s. 163.3184, the governing body of a municipality or county shall hold two public hearings to consider the board-adopted safe neighborhood improvement plan as an amendment or modification to the municipality's or county's adopted local comprehensive plan.*

Referendum

- To be held at discretion of DSNID, subject to applicable timing and laws.
-

There is no date by which a referendum needs to be passed. As long as the DSNID has a funding source, it is entitled to operate without referendum and/or assessments. However, it is important to note that millage and per parcel assessments are subject to different approval requirements.

Per Parcel requirements are as follows:

- “Subject to referendum approval, make and collect special assessments pursuant to ss. 197.3632 and 197.3635 to pay for improvements to the District and for reasonable expenses of operating the district, including the payment of expenses included in the District’s budget, subject to an affirmative vote by a majority of the registered voters residing in the district.” (163.514 (16)(a))
- “Such assessments shall not exceed \$500 for each individual parcel of land per year.” (163.514 (16)(a))
- “Notwithstanding the provisions of s. 101.6102, the referendum to approve the special assessment shall be by mail ballot.”

Downtown South Safe Neighborhood Improvement Plan

For purposes of the NID assessment, each condominium unit should be assessed \$500 or the amount assessed to any other parcel of land within the district.⁷

Millage requirements are as follows:

- “The NID may levy an ad valorem tax on real and personal property of up to two mills annually.”
- “Must be approved by freeholders representing in excess of 50 percent of the assessed value of the property within the district.”
- “The city clerk shall send a ballot to each registered freeholder at his or her last known mailing address by first-class United States mail”.

⁷ “Ad valorem taxes, benefit taxes, and special assessments by taxing authorities shall be assessed against the condominium parcels and not upon the condominium property as a whole. Each condominium parcel shall be separately assessed for ad valorem taxes and special assessments as a single parcel.” (Sec. 718.120(1), Fla. Stat.)

X. Appendices

A. Appendix A – Downtown South NID Ordinance

B. Appendix B – RCLCO Memorandum: Downtown South NID

C. Appendix C – Public Engagement Workshop Minutes

Workshop # 1 – October 29, 2012

Workshop #2 – November 27, 2012

Workshop #3 – December 18, 2012

DRAFT

APPENDIX A

(Downtown South NID Ordinance)

DRAFT

ORDINANCE NO. 2011-28

1 AN ORDINANCE OF THE CITY OF ORLANDO, FLORIDA,
2 RELATING TO NEIGHBORHOOD IMPROVEMENT
3 DISTRICTS; AMENDING CHAPTER 40, ORLANDO CITY
4 CODE TO CREATE THE DOWNTOWN SOUTH
5 NEIGHBORHOOD IMPROVEMENT DISTRICT;
6 PROVIDING JURISDICTIONAL BOUNDARIES FOR THE
7 DISTRICT; PROVIDING POWERS OF THE DISTRICT,
8 INCLUDING THE AUTHORITY TO LEVY AN AD
9 VALOREM TAX OF UP TO TWO MILLS ANNUALLY,
10 SUBJECT TO APPROVAL BY REFERENDUM, AND THE
11 AUTHORITY TO MAKE AND COLLECT SPECIAL
12 ASSESSMENTS OF UP TO \$500 PER PARCEL PER YEAR,
13 SUBJECT TO APPROVAL BY REFERENDUM;
14 PROVIDING FOR A BOARD OF DIRECTORS AND AN
15 ADVISORY COUNCIL; PROVIDING THE AUTHORITY
16 TO CONTRACT FOR DISTRICT STAFF; REQUIRING A
17 NEIGHBORHOOD IMPROVEMENT PLAN; PROVIDING
18 FOR NOTICES TO THE STATE OF FLORIDA AND FOR A
19 REFERENDUM; PROVIDING FOR SEVERABILITY,
20 REPEAL OF CONFLICTING ORDINANCES,
21 CODIFICATION, CORRECTION OF SCRIVENER'S
22 ERRORS, AND AN EFFECTIVE DATE.

23
24 WHEREAS, at section 163.502(1), Florida Statutes, the Florida Legislature found and
25 declared, and the City Council of the City of Orlando, Florida (the "Orlando City Council"),
26 hereby finds and declares that among the many causes of deterioration in the business and
27 residential neighborhoods of the state are the following: proliferation of crime, automobile traffic
28 flow strangled by outmoded street patterns, unsuitable topography, faulty lot layouts,
29 fragmentation of land uses and parking areas necessitating frequent automobile movement, lack
30 of separation of pedestrian areas from automobile traffic, lack of separation of vehicle traffic
31 lanes and railroad traffic, and excessive noise levels from automobile traffic; and
32

33 WHEREAS, with the enactment of the Safe Neighborhood Act, Part IV, Chapter 163,
34 Florida Statutes, the Florida Legislature authorized the creation of neighborhood improvement
35 districts by municipal and county governments in Florida for the purpose of planning, designing,
36 financing, constructing, operating, maintaining, and otherwise providing important public goods
37 and services to the business and residential neighborhoods of the state; and
38

39 WHEREAS, on September 20, 2010, the Downtown South Neighborhood Improvement
40 District Exploratory Committee issued a report to the Orlando City Council recommending that
41 the Council create a neighborhood improvement district for the Downtown South neighborhood;
42 and
43

44 WHEREAS, on March 28, 2011, the Orlando City Council adopted ordinance number
45 2011-3, amending Chapter 40, Code of the City of Orlando, Florida (the "Orlando City Code"),
46 to create the Orlando Neighborhood Improvement District Code; and

City Council Meeting: 2.25.11
Name: (1-2) (Secretary) 10/25/102

ORDINANCE NO. 2011-28

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WHEREAS, the Orlando Neighborhood Improvement District Code authorizes the creation of local government neighborhood improvement districts within the City of Orlando; and

WHEREAS, all persons, businesses, and organizations interested in the advancement of the Downtown South Neighborhood Improvement District are hereby encouraged to join and support the City's Downtown South Main Street district and the City's Downtown South Main Street district and its members are hereby encouraged to support the improvement efforts undertaken by the Downtown South Neighborhood Improvement District; and

NOW, THEREFORE, BE IT ENACTED BY THE CITY COUNCIL OF THE CITY OF ORLANDO, FLORIDA:

SECTION 1. CHAPTER 40, AMENDED. Chapter 40, Code of the City of Orlando, Florida, is hereby amended as follows:

Article II. Downtown SouthReserved.

Sec. 40.11. Downtown South Neighborhood Improvement District Created.

Pursuant to section 163.506, Florida Statutes, and section 40.4, Orlando City Code, there is hereby created a local government neighborhood improvement district to be known as the "Downtown South Neighborhood Improvement District" (hereinafter referred to as the "district"). The district may adopt and use a different name for branding and marketing purposes.

Sec. 40.12. Boundaries and size of the district.

The jurisdictional boundaries of the district are hereby established as depicted in Figure 40.12-1. The district boundaries contain approximately 717 acres.

[Drafter's note to the editor: Please insert Figure 40.12-1, attached to this ordinance as "Exhibit 'A'," here.]

Sec. 40.13. Grants.

Pursuant to section 163.506(b), Florida Statutes, the district is hereby authorized to receive grants of any kind from the Florida Department of Legal Affairs. The district is also hereby authorized to seek and receive grants from other sources if approved by the board of directors.

Sec. 40.14. Ad valorem tax and special assessments.

ORDINANCE NO. 2011-28

93 (1) Subject to approval by referendum, and pursuant to section 163.506(c), Florida
94 Statutes, the district may levy an ad valorem tax on real and personal property of up to two mills
95 annually. The referendum required by this section shall be as provided by ordinance.
96

97 (2) Pursuant to section 163.506(d), Florida Statutes, the district is hereby authorized to
98 make and collect special assessments in accordance with section 163.514(16), Florida Statutes.
99

100 **Sec. 40.15. Board of directors.**

101
102 Pursuant to section 163.506(e), Florida Statutes, the Orlando City Council is hereby
103 designated as the board of directors for the district. The presiding officer of the Orlando City
104 Council shall be the presiding officer of the board of directors and the board shall conduct its
105 business according to the rules of order of the Orlando City Council.
106

107 **Sec. 40.16. Advisory council.**

108
109 (1) *Established.* Pursuant to section 163.506(f), Florida Statutes, there is hereby
110 established an advisory council to the board of directors. The advisory council shall be known as
111 the "Downtown South Neighborhood Improvement District Advisory Council."
112

113 (2) *Membership.* The advisory council shall consist of five members. Each member
114 must own property in the district, represent a corporate owner of property within the district, or
115 reside in the district. Members must be nominated and appointed to the advisory council
116 pursuant to Article XV, Chapter 2, Orlando City Code. At least one member of the advisory
117 council must be a representative of Orlando Health, at least one other member must be an owner
118 of land within the district that is designated for industrial use on the City's future land use map,
119 and at least one other member must be both a member and representative of the City's
120 Downtown South Orlando Main Street district and an owner of land abutting Orange Avenue and
121 that is designated as mixed use corridor or activity center on the City's future land use map and
122 utilized for retail or commercial uses. In the event that a member and representative of the City's
123 Downtown South Main Street district and owner of land abutting Orange Avenue that is
124 designated as mixed use corridor or activity center on the City's future land use map is not
125 available to serve on the advisory council, then this seat on the advisory council must be filled by
126 an owner of land abutting Orange Avenue that is designated as mixed use corridor or activity
127 center on the City's future land use map and utilized for retail or commercial uses.
128

