

Appendix B

Analysis of Previous Planning Initiatives



City of Orlando
Parramore Comprehensive Neighborhood Plan
Vision for a Healthy Community



Parramore Comprehensive Neighborhood Plan

Appendix B: Analysis of Previous Planning Initiatives

1. Introduction

There have been many previous efforts conducted in the name of preserving and improving the Parramore community. To better understand the Parramore neighborhood, several previously conducted study and planning initiatives were reviewed and evaluated for their pertinence to preparation of the Parramore Comprehensive Neighborhood Plan.

Following review and evaluation of the documents, the results were grouped into two different resource categories; **primary resource materials** and **secondary resource materials**, based upon the anticipated relevance to this Plan.

1) **Primary Resource Materials**

- a. Growth Management Plan - Future Land Use Goal 5 and Associated Objectives and Policies
- b. Downtown Outlook (Update of 1990 Downtown Redevelopment Area Plan)
- c. Community Venues Master Plan, Part A - September 2006 and Community Venues Master Plan, Part B (Draft) - November 2006
- d. Downtown Transportation Plan – December 11, 2006
- e. Mayor’s Parramore Task Force Report – June 23, 2004 (Pathways for Parramore Initiative)
- f. Parramore Town Center Strategic Vision (Final) - August 2009
- g. Parramore Vision Plan Map – 2009
- h. Creative Village Planned Development - PD Ordinance 2012-19

2) **Secondary Resource Materials**

- a. Comprehensive Community Safety Plan: Parramore Heritage District of Orlando – 2003
- b. Downtown Orlando 20-Point Strategic Plan - 2003
- c. Parramore Heritage Restoration Project Annual Report – 1994
- d. Parramore Heritage District Master Plan – 1994
- e. Pocket Guide to Parramore Planning - November 2009

2. Summary of Document Review

Most of the plans were prepared with the intent of guiding redevelopment of the area with the exception of the 2003 Comprehensive Community Safety Plan. The following observations have been drawn from a review of the documents and are potentially relevant to preparation of a new Parramore Comprehensive Neighborhood Plan:

- The Parramore Comprehensive Neighborhood Plan must identify means and solutions to attracting private sector development investment;
- While the plan should be guided by the principles of the Downtown Outlook and seek implementation of the Outlook's recommended "Actions," the plan must be found consistent with the City's Growth Management Plan (GMP);
- If the plan adheres to the mobility principles and recommendations of the Downtown Transportation Plan it will be consistent with the Transportation Element Goals, Objectives and Policies of the GMP;
- Consistency with the GMP will allow flexibility to implement the plans revitalization and design strategies through the City's Planned Development process of the City's Land Development Code;
- Revitalization strategies, including maintaining and improving the Central Boulevard-Church Street corridor and creating Parramore Avenue-Terry Avenue corridor through the neighborhood are found in many of the historical documents;
- Creation of a public gathering place, a park, square or a green, at the northwest corner of Terry Avenue and West Church Street would provide the neighborhood with an engaging, active and focused space for community events, while also accentuating redevelopment of properties fronting onto the square;
- Very little attention has been given to the Orange Blossom Trail corridor in past plans;
- Enhanced education and the need for neighborhood schools have been recommended in most plans and studies;
- Public safety, real and perceived, has consistently been recognized as a critical element to the revitalization of the residential and retail areas of the Parramore community;
- Interstate 4 has been a physical barrier between the Parramore community and the rest of Downtown Orlando. Reconnection of the two areas through pedestrian, bicycle friendly and overall safe corridors under the Interstate is essential if the Parramore neighborhood is to share in the economic and cultural growth of the entire Downtown area; and
- Creative Village is adjacent to the Downtown Central Business District and situated within the northeast area of the Parramore community. The project provides a wholly new planning context which is not entirely consistent with prior planning efforts such as Downtown Outlook. Through this new planning perspective, the Creative Village project

has the potential to establish new linkages and reconnect this area to the rest of Parramore and to the Central Business District.

3. Detailed Review of Primary Resource Materials

a. Growth Management Plan-Future Land Use Element

Department

This document was prepared by the City of Orlando Planning and Community Development Department in 1991, with updates prepared by the Department through 2003. Since 2003, updates have been prepared by the successor Economic Development Department.

Purpose of Study or Plan

The City's Growth Management Plan in its current form was adopted in 1991 and amended over the years pursuant to Florida State Statutes Chapter 163. The purpose of the Growth Management Plan is to implement Orlando's Vision for the future and ensure that all development and plans for development continue to aspire to the City's Vision. As found in the closing statement of the City's adopted Vision:

"Orlando's vision for the future is noble, and the stakes are high. The crucial question is how it can be attained. The means for realizing the vision are embodied in the GMP. Through the GMP, Orlando will work toward a strong, regionally focused growth-management program that recognizes Orlando's historic, current and future role as the Central Florida regions' employment and cultural core."

The Parramore Neighborhood is an integral part of the City and all development and redevelopment within the area is subject to strict adherence to the City's Growth Management Plan (GMP) Goals, Objectives and Policies.

Currently Relevant Recommendations

Preparation of this Plan will be subject to all Goals, Objectives and Policies of the GMP. The content of the GMP Goals, Objectives and Policies that pertain directly to the Downtown and Parramore area are the objectives and policies of Future Land Use Element Goal 5 and the Subarea 5 and 6 objectives and policies.

Although Future Land Use Subarea Policies 5 and 6, and Future Land Use Goal 5, pertain specifically to the Parramore Neighborhood, the City's GMP contains many policies that pertain city-wide and may, in fact, pertain to plans and developments in the study area. Importantly, GMP Future Land Use Objective 3.1 states:

“The entire content of the City’s Growth Management Plan is over 200 pages long and only those that work with the GMP on a daily basis can be counted upon to be sufficiently versed on case by case applicability of many of the specific goals, objectives and policies the GMP.”

Subarea Policies 5 and 6 (under GMP Future Land Use Goal 3)

Because of unique characteristics in different parts of the city, the City of Orlando has adopted subarea policies that are specific to certain areas of the city. These subarea policies are designed to give “specific direction for the form and location of new intensive development, and to preserve and protect Orlando's neighborhoods from encroachment by incompatible uses and intensities.”

The policies associated with Subareas 5 and 6 pertain specifically to Parramore. Generally, the policies are directed at maintaining and improving the residential areas of Parramore and to coordinate with the Orange Blossom Trail (OBT) Community Redevelopment Agency regarding development proposals in the OBT corridor.

GOAL 5

Downtown Orlando – A Place for Families and Individuals to Live, Work and Enjoy

Goal 5 and its associated objectives and policies are intended to help the city create and maintain Downtown Orlando as the “premiere center of Central Florida and the heart of the City for both residents and visitors.” The city envisions Downtown Orlando as a “24-hour hub of activity for residential, government, financial, legal, commercial, tourist, cultural, educational, and corporate interests” that features “safe and vibrant neighborhoods, attractive streets and sidewalks, easily navigated roads, accessible transit and pathways, cultural and educational opportunities and a diversity of economic activity.”

The area defined as “Downtown Orlando” is the area of the City governed by the City’s Community Redevelopment Agency and includes all of the Parramore Neighborhood area. Downtown is also the same area subject to the guidelines of the 2000 Downtown Orlando Redevelopment Area Plan Update (Downtown Outlook), to which the Parramore Neighborhood is also subject. Many of the policies of Goal 5 direct proposed development and development plans to be consistent with the Downtown Outlook and seek coordination with the Downtown Development Board when considering development within Downtown Orlando, including the Parramore area.

There are four adopted objectives that direct four distinct aspects of future development within the Orlando Downtown. Each objective has multiple specific policies that pertain to each objective. The different development objectives have been summarized as follows:

- Objective 5.1 “... the City of Orlando shall encourage sustainable development practices”
- Objective 5.2 “... the City of Orlando shall provide for all required infrastructure improvements in accordance with the time schedule established in the Downtown DRI...”
- Objective 5.3 “... the City of Orlando ...shall work to improve blighted areas and Downtown
- “... by implementing the 2000 Downtown Orlando Redevelopment Area Plan Update (Downtown Outlook)...”
- Objective 5.4 “...the City shall implement the recommendations of the 2000 Downtown Community Redevelopment Area Plan Update ... to improve Downtown Orlando’s Community Character.”

In addition to Future Land Use Goal 5 and Subarea Policies 5 and 6, there are two other components of the City’s GMP Goals, Objectives and Policies that apply directly to the Parramore Neighborhood study area. These include the actual Future Land Use District classifications and the application of general Tradition Neighborhood Design, TND, (aka Smart Growth, New Urbanism, Transect) standards.

Future Land Use Districts (from GMP Goal 2)

There are nine Future Land Use districts within Parramore. Each district has specified minimum and maximum development intensities. The location of these districts are shown on the GMP Future Land Use Map Series, Map 8.

