SunRail Station Area Study Plan for Sanford

DRAFT FINAL REPORT | **JULY 2014**

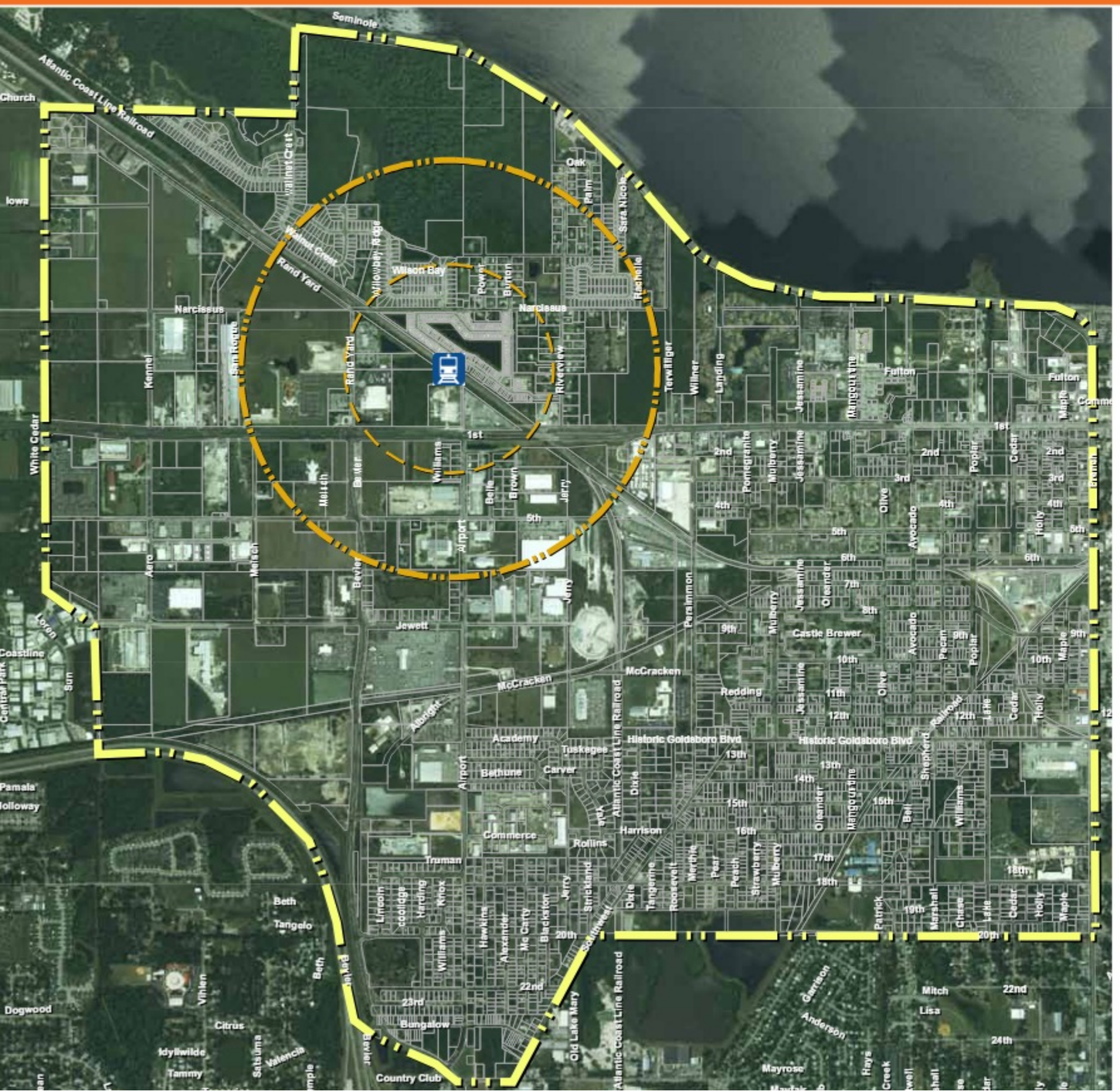


Table of Contents

Table of Contents continued >

1.0 Introduction

1.1. Overview

The introduction of SunRail as a public transportation alternative for Central Florida residents provides a unique oppportunity for the City of Sanford to promote Transit Oriented Development (TOD) as a growth management tool. Transit Oriented Development is fundamentally a simple concept that builds upon the following community building principles:

- Vibrant, compact, mixed use neighborhoods containing a range of housing types, workplaces, shops, entertainment, schools, parks, and civic facilities;
- Mix of uses essential to the daily lives of residents – all within a 5 to 10 minute walk from a transit station; and
- Designed to encourage transit uses, such as roads laid out in a grid network and a pedestrian-friendly built environment along roads to encourage walking or cycling to transit

The Sanford SunRail Station is one of the few stations along the SunRail commuter rail corridor that contains large tracts of vacant and underutilied properties in the area immediately surrounding the station facility presenting enormous potential for the development of a successful TOD precinct. Located along SR 46, the station is located close to Downtown Sanford and the historic Goldsboro and Lockhart neighborhoods presenting opportunities to act as a revitalization catalyst for these historic but underserved areas.

Purpose & Scope

The SunRail Station Area Study Plan for Sanford is a result of continued efforts of Seminole County and City of Sanford as part of the Enhance Central Florida project to help Central Florida make the most of the SunRail investment in minority and low-income neighborhoods adjacent to planned stations.