129 (3) *Meetings.* Regular meetings of the advisory council may be held no more than once
130 per calendar month. The council is responsible for scheduling regular meetings and should issue
131 a schedule of the regular meetings for the forthcoming calendar year by November 1 of each
132 year. Special meetings may be called by the chair of the council.
133

134 (4) *Rules of order.* The advisory council shall conduct its business according to the rules
135 of order before boards and commissions as adopted by the Orlando City Council. The advisory
136 council may adopt and use supplemental rules of order that are not inconsistent with the rules of
137 order before boards and commissions as adopted by the Orlando City Council.
138

ORDINANCE NO. 2011-28

139 (5) Responsibilities. The primary responsibility of the advisory council is to assist the
140 board of directors in governing the affairs of the district. Pursuant to section 163.506(2), Florida
141 Statutes, the advisory council shall perform such duties as may be prescribed by the board of
142 directors and shall submit within the time period specified by the board of directors, a report on
143 the district's activities and a proposed budget to accomplish the district's objectives. In
144 formulating a plan for services or improvements the advisory council shall consult in public
145 session with the appropriate staff or consultants of the City and district. The duties assigned to
146 the advisory council shall be set forth in by-laws adopted by the board of directors.

147
148 Sec. 40.17. District staff. The district may contract with the City for the provision of
149 professional services. Subject to agreement between the district and the City, the City may
150 provide engineering, planning, legal, procurement, and other professional, managerial, and
151 administrative support. The city clerk or designee shall be the secretary of the board of directors
152 and the city attorney shall be the board's attorney. The district may also hire consultants and
153 employees as it deems necessary and proper.

154
155 Sec. 40.18. Neighborhood improvement plan. All plans required by law to be
156 undertaken by the district, and any other plan deemed advisable by the advisory council, shall be
157 compiled in a unified neighborhood improvement plan to be known as the "Downtown South
158 Neighborhood Improvement Plan." The plan shall be prepared by the advisory council, but is
159 subject to review and approval by the board of directors. All amendments to the adopted plan
160 are likewise subject to review and approval by the board of directors. The advisory council
161 should regularly review the plan and should propose amendments thereto whenever it deems
162 appropriate. All expenditures of district funds must be consistent with the neighborhood
163 improvement plan.

164
165 Sec. 40.19. Powers of the district. The district shall have all powers authorized by
166 section 163.514, Florida Statutes, and all other powers provided by law.

167
168 Secs. 40.20 – 40.29. Reserved.

Article III. Reserved.

171
172 **SECTION 2. NOTICES TO THE STATE OF FLORIDA.** In accordance with
173 section 163.506(h), Florida Statutes, the district is hereby directed to notify the Department of
174 Legal Affairs and the Department of Community Affairs or its successor agency in writing of its
175 establishment within 30 days thereof pursuant to section 163.5055, Florida Statutes.

176
177 **SECTION 3. INITIAL ADVISORY COUNCIL MEMBERS.** The Mayor shall
178 submit to Council his initial appointments to the advisory council within 90 days of the effective
179 date of this ordinance.

180
181 **SECTION 4. DISTRICT BY-LAWS.** The board of directors shall adopt initial by-
182 laws within 180 days of the effective date of this ordinance. The initial by-laws must incorporate
183 an assignment of duties to the advisory council as recommended by the Downtown South

ORDINANCE NO. 2011-28

184 Neighborhood Improvement District Exploratory Committee Final Report, dated September 20,
185 2010.

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SECTION 5. REFERENDUM. The exercise by the district of the power to levy an ad valorem tax on real and personal property of up to two mills annually is hereby conditioned on approval by referendum as described in this section.

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(1) Within 45 days following the date the Orlando City Council adopts a resolution calling for a referendum pursuant to this section, the city clerk shall certify the resolution and compile a list of the names and last known addresses of the freeholders in the Downtown South Neighborhood Improvement District from the tax assessment roll of Orange County as of December 31 in the year preceding the year in which the resolution was adopted. Except as otherwise provided in this section, the list shall constitute the registration list for the purposes of the freeholders' referendum required under this section.

(2) Within 45 days after compilation of the freeholders' registration list pursuant to subsection (1), the city clerk shall notify each such freeholder of the general provisions of this section, including the taxing authority and the date of the upcoming referendum, and the method provided for submitting corrections to the registration list if the status of the freeholder has changed since the compilation of the tax rolls. Notification shall be by United States mail and, in addition thereto, by publication one time in a newspaper of general circulation in City of Orlando.

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(3) Any freeholder whose name does not appear on the tax rolls compiled pursuant to subsection (1) may register to vote with the city clerk. The registration list shall remain open for 75 days after enactment of the resolution calling for the referendum.

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(4) Within 15 days after the closing of the registration list, the city clerk shall send a ballot to each registered freeholder at his or her last known mailing address by first-class United States mail. The ballot shall include:

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a. A description of the general provisions of the Orlando Neighborhood Improvement District Code, including Article II of said Code, and this section;

b. The assessed value of the freeholder's property;

c. The percent of the freeholder's interest in such property; and

d. Immediately following the information, the following:

"Do you favor authorizing the Downtown South Neighborhood Improvement District to levy up to 2 mills of ad valorem taxes by such proposed district?

....Yes, for authorizing the levy of up to 2 mills of ad valorem taxes by the district.

ORDINANCE NO. 2011-28

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275

....No, against authorizing the levy of up to 2 mills of ad valorem taxes by the district.”

(5) Ballots shall be returned by United States mail or by personal delivery.

(6) All ballots received within 120 days after adoption of the resolution shall be tabulated by the city clerk, who shall certify the results thereof to the Orlando City Council no later than 5 days after the 120-day period.

(7) The freeholders shall be deemed to have approved the authority to levy an ad valorem tax on real and personal property of up to two mills annually at such time as the city clerk certifies to the Orlando City Council that approval has been given by freeholders representing in excess of 50 percent of the assessed value of the property within the district.

(8) The city clerk shall enclose with each ballot sent pursuant to this paragraph two envelopes: a secrecy envelope, into which the freeholder shall enclose the marked ballot; and a mailing envelope, into which the freeholder shall then place the secrecy envelope, which shall be addressed to the city clerk. The back side of the mailing envelope shall bear a certificate in substantially the following form:

NOTE: PLEASE READ INSTRUCTIONS CAREFULLY BEFORE MARKING BALLOT AND COMPLETING VOTER'S CERTIFICATE.

VOTER'S CERTIFICATE

I, ..., am a duly qualified and registered freeholder of the Downtown South Neighborhood Improvement District; and I am entitled to vote this ballot. I do solemnly swear or affirm that I have not and will not vote more than one ballot in this election. I understand that failure to sign this certificate and have my signature witnessed will invalidate my ballot.

...(Voter's Signature)

NOTE: YOUR SIGNATURE MUST BE WITNESSED BY ONE WITNESS 18 YEARS OF AGE OR OLDER AS PROVIDED IN THE INSTRUCTION SHEET.

I swear or affirm that the elector signed this voter's certificate in my presence.

...(Signature of Witness)...

...(Address).....(City/State)...

ORDINANCE NO. 2011-28

276 The certificate shall be arranged on the back of the mailing envelope so that the lines for
277 the signatures of the freeholder and the attesting witness are across the seal of the envelope;
278 however, no statement shall appear on the envelope which indicates that a signature of the
279 freeholder or witness must cross the seal of the envelope. The freeholder and the attesting
280 witness shall execute the certificate on the envelope.

281
282 10. The city clerk shall enclose with each ballot sent to a freeholder pursuant to this
283 section separate printed instructions in substantially the following form:

284
285 READ THESE INSTRUCTIONS CAREFULLY BEFORE
286 MARKING BALLOT.

287
288 a. VERY IMPORTANT. In order to ensure that your ballot will
289 be counted, it should be completed and returned as soon as
290 possible so that it can reach the city clerk no later than 7 p.m. on
291 the (final day of the 120-day period given here).

292
293 b. Mark your ballot in secret as instructed on the ballot.

294
295 c. Place your marked ballot in the enclosed secrecy envelope.

296
297 d. Insert the secrecy envelope into the enclosed mailing
298 envelope, which is addressed to the city clerk.

299
300 e. Seal the mailing envelope and completely fill out the Voter's
301 Certificate on the back of the mailing envelope.

302
303 f. VERY IMPORTANT. Sign your name on the line provided for
304 "(Voter's Signature)."

305
306 g. VERY IMPORTANT. In order for your ballot to be counted, it
307 must include the signature and address of a witness 18 years of age
308 or older affixed to the voter's certificate.