- Residential-Low Intensity: Min 0 du/ac and/or 0 FAR; Max 12 du/ac and/or 0.3 FAR;
- Residential-Medium Intensity: Min 12 du/ac and/or 0 FAR; Max 30 du/ac and/or 0.3 FAR;
- Residential-High Intensity: Min 30 du/ac and/or 0 FAR; Max 200 du/ac and/or 0.35 FAR;
- Mixed-Use Corridor Medium Intensity: Min 15 du/ac and/or 0 FAR; Max 30 du/ac and/or 0.5 FAR;
- Community Activity Center: Min 20 du/ac and/or .35 FAR; Max 40 du/ac and/or 0.7 FAR;
- Urban Activity Center: Min 30 du/ac and/or 0.5 FAR; Max 100 du/ac and/or 1.0 FAR;

- Downtown Activity Center: Min 75 du/ac and/or 0.75 FAR; Max 200 du/ac and/or 4.0 FAR;
- Industrial: Min 12 du/ac and/or 0 FAR; Max 40 du/ac and/or 0.7 FAR; and
- Public, Recreational, Institutional: No minimums; no maximums.

As found on Map 8, the generally more intense land use districts are located around the perimeter of the area (Orange Blossom Trail, Colonial Drive and I-4), while the less intense districts are located within the interior and southern areas. This future land use pattern generally reflects the land use character depicted in the Community Redevelopment Agency's "Downtown Outlook."

Traditional Neighborhood Design Standards (from GMP Goal 1)

The City has adopted the general policy of encouraging Tradition Neighborhood design development standards for much of the city and specifically requires these standards within the Parramore Neighborhood area. Future Land Use Policy 1.4.2 provides that the city recognizes "the benefits of the traditional neighborhood development pattern by considering alternative processes and procedures for development that conforms to TND principles." The application of TND standards includes development practices and concepts such as "Smart Growth," "sustainable development" and "new urbanism." To facilitate and encourage these development concepts the City may offer streamlined development review processes and procedures.

Summary of Relevant Review Findings

The Future Land Use Element of the City's GMP, the Downtown Goals, Objectives and Policies of Goal 5, the Subarea 5 and 6 Goals, Objectives and Policies, the Future Land Use districts of Goal 2 and the Traditional Neighborhood Design Standards of GMP Goal 1 are the City's goals, objectives and policies most relevant to this Plan.

Through the objectives and policies of Goal 5 the City intends to provide better family and individual accessibility to "elements of a City that provide for an enriched quality of life, particularly parks and open spaces, arts and cultural facilities, civic attractions, schools, churches, and gateways." For the Parramore area this will mean providing enhanced transit service, safe bicycle and pedestrian ways, and improved roadway connectivity. It also will mean providing more and/or better schools and parks in the Parramore area to better serve the residents.

It is important to note that there may be other more general or specific topics (i.e. transportation, stormwater, open space) policies of the Growth Management Plan that could

pertain to specific aspects of any proposed plan or the implementation of any component of the plan. City staff of the City Planning Bureau are the most knowledgeable in matters of applicable GMP Goals, Objectives and Policies. These staff members should be engaged throughout the development of the Plan, in coordination with the City's Project Manager. In the end, all aspects of this Plan must conform to all GMP Goals, Objectives and Policies, or the general public and City officials must be willing to amend the GMP to accommodate plan recommendations.

b. Downtown Outlook (Update of 1990 Downtown Redevelopment Area Plan, most recent update – January 2014)

Department

This document was prepared for the Orlando Community Redevelopment Agency (CRA), originally in 2000 (the 2000 Plan), under the direction of the Downtown Development Board staff, by the planning consultant firm of EDAW, Inc. The 2000 Plan has since been amended in 2007 and 2010. An amendment was adopted by the City Council in early 2014.

Purpose of Study or Plan

The purpose of the Downtown Outlook Plan is to guide development and program activities within Downtown Orlando, which includes the Parramore neighborhood, toward achievement of the City's Vision for Downtown:

"A Place for Families and Individuals to Live Work and Play"

The second purpose of the Downtown Outlook is to fulfill the requirements of Florida Statutes, Chapter 163.360(a), which requires the Plan and all amendments to be consistent with the City's Growth Management Plan. The most recent (anticipated amendment) amendment, to provide for a professional soccer stadium venue in the Parramore neighborhood, has been found by City staff to be consistent with the City's Growth Management Plan.

Besides the City's Growth Management Plan and its Goals, Objectives and Policies, the Orlando Downtown Outlook Plan is the single most important document relative to guiding development within Downtown Orlando and the Parramore neighborhood.

Downtown Outlook begins with the vision provided above. The achieving the vision through recommended development and program actions is based on adhering to the Plan's six different principles summarized below:

- **Sense of Place:** "...people need to believe they are in a special place."

- **Integrated Land Uses:** “...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...”
- **Transportation Connectivity:** “...downtown must be fully accessible. The existing grid street pattern provides a high degree of accessibility.” “...ensure adequate pedestrian, transit and bicycle access to houses, jobs, shopping, and entertainment.”
- **Human Scale of Development:** Downtown must be “... a people-sized place. Streets should be wide enough to accommodate vehicles, but not so wide that pedestrians are afraid to cross.”
- **Pedestrian Orientation:** “A pedestrian-oriented [neighborhood] provides more opportunities for social interaction than an automobile-oriented [neighborhood].”
- **Working Toward the Vision:** “Both short and long-term goals and implementation [are] incorporated in this plan to achieve the community vision.”

There are four different downtown planning areas within the Orlando Downtown. The planning areas are identified as:

- the Uptown Planning Area,
- the Eola Planning Area,
- the Central Business District Planning Area, and, of course,
- the Parramore Heritage Planning Area.

There are also four themes used to organize a “Redevelopment Framework” for each of the planning areas. These four themes are:

- **Community Character**, which addresses the community’s sense of place, safety and security, education and design;
- **Family Connections**, which addresses gathering places for the community, including parks, cultural, sports and entertainment activities, and civic facilities for neighborhoods, families and individuals;
- **Getting Around**, which addresses the provision of comfortable and safe accessibility to and throughout downtown by improving the travel balance between cars, transit, rail, bicycles, and pedestrians; and,
- **Market Potential**, which addresses the need to create market opportunities and strategies that encourage development a vibrant mixed-use community with employment opportunities in the Downtown.

For each of the planning areas, a recommended “Character Plan” has been developed and a number of recommended “actions” have been established to implement each planning area’s Redevelopment Framework themes.

The adopted Outlook Plan is used to guide Community Redevelopment Agency (CRA) investments in program and development that will lead to job retention and creation, retail growth, enhance educational opportunities, improved mobility and effective delivery of social services through the year 2030. Adoption of the Downtown Outlook and adherence to the plan’s principles, planning area character plans and recommended actions since the year 2000, has helped the downtown realize sustainable growth and development, and progress toward elimination of slum and blight.

Currently Relevant Recommendations

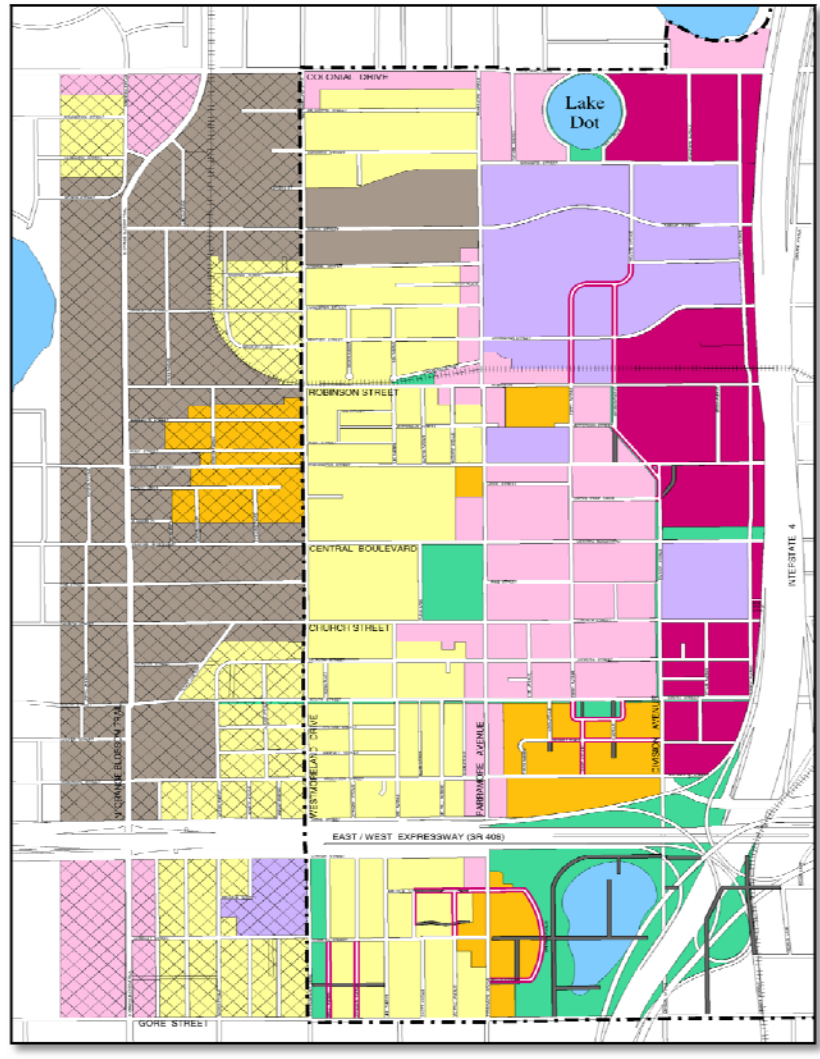
Nearly all of the “Actions” presented in the Downtown Outlook for the Parramore Heritage Planning area are relevant to the planning efforts of this Plan. The Parramore Heritage Planning Area Actions are therefore included in their entirety in this section, according to the applicable Downtown Outlook and Parramore Heritage Planning Area Development Framework categories. Presented below, also by Development Framework category, are some of the more significantly relevant recommended Actions.