As one of the key components of this project, Seminole County has commissioned this Station Area Study Plan for Sanford to achieve the following objectives:

- Increase transportation choices and accessibility for area residents to the commuter rail station
- Prioritize walkability, TOD and Crime Prevention Through Environmental Design (CPTED)
- Attract jobs and residents through economic and development incentives
- Improve affordable housing opportunities
- Increase land values through strategic developments & investments
- Increase transit ridership
- Ensure that future development is adequately served by infrastructure systems
- Create a set of development guiding policies

This Station Area Study Plan is part of a larger regional planning effort called Enhance Central Florida, led by the East Central Florida Sustainable Communities Consortium, and organized by the East Central Florida Regional Planning Council (ECFRPC). It is the intent of the City and County that the Comprehensive PolicyPlan embodies the U.S. Department of Housing and Urban Development (HUD) Six Livability Principles that are fundamental to achieving a sustainable and healthy community. These Six Livability Principles are:

1. Access to more transportation choices,
2. Promotion of equitable affordable housing,
3. Enhancement of economic competitiveness,
4. Support of existing communities,
5. Coordination of policies and leveraging of investments, and
6. Placement of value upon communities and neighborhoods.

The scope for Sanford's SunRail Station Area Plan includes the following components:

- A conceptual integrated transportation and land use plan for a designated area (within a 5 to 10 minute walk) surrounding a rapid transit station.
- Transit supportive planning principles to prepare three scenarios created through a process involving residents and stakeholders
  - o Connectivity Scenario
  - o Development/ Employment Overlay Scenario
  - o Housing Overlay Scenario
- Identify development guidelines and regulatory changes to ensure that the community's vision is implemented.

Planning Process

Stakeholder Outreach and Engagement activities were an integral component of the Sanford SunRail station area planning process. The planning process used diverse participatory tools to gather input from community members and the Working Group, presented in detail in Appendix A of this plan.

Seminole County and the City of Sanford recognize the importance of creating feasible and implementable policies and a regulatory frameworkwhich guides development and land use patterns within and adjacent to the SunRail Station in Sanford in such a way thatincreases multimodal mobility and connectivity, particularly to the SunRail Station for underserved populations. This Study will embody a joint and coordinated approach by the City, County, key agencies and community on the development of strategies and policy recommendationsto ensure that development patterns support the unique characteristics of the study area, can be supported by municipal services, and incorporate walkability and transit-oriented/transit-supportive principles.

The Public Outreach Strategy will engage the key stakeholders and community in the creation of such a regulatory framework for the Sanford SunRail Station Area Plan so that the underserved neighborhoods within the study area realize the public benefit from investment in commuter rail.

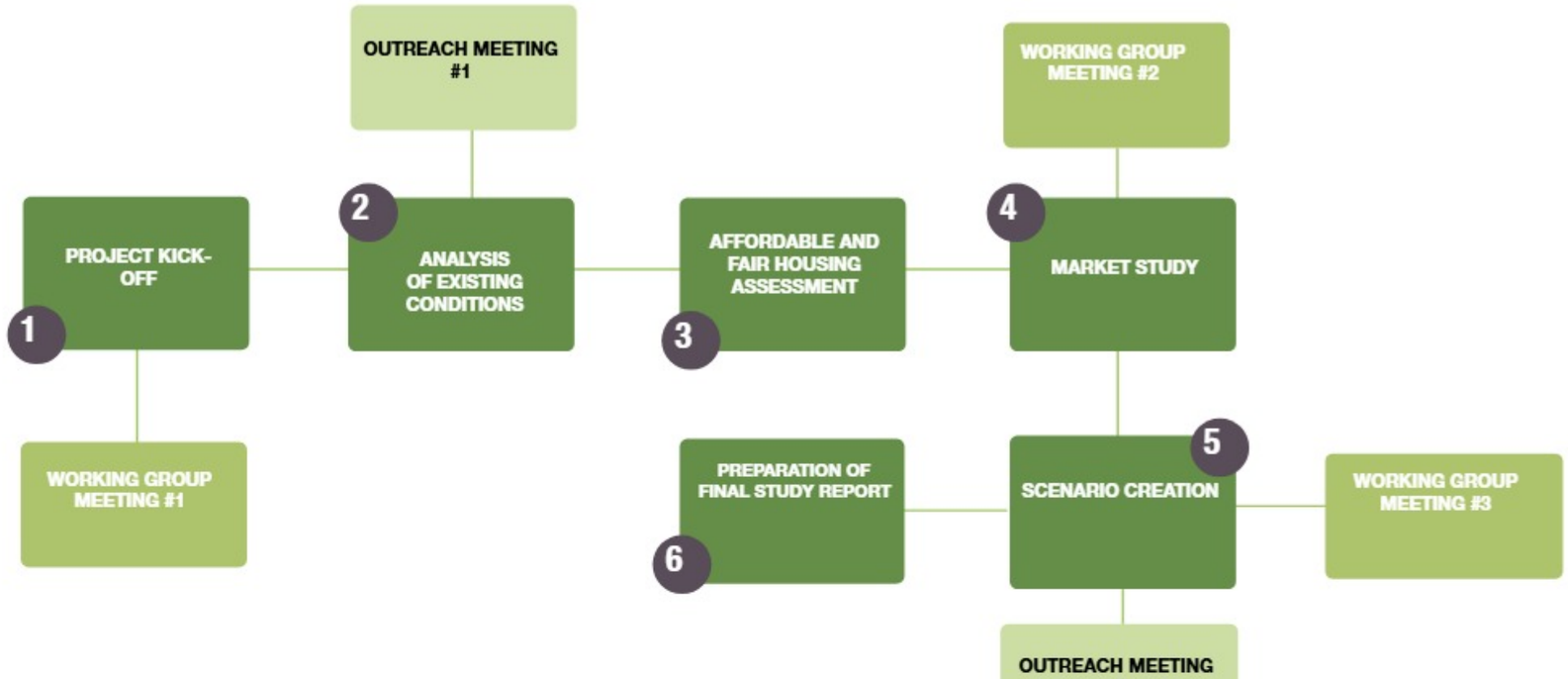


Figure 1: Planning Process

1.2. Project Context

The Sanford SunRail Station Area presents several key opportunities crucial for creating successful transit supportive developments. The most significant of these opportunities is the presence of property owners with large undeveloped landholdings; thereby reducing the complexities involved with land assemblage and no displacement of existing residents when redeveloped. From a connectivity perspective, opportunities exist to connect the SunRail station with key destinations including: Sanford Amtrak Auto Station located south of SR 46, Downtown riverfront and some of the surrounding low-income neighborhoods.