309
310 h. Mail, deliver, or have delivered the completed mailing
311 envelope. Be sure there is sufficient postage if mailed.

312
313 **SECTION 6. SEVERABILITY.** If any provision of this ordinance or its application to
314 any person or circumstance is held invalid, the invalidity does not affect other provisions or
315 applications of this ordinance which can be given effect without the invalid provision or
316 application, and to this end the provisions of this ordinance are severable.

317
318 **SECTION 7. REPEAL.** All ordinances or parts of ordinances previously adopted and
319 in conflict with this ordinance are hereby repealed.

320

Orlando Sentinel

City Of Orlando
400 S ORANGE AVE
CITY OF ORLANDO
ORLANDO, FL 32801-3360

[Handwritten signature]
7/15/11

Before the undersigned authority personally appeared Jennifer Irwin/Tamela Vargas/Deborah M. Toney, who on oath says that s/he is the Legal Advertising Representative of Orlando Sentinel, a daily newspaper published in Orange County, Florida; that the attached copy of advertisement, being a Public Hearing in the matter of Ordinance #2011-28 in the Orange County was published in said newspaper in the issue(s); of

07/14/11

Affiant further says that the said Orlando Sentinel is a newspaper published in said Orange County, Florida, and that the said newspaper has heretofore been continuously published in said Orange County, Florida, each week day and has been entered as second-class mail matter at the post office in said Orange County, Florida, for a period of one year next preceding the first publication of the attached copy of advertisement; and affiant further says that s/he has neither paid nor promised any person, firm or corporation any discount, rebate, commission or refund for the purpose of securing this advertisement for publication in the said newspaper.

The foregoing instrument was acknowledged before me this 14 day of July, 2011, Jennifer Irwin/Tamela Vargas/Deborah M. Toney, who is personally known to me and who did take an oath.

[Handwritten signature: Tamela Vargas]
[Handwritten signature: Deborah M. Toney]



DEBORAH M. TONEY
NOTARY PUBLIC
STATE OF FLORIDA
Comm# DD938521
Expires 11/18/2013



APPENDIX B

(RCLCO Memorandum: Downtown South NID)

DRAFT

Downtown South Neighborhood Improvement District
Orlando, Florida
Memo

City of Orlando | November 8, 2012



CITY OF ORLANDO

OBJECTIVES AND ASSUMPTIONS

In October 2012 the Downtown South NID Advisory Council engaged Robert Charles Lesser & Co., LLC (RCLCO) as a part of an interdisciplinary team led by VHB-Miller Sellen to assist with the development of a safe neighborhood improvement plan and with a strategy to service a referendum for ad valorem and/or special assessments in the Downtown South Neighborhood Improvement District (DSNID). RCLCO's role was to conduct a financial analysis that provides the potential values associated with an ad valorem tax and/or special assessment.

In order to assess the potential values generated, RCLCO ran multiple scenarios, which are summarized in the next section and included in Exhibits 2-4. For all scenarios, the following data sources were used and, where applicable, the following assumptions were made:

- **Parcels within the DSNID:** Provided by VHB from the Orange County property appraiser's 2012 Tax Roll. Note: the parcels north of Gore are not included in any RCLCO calculations as they are already covered by the Downtown Community Redevelopment Authority (CRA).
- **Taxable Value:** Provided by VHB from the Orange County property appraiser's 2012 Tax Roll.
- **Time Frame:** RCLCO utilized a 30 year period based on information from the City of Orlando's CFO.
- **Inflation:** None was applied in any scenario based on information from the City of Orlando's CFO.
- **Millage Rates for the Ad Valorem tax:** RCLCO conducted scenarios with .5, 1, and 2 mills according to the Florida Statutes and applied to all taxable parcels within the DSNID.
- **Special Assessments:** Assumed a \$500 assessment across all taxable parcels within the DSNID based on Section 163.514(16)(a) Florida Statutes which indicates that NIDs can make and collect special assessments not to exceed \$500 for each individual parcel of land per year. In addition "Ad valorem taxes, benefit taxes, and special assessments by taxing authorities shall be assessed against the condominium parcels and not upon the condominium property as a whole. [] Each condominium parcel shall be separately assessed for ad valorem taxes and special assessments as a single parcel." Sec. 718.120(1), Florida Statutes.
- **Additional Development:** Provided by the City of Orlando from an earlier study conducted by Real Estate Research Consultants Inc. (RERC) in January 2010. Note: RCLCO utilized the "Low Growth" scenario.
- **Taxable Value of Additional Development:** Calculated by RCLCO based on 2012 Taxable Value of parcels within the DSNID constructed post-2007. See Exhibit 3.
- **Orlando Regional Medical Center:** No ORMC parcels were included in the parcel-based analysis, but the DSNID could budget for a minimum of a \$250,000 payment in lieu of tax (PILOT).

CITY OF ORLANDO

- **Bonds:** For the purpose of this analysis, based upon conversations with the project team, RCLCO assumed that the revenue streams would not be bonded, and would be utilized as they become available (e.g. if a \$1 million project is on the list, it would not be started until \$1 million had accrued. Based upon 1 mil, that would take four years).
- **Percent Bondable:** Based upon the information from City of Orlando's CFO, if a bond were to be pursued, the bondable amount must be reduced by 35% to 50% to provide for bond coverage (1.5x – 2x) to be able to achieve a bond rating that would be good enough to sell the bonds. In addition, the amount available would have to be reduced for interest costs and issuance costs. These would approximate half of the remainder after deducting for bond coverage. This would result in only \$4.5 to \$6 million in proceeds for improvements at the maximum Special Assessment.

CITY OF ORLANDO

REVENUE SCENARIOS

Existing Parcel Ad Valorem Tax

In this scenario, RCLCO calculated the total revenue that would be generated from existing taxable properties within the DSNID over a thirty year time period from 2013-2042. Three different millage rates were utilized in the analysis.

Millage Rate	.5 mil	1 mil	2 mil
30-year Value	\$4,870,000	\$9,750,000	\$19,500,000

Existing Parcel Special Assessment Tax

In this scenario, RCLCO calculated the total revenue that would be generated from existing taxable properties within the DSNID over a thirty year time period from 2013-2042. This scenario considered the amount of revenue from a \$500 special assessment on each parcel. It does not include any revenue from the mills above.

Assessment	\$500 Per Parcel
30-year Value	\$17,820,000

Ad Valorem Tax with Additional Development

In this scenario, RCLCO calculated the total revenue that would be generated from existing taxable properties as well as future potential properties within the DSNID over a thirty year time period from 2013-2042. The future potential properties are from a 2010 study completed by REERC. Based upon RCLCO's knowledge of the area, the assumptions appear reasonable. We note, however, that these values would not be bondable at this time, but are used for the planning team to understand the future potential of the area.

Millage Rate	.5 mil	1 mil	2 mil
30-year Value	\$8,230,000	\$16,460,000	\$32,910,000

CITY OF ORLANDO

CRITICAL ASSUMPTIONS

Our conclusions are based on our analysis of the information available from our own sources and from the client as of the date of this report. We assume that the information is correct, complete, and reliable.

We made certain assumptions about the future performance of the global, national, and local economy and real estate market, and on other factors similarly outside either our control or that of the client. We analyzed trends and the information available to us in drawing these conclusions. However, given the fluid and dynamic nature of the economy and real estate markets, as well as the uncertainty surrounding particularly the near-term future, it is critical to monitor the economy and markets continuously and to revisit the aforementioned conclusions periodically to ensure that they stand the test of time.

We assume that the economy and real estate markets are close to bottoming out for the current cycle, and that they will grow at a stable and moderate rate starting in 2011, more or less in a straight line on average for the duration of the analysis period (to 2020 and beyond). However, history tells us that stable and moderate growth patterns are not sustainable over extended periods of time, and that the economy is cyclical and that the real estate markets are typically highly sensitive to business cycles. Further, it is very difficult to predict when the current economic and real estate downturns will end, and what will be the shape and pace of growth once they are recovered.

With the above in mind, we assume that the long term average absorption rates and price changes will be as projected, realizing that most of the time performance will be either above or below said average rates.

Our analysis does not take into account the potential impact of future economic shocks on the national and/or local economy, and does not necessarily account for the potential benefits from major "booms," if and when they occur. Similarly, the analysis does not necessarily reflect the residual impact on the real estate market and the competitive environment of such a shock or boom. Also, it is important to note that it is difficult to predict changing consumer and market psychology.

For all the reasons outlined, we recommend the close monitoring of the economy and the marketplace, and updating this analysis as appropriate.

Further, the project and investment economics should be "stress tested" to ensure that potential fluctuations in revenue and cost assumptions resulting from alternative scenarios regarding the economy and real estate market conditions will not cause failure.