Community Character

The Parramore “Preferred Character Plan,” which illustrates the land use and development character of the Parramore Neighborhood is presented on the next page. To help implement the “Preferred Character Plan” the following Actions have been adopted by the Community Redevelopment Agency (CRA). Unlike the Goals, Objectives and Policies of the Growth Management Plan, these Actions serve only as guides to planning and development in the community:

- **Action:** Work with the Orlando Police Department to explore innovative public safety and adjudication programs that help to reduce crime and improve the community.
- **Action:** Encourage private developments to provide amenities that serve the entire area and draw people in from both the east and west through the use of some of the following techniques:
 - i. Incorporate green park spaces and wider green swaths along the street.
 - ii. Ensure that open space is well lit, visually open for drive-by surveillance, and allow for recreational amenities.
 - iii. Ensure that site furnishings are functional but do not encourage loitering.
- **Action:** Work with private developers to encourage development that is consistent with the preferred character districts.
- **Action:** Work with the City, Orlando Housing Authority and other agencies and developers to focus redevelopment funds into areas designated for residential development.

Exhibit B-1 – Downtown Outlook – Character Districts Map



Legend			
	CRA Boundary		Neighborhood General
	Downtown Core		Neighborhood Residential
	Downtown Edge		Business Enterprise
	Neighborhood Mixed Use		Civic
	Park / Open Space		Lake
	Orange Blossom Trail CRA		Proposed Roads
	Street Deletions		

- **Action:** The Coalition for the Homeless and other similar facilities should be relocated during the life of this plan to achieve goals such as neighborhood preservation.
- **Action:** Recommend that the City, CRA , Orlando Housing Authority and other private investors pool financial resources to target new home construction and rehabilitation in concentrated areas to allow for the development of a truly mixed income community.
- **Action:** Continue to acquire and redevelop areas with residential uses, including but not limited to the area bounded by Federal Street, Livingston Street and Otey Place.

- **Action:** Recommend to the City that development receiving financial assistance be part of a mixed income development and meet certain minimum standards to accommodate future family growth and enable families to remain in the neighborhood:
 - i. Houses should be sited on a lot to maximize the possibility of future expansion and should not occupy the entire buildable area of a lot.
 - ii. Encourage construction of garage apartments and accessory apartments in conjunction with single-family homes to provide additional income or space for extended family members (i.e. in-law apartments) in zoning districts where they are allowed.
- **Action:** Recommend that the City, CRA and Orlando Housing Authority coordinate to evaluate, using Crime Prevention Through Environmental Design (CPTED) guidelines, the Quill Street area from Carter Street to Conley Street.
- **Action:** Minimize the visually negative impacts of industrial and commercial uses through the use of well-designed landscape and interesting architecture based on the design guidelines recommended in Chapter 11.
- **Action:** Adopt guidelines and standards for screening of commercial and industrial uses from the street and residential uses and establish a deadline for properties to conform with the new standards.
- **Action:** Encourage the revitalization of the Amelia Street area by working with the surrounding property owners to prepare a vision plan for the industrial property adjacent to Amelia Street on the north and Federal Street on the south and from Parramore Avenue to Westmoreland Drive. When adopting the Downtown Outlook , the City Council contemplated that the Preferred Character designation may be changed.

Family Connections

- **Action:** The CRA may support and fund a project management office to coordinate and supervise the Venues Projects to completion. (2014 amendment to Outlook Plan)
- **Action:** The current Interlocal Agreement between the City, CRA and Orange County contemplates the CRA’s providing of credit support for the bond issue related to the financing of the Community Venues, including the Soccer Stadium. The CRA may support and fund all or part of the infrastructure improvements, amenities, land acquisition, design, construction, way finding, associated streetscape and road improvements, other construction related costs and operational costs of the Soccer Stadium by providing such credit support already authorized by the CRA in the Interlocal Agreement, or by funding any other specific infrastructure improvements, amenities, land acquisition, design, construction, way finding, associated streetscape and road improvements, other

construction related costs and operational costs of the Soccer Stadium approved by the CRA following this 2014 Amendment. (2014 amendment to Outlook Plan)

- **Action:** Acquire property bounded by South Street on the north, Anderson Street on the south, Hicks Avenue on the west and Division Avenue on the east to allow for the development of a new park and residential development.
- **Action:** Work with the City to acquire property bounded by Central Boulevard on the north, Church Street on the south, Glenn Avenue on the west, and Parramore Avenue on the east to permit the expansion of Fire Station #2 and the development of a new active park.
- **Action:** Acquire the property bounded generally by the CSX Railroad, Robinson Street, Oakwood Street and Lee Avenue and develop as passive open space.
- **Action:** Use landscaping and other treatments in accordance with the streetscape design guidelines contained in Chapter 11 to connect and reinforce the network of open spaces on the following “Green Link” streets (depicted in Downtown Outlook Figure 11-4):
 - i. Westmoreland Drive between Amelia Street and South Street
 - ii. Parramore Avenue between Colonial Drive and Church Street
 - iii. Parramore Avenue between Anderson Street and Gore Street
 - iv. Amelia Street between Westmoreland Drive and the Centroplex Parking Garage
 - v. Division Avenue between Robinson Street and South Street
 - vi. Robinson Street between Westmoreland Drive and Hughey Avenue
 - vii. Washington Street between Division Avenue and Hughey Avenue
 - viii. Central Boulevard between Westmoreland Drive and Hughey Avenue
 - ix. South Street between Westmoreland Drive and Hughey Avenue
 - x. Livingston Street/Bentley Avenue between Parramore Avenue and Hughey Avenue
- **Action:** Use streetscape on the following arterials to improve the pedestrian experience (depicted in Downtown Outlook Figure 11-4):
 - i. Colonial Drive between Westmoreland Drive and Interstate 4
 - ii. Anderson Street between Parramore Avenue and Hughey Avenue
 - iii. Hughey Avenue between Colonial Drive and Hughey Place
- **Action:** As part of the Division Avenue extension project and any Centroplex redevelopment, evaluate the feasibility of developing a new park on the south side of the TD Waterhouse Center bounded by Terry Avenue, Division Avenue and Robinson Street that mirrors the park to the north.

Getting Around

- **Action:** Develop high quality pedestrian crossings across Garland and Hughey Avenues on all east-west streets that connect under the interstate.
- **Action:** Expand the City’s Bicycle Plan to include the following streets (depicted in Downtown Outlook Figure 5-3):
 - i. Division Avenue from Amelia Street to Anderson Street
 - ii. Parramore Avenue from Washington Street to Gore Street
- **Action:** Implement the streetscape projects identified in Downtown Outlook Figure 11-1 to enhance pedestrian connections.
- **Action:** Narrow South Street to two lanes, one in each direction, between Westmoreland Drive and Interstate 4.
- **Action:** Use right-of-way remaining after the narrowing of South Street to improve the pedestrian amenities on both sides of the street.
- **Action:** Make Anderson Street a two-way street, one lane in each direction, between Westmoreland Drive and Interstate 4 and narrow the pavement width if possible.
- **Action:** Use remaining right-of-way to improve the sidewalk/parkway conditions on the north side of Anderson Street.
- **Action:** Extend Division Avenue and Terry Avenue north through the Expo Centre to connect to each other just south of the TD Waterhouse Centre Arena and extend Division Avenue north to connect to Amelia Street.
- **Action:** Narrow Division Avenue to two lanes, one in each direction, between Anderson Street and its northern terminus.
- **Action:** As a short-term or interim action, the right-of-way remaining after the narrowing of Division Avenue could be used to create a wide landscaped pedestrian/bicycle path on the west side of the street.
- **Action:** In the long-term, the right-of-way remaining after the narrowing of Division Avenue could be utilized as a future transit corridor.
- **Action:** Realign and create new streets to facilitate the creation of the South Street park.