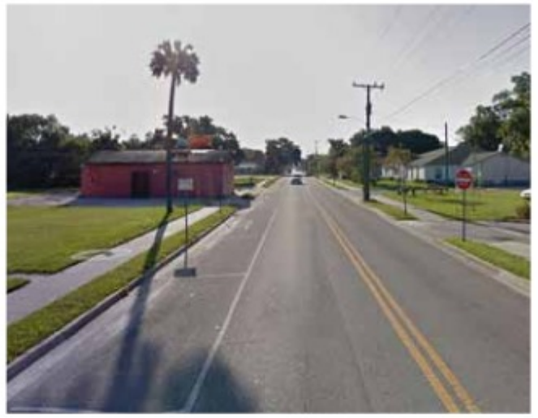
The historical African-American neighborhoods of Goldsboro and Lockhart combined with subdivisions of Riverview and Preserve at Lake Monroe are the primary residential neighborhoods in the Study Area. Majority of the lands located within a half-mile (10-min) walking radius from the Sanford SunRail station facility are either owned by the industrial establishments or institutions such as churches and government. Compared to other SunRail stations, the Sanford station could be considered as a "greenfield TOD" opportunity offering the maximum amount of developable land for area-wide transit supportive interventions. On the other hand, these large tracts also pose a threat for forging pedestrian and vehicular linkages as they create large blocks forcing people to walk or drive longer distances to reach the station facility.

The station facility itself is single-purpose without any usable public spaces and separated physically from the neighborhoods to the north and south of the station by the railway tracks and SR 46 respectively. Visually the station has one of the largest parking areas of all SunRail stations separating the facility from adjoining parcels which reduces the potential to connect current transit users conveniently with future development. The station site itself represents a significant redevelopment opportunity if alternative parking and improved transit and passenger access can be implemented. Also, since the transit station will be handed over to Seminole County after 7 years for operation and maintenance by SunRail, there is an opportunity to revisit the design of the transit station as an integrated mixed-use multimodal destination as part of the redevelopment program.

In the immediate vicinity of the station (1/2 mile radius), there are few residents living in low-density single-family subdivisions and comparatively more number of employees working in the surrounding industries. Based on 2014 estimates, there were nearly 450 employees and 1200 residents living within ½ mile of the station platform. Within the Study Area boundaries, there are nearly 9,000 employees and 8,800 residents.

The central analytical question is "what impact will the arrival of SunRail have on the future development of the Study Area especially those parcels located within walking distance"? Traditionally, transit oriented developments (TOD) have been oriented as either a sender or receiver; meaning that at one end a sender station is mainly based on transit patrons leaving (or returning) from their residents (sender) to go to work, buy goods or seek entertainment in another area (receiver) or in more highly oriented urban settings, act as both residential and employment hubs. Sanford is largely a bedroom community for Orlando and the I-4 office parks.

As in typical bedroom communities across the country, it is assumed that the initial ridership demand for Sanford SunRail station will largely be from car or parking oriented demand wherein riders from the surrounding market will drive to the station on their ultimate transit route to work or play. The concept of TOD or more densely oriented infill development has gained significant momentum nationally since the real estate bust of 2007. It is anticipated that creating the conditions to enable redevelopment of lands within the Study Area to accommodate higher density residential and mixed use developments should have a positive impact on the Station Area's overall development metrics.

