Future Land Use Element

Data, Inventory & Analysis

Approved August 12, 1991 • Amended November 1, 2010

SUPPORT DOCUMENT

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1. INTRODUCTION

The Future Land Use Element sets forth the physical plan for future development and redevelopment in the City of Orlando. It describes the most appropriate location, intensity and timing of future development, and establishes policies regulating all land uses. The Future Land Use Element is the most visible of all the elements of the Growth Management Plan because it has the most immediate impact on individual property rights and values.

The Future Land Use Element is a required element of the Growth Management Plan (GMP). It was prepared to be consistent with the minimum standards established in Chapter 9J-5.006, Florida Administrative Code, as well as relevant sections of Chapter 163, Part II, Florida Statutes, the State Comprehensive Plan, and the Strategic Regional Policy Plan.

The Element provides the detailed land use analysis required by Rule 9J-5.006, Florida Administrative Code. In addition to the minimum requirements outlined by Rule 9J-5, this Element describes the City's efforts in relation to attaining certain higher-level planning principles. The vision for the future of land use in the City of Orlando described in this element is based in part upon an appreciation for the City's past trends and overall philosophy. The Future Land Use Element also describes the GMP's development framework, which is based on a concept of Activity Centers linked by Mixed Use Corridors which support residential neighborhoods.

Orlando's future land use philosophy centers on the neighborhood as the fundamental civic building block. In mature, older areas of the City, the policies of the Future Land Use Element seek to preserve and protect existing neighborhoods. In infill, redevelopment, and new growth areas, the City advocates creating mixed use neighborhoods that seamlessly integrate with Orlando's established neighborhoods and employment districts. This pro-active neighborhood-oriented approach is manifest in the Baldwin Park (former Orlando Naval Training Center), Parramore Heritage Renovation, and Southeast Orlando Sector Plan projects. This philosophy goes hand in hand with the City's adherence to, and advancement of, the principles of Smart Growth and sustainable urbanism, which consider the need to attract quality economic development in an effort to create a healthy jobs-housing balance, to protect and enhance natural systems, and to build a livable community.

The Future Land Use Map, which is also included as part of this element, describes the proposed location and distribution of uses in the City and adjacent areas through the year 2030. All land development regulations in effect subsequent to the adoption of the GMP must be consistent with the Future Land Use Map.

1.A. PHYSICAL CHARACTERISTICS OF THE CITY OF ORLANDO

The City of Orlando is centrally located within the state of Florida, and is characterized by a water-dominated landscape which distinguishes it from most other urban areas. There are over 200 lakes and numerous other wetland systems scattered throughout the City of Orlando. Where these lakes are located adjacent to strands of upland vegetation and mature urban woodlands, the landscape offers a rich environment which is both highly desirable to and valued by the residents of the City. The many reasons cited for choosing Orlando as a new place of residence include quality of life with mild climate, numerous beautiful lakes, trees, and mature neighborhoods, and proximity to beaches, scenic rivers, and parks.

1.B. DEVELOPMENT HISTORY

Orlando's history dates back to 1838 and the height of the Seminole Wars. The U.S. Army built Fort Gatlin just south of the present-day City limits to protect settlers from Indian attacks. By 1840, a small community had grown up around the fort. It was then known as Jernigan, named after two brothers who had established the first trading post. Jernigan had a post office by 1850; and six years later, with the settlement expanding northward, the community officially changed its name to Orlando. In 1857, the U.S. Post Office adopted the name change; and the Town of Orlando was incorporated in 1875.

At the time of its incorporation, Orlando's corporate limits consisted of one square mile with a population of 75. By the turn of the century, Orlando had a population of 9,282. In 1908, Orlando officially added "The City Beautiful" to its name and made great efforts to reflect the urban design ideals of Frederick Law Olmstead and the new town planning ideals of Daniel Burnham in its urban form and function by accentuating the beauty of the natural and physical environment.

> ***"Orlando is a splendid exemplification of the term 'City Beautiful.' It is nestled in a cluster of picturesque lakes and dense groves. The City abounds in palms, roses and poinsettias, and many streets are arched perfectly with great spreading oaks and hanging Spanish moss. Its advantages as a place to live are unsurpassed. Orlando, however, is not only a residential or resort community but is a rapidly developing business center and as such its activities continue the year round."*** **-** City of Orlando's 1926 Plan

Orlando's growth during that era occurred in and around the Downtown, in the area now known as the Traditional City. This is the area which local people know as truly most characteristic of Orlando. Yet it is the Orlando which most tourists never see.

Orlando Circa 1926

The Traditional City supports it own distinctive development pattern. It is characterized by mixed use neighborhoods, varied residential building setbacks, lush landscaping and street trees, a grid street pattern with on-street parking permitted in most areas, many through streets and neighborhood interconnections, civic uses and landmarks, and a high degree of pedestrian activity. Small scale commercial services occur nearby to residential districts, and many commercial buildings are built to the sidewalk to accommodate pedestrians, with parking located to the rear. The Traditional City grew from a pattern of streets and roads which provide relatively even levels of access to all parts of the City, and minimizes the distance traveled between work, shopping and play.

Now with a population of over 228,765 (as of April 1, 2007), the City of Orlando has been following a consistent development philosophy for over 100 years, dating back to the City Beautiful movement. From the days when Orlando was primarily an agricultural town and the crossroads for the citrus industry, through the late 1960's and the advent of the Disney explosion, through the boom-time 1980's, and now as we near the end of the first decade of the twenty-first century, this philosophy has left an indelible mark on Orlando, and is the foundation upon which we build today.

As "The City Beautiful," Orlando is defined by a focus on its amenities. Key elements of Orlando's efforts are strong urban design; historic preservation; the availability and maintenance of parks, recreation, and open space; and strong cultural arts facilities. It is largely the presence of such amenities, in combination with the unusually lovely natural landscaping and water features of East Central Florida, which will dictate the future quality of life in the community.

Orlando's unique urban design is one of the strongest and most pronounced elements that must be preserved and enhanced as growth continues. For Orlando to flourish, there must be a balance between the natural and man-made environments. The City must care for that which already exists, and provide for what will come during the next century.

Orlando is blessed with vital, vibrant neighborhoods, which are characterized by their brick streets, variety of housing styles and sizes, access to lakes and parks and the mixtures of their residents' ethnic and economic backgrounds. As new neighborhoods develop, programs and regulations should encourage their development in the same time-honored Orlando tradition. While acknowledging the advances of modern times, new neighborhoods must incorporate the best of the past and emphasize amenities, graciousness and diversity. It is the intent of the City's Growth Management Plan to preserve neighborhoods, particularly those neighborhoods around the downtown business district. Further, the Plan encourages diversified infill development that is sensitive in character and compatible in scale with traditional neighborhood design.

Preservation of historic sites, buildings, and neighborhoods is a proven way of protecting the tangible aspects of Orlando's history. In 1980, the City of Orlando established its first Historic Preservation Area, the Downtown Historic District. Since 1980, the City of Orlando has designated six Historic Preservation Overlay Districts, over 40 Local Historic Landmarks and eight properties have been listed on the National Register of Historic Places. In 1991, Orlando adopted a Historic Preservation Element as part of the City's Growth Management Plan. The City's Historic Preservation Program provides a comprehensive framework for the identification and protection of important historic resources. Historic preservation can ensure that the old and new will be blended into a pleasing, meaningful urban fabric - one that will be enjoyed and appreciated by long-time residents and, at the same time, one that will demonstrate to newcomers Orlando's history and provide them with an immediate sense of place. Such preservation, sensitively blending past and present, also makes the City of Orlando truly unique as a venerable, high-quality urban environment for people and families of all ages.

The City of Orlando has implemented development regulations and incentives that are sensitive to traditional neighborhood design practices. Flexibility for new development to proceed in ways that even better accommodate new lifestyles has also been incorporated into our Land Development Code. Similarly, architectural and other design review processes are utilized by the City of Orlando to ensure that new development, infill development and redevelopment are appropriate and sensitive to the traditional design of neighborhoods. Strong urban design also includes the City's commitment to outstanding civic architecture, which sets a standard of excellence for the private sector. Such a clear, readily visible statement of expectations results in a much more humane and long-lasting pattern of development which some refer to as sustainable urbanism.

Successful planning recognizes the strong relationship between the evolution of a city's design, land use and transportation patterns. Effective planning determines our social, economic, and

physical environment. The basic elements of planning are so interrelated that, to understand how they function as a whole, we must understand each of them individually. Land use, urban design and transportation work together to provide the foundation for our community's character. A compact, interconnected, mixed use urban environment creates opportunities for growth and, if balanced correctly, a high quality of life. The preservation of accessible urban neighborhoods not only creates housing that is close to employment and shopping but also efficiently utilizes infrastructure and services, thereby freeing up tax dollars for other community projects. Good design provides a pleasing environment and encourages positive social interaction.

We realize that Orlando's past, present, and future are forever intertwined - every action, every decision has an almost irreversible effect on the Orlando of tomorrow. Orlando has accepted the challenge by supporting meaningful, innovative programs that provide diverse housing opportunities. We have effectively addressed land use issues and how they relate to transportation, and the allocation of transportation funds to a variety of modes, especially public transit. And as Orlando has grown and continues to grow, we have made strong urban design and sustainable urbanism the cornerstone of preserving and enhancing our unique character and sense of community. The philosophy of the City's Growth Management Plan, and the City's approach to creating a sustainable community, provides a clear picture of what we want for the future and what we will have to do today to accomplish our vision.

2. SMART GROWTH

Bridging the Gaps between Traditionalism, Conventional Suburban Development, and the New Urbanism

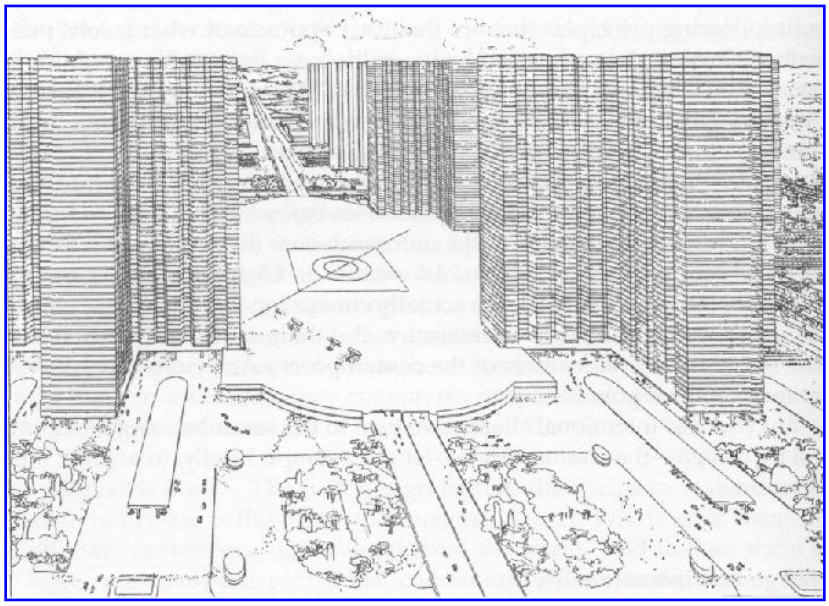
The City of Orlando's urban form is characterized by three distinct development types; *Traditionalism, Conventional Suburban Development* and the *New Urbanism*. Each of these types is directly related to historical developmental and societal periods. In order to re-make and enhance our City and the public realm, we must understand the characteristics inherent in these development types, and we must find a way to coherently connect these areas together. In order to understand these types, and their inter-relationships, some contextual history is required.

Traditionalism. *Traditionalism* is epitomized by cities throughout Europe where human settlements have existed for thousands of years. In Europe, *Traditionalism* takes the form of well-defined buildings, streets and squares, with most squares being hard surface areas where a multitude of activities may take place from civic celebrations to produce markets. In America, instead of formal squares, the *Traditionalism* instead focused on large central naturalistic parks, boulevards, parkways with tree-lined streets, and Garden City-style greenbelts. In Orlando, the *Traditionalism* is reflected in what we refer to as the Traditional City, the area of the City that was developed prior to World War II. This area has a defined street grid, more traditional parks and open space at the neighborhood scale, and publicly accessible lakes and lakeshores.

Amiens, France Street Market – Early 1900's

In the early part of the 20th century, America (and Orlando, though more slowly) was changing from a primarily rural country to a mostly urban nation, helped by a major influx of immigrants from Europe. An expanding urban population created stresses on city infrastructure that was designed for a different era. By their nature, cities had always been crowded. But the introduction of the elevator pushed density into another direction – up. In response, the early urban planners utilized a relatively new tool called zoning. Zoning was developed first in Germany around the end of the 19th century as a response to the intrusion of industrial facilities into and around residential neighborhoods. Planners used zoning to decrease the population density by delineating areas of specific use where a mixture of single and multi-family housing was prohibited, and to ban home businesses in residential zones and over-the-store apartments in commercial areas. However, it was the automobile and not zoning that solved the density issue.

In the 1920's and 1930's, visionary architects concluded that cities should be reconfigured to accommodate the automobile. This concept was epitomized by Le Corbusier's "Towers in the Park" (see picture below). The dominant features of today's road system took root at this time, with roadways connecting separate land uses. Unfortunately, the resulting development pattern was auto-dependent. While efficient roadways allowed people to live further away from work, school, shopping and from each other, the resulting development pattern isolated those were too young or old to drive.



The heritage of community design and the ascendancy of the public realm that had reached great heights prior to the Great Depression were thrown aside in favor of a more expedient suburban pattern including the strip commercial development that typically accompanies it. The resulting development type has come to be known as *Conventional Suburban Development*.

<u>Conventional Suburban Development</u>. *Conventional Surburban Development* is characterized by the segregation of land uses, low densities, and a focus on private amenities or the private realm (a large back yard, abundant interior living space). The public realm tends to be a secondary consideration, if considered at all. The demand for privacy and low density resulted in the rapid consumption of large tracts of land at the expense of the social structure of the community, as well as the environment. Unfocused planning and laissez-faire attitudes between cities, counties and land developers resulted in the situation that William H. Whyte prophetically termed *sprawl* in the mid-1950's. The proliferation of cars greatly exacerbated this situation by increasing the distances that could easily be traveled as our society pursued its daily requirements such as employment, shelter, food and recreation.

Image: Typical Suburban Street Frontage

In their day, garden cities, new towns and romanticized suburbs were touted as exemplary patterns for new growth and development. Unfortunately, in most cases, the reality did not live up to the vision. In other words, the implementation was either not successful or haphazard at best (the picture below shows elaborate landscaping used to mask a gas station).

In more recent times, planned unit developments were conceived, attempting to provide a mixed use community that also preserved open space for public recreation and environmentally sensitive lands and habitat for wildlife. Unfortunately, such communities are better described as multiple use communities (not mixed use), with several different land use types segmented or separated from each other. Requiring that such large greenfield sites accommodate a wide variety of housing types and commercial and industrial activities usually meant that they were located on the periphery of urbanized areas. Also, at best, such developments tended to provide only minimal opportunities for employment. Long commutes then required people to endure increased traffic congestion, and the resulting abandonment of the residential area during work hours relegated them simply to bedroom-community status. In effect, they were also sprawl.

The *Conventional Suburban Development* pattern is fairly well entrenched, and will continue well into the future, primarily because of prevailing banking and financing standards and practices and associated operating procedures. Financiers and developers are also encouraged to continue operating from this form because it is, simply, what they know and understand. And there are a great many people who prefer the product afforded by the suburbs because that is the pattern that they themselves grew up within (most of the so-called baby boomers and their children and grandchildren).

New Urbanism. In the past 15 years, a group of planners, architects, designers, and other professionals have developed a series of ideals, reminiscent of the design principles that were predominant before World War II, namely the *New Urbanism* (also known as *Traditional Neighborhood Developments (TNDs)*. *New Urbanism* speaks of itself as a rediscovery of planning traditions, gleaned from analyses of highly livable, well-scaled and memorable communities, and it borrows from many traditions and theories: from the romantic environmentalism of Ruskin to the City Beautiful Movement, from medieval urbanism, the works of Camillo Sitte, and later Garden Cities of Europe, and from the streetcar suburbs of the traditional towns of America.

The *New Urbanism* solution to urban sprawl is a return to more traditional neighborhoods, with the understanding that the neighborhood is the basic building block for more livable cities. The ***Charter of the New Urbanism*** stresses the need for neighborhoods to have a defined center and edge, with a balanced mix of activities – shopping, work, school, worship, recreation, and homes – all located within approximately ¼ mile from center to edge. Streets are laid out in a modified grid system to support more systematic growth. *New Urbanism* favors pedestrians over motorists with narrow streets, typically lower speed limits, and tree-lined sidewalks designed to help delineate pedestrian space from space dedicated to cars. And priority is given to the public realm, both in terms of a myriad of viable, pedestrian-oriented open spaces, along with appropriately and prominently placed public buildings (the picture above shows a village green within NorthLake Park at Lake Nona in southeast Orlando).

New Urbanist villages and neighborhoods are built on a human scale to encourage a sense of community. One of the goals of *New Urbanism* is to reduce the need for the car by centralizing life's necessities within easy walking distance of residences. The reduced scale of these neighborhoods, which harkens back to the late nineteenth and early twentieth centuries, address the desire expressed by many today to escape the gridlock of crowded highways and

return to a simpler lifestyle. *TNDs* seek to provide the consumer with an alternative to typical suburban projects by increasing opportunities for social interaction and building community.

Smart Growth. *Smart Growth* and the *New Urbanism* are separate yet complementary movements with the common goal of a more rational urban environment. Both focus on the interaction of people and the environment in a metropolitan setting. *Smart Growth* is an umbrella term used to define a wide range of growth options. *Smart Growth* incorporates some aspects of *New Urbanism* but emphasizes regional planning and controlled growth. Preservation of open spaces is a primary concern of *Smart Growth*. While consistent with *New Urbanism* in some instances, *Smart Growth* is much broader in scope. It seeks to build strong communities and neighborhoods, but is more accommodating to other forms of development. It recognizes growth will occur outside the city as well as in it, and seeks to find rational strategies that reduce sprawl without mandating specific solutions.

Smart Growth involves some form of overt government guidance of development. Greenbelts are protected, but the form of development inside the growth areas is not mandated. Often, governments will purchase undeveloped land for preservation as a greenbelt. Local governments, such as Orlando, are often supportive of *Smart Growth* because it uses the existing infrastructure more efficiently. Higher densities result in capital cost savings for roads, water and sewer, and other neighborhood-scale infrastructure components.

In recent years, Smart Growth advocates have developed an increased understanding of the relationship of development and transportation patterns to climate change. Better community planning and more compact development help people live within walking or bicycling distance of some of the destinations they need to get to every day – work, shops, schools, and parks, as well as transit stops. If they choose to use a car, trips are short. Rather than building single-use subdivisions or office parks, communities can plan mixed-use developments that put housing within reach of these other destinations. The street network can be designed to interconnect, rather than end in cul-de-sac and funnel traffic onto overused arterial streets. Individual streets can be designed to be "complete," with safe and convenient places to walk, bicycle, and wait for the bus. Finally, by building more homes as condominiums, townhouses, or detached houses on smaller lots, and building offices, stores and other destinations "up" rather than "out," communities can shorten distances between destinations and thus reduce what transportation planners refer to as "vehicle miles travelled." Addressing climate change through Smart Growth is an attractive strategy because compact development has benefits that cost the economy little or nothing. Compact development helps reduce infrastructure costs, preserve farmland and open space, protect water quality, and improve health by providing more opportunities for physical activity. Finally, unlike hydrogen-fueled cars and ethanol, the "technology" of compact, walkable communities exists today.

In order for Orlando's GMP to be successful and meaningful, we must ensure that our urban form and design conceptual framework accommodates and appropriately links the three distinct development types previously discussed, *Traditionalism, Conventional Suburban Development,* and *New Urbanism*. We must create viable transportation and land use links

between the Traditional City, the suburban areas on the periphery, and the developing *New Urbanist* projects currently underway. It is through the tenets of *Smart Growth* that the appropriate connections can be strengthened.

3. REFINING ORLANDO'S FUTURE LAND USE VISION

Moving into the Future by Understanding Orlando's Past Innovations in Planning

Often the best way to build the future is to fully understand the past. Orlando encourages development that is both sustainable and provides opportunities for all people. At a time of increased frustration with urban sprawl, traffic congestion, and loss of community, Orlando has focused on an agenda that will enhance existing neighborhoods.

For any community to effectively plan its future, basic principles have to be established up front. A community must understand where it wants to go. Orlando's philosophy is clearly embedded in this Growth Management Plan, originally adopted in 1981; a plan based on extensive citizen input and which has guided all manner of development decisions since that time. Orlando's vision is clear and has been sustained relative to development options. Orlando remains focused on six basic principles. They are:

- Orlando will accommodate projected development;
- Orlando will balance public and private interests in achieving its objectives;
- Sustainable community building requires the preservation and use of the neighborhood as its basic structure of town building;
- Neighborhoods will be supported through mixed use/activity centers which serve a variety of neighborhood sizes and locations;
- Every sound urban area has a compact and vibrant urban and cultural center;
- Orlando commits to funding needed capital improvements, based on the objectives outlined in the vision.

Implementation of Orlando's vision is built on two foundational principles. These principles underlie all activities that the City undertakes in each and every planning arena. They are the Smart Growth concepts of sustainable development coupled with the tenets of traditional neighborhood design.

Sustainable Development. Sustainability focuses on integrating physical, social, economic, and environmental elements of development in a way that enhances the natural and built environment. In today's development terms, sustainable development "adds value" in a meaningful long-term way. This focus requires a more holistic approach to development review and the decision making process.

Traditional Design. The concepts of sustainability are being instituted through the use of traditional design concepts. Traditional design principles are at the very heart and soul of Orlando's planning approach. The traditional design philosophy focuses on the following elements:

- Development in the form of coherent and compact interconnected districts and neighborhoods with clearly defined centers and edges and a diverse mix of activities (residences, shops, schools, parks, etc.) is located to minimize the use of the automobile.

- Mixed and multiple use integrated districts provide residential and employment opportunities and a variety of shops, services, eating and drinking establishments, and civic activities that serve the needs of surrounding neighborhoods.

- Diverse, compact (typically no more than one quarter (1/4) mile from center to edge) neighborhoods encourage pedestrian activity.

- Neighborhoods with a wide spectrum of housing options enable people of a broad range of incomes, ages, and family types to live within a single neighborhood or district.

- A balanced transportation system providing equal access to transit, pedestrian, and bicycle mobility reduces reliance on automobiles. Streets laid out as an interconnected network form coherent blocks where building entrances front the street rather than parking lots. Bicycle/pedestrian connections directly connect to nearby uses. Public transit is available and connects neighborhoods to each other, and the surrounding region.

- Public space is celebrated. Civic buildings, such as government offices, community or neighborhood centers, churches and libraries are sited in prominent locations which are accessible to the pedestrian. Open spaces, such as parks, playgrounds, squares, and greenbelts are located at accessible locations throughout a neighborhood.

- Cohesive urban design builds civic pride, enhances community identity and reinforces the culture of democracy.

Proactive Planning. The most effective way to achieve any planning objective is through the use of proactive planning. By working with the community to define goals and means, specific design objectives can be achieved. A great deal of time over the past 15 years has been spent in taking the policies and programs of the City's GMP and applying those policies and programs in a systematic, practical, proactive approach through sector and community planning. Whether the planning area is a large greenfield site, such as the Southeast Orlando Sector Plan area, a prime infill/redevelopment location such as Baldwin Park (the former Orlando Naval Training Center), or an existing redevelopment opportunity such as Parramore Heritage in Downtown Orlando, proactive planning can set the proper framework for sustainable development. This pro-active approach is also a key component in the small area community

planning process. By working closely with residents and property owners, the City has focused upon planning to create a totally integrated community; integrated in terms of creating and sustaining a healthy jobs-housing balance, residential shopping and entertainment opportunities, environmental protection, and a balanced transportation framework.

Planning Techniques. Orlando's planning philosophy has been reinforced through techniques intended to educate the public and better define community objectives. These techniques include training sessions, instructional videos, books and a research library available to the public, interactive web-based surveys, as well as hands-on conferences and workshops with nationally known speakers and consultants. These tools have allowed the community to take ownership of its own planning process.

One such very successful tool was the Visual Preference Survey (a copyrighted product of A. Nelessen and Associates). In 1998, the City of Orlando retained A. Nelessen and Associates to produce a Visual Preference Survey (VPS) of and for Orlando. The survey asked 1,238 citizens to view and rank 240 slides of Orlando's parks, streets, gateways, walkways, transit systems, single family homes, apartments, stores and shops, offices, parking, public buildings, signs and transmission towers. Through the VPS process, participants were able to express their opinion concerning the degree of appropriateness or inappropriateness that various development patterns have on the visual character of the City. The results of this survey were incorporated into the 1998 GMP Evaluation and Appraisal Report and follow-up amendments to the GMP in 1999. The VPS was a valuable tool, helping planners, builders, property owners, and elected officials understand what the citizens of Orlando wish to experience as the City matures.

As part of the 2007 GMP Evaluation and Appraisal Report process, the City utilized an interactive web-based survey to identify trends and provide direction from the residents of Orlando in developing the EAR Report.

Through the use of processes such as the Visual Preference Survey, web-based surveys, neighborhood visioning, original research, and ongoing training sessions, the City has determined the key elements which go into making sustainable neighborhoods and communities. It is this research that led to the elements of Traditional Neighborhood Design being the primary technique and tool to implement a sustainable development approach.

Christopher Alexander said it best in A New Theory of Urban Design, ***"Every increment of construction must be made in such a way as to heal the city***". There are no insignificant decisions, no incidental choices. The overall approach to community building must be thorough and consistent.

Sustainable development practices must go beyond small area or sector planning. They must be integrated into every aspect of community building. Existing procedures must be streamlined through the use of revised transportation standards designed to give balance to alternative transportation modes. An appropriate and well-considered use of traffic calming is a means of community building. Integrating stormwater management into recreational and

environmental sustainability is critically important. The joint use of public educational and recreation opportunities can and should result in better development options.

Orlando's planning approach has focused on a sound philosophy coupled with innovative implementation, from redesigning its land development regulations to include Traditional Neighborhood Design components, to examining transportation impact fee schedules, to the process of neighborhood and sector planning itself. Through neighborhood and sector planning, the City has undertaken a fundamental change in its approach to planning -- one built on establishing proactive partnerships, anticipating change, identifying positive elements, and on working to put in place the tools, techniques, and vision necessary for achievement.

4. DEVELOPMENT FRAMEWORK

4.A. HOW SHALL WE GROW? CENTRAL FLORIDA'S REGIONAL GROWTH VISION

The City of Orlando actively participated in the *myregion.org* "How Shall We Grow" visioning process. From March 2006 to August 2007, approximately 20,000 Central Floridians participated in a historic "community conversation" to answer the question "How Shall We Grow?" People from all walks of life attended roundtable meetings, shared their hopes and fears, and compared alternative scenarios for what Central Florida could look like in the year 2050. Elected officials and other public, private, and civic leaders from all 7 counties and many of the region's 86 cities met as part of councils, task forces, and technical committees to review policy options and develop future projections.

More than 86 percent of Central Floridian's surveyed indicated that continuing on the region's current path of development was their least preferred option of four future scenarios. Instead, the respondents pointed toward a different approach to growth, in which the region preserves its most precious environmental and agricultural lands, focuses development in urban centers, and connects these centers with transportation corridors that provide choices for how people travel.

The "How Shall We Grow" vision illustrates what the Central Florida region could look, focusing on the 4 C's – Conservation, Countryside, Centers and Corridors. Conservation stresses the enjoyment of Central Florida's most precious resources – lands, waters, air, and wildlife. Countryside emphasizes maintaining Central Florida's heritage of agriculture and small villages. Centers are defined as hamlets, villages, towns and cities. Corridors connect our region with more choices for how people and freight move.

Six principles that can help guide future growth decisions region-wide were identified through the visioning process:

- Preserve open space, recreational areas, farmland, water resources, and regionally significant natural areas.

- Provide a variety of transportation choices.

- Foster distinct, attractive, and safe places to live.
- Encourage a diverse, globally competitive economy.
- Create a range of obtainable housing opportunities and choices.
- Build communities with educational, health care, and cultural amenities.

The City of Orlando strongly supports the six principles and the associated implementation actions identified in the "How Shall We Grow" vision. One of the most important implementing actions identified in the visioning process was the need to create and enhance centers ranging from villages to towns to cities as the region's focal point for future development. The "How Shall We Grow" vision emphasizes that each community should develop according to the size and character envisioned by its residents, consistent with the shared regional vision. Orlando has chosen to redevelop its Downtown and to create compact developments within activity centers that can accommodate additional residents, and thereby create a truly urban form. The regional vision states that the establishment of such centers should reflect market demand, avoid environmental lands, and should be connected to existing or planned transportation corridors. Orlando's conservation policies, activity centers and mixed use corridors fully implement this concept.

The "How Shall We Grow" vision calls on all of the participants to continue to meet to review our progress toward the regional vision and to continue the hard work necessary to carry out the key actions. The City of Orlando has committed to continuing its participation in the process, along with the Central Florida Regional Leadership Council, the Central Florida Mayors Council, and the various public, private, and civic organizations who will all be needed to fulfill the vision.

4.B. URBAN DEVELOPMENT BOUNDARY

Orlando is and will remain the central city of the Central Florida region. As the central city, Orlando is naturally the major hub of business, government, and culture. And despite the tremendous amount of sub-urban growth that occurred in unincorporated Orange County and surrounding counties, Orlando will remain the pre-eminent center of business, government and culture for the region well into the future.

Orlando and its surrounding sub-urban communities have parallel destinies – they grow or decline together as a single economy. Orlando has been extremely successful in maintaining a diverse and growing economic base and providing growth opportunities through the City. While many central cities around the country have experienced a loss of population, employment and tax revenue, Orlando has been maturing into a multi-faceted residential, business, government, and cultural center which provides vitality for the region. The Medical City, including the new UCF Medical School, Burnham Institute for Medical Research, Nemours Children's Hospital, and Veteran's Administration (V.A.) hospital within the Southeast Orlando Sector Plan area, is a prime example of the Orlando community's desire to expand the region's

economic diversity. The selection of Downtown Orlando for the new Events Center and Performing Arts Center is another important indicator of the community's recognition of Orlando as the cultural core of the region. Cultivating and nurturing Orlando's business and social climate, as well as providing strong cultural and civic leadership, are critical to our success as the region's central city.

The City of Orlando, as the central city of the East Central Florida region, is dedicated to providing opportunities for significant infill development and redevelopment at the highest densities and intensities available in the region while at the same time effectively providing urban services. Orlando's position as the central city was recognized in *myregion.org's* "How Shall We Grow" regional planning process.

Intergovernmental coordination has been formalized in a number of agreements. The City of Orlando and Orange County have entered into a Wastewater Territorial Agreement. Together with the Amended Water Territorial Agreement with the Orlando Utilities Commission, these agreements set forth a long-term framework for cooperative and efficient growth management and the effective provision of services in and around the Orlando City limits, and serves as a functional equivalent to an Urban Development Boundary. These agreements, coupled with the goals, objectives and policies of this GMP, serve to limit urban sprawl, thus ensuring the cost-efficient provision of public infrastructure and services both within the City of Orlando and within the urbanizing portions of unincorporated Orange County.

4.C. WHY ORLANDO ENCOURAGES CONCENTRATED DEVELOPMENT

The City of Orlando's entire future land use philosophy is designed to encourage urban infill and development at appropriate densities and intensities, to separate rural and urban land uses, and to discourage urban sprawl patterns. The City of Orlando's Growth Management Plan attempts to balance quality of life issues with the impacts of urban development. This balance is evident in the fundamental components of the City's GMP and in particular the Future Land Use Element. The City's primary future land use goal is to promote quality mixed use development and accommodate growth while enhancing and protecting neighborhoods, which are the building blocks of our community. To achieve this goal, the City focuses on: promoting quality infill development which strengthens the character of the Traditional City; creating opportunities to introduce the positive features of the Traditional City in suburban and newly developing areas; successfully implementing the Land Development Code in order to guide day-to-day development decisions; and protecting areas which have positive attributes that should be enhanced and preserved.

Orlando's development framework is based on the concept of Activity Centers, interconnected by Mixed Use Corridors. This concept has strong impacts on the future pattern of physical development within the City, and on the City's ability to efficiently provide services. The success of the Activity Center and Mixed Use Corridor Concept requires, among other things, the concentration of activity in areas of intense development.

There are several important reasons to encourage concentrated development in Activity Centers. First, by concentrating development, Orlando can accommodate its anticipated growth during the next two and a half decades within the limited land available. Second, encouraging concentration is a fiscally efficient way of providing public facilities and services. It allows increased utilization of the existing capacity of these facilities, rather than requiring that new facilities be built to serve a relatively low number of users. Certain types of urban infrastructure - in particular mass transit facilities - only become financially feasible in areas of significant concentration.

Third, the concept of centers of concentration actually implies a diversity of intensity as opposed to a uniform overall intensity. After all, concentrations can only occur when other areas are not concentrated. By concentrating new growth in Activity Centers and Mixed Use Corridors, and by similar mixed use centers in traditional neighborhood design areas, the growth is directed away from adjacent low intensity neighborhoods which need to be protected from encroachment. By the same token, concentrated development of raw land on the outskirts of the City allows the protection of environmentally sensitive areas without reducing the overall quantity of development permitted.

The concept of Activity Centers and Mixed Use Corridors can therefore be said to require an urban pattern which ranges from concentrations of high intensity to areas of low intensity and relatively limited activity. Physical diversity is also required so as to create a variety of uses and forms.

The Activity Center and Mixed Use Corridor Concept is supported by the policies of all of the elements of the Growth Management Plan. For example, the search for a balance between recreation, open space, environmental quality, conservation of natural resources and urban development implies a pattern of varying intensity. In addition, the need for a more efficient transportation system including increased use of mass transit also implies concentration. Central Florida's existing urban pattern only perpetuates increased low occupancy vehicular demand on the transportation system; reducing vehicular demand requires a change in the land use pattern from one generated and supported by the automobile to one which will generate and support mass transit. This means concentrating activities in areas of high accessibility which can and need to be connected by high efficiency carriers.

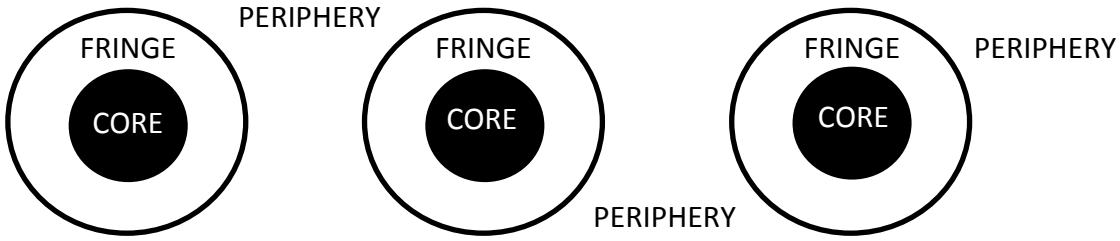
The efficient provision of public services and infrastructure, such as sewer, water, drainage, solid waste disposal, police and fire also implies concentration. It is more efficient to provide services to areas of concentration (as long as the aggregate level of concentration is not excessive) than to a uniform spread of development.

The Activity Center and Mixed Use Corridor Concept is also supported by the Housing Element. In order to meet the projected housing demand and provide affordable housing in Orlando, higher residential densities will be required. When properly directed, this trend will support the concept of concentration. The most significant of these changes is a trend toward townhouses, apartments and small-lot single family homes. Because of land economics, this trend is likely to continue well into the future.

4.D. THE ACTIVITY CENTER CONCEPT

The Activity Center Concept was first adopted in Orlando's 1981 Growth Management Plan. It is intended as a physical and functional concept which provides for concentrations of development while at the same time accommodating a variety of life styles and environmental constraints, as well as the protection of established neighborhoods. An activity center contains a mixture of land uses, and is focused around a central point of highest intensity, usually a major thoroughfare intersection or other point of high transportation access. The fringes of the Activity Center, which are closest to adjacent lower intensity neighborhoods, must provide for protection of these neighborhoods from the impacts of high intensity development either through significant buffering, landscaped setbacks or compatible transitional, medium intensity uses. Often the fringes of Activity Centers are designated on the Future Land Use Map as areas of medium intensity use, such as offices, industrial parks or apartments, in order to provide for this transition.

The ideal urban form is comprised of a concentrated mixed-use core; a fringe of medium intensity uses; and a periphery of low intensity residential



The concept of Activity Centers offers many advantages. First, Activity Centers produce a pattern of physical concentration. Where the concentration occurs can be controlled by restricting the location of the Activity Centers to points of high transportation access. The amount of concentration permitted can be limited by managing their size and permitted intensity. The kind of concentration allowed can be handled through detailed plans for the Activity Centers and the immediately surrounding fringe areas.

Second, the concept is flexible. While all Activity Centers will show the characteristic intensity profile, almost all other elements can be varied. The total amount of activity and the extent of the fringe areas can differ for each activity center. Some Activity Centers contain major concentrations of tourist accommodations; others may include retail centers or major industrial employers. Some may have high-rise buildings, others may not.

Third, not every Activity Center needs to have all possible activities which occur in an urban area such as Orlando. For example, one may have major cultural facilities such as theaters, concert halls and libraries; another may have hospitals; still another may have an educational center, such as a university or community college. These differences in variety of uses and structures and in accommodation of specialized activities will not only add variety to the overall urban pattern but will also serve to differentiate and distinguish Activity Centers from one

another. Therefore each Activity Center can have a recognizable identity and character derived from its activities and physical pattern.

Fourth, the concept of Activity Centers can be utilized to achieve redevelopment objectives. In Orlando, as in most other cities, there are areas of land underutilization, substandard structural conditions or general loss of economic vitality. Where such areas meet the basic criteria for designation as an Activity Center, public policy and investment in support of those Activity Centers can have the effect of inducing redevelopment. Such activities, if properly managed, can strengthen the established character of nearby economically stable neighborhoods or be part of a strategy to improve nearby distressed neighborhoods.

Finally, implicit in the idea of concentration and explicit in the concept of the Activity Center is the opposite of intense development - that is, areas of low intensity. Activity Centers can and must be located so that adjoining low intensity areas are protected from encroachment. The living environment of established low intensity neighborhoods must be protected and enhanced in order to protect the existing housing stock, provide convenient access to employment, and provide living options to all residents. Natural environmental areas such as wetlands and other sensitive ecosystems must also be protected from the impacts of urban growth. This low intensity development and open space system can, in turn, be used to support the concentrated centers through natural drainageways, recreation and scenic resources, natural flood control, groundwater recharge areas and so forth.

4.E. ACTIVITY CENTERS WITHIN THE EXISTING URBAN FORM

To influence the future course of development in Orlando, the concept of Activity Centers has been applied to the existing development pattern of the urban area. There are four types of Activity Center:

Metropolitan Activity Center (Including the Downtown)

The purpose of a Metropolitan Activity Center is to serve the entire Orlando Metropolitan Area. This type of center has the greatest intensity and diversity of land uses, and covers the largest amount of land area. Low intensity uses, such as large lot single family homes and agriculture, are prohibited. These Activity Centers may only be located where the highest levels of thoroughfare and mass transit service exist. The Downtown Metropolitan Activity Center is the most intensive area in the entire Central Florida region.

Urban Activity Center

The function of an Urban Activity Center is to serve a subregion of the Orlando Urban Area. Although many individual land uses are similar to those found in a Metropolitan Activity Center, the intensity and variety of uses is reduced. These Activity Centers may be located where intermediate levels of thoroughfares and mass transit service exist.

Community Activity Center

The function of a Community Activity Center is to provide a concentration of services for several adjacent neighborhoods. The land uses should be mixed and should include residential, but in some cases may be dominated by a single use. The intensity of use is lower than that of an Urban Center. These Activity Centers may be located where a combination of lower levels of thoroughfares and mass transit service exist.