Retail Market

- **Action:** Ensure retail mix focuses on providing convenience items to the local population and downtown workforce.
- **Action:** Evaluate urban design issues on Parramore Avenue between South Street and Anderson Street and support recommended improvements to enhance this retail node.

Summary of Relevant Review Findings

Parramore Heritage Planning Area

The Parramore Heritage Planning Area encompasses the same geographic area as the study area for this Plan. The Downtown Outlook Vision for the Parramore planning area is to revitalize the overall community by:

- “...better integrating uses and providing uses that ... serve the neighborhood”;
- “...draw[ing] people under Interstate 4 to [the] neighborhoods”;
- Encouraging arts and culture in the Church Street and Centroplex areas, with “...galleries, theaters and other family oriented attractions, such as the African American History Museum in the renovated Wells’ Built Hotel.”;
- Retain and strengthen residential neighborhoods to the west of Parramore Avenue;
- Add schools and parks to “...facilitate the rebuilding of this community and attract new families to the area, thereby creating a mixed-income community.”
- Encourage businesses and offices that offer employment opportunities “...better integrated into the community...”

This document calls for this Vision for the Parramore area to be implemented through a number of actions organized by the Development Framework categories of Community Character, Family Connections, Getting Around (mobility and accessibility), and Retail Market. In planning for the future character of the Parramore area, “Community Character” details actions designed to address the following issues:

- Safety and Security,
- Quality of Education,
- The preferred development character plan,
- Transition between Downtown Core and the Parramore Neighborhoods,
- Residential Neighborhood improvement, and
- Transitions between business and residential uses.

In planning for the future of the Parramore area, “Family Connection” details actions designed to address the following issues:

- Neighborhood parks and open space,
- Connections between parks,
- Connecting the Parramore area to the Cultural Corridor and Downtown Arts District’ and
- Construction a new soccer stadium at the square where the Central Boulevard-Church Street and Parramore Avenue-Terry Avenue corridors intersect.

In planning for the future of the Parramore area, “Getting Around” details actions designed to address the following issues:

- Reconnecting the neighborhood to the rest of Downtown, under I-4,
- Transit,
- Pedestrian and bicycle connections, and
- Local street network connectivity.

In planning for the future of the Parramore area, “Retail Market” details actions designed to address the following issues:

- Providing retail opportunities for the neighborhood population, and
- Evaluating urban design issues to enhance the retail node on South Parramore Avenue.

c. Community Venues Master Plan; Part A - September 2006; Part B (Draft) - November 2006

Department

This document was prepared for the City of Orlando City Council and the Orange County County Commission by Glatting Jackson Kercher Anglin Lopez Rinehart, Inc.

Purpose of Study or Plan

The purpose of the Venues Master Plan was to tie all individual downtown master planning efforts together to create a coordinated and synergistic vision of the venues and the neighborhoods surrounding them.

Currently Relevant Recommendations

The final effort of Part A was to develop general principles to guide the master planning effort to be conducted in Part B. These general planning principles, which apply to the Parramore Neighborhood Planning area, are:

- Connect and strengthen neighborhoods;
- Leverage community assets to build activity center;
- Strengthen arts and cultural amenities;
- Build great streets;
- Realize a good return on public investments; and
- Improve walkability in retail core areas.

In addition, Part B contained the following recommendations:

- Generally remain consistent with the Downtown Outlook Plan as it pertains to the Parramore Neighborhood area;
- Extend Terry Avenue through the neighborhood, north to south to create a civic corridor between it and Parramore Avenue;
- Reestablish the area north of Church Street, between Church and Central, as the core entertainment center, from Lake Lorna Doone to I-4. (The corridor would continue east of I-4 to Rosalind Avenue).

Summary of Relevant Review Findings

The Master Plan was prepared as two separate, but related reports. Part A was an assessment of the regional, historical and physical context of the study area and identification of general planning principles to guide the master planning effort. The Part B effort evaluated each different venue plans in the Downtown area.

The Community Venues Master Plan study area included property bounded by:

- Colonial Drive, on the north;
- SR 408, on the south;
- Rosalind Avenue, on the east; and
- Tampa Avenue, on the west.

The previously conducted master planning efforts included in the Community Venues Master Plan included:

- the Events Center master plan (includes the new Amway Center, the proposed Public Safety site and existing Orlando Police Department site);
- the Citrus Bowl master plan (included Tinker Field);
- the Performing Arts Center master plan;
- the Creative Village master plan; and
- the Church Street Corridor master plan.

Except for the Performing Arts Master Plan, all of the previous planning efforts are located within the Parramore neighborhood. (The Venues Master Plan was prepared prior to any consideration of the approved soccer stadium to be located in Parramore, therefore not included in the final Master Plan report.)

Part A of the document provides a fairly good summary of the historical context of the Parramore neighborhood and its relation to the rest of the Orlando downtown area, presented into two significant eras; the pre I-4 era (pre 1967) and the post I-4 era. During the pre I-4 era, the report presents the Parramore neighborhood as an established residential neighborhood of

regular urban blocks. The CSX railroad, running from north to south, provided the eastern boundary of the neighborhood. The report further presents that shortly after the turn of the 20th century the area around Lake Lorna Doone (west of the Parramore Neighborhood) had scattered housing and a recreational field. These were replaced by the Orlando community facilities of Tinker Field (1923) and the Citrus Bowl (1936). On the north end was another community facility, the Orange County fairgrounds, which was located just north of the Florida Central Railroad (FCR). The FCR connected to the north-south running CSX rail line. During the 1940s several housing projects were built “close to downtown.” Carver Court and Griffin Park exist today, just south of SR 408 and west of I-4.

Within the its study area, Part A provides a good background of existing conditions, given the report was prepared in 2006. It, however, does not include the now completed I-4/SR 408 interchange realignment or the new Events (Orlando) Center. What it does show, relative to the Parramore Neighborhood is the number of smaller single and multi family neighborhoods with edges defined by “major arterial roadways and industrial uses.” The area is also home to a significant number of institutional uses (old TD Waterhouse Arena and municipal parking site, state office buildings, Federal Courthouse, the new Event (Amway) Center, the Orlando Police Department). The report also maps industrial areas, parks and open spaces. Significantly, the report shows the historic block structure of the neighborhood, north of SR 408, and numerous Parramore Neighborhood existing street cross sections.

Part B of the “Community Venues Master Plan” essentially evaluated each of the venue master plans in relation to each other to ensure maximum benefit and least disruption to the community. In tying the different venue plans into one cohesive plan the study identified key short and long term land use and transportation concepts of each venue plan. Key land use characteristics and internal and external transportation connections were key elements common to all master plans. The study also identified short-term infrastructure costs of each site, and the development potential of each site. The Events Center venue plan actually included not only the Event Center, but the proposed Public Safety site and existing Orlando Police Department site, as well as the common elements shared by all plans. The Citrus Bowl venue also included the Tinker field site. From the key concepts of each plan common themes were identified. Themes applicable to the Parramore area were:

- Locate and design the venues to build community: maximum benefits and minimize negative impacts disruption to the community;
- “Stitch” the neighborhoods together by connecting civic facilities and providing infill housing;
- Extend Terry Avenue through the neighborhood, north to south to create a civic corridor between it and Parramore Avenue;

- Reestablish the area between Church Street and Central Boulevard, as the core entertainment center, from Lake Lorna Doone to I-4. (The corridor would continue east of I-4 to Rosalind Avenue).

Applying the framework principles established in Part A and the common themes of each plan, an overall Community Venues Master Plan was established. The master plan identified a transportation network for the area, including recommended routes for an expanded LYMMO system and connection to the commuter rail line east of I-4, bicycle, pedestrian and park/open space network and a highly interconnected roadway network.

The master plan also identified land use and building height characteristics for different areas of the neighborhood. Very similar to the Outlook Plan (see Outlook Plan review. The plan generally called for:

- Protection of existing residential neighborhoods, high intensity development between Division and I-4 (building heights over 200 feet, if FAA approved);
- The Parramore-Terry Avenue corridor to be a transition in development intensity between the I-4 development and the residential neighborhoods west of Parramore Avenue (building heights of 55 feet);
- A commercial and medium density residential development Orange Blossom Trail corridor (building heights of under 200 feet); and
- Mixed-use higher intensity development of the Creative Village/Centroplex area with building heights of over 200 near I-4 and under 200 in the Parramore-Terry corridor.