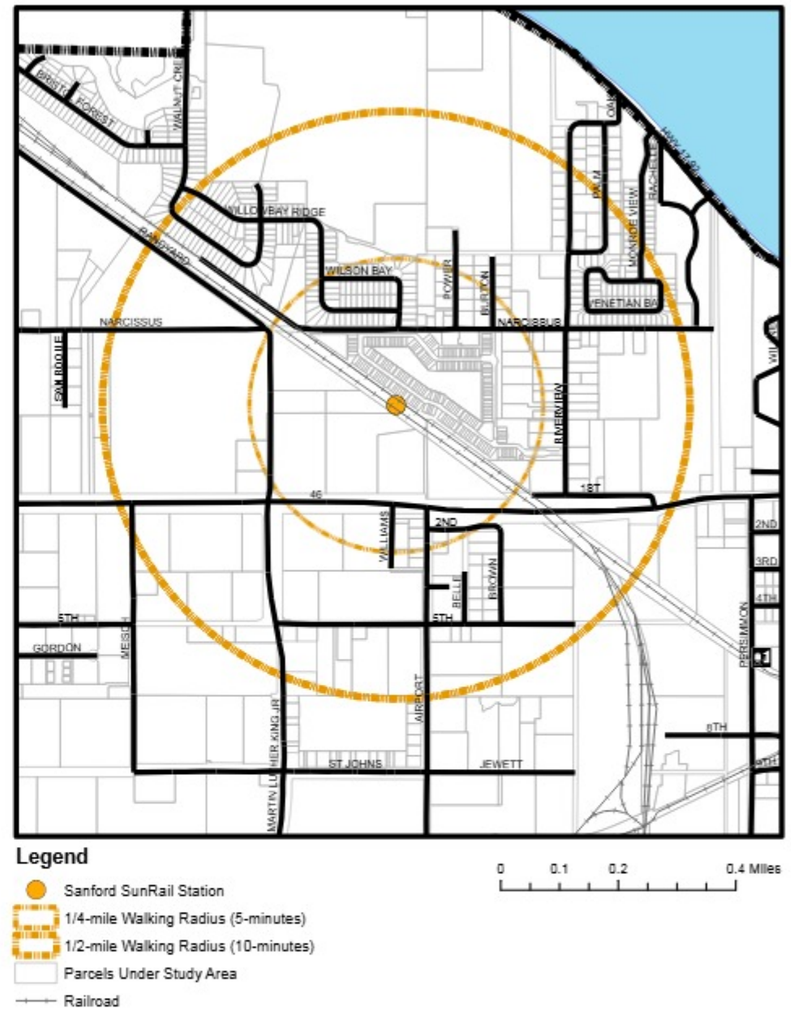


Study Area Boundaries

In terms of geographic boundaries, the Study Area defined for the purposes of this plan is illustrated in Map 1 and described as follows: the eastern boundary is US Highway 17-92 to its intersection with 20th Street; the southern boundary follows 20th Street to its intersection with Southwest Street, following Southwest Street south to Country Club to its terminus at SR 417; then following the alignment of SR 417 to Maritime Isalnd Bay/ White Cedar. Maritime Island Bay/ White Cedar forms the western boundary of the Study Area. The southern edge of Lake Monroe to its convergence with US Highway 17-92 forms thr northern boundary of the Study Area.

The station facility is located at the intersection of SR 46 and West Airport Boulevard on the southwest side of the railroad tracks. SR 46 serves as a regional connector linking Seminole County communities with Lake County to the west and Brevard County to the east.

There are a total of 3,745 properties within the Study Area covering an area of nearly 2,500 acres. Within the ½ mile Station Area boundaries, there are nearly 650 parcels encompassing a total area of 670 acres excluding right-of-ways.

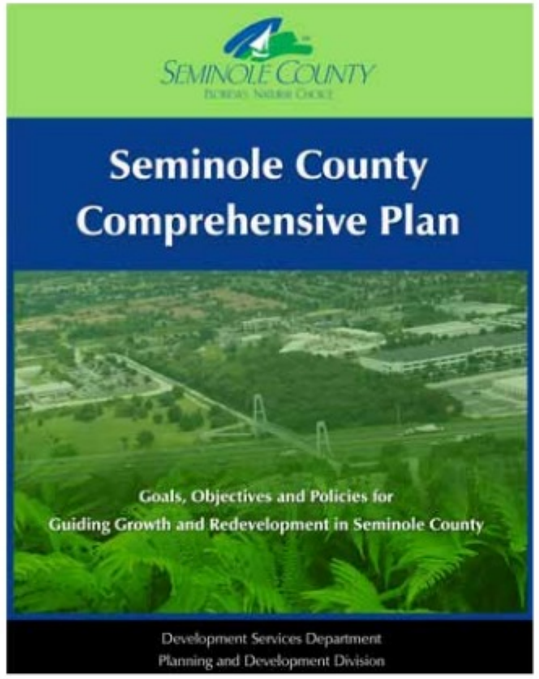


Map 1: Study Area Boundaries

1.3. Policy Context

The following section presents the current planning and regulatory policies and documents that will have an impact on the future development patterns within the SunRail Sanford Station Area.

Seminole County Comprehensive Plan



The Comprehensive Plan for Seminole County defines the long term goals for future development, redevelopment and provision of services for the vision year 2020. It further defines the relevant goals, objectives and policies that sets out the overall framework to guide the growth and development for the county. The key policies include:

- The facility and service elements and the County's five year capital improvements plan must be consistent with the FLUM. This coordination is accomplished through a process of: Assigning the total projected growth to specific areas (traffic analysis zones) based on the adopted Exhibit FLU: Future Land Use Map designations, committed development, redevelopment plans (including redevelopment of areas within the identified energy conservation overlay and potential Transit-Oriented Development areas surrounding SunRail stations) and land constraints.
- Energy Conservation Overlay to encourage and incentivize a phased redevelopment of areas identified on Exhibit FLU. This Overlay is limited to locations within ½ mile radius of major urban activity centers and SunRail commuter rail stations, and within ¼ mile of major urban transit corridors.

OBJECTIVE FLU 1: Natural, historic and archaeological resources

Pursuant to Article II, Section 7 of the Constitution of the State of Florida and the Central Florida Regional Growth Vision, the County shall ensure that natural, historic and archaeological resources are protected for the enjoyment of all citizens through provisions of the Land Development Code of Seminole County (the "Land Development Code") and The County Comprehensive Plan (the "Plan") policies.

Policy FLU 1.16 Protection of Air Quality from Greenhouse Gases

The County shall continue efforts to protect air quality from increases in greenhouse gases by:

B. Continuing to participate in planning efforts with LYNX, including the LYNX Five-Year Improvement Program, and funding of LYNX routes, to improve transit headway in areas where more concentrated and compact development will be located, focusing in particular upon the US 17-92 Community Redevelopment Area (CRA) Corridor, the four SunRail stations, and the major corridors within the Energy Conservation Overlay.

C. Adopt revisions to the Land Development Code by December 31, 2011 that provide density and intensity incentives to mixed development projects within the US 17-92 CRA corridor, as specified in Policy FLU 5.15 Mixed-Use Developments, and density and intensity bonuses to compact redevelopment projects within Energy Conservation Overlay areas and transit-oriented development within 2 miles of SunRail stations, as specified in Policy FLU 5.17 Energy Conservation Overlay, that will include bonuses for the inclusion of Workforce Housing and the use of Green Building techniques. The US 17-92 corridor, SunRail station areas and corridor within the Energy Conservation Overlay area are intended by LYNX and Seminole County for public transit improvements. Incentives to encourage redevelopment within those areas, where transit is to be emphasized, will assist in the reduction of greenhouse gases.