In addition, we assume that once the current cycle is over, the following will occur in accordance with current expectations:

- Economic, employment, and household growth.
- Other forecasts of trends and demographic and economic patterns, including consumer confidence levels.
- The cost of development and construction.
- Tax laws (i.e., property and income tax rates, deductibility of mortgage interest, and so forth).
- The availability and cost of capital and mortgage financing for real estate developers, owners and buyers, at levels present in the market before the most recent run up (i.e., early 2000s levels).
- Competitive projects will be developed as planned (active and future) and that a reasonable stream of supply offerings will satisfy real estate demand.
- Major public works projects occur and are completed as planned.

Should any of the above change, this analysis should probably be updated, with the conclusions reviewed accordingly (and possibly revised).

CITY OF ORLANDO

GENERAL LIMITING CONDITIONS

Reasonable efforts have been made to ensure that the data contained in this study reflect accurate and timely information and are believed to be reliable. This study is based on estimates, assumptions, and other information developed by RCLCO from its independent research effort, general knowledge of the industry, and consultations with the client and its representatives. No responsibility is assumed for inaccuracies in reporting by the client, its agent, and representatives or in any other data source used in preparing or presenting this study. This report is based on information that to our knowledge was current as of the date of this report, and RCLCO has not undertaken any update of its research effort since such date.

Our report may contain prospective financial information, estimates, or opinions that represent our view of reasonable expectations at a particular time, but such information, estimates, or opinions are not offered as predictions or assurances that a particular level of income or profit will be achieved, that particular events will occur, or that a particular price will be offered or accepted. Actual results achieved during the period covered by our prospective financial analysis may vary from those described in our report, and the variations may be material. Therefore, no warranty or representation is made by RCLCO that any of the projected values or results contained in this study will be achieved.

Possession of this study does not carry with it the right of publication thereof or to use the name of "Robert Charles Lesser & Co." or "RCLCO" in any manner without first obtaining the prior written consent of RCLCO. No abstracting, excerpting, or summarization of this study may be made without first obtaining the prior written consent of RCLCO. This report is not to be used in conjunction with any public or private offering of securities or other similar purpose where it may be relied upon to any degree by any person other than the client without first obtaining the prior written consent of RCLCO. This study may not be used for any purpose other than that for which it is prepared or for which prior written consent has first been obtained from RCLCO.

CITY OF ORLANDO

LIST OF EXHIBITS

- Exhibit 1* Downtown South NID – Source Page; City of Orlando; 2012
- Exhibit 2* Downtown South NID – Ad Valorem Tax Scenario; City of Orlando; 2012
- Exhibit 3* Downtown South NID – Ad Valorem Tax Scenario plus Low Growth Potential; City of Orlando; 2012
- Exhibit 4* Downtown South NID – Special Assessment Scenario; City of Orlando; 2012

CITY OF ORLANDO

Exhibit 1

DOWNTOWN SOUTH NID - SOURCE PAGE CITY OF ORLANDO 2012

Total Parcels	Orange County Property Appraiser
Taxable Parcels	Orange County Property Appraiser
Taxable Value	Orange County Property Appraiser
Taxes	Orange County Property Appraiser
Millage Rate	Varies by scenario
Additional Assessment	Up to \$500

CITY OF ORLANDO

Exhibit 2

DOWNTOWN SOUTH NID - AD VALOREM TAX SCENARIO CITY OF ORLANDO 2012

Total Parcels	1,255
Taxable Parcels	1,188
Taxable Value	\$324,909,878
Taxes	\$7,502,277
Millage Rate	1.00

TOTAL TAXABLE PARCELS	
YEAR	SPECIAL MILLAGE ASSESSMENT VALUE
2012	\$324,910
2013	\$324,910
2014	\$324,910
2015	\$324,910
2016	\$324,910
2017	\$324,910
2018	\$324,910
2019	\$324,910
2020	\$324,910
2021	\$324,910
2022	\$324,910
2023	\$324,910
2024	\$324,910
2025	\$324,910
2026	\$324,910
2027	\$324,910
2028	\$324,910
2029	\$324,910
2030	\$324,910
2031	\$324,910
2032	\$324,910
2033	\$324,910
2034	\$324,910
2035	\$324,910
2036	\$324,910
2037	\$324,910
2038	\$324,910
2039	\$324,910
2040	\$324,910
2041	\$324,910
2042	\$324,910

2013 - 2042

\$9,747,296

CITY OF ORLANDO

Exhibit 3

DOWNTOWN SOUTH NID - AD VALOREM TAX SCENARIO PLUS LOW GROWTH POTENTIAL CITY OF ORLANDO 2012

Total Parcels	1,255
Existing Taxable Parcels	1,188
Taxable Value	\$324,909,878
Taxes	\$7,502,277
Millage Rate	1.00

LAND USE	2011-2015	2016-2020	2021-2025	2026-2030	TOTAL
Residential (units)	211	211	211	211	844
Office (SF)	143,173	205,853	232,904	263,509	845,439
Industrial (SF)	116,060	119,362	139,503	145,022	519,947
Retail, Restaurants, & Services (SF)	57,682	57,682	57,682	57,682	230,728
Hotel (Keys)	150	150	0	0	300

SOURCE: Real Estate Research Consultants, Inc. (RERC) January 2010

	RCLCO CALCULATED TAXABLE VALUE ¹	RERC CALCULATED TAXABLE VALUE ²	TAXABLE VALUE FOR ANALYSIS
Residential (units)	\$105,000	\$100,000	\$105,000
Office (SF)	\$125	\$125	\$125
Industrial (SF)	\$60	\$70	\$60
Retail, Restaurants, & Services (SF)	\$140	\$100	\$140
Hotel (Keys)	N/AV	\$75,000	\$75,000

¹ RCLCO calculated value from parcels constructed during and after 2007 within the DSNID

² From RERC report in January 2010 regarding the South Downtown District

CITY OF ORLANDO

Exhibit 3

DOWNTOWN SOUTH NID - AD VALOREM TAX SCENARIO PLUS LOW GROWTH POTENTIAL CITY OF ORLANDO 2012

YEAR	SPECIAL MILLAGE ASSESSMENT VALUE							TOTAL
	EXISTING TAXABLE PARCELS	NEW RESIDENTIAL	NEW OFFICE	NEW INDUSTRIAL	NEW RETAIL, RESTAURANT, SERVICES	NEW HOTEL	TOTAL	
2012	\$324,910	\$0	\$0	\$0	\$0	\$0	\$0	\$324,910
2013	\$324,910	\$22,155	\$17,897	\$6,964	\$8,075	\$11,250	\$391,251	
2014	\$324,910	\$22,155	\$17,897	\$6,964	\$8,075	\$11,250	\$391,251	
2015	\$324,910	\$22,155	\$17,897	\$6,964	\$8,075	\$11,250	\$391,251	
2016	\$324,910	\$44,310	\$43,628	\$14,125	\$16,151	\$22,500	\$465,624	
2017	\$324,910	\$44,310	\$43,628	\$14,125	\$16,151	\$22,500	\$465,624	
2018	\$324,910	\$44,310	\$43,628	\$14,125	\$16,151	\$22,500	\$465,624	
2019	\$324,910	\$44,310	\$43,628	\$14,125	\$16,151	\$22,500	\$465,624	
2020	\$324,910	\$44,310	\$43,628	\$14,125	\$16,151	\$22,500	\$465,624	
2021	\$324,910	\$66,465	\$72,741	\$22,496	\$24,226	\$22,500	\$533,338	
2022	\$324,910	\$66,465	\$72,741	\$22,496	\$24,226	\$22,500	\$533,338	
2023	\$324,910	\$66,465	\$72,741	\$22,496	\$24,226	\$22,500	\$533,338	
2024	\$324,910	\$66,465	\$72,741	\$22,496	\$24,226	\$22,500	\$533,338	
2025	\$324,910	\$66,465	\$72,741	\$22,496	\$24,226	\$22,500	\$533,338	
2026	\$324,910	\$88,620	\$105,680	\$31,197	\$32,302	\$22,500	\$605,208	
2027	\$324,910	\$88,620	\$105,680	\$31,197	\$32,302	\$22,500	\$605,208	
2028	\$324,910	\$88,620	\$105,680	\$31,197	\$32,302	\$22,500	\$605,208	
2029	\$324,910	\$88,620	\$105,680	\$31,197	\$32,302	\$22,500	\$605,208	
2030	\$324,910	\$88,620	\$105,680	\$31,197	\$32,302	\$22,500	\$605,208	
2031	\$324,910	\$88,620	\$105,680	\$31,197	\$32,302	\$22,500	\$605,208	
2032	\$324,910	\$88,620	\$105,680	\$31,197	\$32,302	\$22,500	\$605,208	
2033	\$324,910	\$88,620	\$105,680	\$31,197	\$32,302	\$22,500	\$605,208	
2034	\$324,910	\$88,620	\$105,680	\$31,197	\$32,302	\$22,500	\$605,208	
2035	\$324,910	\$88,620	\$105,680	\$31,197	\$32,302	\$22,500	\$605,208	
2036	\$324,910	\$88,620	\$105,680	\$31,197	\$32,302	\$22,500	\$605,208	
2037	\$324,910	\$88,620	\$105,680	\$31,197	\$32,302	\$22,500	\$605,208	
2038	\$324,910	\$88,620	\$105,680	\$31,197	\$32,302	\$22,500	\$605,208	
2039	\$324,910	\$88,620	\$105,680	\$31,197	\$32,302	\$22,500	\$605,208	
2040	\$324,910	\$88,620	\$105,680	\$31,197	\$32,302	\$22,500	\$605,208	
2041	\$324,910	\$88,620	\$105,680	\$31,197	\$32,302	\$22,500	\$605,208	
2042	\$324,910	\$88,620	\$105,680	\$31,197	\$32,302	\$22,500	\$605,208	
2013 - 2042	\$9,747,296	\$2,126,880	\$2,432,095	\$734,341	\$775,246	\$641,250	\$16,457,109	