The master plan also provide illustrative building height cross sections, or transects, for the North Parramore-Terry corridor, the South Parramore-Terry corridor, the Livingston Corridor, and the Anderson Street corridor.

d. Downtown Transportation Plan – December 11, 2006

Department

This document was prepared for the City of Orlando, under the direction of the City’s Transportation Planning Department, by HDR Engineering.

Purpose of Study or Plan

The purpose of the Plan was to provide direction, through guiding principles, implementation strategies and key project initiatives, to achieve the City’s Downtown Transportation Vision for the year 2025:

By the year 2025, Orlando will be a world class City with a diverse population, thriving economy and a vibrant, culturally rich Downtown. Much of the Downtown's success and appeal will be due to the ease of getting around. The intelligent signal system adapts to changing traffic conditions to efficiently move traffic into the downtown and dynamic message signs guide drivers to a variety of parking options. Walking is the preferred way to make most trips. Streetscape and awnings provide shade and weather protection along streets complete with wide, safe, inviting sidewalks. A modern transit circulator system makes getting almost anywhere downtown possible without a car and seamlessly integrates with regional transit and commuter rail. Freight traffic is seldom seen except on designated corridors to support a Downtown that is a great place to live, work and play.

The Orlando Downtown and the Downtown Transportation Plan include the Parramore Comprehensive Neighborhood Plan study area.

Currently Relevant Recommendations

The Downtown Orlando Transportation Plan developed its project recommendations based upon the City's Growth Management Plan Goals, Objectives and Policies, and the vision of the Downtown Outlook . The key recommendations and projects that pertain to the Parramore Neighborhood and its current planning efforts include:

Pedestrian Network Recommendations and Projects

To improve "walkability" it was recommended that areas suffering the deficiencies of a sense of safety, visual appeal and shade be corrected, as well as filling the gaps in the neighborhood's pedestrian system.

- Most of the "poor" sense of safety in the downtown area existed within the Parramore area, especially south of Church street and north of Washington Street, west of Parramore Avenue.
- The lack of a "sense of visual appeal" coincided closely with the sense of safety findings.
- Most of the Parramore streets suffer from a lack of shade and street trees.
- Numerous gaps in the sidewalk system were identified and several areas worthy of improvement were identified and listed in Table 4-6 of the report. This table should be referenced in the process of preparing the Parramore Comprehensive Neighborhood Plan.
- To enhance real and perceived safety, rigorous implementation of CPTED and Defensible Space principles should be implemented.

Bicycle Network Recommendations and Projects

Improvements to the City's bicycle system within the Parramore neighborhood included:

- Providing an urban trail beginning at Terry Avenue and Gore Street, then extending to Anderson Street, on to the Amway Center, under I-4 and connecting to Gertrude’s Walk and Dinky Line Urban Trail;
- Providing bike lanes along Amelia and Livingston Streets, through Creative Village, to Westmoreland Drive;
- Continuing the Amelia Street bike lanes west to Orange Blossom Trail, in conjunction with road dieting of Amelia between Westmoreland and Orange Blossom Trail;
- Providing bike lanes to connect Edgewater Drive at Colonial Drive, to Terry Street, and through Creative Village to Livingston Street;
- Providing bike lanes along Hughey Avenue;
- Providing bike lanes along Long and and Carter Streets; and
- Westmoreland becoming a primary bike corridor with bike lanes.

Transit System Recommendations and Projects

- Extend Lymmo Service into the Parramore Neighborhood along a Central Boulevard-Church Street Loop between Parramore Avenue, and eventually the Citrus Bowl, and Rosalind Avenue (east of I-4)

Roadway Network Recommendations and Projects

The Downtown Transportation Plan recommended the following roadway improvements for the Parramore Neighborhood area:

- South Street - change from a one way street to a two-way street from Terry Avenue to Rosalind Avenue;
- Anderson Street - change from a one way street to a two-way from Terry Avenue to Magnolia Avenue;
- Carter Street and Long Street Extensions – extend Carter Street to Division Avenue and Long Street to Terry Avenue, as one-way pairs; and
- Terry Avenue Extension – Realign and improve existing roadway from Colonial Drive to Gore Street.

Summary of Relevant Review Findings

The Downtown Orlando Transportation Plan begins with identification of nine guiding principles, one for each of the key elements of the plan:

- Streets: (to be) Complete, Connected, Intuitive
- Transit: (to be) Reliable, Convenient, Attractive
- Parking: (to be) Visible, Accessible, Balanced
- Intelligent Transportation Systems: (to be) Priority, Real-Time, Informative

- Bicycles & Pedestrians: (to be) Positive, Connected, Inviting
- Signalization: (to be) Flexible, Visible, Efficient
- Demand Management: (to be) Continuing, Collaborative, Comprehensive
- Freight: (to be) Supportive, Efficient, Invisible
- Land Use: Density, Intensity, Vibrant

Using the Mayor’s 20-Point Transition Team Report (reviewed later in this report) and the Downtown Outlook , a Mission statement for the Downtown Transportation Plan was developed. This Mission Statement clearly is, or should be, applicable to preparation of this Plan.

“To use transportation improvements as a catalyst to create quality “people places,” to promote the downtown experience and to make Orlando a great place to live, work and play.”

The Transportation then cited, and thereby reinforced the importance of, the Mayor’s Transition Team transportation goals and the City’s Growth Management Plan Transportation element Goals, Objectives and Policies. Development of the Downtown Transportation Plan was conducted with an extensive public participation program involving three public meetings, numerous Stakeholder Committee meetings, local board and organization briefing meetings, and press releases to local print, television and radio media.

The Transportation Plan participants ultimately developed a plan that addressed pedestrian and bicycle mobility strategies and projects, transit system strategies and projects, freight delivery strategies and projects, roadway and traffic strategies and projects, and parking strategies and projects.

The following projects pertain directly to Parramore Neighborhood and should be considered during the neighborhood planning process:

Pedestrians

The Transportation Plan studied and documented several different sidewalk characteristics that can determine the “friendliness” of pedestrian walkways and the degree that they are likely to be used. These characteristics include shade cover, visual appeal, sense of safety, and pathway gaps (lack of continuity). Most of the “poor” sense of safety in the downtown area existed within the Parramore area, especially south of Church street and north of Washington Street, west of Parramore Avenue. The lack of a “sense of visual appeal” coincided closely with the sense of safety findings and, not surprisingly, most of the Parramore streets suffer from a lack of shade and street trees. Also, in the Parramore area, numerous gaps in the sidewalk system

were identified and, consequently, several areas worthy of improvement were identified and listed in Table 4-6 of the report. This table should be referenced in the process of preparing the Parramore Comprehensive Neighborhood Plan.

To improve “walkability” it was recommended that areas suffering the deficiencies of a sense of safety, visual appeal and shade be corrected, as well as filling the gaps in the neighborhood’s pedestrian system. In addition to physical improvements of the network the Transportation Plan also recommended, to enhance safety, rigorous implementation of CPTED and Defensible Space principles. These concepts work most effectively in “active” street areas.

Bicycles

Improvements to the City’s bicycle system within the Parramore neighborhood included:

- Providing an urban trail beginning at Terry Avenue and Gore Street then extending to Anderson Street, on to the Amway Center, under I-4 and connecting to Gertrude’s Walk and Dinky Line Urban Trail;
- Providing bike lanes along Amelia and Livingston Streets, through Creative Village, to Westmoreland Drive;
- Continuing the Amelia bike lanes west to Orange Blossom Trail, in conjunction with road dieting of Amelia between Westmoreland and Orange Blossom Trail;
- Providing bike lanes to connect Edgewater Drive at Colonial Drive, to Terry Street, and through Creative Village to Livingston Street;
- Providing bike lanes along Hughey Avenue;
- Providing bike lanes along Long and Carter Streets; and
- Westmoreland to becoming a primary bike corridor with bike lanes.

Transit System

- Extend Lymmo Service into the Parramore Neighborhood along a Central Boulevard-Church Street Loop between Parramore Avenue, and eventually the Citrus Bowl, and Rosalind Avenue (east of I-4)

Roadway and Parking

The Downtown Orlando Transportation Plan recommended the following roadway improvements for the Parramore Neighborhood area:

- South Street* – change from a one way street to a two-way street from Terry Avenue to Rosalind Avenue.
- Anderson Street*- change from a one way street to a two-way from Terry Avenue to Magnolia Avenue.

- Carter Street and Long Street Extension – extend Carter Street to Division Avenue and Long Street to Terry Avenue, as one-way pairs; and
 - Terry Avenue Extension – Realign and improve existing roadway from Colonial Drive to Gore Street.
-

e. Mayor’s Parramore Task Force Report – June 23, 2004

Department

This document was prepared for the Mayor’s Office by the Mayor’s Parramore Task Force, with assistance from City staff.