Neighborhood Activity Center

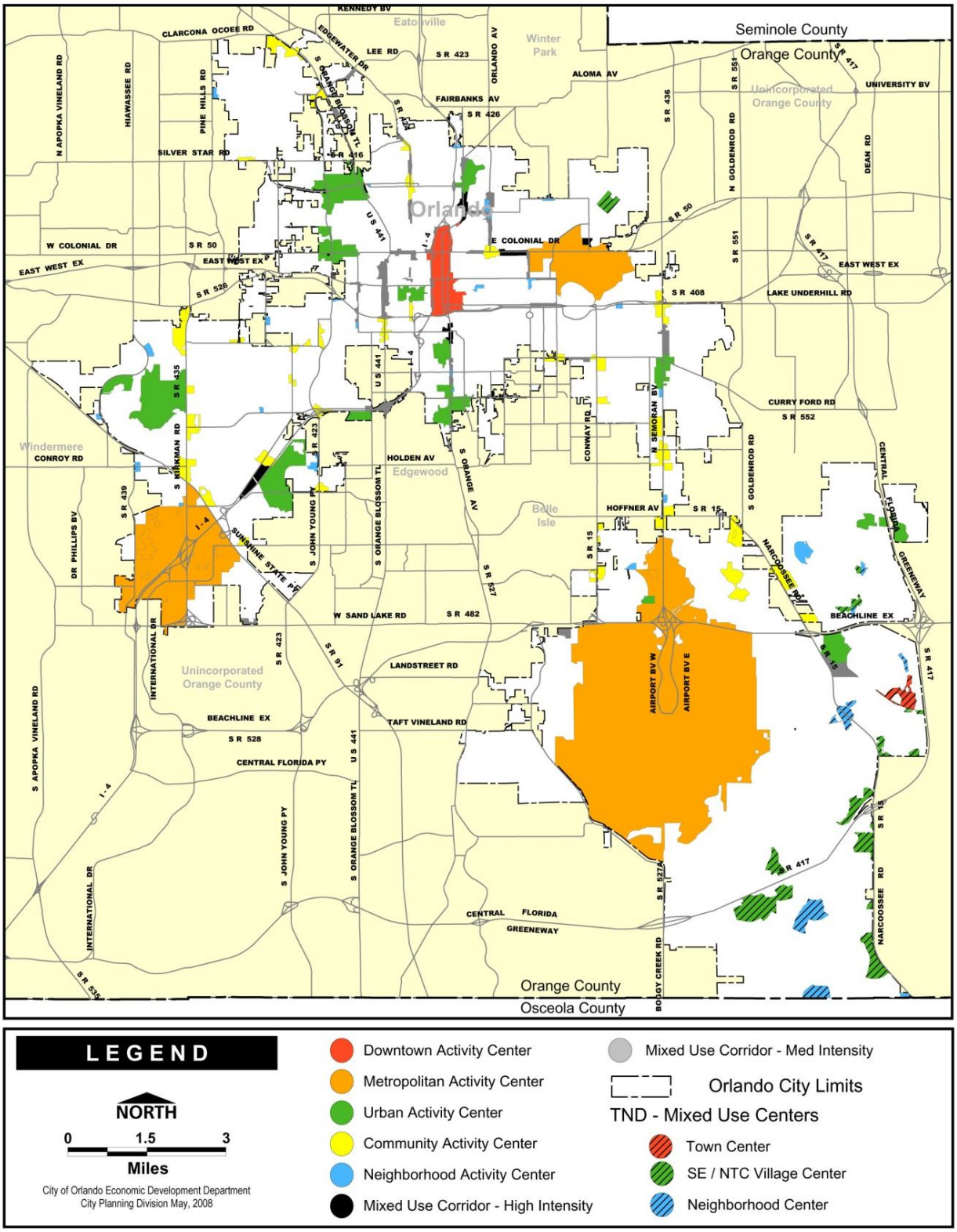
The function of a Neighborhood Activity Center is to provide a concentration of services for a single neighborhood. The land uses should be mixed and should include residential, but in some cases may be dominated by a single use. The intensity of use is the lowest of any of the Activity Center categories. These centers may be located where lower levels of thoroughfares, collectors and mass transit service exist.

The locations of Activity Centers in Orlando and adjacent areas are shown schematically in Figure LU-3. The schematic also shows Traditional Neighborhood Design mixed use centers located within the Baldwin Park (former Orlando Naval Training Center) and Southeast Orlando Sector Plan area, as these land use designations share similar characteristics/functions.

Moving from a general concept to the realities of a Growth Management Plan introduces two important considerations. The first and most obvious one is geographic - the identification of where the Activity Centers should be located. The second and more complex consideration is timing. The existing development pattern as well as any future development pattern in Orlando is the result of all that has occurred in the past. Over the years, the urban form which grows at any given time is the result of the social, political, economic and fiscal trends of that time. As these forces change over time the developing urban form also changes. But previous urban forms remain - it is rare indeed for successive forms to totally obliterate their predecessors. Rather, a more gradual process of modification and adaptation occurs.

In devising an urban form for the future, both the past and the present must be recognized. Future development patterns must build upon and support the best of what is in Orlando now. The urban form for Orlando should be seen as a series of layers occurring over time either up to the present or into the future, as discussed in the Vision Statement of this Plan. Three such layers, which are also discussed in detail in the Urban Design Element, are the Traditional City, Post-World War II Community/Conventional Surburban Design, and New Urbanism areas.

Figure LU-3 Activity Centers & Mixed Use Corridors



LEGEND

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City of Orlando Economic Development Department
City Planning Division May, 2008

- Downtown Activity Center
- Metropolitan Activity Center
- Urban Activity Center
- Community Activity Center
- Neighborhood Activity Center
- Mixed Use Corridor - High Intensity
- Mixed Use Corridor - Med Intensity
- Orlando City Limits

TND - Mixed Use Centers

- Town Center
- SE / NTC Village Center
- Neighborhood Center

The Traditional City

As described in the Vision Statement, Central Florida's first surge of growth as a tourist, retirement and agricultural center took place in the early twentieth century. Orlando's growth during that era occurred in and around its Downtown, in the area shown in Figure 1 of the Urban Design Element as the Traditional City. This is the area which local people know as truly most characteristic of Orlando. Yet it is the Orlando which most tourists never see as they rush between the airport, their hotel and the region's tourist attractions.

The Downtown Core is the heart of the Traditional City. Following World War II, the Downtown declined as Orlando suburbanized, reaching its lowest ebb in the early 1970's. In the past twenty years, this decline has been largely reversed and the Downtown Core has boomed. The traditional neighborhoods surrounding Downtown have shared its fortunes, both in decline and resurgence.

The Traditional City supports its own distinctive development pattern. It is characterized by mixed-use neighborhoods, varied residential building setbacks, lush landscaping and street trees, a grid street pattern with on-street parking permitted in most areas, many through streets and neighborhood interconnections, civic uses and landmarks, and a high degree of pedestrian activity. Small scale commercial services occur nearby to residential districts, and many commercial buildings are built to the sidewalk to accommodate pedestrians, with parking located to the rear. The Traditional City grew from a pattern of streets and roads which provide relatively even levels of access to all parts of the City. This pattern supports a marketing structure which serves several small market areas and provides for the success of many small entrepreneurs. It also requires only limited movement by residents to work, shop or play.

POST-WORLD WAR II/CONVENTIONAL SUBURBAN DESIGN ACTIVITY CENTERS

With a few exceptions, nearly all areas outside of the Traditional City have been developed since the end of World War II. Increasing family affluence and discretionary income among the middle class led to a demand for larger residential properties distinctly removed from the urban center. Demands for protection from intrusive and undesirable uses led to separation of functions. At the same time, changes in financing and marketing strategies have caused a concentration of use (but not intensity) in the non-residential sectors. For example, major stores became concentrated in large shopping centers and locations for independent entrepreneurs became scarce.

The design of Post-War Activity Centers has been auto-dependent and inwardly-oriented, as discussed in the Urban Design Element. Because of their inward focus, these activity centers do

not generally contribute to a coherent urban form or sense of community identity. A challenge for the future will be to creatively retrofit and enhance these areas as they reach the end of their economic lifecycle and redevelopment occurs. The City will encourage redevelopment of these areas using traditional planning principles, such as encouraging mixed use buildings, accommodating transit and other alternative forms of transportation, and ensuring appropriate urban form.

NEW GROWTH AREAS

Outside of the conventional suburban Post World War II areas of the City, the City of Orlando has pro-actively planned for a more traditional alternative. In both the Baldwin Park (former Orlando Naval Training Center) and Southeast Orlando Sector Plan areas, the City has been an advocate for Traditional Neighborhood Design. The Baldwin Park Planned Development called for the development of a mixed use TND project on 1,100 acres designed to fit seamlessly within the existing urban context of the City of Orlando and Winter Park. This is a true infill/redevelopment project, complete with a village center that closely matches the concept of Activity Centers, albeit with more stringent design guidelines than found in conventional Post World War II areas. Baldwin Park is now nearing completion (anticipated by 2010) and by any measure has been a tremendous success.

The Southeast Orlando Sector Plan is a greenfield project located south and east of the Orlando International Airport, consisting of more than 12,000 acres. Key plan concepts in the Southeast Plan area include: building neighborhoods and mixed use centers that are compact and walkable; accommodating all modes of travel: autos, transit, bicycle, and pedestrian; a focus on traditional design and civic amenities such as schools and parks; protecting the natural environment and incorporating it into the design of the community to create meaningful edges and connections; and creating a healthy jobs-housing balance. The hierarchy of mixed use centers in the Southeast Plan (Town, Village, Neighborhood, and Residential Centers) augments the City's overall Activity Center concept, while offering a more pleasing visual alternative to conventional suburban development.

4.F. MIXED USE CORRIDORS

While Activity Centers encourage concentrated development at major thoroughfare intersections or other points of high transportation access, it is clear that the transportation corridors which interconnect or extend from Activity Centers also offer opportunities to reinforce a concentrated and efficient future development pattern. Within the Traditional City in particular, these transportation corridors currently possess an established mixture of land uses which includes commercial, office, services, institutional and residential development. These corridors also have a number of unique design problems and opportunities, which are discussed in detail in the Urban Design Element. On the Future Land Use Map Series, these areas are designated as Mixed Use Corridors. Their locations are also shown schematically in Figure LU-3.

Mixed Use Corridors are intended to provide for and encourage concentrated areas of mixed use development along these major transportation corridors. Mixed Use Corridors can supplement and reinforce the Activity Center Concept because concentrated corridor development supports the infrastructure and mass transit facilities upon which the Activity Centers also depend. The kind of uses and level of intensity found in Mixed Use Corridors varies, but this Future Land Use Element distinguishes them in two ways: (a) level of intensity - medium intensity vs. high intensity corridors; and (b) those which are inside the Traditional City vs. those which are not.

TWO LEVELS OF INTENSITY

Two kinds of Mixed Use Corridors are shown on the Future Land Use Map Series - medium intensity corridors and high intensity corridors. Medium Intensity Mixed Use corridors are intended to provide for a mixture of uses at intensities compatible with those of adjacent neighborhoods. The designation of such corridors is intended to preserve opportunities for development in the corridor by limiting the overall supply of land in the City for such purposes, but is not intended to significantly change the established intensity and character of the area.

High Intensity Mixed Use Corridors are intended to provide for a mixture of uses at intensities significantly higher than in adjacent neighborhoods. The designation of such corridors is specifically intended to encourage mixed use development and redevelopment including supportive commercial use, to preserve opportunities for development in the corridor by limiting the overall supply of land in the City for such purposes, and allowing increased intensity within the corridor. They are intended for locations where high levels of transportation access are available. Because of the high intensity of development and interconnections with major Activity Centers, High Intensity Corridors are intended to promote high levels of mass transit service.

INSIDE AND OUTSIDE THE TRADITIONAL CITY

The design characteristics of Mixed Use Corridors differ substantially inside and outside the Traditional City. These differences are discussed in detail in the Urban Design Element. Some of these design characteristics also influence the land use strategies available to the City along particular corridors.

Within the Traditional City, Mixed Use Corridors tend to be much more pedestrian-oriented, with most buildings oriented toward the street and the public sidewalks, and relating to each other in scale and proportion. Parking for commercial and office uses is often located to the rear, with vehicular access from side streets. These design characteristics present both opportunities and challenges. Mixed Use Corridors are intended to encourage compatible new development and redevelopment, and there are ample opportunities to build upon and strengthen the established positive design attributes of the area, provided that the City's Land Development Regulations are structured so as to encourage these attributes. One very important element of the land use strategy for these areas is medium and high density housing

especially as part of a residential-nonresidential development. Such development strengthens the pedestrian orientation of the area.

On the other hand, the grid street pattern of the Traditional City often causes the land uses of the corridor to back up to or even face homes in adjacent neighborhoods. As with Activity Centers, it is important to provide protection for adjacent low intensity neighborhoods from the impacts of corridor development by using rear lot lines rather than streets as a point of transition, and through either significant landscaped setbacks or compatible transitional uses. Medium and high density housing and low intensity office are examples of such uses.

Outside of the Traditional City the design of Mixed Use Corridors is primarily vehicle- oriented. The current average floor area ratios of nonresidential uses in these corridors is much lower than in the Traditional City, single use building sites are the norm, and the majority of the land on most sites is occupied by off-street parking. Again, there are both problems and opportunities associated with this development pattern. Among the problems are that these corridors are not friendly to pedestrians, the isolated building sites do not relate well to each other or surrounding neighborhoods, and most public areas are unattractive due to the dominance of signs and overhead utilities. It is also questionable whether encouraging better design in new developments will benefit the corridor as a whole except in the very long run. On the other hand, the large areas devoted to parking also represent space which could be used for building sites and pedestrian areas in the gradual redevelopment and improvements of these corridors. It should be noted that Mixed Use Corridors are a reflection of the current development patterns within the City, but are not considered appropriate in the new urbanism-oriented areas of the City, such as the Southeast Orlando Sector Plan area.

MIXED USE CORRIDOR/RESIDENTIAL NEIGHBORHOOD TRANSITION ANALYSIS – 2007 EAR

In the City of Orlando's 2007 Evaluation and Appraisal Report (EAR), the City identified six issues for detailed analysis, including neighborhood compatibility and infill development. Mixed Use Corridors were examined as part of that issue analysis. It was noted that Mixed Use Corridors have a number of unique design problems and opportunities, particularly the interface between the corridors and the adjacent lower intensity residential neighborhoods.

There are several Mixed Use Corridor areas in the City of Orlando where the greatest amount of infill development and redevelopment is taking place, namely:

- Mills Avenue between Colonial Drive and Princeton Street,
- Virginia Drive between N. Orange Avenue and Mills Avenue,
- Edgewater Drive between Lakeview Street and Par Street,
- North Orange Avenue between Highland Avenue and Wilkinson Street,
- South Orange Avenue between S. Lucerne Circle and Michigan Street,

- Michigan Street between S. Osceola Avenue and S. Bumby Avenue,
- Curry Ford Road between S. Bumby Avenue and S. Conway Road,
- Colonial Drive between N. Orange Blossom Trail and Edgewater Drive and between Park Lake Circle and N. Bumby Avenue, and
- Orange Blossom Trail between Colonial Drive and the East-West Expressway.

Most of these corridors are located within the Traditional City. The design characteristics of Mixed Use Corridors differ substantially inside and outside the Traditional City. Some of these design differences also influence the land use strategies available to the City along particular corridors.

Within the Traditional City, Mixed Use Corridors tend to be much more pedestrian-oriented, with most buildings oriented toward the street and the public sidewalks, and relating to each other in scale and proportion. Parking for commercial and office uses is often located to the rear, with vehicular access from side streets. These design characteristics present both opportunities and challenges. Mixed Use Corridors are intended to encourage compatible new development and redevelopment, and there are ample opportunities to build upon and strengthen the established positive design attributes of the area. However, the grid street pattern of the Traditional City often causes the land uses of the corridor to back up to or even face homes in adjacent neighborhoods. As with Activity Centers, it is important to provide protection for adjacent low intensity neighborhoods from the impacts of corridor development by using rear lot lines rather than streets as a point of transition, and through either significant landscaped setbacks or compatible transitional uses such as medium and high density (in limited circumstances) housing and low intensity office.

Outside of the Traditional City, the design of Mixed Use Corridors is primarily vehicle-oriented and the streets tend to have more vehicle-lanes. The current average floor area ratios of nonresidential uses in these corridors is much lower than in the Traditional City, single use buildings are the norm, and the majority of the land on most sites is occupied by off-street parking. Again, there are both problems and opportunities associated with this development pattern. Among the problems are that these corridors are not friendly to pedestrians, the isolated building sites do not relate well to each other or surrounding neighborhoods, and most public areas are unattractive due to the dominance of signs and overhead utilities.

All Mixed Use Corridors, whether inside or outside the Traditional City, also tend to have relatively shallow lot depths (usually between 100 and 200 feet), which makes the accommodation of parking, stormwater facilities, and bufferyards extremely difficult. The City's Land Development Code has minimum mean lot depths for many zoning districts (primarily residential and low intensity office districts), but not for Activity Centers, Mixed Use Corridors, and Industrial areas. These standards go back to the original zoning districts established in 1959, which served as precedents for our current future land use and zoning districts. The lack of minimum lot depth standards makes sense for Activity Centers and Industrial areas, but may

or may not be appropriate for Mixed Use Corridors. Frankly, it is doubtful that any real discussion of this issue took place in 1959, or in subsequent updates to the Land Development Code. Unfortunately, requiring a mean minimum lot depth, particularly in an already developed portion of the City, could potentially lead to unwanted commercial intrusion into established residential neighborhoods. In terms of analyzing the pros and cons of establishing mean minimum lot depths, limiting commercial intrusion into existing residential neighborhoods should receive greater consideration or weight than ease of site design in the corridor area.

Mixed Use Corridors allow fairly high densities and intensities, as well as potential building heights. The Mixed Use Corridor – Medium Intensity future land use designation allows between 15 and 30 dwelling units per acre, up to 0.50 FAR, with a maximum permitted building height of 35 feet (this designation has a potential building height of 75 feet available through the Conditional Use process). The Mixed Use Corridor – High Intensity future land use designation allows between 30 and 75 dwelling units per acre (up to 200 dwelling units per acre through Conditional Use), between 0.40 and 1.0 FAR, with a maximum permitted height of 100 feet. At the highest densities and intensities, structured parking is necessary.

Obviously, such densities and intensities coupled with shallow lot depths make the transition of buildings with this kind of scale to adjacent low density residential neighborhoods problematic. A set of potential strategies were identified to address this land use compatibility issue.

<u>Potential Strategies</u>

- Consider strategic future land use map amendments to create larger, more easily developable Mixed Use Corridors. This alternative is potentially controversial, both politically and socially, and would be considered inconsistent with Future Land Use Policy 2.2.1. This alternative would require careful, site-specific analyses, taking into consideration the very real need to ensure neighborhood protection.

- Consider amending the Land Development Code to provide a mean minimum lot depth requirement for newly established Mixed Use Corridors in greenfield areas. Because of the potential for commercial intrusion into adjacent residential neighborhoods, it would be difficult to require a mean minimum lot depth in already-established Mixed Use Corridors. Of course, in greenfield areas it could be assumed that one would not establish a new Mixed Use Corridor that was too shallow to be functional considering today's parking and stormwater requirements, so the concept of a mean minimum lot depth may not be appropriate even in this scenario.

- Consider the creation of additional neighborhood plans, particularly the Washington Shores neighborhood, patterned after recent successful efforts under the Neighborhood Horizons process.

- Consider the creation of a pattern book for one-lot deep Mixed Use Corridor properties.

- Consider alternative parking solutions including the creation of City-operated or privately-operated parking lots or structures that would serve multiple uses/properties within the Mixed Use Corridor.

- Consider City-created, basin-oriented master stormwater facilities that would serve multiple properties within the Mixed Use Corridor.

- Consider revisions to the Land Development Code to further limit height within certain Activity Centers and Mixed Use Corridors. This could be accomplished by providing step-down zones where heights are lower closer to the residential neighborhoods, or simply through the alteration or elimination of the existing Conditional Use for height (perhaps lowering the potential 100' height in the Mixed Use Corridor – High Intensity designation to 75').

- Consider the strategic introduction of alleys to provide for better site access and potential rear-to-rear yard land use transitions.

- Consider revising bufferyard standards between Activity Centers and Mixed Use Corridors and residential neighborhoods to create more acceptable land use transitions, and perhaps to require additional greenspace or other community beautification.

- Consider requiring developers of large-scale mixed-use developments that abut residential neighborhoods to meet with affected neighborhood associations prior to beginning the formal Municipal Planning Board review process.

- Consider allowing live-work units as a transition in locations where residential and commercial uses share a block face.

Many of the recommendations in the 2007 EAR neighborhood compatibility issue analysis would be most appropriately addressed in the Land Development Code. Each of these alternatives will be considered as the City updates its Land Development Code and develops individual neighborhood plans.

4.G. MANAGING LAND USE AND TRANSPORTATION

Transportation plays a vital role in our community, and Orlando serves as the transportation hub for the entire metropolitan area. Because of its position in the region, the City has the responsibility of influencing future transportation and land use policy issues. The City is well served by regional transportation facilities - Interstate 4, the East-West Expressway, the BeeLine Expressway, Florida's Turnpike and a number of other state and U.S. designated highways criss-cross the City. The City is also home to two airports - Orlando International Airport and Orlando Executive Airport. Rail is also available within the City of Orlando, with Amtrak providing passenger service and CSX providing cargo transport service. There will also be four commuter rail stations within Orlando: two in Downtown Orlando, one in the Florida Hospital area and the fourth in the Orlando Regional Medical Center area. Downtown Orlando

also hosts the major transfer center for Lynx, the regional public transit agency. Orlando's continued prosperity and quality of life are both linked to the City's transportation system.

The Orlando metropolitan area, like most sunbelt cities, was built almost exclusively to support automobile travel. Community leaders have realized, however, that we can no longer handle growth just by expanding highways. We must now concentrate on providing accessibility for all parts of the community, rather than on focusing exclusively on ways to move traffic and ease congestion. Strategies to improve our transportation system include:

- Providing leadership in addressing transportation at a regional level
- Improving accessibility by creating a multi-modal system
- Improving transit service in the City's activity centers
- Using an investment approach to transportation funding, realizing that trying to solve all congestion problems with available funding is fruitless.

In order to understand Orlando's transportation approach, there must first be an understanding of the development patterns which have shaped the City. The **Traditional City** streets generally interconnect, providing a sense of openness to the City's neighborhoods and commercial areas. Traffic is dispersed throughout the denser street network rather than concentrated on a few congested major roads. It is also possible to get around by walking, bicycling or riding the bus. Travel times and distances are shorter and alternatives to driving are readily available. Residents of the Traditional City enjoy good accessibility.

The **Post-World War II/Conventional Suburban Design** areas of the City were built to accommodate automobile travel. Residential areas are oriented inwardly, away from the street, with internal streets forming a pattern of cul-de-sacs. Suburbs are noted for their disconnected roadway patterns that place a disproportionate burden on major roads. In the Post World War II area, suburban sprawl and disconnected roads have created traffic congestion that rivals most big cities. Residents must rely almost solely on cars for access to jobs, schools, goods, services, or leisure activities. Without an automobile, residents are hard-pressed to enjoy a decent quality of life. New development patterns are still emerging.

Orlando's transportation approach for the different development patterns calls for enhancing and protecting the characteristics of the Traditional City areas by increasing transit service, upgrading pedestrian facilities, adding bikeways, and improving roadway intersections for operation and safety. In Post World War II areas, the City will concentrate on correcting past design flaws wherever possible by retrofitting bicycle and pedestrian paths, adding transit service and building strategic road projects. Finally, the City intends to reintroduce Traditional City design elements into newly developing areas.

As the central city in a growing region, and as a City that very much values its quality of life, Orlando is less interested in building bigger and bigger roads than in planning for mobility. Recent efforts focus on reducing trip length and providing multiple means of getting from here to there. In this, the City's GMP and land development policies are key. As a central city, it is

Orlando's responsibility to accommodate growth that comes to it - if growth does not locate within the City, it will probably locate further out and increase sprawl and associated service provision problems. But growth that locates within the City should do so in a manner that will preserve and enhance the amenities that currently exist.

Two of the basic tools in planning for the City's transportation system are intensity and mixture of uses. As noted earlier, except for the lowest density residential areas, most of the City's future land use designations and zoning districts have minimum intensity standards. The clustering of higher density and intensity in Activity Center districts not only protects less intense districts from incompatible uses, but also allows the City to plan for increased transit, which needs higher levels of intensity to be viable. In fact, Orlando's four most intense activity centers will all be provided with internal circulator systems by the year 2015. Moreover, the activity centers are intended to be mixed use (not just commercial). Clearly, mixing uses at a relatively fine grain allows people to walk from one use to another, or at least cuts down on the trip length between uses.

Between activity centers, and along major thoroughfares, Orlando has designated Mixed Use Corridors, which provide for office and/or residential uses at relatively high intensities, with some associated service uses, and retail, if part of a mixed use project. The idea once again is to develop an alternative to the strip commercial area in order to plan for increased transit and pedestrian use. Because retail is allowed in these areas only as a mixed use, they are intended to become primarily residential or workplace. By virtue of their location, and the ability to mix uses, it is expected that they will allow a variety of functions in close proximity, thereby reducing trip lengths. In addition, they will allow for easy access to nearby activity centers through transit. Even Orlando's office districts allow for both office and residential districts.

The City's most intense future land use designation is the Downtown Metropolitan Activity Center. Here again, there is a minimum intensity standard. In addition, along certain streets, retail uses are required in order to increase the liveliness of the pedestrian environment. Here, design requirements relative to entrances onto the street, windows, and massing and scale, sculpt the environment to encourage pedestrian and transit activity. In the Downtown area, there is also a very aggressive parking ordinance, that not only limits the amount of parking that may be provided for the downtown offices, but also requires that at least one-third of that parking be provided in City-owned parking garages, which tend to be located on the periphery of the Downtown core, and are linked to the core by the Lymmo, a frequent (5 minute) free bus shuttle. Certain uses, which are being encouraged Downtown, are exempted from minimum parking restrictions. These include hotels, restaurants and retail uses. But many of these uses still do not need or provide on-site parking because their peak demand tends to be in the evening, when much of the office parking is available.

Parking is an extremely important component of the transportation system and needs to be managed carefully in order to make transit and non-vehicular modes of travel attractive. Obviously, reducing and managing parking has many other advantages, including reducing land needed and costs of development, reducing heat gain, and increasing attractiveness. On the

other hand, this can be a very sensitive issue for developers. The City's maximum parking limits apply to most non-residential uses. The limits are based on the 20th busiest hour (or 90% demand), and they are generally somewhat less than what the developer really wants. In the Traditional City Overlay District (the older areas near the Downtown), the City has an option called "alternative minimum" parking standards, which acknowledges the City's desire to intensify closer-in areas, and to accommodate some of the parking on the street.

As mentioned earlier, Orlando also has a very strong parking strategy in the Downtown area, which is part of the overall effort to get people out of their cars for the home/work trip, and which also helps to keep the Downtown from becoming fragmented by surface or structured parking and from becoming congested with cars pouring out of parking garages. Of course, the location of parking is also critical. A sea of parking between the street and the building doesn't just read as automobile oriented - it actually presents an obstacle that has to be negotiated by the pedestrian or the transit rider in order to reach their ultimate destination - the building. The City has provisions to prevent this from happening in the more pedestrian-oriented areas, such as the Traditional City, the International Drive tourist area, and in traditional design oriented developments such as Baldwin Park and the Southeast Orlando Sector Plan area.

While the parking and design requirements in Orlando's more suburban areas are less stringent, the City has attempted at least to avoid the worst sins of conventional suburban design. The LDC requires multiple street connections from subdivisions wherever possible. This allows for movement between neighborhoods and neighborhood-serving uses without necessarily having to go out onto arterial roads. Sidewalks are required on both sides of the street and street trees must be installed. The City prefers to reduce lane widths to 11 feet in designing new roads, and to incorporate bike lanes in the road. These measures have the effect of slowing traffic and allowing more comfort for the pedestrian and the cyclist.

Another part of the City receiving concentrated design and transportation planning attention is the International Drive tourist area. This is a newer, more auto-oriented area characterized by a mix of hotels, restaurants, t-shirt shops, discount outlets, and sundry entertainment opportunities. In the past, this area has not been pedestrian friendly, but the City and Orange County are trying to change this situation by working together on a multi-pronged effort that includes: 1) a bus circulator system; 2) a pedestrian-oriented streetscape; and 3) land development regulations that reduce sign clutter, allow for intensive development, and ensure orientation of buildings to the street. The International Drive property owners are being assessed for many of the improvements being made in the area, including the circulator bus system. But as a result of the transportation-related improvements, the City has been able to document lower trip generation in the area, which translates into lower impact fees, and more development than would otherwise be possible under our concurrency management system. The benefits of being in the I-Drive district have become significant enough that property owners that previously were not interested are now opting in.

A community effort to establish Lynx (Orlando's transit provider) as a viable transit option has seen Lynx become the one of the fastest growing transit systems in the nation. The City,

through its GMP, has also adopted level of service standards that help guide the transit authority in its system development, and help determine the amount of funding that the City should commit to the transit agency. These level of service standards require specific headways be established for different types of routes, and those headways be decreased over time. Our traffic modelling assumptions take these levels of service into account, so they become an integral component of our transportation planning. The City continues to work with Lynx on the Downtown multi-modal transportation center (the Central Station) in order to link automobile, bus and commuter rail. Lymmo, our Downtown circulator, runs in an exclusive bus lane without traffic delay. The City has continued to focus transit in activity centers outside of Downtown by taking a key role in starting "I-Ride," the transit circulator serving the International Drive Corridor.

The City of Orlando has taken the lead in building a "sustainable" transportation system - one that provides the optimum in travel choices for its residents, visitors, and workers by developing a multi-modal transportation framework that reduces vehicle miles travelled. Orlando has tried to use its transportation dollars wisely, to achieve a balanced transportation system that integrates roads, public transit, high occupancy vehicle lanes, pedestrian and bikeway systems, and strategically placed parking facilities. All of these efforts, along with meaningful and continued investment in pedestrian and bikeway improvements, such as the Parramore streetscape project and Cady Way Bike Trail, and incorporation of on-street bikeways into new and reconstructed roadways provide alternative transportation options that will help the City of Orlando to become a sustainable community.

4.H. USING URBAN DESIGN TO CREATE A SENSE OF PLACE

The City of Orlando understands that good urban design can facilitate the creation of community identity and a sense of place. The City of Orlando plans from a strong urban design perspective. The City's award-winning Urban Design Element lays out Orlando's design philosophy, including public lakefronts, tree canopy, mix of uses, neighborhood preservation, and pedestrian friendly design. The City seeks to preserve these design features and include them in new development, infill, and redevelopment, bringing a degree of order and harmony to Orlando's urban form, imparting a sense of community and belonging to those who live here, and creating a positive image of Orlando.

The Traditional City Overlay District is probably one of the most meaningful elements of the City's Land Development Code. These regulations were developed by analyzing the significant characteristics of the pre-World War II areas surrounding the Downtown Activity Center. These areas are among the most sought-after in the entire metropolitan area, and their property values have soared in recent years. The residential areas are characterized by a dense gridded street system that helps to move and disperse traffic. The fact that the roads are narrow, often brick, and incorporate on-street parking helps to slow traffic. These streets have generous parkways and sidewalks lined with mature trees, encouraging pedestrian activity. The homes have varied but relatively small building setbacks, are of similar mass and scale, but with a variety of architectural styles. Garages or carports are generally behind the front of the

principle structure, allowing for “eyes on the street” and a friendlier feel. Garage apartments and accessory dwellings are common, and provide for affordable housing alternatives near the Downtown.

Lake Lucerne Circle, Circa 1940

With all of the infill and redevelopment being done within the Traditional City, it would be easy to quickly begin to compromise these qualities. To keep this from happening, the City has adopted a special overlay zoning district. The Traditional City design requirements ensure that garages and carports remain behind the front of the house, and that a door and some windows are oriented toward the street. Front porches are encouraged by allowing them to intrude into the front yard setbacks, and setbacks for garage apartments have been made reasonable.

In our non-residential areas of the Traditional City, the City recognized the historic practice of locating the building directly behind the sidewalk, creating a streetwall. The pedestrian can stroll in such an area, looking into shopfront windows, protected from traffic by on-street parking. In order to protect this pattern, activity centers and mixed use corridors in the Traditional City can have no more than a 5-foot setback. In non-residential areas, the parking cannot be located between the street and the principle structure. Buildings must orient towards the street with a pedestrian entrance and windows. Even though many of these features may seem to be more related to aesthetics, or the feel of a place, they all play an important function in reducing the auto-orientation of the City and making it more friendly to other modes of travel. In fact, the City really focuses on functional aspects of urban design - the patterns that function best are usually more aesthetically pleasing anyway.

The Land Development Code includes detailed design guidelines, which require Appearance Review for certain uses. The Designed Community District, which has been adopted as part of the Land Development Code, is intended to allow an alternative development pattern throughout the City which allows the development of human environments that are not possible with the strict application of minimum requirements of the City’s other zoning and subdivision regulations.

In addition to the Urban Design Element, the City’s Architecture and Design Studio staff are fully involved in projects such as 3D modeling of Downtown Orlando to ensure advanced context-based design and developing guidelines and standards for redevelopment areas such as Parramore Heritage and the South of Downtown area.

Southeast Orlando Sector Plan

New Urbanism ideals are also being utilized in the Southeast Orlando Sector Plan project area. While it's been mentioned in passing, some level of detail concerning this Southeast Plan area should be offered. The Southeast Orlando Sector Plan is one of the largest urban planning and development projects ever undertaken by the City of Orlando. The Plan area consists of approximately 12,000 acres located directly adjacent to the Orlando International Airport (OIA). With the Southeast Orlando Sector Plan, the City has proactively formulated a sustainable development strategy to develop this area in a way that builds and strengthens the livability of the entire community.

In 1996, the City identified Southeast Orlando as a Future Growth Center with the Orlando International Airport as the primary economic and employment generator. In the past three years, a second significant economic and employment generator has emerged in the Southeast Orlando Sector Plan area, namely Orlando's Medical City. The Medical City, located within the Lake Nona DRI, represents a cluster of medical and medical-research oriented industries anchored by the new University of Central Florida Health Sciences Center (including the College of Medicine, Burnett College of Biomedical Sciences, and College of Nursing) and the Burnham Institute for Biomedical Research, both of which are scheduled to open in the spring of 2009. The Medical City will also be home to Nemours Children's Healthcare Campus and a one million square foot Veteran's Administration (V.A.) Hospital. The advent of this medical cluster helps to diversify the region's economy at a macro level, while also allowing the Southeast Plan area to have a healthy jobs-housing balance.

The City's projections indicate a potential for over 16,300 residential units, 4 million square feet of retail, 3.3 million square feet of office, 1,800 hotel rooms, 4 million square feet of industrial space, and 1.4 million square feet of civic/government space to be developed by 2030. By the year 2030, the Plan area could house more than 38,000 residents with an almost equal number of employees. A full range of uses, services, amenities and activities are planned in Southeast Orlando to fill the needs of the anticipated population.

In order to build and sustain a viable community, development must feature a mixture of land uses which allow for increased accessibility, diversity, and opportunities for social interaction within the context of an integrated amenity framework. Utilizing the neighborhood as the basic community building unit, the City utilized the experience of Peter Calthorpe, together with localized refinements presented by Miller-Sellen Associates to develop a community framework based on new urban design principles. Through these principles, a hierarchy of places has been proposed, ranging from a Town Center (adjacent to and inclusive of the Medical City) that will serve as the primary destination and job center within the community, to Village and Neighborhood Centers that provide local shopping and civic spaces for residential areas, to airport-related employment districts that include a variety of industrial and office uses. In the Plan area, centers will be compact and walkable, and residential neighborhoods will be defined by public space and activated by locally oriented civic and commercial facilities.

The City is utilizing design concepts that provide a strong connection between nature and the built environment. The unique environmental characteristics of the Plan area provide an opportunity to pursue an innovative and comprehensive approach to stormwater control by integrating these facilities with parks and open space, pedestrian and bicycle pathways, and wetland protection/wildlife corridors.

NorthLake Park at Lake Nona Neighborhood Green

In order to accomplish the vision for this area, the City of Orlando entered into a partnership with the southeast area property owners, the Greater Orlando Aviation Authority, Orlando Utilities Commission, representatives of other local, regional, and state agencies affected by or having permitting jurisdiction over the project, and representatives of interest groups concerned with building successful communities. The partnership was responsible for master planning and the technical design of infrastructure, developing strategies for the early provision of public facilities such as schools, the preparation of the urban design/land use plan, including development standards and an administrative process to implement the Plan.

After more than 4 years of meetings, negotiations and design development, the Southeast Orlando Sector Plan received final approval in May 1999. The Southeast Orlando Sector Plan Master Plan Map has been incorporated into this Future Land Use Element as Figure LU-2A. The Southeast Orlando Sector Plan is intended to establish a development strategy that directs growth away from environmentally sensitive areas and sets the stage for building community in a unique greenfield location. It is anticipated that the Medical City component of the Southeast Plan area will develop as one of the most important mixed use centers in the Central Florida region. The sector plan process will continue to guide development of Southeast Orlando for the next 20+ years.

Crime Prevention Through Environmental Design

The City also believes that new mixed use neighborhoods and communities should be places where people feel comfortable and safe. One of the tools the City of Orlando uses to ensure that places are designed to offer the optimum amount of safety are the principles of Crime Prevention Through Environmental Design (CPTED). Generally, CPTED assists in the creation and maintenance of a built environment that increases the perception of safety for a normal citizen and the perception of risk for a would-be offender. The City of Orlando has several highly trained staff members who use CPTED in the review of site and building plans, and it remains an integral component of the City's Technical Review Committee process.

The City believes that strong urban design, supplemented by a land use philosophy that encourages a mixture of land uses at higher intensities than can be found in adjacent unincorporated areas, and a commitment to designing safe neighborhoods, all foster community identity and truly help to create a sense of place.

4.I. EMPHASIS ON NEIGHBORHOODS

In order to build a sustainable community in Orlando, we must begin with neighborhoods, for they are truly the building blocks of community. Orlando is blessed with vital, healthy neighborhoods, which are characterized by brick, tree-lined streets in the Traditional City area, and a variety of suburban subdivisions in the Post World War II area. Orlando contains over 100 designated neighborhoods comprising the City's entire housing stock of over 110,000 units. Orlando's neighborhoods have grown stronger over the last twenty years due to a long-term commitment to preserve our greatest asset. Historic neighborhoods, which were once teetering on the edge of serious decline, have seen property values increase, and have emerged as extremely valuable places to live - all as a result of deliberate actions to increase code enforcement and curtail incompatible non-residential intrusion.

The City implements many of its policies through its Neighborhood and Community Affairs office, which strives to bring neighbors together to achieve common goals, and provide a strong connection between neighborhood groups and City government. The Mayor's Neighborhood Matching Grant program has given fiscal resources to neighborhood groups to assist them in realizing their vision for their own small piece of Orlando.

In the late 1990's and early 2000's, the City introduced the Neighborhood Horizons neighborhood planning process. The Neighborhood Horizons initiative was designed to create partnerships to bring Orlando's neighborhoods into the new millennium with a clear focus on their strengths and challenges and a commitment to realizing the City's vision as a safe community with a strong local economy and livable neighborhoods that support and strengthen diverse businesses, individuals and families. Neighborhood Horizons provided an organized, focused way to help neighborhoods look to the future.

A number of benefits accrued to neighborhoods that participated in this process, including tangible ones such as infrastructure and physical improvements, while other benefits may be less tangible, but equally important. The Neighborhood Horizons process focused the attention of City policymakers and staff on key issues of the neighborhood, increased neighborhood access to resources by prioritizing needs and concerns, built consensus around the City's vision and the neighborhood's plan as well as increasing internal cohesion. The process forged a stronger partnership between neighbors, the City, civic groups and the business community.

In 2006, a new Community Planning Studio was created to build on the City's previous neighborhood planning efforts. This studio includes four planners and a resource analyst whose mission is to create strong neighborhoods using advanced planning techniques that can be used to help the City continue maturing into a vibrant urban place.

NEIGHBORHOOD COMPATIBILITY/LARGER BUILDING VOLUME ANALYSIS – 2007 EAR

In recognition of the importance of neighborhoods, the 2007 Evaluation and Appraisal Report analyzed neighborhood compatibility and infill development. A portion of that analysis dealt with neighborhood context and the trend towards larger building footprints and heights within established neighborhoods. A number of terms have been used to describe this phenomenon including monster homes, megahomes, and McMansions. In her January 2005 article "*McMansions: Supersized Houses, Supersized Regulations*," Jennifer Evans-Cowley notes that "Conflicts sometimes arise when a large new home does not fit in with the older, smaller existing homes in a neighborhood."