OBJECTIVE FLU 4: Redevelopment and renewal of blighted and declining areas, and redevelopment of energy conservation overlay areas

The County shall continue to encourage the redevelopment and renewal of blighted areas, in partnership with the cities participating in the US 17-92 Community Redevelopment Authority, and through County actions, to maintain and enhance neighborhood viability, discourage urban sprawl, prevent strip development and support the Central Florida Regional Growth Vision. The County shall also encourage redevelopment of areas identified as contained within the Energy Conservation Overlay (FLU Series – Energy Conservation Overlay) to achieve a more compact land use pattern that conserves energy and reduces greenhouse gases.

Policy FLU 4.3 Setback and Parking Lot Flexibility for Infill Development, and Energy Conservation Overlay Redevelopment

C. Permit reduction of minimum parking requirements along major transit corridors, and within ½ mile of SunRail stations.

OBJECTIVE FLU 5: Future land use map foundation: growth management policies for compatibility, mixed use and high intensity target area development, prevention of urban sprawl, support of Central Florida regional growth vision and performance standards for redevelopment within the identified energy conservation overlay

The County shall continue to develop and enforce innovative planning techniques and land development regulations designed to support the Central Florida Regional Growth Vision by protecting residential neighborhoods as distinct, attractive and safe places to live; enhancing the economic viability of the community as a part of the diverse, globally competitive regional economy; promoting the efficient use of infrastructure and providing for a Mobility Strategy that includes a variety of transportation choices; and preserving natural resources, open space, recreational areas, agricultural/rural areas, water resources and regionally significant natural areas. The Future Land Use Map series embodies strategies designed to build long term community value, discourage urban sprawl and ensure that public facilities and services are provided in the most cost-effective and efficient manner.

Policy FLU 5.17 Energy Conservation Overlay

A. Location- Seminole County hereby establishes an Energy Conservation Overlay as shown on Exhibit FLU Energy Conservation Overlay, consistent with the Central Florida Regional Growth Vision and the provisions of House Bill 697 of 2008, located within the unincorporated Dense Urban Land Area, within ½ mile radius of major urban activity centers and the SunRail commuter rails stations, and within ¼ mile of the right-of-way of major urban transit corridors. The purpose of the overlay is to encourage a phased redevelopment of these areas into a more compact, energy conserving land development pattern that allows for a balance of jobs to housing and the use of multiple modes of transportation, in order to conserve energy and reduce greenhouse gases. A performance framework based on energy criteria, which is contained within this Policy, and score values identified in the Land Development Code (LDC), shall determine how redevelopment can occur. A specific development proposal shall be approved only upon.

B. Energy Conservation Development Agreements

3. Parking: Minimum parking standards shall be lowered in the Land Development Code for proposals located along major transit corridors or within ½ mile of SunRail stations. On-site parking shall emphasize centrally located, green building structured parking "wrapped" with other uses (such as retail shops, restaurants, offices and townhouses). Any such use located on the ground floor shall also be accessible from external pedestrian walkways. In general, parking areas should not be visible from main roads, with the exception of on-street parking that may be permitted where it can be done safely. Surface parking shall also be primarily centrally located and shall feature a number of spaces on stabilized, permeable surfaces. Any surface parking shall contain grade separated, well-lighted pedestrian walkways and drainage features that include Florida-friendly vegetation and trees; surface parking areas shall also feature Florida-friendly vegetated buffer areas and planting areas. Both structured and surface parking shall contain recharging stations for electric and hybrid vehicles. Employment uses shall provide bicycle lockers.

OBJECTIVE FLU 10: Affordable and workforce housing

The County shall continue to implement and enforce innovative land development techniques and programs to promote safe and code-compliant housing for existing and future residents by supporting the provision of housing attainable by the County's workforce and lower income residents and ensuring the continued viability of affordable housing. The programs and Land Development Code provisions undertaken to implement this Objective are intended to support the Central Florida Regional Growth Vision principle of creating a range of obtainable housing opportunities and choices, to integrate the findings of the Seminole County Workforce Housing Task Force into the County Plan and to encourage a range of housing types and a range of household incomes within close proximity to SunRail commuter rail stations and within Energy Conservation Overlay.

OBJECTIVE FLU 15: Enhanced transit service

The County shall support enhanced transit service in corridors and centers where redevelopment efforts are desired, including the US 17-92 Community Redevelopment Area, unincorporated urban centers, the cities, and urban corridors within the Energy Conservation Overlay, in order to provide alternative mobility options to support redevelopment, the Central Florida Regional Growth Vision ("How Shall We Grow?"), improve coordination of land use and transportation planning resulting in reduced greenhouse gases, and implementing coordinated mobility strategies within the Transportation Concurrency Exception Area.

Policy FLU 15.3 Continued Support for and coordination with LYNX Long-range Strategic Master Plan and Five Year Service Plan

Seminole County shall continue to provide staff support, land use, population and job projection data, and review comments/analysis during the LYNX planning efforts, and shall coordinate the ongoing development, implementation and evaluation of Mobility Strategies and Energy Conservation strategies with LYNX and MetroPlan Orlando during the preparation and updating of the LYNX Long-range Strategic Master Plan and the Five Year Service Plan updates. These plans will identify Functional and Enhanced Core Systems, improvements to existing core systems, such as primary corridors like US 17-92, and enhanced systems, such as improved headways on primary corridors, SunRail access, service to new regional urban centers, identification of feeder corridors and identification of candidate bus rapid transit (BRT) corridors such as State Road 436. BRT service is intended to attract "choice" riders (those with transportation options).