Purpose of Study or Plan

The purpose of this study was to provide the Mayor’s Office (and the City of Orlando) with a historical perspective of the Parramore Neighborhood and to identify means of improving home ownership opportunities in the neighborhood, improving public safety, identifying public works improvements, identifying the need for additional parks or open space, and providing recommendations for improving private sector investment in the community (“bring back business and entertainment”).

Currently Relevant Recommendations

Many of the recommendations from this study are relevant today and of those recommendations still relevant, they have been incorporated into the City’s Downtown Outlook and/or the City’s Growth Management Plan. The following, by category, are the most significant relevant recommendations from the report:

Master Planning/Zoning:

- Strengthen code enforcement
- Identify and prioritize most problematic uses for screening or removal
- Support financial incentives for entertainment venues
- Expand the existing Downtown Concert series to Parramore
- Create quality infill development on the perimeter of Creative Village
- Minimize the visual impacts of industrial uses (and zoned properties);
- Create an environment that supports residential development
- Reconsider the Otey Place residential development
- Relocate the Coalition for the Homeless and other similar facilities

Public Safety and Public Works

- Encourage Community Oriented Policing (COP) to reduce real and perceived crime levels
- Encourage safety and substance abuse education
- Work with the Court system to reinforce sensitivities related to crime reduction
- Maintain moratorium (prohibit) new or expansion of social services and day labor organizations
- Discuss relocation plans with the Coalition for the Homeless
- Enhance code enforcement

Social Services/Education

- Better serve lower income residents (several steps aimed at the same objective)
- Facilitate access to high-quality early childhood education (before, during and after school)
- Expand Nap Ford School
- Bring new schools to the neighborhood
- Bring new jobs to Parramore
- Establish homeless shelter outside Parramore

Housing

- Develop incentives for market rate housing
- Develop incentives for infill housing
- Identify the needs of current home owner residents
- Identify local historic structures for preservation
- Implement strategies to reduce real and perceived crime

Summary of Relevant Review Findings

The Mayor's Parramore Task Force was given nine charges by the Mayor's Office, that served as the purpose of the study. Generally, these charges involved identifying means of improving home ownership opportunities and public safety in the neighborhood, identifying public works improvements and the need for additional parks or open space, and providing recommendations for improving private sector investment in the community ("bring back business and entertainment"). These charges were intended to fulfill a Vision for Parramore to be a "growing and vibrant ...area, ... a vital part of the City of Orlando, and .. [providing] opportunities for all of its citizens..."

The task force was divided into four subcommittees and the document is organized by the reporting of each subcommittee. The subcommittees and study organizations are:

- Master Planning and Zoning,
- Public Safety/Public Works,
- Social Services/Education, and
- Housing.

For each document section the subcommittees provided three to four goals, consistent with the subcommittee's charge. Implementation of each of the goals included "Basic Steps," with each Basic Step provided with first steps, timeframes (short- and mid-term), the "Implementers," and the anticipated outcome or indicators of successful implementation. The Committee held a public meeting to gain public input. In the end, the task force report reinforced many concepts and recommendations provided in previous plans and studies of the Parramore Neighborhood. Significantly, the study also established the basis for many of the recommendations contained in subsequent studies designed to improve the physical character of the Parramore neighborhood and the quality of life of Parramore residents.

f. Parramore Town Center Strategic Vision (Final) – August 2009

Department

This document appears to be prepared internally by City Staff for the Community Development Agency, though the document does not identify either the author(s) or the responsible City Department.

Purpose of Study or Plan

The purpose of this study was to implement Part 1, Section 2.2.6 Action 3 of the Downtown Outlook Plan and the Mayor's Parramore Task Force (2009), to emphasize the importance to the City of enhancing the physical, visual and community character of Parramore.

Currently Relevant Recommendations

Through Outlook Plan map amendments and action plans, most of the acceptable and implementable recommendations of the Town Center Strategic Vision Plan have been adopted into the Outlook Plan. Planning for the area should, therefore, include higher intensities east of Division Street, between/within the Church and Central corridor and between the Parramore and Terry corridor. Lower intensities and mostly residential development should occur between these high intensity "character" areas. To assist in aggregation of lands to enhance and concentrate development intensity along the corridors and at the Town Square, the need for a Transferable Development Rights ordinance was suggested.

While the Town Center Strategic Vision Plan recommended a high intensity Town Square between Parramore and Terry Avenues and north of Church Street, and the Outlook Plan was subsequently amended to reflect the recommendation, the proposed Town Square has since been appropriated for construction of a new professional soccer stadium. In early 2014, the City of Orlando conducted hearings to amend the Downtown Outlook Plan to permit the soccer stadium in lieu of the “Town Square.” Later, the soccer stadium moved, allowing for the town square concept to be resurrected and analyzed as part of this Plan.

Summary of Relevant Review Findings

The focus of this plan was to create a plan for the core of the Parramore neighborhood, that part of the neighborhood south of the Creative Village, north of South Street, east of Westmoreland Drive and west of Interstate 4, although the area adjacent to Interstate 4 is already developed primarily with public purpose developments. The concluding strategic Vision for the Parramore Town Center was to be a mixture of residential, retail, office and civic and community service uses. The plan and vision called for enhancing the inter-connectivity of streets, connection to the City’s transit system, and an improved pedestrian and open space network.

The Plan itself was developed as a refinement of the then adopted Downtown Outlook Plan . The Town Center Strategic Vision Plan reiterated the City’s commitment to housing revitalization in the Callahan and Holden-Parramore neighborhoods, the neighborhoods making up the residential parts of the Parramore community study area. Though most of the newer redevelopment in Parramore has been public facility driven redevelopment, the study recognized the anticipated sale of the existing Police Headquarters as a potential private sector investment opportunity. This transaction has since taken place and has been reflected in this Parramore Comprehensive Neighborhood Plan.

The plan further identifies the vision for the core of the Town Center (the area bounded by Central Blvd, Terry Avenue, Church Street, and Parramore Avenue) becoming a high intensity core, accommodating over 1 million square feet of office and commercial space (for potential local employment) and over 2,300 dwelling units for neighborhood housing. The anticipated Events (Amway) Center would be located east of Division Street, with a retail district linking the Amway Center to the “Main and Main” intersection of Parramore and Church. The plan illustrates envisioned block-by-block redevelopment along Church Street and the south side of Central Blvd that would enhance commercial and residential development in Parramore.

The focal points of the Town Center Strategic Vision Plan are the envisioned Town Square (Parramore to Terry; Church to Central), a “festival’ retail street concept on Church Street

“energized” by the Amway Center; and an expanded Heritage Park. The plan recognized the challenges facing the city and neighborhood with regard to development along the northern and western edges of the neighborhood. The northern and western edges are non-residential and a sufficient transition between the edges and the residential areas of the neighborhood will require strength and will with regard to GMP implementation and code enforcement. Finally, the plan identified an enhanced street grid and smaller street block/street grid pattern for the neighborhood. This would require property acquisitions to extend Ossie Street alley, connect New Grove Park Street to New Macbro Court and extend Lee Street through the neighborhood. To accomplish the design and intense development concepts of the plan and the implication of property aggregation, it anticipates the use of Transferable Development Rights. This could require a new Land Development Code (LDC) ordinance authorizing the specific use of TDRs, even if the concept/ordinance applies specifically to the Parramore area. The action plans recommended as part of the Town Center Strategic Plan have been incorporated into the Downtown Outlook Plan (2010).

g. Parramore Vision Plan Map – 2009

Department

Compiled by the City of Orlando City Planning Division

Purpose of Study or Plan

The purpose of the Parramore Vision Plan Map was to combine the accepted physical characteristics and improvements of previously accepted plans.

Currently Relevant Recommendations

While the Vision Plan Map offers a fairly current illustration of Parramore upon future development, there is little in this plan map that differs from previous efforts, and no specific recommendations. The updated Downtown Outlook Plan, the current Growth Management Plan Goals, Objectives and Policies and the most recent of the Parramore planning efforts provide more relevant guidance than this plan.

Summary of Relevant Review Findings

The Parramore Vision Plan Map is a recent depiction of the envisioned future development of the Parramore Neighborhood area. It is an illustrated plan of the area, showing land uses, transportation linkages and building footprints. The plan appears to be a compilation of the adopted versions of several plans prepared prior, including the Community Venues Master Plan (2006), which incorporated the previously prepared Events Center, Citrus Bowl, Church Street

Corridor master plans, the Downtown Transportation Plan (2006), and the Parramore Town Center Strategic Vision (2009). However, as the plan map was prepared prior to adoption of the Creative Village Planned Development (PD) it does not depict that area's proposed and adopted land use development pattern, though it does visually imply the anticipated development intensities of the Creative Village PD.