Ms. Evans-Cowley cited a 2002 National Association of Home Builders (NAHB) study which found that standard homes sizes have been increasing across the United States. The NAHB study found that, between 1987 and 2001 the average size of a new home had grown from 1,900 square feet to 2,300 square feet (a 20% increase). The study also noted that, according to U.S. Census Bureau data, the percentage of new homes greater than 3,000 square feet had nearly doubled (11% in 1988 compared to 20% in 2003). And while homes have been increasing in size, the average household size has actually been decreasing. In 1970, the average household size in America was 3.11 compared to 2.59 in 2000 (according to the U.S. Census Bureau). The 2000 Census found that the average household size in Orlando was even less at 2.25. So, it appears that the average square footage of home per person is increasing significantly. Balancing people's desire for more living space with the surrounding neighbors' desire for an appropriate level of compatibility is where the challenge lies.

Infill development and redevelopment is often characterized by buildings that are comparatively large within the context of the detached single-family houses that are the predominant housing types in many neighborhoods within the Traditional City. Development is often not designed to minimize negative impacts on the privacy of neighboring properties – a frequently heard complaint is that upper story windows and/or balconies are too close to property lines and perched over neighboring backyards. This results in a loss of solar access, privacy, and views. In fact, as evidenced in the EAR community meetings, there appears to be a belief in some neighborhoods that any residential building that is more than one story is not

appropriate in neighborhood areas where single story detached houses predominate, regardless of how they are designed.

Proponents of larger homes in infill locations assert that such structures replace dilapidated housing and encourage reinvestment in older neighborhoods. Opponents stress that overly-large homes don't represent Smart Growth. Some Smart Growth advocates believe that this kind of housing may actually increase property values to the point where once affordable neighborhoods become un-affordable to most. We have heard this concern expressed throughout the EAR public participation process.

In addition, the need to provide parking often results in projects that provide little usable open space for residents. As a result, projects often include driveway-dominated street frontages and buildings with minimal windows along the street frontage. The use of open space areas primarily for surface parking also denies opportunities for shared open space (the public or semi-public realm) that can cultivate a sense of community and visually tie an infill project to the landscaping and streetscape of established neighborhoods.

In order to ensure appropriate design of infill development within established residential neighborhoods, certain considerations should be kept in mind. The first consideration is the interface of the project to the public realm, with a focus on front facades and setbacks. Windows and doors should be oriented to the street to enhance connections to the surrounding neighborhood and to provide opportunities for "eyes on the street". The prominence of parking facilities and driveways should be minimized in order to enhance the pedestrian environment. Architectural features such as window treatments, entries, façade articulation, and porches/balconies should create visual interest and help the building conform to the human scale.

Contextual relationships, particularly the relationship of the proposed building(s) to adjacent properties and the surrounding neighborhood, must also be considered. The building's massing and typology, as well as the arrangement of building volumes that recognize the predominant built patterns and scale of the neighborhood, are important considerations. The impact of the proposed building on solar access and shadowing on adjacent properties should be analyzed as well. Design elements that acknowledge the building traditions or the desired character of the surrounding neighborhoods should be utilized, including architectural features (i.e., entry treatments, façade articulation, fenestration patterns, detailing, roof forms), building materials, and landscaping.

Finally, the private realm or how the building functions for the user/resident, should be considered. The site and building should be configured in such a way as to provide private or shared open spaces that maximize amenity value, solar access, and ensure secure and defensible common areas and circulation space.

In other parts of the country, strict regulations have been enacted to ensure compatibility of infill development within existing neighborhoods. Dallas, Texas adopted regulations to require all new homes located in certain neighborhoods to be built in one style (High Tudor) and be

made of brick, stone or both, unless the new home is replacing a Spanish Revival, Neoclassical, or Craftsman home. The ordinance also limits building heights to 30 feet (Orlando's typical height limit is 30-35 feet). Each house is required to incorporate at least four architectural features from an eight-item menu – including stucco, wood gables, arched doorways, and cast-stone arched doorways. While this particular set of standards does not fit with Orlando's development pattern, the requirements demonstrate the architectural impact that design guidelines can have.

In University Park, Texas, the front setback for individual houses in an established neighborhood is based on the average setback along that particular block. While three-story houses are allowed, their land development code limits the third-floor area to no more than 50% of the second-floor area. Their regulations also limit gables on the third story, by limiting the size based on the width of the lot with a maximum of 180 square feet of gables. The total amount of window area on the third floor is limited to ten square feet on each side of the house, presumably to ensure privacy with adjacent neighbors.

In Portland, Oregon, several solutions to ameliorating scale contrasts between infill development and redevelopment projects and lower-scale houses have been crafted. The Portland approach advocates dividing building massing into smaller, house-like volumes that continue neighborhood patterns, setting back the upper stories of taller structures or accommodating them with dormers, and in certain instances incorporating design features that provide a horizontal emphasis reflective of the neighborhood's characteristic low-lying housing. Portland determined that the context-specific nature of established development patterns and scale renders the "one size fits all" approach to city-wide regulatory design standards an insufficient tool or approach. In fact, Portland had adopted regulatory design standards that included context-based provisions, such as limitations on building height and front façade area based on those of adjacent areas. However, those standards were later eliminated because Portland city staff found them to be too difficult and time-consuming to administer and because developers cited the costs of having to inventory the dimensions of neighborhood structures and of producing contextual site plans for each project. Rather, they advocate increased education of the public and development community through prototype plans, and the development of alternative housing types such as cluster housing that have the potential to respond successfully to typical neighborhood contexts. Cluster housing configurations, such as cottage clusters and courtyard townhouses, avoid the wall-like effect often presented by townhouses or large duplexes.

The City of Portland also utilizes a neighborhood contact requirement for new multifamily construction, triggered by a project size threshold of five or more units. This requirement was incorporated into their land development regulations to address the concern of neighborhood associations that they often have no opportunity for input regarding large scale multi-family residential projects or even mid-size multi-family projects which can bring significant change to neighborhoods where detached houses predominate. The neighborhood contact requirement does not apply to projects of less than five units because of the perceived lesser impacts small projects have on the surrounding community. This neighborhood contact provision requires

that applicants contact the relevant neighborhood association for a meeting, after which the association has 14 days in which to reply and 45 days to hold a meeting. If the applicant receives no reply within 14 days, the development application may be submitted without further delay. Neighborhood response to proposals presented at such meetings is advisory only and is not binding on the applicant. The Portland planners have indicated that meetings with developers who have voluntarily met with the community have provided the opportunity for community feedback, often resulting in improvements to the design of projects.

The City of Orlando currently requires Master Plan review for large scale mixed use projects, as well as administrative master plan review for multifamily projects greater than 10 units in size. These reviews involve site plan review as well as appearance review. Staff typically recommends to applicants that they conduct a neighborhood meeting prior to Municipal Planning Board Review.

Potential Strategies

The 2007 EAR Report identified a series of potential strategies to deal with the issue of neighborhood context and compatibility. Most of these strategies are most appropriately addressed in the Land Development Code.

- Consider limiting the allowable gross floor area ratio and/or impervious surface ratio for residential structures, particularly duplexes.

- Consider Land Development Code amendments that would limit roof slopes, building height, square footage on upper floors, greater upper story building setbacks, and perhaps driveway widths to cut down on disruptions to the established streetscape.

- Consider the creation of an urban design handbook and/or pattern book similar to Portland's prototype plans "The 10 Essentials for North/Northeast Portland Housing: A Book of Guidelines for Renovations and New Construction", and/or "Building Blocks for Outer Southeast Neighborhoods: Neighborhood Design Guidelines for Residents and Developers." Such prototype plans could be advantageous to both residents and homebuilders.

- Consider developing regulations for multifamily structures that require large buildings to be divided into smaller, friendlier components. Many neighbors object to the mere idea of density simply because they've experienced too many poorly designed larger buildings that are either too tall or block views and sunlight. Others are relatively low in height but contain barge-like mass that overwhelms the surrounding neighborhood. Regulations could be developed that would, instead of one large building, provide for connected buildings with varied massing, detailing, and window treatments. The regulations could require that the buildings have separate entrances rather than one entrance, no double-loaded corridors, varied colors and materials, and landscape elements such as large street trees that act to break up the apparent size and scale of

the building. The idea would be to have the project read as a number of smaller buildings, rather than as a single large, bulky object.

4.J. DOWNTOWN OUTLOOK

A Vision for the Future

The Downtown Orlando of the future will be shaped by the history and traditional values that have made it the unique place it is today. By melding the past with the innovations of what is to come, Downtown can expect a rebirth for the new millenium. In 2000, the City of Orlando approved a document called Downtown Outlook, which represents Orlando's plan for its central city neighborhoods. Downtown Outlook also serves as an update of the 1990 Downtown Orlando Redevelopment Area Plan and was prepared for the Downtown Orlando Community Redevelopment Agency.

Downtown Orlando is the embodiment of all the elements that make a "real" community; thriving residential areas, exquisite parks and lakes, a flourishing economic base, and entertainment venues second to none. To that end, it is fitting that the vision for Downtown also embodies these element of community. The vision of Downtown Outlook is simple, yet represents the complex elements of community building: A PLACE FOR FAMILIES AND INDIVIDUALS TO LIVE, WORK AND ENJOY.

Guiding Principles

The Downtown Outlook vision incorporates the principles of sustainability and livability as essential building blocks. Sustainability forms the basis of Downtown Outlook by evoking the ideals of a balanced community that equally accommodates development and the environment, commerce and society, and the essential balance between the past and future. The community building approach of the Downtown Orlando Plan establishes strategic principles that form the foundation of the Plan, including:

- Sense of Place. For Downtown Orlando to thrive, people need a reason to be there, and they need to believe they are in a special place. Downtown Outlook celebrates Downtown's entrances, open spaces, streets and buildings.

- Integrated Land Uses. Downtown will be a sustainable community when people are present 24 hours a day, 7 days a week. Integrating land uses, such as encouraging residences above shops and offices, will provide opportunities for this type of interaction Downtown.

- Transportation Connectivity. To be a sustainable community, Downtown must be fully accessible. The existing grid street pattern provides a high degree of accessibility. Downtown Outlook addresses improving vehicular circulation, as well as ensure adequate pedestrian, transit and bicycle access to houses, jobs, shopping and entertainment.

- Scale of Development. Downtown Orlando must continue to be a people-sized place. Streets should be wide enough to accommodate vehicles, but not so wide that pedestrians are afraid to cross. Buildings should be designed to accommodate the privacy of their inhabitants, but not so private that they isolate themselves from the people outside.

- Pedestrian Orientation. Development should be oriented to the pedestrian and accommodate the automobile. A pedestrian-oriented community provides more opportunities for social interaction than an automobile-oriented community.

- Working Toward the Vision. A sustainable community is one that develops and improves over time. Communities are not built overnight, they are built over many years, and each individual action should contribute to the overall vision. To achieve the community's goals, government and private developers will need to be vigilant in ensuring that short-term decisions contribute to the long-range vision for Downtown.

Redevelopment Framework

To further refine the strategic principles of Downtown Outlook and focus on the issues of Downtown Orlando, a plan framework that speaks to the uniqueness of Downtown and fulfills the intent of the vision was deemed essential. The Downtown Outlook plan framework is tailored around four redevelopment themes: Community Character, Family Connections, Getting Around and Market Potential.

- Community Character. Several elements work together to form a community's character: the look and feel of a place, the memories it invokes and the collage of individuals that compose it. Elements that determine the character of Downtown range from safety and security to the quality of education and integrity of urban design.

- Family Connections. By the end of the planning period in 2020, Downtown Orlando will be alive with parks, cultural entertainment activities, and civic facilities that provide the gathering places for people of all ages and types. The Downtown Outlook plan strives to connect amenities, thereby connecting neighborhoods, families and individuals.

- Getting Around (Accessibility). Access to Downtown and the ability to move around comfortably and safely is critical to the success of the urban experience. Essential to the Downtown Outlook plan is its mission to enhance Downtown's transportation network by improving the balance between cars and alternative modes of transportation such as transit, rail, bicycles and pedestrians.

- Market Potential. Defining market opportunities and strategies to encourage development of residential, office, retail and hospitality uses, and providing for a

vibrant mixed-use community with employment opportunities are central components to Downtown Orlando's success.

Planning Areas

Downtown Orlando encompasses several neighborhoods and activity centers that have unique, distinguishing characteristics. In developing strategies to guide Downtown in the new millennium and to create a place that is inviting to everyone, especially families, it is imperative that the individuality of the parts be maintained while unifying the whole. To recognize and celebrate the unique aspects of the different parts of Downtown, four planning areas have been identified: Uptown, Parramore Heritage, Central Business District and Eola (see Figure LU-2E for the location of each planning area). Each of the four planning areas has a distinct character that contributes to the overall flavor of Downtown Orlando. Together, the goals and actions recommended for each planning area contribute to the continued quality of life and sense of community envisioned for the entirety of Downtown.

Uptown. The area north of Colonial Drive, east of Interstate 4, and west and north of Lake Highland. Redevelopment in Uptown will create an exciting new mixed-use area featuring mid- and high-rise residential, hotel, and office uses. Uptown will become a unique and identifiable community that mixes medium to high intensity office and employment with residential uses to create a self-sustaining neighborhood. Higher intensity uses will be concentrated between Orange Avenue and Magnolia Avenue and adjacent to Interstate 4, and lower scale uses will be located east of Magnolia Avenue. The focal point of Uptown will be a mixed use area along Park Lake Street.

Central elements to Uptown's success will be the emphasis on open space and cultural linkages accentuated through tree-lined streets. Because Uptown serves as the gateway to the Cultural Corridor from the north, cultural elements that depict the area's uniqueness and that celebrate the prominence of water will be abundant. An open space system connecting established parks will embrace the new linear park along Park Lake Street, terminating with a proposed pocket park west of Orange Avenue.

Transportation will be pivotal to Uptown with the realignment of Interstate 4 and future opportunities for transit, including light rail transit and commuter rail. By introducing open and inviting portals underneath Interstate 4, connections between Uptown and College Park will be improved, encouraging the seamless integration of the two historically divided communities.

Parramore Heritage. The area of Downtown bounded by I-4, West Gore Street, Westmoreland Drive and Colonial Drive, including the Callahan and Holden neighborhoods. Revitalization strategies for this community will focus on the development of new single and multi-family mixed-income residential units with an emphasis on home ownership, neighborhood-serving retail, employment and training centers through the expansion of the Downtown core to Division Avenue, and cultural and education facilities.

Parramore Heritage will become an established and desirable community for people to live, work and play. Residents will enjoy a strong community base supported by neighborhood schools and a rich system of parks and open spaces. Stable residential areas will be accentuated by a significant arts, cultural and entertainment presence, while office and industrial developments will provide employment opportunities.

By 2030, many of the social challenges that faced the Parramore Heritage community in the 1980's and 1990's will be remedied. The implementation of crime prevention design techniques in new and redeveloped structures, expanded community policing efforts and strides towards zero-tolerance zones will provide a renewed comfort and stability in the neighborhood.

Improved quality of life issues will be evident through the development of new residential and business areas. An organized system of integrated land uses will encourage stable residential neighborhoods accentuated by pockets of mixed-use neighborhood centers. The successful relocation of industrial areas into defined locations will maintain employment opportunities for the community while ensuring integrity in design.

Opportunities for positive community interaction and community ownership will abound. The introduction of neighborhood schools and day care facilities and the continued success of the many churches and civic activities will strengthen community pride and build positive relationships.

Green links defined by richly landscaped corridors will encourage pedestrian activity while connecting the community's parks and open spaces. Park and open space facilities will be further accentuated by expanded opportunities for art and cultural expression through the introduction of the Wells' Built Museum and future expansion of the Downtown Arts District.

The abundant system of pedestrian-oriented and bicycle-friendly streets accentuated by plentiful transit opportunities will provide mobility options in and around the community. LYNX bus stops will be strategically located near parks, schools, and civic facilities, and two proposed transit circulator routes connecting the north and south segments of the community will improve connections between Parramore and the Central Business District and Eola. The east-west traffic flow will be much improved by the narrowing and landscaping of South and Anderson Streets. Furthermore, the historical division between Parramore and the remainder of Downtown resulting from Interstate 4 will be enhanced through the implementation of well designed open, inviting portals underneath the Interstate (the Bridge District), connecting the new Events Center with the Performing Arts Center along South Street.

Central Business District (CBD). The CBD is the traditional Downtown area, generally bounded by I-4, Colonial Drive, Rosalind Avenue/Lake Avenue, and Gore Street. Strategies for continued development in this area focus on high-density mixed uses, with an emphasis on office, retail, cultural and educational facilities.

The CBD is envisioned to become the premier family-oriented downtown in the nation. Theaters, galleries, museums and parks connected by public transit and accentuated by art and cultural element will attract people of all ages. A thriving retail and office market will serve to foster daytime commerce, while entertainment and sporting events followed by an evening of dining and culture will illuminate the nighttime atmosphere.

The community character of the CBD differs from the rest of Downtown. In 2020, the urban lifestyle, characterized by mixed-use high-rises providing residential, retail and entertainment venues, will be abundant. The challenge of safety will be addressed through expanded community policing efforts and increased legitimate street activity.

An expanded appreciation of the arts will be available through a simple tour of the cultural corridor or an evening of theater-going within the arts district. A performing arts center, combined with galleries and smaller theaters, will provide more opportunities for cultural awareness within the heart of Downtown. The new Performing Arts Center at the intersection of Orange Avenue and South Street will form the southern anchor of social activity within the CBD.

The issues of transportation and accessibility, today thought of as challenges, will be addressed through multiple mobility options available to the Downtown dweller, worker and visitor alike. Future opportunities for light rail transit and commuter rail, in concert with new transit circulators, improved transit opportunities and pedestrian and bicycle-friendly streets, will encourage many to leave their cars behind. Important issues of Downtown parking and loading and unloading zones will be attended to, allowing for improved mobility in and around Downtown.

Eola. Eola is the neighborhood east of Downtown bordered by Rosalind/Lake Avenue, Colonial Drive, Summerlin Avenue, and Palmer Street/Ponce de Leon Place. Continued neighborhood preservation will be the focus of efforts in Eola's established neighborhoods. New redevelopment strategies have been identified for building the identity of South Eola and stimulating new development.

In twenty years, the Eola community as a whole will enjoy the current success of its many parts. The communities of Lake Eola Heights and Lake Cherokee will be preserved, while the neighborhood of South Eola will be enhanced to become one of the most desirable and exciting places to see and be seen. The enthusiastic private investment that has made Eola the success story it is today will continue with vigor. The high quality of life enjoyed by the communities of Lake Eola Heights, Lake Cherokee and Thornton Park will spill over into the neighborhoods of South Eola, inspired by the vitality of new pedestrian-oriented commercial and residential developments along Osceola Avenue.

Although adjacent to the Downtown core, the residential character of the Eola community will be preserved and enhanced through the implementation of design guidelines that encourage a step-down in building heights from west to east. Where taller buildings are allowed, their

massing, scale and ground-floor orientation will contribute to a positive pedestrian environment.

The residents of the Eola community will also enjoy enhanced community ties through the provision of expanded park and open space opportunities. A new crescent park and a revived Constitution Green framed by townhouses or other urban-scale multifamily dwellings will provide opportunities for social interaction. Improved pedestrian-friendly streetscapes will connect the Eola communities north of Robinson Street and south of the East-West Expressway. Enhanced connections to Lake Eola, the jewel of the community, will link the Washington Street and Osceola neighborhood commercial districts, while simultaneously improving views of an access to Lake Eola for all residents.

A well-balanced transportation system will provide mobility options for residents, workers, and visitors to the Eola community. A transit circulator, connecting Eola with the CBD and ultimately the Parramore Heritage community, will be implemented along Central Boulevard. In concert with expanded opportunities for pedestrians and bicylists, implementation of traffic calming methods will address issues of vehicular flow throughout the community.

Each Downtown planning area has a distinct character that contributes to the overall flavor of Downtown Orlando. While specific redevelopment strategies are addressed for each of the planning areas in Downtown Outlook, and in this Future Land Use Element, the planning areas should by no means be considered separate islands. The success of each area depends on success in the other areas, and the vision for Downtown incorporates specific plans and objectives for each planning area while striving to achieve a high quality of life and sense of community for the entire Downtown area. Adhering to the redevelopment themes - Community Character, Family Connections, Getting Around, and Market Potential - will ensure that development and redevelopment throughout Downtown is tied together to support the overall vision.

Cultural Corridor and Arts District

In 2030, Downtown Orlando will serve as the cornerstone of cultural awareness and art appreciation throughout the region, highlighting the talents and achievements of Florida artists. Inspired by the development of a new Events Center, Performing Arts Center, and renovated Citrus Bowl, and the Cultural Corridor and Downtown Arts District, visitors will travel to Downtown Orlando and return home with an appreciation of Orlando as a diverse and inspired community with a true urban flavor, far removed from the manufactured destinations of Walt Disney World and Universal Studios.

The Cultural Corridor will radiate north from the southern boundary of the CBD (South Street), continuing along Magnolia Avenue north through the Uptown community, terminating with the Loch Haven Park cultural center. Magnolia Avenue will serve as the spine of the Cultural Corridor, punctuated by theaters, art galleries and quality retail, dining and entertainment venues. Displays of art will take on many forms, from tasteful banners along Magnolia Avenue to richly decorated buildings and havens for public art pieces gracing the grounds of many civic

buildings, including the Orange County Regional History Center, Post Office and Orlando Library.

The Cultural Corridor will continue from Magnolia along the LYMMO (Downtown transit circulator) route to the Creative Village (located on the current Orlando Arena site). Along the way, opportunities for art, culture and local history awareness, ranging from the strategic placement of sculpture to the display of local student art at informal galleries in City garages, will be abundant. From the LYMMO route, one will be able to travel north through Uptown and appreciate the Cultural Corridor as it moves north outside of the Downtown to Loch Haven Park, which includes the Orlando Science Center, Mennello Folk Art Museum, and Orlando Museum of Art.

To complement the Cultural Corridor, the creation of a Downtown Arts District located generally between Washington Street on the north, Anderson Street on the south, Rosalind Avenue on the east and Garland Avenue on the west will serve as a major destination Downtown, with the possibility for expansion as the success of the district grows. Important anchors include the new Performing Arts Center, the Wells' Built Museum and the Orange County History Center. Plans to provide artist lofts, amateur galleries and theater spaces will inspire appreciation of Florida's multi-talented artist community from both residents and visitors alike.

Implementation

The focus of Downtown Outlook is on supporting and enhancing the character of Downtown. To accomplish the goal of a compact high-rise core surrounded by livable, sustainable residential neighborhoods, changes to the Growth Management Plan and existing land development standards will be necessary. In some cases, these changes will be offered as alternatives, encouraging their use by giving something in exchange. For example, some areas may be allowed additional uses or floor area in exchange for better design. There are also recommendations in Downtown Outlook for changes in allowable land use and rezonings in areas where only a change in use can satisfy the vision. In addition, a series of recommended design standards were incorporated into Downtown Outlook which would ensure the development of a quality pedestrian environment. Those guidelines are designed to ensure that the scale, massing and design of sites and buildings will contribute to the enhancement of public spaces.

Great care has been taken to ensure that the recommendations of Downtown Outlook are fully incorporated into the City's Growth Management Plan to the greatest extent practicable. A series of objectives and policies based on the recommendations of the Downtown Outlook document have been incorporated into the Future Land Use Element. Goal 5 of this Future Land Use Element and its associated objectives, policies and figures have been added to ensure that task is accomplished. The vision described in Downtown Outlook and as implemented through the Growth Management Plan and Land Development Code will not be achieved overnight, but commitment to the vision and to the success of Downtown Orlando can, and will, help to make the community's dream of the future a reality.

4.K. COMMUNITY VENUES AND THE CREATIVE VILLAGE

In the 2007 Evaluation and Appraisal Report, the City analyzed one of the most important planning and development issues facing the City of Orlando; namely how construction of three new community venues (Events Center, Performing Arts Center, Citrus Bowl Renovation) could be integrated into the urban fabric while ensuring compatibility with surrounding neighborhoods. The analysis also examined related initiatives including the Creative Village concept and the Bridge District.

Serving as the economic, social and physical hub of the central Florida region, Downtown Orlando has been undergoing an unprecedented transformation. In just the two square mile Central Business District there are more than 30 ongoing or planned development projects with approximately 7,000 residential units and 1.1 million square feet of office space. Fueling this development has been widespread population growth in the Central Florida region which is currently twice the national average and is expected to double from 3.5 million residents in 2006 to 7.2 million in 2050.

With this revitalization has come a renewed demand by Central Floridians for world class entertainment, arts and sports venues. On an annual basis, countless entertainment events and small business conferences bypass Downtown Orlando due to its antiquated facilities. Moreover, millions of dollars of entertainment revenue and numerous jobs have been lost to competing communities such as Tampa, Miami and Jacksonville.

Recognizing these issues, the City of Orlando and Orange County discussed at length the need to upgrade and expand the area's venues. Public input stressed that new venues should not only benefit the growing Downtown Orlando neighborhoods; but also directly contribute to the entire metropolitan area's economic vitality and quality of life.

First Steps

The first formal step towards exploring venue development was the establishment, in 2003, of the City of Orlando Downtown Strategic Transition Team. By spring 2004, Mayor Dyer, in partnership with Orange County Mayor Crotty, had created committees to study the Orlando Performing Arts Center, Events Center and the Citrus Bowl. These efforts were soon followed by a Community Venues' Economic Impact Study.

In November 2005, the Orlando City Council approved a contract with Glatting Jackson, a national urban planning firm headquartered in Orlando, to develop a comprehensive master plan which would establish development criteria for the venues and structure their relationship to Downtown development. As part of the venue master planning process, Glatting Jackson interviewed community stakeholders, analyzing similar projects in comparable markets, and examining the region's infrastructure.

During the early part of 2006, grassroots support for the venues continued to grow as shown by the Orange County Commission's approval of a sixth cent increase of the Tourist Development

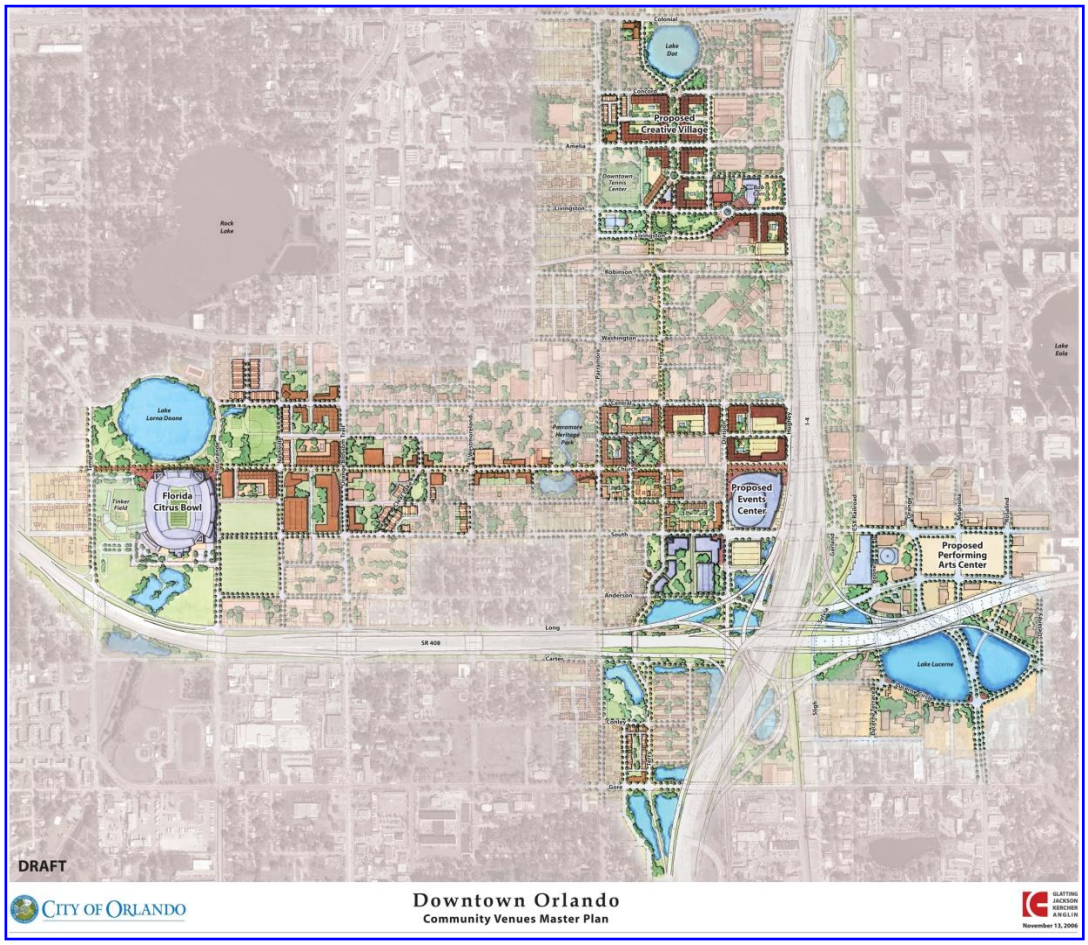
Tax. Endorsed by regional Chambers of Commerce and the tourism industry, the County's approval called for the proceeds from the sixth cent tax to be equally shared between the community venues and the tourism industry. This shared one cent increase and a portion of the 1 to 5 cent revenue is envisioned to have an enormous impact in defraying venue development costs since the previous five cent tax raised, in 2006 alone, approximately $97 million. To further lend support for venue development, the City proposed an investment of land, infrastructure and construction funding along with state private financing.

Throughout 2006, the City, County and venue partners participated in meetings hosted by community and business organizations such as the Metro Orlando Economic Development Commission, League of Women Voters and the Orlando Regional Chamber of Commerce. Mayor Dyer in August and September 2006 also held neighborhood meetings in each City district for residents to discuss how new and updated community venues would enhance neighborhoods. In a culmination of these efforts, on September 29, 2006, Mayors Dyer and Crotty signed a letter of understanding (LOU) which outlined a proposed funding plan for all three venues.

Downtown Orlando Community Venues Master Plan

The Downtown Orlando Community Venues Master Plan was presented to City Council in fall 2006. The Master Plan is, above all, a vision document which serves a two-fold purpose: first, to identify the potential benefit of each facility; and second, to outline their synergistic stimulus on the metro-Orlando area.

Accordingly, the Plan provides a comprehensive analysis of the area's present conditions and coordinates the conceptual design and development of a new Events Center (arena), Performing Arts Center (PAC) and improvements to the Citrus Bowl (football stadium). Included in this analysis are Church Street Corridor and Creative Village Sub-area Master Plans. Technical support documents also address a Minor League Baseball Stadium Location Study, Events Center Preliminary Location Assessment, Downtown Orlando Transportation Plan and an Economic Impact Analysis of Proposed Community Venues. The master plan study area is bounded by Colonial Drive on the north, Rosalind Avenue on the east, Tampa Avenue on the west, and the East-West Expressway (SR 408) on the south. The study area includes the Downtown Business District and the established Parramore Heritage Neighborhood to the west. The graphic below provides the boundaries of the study area.



It should be noted that at a regional level, the master plan area is centrally located within a number of key metro-Orlando employment and regional activity centers. Some of these activity centers include Florida Hospital to the north, Orlando Regional Healthcare System to the south, Central Florida Fairgrounds to the west and the Fashion Square Mall, Orlando Executive Airport and Baldwin Park to the east.

Design Principles. As a result of feedback from stakeholders and a study of the physical area, a set of guiding principles were developed for the master plan. These principles were not only used in the selection of the present venue sites but also to evaluate future public investment and site development. These principles are as follows:

- Connect and strengthen neighborhoods
- Leverage community assets to build vibrant activity centers
- Celebrate and strengthen arts and cultural amenities
- Build great streets

- Improve walkability in core retail areas
- Realize a good return on public investment
- Maximize use of existing parking
- Accommodate alternative modes of transportation
- Design regional facilities as good neighbors

Citrus Bowl Stadium Master Plan. Situated on approximately 29 acres, the Florida Citrus Bowl Stadium is located at the corner of Rio Grande Avenue and West Church Street. The Citrus Bowl is located in the older established Lake Lorna Doone neighborhood. Once a vital part of Orlando's west-side, the neighborhood slid into decline after the construction of I-4 and the East-West Expressway. The Citrus Bowl is surrounded by a mix of industrial, commercial and single family residential uses interspersed with vacant parcels. Dominant physical features in the area are Tinker Field (a former minor league baseball stadium) to the immediate west, Lorna Doone Park (which includes Lake Lorna Doone) to the north, and the elevated East-West Expressway to the south. A familiar City landmark, the seventy year old Citrus Bowl Stadium currently serves a regional population base of almost 2 million. Providing approximately 65,438 fixed seats, the existing stadium is dilapidated and non-code compliant, lacking modern restrooms, concessions, and club amenities.

As the Downtown core expands west of I-4, the long term vision for the Citrus Bowl area will be its redevelopment as a mixed-use activity hub along West Church Street. Land uses located in a quarter-mile transition area around the Citrus Bowl are primarily mixed-use neighborhood development and industrial areas. The stadium and its required parking will continue to dominate the immediate area, however, a number of parcels are underutilized and could be redeveloped to higher intensity mixed uses. Supporting this potential transformation is an existing system of upgraded roadway and utility infrastructure. To the immediate west of the Stadium is Tinker Field, a ballpark which was originally built in 1914. A small site immediately north of Tinker Field could potentially include a new public use, possibly educational, to help anchor the west end of Church Street.

The Community Venues Master Plan also proposes redevelopment around an enhanced Lake Lorna Doone Park. This redevelopment will include workforce housing and support services. The introduction of workforce housing in this area could be accomplished in tandem with policy incentives and infrastructure investments, further east, in Parramore. In particular, a new multi-family residential development could be developed around Lorna Doone Park so as to create a transition into the existing residential neighborhood to the north. To the south, along Church Street, a new residential-based mixed use may be suitable. Along Orange Blossom Trail, the plan envisions higher density mixed use and mixed income housing. At the south-west intersection of Orange Blossom Trail and West Church Street, new office and institutional development is envisioned.

While a design for the improved Citrus Bowl has not yet been finalized, it is anticipated that the expanded stadium facility will have at least 67,000 fixed seats including 5,000 temporary seating, 4,000 club seats, 10 new suites, a 40,000 sq. ft. stadium club, new and enhanced concessions, locker rooms, restrooms, press facilities, and associated utilities. As it concerns the surrounding area, the potential long-term design potential includes: 375 units of residential uses, 309,000 square feet of office use, and 18,500 square feet of commercial use, and 90,000 square feet of public benefit uses.

Performing Arts Center Master Plan. The proposed Orlando Performing Arts Center (now known as the Dr. P. Phillips Orlando Performing Arts Center) is probably one of the most studied and discussed community venues. Located within the Downtown DRI, the approximately eight (8) acre site is centrally and strategically located in the southern part of Downtown, just north of Lake Lucerne. To the north of the site are the Grand Bohemian Hotel and a church, to the south is the East-West Expressway, to the west is City Commons, including the Orlando City Hall and office buildings, while to the east is a mid-rise multifamily development. The proposed site has a future land use of Downtown Activity Center (DT-AC) which is suitable for the proposed development.

Public feedback has stressed that the Performing Arts Center's (PAC) urban design benefits not be internalized within a single complex but instead be functionally and physically linked with Downtown, Lake Lucerne and it surroundings to the south. The PAC will serve as a southern anchor for the City of Orlando's cultural corridor which proceeds north, along Orange Avenue, through Downtown Orlando. It is anticipated that very little public infrastructure will be required. Accordingly, urban design will be divided into short and long term phases. In the short term, the PAC will be sited within the existing Downtown urban street and block pattern. In and around the time of construction, positive urban design benefits can be introduced such as active retail, pleasant vistas and new public spaces which will physically and functionally link the PAC to the Downtown area and Lake Lucerne.

The PAC project is envisioned to be a mixed urban arts center which will include up to 2 million square feet of commercial space including an office building (CNL III); a 200 room boutique hotel; 300-500 residential condominiums; and possibly another building with either office space or more residential condominiums; as well as new retail, restaurants and entertainment businesses.

Events Center Master Plan. As Orlando and the Central Florida region continue to grow, developing a new community Events Center has become paramount. The Amway Arena (also known as the Orlando Arena), once a premier destination, is now reaching the end of its functional life in terms of its size, capabilities and mechanical infrastructure. The existing arena, situated on the 60-acre Centroplex site, was originally built in 1989. Recent research has indicated that in less than twenty years it has become the oldest and smallest arena among its peer markets. Due to the growth of competing events, countless venues have by-passed the Orlando market leading to the loss of hundreds of millions of dollars of revenue.

The proposed Events Center site is to be located in the southwest corner of the Parramore

Heritage Neighborhood and the Downtown DRI. Situated south of West Church Street and west of South Division Avenue, the proposed site is within an area undergoing wide-spread and intensive revitalization. To the north and west of the site is commercial and residential development, to the east are I-4 and the planned Bridge District and to the south are Anderson Street and SR 408. CityView, a relatively new federally-funded mixed use, mixed income project is located immediately north-west of the site.

The Events Center is envisioned to be a multi-purpose arena facility. It will not only be a new home for the Orlando Predators and the Orlando Magic but also a regional gathering place for the Central Florida community and an entertainment and retail anchor to support Downtown redevelopment. Most of the proposed ±9.0 acre Events Center site was purchased by the City of Orlando in March, 2007. While development plans have not been finalized, the proposed Events Center will be approximately 750,000 square feet in size and will include 18,500 seats.

The Events Center will have a main entrance along Church Street which will be designed as a curbless festival street that will be closed to all vehicular traffic except for the Lymmo during events. South and Anderson Streets and Hughey and Garland Avenues will provide the main vehicular access from the interstate to the site while Terry Avenue and Central Avenue will be important access streets. Division Street will serve as the connection from the south.

The Master Plan calls for the protection of the existing Parramore Neighborhood. South of Jackson Street and west of Terry Avenue single family residential uses and other neighborhood-oriented civic uses (churches, community centers) will remain. Through public infrastructure investments (such as neighborhood parks and the new Terry Avenue connection) and other housing policy incentives, infill residential development on individual parcels is expected to occur. The extension of Terry Avenue through the Events Center area is an important strategy. With the ramp configuration changes associated with the long-term I-4/SR408 interchange improvement, there is an opportunity to extend Terry Avenue south to facilitate the redevelopment of Parramore Village residential areas and connect to the larger Downtown community.

The Master Plan also capitalizes on the rich heritage and culture of the Parramore area and celebrates this in a deliberate and strategic way as the Events Center area becomes a Downtown visitor attraction. Immediately west of the Events Center, the Master Plan calls for the development of a heritage village, showcasing the Wells' House, the Wells' Built Museum and other historic Parramore structures.

<u>Creative Village, the West Church Street Corridor and the Bridge District.</u> The Creative Village, West Church Street Corridor, and the proposed I-4 Bridge District are each important initiatives that will enhance the success of the venues.

Creative Village. In August 2006, Mayor Dyer appointed the Downtown Orlando Creative Village Concept Team and tasked them with crafting a vision for a Downtown Creative Village that would build upon the presence of the University of Central Florida's School of Film and Digital Media and the Florida Interactive Entertainment Academy (FIEA), which opened in 2005.

The Creative Village would include both large and small plate office space designed to attract technology and media companies, for sale and rental housing units incorporating a mix of market rate, workforce and affordable housing, supportive retail and entertainment uses, and significant green space and streetscape improvements.

The proposed Creative Village is located at the Orlando Centroplex, where the existing Orlando Arena and Bob Carr Performing Arts Center are located. The boundaries of this area are Hughey Avenue to the east, West Livingston to the south, Parramore Avenue to the west and Concord Street to the north. The elements of a Creative Village include:

- Balance of business, residences, education, retailing, entertainment and green space;
- Economic engine attracting companies of various sizes;
- Larger tech companies;
- Spin-off & start-up companies;
- Freelance, contract and complementary companies;
- Caters to knowledge workers;
- 24 hour environment;
- Affordable;
- Diverse cultures and lifestyles;
- Street life and urban amenities;
- Innovative, appealing and functional architecture; and,
- Urban density.