Policy FLU 15.5 Coordinate with and support Altamonte Springs Flex Bus as part of coordinated Mobility Strategies

Seminole County shall continue to support the City's program to coordinate with Florida Department of Transportation and LYNX to provide a Flex Bus system, by ensuring that unincorporated areas within the Flex bus service area are "transit ready". (The County had contributed toward a matching grant for a feasibility study in 2000.) The Flex Bus special transit circulation system will use Intelligent Transportation Systems elements to accept customer reservations and dispatch a vehicle within less than twelve minutes. Vehicles will not operate on a fixed route but will provide service between approximately thirty stations according to customer demand. The Flex Bus will connect portions of the City to the SunRail station within the City, and service will be available to unincorporated areas located within the Flex Bus service area. The service area is generally bounded by State Road 434 to the west, Central Parkway to the north, US 17-92 to the east and the City of Altamonte Springs border to the south, near Maitland Boulevard.

OBJECTIVE FLU 16: Central Florida Commuter Rail System (Sunrail)

The County shall continue to support the Florida Department of Transportation in the implementation of the Central Florida Commuter Rail system through continued financial commitment of the County's share of this project (Exhibit CIE: Facility Program – Transportation), Energy Conservation and Mobility Strategies that facilitate use of the rail system, and coordination with the Mobility Strategies of the cities in which the stations area located, through measures such as identification of incentives to encourage transit supportive land use patterns, redevelopment within ½ mile of stations, identification of potential County and City code changes to foster transit-readiness and long-term passenger amenities.

Policy FLU 16.3 Continue Financial Support for County's share of SunRail system

Seminole County shall continue financial support for SunRail, as a major component of both the County's efforts to reduce greenhouse gases, and to provide mobility options, in accordance with the provisions contained in the Capital Improvements Element (Exhibit CIE: Facility Program – Transportation).

OBJECTIVE CON 5: Air quality

The County shall ensure that established air quality standards are maintained within Seminole County

Policy CON 5.4 Reduction of Greenhouse Gas Emissions

The County shall continue its efforts to reduce greenhouse gas emissions from the transportation sector by incentivizing energy-efficient land use patterns through redevelopment that will reduce reliance on the automobile and by continuing support for Central Florida Regional Transportation Authority (LYNX) public transit improvements and the SunRail commuter rail to provide alternatives to the automobile. If financially feasible, the County may also make continued use of the software of the International Council for Local Environmental Initiatives, which provides a framework to track energy and waste related activities in a community, and to calculate the amounts of greenhouse gases produced by each activity and sector.

OBJECTIVE CON 8: Energy conservation

The County shall conserve and properly manage energy resources for existing and future generations by supporting efforts for achieving energy conservation and sustainability and by implementing energy conservation measures and practices.

Policy CON 8.13 Promote Alternative Modes of Travel to Minimize Fuel Consumption

The County shall continue to support efforts put forth in the County Transit, Pedestrian and Bicycle Multi-Modal Mobility Strategy and Quality/Levels of Service Mobility Strategy of the Transportation Element (Policy TRA 2.1.1) and the Energy Conservation Overlay of the Future Land Use Element (Policy FLU 5.17), to increase mass transit ridership, use of SunRail commuter rail, bicycle and other alternative modes of travel as a means to minimize fuel consumption, and to encourage redevelopment in a more energy-efficient land use pattern that will enable more use of alternative modes of travel.

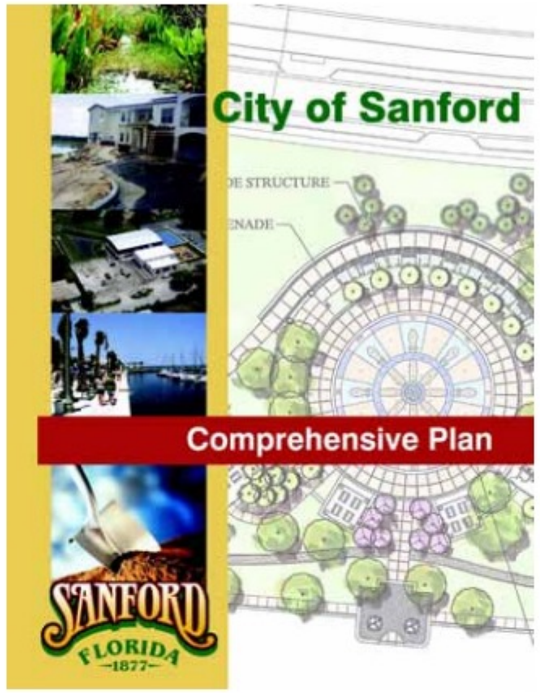
OBJECTIVE HSG 1 Private sector housing delivery

The County shall continue to support private sector housing production capacity sufficient to meet the housing needs (market demand) of existing and future residents.

Policy HSG 1.5 Affordable and Workforce Housing Developments

The County shall provide incentives for building a variety of affordable and workforce housing types at appropriate densities on lands allowing residential and mixed-use development, in locations near public transit facilities and the SunRail commuter rail stations, within the identified Energy Conservation Overlay.

Comprehensive Plan for City of Sanford



The Comprehensive Plan is the Municipal Development Plan that regulates the land development activities within the City of Sanford. The document is organized in two parts with Goals, Objectives and Policies (GOPs) in part I and Data, Inventory & Analysis (DIA) Reports in part II. Following is the relevant policy that sets out the overall framework for land use and transportation planning in Sanford.

Policy 1-2.5.6

Provide Development Bonus and Incentive Program for US 17-92. The City shall adopt by December 2010, as appropriate, land development regulations to provide development bonuses or incentives for development/ redevelopment projects that include the following:

- Transit-oriented development principles;
- Transit facilities including shelters and bicycle racks;
- Financial commitment to transit services;
- Contributions, either in funding, land dedication, or in-kind services, for park and recreation improvements or pubic plazas dedicated to the City;
- Drive-way consolidations and cross-access easements;
- Or other innovative land use and transportation integration designs as determined to be appropriate by the Planning Director.