CITY OF ORLANDO

Exhibit 4

DOWNTOWN SOUTH NID - SPECIAL ASSESSMENT SCENARIO CITY OF ORLANDO 2012

Total Parcels	1,255
Taxable Parcels	1,188
Taxable Value	\$324,909,878
Taxes	\$7,502,277
Additional Assessment	\$500

YEAR	TOTAL TAXABLE PARCELS	SPECIAL ADDITIONAL ASSESSMENT VALUE
2012	\$594,000	\$594,000
2013	\$594,000	\$594,000
2014	\$594,000	\$594,000
2015	\$594,000	\$594,000
2016	\$594,000	\$594,000
2017	\$594,000	\$594,000
2018	\$594,000	\$594,000
2019	\$594,000	\$594,000
2020	\$594,000	\$594,000
2021	\$594,000	\$594,000
2022	\$594,000	\$594,000
2023	\$594,000	\$594,000
2024	\$594,000	\$594,000
2025	\$594,000	\$594,000
2026	\$594,000	\$594,000
2027	\$594,000	\$594,000
2028	\$594,000	\$594,000
2029	\$594,000	\$594,000
2030	\$594,000	\$594,000
2031	\$594,000	\$594,000
2032	\$594,000	\$594,000
2033	\$594,000	\$594,000
2034	\$594,000	\$594,000
2035	\$594,000	\$594,000
2036	\$594,000	\$594,000
2037	\$594,000	\$594,000
2038	\$594,000	\$594,000
2039	\$594,000	\$594,000
2040	\$594,000	\$594,000
2041	\$594,000	\$594,000
2042	\$594,000	\$594,000
2013 - 2042		\$17,820,000

APPENDIX C

(Public Engagement Workshop Minutes)

DRAFT



Summary of Workshop #1 Downtown South Neighborhood Improvement District Plan City of Orlando

MEETING DATE: October 29, 2012

LOCATION: Beardall Senior Center, Multi-Purpose Room on the 1st Floor
800 Delaney Avenue, Orlando, Florida 32801

TIME: 5:30 p.m. to 7:30 p.m.

ATTENDEES: 56 Citizens
Commissioner Patty Sheehan, District 4
Kevin Tyjeski, City of Orlando
Kyle Shephard, City of Orlando
Jim Sellen, VHB MillerSellen
Jim Hall, VHB MillerSellen
Laura Turner, Laura Turner Planning Services

PREPARED BY: Laura Turner, Laura Turner Planning Services

DATE PREPARED: November 9, 2012; revised December 6, 2012

In 2011, the City of Orlando established the Downtown South Neighborhood Improvement District (NID), generally bounded by Toll Road 408 (to the north), Michigan Avenue (to the south), I-4 (to the west), and Orange Avenue (to the east). The NID has the ability to adopt (through referendum of the taxpaying property owners) a special tax assessment that would fund improvements only within the District. This mechanism allows for District projects to be funded and completed faster than if they had to compete for funding with the rest of the City.

The City has hired VHB MillerSellen to complete a Plan for the District that will support the referendum. To begin this project, a workshop was held on October 29, 2012 from 5:30 p.m. to 7:30 p.m. at the Beardall Senior Center (located at 800 Delaney Avenue, Orlando). A comment form and a map of the Downtown South Neighborhood Improvement District (DSNID) were available as handouts as individuals signed in. The meeting included an overview of the project's history, description of what this Plan will include, and discussion about the District's needs. Here are the meeting highlights.

Welcome and Project Overview

Kevin Tyjeski, City of Orlando, began the meeting by welcoming the group and introducing the project team. Commissioner Patty Sheehan also welcomed the group and noted that this Plan will reflect the District's ideas. It will only occur with their support. Commissioner Sheehan encouraged the group to ask questions during the meeting so they could fully understand the process.

Mr. Tyjeski provided background about the project. He began by defining the Neighborhood Improvement District (NID) as a special purpose local government that operates within a specified area. The NID was created to finance, construct, operate, and maintain capital infrastructure, facilities, and services that the local government either can't provide or can't provide within the timeframe desired by the District's property owners.

The Downtown South Vision Plan was prepared in 2007 and identified the needs for the area, focusing on the ultimate development potential for the area. In 2008, the City adopted the Vision Plan recommendations into the City's Growth Management Plan.

The goals of the Downtown South Vision Plan are:

- 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 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.

Target areas were identified in the Vision Plan with the most intensity to occur around the SunRail station, the second most intense around the Kaley Avenue/Division Street area, and the third most intense within ½-mile of the SunRail station. The intensities and mix of uses recommended in the Vision Plan would only be allowed if funding can be identified for the infrastructure needed to support such development.

The City of Orlando established the Main Street program in 2008 for five areas throughout the City. One of the Main Street programs (Downtown South) is in this area. In 2009, the Orange Michigan Vision Plan was completed with the intent to create a more pedestrian-oriented place. In 2010, the City adopted the Orange Michigan Special Plan Zoning Overlay.

In 2010, the City created the NID Exploratory Committee. This Committee recommended that the City should allow NIDs to be created. In 2011, the City adopted an ordinance that allowed NIDs. Also in 2011 the Downtown South NID was created, the City's first NID. There is an Advisory Committee which consists of five members, with a representative from: Orlando Health, Downtown South Main Street, Industrial properties, and two at-large members.

The Downtown South NID was created to:

- Identify unique interests;
- Identify common interests;
- Identify, plan for, advocate and pursue funding for infrastructure and services;
- Plan for a referendum on a district wide tax assessment (up to 2 mills and/or \$500 per parcel) to fund District services and improvements; and
- Encourage district wide revitalization.

VHB MillerSellen has been hired to work with the Downtown South NID to identify the infrastructure and improvements that are needed for the District, set priorities, and help the Advisory Council determine whether or not to proceed with a referendum. This workshop begins this process. Mr. Tyjeski reminded the group that it will be the District's decision as to whether or not to accept a district wide tax assessment; the City and consultant team are available to help the NID make that decision.

Overview of the Downtown South NID Plan

Jim Sellen (VHB MillerSellen) reviewed the intent of the Downtown South NID Plan, the steps that will be used in completing the Plan, and the general schedule. Mr. Sellen encouraged the group to actively participate in this process; they bring a lot of perspective and should ask the question "what added value would there be that would lead me to decide to tax myself".

There will be three District meetings:

- Workshop #1 (October 29th) – Plan kick off and opportunity for the NID to share ideas;
- Workshop #2 (week of November 26th) – Consultant team will share initial alternatives (matching potential projects with estimated costs) for NID to review and share reactions; and
- Workshop #3 (week of December 17th) – Consultant team presents the final recommended Plan.

This Plan will build on the two previous Vision Plans for this area – Downtown South Vision Plan and Orange Michigan Vision Plan. In addition to existing conditions, this Plan will consider:

- Future development of Orlando Health;
- New medical office and retail supporting Orlando Health;
- Mixed use development will be encouraged at the SunRail station;
- Redevelopment of industrial areas along I-4; and
- Property rights of existing businesses and residents.

The project team will look at the capacity of infrastructure (water, sewer, and stormwater) and has looked at comparable projects in other cities where hospitals have been at the center of successful redevelopment activities.

The following key principles will be used in completing this Plan:

- Create centers and nodes of activity;
- Survey infrastructure to see what can support new development;
- Retain quality infrastructure use and accommodate changes over time;
- Improve and enhance community character;
- Improve and enhance transportation corridors and connections;
- Enhance open space and recreational opportunities; and
- Include workforce housing opportunities.

This Plan will move from the aspirational (as presented in the two previous Vision Plans) to pragmatic. This Plan will identify the costs for making specific improvements, showing what the District can afford to do with given revenues. The Plan will be the basis for supporting a referendum concerning assessments within the District.

Jim Hall (VHB MillerSellen) reviewed the financial components of the Plan. According to the Orange County Property Appraiser's Office, there are just under 1,300 parcels within the NID. Of that total, just

under 1,200 parcels are taxpaying parcels with a total value of about \$350 million. Self-imposed funding for the NID will be an assessment of up to \$500 per parcel and/or up to 2 mills. A range of funding alternatives will be considered from what the assessment generates to bonding to matching funds with other funding partners.

Questions and Clarifications

During Mr. Sellen's overview, the audience asked questions to clarify items. Here is a list of those questions with the reply provided in brackets.