West Church Street Corridor. The City of Orlando has received a $17 million dollar federal grant that has been dedicated to streetscaping the West Church Street corridor. Church Street is recognized as one of the City's most significant tourist and civic corridors. Historically, Church Street served as the main commercial street in the Parramore Heritage neighborhood. This arterial is now envisioned as the east-west corridor linking the Citrus Bowl to the Events Center.

The target area for improvements is Tampa Avenue on the west to Terry Avenue on the east. The agreement with the Florida Department of Transportation has been finalized and construction is in the early design stage. The West Church Street Master Plan is extensive in its scope and looks beyond right-of-way improvements to consider the bordering land uses, urban design, and innovative land use strategies. In particular, the Plan takes into consideration maintaining larger street blocks for new street connections and redevelopment, supporting higher density residential and mixed use development along the corridor, and strengthening and connecting existing residential areas. This development will have far reaching impacts supporting the retail nodes at the Events Center and the Parramore Town Center as well as anchoring park and civic functions.

Paralleling these efforts is the Parramore Heritage Central Stormwater Management Project along West Church Street between Terry Avenue and Westmoreland Drive. This segment will include new stormwater, wastewater and potable water lines. The utility work affords the City the opportunity to restore West Church Street to similar streetscape standards as other

downtown streets. Design includes restoring the existing brick under Church Street, and installing new curbs, sidewalks, landscaping, streetlights, and traffic control signals. In conjunction with this effort all above ground utilities will be relocated underground. This project will dramatically enhance the area and tie into the future Parramore Heritage Central Park which will be located at the intersection of West Church Street and Parramore Avenue.

Bridge District. While Orlando's urban core is expanding with unprecedented dynamic growth, the city center is divided by an elevated section of Interstate Highway 4 (I-4), built in the 1960's. The monolithic structure of this section of I-4 walls off pedestrian activity. Proposed I-4 improvements, currently underway, and expected to continue through 2013, will only exacerbate the monolithic nature of the structure as the road is widened. The problem is largely one of scale: there is no integration or connectivity between east and west Orlando at the city's very heart, and the bridge effectively cuts off the west from the city's economic life.

“The Bridge District” is a proposed public space project which spans four city blocks underneath the elevated section of Interstate 4 in the heart of Downtown. The space currently provides metered parking. The City’s goal is to create an inviting, safe, and prosperous connection which "bridges" the east and west sections of Downtown. The decision to pursue the Bridge District began in 2004. The City's I-4 Design Review Committee (I-4 DRC) began to envision what, other than metered parking, might occur in the Bridge District. Serving as a link between the Downtown Central Business District and the Parramore neighborhood, and a link between the Events Center and the Performing Arts Center, it is believed that Bridge District redevelopment will restore the rhythm of the City's core and amend a division that has existed for many years. The space underneath any expressway bridge presents acute environmental conditions—noise, air pollution, poor light--not generally seen as conducive to active, mixed uses. With good planning and design, they can be mitigated and overcome.

Conclusions

The City expects that issues may arise as the venues master planning process unfolds. Once funding and construction details are in place, the City will consider adopting GMP policies and land development regulations related to the following items:

- Guidelines related to appropriate uses, development intensities and urban design for the Creative Village and Bridge District.
- Specific streetscaping standards for areas surrounding the three venues.
- Identification of specific redevelopment opportunities and incentives to provide affordable or attainable housing.

Such policies may or may not be needed, depending on issues such as establishing an agreement with FDOT regarding use of property under I-4; the timeline for transitioning from the old venues to the new venues; and the timeline for implementing LYMMO expansions.

4.L. ECONOMIC DEVELOPMENT

As the City of Orlando moves into the 21st century, it will have numerous challenges to face and to overcome. Perhaps none will be greater than ensuring the City's economic prosperity while at the same time preserving its character and maintaining the high quality of life currently enjoyed by its citizens. Since quality of life and economic development issues are permanently linked and immeasurably intertwined, neither can improve without enhancing the other. Therein lies the City of Orlando's challenge; to achieve economic prosperity while also preserving our current quality of life. To meet this challenge, the City must balance orderly economic growth with measures that protect and enhance both our natural and built environments.

In the future, the City of Orlando is envisioned as a city that is invigorated with economic vitality, situated on a stable and diverse economic base, and offering unlimited economic opportunities for all its citizens. An educated, skilled, and job-ready workforce will be prepared to provide labor services to a wide array of businesses and industries. An excellent educational system will provide the workforce with the education and skills needed to meet the technological challenges of the future. A diverse and expanding job base will take advantage of the latest technologies to provide employment opportunities and an acceptable level of income for all residents. The City of Orlando will be known as an entrepreneurial center by providing a climate that is conducive to the development of all types of businesses, especially small and minority enterprises.

In a rapidly changing economy, metropolitan Orlando must compete with other cities throughout the nation and throughout the world for economic development and business prosperity. Orlando can no longer expect that continued growth and prosperity will simply occur on its own, nor will economic growth be of the type and character that will enhance Orlando's quality of life. It takes more than a pleasant climate and cultural amenities to provide appropriate economic development opportunities for all of Orlando's citizens. To prosper in today's competitive climate and achieve economic success, Orlando must create an environment that produces real opportunities for our children, workforce, and business owners, and the City of Orlando proper must identify its own role in the growing metropolitan economy.

Metropolitan Orlando's future economic prosperity will be set in place by creating educational opportunities, business opportunities and employment opportunities, by providing needed infrastructure, and insuring a high quality of life. At the same time, Orlando must protect and enhance its truly unique character. Protecting Orlando's air and water quality, open spaces, recreational and cultural amenities, and neighborhoods is as vital to the economy as creating new employment opportunities. It will be equally important for Orlando to build upon and maximize any benefits that may be realized due to its central location in the state, its world class airport, and its growing Downtown. The City of Orlando plays a unique role in that it serves as the social and economic focal point of the entire East Central Florida region. The City

understands that it must place itself in a position that makes it more resourceful, responsive, and attractive than our competitors.

The City must focus on those aspects of economic development that are particularly critical to its own wellbeing. As important as they may be, the benefits of regional economic activities are dependent on the actions of many governmental entities and may take many years to realize. While the City must work with its regional partners, it must also look out for its best interests, and by taking exclusive control over its actions, immediate economic benefits for City residents may be realized. For this reason, a more internal and bottom-up approach to economic development is envisioned for the City. This approach is centered on finding our economic strength from within by focusing on the human resource side of the equation and working at the neighborhood level. Neighborhoods are the strength of the City of Orlando, and its quality of life is defined by racially, socially and economically diverse neighborhoods. The success of any economic development program depends on preserving and enhancing our neighborhood support system.

The City of Orlando's economic development program will begin by investing in what is undoubtedly the City's greatest resource, its citizens. The City has chosen to make the following five components the mainstay of its economic development program:

- neighborhood economic development
- small and minority business development
- nontraditional education of the workforce
- infill development and redevelopment
- promoting the City's activity centers

Neighborhood economic development activities will work toward revitalizing the City's neighborhood business districts, as well as strengthening the social and physical fabric of the City's neighborhoods. Non-traditional educational programs will bring the classroom to the community to offer job training and educational advancement to those who would otherwise not be able to take advantage of these opportunities. This will allow more citizens to enter the workforce by giving them needed employment skills. The City will also strive to cultivate an environment that is conducive to the development of small and minority businesses. This will be done by developing a comprehensive small business resource center, creating small business incubators, granting loans and facilitating financing for small businesses, offering tax and financial incentives, and providing for the amortization of impact fees for small and minority businesses.

Encouraging infill development and redevelopment will take advantage of existing infrastructure, solidify the tax base, and expand the employment base. It will also serve to create "community" by improving blighted areas and bringing development back to areas that have been previously passed by. Channeling growth into the City's activity centers will protect the integrity of the City's neighborhoods, provide densities that support mass transit, promote

a pedestrian and bicycle friendly environment, and provide diverse employment opportunities for City residents.

To accomplish Orlando's goal of economic prosperity, the City will focus on the following areas:

- Promoting the City's targeted growth industries, with special emphasis on international business, biomedical-related research and development, and culture;
- Nurturing and cultivating small business development
- Engaging in innovative programs that educate the workforce;
- Supporting neighborhood economic development; and
- Encouraging infill and redevelopment within the Traditional City.

Target Growth Areas. Target growth areas have been designated within the City. These areas are regional activity centers and the preferred locations for placing target industries when they relocate or expand in the City. Figure LU-4 graphically displays these target growth areas.

Economic Development Programs. The City of Orlando offers a series of economic development programs to qualifying companies and/or expansions of same. These include:

- *The Arts and Culture Assistance Program*: The Arts and Culture Assistance Program (ACAP) is designed to encourage arts and culture-related businesses and organizations to locate, expand, or redevelop in the Traditional City of Orlando. ACAP provides matching funds to new and expanding businesses in the Traditional City to assist in off-setting development fees, including sewer and transportation impact fees, building permit fees and all elements of public right-of-way infrastructure within the City's jurisdiction that may require new installation, repair, replacement or relocation. Public right-of-way infrastructure improvements include, but are not limited to, light pole and fire hydrant relocation, sidewalk repairs, traffic signalization, water and sewer line construction, removal or relocation; curb, gutter, street improvements and landscaping.

- *Mayor's Business Assistance Program*: The Mayor's Business Assistance Program (BAP) encourages the location and/or expansion of small businesses in the City. The BAP provides matching funds to new and expanding for profit businesses in the City to off-set development fees. These include sewer and transportation impact fees, building permit fees and all elements of public right-of-way infrastructure within the City's jurisdiction that may require new installation, repair, replacement or relocation. In essence, this program helps guide businesses through the various governmental processes necessary to start up and run a business in Orlando. Since inception, well over 2,000 companies have been helped.

- *Business District Program*: The Business District Program (BDP) encourages the creation of active business associations in the City of Orlando by providing assistance

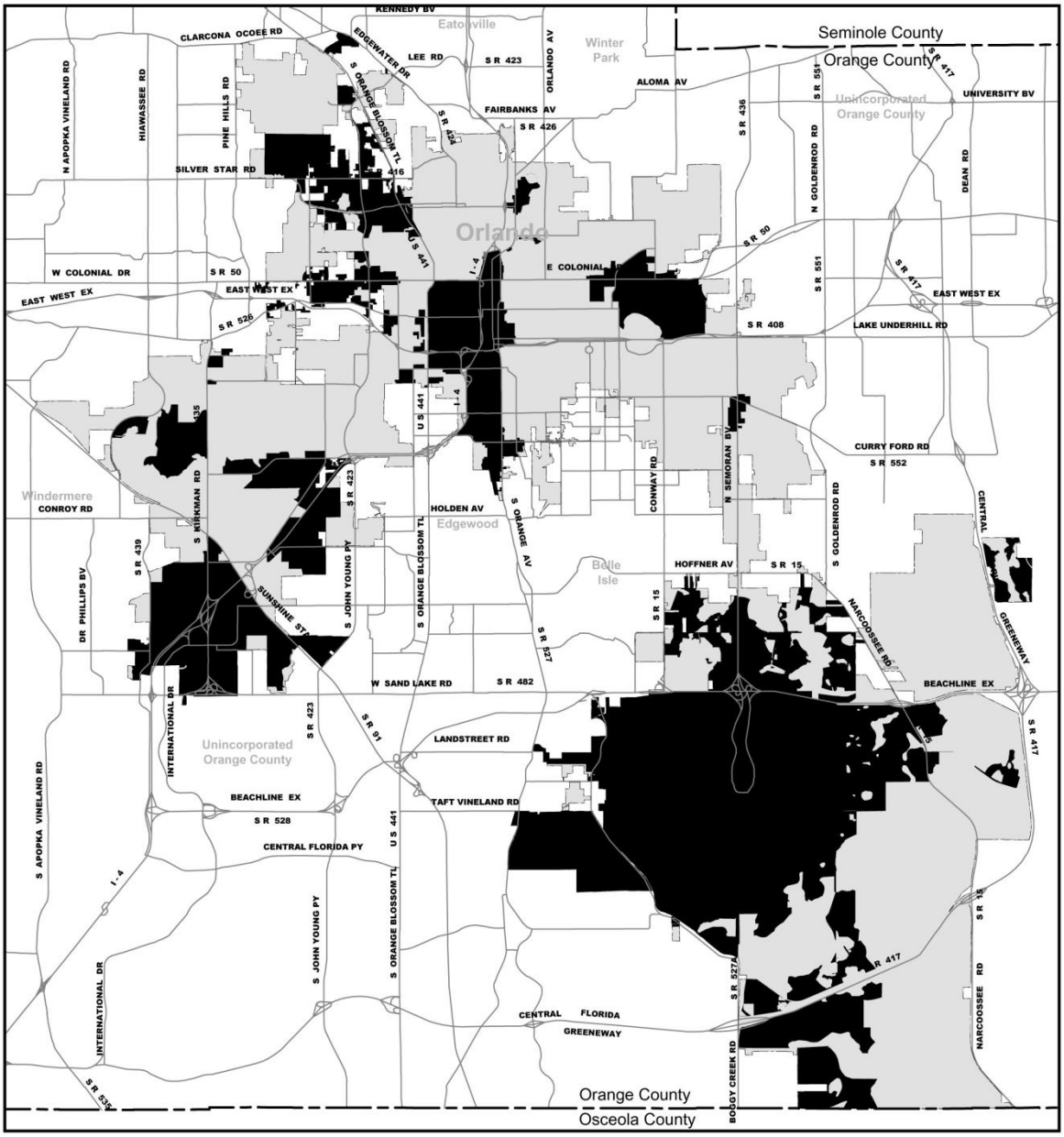
with event sponsorships, which result in the promotion and growth of the business district.

- *Orlando Economic Enhancement District Program*: The Orlando Economic Enhancement District Program (OEED) is a State of Florida economic development tool which encourages redevelopment of properties by businesses and property owners. OEED is a Brownfield designation and includes sites that have the perception of contamination and/or blight.

- *Economic Development Transportation Fund*: This program, otherwise known as the "Road Fund", is administered by the State of Florida and provides up to $2 million in grants to local governments as an inducement for manufacturing, headquarters or recycling facilities to locate or expand in Florida through the alleviation of transportation constraints (i.e., access roads, signalization, road widening, etc.)

- *Minority/Women Entrepreneur Business Assistance Program*: The Minority/Women Entrepreneur Business Assistance Program (MEBA) is a financial assistance program designed to retain existing minority-owned businesses located within blighted communities in the City of Orlando and to attract new minority-owned businesses to these areas. The MEBA Program is a pilot program that focuses on small business retention and creation in the Parramore Community. The MEBA Program provides qualified new and existing businesses within the target area, and businesses wishing to relocate to the target area, both technical and financial assistance for business retention/relocation expenses, purchase of capital equipment, marketing and business start-up expenses.

Figure LU-4 Target Growth Areas



- *Neighborhood Commercial District Revitalization Program*: The Neighborhood Commercial District Revitalization Program (NCDRP) is an economic development program designed to provide an interest-free, deferred loan for façade improvements to new and existing commercial property and business owners, located in the City of Orlando. This loan provides assistance with costs related to physical improvements to buildings in need of enhancement. The NCDRP offers matching loan funds to off-set design and façade improvement expenses such as painting, wall repair or cleaning; window repair or replacement; awnings; new or replacement signage; landscaping; lighting; streetscape and door repair or replacement.

- *Not-For-Profit Impact Fee Assistance Program*: The Not-For-Profit Impact Fee Assistance Program provides impact fee assistance to non-profit human and/or social service agencies (agencies having 501(C)(3) status), located within the City of Orlando, that undertake construction projects. Eligible costs include transportation and sewer impact fees that have been assessed by the City for the project.

- *Orlando's Enterprise Zone Program*: The Florida Enterprise Zone Program was established in 1982 by the State of Florida to encourage the retention and expansion of businesses by offering tax incentives which stimulate redevelopment in economically distressed areas. This program centers on partnerships among state agencies, local governments and the designated communities. The City of Orlando and Orange County have joined forces under the Florida Enterprise Zone Program to stimulate job creation and to enhance the social and economic well-being of affected neighborhoods.

- *Qualified Target Industry Tax Refund Program*: The Qualified Target Industry Tax Refund Program (QTI) is a tool available through the State of Florida's Office of Tourism, Trade and Economic Development (OTTED) which encourages quality job growth to targeted growth industries. Under QTI, pre-approved applicants who create qualifying jobs in Florida receive tax refunds of $3,000 per new job created; $6,000 in an Enterprise Zone. For businesses paying 150% of the average annual wage, add $1,000 per qualifying job; for businesses paying 200% of the average annual wage, add $2,000 per job. An approved applicant receives refunds on taxes paid, including corporate income, sales and use, ad valorem, intangible personal property, insurance premium and certain other taxes. There is a cap of $5 million per single qualified applicant in all years, and no more than 25% of the total refund approved may be taken in any single fiscal year. This program supports the City's efforts to diversify the Orlando economy.

- *SBA HUBZone Program*: The HUBZone (or Historically Underutilized Business Zone" program is administered by the United States Small Business Administration. The purpose of the HUBZone Empowerment Contracting Program is to stimulate economic development and create jobs in urban and rural communities by providing Federal contract preferences to small businesses.

- *Urban Job Tax Credit Program*: In 1997, the Florida Legislature created the Urban Job Tax Credit Program (UJTCP) to encourage the creation of jobs in urban areas of the State. The UJTCP provides tax credits to eligible businesses that are located within the one of the 13 Urban Areas designated by the State of Florida Office of Tourism, Trade and Economic Development (OTTED). This credit ranges from $500 to $2,000 per qualified job and can be taken against the Florida Corporate Income Tax or the Florida Sales and Use Tax. A total of $5 million of tax credits may be approved under the UJTCP each calendar year.

- *Orlando Main Street Program*: This program is patterned after the National and Florida Main Street Programs that advocate improvements in four areas to create a positive, distinctive image for business districts, including organization, promotion, design, and economic restructuring. The City's program organizes and trains businesses within the City's neighborhood commercial districts by building stronger neighborhood business associations, providing streetscape and facade improvement programs and small business loans, and by offering a marketing and technical assistance program. This program's goal is to strengthen the surrounding neighborhoods.

Creating a stable and diversified economy is a priority for our City as we move into the 21st Century. The success of Orlando's business development programs focuses on continuing assistance to the economy's small business sector, which comprises 80% of Orlando's employment. Creating these types of partnerships is extremely important in building sustainable communities, because they help to create diversified economies built on unique local advantages that can help to buffer the community from the effects of national and international economic trends that result in negative impacts on a community. It should also be stressed that such partnerships must invest in education and training in order to make community members more productive, to raise earning power, and to help strengthen existing business and attract new employers.

4.M. ENVIRONMENTAL PROTECTION

The City of Orlando is equally aware of its inherent responsibility to protect and preserve the natural environment. The City is fully engaged in the delicate process of balancing economic interests associated with development and the appropriate conservation of natural systems. The City of Orlando is dedicated to the conscientious conservation and use of lands throughout the City, and particularly in rapidly urbanizing areas such as the Southeast Orlando Sector Plan area. In addition to the Conservation Use and Resource Protection future land use designations, the City of Orlando has in recent years created two future land use designations designed to further protect sensitive environmental areas, including the Urban Reserve designation and the Transitional Wildlife Habitat Overlay designation.

Other key components of the City's efforts includes a wetland protection strategy which provides for a more consistent and streamlined approach to protecting this important natural resource; the creation of the Primary Conservation Network concept in the Southeast Plan area; an emphasis on the integral relationship between the built environment and the natural

environment, expressed through the City's Urban Design Element and Lake Enhancement Program; and a reliance on Best Management Practices in relation to stormwater management, land development, and other similar factors including the utilization of reused water.

The City of Orlando is recognized as a leader among local governments in stormwater treatment technology. Orlando takes a multifaceted approach to reducing pollutant loadings to surface water and groundwater from stormwater runoff. In order to reduce the environmental impact of stormwater from new development, strict local standards require on-site treatment using a very efficient system consisting of off-line retention with detention. Since large areas of Orlando were developed prior to today's more stringent stormwater treatment requirements, the City is active in retrofitting municipal systems to provide treatment for large drainage sub-basins.

An excellent example of a City stormwater retrofit project is the Greenwood Urban Wetland which in 1992 won a first place EPA National Award in the category of stormwater excellence for "the use of innovative or cost-effective technology in controlling stormwater runoff". Other examples of large stormwater retrofit projects in the City of Orlando include: the LaCosta Urban Wetlands, the Downtown Streetscape Project, Clear Lake Basin Packed Bed Filter System, Lake Dot and Lucerne Alum Injection Systems, and the Lake Rowena Mechanical Screening Treatment System. Conventional stormwater treatment such as wet and dry retention is also used for retrofitting municipal storm systems. The City also uses non-structural methods for reducing pollutant loading from stormwater management. Examples of non-structural controls are street sweeping, public education, inspection of private stormwater management systems and code inspection for illicit stormwater discharges.

In July, 1989, the City implemented its Stormwater Utility, which bills all property owners based on the amount of runoff which is discharged from their property. The utility provides a guaranteed source of revenue which can only be spent for stormwater management purposes, thus ensuring that the program may be perpetuated and enhanced.

It is necessary to recognize the nature and continuity of the landscape's natural features, and to develop park and open space systems that function within this context. The City's policies call for parks, open space, and conservation areas to be fully integrated into the design of neighborhoods in such a way that the integrity of the natural resource is not compromised, but which allows the resource to become an important component of the neighborhood as both a visual and in some cases, an activity-based amenity. This philosophy is evident in the Southeast Orlando Sector Plan area, where a primary conservation network, open space and park system has been integrated into the Master Plan. The preservation of the natural landscape is a key urban design strategy. It gives clear spatial identity to development and makes it possible to establish rural edges and gateways that show that one is entering and leaving different kinds of place.

4.N. CREATING A SUSTAINABLE COMMUNITY

For the past decade, the concept of sustainable development has become much more pronounced in the United States. The City of Orlando has become one of the State of Florida's leading proponents of the sustainable development approach, and of course, sustainability must be considered a cornerstone of the future land use philosophy of Orlando. The creation of a sustainable community for the present and future citizens of Orlando is reliant on the long-term perspective. Sustainability means improving the quality of human life within the carrying capacity of supporting ecosystems. Sustainable development is placing equal and integrated emphasis on three key elements - economic prosperity, environmental quality and community well-being. Understanding the relationships among economic, environmental and community systems means that community problem-solving in a sustainable context will consider, enhance, and mutually reinforce each of these systems.

In relation to future land use, there seems to be consensus that what is needed is a combination of policies, some concerned with land use, some with transportation, and some with individual building standards. The City believes that we should utilize mixed use activity centers which provide workable transit accommodation. We should develop building forms that conserve energy and minimize emissions of pollutants; encourage accessibility via non-motorized means (walking, biking) wherever possible; encourage public transit and discourage single-user driving; and develop new forms of propulsion which are less polluting and more economical of energy than the internal combustion engine. The challenge is to translate these objectives into workable strategic frameworks and plans for real places. The City of Orlando has decided to face these challenges. Following the sustainable development approach allows the City of Orlando an opportunity to lift the barriers that inhibit synergistic activity between and among these issue areas.

Sustainable Communities Designation

The 1996 Florida Legislature enacted the Sustainable Communities Demonstration Project to further six broad principles of sustainability: restoring key ecosystems; achieving a more clean, healthy environment; limiting urban sprawl; protecting wildlife and natural areas; advancing the efficient use of land and other resources; and creating quality communities and jobs. In January 1997, the City of Orlando was chosen as one of five Florida communities to participate in the Sustainable Communities project. Orlando was chosen in recognition of the City's past accomplishments in regards to sustainability and our commitment to the ongoing implementation of sustainable development practices.

The City's Sustainable Communities designation was in effect for three years before being terminated by the Florida Legislature. The City benefited by the reduction in time for processing GMP amendments. In addition, a more cooperative relationship was achieved with the DCA and other state and regional agencies, particularly on environmental issues, and City staff and citizens of Orlando received valuable training on sustainability issues through the Sustainable Communities Network program. Finally, the City received $100,000 from the DCA to be spent on sustainability training, a study of the Rosemont neighborhood, and development

of software to evaluate the impacts of development using sustainability indicators. While the State of Florida's Demonstration Project has lapsed, the City's commitment to sustainability has not wavered.

Local Government Comprehensive Planning Certification Program

The Sustainable Communities Demonstration Project was terminated in favor of a new program created by the State of Florida called the Local Government Comprehensive Planning Certification Program. According to Section 163.3246, Florida Statutes, in order to be eligible for designation as a Certified Community, a local government must demonstrate a record of effective adoption, implementation, and enforcement of its comprehensive plan, an exceptional level of planning expertise, and a commitment to further exemplary planning practices.

On April 19, 2004, the City of Orlando and Department of Community Affairs approved the Local Government Comprehensive Planning Certification Program Agreement. As part of the agreement, and in recognition of the City's past exemplary planning practices, certain GMP amendments are exempt from state and regional review.

The Certification Program commits the City of Orlando to a work program that: creates and maintains specific planning strategies and projects to achieve compactness; promotes increased densities and intensities in the Parramore neighborhood, examines multimodal transportation and associated redevelopment opportunities in the Downtown area via traffic simulation and pedestrian studies, manages congestion along the Mills Avenue corridor (with assistance from FDOT); increases bicycle facilities throughout the City; and promotes a sustainable jobs/housing balance and a stable and diversified economy by working in partnership with agencies such as Enterprise Florida, the Governor's Office of Tourism, Trade and Economic Development, the Department of Community Affairs, and the Economic Development Commission of Metro Orlando. The work program also calls for: enhanced affordable housing programs; the promotion of mixed use development through the application of density and intensity bonuses in office, mixed use corridor and activity center districts; clustering of development to create open space opportunities; promotion of water and energy consumption; implementation of the Primary Conservation Network concept in the Southeast Orlando Sector Plan area and application of those principles to applicable areas outside of the Southeast Plan; and continued coordination with Orange County Public Schools on land use and school facility planning issues.

The City has complied with the terms of the Certification Program Agreement. In 2007, the City updated its Capital Improvement Program, processed 18 GMP amendments that were exempt from state and regional review, processed 19 amendments that were not exempt from state and regional review, and processed amendments adopting a Water Supply Plan.

The City has completed work on the Parramore Heritage Central Storm water Management Facility and park, completed the Evaluation and Appraisal Report, which was determined to be sufficient by DCA in December 2007, and is working on a Water Supply Plan update. The City has also continued to encourage compact development, mixed use development, infill

development, economic development, and affordable housing through various incentives while increasing the amount of open space and conservation area within the City's boundaries. As a result, the City is substantially meeting the goals established in the Certification agreement. Housing affordability remains a concern, as data suggests housing costs are rising faster than household income. The City will continue to implement the work program and commitments provided in the Certification agreement in future years.

Conclusions

The rapid growth experienced by cities throughout Florida over the past 30 years has created the phenomenon that nearly everyone is from somewhere else. Truly sustainable communities benefit from the traditions, pride and community involvement that result when families establish roots in a community and remain there for generations. The City of Orlando is engaged in building a community where families will remain for generations and will take an active role in efforts to protect, preserve and improve their social, economic and natural environment.

Sustainable communities are those that prosper because people work together to produce an excellent quality of life. In a sustainable community, all people have access to educational opportunities that prepare them for jobs to support their families in a dynamic local and regional economy that is prepared to deal with changes in the national and global economy. People are involved in making decisions that affect their lives. Businesses, households, and government make efficient use of land, energy and other resources, allowing the area to achieve an excellent quality of life with minimal waste and environmental damage. These things are happening in Orlando.

Orlando wishes to be a community which can sustain itself, and we feel that we are well on our way to establishing this identity. In Orlando, people are engaged in building a community together. They are informed and actively involved in making community decisions. They also recognize that some problems cannot be solved within the confines of Orlando and that working in partnership with others in Orange County and the East Central Florida region is necessary. Such partnerships must involve business, government, labor and employees in order to promote economic development and jobs. Such partnerships also invest in education and training in order to make community members more productive, to raise earning power, and to help strengthen and attract business.

Orlando understands that the ideals of efficiency and livability are inseparable. Well thought-out development patterns promote accessibility, decrease sprawl, reduce energy costs and facilitate the creation of built environments on a human scale. The built environment is a critical factor in shaping quality of life. The use of environmentally sensitive technologies for transportation, industry, buildings, and agriculture strengthens productivity and lowers the operating costs for business while dramatically reducing pollution. The Orlando Utilities Commission is actively involved in developing and utilizing new energy-saving technologies and practices. The City of Orlando is dedicated to the protection and preservation of the natural

environment, and understands that the health and well-being of natural systems is essential in relation to the built environment.

The City of Orlando understands that it makes a big difference how homes are designed and constructed, how roads and sewers are laid, and how neighborhoods and communities are planned. The City of Orlando understands that urban design and architecture play an immense role in facilitating or discouraging human interaction. Communities built with sidewalks, town squares, houses with front porches, parks, good schools, and other civic spaces encourage people to interact, and create a sense of place. An adequate amount of public open space is also essential.

The City of Orlando understands that a sustainable community must have a workable and efficient multi-modal transportation system. Location efficiency is essential. A Growth Management Plan and Land Development Code, such as Orlando's, that promotes intense mixed use developments featuring commercial, residential, and institutional uses (such as schools) on the same block, can ensure that people have easy access to a range of facilities and the ability to walk or bike to obtain goods and services. This type of system decreases reliance on the automobile, decreases vehicle miles travelled which in turn reduces congestion and air pollution. Such an integrated development and transportation philosophy is essential to combating climate change.

Finally, the City of Orlando understands that a sustainable community must actively protect its historic buildings and its residential neighborhoods. Effective urban design is based on an understanding of the effect of the built environment on aesthetics, scale, and a sense of history and culture. The City's use of Historic Preservation Overlay Districts and numerous future land use policies designed to protect neighborhoods from encroachment demonstrate that one of Orlando's top priorities is preservation.

5. LAND USE DATA AND ANALYSIS

5.A. EXISTING LAND USE MAP SERIES

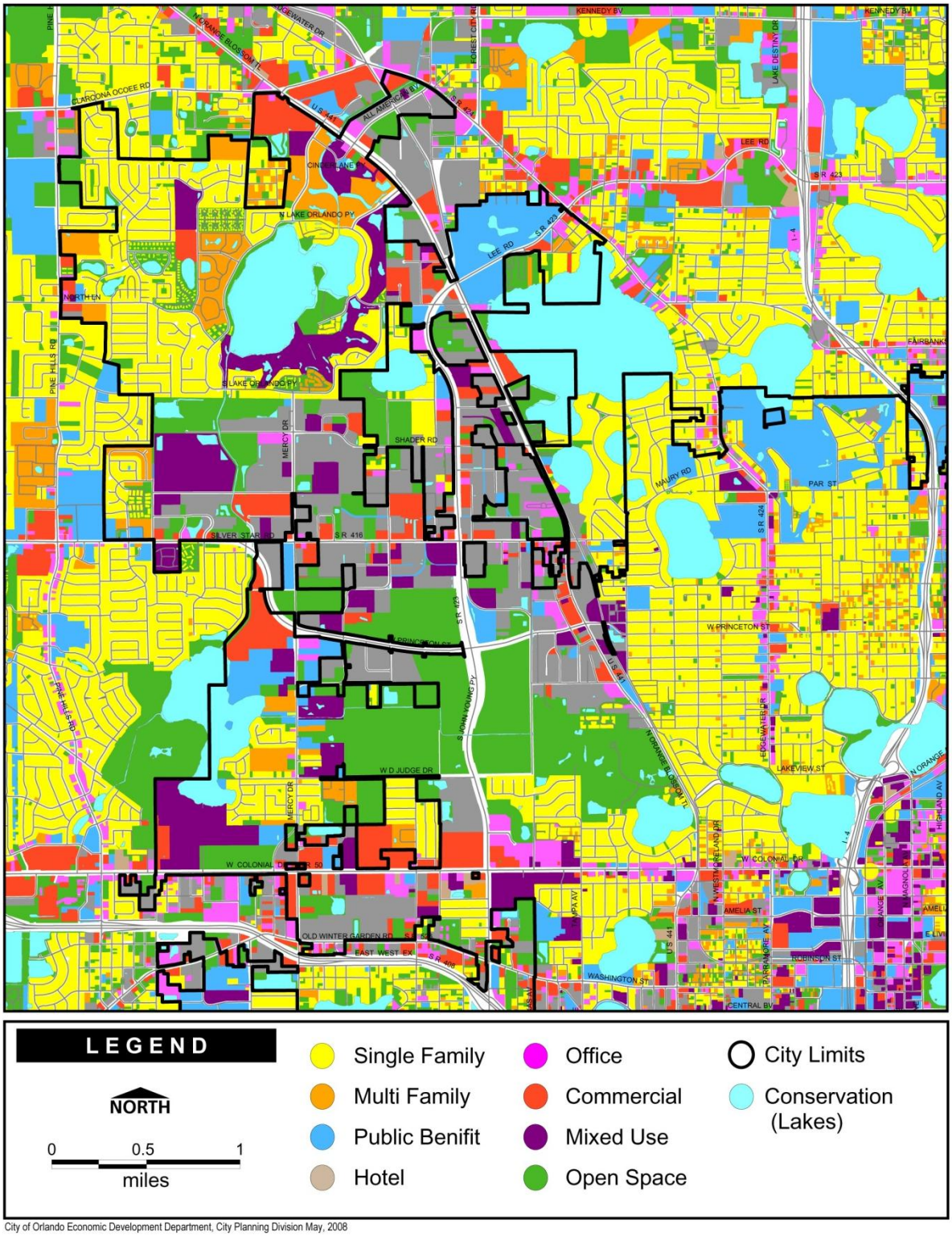
The City of Orlando has produced a Geographic Information System-based Existing Land Use Map (Figure LU-5, Parts 1A-D), which shows generalized existing land uses in the City of Orlando and areas adjacent to City boundaries. The data used to create this map is derived from the City Land Use Database (CLUDB). The CLUDB is a land/structure/ occupancy database which contains information on approximately 88,000 parcels within the City of Orlando and is directly linked with the Orange County Property Appraiser's land use system and the City/County GIS system. The land uses for adjacent areas were taken from the Orange County property appraiser's database (DOR use codes).

The CLUDB represents a significant improvement over past data sources. CLUDB data is available down to the structure-suite level. CLUDB has over 600 available land use codes which can be aggregated in numerous ways. The CLUDB data is regularly updated every week via

Property Appraiser records, Certificates of Occupancy, Demolition, and Building Permit Reports and of course by field verification. It should be noted that, because of the complexity and level of detail in the CLUDB, it was necessary to combine certain land uses into a "mixed use" category on Figure LU-5. For instance, a shopping center could have numerous different land uses within its boundaries. While these uses are separated in the tabular inventory of land use, the site will show up on the Existing Land Use Map as "mixed use". This convention is necessary in order to make the map meaningful, particularly at small scales.

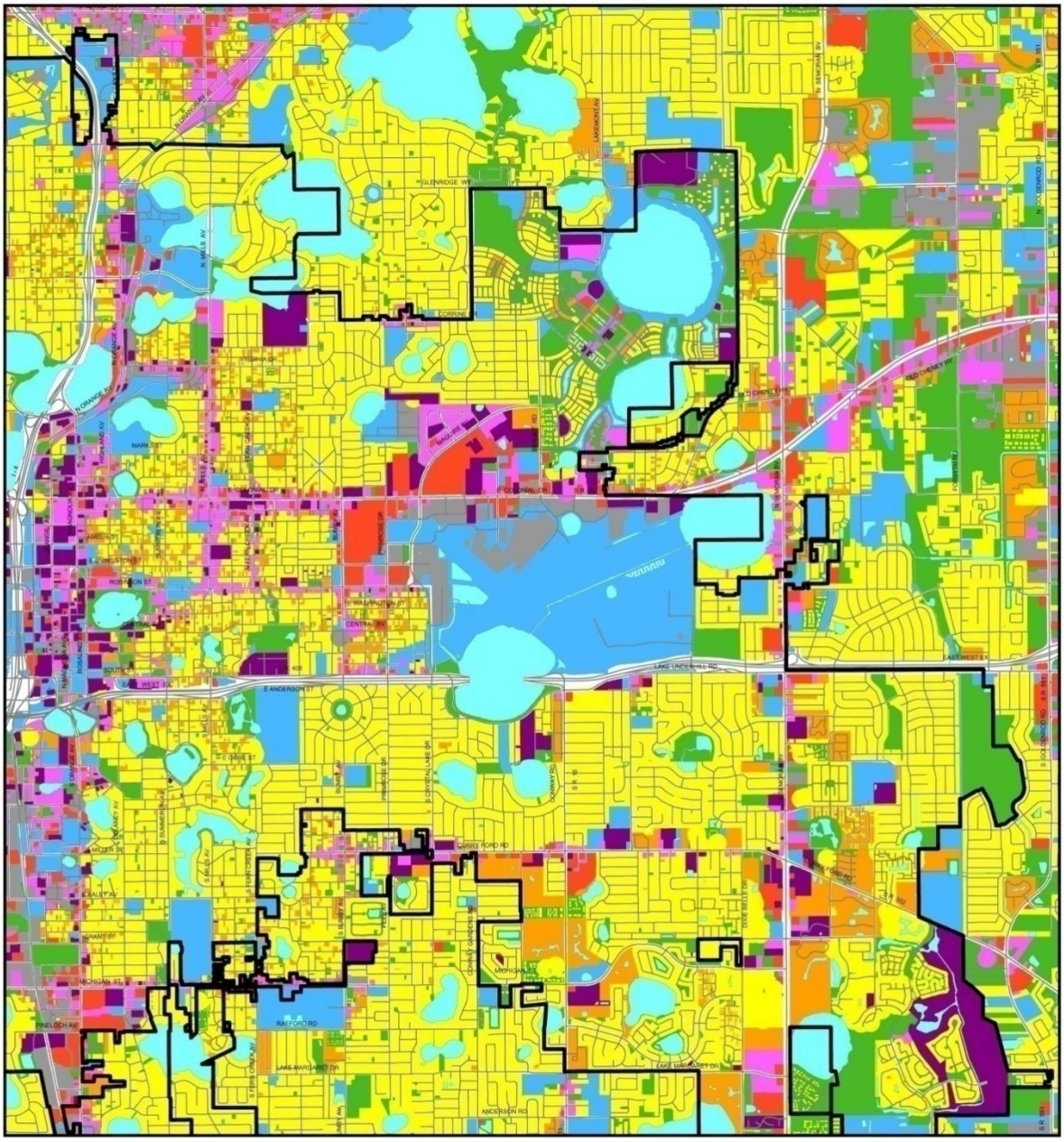
Figure LU-5, Parts 1A through 1D shows generalized land uses within the City and adjacent areas. The City has determined that it is appropriate to show educational uses, recreational, public buildings and grounds, and other public facilities as one land use category on the Existing Land Use Map Series (Public Benefit Uses). Agricultural, conservation, vacant land and other open space lands have also been grouped for thematic purposes, although it should be noted that the Conservation Element contains a detailed inventory of the City's environmentally sensitive lands. A representative listing of the types of land uses included in each existing land use category can be found below in Figure LU-5, Part 1E.