LAND DEVELOPMENT REGULATIONS CITY OF SANFORD, FLORIDA

Land development regulations mandate the local governments to manage the growth and new development in the city by keeping it consistent with adopted comprehensive plan. Following is the summary of the regulations relevant to the SunRail Station Area.

SECTION 2.0 AREA AND DIMENSIONAL REGULATIONS

C. Maximum Permitted Density and Intensity Standards.

New development within the City shall comply with the density and intensity standards setforth in the Future Land Use Element of the Comprehensive Plan.

2. I-4 High Intensity (HI). The HI is a mixed use designation intended to promote and regulate anticipated development within the vicinity of the I-4/State Road 46 Interchange. I-4 High Intensity land uses shall include commerce, industry, and high density residential development. The maximum intensity of development within the HI district shall be an FAR of 1.0. Maximum residential density shall be fifty (50) dwelling units per acre. All new development within the 1-4 High Intensity Area shall comply with performance criteria included in this schedule and as follows:

c. Achieve a high standard of urban design amenities, including pedestrianwalkways which link activity centers with parking areas, transit stops, urbanplazas, and other open spaces and amenities intended to reinforce appropriate design themes.

FDOT STUDY: SUNRAIL

Florida Department of Transportation (FDOT) has initiated a connectivity study along the SunRail commuter line to improve the accessibility to stations through multiple modes of travel. The report was published in May, 2014. The project assesses the existing infrastructure and identifies immediateand short-term improvement programs to encourage seamless connection for pedestrians and cyclists to thestations.Potential projects identified during field evaluations include improvements within the station's 5- to 10-minute walk area that can be implemented immediately or within a short time frame. Following are the list of proposed projects:

Short Term Projects

S.No	Project	Location	Description
1	MLK Jr Blvd Intersection Improvements	SR 46/MLK Jr Blvd Intersection	Install crosswalks and ped signals across north, south, east legs of intersection
2	SR 46 Gateway Sidewalk Project	SR 46 - Rinehart Road to SunRail station	Extend 10' path along north and 5' sidewalk along south side of SR 46
3	Pedestrian Access to SunRail Station	SunRail Station, East Side	Consider adding sidewalk access to station at/near Airport Blvd intersection
4	Airport Blvd Intersection Improvements	SR 46/Airport Blvd Intersection	Install crosswalks and ped signals at the intersection
5	Trolley Service Extension	SunRail Station	Expand the trolley route between the Auto Train station and Downtown Sanford to stop at the SunRail station

Long Term Projects

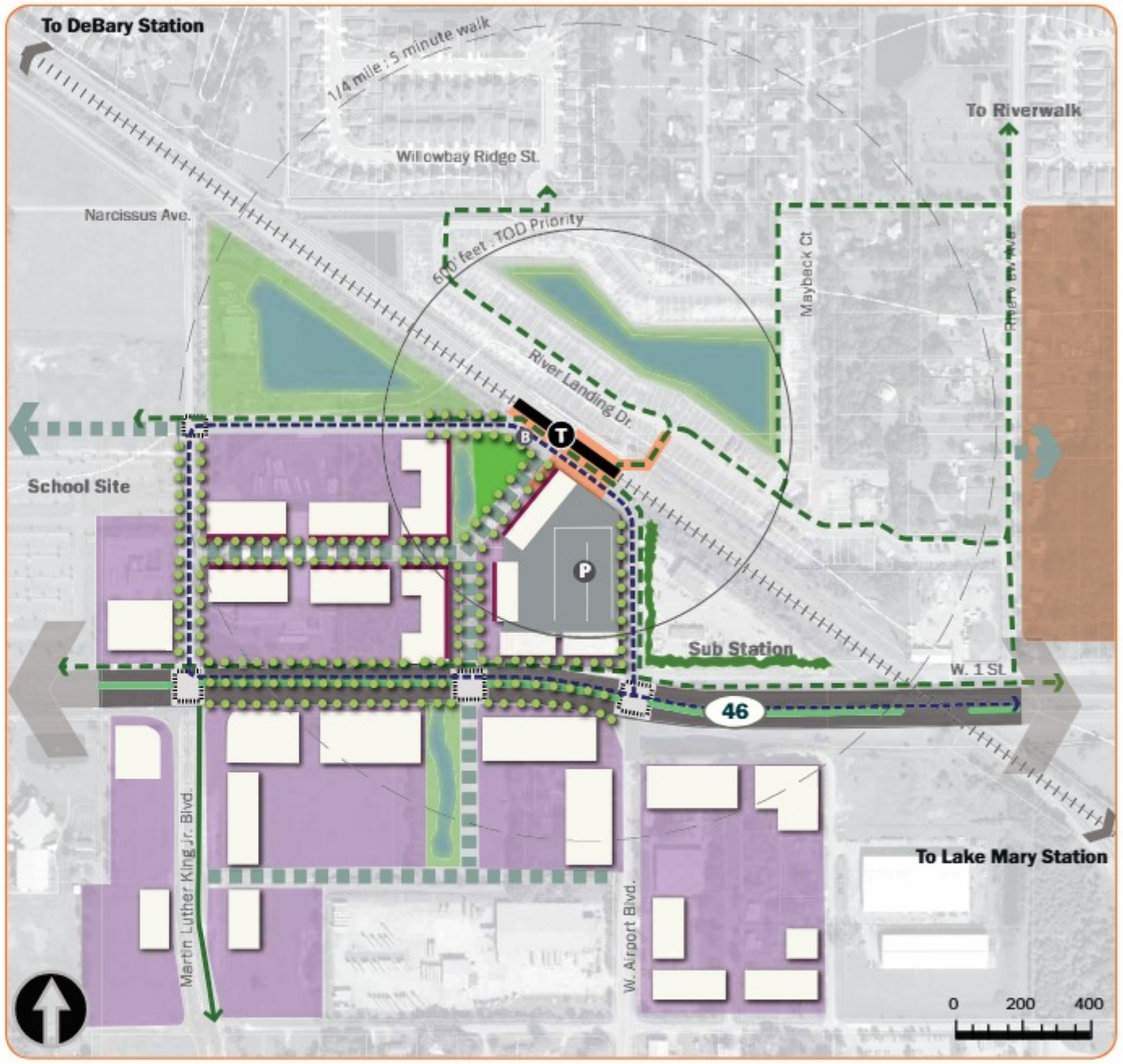
S.No	Project	Location	Description
6	SR 46 Pedestrian Rail Crossing	SR 46 at Railroad Tracks	Facilitate railroad crossing for peds/bikes in the vicinity of SR 46: Option 1: Retrofit existing bridge with a sidewalk/path. Option 2: At-grade crossing across RR tracks just north of SR 46. Option 3: Separate pedestrian overpass
7	Downtown Sanford Path Extension	SR 46 - 1st Street to Downtown Sanfrod	Extend sidewalk/path eastward along SR 46 from railroad bridge to downtown Sanford (US 17-92)
8	Airport Blvd Sidewalks	Airport Blvd - SR 46 to McCraken Rd	Install sidewalk on one or both sides of Airport Blvd
9	Riverview Ave Sidewalk Installation	Riverview Ave - SR 46 to Narcissus Ave	Construct sidewalk along Riverview Ave's west side from SR 46 to Narcissus Ave (2,300 ft)
10	Terwilliger Lane Shared Use Path	Terwilliger Lane - SR 46 to US 17/92 (Riverwalk)	City considering 10' pedestrian/ shared-use path in existing, unimproved ROW to connect Riverwalk extension to SR 46
11	Persimmon Ave Sidewalk Installation	Persimmon Ave – Amtrak Station to SR 46	Install 5' sidewalk along west side of road as part of roadway improvements
12	Shared-Use Path Parallel to Railroad	Parallel to Railroad Tracks - Amtrack AutoTrain station to Narcissus Ave	Purchase ROW adjacent to Railroad ROW, install shared- use path north side of railroad ROW