The key components of the Parramore Vision Plan Map are the openings of new roads; Terry Avenue through Creative Village and between South and Gore Streets to create a north-south development corridor between Parramore and Terry Avenues; Washington Street from Westmoreland to Terry to create smaller connective blocks north of Central Boulevard, and opening Lee Avenue between Jefferson and Church Streets. The other key component is the connection of a bicycle trail from the Griffin Park neighborhood under SR 408, through the Event Center property, under I-4 to connect to Gertrude's Walk/Dinky Line Urban Trail.

h. Creative Village Planned Development – (PD Ordinance 2012-19)

Department

The Creative Village Master Plan was prepared by the Creative Village, LLC development team for the Orlando City Council as the development team's proposal for redevelopment of the City's Centroplex area (located generally west of Hughey Avenue, east of Parramore Avenue, south of Colonial Drive and north of Robinson Street). The Creative Village Planned Development (PD) Ordinance was prepared by City planning and legal staff, recommended for adoption by the City Municipal Planning Board and approved and adopted by the City Council on August 20, 2012. Approval of the Ordinance had the effect of rezoning the property from several different zoning districts to a Planned Development (PD) District, subject to the specific land development regulations contained in the PD

Purpose of Study or Plan

The purpose of the Planned Development Ordinance was to encourage development of the property, as proposed by the development team, by establishing development standards different from those specific to the previous zoning districts and unique to the proposed Creative Village Master Plan, yet maintaining consistency with the Growth Management Plan.

Currently Relevant Recommendations

The Creative Village PD is a most recent development plan approval (2012). The area cover 68 acres, a significant portion of the Parramore neighborhood. Therefore, all development

principles and regulations of the PD are relevant to the Parramore Comprehensive Neighborhood Plan effort.

One of the development principles of Creative Village is to “Respect the historic development pattern of the Parramore neighborhood.” The Creative Village Conceptual Block Plan includes roadway connections to Parramore Avenue at Concord Street, Amelia Street, Federal Street, Livingston Street, and at a new “A” Street between Amelia and Concord Streets. The plan also shows Terry Avenue connecting, through the Village, from Concord Street to the south side of the development. This aspect of the Village plan is critical if Terry and Parramore Avenues are to become a north-south, medium intensity development corridor through Parramore, as proposed in many plans, including the Downtown Outlook Preferred Character Plan for the Parramore Heritage Area.

Another part of the Creative Village Plan that could have an impact upon the Parramore Neighborhood outside Creative Village is the building height and intensities approved along the east side of Parramore Avenue. The buildings may be as tall as 75-100 feet in height, though that height is not required. Disregarding the height, the matter of the Creative Village’s high permitted intensity may effect the potential for additional private investment elsewhere in the Parramore-Terry corridor.

Finally, the Creative Village is required to provide open space and public park opportunities. Ready access to these parks and open spaces by pedestrians and bicyclists from the other parts of Parramore Neighborhood should be guaranteed. Pathways should lead from the parks and open spaces to the edges of the Creative Village to accommodate future connectivity.

Summary of Relevant Review Findings

Fundamentally, the Creative Village PD permits redevelopment of the 68 acre Centroplex area from the basketball/events arena, parking area and convention center to a high intensity, mixed-use development. When fully developed, assuming no major amendments to the PD Ordinance, the site will include 900,000 square feet of office space, 125,000 square feet of retail space, 325 square feet of educational space, 150 hotel rooms, significant areas of open space and parks, and at least 1,200 dwelling units. All of this development will be accompanied by necessary transportation and infrastructure improvements.

The PD is presented in three substantive sections. The first section of the Ordinance addresses the actual rezoning of the property from the three different districts (P, Public; I-G, Industrial; and MXD-2, Mixed-Use Development, Medium Intensity) that covered the property to Planned Development. All districts were also subject to the Traditional City and Parramore Heritage

Overlay districts, which were carried over with the PD zoning, to create an official zoning category of PD/T/PH for the area. The second section of the ordinance provides for definition of terms unique to the Creative Village PD Ordinance.

The third section establishes the land development regulations to which the Creative Village would be subject. Within this section, 29 different subsections are presented to address the different development regulations unique to the Creative Village. These regulations govern all aspects of the proposed development, from sustainability standards, to the development program (mix and intensity of uses), special ground floor activity standards, prohibited uses (drive-thrus except in parking structures, heavy industrial uses and previously prohibited uses), building separation standards, streetscape standards, parking, stormwater collection systems, parks, mobility plans, site plan review timing and process, urban design standards, landscaping, signs, fences, and regulation modifications by the City Planning Official. The regulations begin with presentation of the development principles for the PD:

- Respecting the development pattern of the Parramore neighborhood;
- Create vibrant street life and urban amenities;
- Incorporate innovative technologies; promote sustainability;
- Become a transit oriented development (TOD); and,
- Create green spaces and public plazas.

Should interpretation in the application or variation of any of the PD's development regulations be required, the development principles will be used to guide the interpretations.

The PD also contains numerous exhibits to supplement the PD text. These include the previous (existing) zoned area, the approved PD zoning area, the Conceptual Master Plan, the Conceptual Block Plan, a Land Use Chart identifying the development intensities and uses of each block identified in the Conceptual Block Plan, Existing Uses providing the timing/phasing of demolition of the existing uses, a Conceptual Open Space Plan and street cross section designs for each proposed street.

In reviewing the Creative Village PD, it appears that the development could have major impact upon the potential for development of the remainder of Parramore. First, connectivity between Parramore and Creative Village should be maintained and enhanced where practicable. (This is one of the required development principles of Creative Village.) Second, the magnitude of the proposed retail office and residential in Creative Village may impact the potential for private business development investment in the remainder of Parramore. Finally, should the ultimate Parramore Comprehensive Neighborhood Plan include recommendations that suggest changes to the Creative Village Plan, such as densities, intensities, land uses, connectivity or block

layout, the Creative Village Ordinance may require modification approval by the City Planning Official or even PD amendment by the Municiple Planning Board and City Council.

4. Detailed Review of Secondary Resource Materials

a. Comprehensive Community Safety Plan: Parramore Heritage District of Orlando – 2003

Department

This document was prepared for the City of Orlando Police Department, the Orlando Community Redevelopment Agency and the Parramore Heritage Renovation Foundation by Kimala L. Barclay, Independent Consultant.

Purpose of Study or Plan

The purpose of this study was to serve as guide for the Police Department, Orlando Community Redevelopment Agency and the Parramore Heritage Renovation Foundation to work together to find solutions to real and perceived crime and safety problems in the Parramore Neighborhood. The report identified such solutions as “an essential ingredient to any community development or re-development strategy.”

Currently Relevant Recommendations

Although this report was prepared over ten years ago, the report’s recommendation to diligently apply Crime Prevention through Environmental Design (CPTED) practices is still relevant today: Also, most of the report’s implementation strategies are still applicable today:

- Creation of a Community Safety Advisory (Implementation) Committee. The committee would be “representatiive of neighborhood demographics.” The report also advised that implentation of a safety program would be an expensive process, but no dollar estimate was provided.
- Maintain close coordination between the Police Department, Code Enforcement, the District Commissioner’s office, Neighborhood Services, and the court system.
- Provide leadership training for the Implementation Committee through the Healthy Community Initiative, as well as CPTED training, with City staff providing technical assistance.

Summary of Relevant Review Findings

Although the report was prepared in 2003, it has a wealth of data that may very well be relevant today, particularly the comparative Parramore and City of Orlando crime data.

However, more current data, should it exist, would be more valuable. The report clearly shows that the crime rates in this neighborhood were higher than in the city as a whole, though for the most part crime statistics dropped off the studies ten year period of 1993-2003. The report provides a matrix of cities applying innovative “best practices” (at least in the 2003 context) for crime and safety solutions. The matrix was presented as best practices for two major crime issues, Drugs and Drug Related Crime and Crime related to Homeless Populations.

b. Downtown Orlando 20-Point Strategic Plan – 2003

City Department

This plan was prepared for the Office of the Mayor by the Mayor’s Downtown Strategic Transition Team.

Purpose of Study or Plan

The purpose of the plan was to evaluate all existing plans and projects pertaining to downtown Orlando for “their viability within the overall mission of strengthening the core of our city as both a desirable destination and a residential center.”

Currently Relevant Recommendations

The Downtown Development Board was charged as the umbrella agency for implementing the 20 Point Strategic Plan. Because the study area of the 20-Point Strategic Plan covered only a small area within the Parramore Neighborhood, few recommendations applied to the Parramore area. Only a few of the recommendation could be considered relevant to the Parramore Comprehensive Neighborhood Plan today. The first three may become controversial or have been superseded by events for a number of reasons, while the last three are included in other plans:

- Conduct a feasibility study for Minor League Baseball between Tinker Field and Downtown;
- Provide a day facility for the homeless (no locations were identified);
- Provide for affordable housing downtown (some of Parramore was within the study area, no areas were identified);
- Expand Lymmo to west of I-4, to City View;
- Design I-4 underpasses as pedestrian friendly “portals” connecting the east and west sides of I-4; and
- Make downtown walkable.