Figure LU-5 Part 1A Existing Land Use - Northwest



City of Orlando Economic Development Department, City Planning Division May, 2008

Figure LU-5 Part 1B Existing Land Use - Northeast



LEGEND

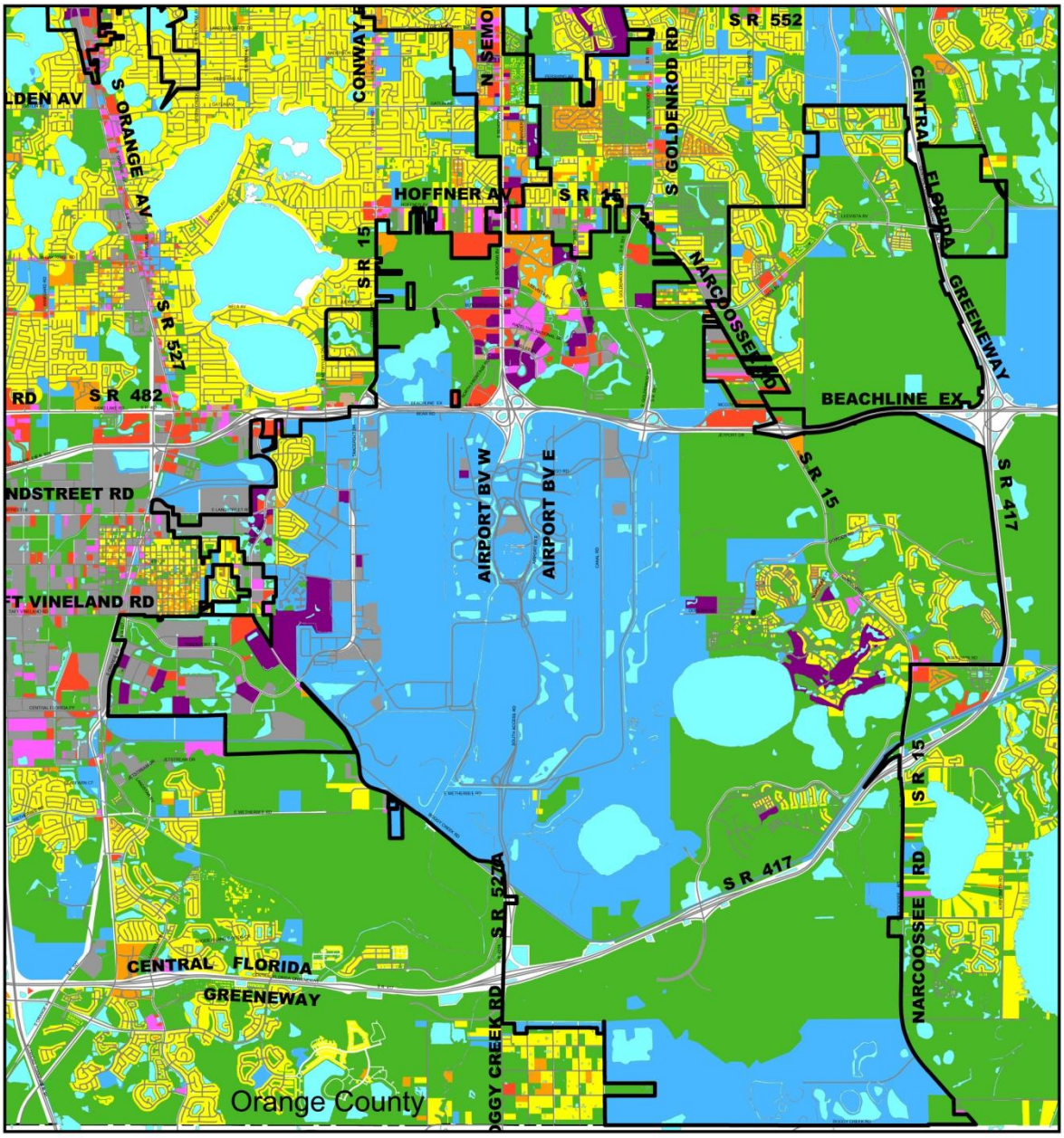
NORTH

0 0.5 1 miles

- Single Family
- Multi Family
- Public Benifit
- Hotel
- Office
- Commercial
- Mixed Use
- Open Space
- City Limits
- Conservation (Lakes)

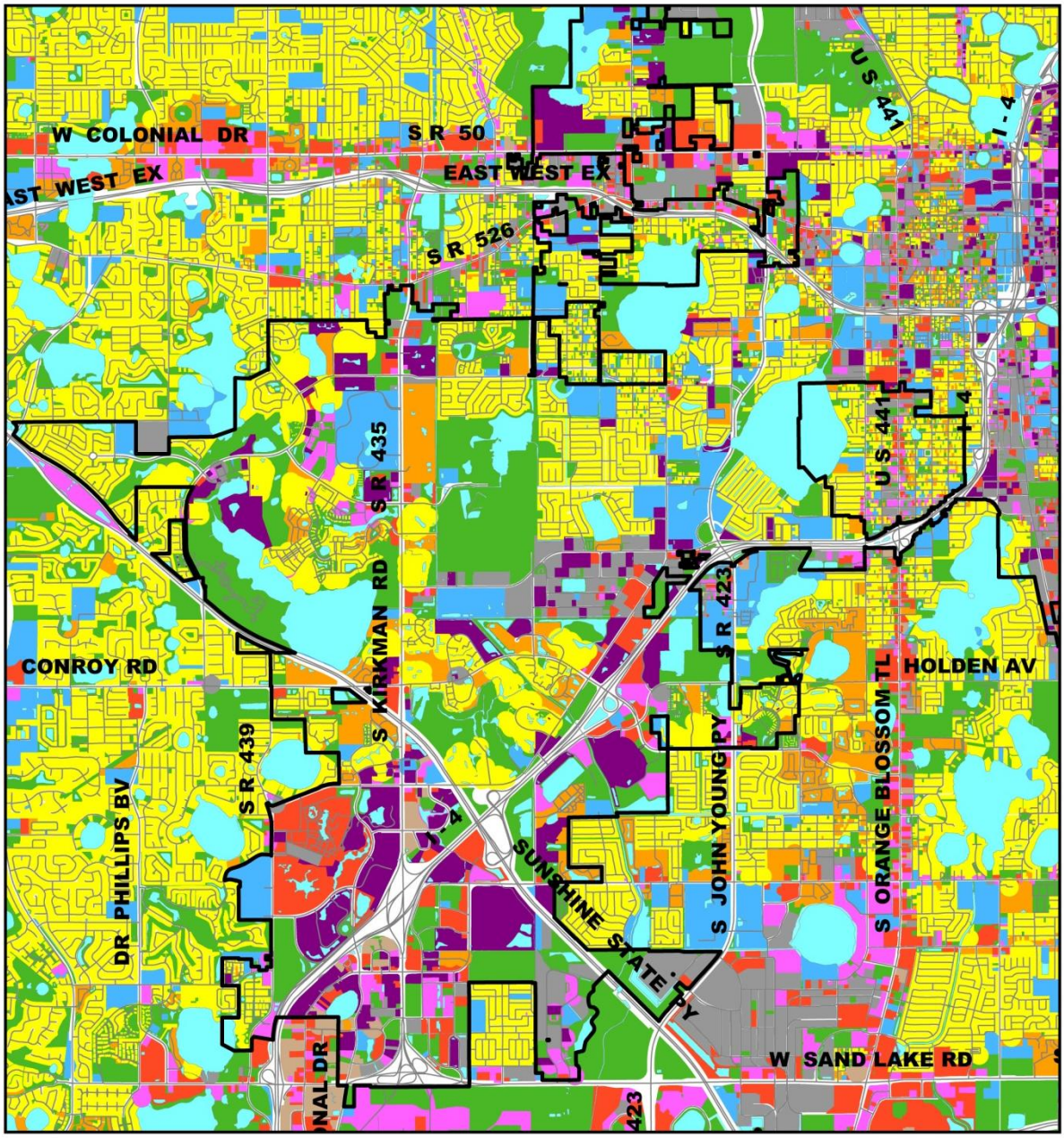
City of Orlando Economic Development Department, City Planning Division May, 2008

Figure LU-5 Part 1C — Existing Land Use - Southeast



City of Orlando Economic Development Department, City Planning Division May, 2008

Figure LU-5 Part 1D — Existing Land Use - Southwest



City of Orlando Economic Development Department, City Planning Division May, 2008

FIGURE LU-5 PART-1E: DETAILED LISTING OF LAND USE DESCRIPTORS

Land Use Descriptors	Representative Uses
Single family	-ordinary single family development -unusual single family development such as zero-lot-line, cluster development, tandem single family, etc
Multifamily	-ordinary duplex development -unusual duplex development such as zero-lot-line, cluster development, etc. -house with garage apt. or guest cottage -2 houses on same lot -ordinary apartment buildings and complexes -condominium apartments -Attached dwellings (townhouses) -Multifamily highrise (over 75 ft./7 stories) -boarding houses, lodging houses, rooming houses (a.k.a. group housing) -duplex with garage apt. or guest cottage -3 units or more in any configuration -mobile home parks & subdivisions -individual mobile homes -residential child care centers -emergency shelters for abused spouses and children -Mixed residential/office development - ground floor office/upstairs apartments -office building with separate house or apartment on same lot
Office	-administrative, professional & business offices -medical offices -temporary professional services (secretarial, etc.) -Medical and dental labs -Mixed residential/office development -ground floor office/upstairs apartments -office building with separate house or apartment on same lot
Commercial	-bookstores-newsstands -florists-stationary stores -gift shops-barber shops -grocery stores-beauty shop -jewelry stores-auto parts retail store -art shops-music shops -antique shops-office supplies stores -banks & savings-paint & wallpaper stores -bicycle shops-photo stores -building materials stores-plumbing fixtures -appliance stores-radio stores -drug stores-small equip. rental -department stores-specialty shops -hardware stores-television stores -luggage stores-data processing -liquor stores-convenience stores -retail plant nurseries-pawn shops -gasoline sales/pump-tire sales -shoe repair-tailoring -dance studios-watch & clock repair -Laundromat-photo studios -quick-copy duplicating-radio repair

Land Use Descriptors	Representative Uses
	-service-TV repair -appliance serv.-in-home carpet service -funeral home-massage parlors -veterinarian-billiard parlors -dry cleaner-skating rinks -amusement centers-private clubs -game rooms-discotheques -bowling lanes-radio & TV studios -theaters-adult entertainment -restaurants -taverns, bars -cocktail lounges -public parking garages and public parking lots -open air markets-auto quick-washes -RV sales and rental-utility trailer rental -auto sales and rental-flea markets -mini-warehouses-bus passenger terminals -personal storage,-printing & publishing plants -wholesale photo processing -mechanical garages - exterminating services -kennels -carpet cleaning plants -automobile service station -quick-lube, muffler service, etc. -other passenger vehicle services
Hotel	-hotel, motel, timeshare
Industrial	-Warehousing and wholesaling facilities -trade shops and contractors -building materials storage -commercial vet. storage and terminals -contractor's storage yard -heavy equipment rental -warehouse/showrooms -office/warehouse -light manufacturing & processing -industrial laboratories -asphalt/concrete paving, mixing, batching -blast furnace -animal slaughtering -automobile wrecking yard -steel fabrication plants
Hospital	-mental institutions -drug clinics -whole blood and plasmapheresis facilities -emergency care clinics -treatment and recovery facilities -group care facilities for the disabled -adult congregate living facilities -nursing homes
Civic/Government	-business schools & colleges -cemeteries

Land Use Descriptors	Representative Uses
	-community centers -churches -elementary, middle & high schools -fire stations -libraries - museums & art galleries -parks & playgrounds -post offices -public buildings & grounds -public utilities & services -public recreation facilities -vocational schools
Agriculture	-groves - farms -wholesale plant nurseries, greenhouses -animal & stock grazing - riding stables -roadside agricultural stands -citrus cultivation

Figure LU-5, Part 2 shows the City Limits of Orlando and other adjacent municipalities, and indicates unincorporated enclaves located within Orlando's corporate limits. The remaining maps in the Existing Land Use Map Series may be found in the following individual GMP elements: Historic Resources can be found in the Historic Preservation Element; Existing and Planned Waterwells and Wellhead Protection Areas can be found in the Potable Water Element. Because Orlando is an inland municipality, there are no beaches, bays, harbors, shores or estuarine systems. Rivers, Drainage Basins and Flow Directions can be found in the Stormwater and Aquifer Recharge Element. Lakes, Floodplains, Wetlands, Minerals and Soils can be found in the Conservation Element. There are no active mines in Orlando or adjacent areas. Also, there are no areas within either the City of Orlando or adjacent areas that fall within a designated Area of Critical State Concern.

Figure LU-5 Part 2 Unincorporated Enclaves

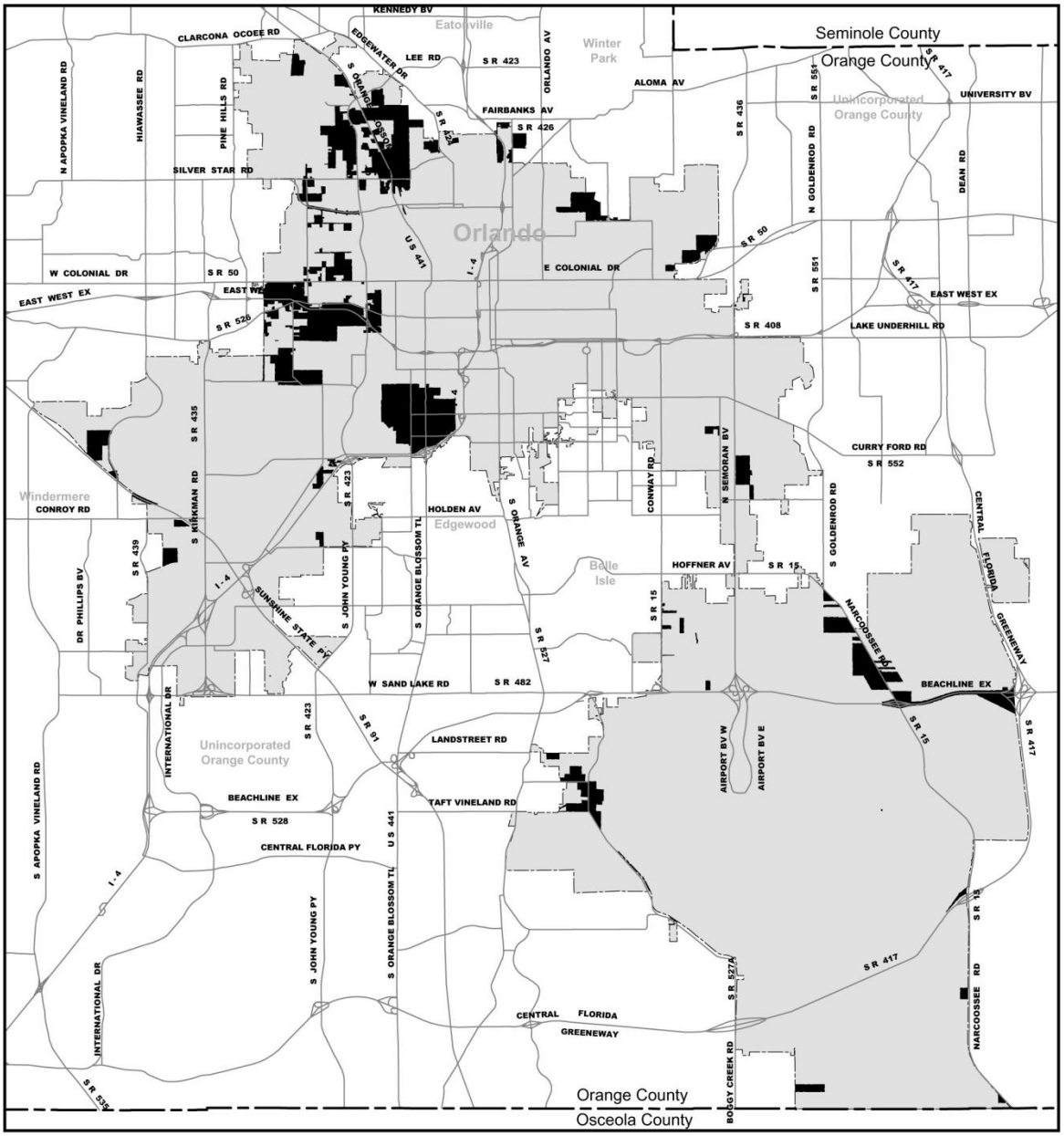


Figure LU-6 correlates the land use descriptors and generalized future land use categories used in the City's analysis of vacant land and land needed to accommodate projected population. It should be noted that the City's Activity Centers, Mixed Use Corridors, Urban Village, and Airport Support Districts are all mixed use categories in which residential, office, commercial, public, recreational, and institutional uses are permitted (residential uses are prohibited in Airport Support District-High Intensity because of aircraft noise concerns). In Downtown, Metropolitan, and Urban Activity Centers, and in Airport Support Districts, industrial uses are permitted.

FIGURE LU-6: LAND USE CATEGORY MATRIX

Generalized Future Land Use Catagories	Specific Future Land Use Map Categories (as shown on FLUM)	Land Use Analysis Descriptors
Residential	Residential Low Intensity Southeast Plan/Urban Village/Residential Neighborhood Mixed Use/Neighborhood Development Residential Medium Intensity Residential High Intensity	Single Family Multifamily
Office Mixed Use Corridors	Office Low Intensity/Office Medium Intensity Office High Intensity Mixed Use Corridor Medium Intensity Mixed Use Corridor High Intensity	Office
Activity Centers Urban Village	Neighborhood Activity Center Community Activity Center Urban Activity Center Metropolitan Activity Center Downtown Activity Center Urban Village/Southeast Orlando Sector Plan Mixed Use Centers	Commercial/Retail Hotel Hospitals
Industrial Airport Support Districts	Industrial Airport Support District-Medium Intensity Airport Support District-High Intensity	Industrial
Public/Rec/ Institutional	Public/Recreational/Institutional	Civic/Government
Urban Reserve	Urban Reserve	Vacant Land
Conservation Use	Conservation Use/Resource Protection	Undevelopable Land

5.B. ACREAGE AND RANGE OF INTENSITY OF USE

The data in Orlando's CLUDB is summarized by the land use categories shown in Figure LU-5. A much more detailed analysis of existing land use and growth projections by traffic zone can be found in the 2006-2030 Growth Projections Report, which is considered an integral component of this Future Land Use Element. Figure LU-7 summarizes the total number of units for residential uses, the total square footage and floor area of nonresidential uses, and the total acreage for each existing land use category.

FIGURE LU-7: DEVELOPMENT INTENSITY BY LAND USE TYPE, APRIL 1, 2006

Land Use Category	Gross Acres	Unit Quantity	Mean Intensity	General Intensity Range
Single Family	8,612 acres	38,032 units	4.42 units/ac.	1 to 8 units/ac.
Multi-Family	3,943 acres	70,626 units	17.91 units/ac.	6 to 300 units/ac
Office	1,852 acres	31,337,497 sq. ft.	0.39 FAR	0.1 to 6.8 FAR
Commercial/Retail	2,382 acres	26,372,789 sq. ft.	0.25 FAR	0.1 to 3.4 FAR
Industrial	3,577 acres	36,783,050 sq. ft.	0.24 FAR	0.05 to 1.8 FAR
Hotel	301 acres	18,237 rooms	60.6 rooms/ac.	22 to 215 rm/ac
Hospital	265 acres	4,252,987 sq. ft.	0.37 FAR	0.2 to 2.0 FAR
Civic/Government	5,179 acres	14,762,383 sq. ft.	N/A	N/A
Recreation	1,113 acres			
Agriculture	0 acres			
Conservation	11,464 acres			
Water Acres	6,760 acres			
Total City Area	70,528 acres			
Total Vacant Land	25,080 acres			
Total Vacant Developable Land (minus Conservation Areas)	13,616 acres			

It is interesting to note that approximately 25% (9,579 acres) of the developed land within the City of Orlando is considered “mixed use” meaning more than one of the major existing land use categories above is present on the parcel (i.e., office, retail, etc). This represents an important indicator of the City’s commitment to mixed use development and a superior urban form which supports transit and limits suburban sprawl.

5.C. AVAILABILITY OF FACILITIES AND SERVICES TO SERVE EXISTING LAND USES AND APPROVED DEVELOPMENT ORDERS

Detailed analyses of the availability of facilities and services to serve the City’s existing and anticipated land uses have been undertaken as a critical part of this Growth Management Plan update, and can be found in the Transportation, Wastewater, Solid Waste, Stormwater and Aquifer Recharge, Potable Water, and Recreation & Open Space, and Cultural Elements, in conformance with Rule 9J-5.006(2) (a). The analyses in all of these elements is based on the estimated 2006 land use data summarized previously and in the 2006-2030 Growth Projections

Report. The Growth Projections Report considers vested rights of approved Developments of Regional Impact (DRI), as well as development orders and other similar approvals for non-DRI level projects.

5.D. VACANT LAND AND ITS SUITABILITY FOR USE

The City of Orlando is currently 110.2 square miles, or 70,528 acres, in size. This is a gross figure, and includes water bodies, wetlands, road rights-of-ways and utility areas. In order to analyze the availability and location of vacant land, the City utilized its Geographic Information System (GIS) coupled with Orange County Property Appraiser data (DOR Use Codes) to identify the amount of vacant land within the City of Orlando by defined parcel. This data has been summarized in Figure LU-8A, with vacant developable land categorized using Orlando's future land use designations.

Figure LU-8A shows the general character and magnitude of existing vacant or undeveloped land in Orlando. The total land area of vacant or agricultural land shown in Figure LU-8A is related to Figure LU-7. Figure LU-8A shows the approximate land area of vacant or agricultural land for each generalized Future Land Use Map category. Certain utilities, including rights-of-way (roads, railways), power line transmission corridors, and similar uses, are not included in the calculations presented in Figure LU-8A as they are not coded by the Property Appraiser as parcels and have not been assigned a specific land use code. In addition, lakes and other water bodies are not consistently categorized by the Property Appraiser, so they may or may not be counted with land parcels depending on their size and whether they are wholly contained within a parcel.

Of the 62,911.68 acres of "parceled" land in the City of Orlando, 37,831.55 are developed (+/-60%) and 25,080.14 acres are vacant/undeveloped (+/-40%). The 11,464 acres of Conservation and Conservation/Resource Protection land, while vacant, is not considered to be developable as it is to be preserved for environmental purposes. So, in reality, the total amount of vacant developable land is much lower, approximately 13,616 acres (or 22% of total parceled acreage). The future land use designation with the largest amount of vacant developable land is Urban Village (4,480 acres), a designation that has been applied to large portions of the greenfield Southeast Orlando Sector Plan area (including the Lake Nona DRI/PD and the Randal Park PD) as well as the Baldwin Park PD redevelopment area (former Orlando Naval Training Center).

FIGURE LU-8A: VACANT LAND ANALYSIS
ORLANDO DEVELOPED AND UNDEVELOPED AREA BY FUTURE LAND USE DESIGNATION

Future Land Use Designation	Density/Intensity	Total Acreage	Developed Acreage	Undeveloped Acreage	Percent Undeveloped
Airport Support District - High Intensity	0 to 1.5 FAR; Residential Not Permitted	1,538.51	581.04	957.48	62.23%
Airport Support District - Medium Intensity	0 to 0.7 FAR; 5-25 DU/Acre	144.93	80.42	64.51	44.51%
Community Activity Center	0.35 to 0.7 FAR; 20-40 DU/Acre	1,090.92	759.56	331.36	30.37%

Future Land Use Designation	Density/Intensity	Total Acreage	Developed Acreage	Undeveloped Acreage	Percent Undeveloped
Community Activity Center/Resource Protection	0.35 to 0.7 FAR; 20-40 DU/Acre	36.73	19.29	17.43	47.47%
Conservation	0 to 0.05 FAR; 0 to 1 DU per 10 Acre	10,464.68	0.00	10,464.68	100.00%
Conservation/Resource Protection	0 to 0.05 FAR; 1 DU per 10 Acre	609.05	0.00	609.05	100.00%
Downtown Activity Center	0.75 to 4.0 FAR; 75-200 DU/Acre	297.20	266.42	30.78	10.36%
Industrial	0 to 0.7 FAR; Residential Not Permitted	5,550.84	3,577.24	1,973.60	35.55%
Industrial/Resource Protection	0 to 0.7 FAR; Residential Not Permitted	168.20	128.85	39.35	23.39%
Metropolitan Activity Center	0.75 to 3.0 FAR; 75-200 DU/Acre	11,041.49	10,372.47	669.02	6.06%
Metropolitan Activity Center/Resource Protection	0.75 to 3.0 FAR; 75-200 DU/Acre	135.58	120.71	14.87	10.97%
Mixed Use Corridor - High Intensity	0.4 to 1.0 FAR; 30-200 DU/Acre	121.86	87.59	34.28	28.13%
Mixed Use Corridor - Medium Intensity	0 to 0.5 FAR; 0-30 DU/Acre	474.58	346.00	128.58	27.09%
Mixed Use Corridor - Medium Intensity/Resource Protection	0 to 0.5 FAR; 0-30 DU/Acre	2.54	2.12	0.42	16.54%
Mixed Use - Neighborhood Development	0 to 0.4 FAR; 0-12 DU/Acre	467.14	388.28	78.86	16.88%
Mixed Use - Neighborhood Development/Resource Protection	0 to 0.4 FAR; 0-12 DU/Acre	2.93	0.89	2.04	69.59%
Neighborhood Activity Center	0 to 0.3 FAR; 0-30 DU/Acre	213.03	149.38	63.64	29.88%
Neighborhood Activity Center/Resource Protection	0 to 0.3 FAR; 0-30 DU/Acre	29.88	13.33	16.55	55.39%
Office High Intensity	0.4 to1.0 FAR; 30-200 DU/Acre	44.61	38.86	5.74	12.88%
Office Low Intensity	0 to 0.4 FAR; 0-21 DU/Acre	411.17	277.97	133.20	32.40%
Office Low Intensity/ Resource Protection	0 to 0.4 FAR; 0-21 DU/Acre	31.92	11.16	20.76	65.03%
Office Medium Intensity	0.3 to 0.7 FAR; 12-40 DU/Acre	612.55	400.60	211.95	34.60%

Future Land Use Designation	Density/Intensity	Total Acreage	Developed Acreage	Undeveloped Acreage	Percent Undeveloped
Office Medium Intensity/ Resource Protection	0.3 to 0.7 FAR; 12-40 DU/Acre	26.55	21.67	4.88	18.38%
Public, Recreational, & Institutional	Not Applicable	3,723.43	3,557.85	165.58	4.45%
Public, Recreational, & Institutional/Resource Protection	Not Applicable	126.72	107.03	19.69	15.54%
Residential High Intensity	0 to 0.35 FAR; 30-200 DU/Acre	73.03	67.21	5.82	7.97%
Residential Low Intensity	0 to 0.3 FAR; 0-12 DU/Acre	10,547.74	9,051.39	1,496.35	14.19%
Residential Low Intensity/ Resource Protection	0 to 0.3 FAR; 0-12 DU/Acre	824.56	693.67	130.88	15.87%
Residential Medium Intensity	0 to 0.3 FAR; 12-30 DU/Acre	3,486.18	3,214.35	271.83	7.80%
Residential Medium Intensity/Resource Protection	0 to 0.3 FAR; 12-30 DU/Acre	338.78	251.15	87.63	25.87%
Urban Activity Center	0.5 to 1.0 FAR; 30-100 DU/Acre	1,884.93	1,303.51	581.42	30.85%
Urban Activity Center/Resource Protection	0.5 to 1.0 FAR; 30-100 DU/Acre	65.03	54.13	10.90	16.77%
Urban Reserve	0 to 0.05 FAR; 0 to 1 DU per 10 Acre	1,808.14	0.13	1808.01	99.99%
Urban Village	Determined by FLU Policy	6,324.42	1,844.13	4,480.29	70.84%
Urban Village/Resource Protection	Determined by FLU Policy	191.85	43.15	148.70	77.51%
	Totals	**62,911.68**	**37,831.55**	**25,080.14**	**39.86%**

Source: Comprehensive Planning Studio, April 2007.

There are 1,973 acres of Industrial designated vacant and developable land, mostly located in the areas south and west of the Orlando International Airport, the LeeVista DRI north of the Orlando International Airport, and several industrial parks in the northwest quadrant of the City. The 1,496 acres of Residential Low Intensity designated land that is vacant and developable is concentrated in the Vista East area (southeast quadrant of the City) north of the BeachLine Expressway, with small concentrations located throughout the City. The remaining vacant developable land is located throughout the City, with some larger concentrations of Metropolitan Activity Center in the southwest portion of the City (the attractions area) and the southeast area north of the Orlando International Airport.

Figure LU-8B indicates the predominant soil associations of vacant land within the City. A detailed discussion of these soil/suitability characteristics and their impacts on the use of land

can be found in the Conservation Element. However, because the City of Orlando provides central sewer and potable water service city-wide, all soil types are suitable for development with the exception of wetlands. Historic resources on vacant land are not shown in Figure LU-8, since Orlando has no such resources on vacant land within its city limits.

FIGURE LU-8B: VACANT LAND ANALYSIS – SOIL SUITABILITY

Predominant Soils	Vacant and Agricultural Lands	Suitability for Development (With Sewer & Water)
Urban Land-Smyrna-Pomello	5,267 acres	Suitable
Urban Land-Taveres	727 acres	Suitable
Candler-Urban Land	230 acres	Suitable
Taveres-Zolfo-Archbold	3,486 acres	Suitable
Samsula-Hontoon-Basinger	1,504 acres	Suitable
Smyrna-Basinger-Sanibel	12,110 acres	Suitable
Smyrna-Pomello-Immokolee	1,756 acres	Suitable
TOTAL VACANT LAND BY SOIL TYPE	25,080 acres	

Source: City of Orlando City Land Use Database, 2006.

5.E. SUMMARY OF LAND NEEDED TO ACCOMMODATE PROJECTED POPULATION

Residential dwelling unit and square footage projections for non-residential uses for Orlando, along with associated population and employment projections, can be found in the 2006-2030 Growth Projections Report, which is incorporated by reference as part of this Future Land Use Element. The City's growth projection methodology is fully described in the Growth Projections document. However, for context and ease of understanding, the following summary of the City's population projection methodology has been provided.

Projected population growth in Orlando was based on the 2006 medium projection for Orange County as developed by the University of Florida's Bureau of Economic and Business Research (BEBR), specifically published in BEBR's "Projections of Florida Population by County 2006-2030", Florida Population Studies, Volume 40, Bulletin 147, February 2007. The City believes that the BEBR figures represent best available data. Since BEBR does not provide City-level projections, staff determined future City population by using a share of growth analysis.

The Share of Growth analysis involved calculating the City's proportionate share of County population for the years 1970-2006, then averaging the differences between these percentages (see Figure LU-9 below). Orlando's share of Orange County population has decreased by an average 0.22 percentage points per year between 1970 and 2006. A general downward trend is expected to continue over the next 24 years for two reasons. First, unincorporated Orange County is predicted to continue allowing substantial sub-urban residential growth both inside and outside it adopted Urban Service Area, in "growth centers" and rural settlement areas, and including such projects as Horizon West, Innovation Way, Lake Hart, Moss Park, Eagle Creek, Boggy Creek, Ginn DRI, and other similar Greenfield areas. Second, while development in the City tends to be accomplished at relatively high levels of density, the land available for

residential development within the City of Orlando is significantly smaller in comparison to that available in unincorporated Orange County.

While Orlando's share of the County population will decrease during the forecast period, it will not decrease at historic rates. If Orlando's share of Orange County population continued to decrease at 0.22% per annum, its 2030 population would be 264,707 (15.47% of Orange County's projected 2030 population of 1.71 million). In fact, using a simple straight-line method would result in Orlando's population "capping" at a little more than 265,000 in 2025, and then decreasing between 2025 and 2030. However, the straight-line method does not take into account annexations and development on vacant residentially zoned land. Nor does the straight-line method contemplate significant redevelopment activity in Downtown Orlando or in the areas surrounding the City's two regional hospitals. Nor does this method adequately reflect the anomaly of the Orlando Naval Training Center closure, and the subsequent redevelopment of that 1,000+ acre site as a mixed use residential neighborhood. Orlando's adjusted ratio and share does consider increased land area caused by recent annexation activity, including the Southeast Orlando Sector Plan (36,000+ residents at buildout), the Vista East annexation area (18,000+ residents at buildout), the Millenia East area (7,400+ new residents in the next 24 years), and Baldwin Park, which at buildout will have over 8,000 residents. A 1.25% decrease in the growth rate from 2006 to 2030 reflects a continued overall decrease in Orlando's share of the County total, adjusted to reflect substantial residential development within previously annexed Greenfield areas such as Vista East and the Southeast Orlando Sector Plan areas, and high intensity infill development and redevelopment in Downtown Orlando and throughout the Traditional City.

FIGURE LU-9A: ORLANDO'S 2006-2030 POPULATION PROJECTION CONTROL NUMBERS

Year	Orange County Population	Orlando's Share	Orlando's Ratio	Orlando's Adjusted Share "Control"	Adjusted Ratio	% Increase Per Year County	% Increase Per Year City
1970	344,311	99,006	28.75%	-	-	-	-
1980	470,865	128,291	27.25%	-	-	3.68%	2.96%
1981	484,506	131,931	27.23%	-	-	2.90%	2.84%
1982	498,782	135,571	27.18%	-	-	2.95%	2.76%
1983	513,492	139,211	27.11%	-	-	2.95%	2.68%
1984	533,794	142,851	26.76%	-	-	3.95%	2.61%
1985	556,445	146,491	26.33%	-	-	4.24%	2.55%
1986	577,907	150,131	25.98%	-	-	3.86%	2.48%
1987	602,838	154,413	25.61%	-	-	4.31%	2.85%
1988	622,305	158,921	25.54%	-	-	3.23%	2.92%
1989	652,399	161,051	24.69%	-	-	4.84%	1.34%
1990	677,491	164,693	24.31%	-	-	3.85%	2.26%
1991	700,873	168,456	24.04%	-	-	3.45%	2.28%
1992	714,016	169,675	23.76%	-	-	1.88%	0.72%
1993	732,440	172,019	23.49%	-	-	2.58%	1.38%
1994	747,731	170,780	22.84%	-	-	2.09%	-0.72%
1995	765,906	170,307	22.24%	-	-	2.43%	-0.28%
1996	787,484	173,122	21.98%	-	-	2.82%	1.65%
1997	810,928	176,373	21.75%	-	-	2.98%	1.88%
1998	830,266	180,462	21.74%	-	-	2.38%	2.32%
1999	854,802	184,639	21.60%	-	-	2.96%	2.31%
2000	896,344	185,951	20.75%	-	-	4.86%	0.71%
2001	930,034	188,494	20.27%	-	-	3.76%	1.37%
2002	955,865	194,913	20.39%	-	-	2.78%	3.41%
2003	982,328	201,851	20.55%	-	-	2.77%	3.56%
2004	1,013,662	208,900	20.60%	-	-	3.22%	3.49%
2005	1,043,437	217,567	20.85%	-	-	2.91%	4.15%
2006	1,079,524	224,055	20.75%	**224,055**	**20.75%**	3.46%	2.98%
2010	1,204,500	239,334	19.87%	**267,399**	**22.20%**	3.86%	4.84%
2015	1,347,800	252,982	18.77%	**297,190**	**22.05%**	2.38%	2.23%
2020	1,481,400	261,763	17.67%	**317,760**	**21.45%**	1.98%	1.38%
2025	1,600,500	265,203	16.57%	**324,101**	**20.25%**	1.61%	0.40%
2030	1,711,100	264,707	15.47%	**333,665**	**19.50%**	1.38%	0.59%
				Average Growth from 1970-2030		3.82%	2.65%

Orlando's share of Orange County population for each five year period through 2030 served as the City-wide control number used to verify the staff projections discussed in greater detail in

the 2006-2030 Growth Projections Report. As detailed in that report, upon completion of residential unit allocations by traffic zone, projected growth in single family and multi-family units was converted to population growth in each traffic zone. This population was then aggregated to produce the City's total projected resident population through 2030, and compared to "Orlando's Adjusted Share" in Figure LU-9 above. Comparison of the projected population to Orlando's share of BEBR-projected Orange County growth indicated that the staff allocations by traffic zone were within a reasonable range of the control numbers, and were thus acceptable for use as the City's updated residential growth projections.

The projected City population for the year 2030 is 332,982. This figure represents the traffic zone, or "bottom-up" projection, which is 683 persons lower than the control number presented above (333,665). This represents a projected population increase of 108,927 from the 2006 population. The City's projections are based on land uses, and are further described in the 2006-2030 Growth Projections Report. Figure LU-9B summarizes the projected "bottom up" population and land use growth from 2006 through 2030.

FIGURE LU-9B: PROJECTED POPULATION AND LAND USES 2006-2030

Population	4/1/2006	End 2006	2007	2008	2009	2010	2015	2020	2025	2030
Residents	224,053	230,215	235,779	241,983	250,159	267,050	297,040	317,651	323,314	332,982
Employment*	222,185	227,050	233,068	239,456	247,870	264,568	309,719	338,002	356,157	368,214
Service**	350,560	358,186	366,589	375,286	387,080	411,594	468,860	509,568	526,478	546,273

Land Use Type	4/1/2006	End 2006	2007	2008	2009	2010	2015	2020	2025	2030
Single Family du	38,032	38,657	39,417	40,049	40,621	42,086	44,829	46,701	46,952	47,419
Multifamily du	70,626	72,872	75,011	77,503	81,066	87,853	99,699	107,611	110,159	114,678
Office sq. ft.	31,337,497	32,056,926	32,706,829	33,879,414	35,325,154	38,319,740	44,190,402	48,415,802	51,071,302	52,734,452
Retail sq. ft.	26,372,789	26,498,042	27,041,153	27,997,621	29,374,537	31,751,597	37,728,581	40,732,118	42,273,718	43,176,155
Hotel rooms	18,237	18,285	18,548	18,594	19,319	20,569	27,417	32,457	34,659	37,359
Industrial sq. ft.	36,783,050	37,739,185	38,196,158	38,717,672	39,166,316	40,867,608	44,570,558	48,156,558	50,451,558	52,356,558
Gov't sq. ft.	14,762,383	14,861,513	15,551,360	15,643,734	15,922,894	17,325,118	21,654,446	23,379,387	24,284,387	24,854,387
Hospital sq. ft.	4,252,987	4,652,196	5,192,196	5,192,196	5,202,196	5,118,374	6,808,374	7,168,374	7,708,374	7,758,374

* Employment population is defined as non-agricultural wage and salary jobs.

* * Service population is defined as the daytime population that may impact the demand for City services. The term includes residents, tourists, the homeless, and non-resident employees.

To derive the acreage needed to accommodate the projected population, a net density figure of 17.84 persons per acre was used. This figure was determined by dividing the City's 2006 population by the total amount of developed residentially zoned land in the City (224,055 People/12,555 Acres = 17.84 net people per acre). Based on an average density of 17.84 people per acre, the City would need approximately 6,106 acres of residentially zoned land to accommodate 108,927 people, not including any adjustments needed to provide market flexibility.

This acreage is further refined when densities and occupancy rates are factored in to determine the split between single family and multifamily acreage needed to accommodate the population increase of 108,927. Using those factors, the City will need approximately 2,218 single family acres and 3,888 multifamily acres. The "multi-family" acres will include not only land within residential only future land use designations, but also in land use designations which permit and encourage mixed use development and particularly activity centers. This analysis is summarized in Figure LU-10 below.

FIGURE LU-10: LAND NEEDED TO ACCOMMODATE PROJECTED POPULATION (WITHOUT MARKET ADJUSTMENT)

Type	Land Acres	Units Per Acre	Persons Per Unit	Occupancy Rate	Projected Population Increase from 2006-2030
Single Family	2,218	4.6	2.60	0.985	26,132
Multi-Family	3,888	10.5	2.20	0.92	82,795
TOTAL	**6,106**				**108,927**

According to the City's calculations, there are approximately 13,616 vacant developable acres within the City, with approximately 1,744 acres of vacant land in the City's residential-only future land use designations (Residential Low – 1,496 acres, Medium – 272 acres, and High – 6 acres). However, this figure is augmented by the large number of vacant land acres within the Urban Village future land use designation (6,324 acres). Approximately 60% (or 3,794 acres) of the land area within Urban Village designated areas is anticipated for residential development. Of that amount, approximately 65% (2,466 acres) is anticipated to be single family while the remaining 35% (1,328 acres) will be multifamily. In addition, the City assumes that approximately 10% of the vacant land within the Downtown Activity Center, Metropolitan and Urban Activity Centers (1,281 acres x 0.10 = 128 acres), and approximately 25% the Mixed Use Corridors (both High and Medium Intensity; 163 acres x 0.25 = 41 acres) will be developed with multi-family residential uses. The percentage assumptions for the activity centers and mixed use corridors are based on the minimum and maximum ranges specified in Objectives 2.1 and 2.2 of this element. So, the total amount of residentially-designated land currently available within the City of Orlando, including residential-only future land use designations, Urban Village areas, activity centers, and mixed use corridors is 3,962 single family acres and 1,775 multi-family acres. Using this information, it is possible to ascertain the City of Orlando's residential acreage needed to accommodate projected population with no market adjustment. This analysis is summarized in Figure LU-11A.