- Who is paying the consultant's fees? [Through an advance from Orlando Health, the City of Orlando is paying the consultant's fees. Orlando Health has committed up to \$175,000 per year in cash and/or in-kind services for a minimum of two years to support the NID until revenues can be generated through assessments. Orlando Health has also offered to pay up to \$250,000 per year as a fee in lieu of taxes if the referendum is approved. The \$175,000 per year advance will become a credit against the fee in lieu of taxes once the District generates its own revenues.]
- If only the property owners within the NID can vote on the assessment issue, why were so many individuals outside the District invited to this meeting? [The City sent notices to property owners within the NID. Downtown South Main Street or others may have sent notices to property owners outside the NID.]
- Is the basis for the NID to accommodate Orlando Health? [No; the NID will serve all business and property owners within the District; Orlando Health will be one of the catalysts to spur development]
- A statement was made indicating non-hospital properties, taken collectively, greatly outnumber the hospital properties.
- The project team confirmed that only the owners of taxable property can vote on a referendum for ad valorem taxation.
- A request was made for a copy of the previous Vision Plan. [The Downtown South Vision Plan and the Orange Michigan Vision Plan can be found on the City's website]
- Is the Vision Plan really aspirational? [Yes; this Plan will be more pragmatic]
- Where are more specific improvements identified? [Listed in the Vision Plan; also will be presented at Workshop #2]
- What projects will be identified and will the associated costs be identified? [The project team will be looking at the list of potential improvements along with costs and will present this information at Workshop#2; need to look at how to balance what you want with what you can afford]

General Discussion

The group was encouraged to share their ideas about the District, focusing on: infrastructure, place making, and identity. Some comments related to more than one category, which accounts for some repetition. During the discussion, some questions were asked and the team's response is shown in brackets.

Stormwater

- Preserve water quality (including lakes)
- Need to address stormwater management issues
- Look at the stormwater issues associated with Lake of the Woods; receiving runoff from Kaley Avenue, Gore Street, and I-4
- Look at impacts/needs for sewer, traffic (Division and other side streets), and fire flows as the existing smaller industrial parcels redevelop into larger industrial parcels
- Look at infrastructure needs at Lake Lucerne, near the Presbyterian Tower

Transportation

- Look at impacts/needs for sewer, traffic (Division and other side streets), and fire flows as the existing smaller industrial parcels redevelop into larger industrial parcels
- Interested in knowing what the ultimate transportation improvements for the I-4/Kaley Avenue area will look like, how will it function and work within this part of the District, what happens to travel patterns
- How will SunRail work within the District?
- Need traffic relief
- Want a more bikeable and walkable setting, especially with additional people coming to the area
- Want to be able to get around within the District without needing a car; for example, someone arriving by train, how do they get around in the District while visiting
- Add streetscape to make the District more walkable
- Today, as some trains come through the District there are traffic delays up to 45 minutes
- What happens to parking and traffic at Orange and Michigan Avenues with the new market coming in; traffic especially bad at this intersection at lunch time and rush hours; evenings are a bit better
- Division Street needs improvement when considering the traffic from the Amway Center, the hospital, and other development
- Traffic along Orange Avenue is bad throughout the District (Gore Street to Pineloch Street)
- Orange Avenue traffic affects adjacent neighborhoods along Kaley Avenue, Briercliff Drive, and Delaney Avenue
- If Orange Avenue is widened, consider the impacts; involve everyone that would be affected and let them know what would happen over time; consider the adjacent property owners and non-voters
- Address the Orange Avenue "dip"
- Consider walk over (over the railroad tracks) for access between Atlanta Avenue/SunRail station and Orange Avenue; potential partnership with the DSNID and SunRail
- Widen sidewalks, provide crosswalks and off-street parking, landscaping, and bulbouts; make Orange Avenue walkable
- Make decisions about roadways early in the process [part of the alternatives that will be presented at the next meeting]

- Make streets bicycle friendly by slowing down the traffic; don't just make brick streets bicycle friendly
- Is the Urban Trail coming to the District? [not at this time; currently ends at the Magnolia Avenue, north end of Downtown; the challenge is the constrained right-of-way; once the Trail goes south through Downtown it is likely to be placed in the road due to the constrained right-of-way]; look at partnering opportunities to extend the Urban Trail south into the DSNID

Other Infrastructure Needs

- Need to have computer infrastructure (T-1 line) in place along 27th Street
- Put power lines underground

Place Making

- Add streetscape to make the District more walkable
- Widen sidewalks, provide crosswalks and off-street parking, landscaping, and bulbouts as part of streetscaping
- Push parking to the back of the buildings [the Orange/Michigan area Overlay Zoning District requires this for new development]
- Parks are needed between Orange Avenue and I-4; Downtown South looking for places to hold community events; need to be investing in a system and not just one project

Identity

- Make the area less homeless friendly; area has a homeless image
- Crime is a concern; lots of thefts related to copper and Freon

Other Topics

- Look for opportunities for funding partners for projects; for example, use the DSNID funds as a match for state and other grants
- Look at phased improvements
- Is zoning a part of the addressing these issues? [not in the NID Plan; for the Orange and Michigan Avenues area, there are existing zoning restrictions related to encroachment]
- Downtown South organization would like to attract new businesses; currently work with brokers; there are 17 banks in the area and they have never closed
- Need to mix uses; increased density doesn't necessarily mean that there will be increased traffic; not if one can live and work within the DSNID; today there are 1700 residents and 19,000 employees
- People want to live here; need density to make this happen and will get traffic off the streets
- Area has held real estate values even during the last few years

Submitted Written Comments

Three comment forms were submitted at the meeting and one email was submitted. Here is a summary of these shared comments.

- Need to include streetscape along Orange Avenue, with several benefits: commercial property owners will see an increase in property values; design enhancement will encourage many new businesses to open within the District and get rid of the blighted pockets within the District; and local governments as a whole will benefit from the increases in the tax base
- Need to reference the Orange Michigan Vision Plan, particularly with reference to the urban transect and Orange Avenue streetscape
- Creating a more walkable District is the goal of all local residents and business owners; can be achieved by using: traffic calming devices like bulb outs at Orange Avenue intersections with Gore Street, Kaley Avenue, Grant Street, and Michigan Avenue; medians and crosswalks at intervals that will encourage pedestrian crossings; widen sidewalks with greenery between the sidewalks and traffic; underground utilities; and attractive streetlighting
- Not sure why invited since not a property owner within the District and will not be voting
- Presentation needs more visuals to improve: information understanding; information absorption; and attendee interest
- Mail meeting announcements to all residents; square mile to the east of Orange Avenue
- Hold as many of these meetings as possible to get it right
- Long time residents located east of Orange Avenue and south of Gore Street are concerned about traffic and density; doesn't make sense to build higher density areas when so many units/mixed uses in Downtown are empty now
- Critical to have the infrastructure in place first
- The area already feels crowded now and will be so increasingly as the Southside Market is expanded
- History and the existing taxpayers will be lost if the Plan makes the traffic worse; people will move away

Next Steps

The consultant team will use this input as a list of projects (and associated costs) is prepared. At the next meeting (to be scheduled the week of November 26th), a range of projects and funding options will be shared and discussed.



Summary of Workshop #2 Downtown South Neighborhood Improvement District Plan City of Orlando

MEETING DATE: November 27, 2012

LOCATION: Orlando City Hall, Overlook Room – 9th Floor
400 South Orange Avenue, Orlando, Florida 32801

TIME: 5:30 p.m. to 7:30 p.m.

ATTENDEES: 20 Citizens
Commissioner Patty Sheehan, District 4
Kevin Tyjeski, City of Orlando
Jim Sellen, VHB MillerSellen
Geoff McNeill, VHB MillerSellen
Laura Turner, Laura Turner Planning Services

PREPARED BY: Laura Turner, Laura Turner Planning Services

DATE PREPARED: December 7, 2012

In 2011, the City of Orlando established the Downtown South Neighborhood Improvement District (DSNID), generally bounded by Toll Road 408 (to the north), the rear property fronting Michigan Avenue (to the south), I-4 (to the west), and the rear property fronting Orange Avenue (to the east). The DSNID has the ability to adopt (by referendum) a special tax assessment that would fund improvements and services only within the District. This mechanism allows for District projects to be funded and completed faster than if they competed for funding with the rest of the City.

The City has hired VHB MillerSellen to complete a Plan for the District that will support the referendum. A second workshop was held on November 27, 2012 from 5:30 p.m. to 7:30 p.m. at Orlando City Hall in the Overlook Room (located at 400 South Orange Avenue, Orlando). A comment form and a map of the Downtown South Neighborhood Improvement District (DSNID) were available as handouts as individuals signed in. The meeting included an overview of recent activities, economic strategies for the District, and the opportunity for the audience to vote on options. Here are the meeting highlights.