Summary of Relevant Review Findings

The study area of the 20-Point Strategic Plan covered only a small area within the Parramore Neighborhood (west of I-4). The Parramore areas included were the Creative Village/Centroplex area; the future new Event (Amway) Center site, and blocks east of Divison Avenue, north to Robinson Street. The transition team was highly and specifically organized into five subcommittees coinciding with five primary elements identified as critical to a great downtown:

- Art, Entertainment and Sports;
- Cornerstone Plan;
- Quality of Life;
- Retail and Hospitality; and
- Transportation.

Each committee was charged with identifying detailed action plan steps (activities, actions), timeframes (short term, midterm, long term), and implementers of the plan's steps within the established timeframes. The Downtown Development Board was charged as the umbrella agency for implementing the plan. Due to the limits of the study area, not surprisingly, there were few action plans or recommendations relevant to the Parramore area. Most significantly they included:

- Make all efforts to keep the Magic in town and provide an new arena (this has been accomplished);
- Conduct a feasibility study for Minor League Baseball between Tinker Field and Downtown;
- Provide a day facility for the homeless (no locations were identified);
- Provide for affordable housing downtown (some of Parramore was within the study area, no areas were identified);
- Expand Lymmo to west of I-4, to City View;
- Design I-4 underpasses as pedestrian friendly "portals connecting the east and west sides of I-4; and
- Make downtown walkable.

c. Parramore Heritage Restoration Project Annual Report - 1994

Department

This document was prepared for the Orlando City Council by the Parramore Heritage Renovation Project Steering Committee

Purpose of Study or Plan

The purpose of the report was to advise the City Council of activities that had been accomplished to further renovation of Parramore Heritage Neighborhood and to provide the City Council with the committee's recommended priorities and strategies, prior to its dissolution and the creation of the Parramore Heritage Renovation Foundation.

Currently Relevant Recommendations

Prior to dissolving itself, the steering committee established several priorities and created the Parramore Heritage Renovation Foundation, which established several objectives for the fiscal year 1994-1995, to further its goal of preserving, developing and improving the economy of the neighborhood, improving the educational level of the residents, and preserving cultural heritage of the community. Related to physical planning of the neighborhood the following objectives could still apply today:

- Improve the visual image and residential quality of life, through renovation of existing structures and encouraging owner-occupied residency;
- Create a designed transition from Orange Blossom Trail to Easy Street, with single family homes and landscaping, and replace the public housing on Westmoreland with row houses

The steering committee also prepared several project priorities and strategies for the new Foundation. The priorities included 16 development related projects, all of which required future funding. Many of the projects involved modifying neighborhood streets to create smaller blocks and renovation and revitalization of existing developments.

The strategies developed by the committee were divided into "funding required" and "funding not required" categories. The "funding required" category identified goals and objectives, by priority, for "Communication," "Education, Social Services & Crime Prevention," and "Urban Design & Housing." The "funding not required" category identified goals and objectives, by priority, for "Urban Design & Housing" and "Communication."

From a physical and safety planning perspective, the most significant strategies still relevant today include:

- To identify and repair substandard housing;
- To develop and strengthen neighborhood watch programs;
- To promote the Parramore neighborhood as a safe and desirable place;
- To improve the image of public right-of-way; and
- To eliminate structurally unsound buildings.

Summary of Relevant Review Findings

The Parramore Renovation Project was initiated in 1992 at the request of then Commissioner Nap Ford. The Annual Report was prepared by the Mayor’s appointed steering committee to inform the City Council of the progress made on the project through July 1994. The report showed key accomplishments since the project’s inception. Major accomplishments included:

- The addition of 24 new police officers to serve the Parramore area;
- Subsidy for the construction of ten new homes, with eight more funded;
- Renovation of 32 homes and a 26 unit apartment complex;
- The recommendation from the community for creation of an “African Quarter,” an African-American owned and operated tourist district on Church Street, from I-4 to Parramore Avenue. It was also reported that the Community Redevelopment Agency had begun acquisition of “block on the south side of Church Street just west of I-4 for the initial development of the Quarter.” (Now the site of the Amway Center.)

The report also itemized the \$10.31 million invested in completed Parramore neighborhood projects from 1981 through 1994 and \$11.03 million in current and ongoing projects. As its final act, the steering committee created the Parramore Heritage Renovation Foundation and dissolved itself.

d. Parramore Heritage District Master Plan – 1994

Department

This document was prepared for the City of Orlando with the lead department being the Department of Planning and Development.

The lead consultant and primary author of the plan was Dover, Kohl and Partners. Dover, Kohl was assisted by the Ron Frazier & Associates as architect, Nancy Prine, as landscape architect, and Glatting Jackson Kerther Anglin Lopez Rinehart, as traffic engineer.

Purpose of Study or Plan

This Master Plan was to be the physical plan component of the campaign to improve the Parramore district that began in 1992 as the Parramore Heritage Restoration Project. The goal of the campaign was to improve the economy of the district and the quality of life of its citizens.

Prior to initiating the Master Plan, six primary purposes were established by the City and design team. These were to:

1. Prepare a detailed and illustrated plan of what the Parramore District should become;

2. Preserve, restore and enhance the qualities of the district valued by the community, allowing for a gradual change to a mixed use environment;
3. Develop a physical plan for the community that would address mobility, site layout, land uses, building form, visual blight and preservation of significant buildings;
4. Establish a set of graphic development standards;
5. Guide future public investment in the district’s infrastructure, and civic buildings and spaces; and
6. Guide future private sector investment and development in the district.

Currently Relevant Recommendations

Because this 1994 plan is nearly 20 years old and was developed as a physical design plan, many of the specific recommendations from the plan are no longer relevant or they have already been incorporated into the the policies of the Downtown Outlook Plan or the Land Development Code. However, many recommendations, in a more general form still pertain today.

The first of these recommendations is to extend the “OSCAR (Orlando Street Car)” through the Parramore Neighborhood. Oscar is today’s LYMMO. The Master Plan recommended a north-south line running along Parramore Street. More recent proposals envision an east-west connection, better linking Parramore to downtown east of I-4 and to the Thornton Park area.

A second general recommendation, still pertinent to Parramore today, was to find sites for one or two schools that would serve the neighborhood.

Third, the new urbanist design standards envisioned in the plan are much more accepted today and have been implemented in other parts of the city through the City’s Growth Management Plan and Planned Development process of the Land development Code. Application of these, and the new urbanism transect design standards, may have more acceptance today.

Summary of Relevant Review Findings

Because this 1994 plan is nearly 20 years old and was developed as a design plan, many of the specific recommendations from the plan are no longer relevant, or they have already been incorporated into the the policies of the Downtown Outlook Plan or the Land Development Code. In particular, the eventual 1994 Master Plan ended up being a very specific design driven plan. There was little specific implementation of the plan, likely for at least three reasons:

- The design concept, that of “the New Urbanism,” was a concept that was just evolving in the country and was little understood by most people at the time. It was very

controversial even within the design community. (With the success of Baldwin Park a little more than ten years later, the concept may take better hold today);

- The plan, being a design-oriented plan, was too complicated for easy implementation and new urbanism projects at that time were, and often still are, difficult to finance; and,
 - There was little private sector investment in the neighborhood to transform it.
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e. Pocket Guide to Parramore Planning – November 2009

Presenting City Department, Author

This document was prepared for the City of Orlando Mayor’s Office and City Council by City staff.

Purpose of Study or Plan

The purpose of this document was to inform Parramore residents, businesses and organizations regarding City initiatives within, and affecting, the Parramore neighborhood

Currently Relevant Recommendations

The document was not prepared with the purpose of presenting recommendations, but to present the status of ongoing or anticipated projects in the neighborhood.

Summary of Relevant Review Findings

In 2005, the Mayor and Commissioner of District 5, Ms. Daisy Lynum, launched the **Pathways for Parramore** initiative. This document, which includes letters from both the Mayor and the Commissioner, was prepared to reinforce the City’s commitment to the citizens of Parramore and identify progress made since the initiative’s launch. Several projects and accomplishments were highlighted in the Guide. These included:

- Investing over \$10 million in housing, creating over 300 new units;
- A 47% decrease in juvenile arrests and higher FCAT math and reading scores through Parramore Kid Zone;
- Plans to extend Lymmo into the neighborhood;
- Division Avenue Streetscape improvements (\$2.2 million);
- Completion of the Parramore Heritage Town Center Plan, showing a medium to high intensity mixed use “town square”, east of Parramore Avenue, north of Church Street) as the focal point of the neighborhood (this is now to be the site of the new soccer venue);

- Continuation (since 2005) of the Police Department Door-to-Door program, providing public safety program information to the neighborhood;
 - Redevelopment of Carver Court.
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