FIGURE LU-11A: SUMMARY OF CITY-WIDE RESIDENTIAL ACREAGE NEEDED TO ACCOMMODATE PROJECTED POPULATION (WITHOUT MARKET ADJUSTMENT)

	Single Family	Multi-Family
Acres of Residentially-Designated Land Needed to Accommodate Population Growth	**2,218**	**3,888**
Acres of Residentially Designated Land Available, including Urban Village/Residential Neighborhood Areas of the Southeast Orlando Sector Plan and Baldwin Park, Activity Centers and Mixed Use Corridors	**3,962 acres**	**1,775 acres**
Acres of Residential Land Needed to Accommodate Projected Population (Estimated Need)	**-1,744 acres**	**2,133 acres**

The analysis indicates that, without acknowledging the need for market variability, the City has more land designated for single family residential than is required (1,744 acres), but less land designated for multi-family residential than is needed (2,133 acres). However, the City believes that the Future Land Use Map should incorporate a sufficient supply of vacant land to provide for the City's land use needs, to allow freedom of choice, and to avoid artificial inflation of land values that could result from an insufficient supply of vacant developable land. The City believes that a multiplier of between 2 and 3 times the amount of land projected to be needed is appropriate to allow for market flexibility. The adopted Orange County Comprehensive Plan assumes a multiplier of 2.4, and the City agrees that this multiplier is reasonable.

Incorporating this multiplier would result in the need for approximately 14,654 residentially zoned acres to accommodate the anticipated 2006-2030 population growth of 108,927. Again, utilizing the 2.4 multiplier, the City would need approximately 5,323 single family acres and 9,331 multifamily acres to accommodate the projected population. This analysis is summarized in Figure LU-11B.

FIGURE LU-11B: SUMMARY OF CITY-WIDE RESIDENTIAL ACREAGE NEEDED TO ACCOMMODATE PROJECTED POPULATION

	Single Family	Multi-Family
Acres of Residentially-Designated Land Needed to Accommodate Population Growth (After Application of 2.4 Multiplier)	**2,218 x 2.4 = 5,323 acres**	**3,888 x 2.4 = 9,331 acres**
Acres of Residentially Designated Land Available, including Urban Village/Residential Neighborhood Areas of the Southeast Orlando Sector Plan and Baldwin Park, Activity Centers and Mixed Use Corridors	**3,962 acres**	**1,775 acres**
Acres of Residential Land Needed to Accommodate Projected Population (Estimated Need)	**1,361 acres**	**7,556 acres**

Using this analysis technique, an additional 1,361 acres of single family designated land and 7,556 acres of multifamily designated land would be required to accommodate the projected population. In reality, this "vacant land" approach is a technique best reserved for suburban counties, because it does not take into account high intensity redevelopment anticipated within

the City's Downtown Activity Center or other metropolitan activity centers and mixed use corridors, where the residential densities will in many cases exceed the assumed 10.5 units per acre for the City as a whole. For example, most of the multifamily high rise residential redevelopment that has occurred in the Downtown over the past several years has been in the 150 to 300 unit per acre range. And in other redevelopment projects outside of Downtown, such as the SoDo project and Mills Park, the densities are typically well over 80 units per acre. Obviously, when redevelopment occurs at such densities, it lessens the number of residential acres needed significantly.

In order to achieve a fine grain mix of land uses, and a healthy jobs/housing balance, the City projects that the following amounts of non-residential growth will be required. The square footage and unit projections are summarized from the 2006-2030 Growth Projections Report. The full methodology for the City's non-residential projections can be found in that document. The FAR and intensity assumptions found in Figure LU-12 are general and City-wide in nature. More precise FAR assumptions, particular to specific areas of the City were used in developing the traffic zone level data of the Growth Projections Report. For instance, a suburban traffic zone could be assumed to have office FARs in the 0.2 to 0.3 range, while a Downtown traffic zone could have FARs ranging from 2.0 to 8.0.

FIGURE LU-12: SUMMARY OF NON-RESIDENTIAL LAND NEEDED TO ACCOMMODATE PROJECTED POPULATION AND TO ACHIEVE HEALTHY JOBS/HOUSING BALANCE

Non-Residential Land Use	Projected Non Residential Growth 2006-2030 (sq.ft. feet & rooms)	Generalized FAR or Unit Intensity Assumption	Estimated Gross Acreage Needed Without Market Adjustment	Estimated Gross Acreage Needed With Market Adjustment of 2.4
Office	21,396,955	0.4 FAR	1,228	2,948
Commercial/Retail	16,803,366	0.3 FAR	1,286	3,086
Hotel	19,122	40 rooms/acre	478	1,147
Industrial	15,573,508	0.25 FAR	1,430	3,432
Hospital	3,505,387	0.5 FAR	161	386
Civic/Government	10,092,004	0.3 FAR	772	1,853
TOTAL			**5,355**	**12,852**

The analysis indicates that, without acknowledging the need for market variability, the City has more land designated for non-residential development than is needed. The total amount of vacant developable non-residential land currently in the City is approximately 7,879 acres, which amounts to approximately 2,524 acres more than would be required. However, as with residential land, the City of Orlando believes that market choice and variability should be considered in any such calculation. Using the same 2.4 multiplier for non-residential uses as was used for residential development, it is assumed that the City will need at least 12,852 acres of non-residential zoned land to achieve a healthy jobs-housing balance. The City believes that there is a sufficient supply of vacant land, coupled with lands/properties that will be redeveloped, to accommodate anticipated population growth and to ensure a fine grain mix of use and a healthy jobs-housing balance.

This information, along with other factors such as DRI development orders and other known projects, was utilized in the development of the City's most recent growth projections (2006-2030 Growth Projections Report). However, it should recognized that the usefulness of such a generalized vacant land analysis is limited because it does not consider the range of densities and intensities that may be allowed within each future land use designation, the complexity of true mixed use development, nor does it consider redevelopment. For example, the data indicates that there are only 30.78 acres of vacant developable land within the Downtown Activity Center, which represents just 10% of the entire Downtown core. But vacant land simply does not tell the whole story. Predicting redevelopment is more a matter of art than pure formula. Despite that small amount of vacant acreage, the City believes that there will be a considerable amount of redevelopment in the Downtown area resulting in literally thousands of residential units and millions of square feet of office, retail, hotel and civic development over the next 24 years. Similar redevelopment will occur throughout the City, albeit at lesser intensities, particularly in the areas surrounding the two existing regional hospitals and associated commuter rail stations. In fact, the City of Orlando believes that it is essential that such redevelopment activity occur so long as it is located in appropriate locations and neighborhood compatibility can be ensured. The redevelopment factor is extremely important in understanding the dynamics of a maturing central city.

5.F. ANALYSIS OF NEED FOR DEVELOPMENT

Recent Development Trends

The 2007 EAR stated that the Traditional City has experienced a tremendous amount of infill development and redevelopment over the past few years. Between 2001 and 2006, 455 building permits were issued for new single family construction with an estimated cost of $98,198,538. An additional 923 building permits were issued for additions to existing single family structures, with an estimated cost of $50,073,469.

On the multifamily side, again between 2001 and 2006, 105 building permits were issued (representing 1,273 dwelling units) with an estimated cost of $94,249,529. Four building permits were issued for additions to multifamily structures within the same time period, with an estimated cost of $114,927.

In regards to new commercial building permits within the Traditional City (which includes office, retail, and other non-residential uses), between 2001 and 2006, 207 building permits were issued with an estimated cost of $881,184,896. An additional 95 building permits for additions to existing commercial structures were issued, with an estimated cost of $55,357,711.

Since 2001, counting single family and multifamily development as well as commercial development (new buildings and additions), there have been 1,789 building permits issued with a total estimated cost of $1.18 billion. That represents 28.57% of the total estimated cost of all such permits issued for the City as a whole during the same time period ($1.18 billion divided by $4.13 billion). All of this activity may be defined as either infill development or redevelopment as it is located within the Traditional City. In fact, Orlando's Traditional City is

located wholly within the City's adopted Transportation Concurrency Exception Area (TCEA), and so is considered part of an urban infill and redevelopment area under Florida Statutes. This large amount of infill development and redevelopment occurred within a relatively small geographic area. The Traditional City portion of Orlando is ±8,199 acres in size; representing 11.6% of the City's entire land area.

Need for Redevelopment

The need for redevelopment of portions of the City arises from three factors: increased intensity of development in order to implement the Activity Center and Mixed Use Corridor concept and to accommodate the anticipated growth of the City, renewal of blighted areas, and elimination or reduction of uses inconsistent with Orlando's character and with the Future Land Use Map Series.

The need for increased intensity of development in order to implement the Activity Center concept and to accommodate the anticipated growth of the City is discussed in the Development Framework section of this Element, and was taken into account in the methodology used to prepare the 2006-2030 Growth Projections Report. Data from that document was thematically mapped in Figure LU-13 to show those traffic zones in which the estimated acreage required to accommodate growth equals or exceeds the vacant land. In these traffic zones it can be assumed that redevelopment on land not now vacant is required in order to accommodate the anticipated growth. However, redevelopment within these traffic zones will occur almost entirely within and at the fringes of Activity Centers, and in Mixed Use Corridors. This map also includes areas that have been designated as Enterprise Zones or Brownfields. Most of the rest of the land in these areas consists of established neighborhoods which should be preserved and enhanced.

Redevelopment is one component of Orlando's strategy for the renewal of blighted areas. One indicator of the need for redevelopment in connection with neighborhood renewal is demolition activity, which is discussed in the Housing Element. Not all blighted areas need redevelopment in order to bring about their renewal. Many such areas still retain their housing or commercial building stock and can be renewed more effectively though renovation and rehabilitation, rather than redevelopment. However, in those neighborhoods or commercial districts where demolition activity greatly exceeds new construction, redevelopment is an essential part of renewal.

The City of Orlando is actively involved in the redevelopment of blighted areas, including various housing and economic development programs. Much work has been done, and continues to be pursued in the Parramore Heritage Renovation area and the Orlando Naval Training Center reuse area.

Parramore Heritage Renovation. The Parramore Heritage Renovation project is a community-based campaign to rebuild and strengthen three of Orlando's Downtown westside neighborhoods. The three neighborhoods, Lake Dot/Arlington Heights, Callahan and Holden/Parramore, comprise much of Orlando's traditional African American community and

are among the oldest areas of the City. The neighborhoods contain a mix of residential, commercial, and industrial areas and are very close to Orlando's growing and successful Downtown area. There is a great potential for the Parramore Heritage area to become a vibrant and safe mixed use community where people can live, work, play and learn. Today, however, the poor physical condition and image of the area is in direct contrast to the manicured and secure-feeling Downtown Orlando. The Parramore Heritage area is dominated by substandard housing, a low median income, high unemployment, low educational attainment, marginal job opportunities, a high crime rate and an eroded sense of community. The neighborhoods are in trouble and have been for many years.

According to the 2000 Census, the population of the Parramore Heritage area is 7,347, representing a decline of 21% from 1980 (1980 population was 9,308). Area residents are predominantly African American (83%). Of the adult residents, 47% have not completed high school, compared to 19% for the remainder of the City of Orlando. Only 11% of the residents own their own homes. The poverty level is extremely high, with 51% of the residents falling below the poverty level, and 20% of those people being children under the age of 18. The unemployment rate was 16% (18.7% for males).

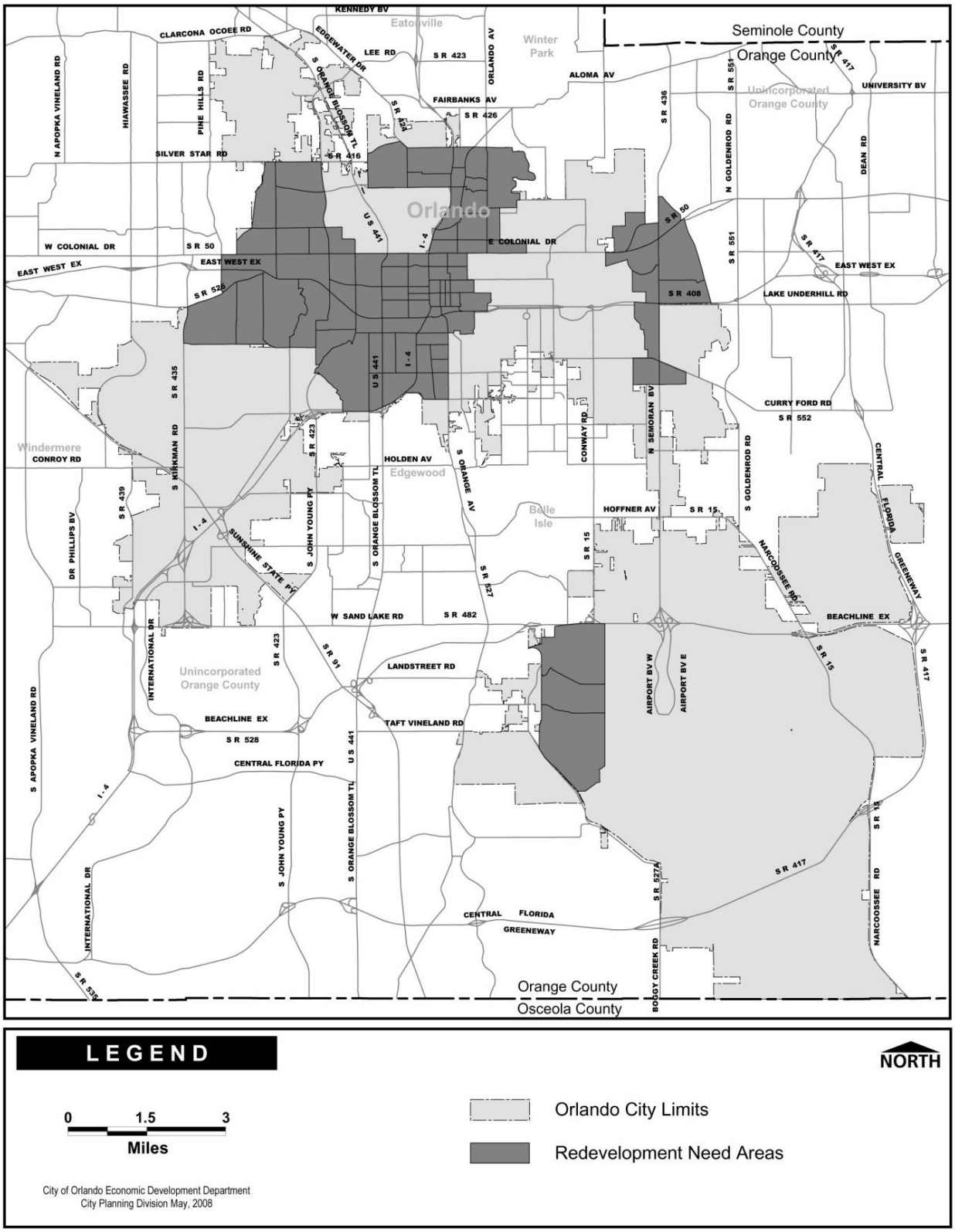
In 1994, the City sponsored an urban design study of the Parramore Heritage area. Dover/Kohl and Partners, a South Miami urban design firm which specializes in traditional neighborhood design, was retained to work with neighborhood residents and property owners to produce a site specific urban design plan. Dover/Kohl conducted three intensive design charettes during which they worked with community residents, property owners and City staff to establish a vision for the design of the Parramore Heritage community. Charette activities included neighborhood tours, open mike sessions, interviews with stakeholders, brainstorming and drawing solutions and presenting ideas to other participants. The resulting Urban Design Plan was enthusiastically endorsed by community members.

The Parramore Heritage Urban Design Plan is based upon basic neighborhood design principles which reflect a shared vision that will protect and strengthen the area's traditional urban neighborhoods. The premise of the plan is that the Parramore Heritage District should be restored and organized as a series of wards; each ward should have a recognizable center, defined edges and a mix of uses which satisfy most daily needs. Streets are to be friendly and safe for people as well as for automobiles.

On June 21, 1999, the Orlando City Council approved a five year action plan for the Parramore Heritage area. The action plan was developed by the Parramore Heritage Development Corporation (PHDC), and focused on increasing public safety, adding a community school and boosting economic development, housing and home ownership.

In November 2003, Mayor Buddy Dyer commissioned community volunteers to serve on the Parramore Task Force, which focused on the critical areas of housing, public safety, business development, children and education, and quality of life. Recommendations from the Task Force were presented in June 2004, leading to the implementation strategy known as Pathways for Parramore.

Figure LU-13 Redevelopment Need Areas



The Pathways for Parramore master planning/zoning strategy calls for improvements to the overall environment to encourage new and expanded businesses; encouragement of entertainment, arts, recreation and culture; improvement of community/neighborhood compatibility to strengthen residential and mixed-use development. This is to be accomplished by ensuring well-designed landscaping, urban design, and architecture, along with strong code enforcement.

The Pathways for Parramore public safety/public works strategy emphasizes crime reduction through both physical and programmatic improvements, code enforcement, the provision of infrastructure necessary for future development. Along with routine maintenance of public works, the strategy specifically recognizes the need to install necessary stormwater drainage utilities, potable water, sanitary sewer, sidewalks and streets.

The Pathways for Parramore social services/education plan seeks to facilitate the development of a seamless, easy-to-access, effective system of social services and economic support for Parramore residents; the creation of partnerships to ensure the educational success of Parramore's children; significantly reduce the unemployment rate; and reduce the homeless population in Parramore community.

Finally, the Pathways for Parramore housing plan calls for increasing the housing suitable for homeownership through the Community Redevelopment Agency (CRA), including the provision of technical assistance and financial incentives where appropriate; and incorporating the historical perspective of the Parramore neighborhood into the development of new housing. A major aspect of any renovation is to preserve historic landmarks and maintain a balance of new construction and original architectural design. The goal is to create new housing that incorporates the architectural design of the early 1900's. This aspect of the Pathways strategy is essential in respecting the history of this community.

Some of the recently completed and current projects taking place in the Parramore area include:

- The Carver Park Housing Development, a 203-unit project by the Orlando Housing Authority which will provide 57 families the opportunity of homeownership.

- The CityView/Hughes Supply Headquarters Project, a mixed use development including housing, retail, and office space centrally located within the Parramore district. The Hughes Supply building is fully occupied and there is a waiting list of residents for the CityView apartments.

- The Shiloh Baptist Church is making a $5 million investment in a new youth/life center to more effectively serve the Parramore residents spiritually, socially and economically.

- The new Federal Courthouse represents an investment of $82 million, housing 400 employees combined with the George C. Young Courthouse.

- The Florida A&M School of Law campus, recently completed, provides approximately 750 students the opportunity to attend a prestigious law school in a downtown neighborhood.

- The first step in the Creative Village is complete, with the UCF School of Digital Media Florida Interactive Entertainment Academy. Students and faculty are now located in the building (the former Expo Center) which is expected to house 1,600 students in the next several years, and 3,100 students at buildout.

Baldwin Park (former Orlando Naval Training Center). A major infill/redevelopment opportunity within 3 miles of Downtown Orlando and Winter Park was created with the closing of the Orlando Naval Training Center (ONTC; see aerial below). From World War II until the 1990's, the area now known as Baldwin Park was used for military purposes. When the Orlando Army Air Station was established in 1942, it actually included an area much larger than what we now know as the Naval Training Center (NTC) Main Base. The Air Station also included areas now developed as the Audubon Park neighborhood, the Fashion Square Mall, Koger Office Center and other surrounding properties, in addition to what is now Orlando Executive Airport.

NTC Orlando – Circa 1995

After World War II, the Orlando Executive Airport property was returned to the City of Orlando, and the Audubon Park, Fashion Square Mall, Koger Center and other properties were sold as the Air Station gradually reduced its operations. In the early 1960's, the Air Station closed its doors, and the remaining property was turned over to the U.S. Navy for use as the country's third Naval Training Center. Over the next three decades, NTC Orlando served as the training site of over 650,000 Navy Recruits. The Main Base property was home to three major commands: The Recruit Training Command, the Service School Command, and the Nuclear Power School.

The Federal Base Realignment and Closure Commission (BRAC) identified NTC Orlando for closure in July 1993. Upon notice of the final decision of the BRAC, the City of Orlando initiated the development of a Base Reuse Plan to guide transition of base property and facilities to

other uses in support of local goals for economic and community development. The base closure and redevelopment planning process was a community-based, proactive planning approach that established direction for redevelopment and reuse of the NTC facilities and properties. The effort consisted of four stages: 1) Base Reuse Plan; 2) Business and Development Plan; 3) Urban Design Vision Plan; and 4) Selection of a development team.

The Base Reuse Plan. "How can this 1,100 acre area be re-woven into the community?" "What form should it take?" These major questions were answered through a pro-active planning process initiated in 1995. Following the Pentagon's decision to close the NTC, Mayor Glenda Hood appointed a Base Reuse Commission made up of Central Florida business and government leaders, to identify alternative uses for the base. With financial assistance from the U.S. Department of Defense Office of Economic Adjustment (OEA), the City established and staffed an NTC Base Reuse Office and hired a consulting team headed by BRW, Inc. to assist in preparing a Base Reuse Plan.

It took approximately eleven months to develop the Base Reuse Plan. A thorough inventory of the physical, environmental, and economic conditions of the NTC property and the surrounding neighborhoods had to be performed. This assessment led to the identification of the site's opportunities and constraints, along with the development of goals and objectives for the Base's reuse. Several land use plans that would achieve the established goals and objectives were evaluated. The approved Base Reuse Plan was used by the Department of the Navy as the basis in preparing their Environmental Impact Statement.

Throughout the entire process, public comments were solicited and incorporated into the plan. Local residents were kept informed through public forums, newsletters, committee meetings, newspaper articles and television news broadcasts.

Urban Design Vision Plan. The design phase of the redevelopment process began in early 1997, approximately two years after the Base Reuse Plan had been prepared. A consultant team headed by A. Nelessen Associates was hired by the City to prepare a detailed Urban Design and Transportation Plan using the approved Base Reuse Plan as a guide. A second consultant team led by Post Buckley, Schuh & Jernigan (PBS&J) and WBQ Inc. was hired to design a supportive Infrastructure Plan.

Citizen input was a valued component of the design process. A Visual Preference Survey was conducted to determine the type of development area residents desired for the NTC property. At three different meetings, citizens reviewed and rated 240 slides depicting single-family homes, multifamily homes, pedestrian areas, transit possibilities, commercial land uses, offices, streets, parking, signs and civic buildings. The Survey results were presented at an all-day workshop where residents rolled up their sleeves, grabbed markers and put their ideas down on paper to convey how they would like to see the area developed. At the end of the day, several themes stood out – linking the site with surrounding neighborhoods, providing public access to lakes, using open space to form a network or green through the project, creating a vibrant main street, and dispersing automobile traffic through a gridded street network. Using these themes, the Nelessen team created an Urban Design Plan implementing these ideas through the use of Traditional Neighborhood Design principles.

The Vision Plan presented a complete development concept, providing for balanced long-term growth with approximately 3,000 residential units and over 2.7 million square feet of office/commercial uses at buildout. A pedestrian oriented village center which included retail, office, and high density residential uses, surrounded by less intense residential areas was the focus. The two lakes on the site were cited as public space and an open space corridor linked the lakes with parks and other open space areas, thereby connecting it with wildlife corridors in the surrounding areas. This process not only produced a clear concept of community expectations, but also resulted in a set of design guidelines that could be implemented. The stage was set, the community set the bar and challenged the development sector to come forward and improve on the community's vision.

Illustration of Orlando Naval Training Center-Village Center, Orlando Partners

Selecting a Development Team. With a clear vision in mind, the City sought a development team that would understand and implement that vision. Four nationally recognized development teams were short-listed for simultaneous negotiations. The four teams included such national developers as Post Properties, Pulte Home Corporation, Haile Plantation Group, The Arvida Company, The Rouse Company, WCI Communities and Cali Realty Corp.

During this period, City staff actually became a part of each of the four development teams; allowing City staff to work with each team, improving the quality of the submissions and explaining the community's objectives. This kept the competition keen and resulted in four very strong redevelopment proposals; any of which, when developed, would achieve the community's redevelopment objectives.

After six weeks of studying the competing development proposals, listening to their presentations and visiting previous projects undertaken by the developers, the City chose Orlando NTC Partners. Consistency with the Concept Plan, the experience of the development team, and the proposal's strong integration with the natural environmental features of the site were all major factors in the selection process. The Orlando NTC Partners team featured Mesirow Stein Real Estate, Inc., Carter & Associates, Atlantic Gulf Communities Corporation, David Weekly Homes and Morrison Homes as developers supported by a design team consisting of Skidmore, Owings & Merrill LLP, Cooper Cary and Miller-Sellen & Associates, Inc.

Conveyence. With a development team in place, the City of Orlando intensified efforts to acquire the NTC property from the Navy. On October 27, 1999, six years after the Navy announced the closure, the City Council voted unanimously to purchase the property from the Navy and moments later voted to sell the property to Orlando NTC Partners. Under the terms of the agreement, the City would pay the Navy $1.2 million plus 75 percent of the price paid by Orlando NTC Partners. In addition, the developer was required to make a one-time payment of

$3 .5 million to a local Homeless Provider Trust Fund. By selling the property to one developer, the City could eliminate blighted conditions and create a tremendous amount of taxable value. In addition, the redevelopment would create 200 acres of parks and open 250 acres of lakes to the public. Another 90 acres would remain as out-parcels for various federal operations, leaving only about 550 acres of developable property for new streets, parcels and lots.

The sale to one developer also reflected the complexities of redeveloping a former military base. Before any new construction could begin, the developer first had to clear the site of 256 buildings (4.5 million square feet), excavate 25 miles of substandard roads and 200 miles of underground utilities, and remove contaminated soil discovered on the greens of the base golf course – at a cost of approximately $40 million.

In an effort to implement sustainable development practices, concrete and masonry materials from demolished buildings were crushed on-site and recycled in a massive underground filtration system and as road base for new public streets. Reusing 750,000 tons of recycled concrete on-site eliminated the 40,000 truck trips it would have taken to transport waste materials to the landfill. In addition to recycling of materials, the developer was also able to salvage a multitude of building materials and components including valves, pumps, turbines, tanks, chillers, generators, compressors, air conditioners, toilets, and sinks.

Urban Village – Planned Development Ordinance. All development within Baldwin Park is regulated under a Planned Development Ordinance (PD) that was adopted by the Orlando City Council on July 27, 1998. The PD includes a Land Use Program, a Land Use Plan, a Regulatory Plan, open space, transportation and landscape standards, and architectural guidelines that together define the density, intensity, type and character of development allowed within the PD.

The Baldwin Park PD allows for approximately 4,300 residential units (single family, townhomes, apartments, and condos), 310,000 square feet of village center commercial/retail, 930,000 million square feet of office space within the village center and in other office districts, and 245,000 square feet of civic space.

As another example of sustainable development practice, the development team was also able to relocate over 100 large oak trees into strategic locations within planned parks and neighborhood greens. In many instances, the trees act as focal points within the parks and neighborhoods. The largest trees were over 150,000 pounds in size, with the total weight being over 4,000 tons. And most importantly, the team was able to attain over 90% survivability for the relocated trees.

Now, in 2008, eight years after the actual redevelopment began, Baldwin Park has been transformed into a mixed use neighborhood with more than 2,700 residential units, 712,000 square feet of office, 155,437 retail square feet, and 245,000 square feet of civic space.

Aerial of the project looking east towards Lake Baldwin.

Mixed retail and residential building within the Baldwin Park Village Center

The Baldwin Park project has won a number of prestigious awards, including:

- The American Planning Association – Florida Chapter 1998 Award of Excellence.
- The Congress of the New Urbanism – 1999 Catherine Brown Award for the Landscape of the New Urbanism.
- The Palladio Award – 2004 New Design Award for the Enders Community Center.
- Audubon of Florida – 2004 Distinguished Corporation Award.
- National Arbor Day Foundation – 2004 National Building With Trees Award.
- The Council for Sustainable Florida – 2004 Sustainable Florida Award.
- Urban Land Institute (ULI) – 2004 Award for Excellence
- United States Environmental Protection Agency (EPA) – National Award for Smart Growth Achievement in the category of Military Base Redevelopment.

- National Association of Home Builders – The Best in American Living Award
    - 2005 Platinum Award for Best Community
    - 2005 Platinum Award for Best Smart Growth Community
- The Phoenix Awards Institute, Inc. – 2006 Phoenix Award for Excellence in Environmental Redevelopment.

While awards are all well and good, the most important outcome is that a community has been built, comprised of neighborhoods in the great Orlando tradition.

New Broad Street Park – Baldwin Park

Community Redevelopment Agency. Pathways for Parramore, Baldwin Park and other similar projects have been undertaken by the Downtown Development Board and the Community Redevelopment Agency (CRA). The CRA is funded by tax increment revenues generated by development in the downtown. This dedicated source of revenue has enabled Orlando to be a national leader in creating public/private partnerships for needed redevelopment.

Historic Preservation. The City of Orlando also has one of the finest historic preservation programs in the State of Florida, with five designated Historic Preservation Districts. The Historic Preservation District designation has proven to be an important tool of urban revitalization. Historic district status has attracted new residents into Downtown neighborhoods. Home ownership has increased and greater neighborhood stability has emerged. Residents take pride in their homes and it is evident by immaculate yard maintenance and a rising number of home restorations. The City's Historic Preservation program has been instrumental in the revitalization of the City's Lake Eola, Lake Cherokee and Lake Copeland neighborhoods, and will continue to be used to help in the redevelopment of blighted areas such as the Parramore Heritage area. It should be noted that Historic Districts are initiated by neighborhood property owners, not the City. Therefore, historic districts help citizens to work together to preserve their investment in their neighborhoods. Historic districting in Orlando has resulted in increased public awareness, neighborhood conservation, better maintenance and higher property values.

Historic preservation ensures that the old and new are woven into a pleasing, meaningful urban fabric - one that is enjoyed and appreciated by long-time residents, newcomers, and visitors. Preserving Orlando's heritage is important because it is a proven economic development tool that safeguards our community's heritage and sense of place and serves as a cornerstone for future growth. Strategies for historic preservation include: encouraging the private sector, particularly in the Downtown and Parramore Heritage areas, to reuse significant buildings; encouraging the rehabilitation and revitalization of historic properties through incentives; and encouraging the public to take a strong role in preserving the City's resources. Please refer to the Historic Preservation Element for more information pertaining to this important aspect of redevelopment.

5.G. RECENT ANNEXATION ACTIVITY

Central cities, such as Orlando, are the focal points of every metropolitan area. Orlando has been extremely successful in maintaining a diverse and growing economic base and providing new growth opportunities throughout the City. The City's population has increased through the annexation of surrounding areas and revitalization of existing neighborhoods.

Since 1980, the City has experienced a great deal of growth in its land area, as the result of annexations. Figure LU-14 graphically displays the areas where annexation activity has taken place since 1980, including growth in land area from 1998 (the year the previous EAR was adopted).

Figure LU-14 Annexations 1980 - 2006

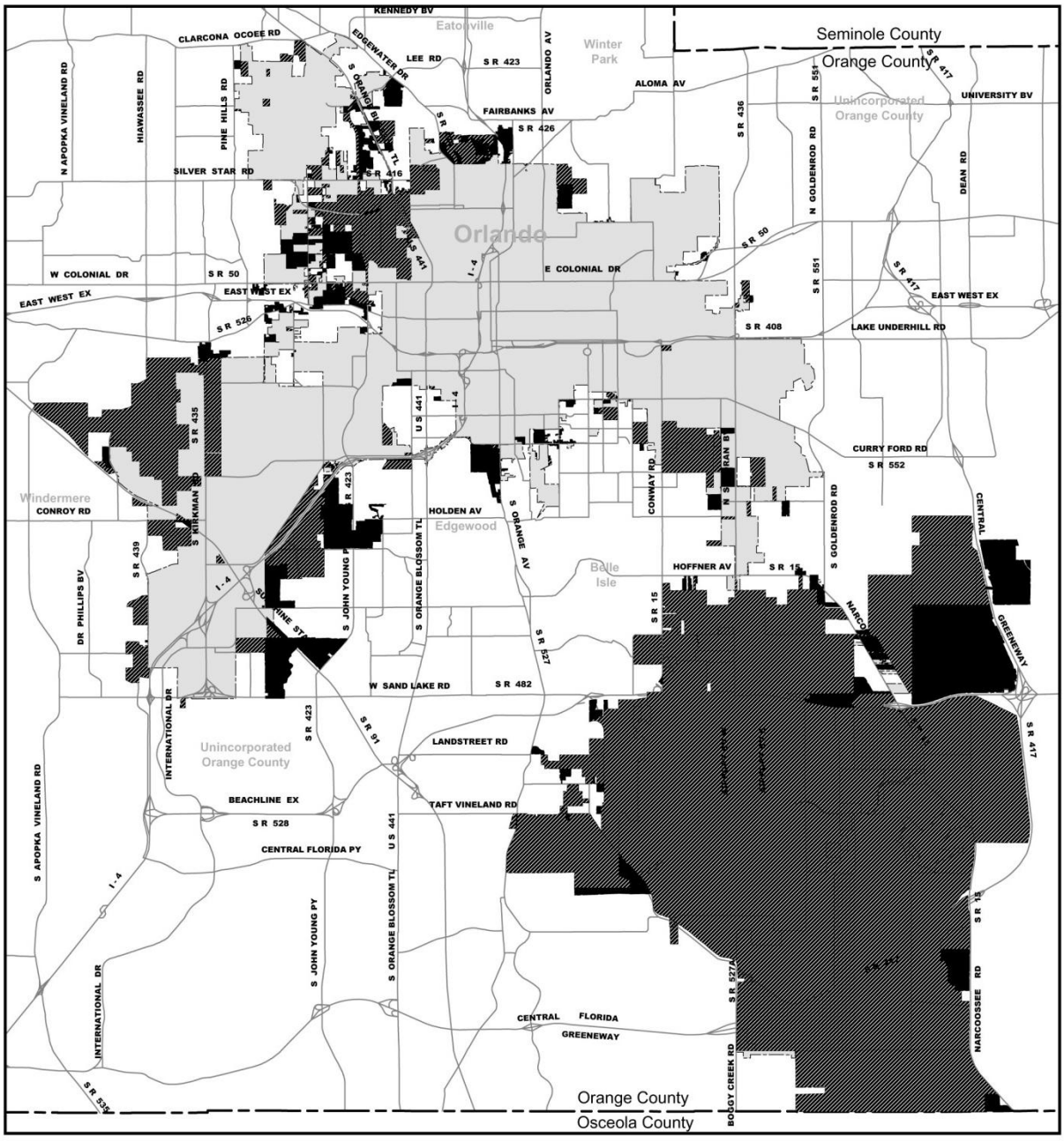


Figure LU-15 shows the City's growth in acres, square miles and resident population per square mile. According to Figure LU-15, Orlando's land area has increased by 42,904 acres (67 square miles) from 1980 to 2006, or 155%. Much of this acreage can be found on the Orlando International Airport property and within the Southeast Orlando Sector Plan and Vista East annexation areas in southeast Orlando (those annexations took place in the 1990s). Because much of this land was vacant when annexed, the City's resident population per square mile understandably decreased. It is anticipated that the resident population per square mile for the City will increase as development in the annexed areas proceeds into the future.

FIGURE LU-15: CITY DIMENSIONS AND POPULATION PER SQUARE MILE

Year	Acres	Square Miles	Population	Population Per Square Mile
1980	27,624	43.16	128,291	2,972
1985	40,454	63.21	146,491	2,318
1990	46,196	72.18	164,693	2,282
1995	60,304	94.23	170,307	1,807
1998	62,876	98.24	180,462	1,837
2000	65,888	102.95	185,951	1,806
2006	70,528	110.2	224,055	2,033

Source: City of Orlando GIS, and BEBR.

Since the previous EAR which was adopted in 1998, the City's land area has increased from 62,876 acres (or 98.24 square miles) to 70,528 acres (or 110.2 square miles). This represents an increase of 7,652 acres or 11.96 square miles. Most of this increase is made up of lands annexed in the Vista East area. In fact, the annexations that occurred in the mid to late 1990's actually caused the City's population per square mile to decrease for several years (most of that land was vacant). However, since 2000, the City's population per square mile has increased.

Figure LU-16 describes the development potential added to the City since 1998 using the maximum densities and intensities of the assigned City future land use designations.

FIGURE LU-16: FUTURE LAND USE DESIGNATIONS ASSIGNED TO ANNEXED AREAS 1998-2006

Future Land Use Designation Assigned to Annexed Property	Acres	Maximum Residential Density	Maximum Non-Residential Intensity (F.A.R.)	Maximum Residential Development Potential (Dwelling Units)	Maximum Non-Residential Development Potential (Sq. Ft.)
Airport Support District-High Intensity	63.78	N/A	1.50	N/A	4,167,385
Airport Support District-Medium Intensity	91.73	25 du/acre	0.70	2,293	2,797,031
Community Activity Center	300.12	40 du/acre	0.70	12,005	9,151,259
Community Activity Center/RP	19.09	40 du/acre	0.70	764	582,028

Future Land Use Designation Assigned to Annexed Property	Acres	Maximum Residential Density	Maximum Non-Residential Intensity (F.A.R.)	Maximum Residential Development Potential (Dwelling Units)	Maximum Non-Residential Development Potential (Sq. Ft.)
Conservation	1885.98	1 unit/5 acres	0.05	377	4,107,664
Conservation/RP	3.26	1 unit/5 acres	0.05	1	7,100
Industrial	1047.83	N/A	0.70	N/A	31,950,432
Industrial/RP	5.78	N/A	0.70	N/A	176,244
Metropolitan Activity Center	62.18	200 du/acre	3.00	12,436	8,125,682
Mixed Use Corridor - Medium Intensity	146.10	30 du/acre	0.50	4,383	3,182,058
Mixed Use Corridor - Medium Intensity/RP	2.43	30 du/acre	0.50	73	52,925
Mixed Use/Neighborhood Development	197.63	12 du/acre	0.40	2,372	172,175
Neighborhood Activity Center	86.92	30 du/acre	0.30	2,608	1,135,871
Neighborhood Activity Center/RP	11.52	30 du/acre	0.30	346	150,543
Office Low Intensity	104.83	21 du/acre	0.40	2,201	1,826,558
Office Low Intensity/RP	18.36	21 du/acre	0.40	386	319,905
Office Medium Intensity	30.95	40 du/acre	0.70	1,238	943,727
Public-Recreational-Institutional	204.97	N/A	N/A	N/A	N/A
Public-Recreational-Institutional/RP	0.02	N/A	N/A	N/A	N/A
Residential Low Intensity	2136.86	12 du/acre	0.30	25,642	27,924,486
Residential Low Intensity/RP	**59.67**	**12 du/acre**	0.30	716	779,768
Residential Medium Intensity	**312.28**	**30 du/acre**	0.30	9,368	4,080,875
Residential Medium Intensity/RP	**9.14**	**30 du/acre**	0.30	274	119,442
Urban Activity Center	360.31	100 du/acre	1.00	36,031	15,695,104
Urban Activity Center/RP	0.01	100 du/acre	1.00	1	218
Urban Village	489.97	By Project	By Project	N/A	N/A
Urban Village/RP	0.02	By Project	By Project	N/A	N/A
Total	**7651.73**			**139,156**	**117,448,481**

It should be noted that the potential development within the annexed areas is completely unrealistic based on market conditions. When large properties such as Vista East were annexed, an extensive analysis of the impacts to public facilities was performed. Where necessary, subarea policies were adopted to limit the maximum development program and thus ensure that the City can plan for new services needed to accommodate development. Please refer to the vacant land analysis presented in the previous section of this Element.

5.H. POTENTIAL LAND USE INCOMPATIBILITIES AND ADJACENT LAND USES

To a great extent, lands immediately adjacent to the City, particularly to the north, east and west have either already been developed with urban or suburban land uses, or are currently zoned to allow urban growth. In fact, upon reviewing the Orange County Future Land Use Element and Evaluation and Appraisal Report, it is clear that Orange County supports fairly wide-spread urbanization adjacent to the central City of Orlando.

The City's existing and proposed intensities and densities of development are compatible with adjacent areas. To the north lie the City of Winter Park and intensely developed portions of unincorporated Orange County. Because of the dense, interconnected roadway network, it is sometimes difficult to differentiate Orlando from these areas. To the northeast and east of the City, the land uses can be characterized as developed urban and suburban residential and non-residential, with very little remaining vacant land (less than 10%). To the northwest and west of the City, more suburban development has occurred at slightly lesser intensities than those areas in the north and east. The northwest and west areas have developed more recently, with most growth occurring in the past 15 years. The area immediately south of the City, north of Taft/Vineland Road and between Conway Road and Interstate 4, is also heavily urbanized. This area includes the cities of Edgewood and Belle Isle as well as unincorporated Orange County. There is little room for continued urban growth within this area except the commercial and industrial areas along Sand Lake Road, the BeachLine Expressway and Sunshine State Parkway. The "attractions" area has influenced development patterns in the southwest portion of the City, and will no doubt continue to do so. The redevelopment of the Lockheed-Martin facility by Universal Studios (the largest remaining predominantly vacant land in the southwest) is anticipated to have significant impacts on the City of Orlando.