Welcome and Project Overview

Kevin Tyjeski, City of Orlando, began the meeting by welcoming the group and introducing members of the District's Advisory Council (Rex McPherson, Jon Toothman, and Mary Hurley). The first workshop for this Plan was held on October 29, 2012 and many ideas were shared with the project team. This workshop is being held to review the initial list of strategies and projects that have been suggested for the District. The final workshop will be held on December 18, 2012 at City Hall in the Overlook Room. Commissioner Patty Sheehan also welcomed the group and encouraged the group to continue to share their ideas about the District's future.

Jim Sellen (VHB MillerSellen) shared with the group that the Safe Neighborhood Improvement Plan (a neighborhood improvement district requirement) is being prepared to identify the capital improvements that could be funded through assessments. This work will provide the technical foundation for a referendum on the assessments. The DSNID provides the opportunity for property owners to come together as one advocacy group for District projects while also having the ability to leverage project funding. The draft Plan will be presented at the December 18th meeting, which will include options for capital improvements within the District. Projects will be based on the input received as well as previous plans (Orange/Michigan Vision Plan and the South Downtown Vision Plan). Mr. Sellen provided the context for the DSNID discussion, projected revenues, and economic strategies.

Context

The District has value because it builds:

- Public strength from an organized constituency;
- Local champions for District improvements;
- Energy to maintain support for critical planning concepts;
- Synergy for sustaining and expanding businesses in the DSNID; and
- Support for events that build a brand and real estate value.

The District has the ability to generate its own revenue for District-specific projects; a tool that other areas of the City do not have. The District's organizational structure includes a Board of Directors (Orlando City Council) and an Advisory Council (5 members comprised of property owners and residents within the District). This structure provides the ability to move the Plan (and future projects) through the political process. There will be opportunities to leverage funds by partnering with other groups such as the City of Orlando and the Florida Department of Transportation. Mr. Sellen noted that all funds collected by the District remain within the District and are to be used only for District-specific projects.

Mr. Sellen reviewed the statutory requirements for the District's capital improvements program. Before a referendum can be held (about the self-taxing approach), specific capital improvement projects need to be identified (including a description of the general category, type of project, general location, and projected cost). Projects will be grouped by time frame (less than 5 years, 5 to 10 years, and 10 to 20 years) so there is flexibility to pursue new opportunities. There will be a lot of oversight about how the District's dollars are spent since public dollars are involved.

Projected Revenues

There are three options for generating revenues within the DSNID: ad valorem tax on real and personal property; special assessments; or both. For the *ad valorem tax* option, there are 1,255 parcels within the DSNID, with 1,188 taxable parcels. Based on the 2012 Orange County Property Appraiser's Office, the value of these parcels is \$324,909,878. Based on this value, here are the projected revenues:

- 0.5 mil would generate \$162,454.94;
- 1.0 mil would generate \$324,909.88; and
- 2.0 mils would generate \$649,819.77.

Only the owners of taxable parcels vote on this ad valorem taxation.

The *special assessment tax option* is an assessment of up to \$500 per parcel and only registered voters residing within the DSNID would vote on this option. For an assessment of \$500 per parcel, it is

projected that \$594,000 would be generated each year. The District also may select to have **both types of assessments**.

The strategic approach for the project revenues should involve:

- Focus on immediate lower cost/immediate impact projects and payment of administrative costs;
- Prioritize improvements to those with available matching funds;
- Hold majority of revenues until substantial funds are available for major infrastructure improvements (categorize projects as near term, mid-term, and long term); and
- Stage or phase projects over time when funds are available.

Economic Strategies

Based on the input received at the October 29th workshop and the review of the previous plans, capital improvements should be made to support economic development within the District. Projects fall into one of three categories: quality infrastructure, mobility, and sense of place.

Quality infrastructure for the DSNID could include: potable water; wastewater; stormwater systems; streets; parks; and fiber optic/telecommunications as well as projects that promote public safety (bicycle and pedestrian systems); traffic operations; and way finding. **Mobility** improvements will focus on a transit circulator or the Lymmo extension (LYNX service) into the DSNID to complement SunRail along with increased accessibility and frequency of transit operations; improving the DSNID's walkability; increasing residential development and density to support transit; and improve Orange Avenue (streetscape and access management) to enhance access and efficiency of transit. Creating a unique identity for the DSNID will result in creating a **sense of place**. Examples include the Pearl District (Portland, Oregon), LODO (Denver, Colorado), and Thornton Park and Baldwin Park (both in Orlando). A sense of place is created through Main Street activities, walkability, and access to transit.

Questions

Before voting took place, the audience had the opportunity to ask questions, which are provided here along with each reply (shown in brackets).

- Will there be separate accounting for the District? [Yes, NID funds are held in a separate City account and are audited annually by an independent certified public accountant]
- Is there a set meeting schedule for the DSNID Board of Directors? If so, could it slow down projects? [The DSNID Board of Directors is the City Council; they can convene during any given City Council meeting (similar to the CRA) so DSNID items can be on the agenda as needed]
- How will the 1,188 taxable parcels be notified regarding upcoming actions as well as actions already taken place? [DSNID agendas, minutes, and documents are posted to the DSNID website; there are no specific notifications for the regular Advisory Council meeting, which is held the 2nd Wednesday of each month, but all meetings of the Advisory Council and the Board of Directors are posted by the City Clerk's office and open to the public]
- Of the 1,188 taxable parcels, how many separate owners? [The City removed duplicates when they mailed workshop notices and there were about 560 different owners]
- Does the Hospital have any taxable parcels? [Some are taxable and some are not]
- How is the vote defined; who gets to vote in each scenario? [State law defines the eligible voters; the legislation will be reviewed and a detailed response will be posted on the DSNID website]
- For the special assessment tax option, what parcels would be taxed? [Every parcel within the DSNID would be assessed \$500 per year or the amount that was approved by referendum]
- Will the presentation slides and voting results be available? [Yes, they will be posted on the website]

Voting

The audience had the opportunity to vote on a variety of options by using hand held key pads so that voting results could be shown immediately. The list of projects (within each economic scenario) was reviewed with the group prior to voting. Each question is provided along with the voting results. Eighteen individuals participated in the voting.

Quality Infrastructure Scenario (pick top 3 priorities)

1. 4-laning Division Street (18%)
2. Upgrade potable water (8%)
3. Wastewater improvements (6%)
4. DSNID greenway system (18%)
5. Stormwater design guidelines (6%)
6. Orange Avenue streetscape (24%)
7. Orange Avenue access management (19%)

Mobility Scenario (pick top 3 priorities)

1. Lynx headway enhancement (9%)
2. Lynx circulator/Lymmo extension (30%)
3. DSNID greenway system (22%)
4. Targeted water/wastewater improvements in activity centers (13%)
5. Urban design standards and incentives (25%)

Sense of Place Scenario (pick top 3 priorities)

1. Orange Avenue streetscape (25%)
2. DSNID greenway system (20%)
3. Lynx headway enhancement (14%)
4. Urban design standards (15%)
5. Orange Avenue corridor branding projects (17%)
6. Orange Avenue corridor branding events (9%)

Prioritize the Scenarios

1. Quality Infrastructure Scenario (29%)
2. Mobility Scenario (37%)
3. Sense of Place Scenario (34%)

Voting (continued)

Hybrid Scenario (select 5 projects to be included)

1. Orange Avenue streetscape (20%)
2. Lynx circulator/Lymmo extension (16%)
3. 4-laning Division Street (9%)
4. DSNID greenway system (17%)
5. Urban design standards (13%)
6. Orange Avenue corridor branding projects (8%)
7. Targeted water/wastewater improvements in activity centers (9%)
8. Orange Avenue corridor branding events (8%)
9. Other not listed (0%)

What millage rate would you support?

1. .5 mil (\$162,454.94) – 44%
2. 1 mil (\$324,909.88) – 6%
3. 2 mils (\$649,819.77) – 28%
4. None (\$0.00) – 22%

What is your preferred self taxing approach?

1. Ad valorem tax (mils) – 33%
2. Special Assessment Tax (\$500/parcel) – 22%
3. Both – 22%
4. None – 22%

Are you a property owner?

1. Yes (65%)
2. No (35%)

Survey Monkey Results

Similar questions were posted on the DSNID website using Survey Monkey. There were 61 responses as of November 27th. Mr. Sellen shared highlights of those results.

- Property owner within the DSNID (54% - no; 38% - yes)
- Quality Infrastructure Scenario
 - Support for master water plan
 - Reduce congestion along Orange Avenue from Gore Street to Pineloch Avenue
 - Wastewater improvements – 66% had no preference
 - Other infrastructure – 66% would like to see the power lines go underground
- Mobility
 - Parking and Traffic at Orange/Michigan Avenue area – 40% need to address
 - Traffic congestion along Orange Avenue from Gore Street to Pineloch Avenue – 32% need to address
 - Widen sidewalks to make Orange Avenue more walkable – 55% need to do
- Sense of Place
 - Lots of support for Orange Avenue streetscape
 - Need to reduce property crimes and robberies – 55% need to address
- Ranking of Three Scenarios
 - Placemaking – 38%
 - Balanced transportation system – 36%
 - Enhance community character – 34%

Next Steps

The next and final workshop will be held on December 18, 2012 at 5:30 pm in the Overlook Room at Orlando City Hall. Before this next workshop, the study team will develop a list of projects based on the input received, provide an update to the Advisory Council at their next meeting (December 18th at 5 pm, prior to the Workshop), and post the polling results on the DSNID website.