The only areas where "sensitive" or rural edge conditions occur are in the Southeast Orlando Sector Plan and the Vista East annexation areas in the southeastern portion of the City. The extensive planning of the Southeast Orlando Sector Plan area has addressed potential incompatibilities through the concentration of high intensity uses within town, village and neighborhood centers; the creation of lower intensity and clustered land uses near rural areas; and the implementation of the Primary Conservation Network concept, which calls for the preservation of both environmentally sensitive uplands and wetlands and the creation of viable, undeveloped, wildlife corridors. While the Vista East area is more conventionally suburban in terms of land use form and design, the area is physically separated from more sensitive rural uses by the Central Florida Greeneway.

In terms of addressing land use incompatibilities, the City of Orlando already has mechanisms in place for the elimination or reduction of uses inconsistent with the Future Land Use Map Series (9J-5.006(2)(d)2). These mechanisms include a Zoning Map which is consistent with the Future Land Use Map Series, and Land Development Code provisions for the amortization of nonconforming uses. The adopted Goals, Objectives, and Policies of this Element also contain a series of neighborhood protection policies designed to prohibit expansion of incompatible uses into existing residential neighborhoods.

5.I. ANALYSIS OF FLOOD PRONE AREAS

An analysis of the proposed development and redevelopment of flood prone areas is provided in the Conservation and Stormwater & Aquifer Recharge Elements. It should be noted that the City of Orlando is not located in a coastal high-hazard area. However, the City of Orlando Fire and Police Departments, along with the various state agencies, Orlando Utilities Commission and Orange County Government, have established a comprehensive emergency management program, including shelters, social services, and communications. This program includes a ham radio system that links the City, Orange County, public utilities, and area law enforcement agencies in times of emergency. Disaster preparedness can be improved with additional training and coordination with other local governments and agencies. An analysis of any pertinent mitigation reports issued for the City will be incorporated into the update of the Conservation and/or Stormwater Elements.

5.J. ANALYSIS OF ENERGY EFFICIENT LAND USE PATTERNS

In 2008, the Florida Legislature enacted Chapters 2008-191 (House Bill 697) and 2009-96, which established a series of new local planning requirements related to energy efficient land use patterns, transportation strategies to address greenhouse gas reductions, energy conservation, and energy efficient housing. These new requirements became effective on July 1, 2008. The Florida Department of Community Affairs has been working over the past two years on revisions to Rule 9J-5, Florida Administrative Code, to provide local governments with guidance on how best to implement these new requirements. The proposed minimum criteria address:

- Energy efficient land use patterns accounting for existing and future electric power generation and transmission systems
- Greenhouse gas reduction strategies
- Strategies to address reduction in greenhouse gas emissions from the transportation sector
- Factors that affect energy conservation
- Depicting energy conservation on the Future Land Use Map series
- Energy efficiency in the design and construction of new housing
- Use of renewable energy resources
- Discouragement of urban sprawl
- Achievement of healthy, vibrant urban centers
- Strategies to support and fund mobility within designated Transportation Concurrency Exception Areas

The purpose of this analysis is to describe the City of Orlando's future land use philosophy and how it relates to energy efficiency and conservation, the creation of healthy and vibrant urban centers, development of alternative transportation modes, and the discouragement of urban sprawl. This report also provides data and analysis which provides empirical evidence that the City's existing land use patterns are energy efficient and fully supportive of transit oriented development.

Basic Land Use and Mobility Principles

Transit-oriented development, or TOD, is a term used to describe a type of development that occurs in close proximity to transit nodes, and which results in a compact, mixed use, pedestrian-oriented type of neighborhood. TOD can play a substantial role in reducing Vehicle Miles Travelled (VMT) and therefore greenhouse gas emissions. TOD offers a mechanism to create an efficient urban form, and provides a choice for development with a lower carbon footprint than conventional auto-oriented development. In order to achieve a land use form supportive of transit oriented development, the following basic land use, community design, and mobility principles should be considered:

Land Use

- Require highest density uses closest to transit stops and commuter rail stations and transition to lower densities adjacent to existing single family neighborhoods.
- Encourage a mixture of residential, office, service-oriented retail and civic uses, either through mixed or multi-use development and redevelopment.
- Discourage automobile-dependent uses, such as automobile sales lots, car washes and drive-through windows.
- Encourage special traffic generators, such as cultural, educational, entertainment or recreational uses, to locate near transit stops (transit stations).
- Preserve existing stable neighborhoods.
- Encourage a mixture of housing types, including workforce/affordable housing as well as market-rate housing near transit stops.

Community Design

- Orient buildings so that they front on public streets or open spaces.
- Minimize front setbacks and locate parking in the rear.
- Provide windows and doors at street level and minimize walking distances to entrances.
- Screen unsightly elements, such as dumpsters, loading docks, service entrances and outdoor storage from the transitway.
- Include active uses on the ground floor of parking garages.
- Include elements such as street trees, pedestrian scale lighting and benches in streetscape design to encourage pedestrian activity.
- Place utilities underground, wherever possible.
- Establish public open spaces that can act as development catalysts and serve as focal points around transit stations.
- Design open spaces to be centers of activity that include items such as benches, fountains, and public art.

Mobility

- Create a multimodal environment that emphasizes pedestrians and bicyclists.
- Provide an inviting and extensive pedestrian system through the transit stop/station area to minimum walking distances, connect to neighborhoods, accommodate large groups of people, and eliminate sidewalk gaps.
- Design the pedestrian system to be accessible, safe and attractive, by using planting strips, street trees, on-street parking and bicycle lanes.
- Develop an interconnected street network with maximum block lengths of approximately 400 feet, and provide mid-block crossings if blocks are larger.
- Minimize surface parking and encourage shared parking facilities.

Transit Supportive Future Land Use Framework

Since the early 1980's, the City of Orlando's entire future land use philosophy has been designed to encourage urban infill and development at appropriate densities and intensities, to separate rural and urban land uses, and to discourage urban sprawl. Orlando's development framework is based on the concept of Activity Centers, interconnected by Mixed Use Corridors.

Future Land Use Policy 2.1.3 states that Activity Centers shall be located and designed so as to create vibrant urban areas, promote convenience, reduce travel distance and conserve energy. Policy 2.1.3 also states that the City's adopted Activity Center standards shall encourage mixed-use development, multi-modal public transit facilities, pedestrian-oriented amenities, high quality building and site design, affordable housing, and other features that foster livability, community identity and civic pride. Future Land Use Policy 2.2.1 states that Mixed Use Corridors are intended to provide for concentrated areas of mixed commercial, service, residential, and office uses at high extensities extending along and oriented to higher level thoroughfare and that a mixture of uses is specifically encouraged. Policy 2.2.1 goes on to state that Mixed Use Corridors are intended for locations where intermediate and high levels of mass transit service are available or programmed. This Activity Center/Mixed Use Corridor concept has had a strong impact on existing land use patterns, on the future pattern of physical development within the City, and on the City's ability to efficiently provide urban services.

In the adoption of the City's 1991 Growth Management Plan (GMP), an essential tool was added to the City's future land use framework, namely the institution of minimum densities and intensities. The use of minimum densities and intensities is critical in the creation of a land use pattern that supports transit oriented development. Except for the lowest density residential areas, most of the City's future land use designations and zoning districts have minimum density and intensity standards. The clustering of higher density and intensity primarily in Activity Centers and Mixed Use Corridors not only protects less intense districts from incompatible uses, but also allows the City to plan for increased transit, which needs higher levels of intensity to be viable.

Other notable adopted goals, objectives, and policies include GMP Future Land Use Objective 1.3 and associated Policies 1.3.1 and 1.3.2, which call for the City to achieve a compact urban form by maintaining the highest average density and intensity in Central Florida and by maintaining standards in its Activity Center, Mixed Use Corridor and other high intensity districts which discourage the proliferation of urban sprawl, encourage a compact urban form, encourage the redevelopment and renewal of blighted areas, and provide incentives for infill development. These policies recognize that the benefits of a concentrated urban form include efficiencies related to public services, neighborhood protection, energy consumption and environmental protection. These policies also call for maximizing the City's transportation system by regulating access on thoroughfares, controlling on-site parking, providing standards for mass transit facilities and the inclusion of requirements to ensure such facilities are readily available to users.

In reviewing the City's land use framework for the purposes of this analysis, eleven (11) future land use designations have been identified as supportive of transit oriented development. The criteria for determining if a future land use designation would be supportive of transit was a minimum density of 12 units per acre. These designations include the five levels of Activity Center, the City's Mixed Use Corridors, as well as our high and medium intensity Office and Residential designations. Densities and intensities range from 12 to 30 units per acre and 0.30 floor area ratio in the Residential Medium Intensity designation to 75 to 200 units per acre and 4.0 floor area ratio in the Downtown Activity Center. Higher densities and intensities are possible through the use of design and mixed use incentive bonuses. For example, it is possible to achieve a floor area ratio of 8.0 in the Downtown Activity Center.

The area of the City as of June 30, 2010 was 71,140 acres including water acres and conservation areas. According to the data provided on the following chart (Figure LU-17), of the City's net land area (64,380 acres excluding water acres), 31% or approximately 19,975 acres is located within a future land use designation supportive of transit oriented development. To be fair, a large portion of this acreage is comprised of the Orlando International Airport and Orlando Executive Airport. Taking those properties out of the calculations results in a total of 11,394 acres of land with future land use designations supportive of transit oriented development (or approximately 17.7% of the City's area). As a companion to the chart, a map (Figure LU-18) has been prepared which depicts the location of those future land use designations supportive of transit-oriented development located within a quarter (¼) mile of existing Lynx transit stops and planned commuter rail stations - SunRail.

SunRail is a commuter rail transit project that will run along a 61-mile stretch of existing freight rail tracks through Orange, Seminole, Volusia and Osceola counties, and the City of Orlando. SunRail is a joint project of the Florida Department of Transportation in cooperation with the Federal government and local governments along the route. The 31-mile first phase of SunRail will serve 12 stations, linking DeBary to Orlando. Phase II will serve 5 additional stations, north to DeLand and south to Poinciana. Service is expected to begin in 2013.

Orlando's four SunRail stations are located within some of the most intensively designated areas of the City. The Lynx Central Station and Church Street Station locations are located within the City's Downtown Activity Center. The Florida Hospital Health Village Station has a future land use designation of Urban Village, coupled with a form-based Planned Development that allows an average up to 25 dwelling units per acre and 2.0 floor area ratio (individual sites may be higher). Finally, the Amtrak/Orlando Health Station has a future land use designation of Urban Activity Center with Downtown South Overlay that may allow up to 100 dwelling units per acre with floor area ratios ranging up to 3.0 FAR.

Figure LU-17

City of Orlando - Land Use Form

Future Land Use Designations Supportive of Transit-Oriented Development (June 2010)

Future Land Use Designations	Minimum Density	Maximum Density	Minimum FAR	Maximum FAR*	Acreage	% of City
Activity Centers						
Downtown Activity Center	75 units/acre	200 units/acre	0.75	4.00	297.20	0.46%
Metropolitan Activity Center	30 units/acre	200 units/acre	0.75	3.00	11,177.07	17.36%
Urban Activity Center	30 units/acre	100 units/acre	0.50	1.00	1,949.96	3.03%
Community Activity Center	20 units/acre	40 units/acre	0.35	0.70	1,127.65	1.75%
Neighborhood Activity Center	15 units/acre	30 units/acre	N/A	0.30	242.91	0.38%
Mixed Use Corridors						
Mixed Use Corridor - High Intensity	30 units/acre	200 units/acre	0.40	1.00	121.86	0.19%
Mixed Use Corridor - Medium Intensity	15 units/acre	30 units/acre	N/A	0.50	477.12	0.74%
Other Intensive Designations						
Residential High Intensity (Adjacent to DT AC)	30 units/acre	200 units/acre	N/A	0.35	73.03	0.11%
Residential Medium Intensity	12 units/acre	30 units/acre	N/A	0.30	3,824.96	5.94%
Office High Intensity (allows residential)	30 units/acre	200 units/acre	0.40	1.00	44.61	0.07%
Office Medium Intensity	12 units/acre	40 units/acre	0.30	0.70	639.10	0.99%
				Total - Including Airports	**19,975.47**	**31.03%**
				Total - With Airports Removed	**11,394.47**	**17.70%**

** Maximum before bonuses - example, with bonuses, possible to achieve 8.0 FAR in Downtown Activity Center*

Orlando Commuter Rail Stops

Lynx Central Station - Downtown Activity Center

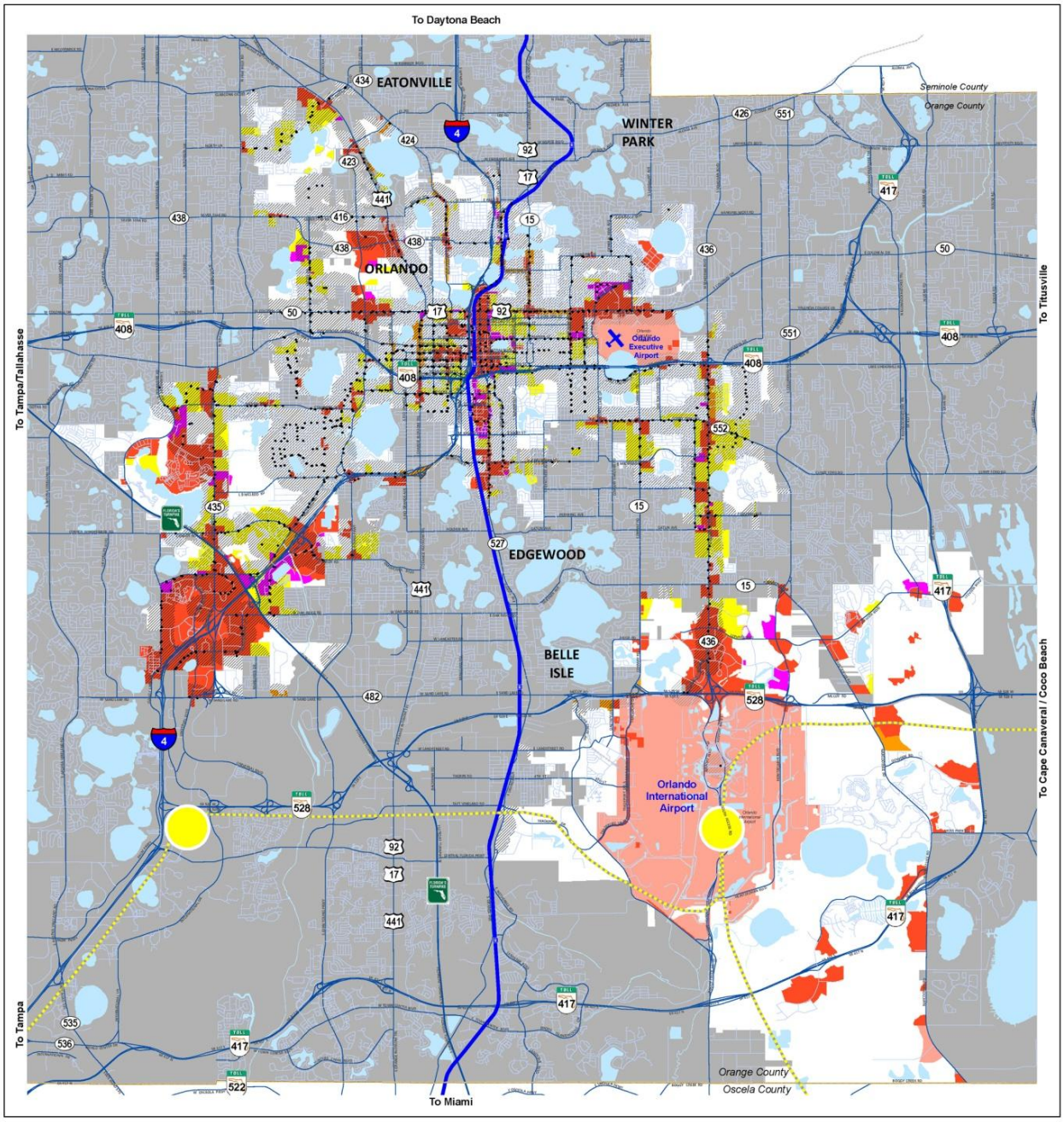
Church Street Station - Downtown Activity Center

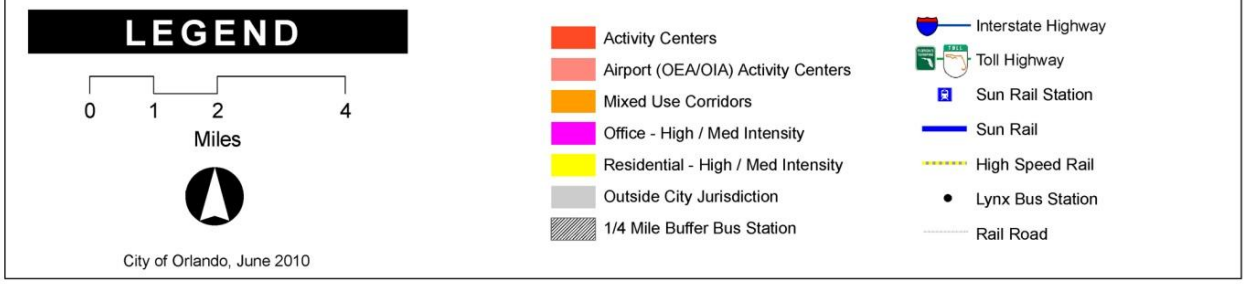
Florida Hospital Health Village Station - Urban Village/Form Based PD allows average up to 25 du/acre and 2.0 FAR, individual sites may be higher

Amtrak/Orlando Health Station - Urban Activity Center with DT South Overlay that allow up to 100 du/acre, and FARs ranging up to 3.0

FIGURE LU-18

Future Land Use Designations Supportive of Transit-Oriented Development





Existing Land Use – Housing and Population Surrounding Transit Stops

The City of Orlando consists of approximately 71,140 acres (or 111.16 square miles) inclusive of water acres and conservation/environmentally sensitive lands. The City's total land area, with water acres removed, equals 64,380 acres (or 100.59 square miles). Of that total, 27,966 land acres are located within a quarter (¼) mile of a Lynx transit stop or commuter rail station location. That represents 43.44% of the City's total land area.

Using the City's Land Use Database (CLUDB) and Geographic Information System (GIS), the City has developed existing land use data for the City as a whole and for the area within a quarter (¼) mile of Lynx transit stops and planned commuter rail stations. This analysis includes eight major existing land use categories: single family, multi-family, office, retail, hotel, industrial, hospital, and civic/government. The map on the following page (Figure LU-20) depicts the existing land use pattern for the area within a quarter (¼) mile of existing Lynx transit stops and planned commuter rail stations.

According to the CLUDB data, and as shown on Figures LU-19, LU-21 and LU-22 below, approximately 59.84% of the City's single family units and 62.60% of the City's multifamily units are located within a quarter (¼) mile of a Lynx transit stop or commuter rail station. That represents over 73,638 residential units. The CLUDB/GIS data indicate that over 99% of the single family units and 78% of the multi-family units in the Downtown GMP planning area are located with the quarter (¼) mile buffer area. The geographic planning area with the least amount of coverage for both housing types was the Southeast GMP planning area which is the "newest" area of the City with the greatest amount of vacant undeveloped land and the least developed transit service.

FIGURE LU-19: SINGLE FAMILY HOUSING UNIT ESTIMATES – WITHIN QUARTER (¼) MILE OF TRANSIT STOPS

	Total Single Family Units - City	Single Family Units within 1/4 Mile of Lynx or Commuter Rail Stop	Percentage (%) of Single Family Units within 1/4 Mile of Lynx or Commuter Rail Stop
Northwest	7,746	4,622	59.67%
Northeast	6,131	4,902	79.95%
Downtown	1,021	1,013	99.22%
Southwest	7,672	5,822	75.89%
Southeast	16,334	6,923	42.38%
Total City	**38,904**	**23,282**	**59.84%**

FIGURE LU-20

Existing Land Use Within a 1/4 Mile Distance from LYNX Stops & Sun Rail Stations

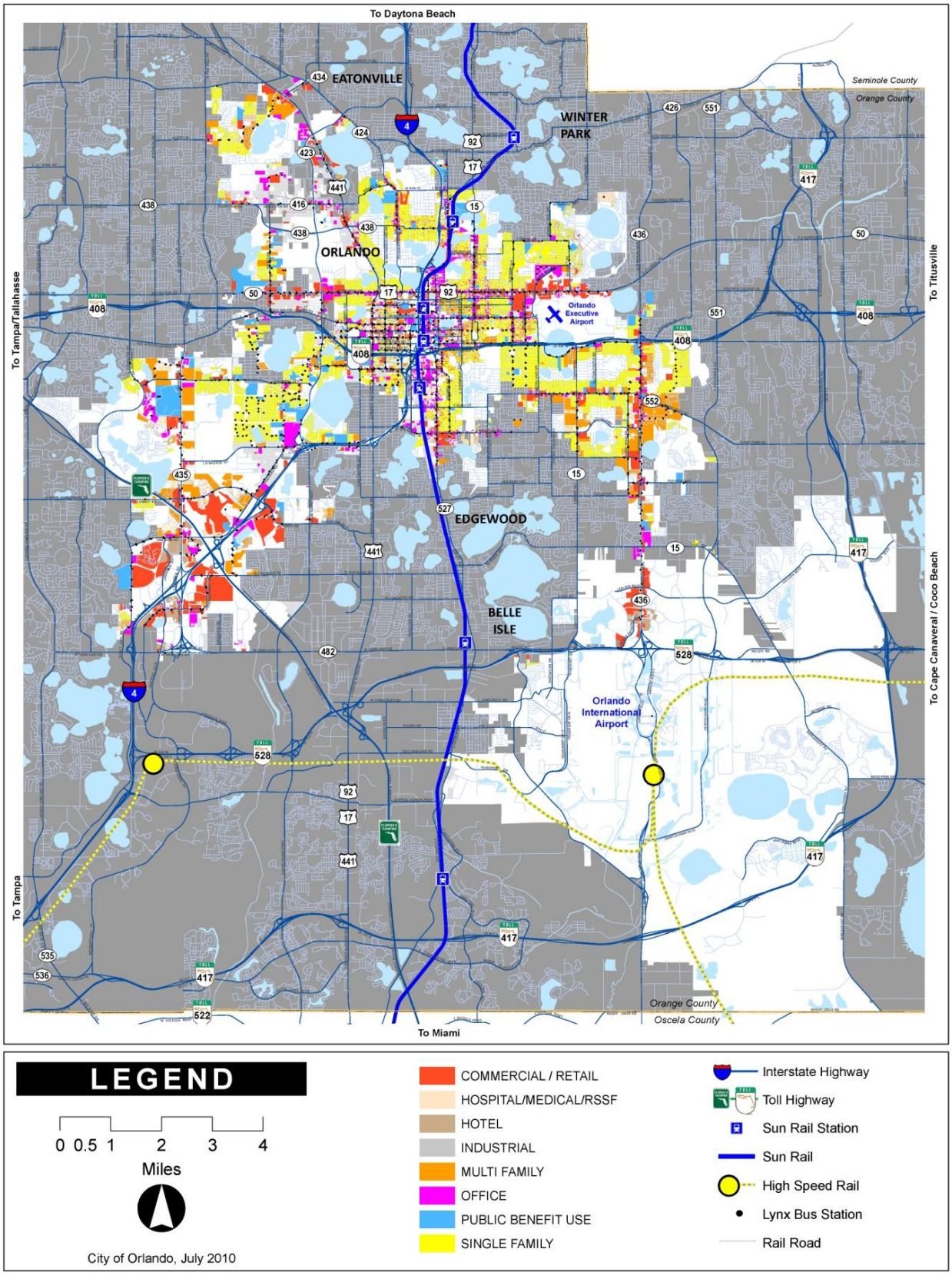


FIGURE LU-21: MULTI-FAMILY HOUSING UNIT ESTIMATES – WITHIN QUARTER (¼) MILE OF TRANSIT STOPS

	Total Multi-Family Units - City	Multi-Family Units within 1/4 Mile of Lynx or Commuter Rail Stop	Percentage (%) of Multi-Family Units within 1/4 Mile of Lynx or Commuter Rail Stop
Northwest	8,154	6,842	83.91%
Northeast	4,968	2,716	54.67%
Downtown	10,890	8,510	78.15%
Southwest	30,641	20,541	67.04%
Southeast	25,791	11,747	45.55%
Total City	**80,444**	**50,356**	**62.60%**

FIGURE LU-22: TOTAL RESIDENTIAL UNIT ESTIMATES – WITHIN QUARTER (¼) MILE OF TRANSIT STOPS

	Total Residential Units - City	Residential Units within 1/4 Mile of Lynx or Commuter Rail Stop	Percentage (%) of Residential Units within 1/4 Mile of Lynx or Commuter Rail Stop
Northwest	15,900	11,464	72.10%
Northeast	11,099	7,618	68.64%
Downtown	11,911	9,523	79.95%
Southwest	38,313	26,363	68.81%
Southeast	42,125	18,670	44.32%
Total City	**119,348**	**73,638**	**61.70%**

The data indicates that the City of Orlando's gross residential density is approximately 1.68 units per acre. This figure is derived using the City's total area (including water acres, conservation areas, etc.) and dividing by the total of 119,348 residential units. In comparison, the gross residential density of the area within a quarter (¼) mile of Lynx transit stops or commuter rail stations is 2.63 units per acre. Again, this figure includes all land acres (both residential and non-residential, vacant, right-of-way, etc.) as well as water acres and conservation areas. The gross residential density of the area within a quarter (¼) mile of Lynx

transit stops and commuter rail stations is 56.7% higher than the City overall. While interesting, gross residential density (i.e., units per acre) is not the best indicator for determining the appropriate density or intensity to support transit. Rather, one must examine population density and employment density to achieve a more meaningful understanding.

Translating the housing unit information into resident population results in an estimate of approximately 144,443 City residents living within a quarter (¼) mile of a transit/commuter rail stop. That figure represents approximately 61.24% of the City's total population. The City of Charlotte had a similar figure of approximately 64% in 2004 according to their Transportation Department. The data presented in Figure LU-23 below indicates that nearly 81% of the City's Downtown residents are located close to transit stops and the proposed commuter rail stations. The area of the City with the smallest percentage of people within the quarter mile buffer is the southeast (43.17% coverage) which is the newest area of Orlando and which is characterized by relatively few established Lynx transit routes. However, while the percentage in that area is small, the actual number of people within the quarter (¼) mile buffer is fairly substantial at approximately 37,519.

FIGURE LU-23: POPULATION ESTIMATES – WITHIN QUARTER (¼) MILE OF TRANSIT STOPS

	Total Population - City	City Population within 1/4 Mile of Lynx or Commuter Rail Stop	Percentage (%) of City Population within 1/4 Mile of Lynx or Commuter Rail Stop
Northwest	32,498	23,340	71.82%
Northeast	21,826	14,621	66.99%
Downtown	17,906	14,492	80.93%
Southwest	76,710	54,471	71.01%
Southeast	86,913	37,519	43.17%
Total City	**235,853**	**144,443**	**61.24%**

Population density is a critical factor affecting land use and transportation planning. Dense urban areas may be well suited for a transportation system designed to provide a broad range of transportation choices. Less dense regions may develop transportation networks that rely on high-volume roadways designed for maximum speed, efficiency, or access to specific nodes.

Figure LU-24 provides a comparison of population densities for selected metropolitan areas and associated central cities. In reviewing population densities for various metropolitan areas (those over 500,000 in population), using 2000 U.S. Census data, the Orlando MSA had an average population density of 471 persons per square mile (1,644,561 population/3,490.71 square miles of land area – water acres removed).

However, in the central city of Orlando, the population density in 2000 registered 1,989 persons per square mile (185,951 population/93.50 square miles of land area – water acres removed). The population density for those areas not in the central city of Orlando was approximately 429.4 persons per square mile (1,458,610 population/3,397.21 square miles of land area – water acres removed). Orlando's population density in 2000 was approximately 4.6 times greater than the remaining metropolitan area outside the central city.

FIGURE LU-24: COMPARISON OF POPULATION DENSITIES FOR SELECTED METROPOLITAN AREAS AND ASSOCIATED CENTRAL CITIES (2000 US CENSUS)

Metropolitan Area/City	2000 Population	Total Area in Square Miles	Land Area in Square Miles	Population Density
Orlando, FL MSA	1,644,561	4,011.81	3,490.71	471.1
In Central City	**185,951**	**100.95**	**93.50**	**1,988.8**
Not in Central City	1,458,610	3,910.86	3,397.21	429.4
Atlanta, GA MSA	4,112,198	6,207.94	6,123.80	671.5
In Central City	416,474	132.42	131.75	3,161.1
Not in Central City	3,695,724	6,075.51	5,992.05	616.8
Austin-San Marcos, TX MSA	1,249,763	4,279.94	4,224.02	295.9
In Central City	691,295	276.75	269.73	2,562.9
Not in Central City	558,468	4,003.19	3,954.29	141.2
Charlotte-Gastonia-Rock Hill, NC-SC MSA	1,499,293	3,440.94	3,376.81	444.0
In Central City	749,757	402.16	400.79	1,870.7
Not in Central City	749,536	3,038.78	2,976.02	251.9
Denver-Boulder-Greeley, CO CMSA	2,581,506	8,551.82	8,495.54	303.9
In Central City	797,332	232.12	229.42	3,475.4

Not in Central City	1,784,174	8,319.70	8,266.12	215.8
Jacksonville, FL MSA	1,100,491	3,109.22	2,635.34	417.6
In Central City	735,617	874.33	757.68	970.9
Not in Central City	364,874	2,234.89	1,877.66	194.3
Phoenix, AZ MSA	3,251,876	14,598.36	14,572.73	223.1
In Central City	2,078,750	824.90	824.12	2,522.4
Not in Central City	1,173,126	13,733.46	13,748.61	85.3
Tampa-St. Petersburg-Clearwater, FL MSA	2,395,997	3,330.93	2,553.98	938.1
In Central City	660,466	341.40	196.98	3,353.0
Not in Central City	1,735,531	2,989.53	2,357.00	736.3

Orlando's 2000 population density of 1,988.8 was less than those registered in Atlanta, Austin Denver, Tampa and Phoenix, greater than Jacksonville, but most similar to the figure of 1,870.7 found in Charlotte. This is somewhat ironic considering that Charlotte received a substantial amount of Federal funds in the early 2000's for their newly burgeoning light rail system that were once ear-marked for Orlando.

According to the document entitled ***Federal Transit Administration: Guidelines and Standards for Assessing Transit Supportive Land Use – 2004***, development levels supportive of light rail may necessitate population densities of between 6,667 and 15,000, while development levels which support fixed bus route and commuter rail systems typically require population densities of between 2,500 and 4,000. As of June 30, 2010, the City's resident population was 235,853, resulting in an overall population density of approximately 2,345 persons per square mile (235,853/100.59 square miles of land area, water acres removed). The portion of the City's population within a quarter (¼) mile of Lynx transit stops and the commuter rail stations equals 144,443, which results in a population density of 3,306 persons per square mile (144,443/43.69 square miles of land area, water acres removed) which is well within the range of transit supportive land use specifically on the residential side.

It should be noted that the utility of the population density measure is somewhat clouded by the inclusion of non-residential land (commercial, industrial, parks and other open spaces) in some areas, while other areas may be wholly residential. Nevertheless, it is the only density measure that the U.S. Census Bureau provides for large geographic areas. In order to gain a clearer picture, the employment side should be examined as well.

Existing Land Use – Non-Residential Space & Employment Surrounding Transit Stops

In regards to non-residential land use and employment, again using the City Land Use Database and GIS, June 30, 2010 estimates of office, retail, industrial, hospital, and civic space along with hotel rooms were developed.

FIGURE LU-25: OFFICE SPACE – WITHIN QUARTER (¼) MILE OF TRANSIT STOPS

	Total Office Space - City	Office Space within 1/4 Mile of Lynx or Commuter Rail Stop	Percentage (%) of Office Space within 1/4 Mile of Lynx or Commuter Rail Stop
Northwest	2,965,310	2,555,923	86.19%
Northeast	4,816,313	3,724,867	77.34%
Downtown	15,485,670	14,205,695	91.73%
Southwest	7,031,879	5,176,933	73.62%
Southeast	3,692,274	1,688,845	45.74%
Total City	**33,991,446**	**27,352,263**	**80.47%**

As shown in Figure LU-25 above, the results of the analysis indicate that 80.47% of the City's office space is located within a quarter (¼) mile of Lynx transit stops and planned commuter rail stations. Of the City's five GMP planning subareas, the Downtown area had the highest amount of office space (14.2 million square feet) and percentage at nearly 92% within the quarter (¼) mile buffer, while the Southeast planning area had the lowest percentage at 45.74%. The Northwest, Northeast, and Southwest planning areas all had significant amounts and percentages of office space within the quarter ¼ mile buffer, all with over 70% coverage.

FIGURE LU-26: RETAIL/COMMERCIAL SPACE – WITHIN QUARTER (¼) MILE OF TRANSIT STOPS

	Total Retail/Commercial Space – City	Retail/Commercial Space within 1/4 Mile of Lynx or Commuter Rail Stop	Percentage (%) of Retail/Commercial Space within 1/4 Mile of Lynx or Commuter Rail Stop
Northwest	3,793,386	3,477,962	91.68%
Northeast	5,380,204	5,169,011	96.07%
Downtown	2,321,927	2,263,892	97.50%
Southwest	12,545,982	10,691,209	85.22%
Southeast	4,635,899	3,347,997	72.22%
Total City	**28,677,398**	**24,950,071**	**87.00%**

The CLUDB/GIS data depicted in Figure LU-26 indicate that significant 87% of the City's retail/commercial space (24.95 million square feet) is located within a quarter (¼) mile of existing Lynx transit stops and planned commuter rail stations. The Northwest, Northeast, and Downtown GMP planning areas all achieved over 90% coverage, while the Southeast planning area had the smallest percentage of retail space within the established quarter (¼) mile buffer at just over 72%.

FIGURE LU-27: HOTEL ROOMS – WITHIN QUARTER (¼) MILE OF TRANSIT STOPS

	Total Hotel Rooms - City	Hotel Rooms within 1/4 Mile of Lynx or Commuter Rail Stop	Percentage (%) of Hotel Rooms within 1/4 Mile of Lynx or Commuter Rail Stop
Northwest	946	946	100.00%
Northeast	366	366	100.00%
Downtown	1,500	1,500	100.00%
Southwest	11,936	10,094	84.57%
Southeast	3,506	2,726	77.75%
Total City	**18,254**	**15,632**	**85.64%**

The GIS/City Land Use Database information presented in Figure LU-27 indicates that 85.64% of the City's hotel rooms (15,632 hotel rooms) are located within a quarter (¼) mile of existing

Lynx transit stops and planned commuter rail stations. 100% of the hotel rooms in the Northwest, Northeast, and Downtown GMP planning areas are located within the established quarter (¼) mile buffer.

FIGURE LU-28: INDUSTRIAL SPACE – WITHIN QUARTER (¼) MILE OF TRANSIT STOPS

	Total Industrial Space - City	Industrial Space within 1/4 Mile of Lynx or Commuter Rail Stop	Percentage (%) of Industrial Space within 1/4 Mile of Lynx or Commuter Rail Stop
Northwest	13,433,534	11,464,053	85.34%
Northeast	2,175,610	1,624,922	74.69%
Downtown	1,729,797	1,729,797	100.00%
Southwest	11,989,757	7,634,990	63.68%
Southeast	11,821,361	1,961,136	16.59%
Total City	**41,150,059**	**24,414,898**	**59.33%**

The CLUDB/GIS data found in Figure LU-28 indicate that approximately 59.33% of the City's industrial space (just over 24.4 million square feet) is located within a quarter (¼) mile of existing Lynx transit stops and planned commuter rail stations. This is a fairly significant amount and percentage when one considers that industrial uses are typically located in single use districts particularly away from residential uses. The GMP planning areas with the largest percentages of coverage (Northwest, Northeast, and Downtown) are the older areas of the City with more traditional general industrial uses, while the Southeast and Southwest square footage is located within more truck and auto-oriented industrial park settings.

According to the City's CLUDB/GIS analysis, and as shown in Figure LU-29 below, approximately 78.05% of the City's hospital space (over 4.9 million square feet) is located with a quarter (¼) mile of existing Lynx transit stops and planned commuter rail stations. Most of this space is associated with the Orlando Health DRI medical complex in South Downtown (Southwest GMP planning area) where 100% of the space is within the (¼) mile buffer, and the Florida Hospital Health Village DRI in the Northeast GMP planning area where approximately 67.55% of the hospital space is within the (¼) mile buffer. Both the Orlando Health DRI and Florida Hospital Health Village DRI projects have been designed to facilitate significant mixed-use transit oriented development around the two planned SunRail stations.

FIGURE LU-29: HOSPITAL SPACE – WITHIN QUARTER (¼) MILE OF TRANSIT STOPS

	Total Hospital Space - City	Hospital Space within 1/4 Mile of Lynx or Commuter Rail Stop	Percentage (%) of Hospital Space within 1/4 Mile of Lynx or Commuter Rail Stop
Northwest	310,897	153,142	49.26%
Northeast	3,784,373	2,556,374	67.55%
Downtown	245,300	245,300	100.00%
Southwest	1,903,484	1,903,484	100.00%
Southeast	68,603	68,603	100.00%
Total City	**6,312,657**	**4,926,903**	**78.05%**

The City's CLUDB/GIS data shown in Figure LU-30 indicate that approximately 84.45% of the City's civic and government space (which includes schools, museums, fire stations, churches, recreation centers and the like) is located within a quarter (¼) mile of existing Lynx transit stops and planned commuter rail stations. Each of the City's five GMP planning areas has over 75% coverage, with the highest percentages being located in the Northeast, Downtown and Southwest.

FIGURE LU-30: CIVIC/GOVERNMENT SPACE – WITHIN QUARTER (¼) MILE OF TRANSIT STOPS

	Total Civic/Government Space - City	Civic/Government Space within 1/4 Mile of Lynx or Commuter Rail Stop	Percentage (%) of Government Space within 1/4 Mile of Lynx or Commuter Rail Stop
Northwest	1,986,617	1,534,221	77.23%
Northeast	1,278,328	1,172,301	91.71%
Downtown	3,096,812	2,960,358	95.59%
Southwest	3,180,781	2,928,594	92.07%
Southeast	6,693,114	5,115,994	76.44%
Total City	**16,235,652**	**13,711,468**	**84.45%**

The City as a whole has a total of 136,406,912 square feet of non-residential space. Of that total, 103,953,203 square feet is located within a quarter (¼) mile of Lynx transit stops and

planned commuter rail stations. That represents 76.21% of the City's existing non-residential square footage. The City's gross non-residential floor area ratio is 0.04, while the gross non-residential floor area ratio for the area within the quarter (¼) mile buffer area around existing Lynx transit stops and planned commuter rail stations is 0.09, which is 93.86% higher than the City's overall gross floor area ration. However, as with gross residential density, gross floor area is not the most appropriate measure for determining the appropriate density or intensity to support transit. Rather, actual employment density is a more meaningful measure.

Translating the non-residential square footage and hotel room data into jobs, it is possible to determine the employment population for both the City as a whole and for the quarter (¼) mile buffer area around existing Lynx transit stops and the planned commuter rail stations, as shown in Figure LU-31.

FIGURE LU-31: EMPLOYMENT (JOBS) – WITHIN QUARTER (¼) MILE OF TRANSIT STOPS

	Total Employment - City	City Employment within 1/4 Mile of Lynx or Commuter Rail Stop	Percentage (%) of City Employment within 1/4 Mile of Lynx or Commuter Rail Stop
Northwest	30,580	26,168	85.57%
Northeast	40,846	32,249	78.95%
Downtown	53,078	49,271	92.83%
Southwest	67,818	54,278	80.03%
Southeast	46,288	27,964	60.41%
Total City	**238,610**	**189,930**	**79.60%**

Using the CLUDB/GIS data and employment multiplier and occupancy rates described in the City's ***2008-2040 Growth Projections Report***, the City's June 30, 2010 employment population was approximately 238,610. Of that total number of employees, 79.6% were within a quarter (¼) mile of a Lynx transit stop or planned commuter rail station. Each of the five GMP planning areas had percentages greater than 60% with the Downtown area having the highest percentage at over 92%.