Summary of Workshop #3 Downtown South Neighborhood Improvement District Plan City of Orlando

MEETING DATE: December 18, 2012

LOCATION: Orlando City Hall, Overlook Room – 9th Floor
400 South Orange Avenue, Orlando, Florida 32801

TIME: 5:30 p.m. to 7:00 p.m.

ATTENDEES: 26 Citizens
Kevin Tyjeski, City of Orlando
Kyle Shephard, City of Orlando
Jim Sellen, VHB MillerSellen
Jim Hall, VHB MillerSellen
Lauren Wang, VHB MillerSellen
Laura Turner, Laura Turner Planning Services

PREPARED BY: Laura Turner, Laura Turner Planning Services

DATE PREPARED: December 21, 2012

In 2011, the City of Orlando established the Downtown South Neighborhood Improvement District (DSNID), generally bounded by Toll Road 408 (to the north), the rear property fronting Michigan Avenue (to the south), I-4 (to the west), and the rear property fronting Orange Avenue (to the east). The DSNID has the ability to adopt (by referendum) a special tax assessment that would fund improvements and services only within the District. This mechanism allows for District projects to be funded and completed faster than if they competed for funding with the rest of the City.

The City has hired VHB MillerSellen to complete a Plan for the District that will support the referendum. A third workshop was held on December 18, 2012 from 5:30 p.m. to 7:00 p.m. at Orlando City Hall in the Overlook Room (located at 400 South Orange Avenue, Orlando). A comment form and a map of the Downtown South Neighborhood Improvement District (DSNID) were available as handouts as individuals signed in. The meeting included an overview of recent activities, sample economic strategies for the District, and the opportunity for the audience to vote on options. Here are the meeting highlights.

Welcome and Project Overview

Kevin Tyjeski, City of Orlando, began the meeting by welcoming the group and introducing members of the District's Advisory Council (Rex McPherson, Jon Toothman, Mary Hurley, Shannon Gravitte, and Bill Nassal) as well as David Ault (Downtown South Main Street). Two workshops about the District Plan have been held previously. The team has used the input from those workshops, along with the online survey, to identify projects for the District. At this workshop, the team will present those projects along with ways to fund them (either partially or entirely).

Highlights of Previous Workshops

Jim Sellen (VHB MillerSellen) provided an overview of the results from the previous two workshops for the DSNID. The first workshop (held on October 29, 2012) provided an overview of the Plan and the process for creating it. Most of the time focused on attendees sharing ideas about projects for the District. The second workshop (held on November 27, 2012) provided alternative strategies that included a variety of projects and how to fund them. Based on the input received, projects fell into one of three categories: quality infrastructure, mobility, and sense of place.

Survey Results

In addition to sharing ideas at the workshops, individuals could participate in an on-line survey. During a three-week period (from November 29, 2012 through December 18, 2012), 120 individuals participated in the on-line survey, 60% of which were property owners within the District. Here are highlights of the results.

Preferred Scenario

1. Quality Infrastructure (30.6%)
2. Mobility (19.8%)
3. Sense of Place (49.5%)

The **top 5 hybrid projects** include: Orange Avenue streetscape; urban design standards; LYNX circulator/Lymmo extension; Orange Avenue corridor branding; and DSNID greenway system. Other projects receiving votes include: Orange Avenue corridor branding events; 4-laning Division Street; targeted water/wastewater projects; and other.

Preferred Scenario Tax Structure

1. Ad Valorem Tax (42.4%)
2. Special Assessment (13.8%)
3. Both (17.4%)
4. None (26.6%)

Projected Revenues and Anticipated Revenues

Mr. Sellen identified potential revenues for the District if the referendum passed. Based on the current assessed value of taxable properties within the District, annual revenues were projected for 2.0 mills ad valorem tax (\$649,820) and special assessment for \$500/parcel (\$594,000). Here are the results

\$ 1,243,800	Maximum total annual revenue available to the District
\$23,876,000	Maximum revenues available to District (from 2013 – 2033)
\$ 6,219,000	Maximum revenues available to the District for 5-year CIP
\$ 4,935,000	Total expenditure required to implement proposed 5-year CIP

In addition, these revenues were shown by type and for each year from 2014 through 2018.

Future Capital Project List and Three Example Scenarios

The future capital project list (from 2013 through 2033) was shared, which included the following projects.

Transit (South Downtown Lymmo extension)	\$10,000,000
Streets (Orange Avenue streetscape, Michigan Streetscape, and Atlanta Avenue)	8,000,000
Division Avenue (4-laning)	4,000,000
Potable Water (line replacement)	1,500,000
Wastewater (install new lift stations and lines)	5,000,000
Stormwater/greenway	6,000,000
Total	\$34,500,000

Three scenarios were presented as examples of how the District revenues could be distributed among a variety of capital projects from 2013 through 2018. Scenario #1 is the “minimum revenue scenario” with only 1.0 mill of revenue from ad valorem tax on real and personal property generated annually. Scenario #2 is the “ad valorem 2.0 mills” with only 2.0 mills of revenue from ad valorem tax on real and personal property generated annually. Scenario #3 is the “maximum revenue scenario” with 2.0 mills of revenue from ad valorem tax on real and personal property generated annually plus the special assessment of \$500/parcel generated annually.

Questions

As these scenarios were presented, there were a series of questions asked by the audience. Those questions are shown followed by the reply in brackets.

- Do these scenarios include any contributions from Orlando Health? [No; these projections are conservative; Karl Hodges with Orlando Health also indicated that Orlando Health will commit to a fair share contribution (in lieu of taxes) and that amount will be determined in the future; this type of investment benefits everyone within the District]
- Are the projected revenues based on 2012 assessments without any appreciation? [Yes; difficult to determine and wanted to share conservative figures]; would the revenues increase as the property values appreciate? [Yes and likewise, the revenues would decrease should there be a decline in appreciation]
- What are the sources of matching funds? [LYNX, FDOT, the City of Orlando, among other sources]
- Would the District circulator be free like Lymmo? [Yes]
- Who gets to vote in the referendum? [Ad valorem tax options - owners of taxable properties within the District (south of Gore Street; this portion of the DSNID also is within the Downtown CRA), weighted based on the assessed values; special assessment option – freeholder residents in the District]
- Will the voting be done by mail? [Yes]
- How many Lymmo passengers on a monthly basis or annually? [Not known but will find out the answer]
- Could the District tax sunset with the tax in effect for only a set number of years? [Not aware of a sunset provision but will check with the City Attorney]
- Will there be the opportunity to vote for changes in the future? [The DSNID Advisory Council will be monitoring the District activities, projects, and expenditures; this will be the forum for determining changes]
- Will there be a circulator that is already planned to support SunRail? [Bus routes will be adjusted to support SunRail]

Voting

The audience had the opportunity to vote on a variety of options by using hand held key pads so that voting results could be shown immediately. Each question is provided along with the voting results. Between 23 and 26 individuals participated in the voting. No all question responses total 100% due to rounding.

In Scenario 2b (ad valorem @ 2.0 mills), please rank your top three CIP investment preferences

1. Program plans/studies (18%)
2. LYNX enhancements (21%)
3. Orange Avenue streetscape (23%)
4. Water supply enhancement (10%)
5. Wastewater enhancement (11%)
6. Stormwater/greenway/interconnect (17%)

In Scenario 2c (maximum revenue scenario), please rank your top three investment preferences

1. Program plans/studies (12%)
2. LYNX enhancements (18%)
3. Orange Avenue streetscape (18%)
4. Water supply enhancement (22%)
5. Wastewater enhancement (12%)
6. Stormwater/greenway/interconnect (19%)

How would you rank the three alternative Capital Improvement Program scenarios presented this evening?

- A. Minimum revenue scenario (26%)
- B. Ad valorem at 2.0 mills (31%)
- C. Maximum revenue scenario (26%)
- D. Do not support any of the scenarios (18%)

What level of ad valorem tax on real and personal property would you support for funding capital improvements to support economic development in the DSNID?

- A. 2.0 mills (54%)
- B. 1.0 mill (13%)
- C. 0.5 mill (13%)
- D. Do not support ad valorem tax (21%)

What level of special assessment would you support?

- A. \$500/parcel (56%)
- B. \$250/parcel (12%)
- C. Do not support a special assessment (32%)

Next Steps

After this workshop, the DSNID Plan will be finalized, which will include recommended projects in the short term, midterm, and long term. These recommendations will be presented to the DSNID Advisory Council at the January 9, 2013 meeting and then will go before the District's Board of Directors (Orlando City Council) for adoption. There are two parts: Part A is the District Plan and Part B is the Capital Improvements Program (CIP). Work will continue on the CIP until the referendum is held. The date for the referendum has not yet been set but is expected to be held during the second half of 2013.