According to the document entitled ***Federal Transit Administration: Guidelines and Standards for Assessing Transit Supportive Land Use – 2004***, a light rail transit system typically requires a minimum of 125,000 to 250,000 employees in order to be viable. For fixed route bus transit and commuter rail systems, employment served should be approximately 4 to 5 employees per acre (or 2,560 to 3,200 employees per square mile). As of June 30, 2010, the City's employment population was 238,610, resulting in an overall "employment density" of approximately 2,372 persons per square mile (238,610/100.59 square miles of land area, water acres removed). The

portion of the City's population within a quarter (¼) mile of Lynx transit stops and the commuter rail stations equals 189,930, which results in a population density of 4,347 persons per square mile (189,930/43.69 square miles of land area, water acres removed) which is well above the range of transit supportive land use in terms of employment.

Analysis of "Premium Transit"

In order to fully understand the land use dynamics for the City's two premium transit services – SunRail (commuter rail) and the Lymmo Downtown Circulator – two more specific GIS/land use analyses were conducted. For this analysis, premium transit was defined as a transit service that can attract choice riders who may have other options but who choose this particular form of transportation based on convenience or lifestyle preference.

The first analysis examined residential and non-residential land use, population and employment within a one-half (½) mile radius of the planned SunRail commuter rail stations (see Figure LU-32). As described previously, there are four SunRail station locations within the City of Orlando, two of which are located in Downtown Orlando (Lynx Central Station and Church Street Station), while the other locations are associated with the Florida Health Village DRI north of Downtown Orlando and the Amtrak/Orlando Health DRI medical complex to the south of Downtown Orlando. This analysis examined both existing conditions as well as projections out to the year 2030.

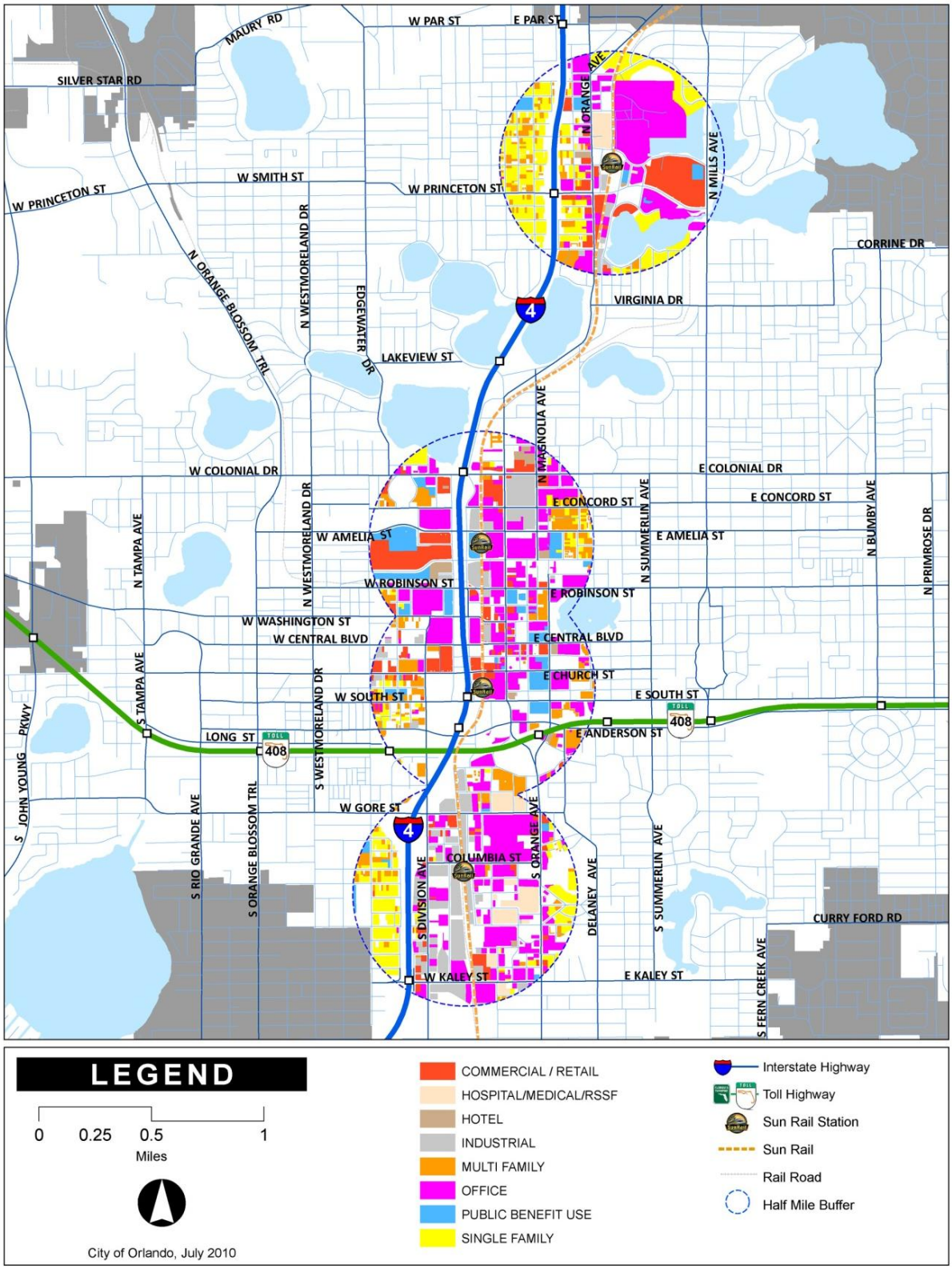
The second analysis looked at existing residential and non-residential land use, population and employment within a quarter (¼) mile of the City's Downtown bus circulator known as Lymmo. This analysis examined both the existing Lymmo route, as well as the planned Lymmo extensions to the two hospital complexes located north and south of Downtown (Florida Hospital Health Village DRI to the north, and Orlando Health DRI to the south), as well as the potential east-west component that would connect Thornton Park to the east and the Citrus Bowl to the west. This analysis also examined land use, population and employment projections for the existing and planned systems out to the year 2030.

SunRail (Commuter Rail)

As noted previously, the planned SunRail system is set to become operational in 2013. According to the City's GIS/Land Use Database, and as shown in Figure LU-33 below, there are currently 782 single family units and 5,261 multi-family units (6,043 total residential units) located within a one half (½) mile radius of Orlando's four SunRail Stations. Approximately 5.06% of the City's total residential units are located within this geographic area. In terms of resident population, as of August 2010, there were 9,125 people living within that same one-half (½) mile radius, representing approximately 3.87% of the City's total population.

FIGURE LU-32

Existing Land Use Within a 1/2 Mile Radius of Orlando Sun Rail Stations



LEGEND

0 0.25 0.5 1
Miles

City of Orlando, July 2010

- COMMERCIAL / RETAIL
- HOSPITAL/MEDICAL/RSSF
- HOTEL
- INDUSTRIAL
- MULTI FAMILY
- OFFICE
- PUBLIC BENEFIT USE
- SINGLE FAMILY

- Interstate Highway
- Toll Highway
- Sun Rail Station
- Sun Rail
- Rail Road
- Half Mile Buffer

FIGURE LU-33: RESIDENTIAL UNITS AND POPULATION – WITHIN ONE HALF (½) MILE OF SUNRAIL STATIONS

	Total Units/Population - City	Units/Population within 1/2 Mile of SunRail Stops	Percentage (%) of Units/Population within 1/2 Mile of SunRail Stops
Single Family Units	38,904	782	2.01%
Multi-Family Units	80,444	5,261	6.54%
Total Residential Units	119,348	6,043	5.06%
Population	235,853	9,125	3.87%

Figure LU-34 below summarizes the City's residential unit and population growth projections for the one-half (½) mile radius around the four planned SunRail stations. Overall, the City anticipates that there will be no appreciable single family growth, but that there will be significant growth in multifamily units. The projections indicate that there will be an increase of approximately 5,181 multifamily units within this overall geographic area between 2010 and 2030, with a corresponding increase of 8,880 people (for a total of 18,005 people).

FIGURE LU-34: PROJECTED RESIDENTIAL UNITS AND POPULATIONWITHIN ONE HALF (½) MILE OF SUNRAIL STATIONS – 2010-2030

	Single Family Units	Multi-Family Units	Total Residential Units	Population
August 2010	782	5,261	6,043	9,125
2015	785	6,263	7,048	10,791
2020	785	7,855	8,640	13,673
2025	782	9,652	10,434	16,628
2030	780	10,444	11,224	18,005
Projected 2010-2030 Growth	-2	5,183	5,181	8,880

Figure LU-35 below summarizes the existing residential and population data, as well as projections through 2030, for each of the three distinct station areas. It should be noted that because their one-half (½) mile service areas overlap, the land use data associated with the

Lynx Central Station and Church Street Station have been analyzed together to ensure that there is no double-counting.

The information in Figure LU-35 also indicates that the population density (population per square mile) in each of the SunRail station areas will increase over time. According to the document entitled ***Federal Transit Administration: Guidelines and Standards for Assessing Transit Supportive Land Use – 2004***, development levels supportive of limited commuter rail systems such as SunRail typically require population densities ranging between 2,500 and 4,000. Using the FTA criteria, it appears that the Downtown Station area currently exceeds the specified range with a population density of 4,451 persons per square mile. Based on the City's growth projections, the population density of the Downtown Station area is anticipated to grow to 6,076 persons per square mile in 2020 and 7,960 persons per square mile by 2030. These population densities are in keeping with a fully transit-supportive Central Business District.

The Florida Hospital Health Village DRI station area is currently registering a population density of 1,982 persons per square mile, which is slightly below the optimum range specified by the FTA. However, it should be noted that recent amendments to the Florida Hospital Health Village DRI provided for additional residential development program in anticipation of SunRail. Based on the City's growth projections, it is anticipated that the population density in this station area will increase to 3,123 persons per square mile in 2015 (2 years after SunRail becomes operational), 4,023 persons per square mile in 2020, and 5,138 persons per square mile in 2030.

FIGURE LU-35: PROJECTED RESIDENTIAL UNITS, POPULATION & POPULATION DENSITY WITHIN ONE HALF (½) MILE OF SUNRAIL STATIONS – 2010-2030 – BY STATION AREA

	Single Family Units	Multi-Family Units	Total Residential Units	Population	Gross Land Area within 1/2 Mile of SunRail Stations (in Square Miles)**	Population Density (Population Per Square Mile)
Florida Hospital Health Village Station Area						
August 2010	426	422	848	1,546	0.78	1,982
2015	426	943	1,369	2,436	0.78	3,123
2020	426	1,355	1,781	3,138	0.78	4,023
2025	421	1,735	2,156	3,775	0.78	4,840
2030	418	1,875	2,293	4,008	0.78	5,138

Downtown Station Area						
August 2010	94	4,219	4,313	6,053	1.36	4,451
2015	95	4,700	4,795	6,824	1.36	5,018
2020	94	5,503	5,597	8,264	1.36	6,076
2025	95	6,691	6,786	10,142	1.36	7,457
2030	95	7,043	7,138	10,826	1.36	7,960
ORMC/Amtrak Station Area						
August 2010	262	620	882	1,526	0.78	1,956
2015	264	620	884	1,531	0.78	1,963
2020	265	997	1,262	2,271	0.78	2,912
2025	266	1,226	1,492	2,711	0.78	3,476
2030	267	1,526	1,793	3,171	0.78	4,065
Totals - All Three Station Areas Combined						
August 2010	782	5,261	6,043	9,125	2.92	3,125
2015	785	6,263	7,048	10,791	2.92	3,696
2020	785	7,855	8,640	13,673	2.92	4,683
2025	782	9,652	10,434	16,628	2.92	5,695
2030	780	10,444	11,224	18,005	2.92	6,166

Finally, for the Orlando Health DRI (ORMC)/Amtrak station area, the existing August 2010 population density was similar to the Florida Hospital area at 1,956 persons per square mile. The City recently completed the South Downtown Vision Plan which provided the background data and analysis necessary to provide for increased entitlements in targeted areas around the SunRail station and the Orlando Health campus. This led to a series of GMP amendments that were adopted in the 09-1 round of GMP amendments. Based on the City's growth projections, it is anticipated that the population density in this station area will increase to 2,912 persons per square mile in 2020, and 4,065 persons per square mile in 2030.

While resident population density is an important consideration, because the City of Orlando's four SunRail stations are truly the system's major employment destinations, it is the non-residential land use component and the associated employment density measure that must be understood and appreciated.

Figure LU-36 below provides a summary of the existing non-residential space located within one-half (½) mile of the four planned SunRail stations as of August 2010, as well as associated employment (jobs). The data indicate that there is approximately 14,421,218 office square feet within the combined service areas of the four SunRail stations, which is 42.43% of the City's overall office space. Over 61.68% of the City's hospital space (3,893,561 square feet) is located within the combined one-half (½) mile service areas of the City's four SunRail stations. In terms of employment population, the four combined service areas have approximately 61,934 employees, which is 25.96% of the City's total employment population as of August 2010.

FIGURE LU-36: NON-RESIDENTIAL SPACE AND EMPLOYMENT WITHIN ONE HALF (½) MILE OF SUNRAIL STATIONS AS OF AUGUST 2010

	Total Space/Rooms/ Employment Population - City	Space/Rooms/Employment Population within 1/2 Mile of SunRail Stations	Percentage (%) of Space/Rooms/ Employment Population within 1/2 Mile of SunRail Stations
Office Space	33,991,446	14,421,218	42.43%
Retail Space	28,677,398	1,594,980	5.56%
Hotel Rooms	18,254	1,181	6.47%
Industrial Space	41,150,059	1,831,491	4.45%
Hospital Space	6,312,657	3,893,561	61.68%
Civic/Government Space	16,235,652	2,755,564	16.97%
Employment Population	238,610	61,934	25.96%

Figure LU-37 below summarizes the City's non-residential and employment growth projections for the one-half (½) mile radius around the four planned SunRail stations (combined totals). It is anticipated that office space will increase by approximately 4.2 million square feet between 2010 and 2030. Significant increases in retail space (approximately 555,704 square feet), hotel rooms (1,663 rooms), hospital space (976,178 square feet), and civic/government space (1,407,056 square feet) are anticipated during the 20-year planning period. The data indicate that corresponding employment growth will occur, with the employment population projected

to increase from 61,934 in 2010 to 71,995 in 2020 and 82,217 in 2030 (an overall projected increase of 20,283 employees).

FIGURE LU-37: PROJECTED NON-RESIDENTIAL LAND USE AND EMPLOYMENT WITHIN ONE HALF (½) MILE OF SUNRAIL STATIONS – 2010-2030

	Office Space	Retail Space	Hotel Rooms	Industrial Space	Hospital Space	Civic/ Government Space	Employment
August 2010	14,421,218	1,594,980	1,181	1,831,491	3,893,561	2,755,564	61,934
2015	15,258,593	1,717,266	1,181	1,810,193	3,993,561	3,577,107	65,388
2020	16,644,997	1,887,630	2,024	1,780,193	4,009,739	3,742,620	71,995
2025	18,299,360	2,056,684	2,574	1,712,654	4,709,739	4,002,620	80,053
2030	18,707,360	2,150,684	2,844	1,712,654	4,869,739	4,162,620	82,217
Projected 2010-2030 Growth	4,286,142	555,704	1,663	-118,837	976,178	1,407,056	20,283

Figure LU-38 below summarizes the existing non-residential and employment data, as well as projections through 2030, for each of the three distinct station areas. As noted previously, because their one-half (½) mile service areas overlap, the land use data associated with the Lynx Central Station and Church Street Station have been analyzed together to ensure that there is no double-counting. It should be noted that gross land area includes rights-of-way and water acres.

According to the document entitled ***Federal Transit Administration: Guidelines and Standards for Assessing Transit Supportive Land Use – 2004***, a light rail transit system typically requires a minimum of 125,000 to 250,000 employees in order to be viable. Development levels supportive of limited commuter rail systems such as SunRail typically require employment densities of approximately 4 to 5 employees per acre (or 2,560 to 3,200 employees per square mile). Using the FTA criteria, it can clearly be determined that the overall SunRail system will serve more than the required 125,000 employees. Orlando's share of the overall total is significant. Orlando's current employment population of 61,934 represents nearly 50% of the minimum required according to the FTA.

FIGURE LU-38: PROJECTED NON-RESIDENTIAL LAND USE, EMPLOYMENT & EMPLOYMENT DENSITY WITHIN ONE HALF (½) MILE OF SUNRAIL STATIONS – 2010-2030

	Office Space	Retail Space	Hotel Rooms	Industrial Space	Hospital Space	Civic/ Government Space	Employment	Gross Land Area within 1/2 Mile SunRail Stations (in Square Miles)	Employment Density (Employees Per Square Mile)
Florida Hospital Station Area									
August 2010	684,100	283,204	139	141,734	1,869,633	286,429	9,735	0.78	12,481
2015	1,170,768	377,607	139	140,436	1,969,633	286,429	11,663	0.78	14,953
2020	1,560,768	447,973	139	140,436	2,069,633	346,429	13,506	0.78	17,315
2025	1,820,368	479,973	289	92,897	2,169,633	406,429	14,744	0.78	18,903
2030	2,020,368	499,973	289	92,897	2,269,633	441,429	15,761	0.78	20,206
Downtown Station Area									
August 2010	12,292,977	1,091,880	1,020	474,605	0	2,379,484	39,044	1.36	28,709
2015	12,483,730	1,109,292	1,020	454,605	0	3,195,027	40,094	1.36	29,481
2020	13,445,734	1,199,585	1,635	454,605	0	3,300,540	44,773	1.36	32,921
2025	14,820,497	1,322,939	2,035	454,605	0	3,500,540	49,308	1.36	36,256
2030	15,020,497	1,396,939	2,185	454,605	0	3,625,540	50,169	1.36	36,889
ORMC/Amtrak Station Area									
August 2010	1,444,141	219,896	22	1,215,152	2,023,928	89,651	13,155	0.78	16,865
2015	1,604,095	230,367	22	1,215,152	2,023,928	95,651	13,631	0.78	17,476
2020	1,638,495	240,072	250	1,185,152	1,940,106	95,651	13,716	0.78	17,585
2025	1,658,495	253,772	250	1,165,152	2,540,106	95,651	16,001	0.78	20,514
2030	1,666,495	253,772	370	1,165,152	2,600,106	95,651	16,288	0.78	20,882
Totals - All Three Station Areas Combined									
2010	14,421,218	1,594,980	1,181	1,831,491	3,893,561	2,755,564	61,934	2.92	21,210
2015	15,258,593	1,717,266	1,181	1,810,193	3,993,561	3,577,107	65,388	2.92	22,393
2020	16,644,997	1,887,630	2,024	1,780,193	4,009,739	3,742,620	71,995	2.92	24,656
2025	18,299,360	2,056,684	2,574	1,712,654	4,709,739	4,002,620	80,053	2.92	27,415
2030	18,707,360	2,150,684	2,844	1,712,654	4,869,739	4,162,620	82,218	2.92	28,157

As shown in Figure LU-38, all three of the City's SunRail station areas greatly exceed the required minimums specified by the FTA for limited commuter rail systems. The existing employment density for the Florida Hospital Health Village DRI station area was 12,481 employees per square mile, while the combined Downtown station area (consisting of the Lynx Central Station and Church Street Station) had an existing employment density of 28,709 employees per square mile. Finally, the Amtrak/Orlando Health DRI station area had an existing employment density of 16,865 employees per square mile.

The City's growth projections indicate that each of the three SunRail station areas will experience significant growth in non-residential square footage and associated employment. In turn, the employment density is anticipated to increase in each of the three areas. The Florida Hospital Health Village DRI station area's employment density is projected to increase from 12,481 employees per square mile to 17,315 in 2020 and 20,206 in 2030. The Amtrak/Orlando Health DRI station area's employment density is projected to increase from 16,865 employees per square mile in 2010 to 17,585 in 2020 and 20,882 in 2030. Finally, the employment density in the Downtown station area (which includes the Lynx Central Station and Church Street Station stops) is projected to grow from 28,709 employees per square mile in 2010 to 32,921 in 2020 and 36,889 in 2030.

The City of Orlando's SunRail stations are the regions' premiere employment destinations along the planned 61-mile system route. In considering the figures presented above in relation to the overall SunRail system, it is quite clear that the remaining fourteen station areas outside of Orlando must intensify in terms of residential and resident population densities in order to fully optimize ridership into the future. As noted in the East Central Florida Regional Planning Council's 2060 Plan (the Strategic Regional Policy Plan), the local governments having land use authority over those remaining station areas should be strongly encouraged to incorporate transit-supportive minimum densities and intensities surrounding their SunRail stations into their comprehensive plans and land development regulations.

Existing Lymmo Service

Lymmo is the City of Orlando's Downtown bus circulator that carries more than one million passengers per year and averages approximately 4,500 riders per day. The Lymmo fleet consists of ten (10) buses which follow a three-mile loop through the heart of Downtown Orlando using a separate designated travel lane. Riding Lymmo is free, and approximately 80% of all public parking facilities in Downtown Orlando are located within one block of the Lymmo system.

The existing land use pattern around the Lymmo circulator route is varied and intense, as one would expect with a Downtown circulator system. As summarized in Figure LU-39 below, according to current August 2010 GIS/City land use database information, there are 17 single family residential units and 2,932 multi-family units within a quarter ¼ mile area of existing Lymmo stops (a total of 2,949 residential units. The associated resident population is 3,599, which represents approximately 1.53% of the City's 2010 population of 235,853.

FIGURE LU-39: RESIDENTIAL UNITS AND POPULATION WITHIN ONE QUARTER (¼) MILE OF EXISTING LYMMO STOPS AS OF AUGUST 2010

	Total Units/Population - City	Units/Population within 1/4 Mile of Existing Lymmo Stops	Percentage (%) of Units/Population within 1/4 Mile of Existing Lymmo Stops
Single Family Units	38,904	17	0.04%
Multi-Family Units	80,444	2,932	3.64%
Total Residential Units	119,348	2,949	2.47%
Population	235,853	3,599	1.53%

Figure LU-40 below summarizes the City's residential unit and population growth projections for the one-quarter (¼) mile buffer around the existing Lymmo stops. Overall, the City anticipates that there will be no single family growth, but that there will be significant growth in multifamily units. The projections indicate that there will be an increase of approximately 1,850 multifamily units within this overall geographic area between 2010 and 2030, with a corresponding increase of 2,944 people (for a total of 6,543 people).

FIGURE LU-40: PROJECTED RESIDENTIAL UNITS AND POPULATION WITHIN ONE QUARTER (¼) MILE OF EXISTING LYMMO STOPS – 2010-2030

	Single Family Units	Multi-Family Units	Total Residential Units	Population
August 2010	17	2,932	2,949	3,599
2015	17	3,411	3,428	4,365
2020	17	3,979	3,996	5,348
2025	17	4,782	4,799	6,543
2030	17	4,782	4,799	6,543
Projected 2010-2030 Growth	0	1,850	1,850	2,944

While Lymmo is certainly used by Downtown residents, its principle ridership consists of Downtown workers. Figure LU-41 below provides a summary of the existing non-residential

square footage and associated employment (jobs) within the quarter (¼) mile buffer area. According to the GIS/City Land Use Database, there was approximately 11,023,168 million square feet of office within the quarter (¼) mile Lymmo service area, representing 32.43% of the City's total office space. Approximately 14.49% of the City's employment population (or 34,571 employees) was located within a quarter (¼) mile of existing Lymmo stops.

FIGURE LU-41: NON-RESIDENTIAL SPACE AND EMPLOYMENT WITHIN ONE QUARTER (¼) MILE OF EXISTING LYMMO STOPS AS OF AUGUST 2010

	Total Space/Rooms/ Employment Population - City	Space/Rooms/ Employment Population within 1/4 Mile of Existing Lymmo Stops	Percentage (%) of Space/Rooms/ Employment Population within 1/4 Mile of Existing Lymmo Stops
Office Space	33,991,446	11,023,168	32.43%
Retail Space	28,677,398	837,228	2.92%
Hotel Rooms	18,254	792	4.34%
Industrial Space	41,150,059	394,438	0.96%
Hospital Space	6,312,657	0	0.00%
Civic/Government Space	16,235,652	1,968,631	12.13%
Employment Population	238,610	34,571	14.49%

Figure LU-42 below summarizes the City's non-residential and employment growth projections for the one-quarter (¼) mile buffer surrounding the existing Lymmo system. It is anticipated that office space will increase by approximately 2.5 million square feet between 2010 and 2030. Significant increases in retail space (approximately 250,327 square feet), hotel rooms (915 rooms), and civic/government space (384,042 square feet) are anticipated during the 20-year planning period. The data indicate that corresponding employment growth will occur, with the employment population projected to increase from 34,571 in 2010 to 39,167 in 2020 and 44,190 in 2030 (an overall projected increase of 9,619 employees).

FIGURE LU-42: PROJECTED NON-RESIDENTIAL LAND USE AND EMPLOYMENT WITHIN ONE QUARTER (¼) MILE OF EXISTING LYMMO STOPS – 2010-2030

	Office Space	Retail Space	Hotel Rooms	Industrial Space	Hospital Space	Civic/ Government Space	Employment
August 2010	11,023,168	837,228	792	394,438	0	1,968,631	34,571
2015	11,228,969	854,640	792	394,438	0	1,972,160	35,197
2020	12,001,739	944,555	1,407	394,438	0	2,077,673	39,167
2025	13,326,502	1,023,555	1,557	394,438	0	2,227,673	43,349
2030	13,526,502	1,087,555	1,707	394,438	0	2,352,673	44,190
Projected 2010-2030 Growth	2,503,334	250,327	915	0	0	384,042	9,619

Planned Lymmo Routes

In 2007, as part of the City's Downtown Transportation Plan project, alternatives for the expansion of the Lymmo system were analyzed. The study examined several different alternatives, most notably connecting Downtown Orlando with the two major hospital anchors located north and south of Downtown – the Florida Hospital Health Village DRI area and the Orlando Health DRI area. The alternatives analysis also examined two potential east-west connectors/routes that would connect Thornton Park with the Citrus Bowl to the west, as well as the Thornton Park to the Centroplex/Creative Village area. The Transit Circular Expansion Study Compendium Report noted that the primary objective of the planned transit service expansion was to manage congestion and leverage recent public investments aimed at increasing the number and balance of jobs, homes and supporting activities needed to provide 24-hour vibrancy to Downtown Orlando. The four proposed circulators are shown on the following map on Figure LU-43.

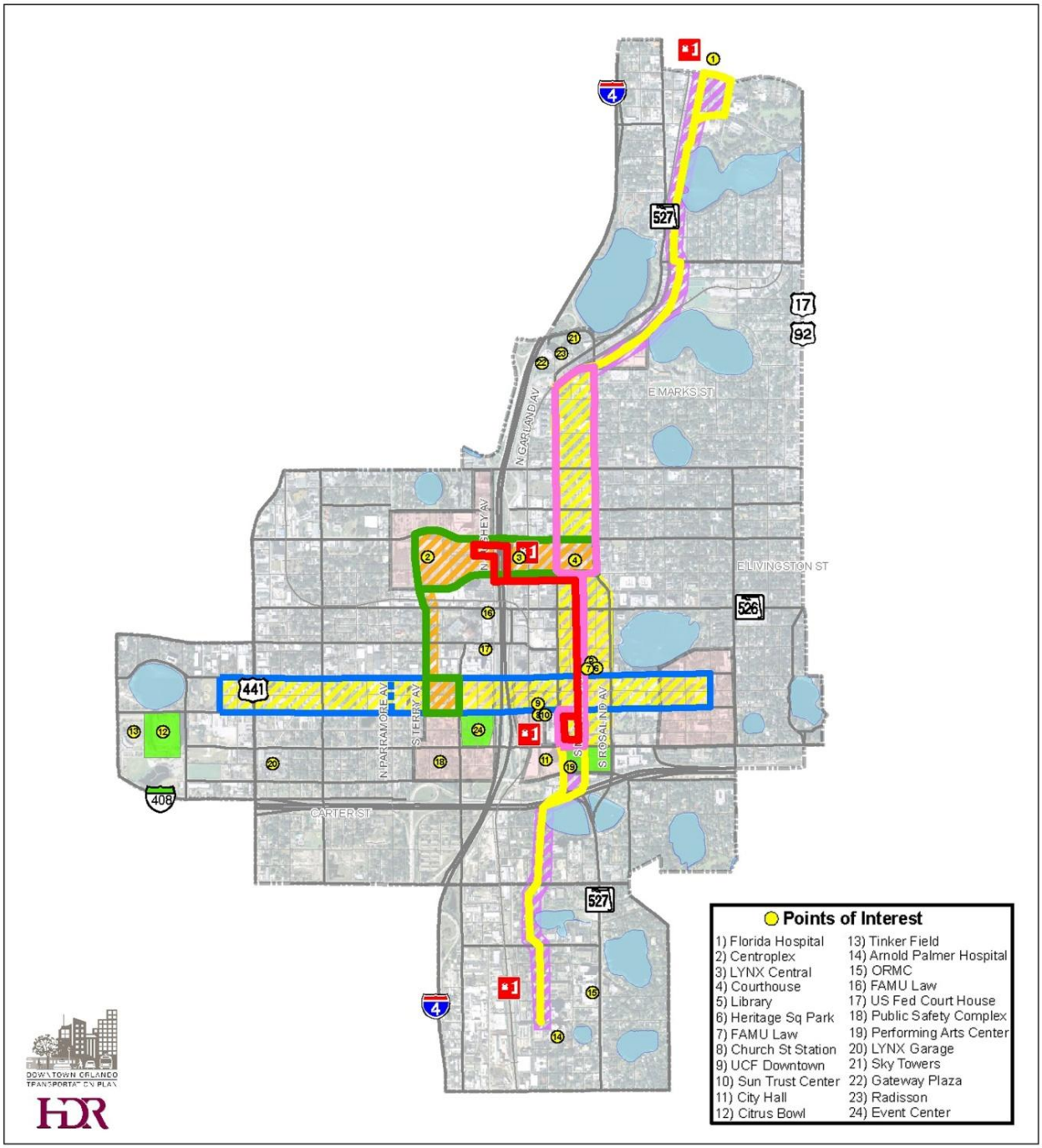
Using the Downtown 2020 Vision Plan's *Guiding Principles* as the basis for establishing transit expansion objectives and evaluation criteria, the *purpose* and *need* for expanded premium transit service in Downtown Orlando can be reinforced. It was noted that the *purpose* of any expanded Downtown transit service project is to improve transit service and local circulation to connect, support, and shape existing and anticipated (re)development in Orlando's core; and it was necessary to recognize the City's *need* to create an attractive alternative to the automobile, to encourage private investment, serve as a (re)development catalyst, encourage pedestrian activity at the storefront level, and foster social/community connection.

This *need* is further reinforced by the fact that Downtown Orlando had undergone, and is continuing to undergo (albeit at a more moderate rate post-recession) development that is significantly intensifying residential, commercial, office, recreational, civic and cultural land uses. This intense development is generating significantly greater demand for mobility within this area than can be accommodated through trips being made by automobile, particularly once people have arrived in the area from outlying suburban communities. It is impractical, infeasible and undesirable to construct a sufficient number of parking garages and surface streets to facilitate this travel demand. Therefore, a high capacity transit service is needed to link the areas and provide frequent, reliable and cost effective mobility through this urban core area.

As shown in Figure LU-44 below, the existing number of housing units and associated resident population within a quarter (¼) mile of the existing and planned Lymmo expansion area is fairly significant although not as impressive as the non-residential and employment population of the area. As of August 2010, this area had a total of 608 single family units and 6,789 multi-family dwelling units (for a total of 7,357 residential units). That represents approximately 6.16% of the City's total housing stock. In terms of resident population, this expanded quarter (¼) mile service area had a population of 10,808, which is about 4.58% of the City's total resident population. It is also worth noting that there is some overlap where property is within the quarter (¼) or half (½) mile of Sunrail and the quarter (¼) mile Lymmo expansion. This is desirable to allow commuter rail users to transfer to Lymmo to reach their final destinations.

FIGURE LU-43

Downtown Orlando
Transit Circulator Alternatives



LEGEND

- City Hall - Uptown Loop
- ORHS - Florida Hospital Loop
- Citrus Bowl - Thornton Park
- Courthouse - Event Center
- Existing Lymmo
- Community Venues
- CRT Stations
- Phase 1
- Phase 2
- Phase 3

City of Orlando, July 2010

FIGURE LU-44: RESIDENTIAL UNITS AND POPULATION WITHIN ONE QUARTER (¼) MILE OF EXISTING & PLANNED LYMMO STOPS AS OF AUGUST 2010

	Total Units/Population - City	Units/Population within 1/4 Mile of Existing and Planned Lymmo Routes	Percentage (%) of Units/Population within 1/4 Mile of Existing and Planned Lymmo Routes
Single Family Units	38,904	608	1.56%
Multi-Family Units	80,444	6,749	8.39%
Total Residential Units	119,348	7,357	6.16%
Population	235,853	10,808	4.58%

Figure LU-45 provides a summary of the City's growth projections for the existing and planned Lymmo expansion area through the year 2030. No growth in single family units is expected. However, significant multi-family dwelling unit growth is anticipated during the planning period, with approximately 4,953 multi-family units expected to be developed in the next 20 years. Corresponding resident population growth would equal 7,977 people between August 2010 and 2030 (from 10,808 in 2010 to 18,785 in 2030).

FIGURE LU-45: PROJECTED RESIDENTIAL UNITS AND POPULATION WITHIN ONE QUARTER (¼) MILE OF EXISTING & PLANNED LYMMO STOPS – 2010-2030

	Single Family Units	Multi-Family Units	Total Residential Units	Population
August 2010	608	6,749	7,357	10,808
2015	611	7,574	8,185	12,135
2020	607	8,979	9,586	14,605
2025	607	10,756	11,363	17,390
2030	603	11,702	12,305	18,785
Projected 2010-2030 Growth	-5	4,953	4,948	7,977

Similar to the analysis of the SunRail service areas, existing non-residential development in the quarter (¼) mile area buffer area around the existing and planned Lymmo expansion area is significant. According to the City's GIS/City Land Use Database, and as shown in Figure LU-46

below, there is currently 15,639,131 square feet of office development within the quarter (¼) mile Lymmo service area (including existing and planned expansion), which represents just over 46% of the City's total office space. Adding the two hospital areas captures 3,857,898 square feet, which amounts to over 61% of the City of Orlando's total hospital space.

In comparing the existing employment population within a quarter (¼) mile of just the existing Lymmo system (34, 571 employees) to the 68,217 employees currently in the planned Lymmo expansion area one can see just how important the proposed system expansion would be to mobility patterns in Downtown Orlando.

FIGURE LU-46: NON-RESIDENTIAL SPACE AND EMPLOYMENT WITHIN ONE QUARTER (¼) MILE OF EXISTING & PLANNED LYMMO STOPS AS OF AUGUST 2010

	Total Space/Rooms/ Employment Population - City	Space/Rooms/ Employment Population within 1/4 Mile of Existing & Planned Lymmo Routes	Percentage (%) of Space/Rooms/ Employment Population within 1/4 Mile of Existing & Planned Lymmo Routes
Office Space	33,991,446	15,639,131	46.01%
Retail Space	28,677,398	2,509,349	8.75%
Hotel Rooms	18,254	1,605	8.79%
Industrial Space	41,150,059	2,720,489	6.61%
Hospital Space	6,312,657	3,857,898	61.11%
Civic/Government Space	16,235,652	3,191,601	19.66%
Employment Population	238,610	68,217	28.59%

Figure LU-47 below summarizes the projected non-residential space and associated employment within the quarter (¼) mile area around the existing and planned Lymmo expansion. Substantial development in office space is expected over the 20 year planning period, from 15,639,131 square feet in 2010 to 20,053,911 square feet in 2030 (a net increase of 4,414,780 square feet).

FIGURE LU-47: PROJECTED NON-RESIDENTIAL LAND USE AND EMPLOYMENT WITHIN ONE QUARTER (¼) MILE OF EXISTING AND PLANNED LYMMO STOPS – 2010-2030

	Office Space	Retail Space	Hotel Rooms	Industrial Space	Hospital Space	Civic/ Government Space	Employment
August 2010	15,639,131	2,509,349	1,605	2,720,489	3,857,898	3,191,601	68,217
2015	16,616,079	2,614,955	1,605	2,686,191	3,957,898	4,047,936	72,047
2020	17,887,864	2,791,539	2,318	2,636,191	3,974,076	4,188,449	78,491
2025	19,464,011	2,986,325	2,868	2,527,868	4,624,076	4,394,149	86,114
2030	20,053,911	3,108,325	3,138	2,527,868	4,784,076	4,554,149	88,868
Projected 2010-2030 Growth	4,414,780	598,976	1,533	-192,621	926,178	1,362,548	20,651

Increases in retail space (598,976 square feet), hotel rooms (1,533 rooms), hospital space (926,178 square feet), and civic/government space (1,363,548 square feet) is projected for the 2010 to 2030 planning period. Total employment within the quarter ¼ mile area of existing and planned Lymmo stops is expected to grow from 68,217 in 2010 to 88,868 in 2030 (a net increase of 20,661 employees).

Conclusions

Location matters. A household's vehicle miles traveled (VMT) and carbon footprint can be dramatically reduced by living in a location efficient neighborhood. The preceding data and analysis demonstrate that the City of Orlando's future land use framework has provided the appropriate structure (or setting) in furtherance of the goals of creating an energy efficient land use pattern, limiting urban sprawl, and supporting transit oriented development. While the City has done an excellent job in this regard to date, additional work must be done to ensure continued success in the future.

Additional analysis regarding travel behavior is necessary. The average number of minutes an individual spends commuting to work can influence mobility decisions and commuting patterns. Issues such as traffic congestion, rising gasoline prices, and growing distances between work and home could prompt individuals to expand their chosen modes of transportation to include transit or non-motorized options, perhaps in combination. Future research should utilize selected demographic characteristics such as education levels and household income to help understand the kinds of transportation choices people make. Such information would assist in defining the community context as regards travel behavior.

Understanding the temporal variation of transit would also greatly enhance our ability to provide efficient and effective transit service. In reviewing travel behavior literature, it appears that a strong foundation has been created for understanding how people change their behavior, including mode choice, based on the time of day that they are able to travel. For example, people may be more likely to visit retail locations via transit between the hours of 5 and 7 p.m. during the week, and the middle of the afternoon on weekends. Such information, combined with spatial transit demand data, would increase the ability of land use and transportation planners to provide the service transit-dependent people require, while allowing the capture of a larger share of "choice riders", or those who choose transit over other modes. This kind of information is particularly useful given the region's historical propensity toward the car and car-oriented uses and the lack of adequate funding or transit.

It appears that there are three primary means available to enhance transit ridership through land use planning: 1) increase residential density in the areas near transit corridors; 2) concentrate mixed-use development within a quarter (¼) mile of the transit corridors (an 8th of a mile would be even better); and 3) channel a greater proportion of retail development within a quarter (¼) mile of transit lines. Research indicates that land use and transportation planners could increase ridership to a greater degree through catalyzing retail, mixed-use and multi-family development rather than increasing transit service – the classic chicken and the egg argument.

One must also recognize that transit adjacent development is not the same as transit-oriented development. A mix of uses at the right density or intensity does not necessarily ensure success. The way uses are laid out and integrated can make the greatest difference in the end. The utilization of appropriate building and urban design standards around transit stops and stations is critical to the success of a transit system. The City of Orlando's existing land use patterns conform with this model of transit oriented development, while the City's future land use and urban design framework provides the means to which further transit supportive development and redevelopment can occur.

The City of Orlando is dedicated to creating, maintaining, and advocating for an increasingly rational and sustainable urban form, and will work with its regional partners through such organizations as the East Central Florida Regional Planning Council, MyRegion.org, the Central Florida Commuter Rail Commission/SunRail, Florida Department of Transportation, Orange County and Lynx to ensure that we provide future generations with suitable alternative modes of transportation and a resulting high quality of life.

Resources

City of Charlotte, *Transit Station Area Principles*, adopted November 2001.

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