SANFORD CONCEPTUAL TOD STUDY

Sanford is the neighborhood-scaled station on SunRail commuter line that possesses an opportunity for future growth to create a unique residential and business district that serves as a transition between industrial properties south of State Road (SR) 46 and residential neighborhoods north of the tracks. But given the area's context, the station area will likely remain low to moderate in intensity of development. To facilitate development, Seminole County has been proactive in Sanford's TOD planning through "Energy Conservation Overlay". The mixed-use overlay has incentives within 1 mile of the station and ¼ mile of the corridor. Making the transition to a Neighborhood Center TOD will be a gradual process as the station area transitions from low intensity uses to moderate density urban uses.

Following are the additional TOD Principles proposed as next steps in TOD planning for Sanford:

- Establishing an urban street grid and pedestrian network oriented to the station which can serve as an armature for phased implementation of TOD.
- Working with area land owners to educate them on the opportunity with the coming of SunRail.
- Integrating a district approach to address parking, open space, and storm water management for the station area to help incentivize the density desirable for a TOD.
- Working with the Florida Department of Transportation to initiate a complete streets study to calm SR 46 in the immediate area surrounding the station.
- Finding the right mix of uses to serve the community and to create the economics to help drive redevelopment. Setting minimum TOD densities at the top of today's market ought to be considered.



Transit
- Transit Station
- Parking
- Bus Drop-Off

Urban Form
- Active Building Edge
- Proposed Buildings
- Proposed Parking Structure

Areas of Change
- Mixed-Use
- Residential

Parks and Open Space
- Transit Plaza
- Park
- Open Space / Detention
- Landscape Buffer

Access and Connectivity
- Pedestrian and Street Enhancements
- New Street Connections
- Traffic Calming
- Crossing Improvements
- Proposed Pedestrian and Bike Connection
- Existing Pedestrian and Bike Connection
- Future Transit
- SunRail

Map 2: Sanford Conceptual TOD Study

US 17-92 CRA Plan

The US 17-92 Community Redevelopment Area is a program implemented under the direction of the Seminole County Board of County commissioners, to spur redevelopment in the form of retail, office, residential, civic and parks at Sanford Gateway and the immediate corridor.

The Sanford Gateway is less than one mile from the heart of Sanford and has the potential to become the 'Gateway' to downtown Sanford. The CRA Master Plan based on the current market demand analysis, identifies the Redevelopment opportunity along corridor. The intent of this planning study is to understand where current redevelopment opportunities may exist to capture untapped market demand, potentially reorganize land uses based on poor performance directly attributable to poor site design, and consider potential additional entitlements to existing properties to incentivize and cost balance potential redevelopment construction.

Following are the site specific and additional recommendations for Sanford Gateway divided into "short term", and "long term" categories based on the magnitude and complexity of each proposal:

Short Term

Site Specific Recommendations

- Renovation of existing buildings.
- Additional retail use along US 17-92 to frame street.
- Redesign of parking lot to include updated circulation system and landscape improvements.
- Gateway feature at West 15th Street entrance.
- Pedestrian connection to adjacent neighborhood.
- Redevelopment of warehouse site and parcels north of West 13th street.
- Future residential, with up to 100 units.

Additional Recommendations include:

- Reduction of parking standards from 1 space/200 S.F. to 1 space/250 S.F.
- Landscape improvements internal to site.
- Retail, office and civic uses with up to + 200,000 square feet.

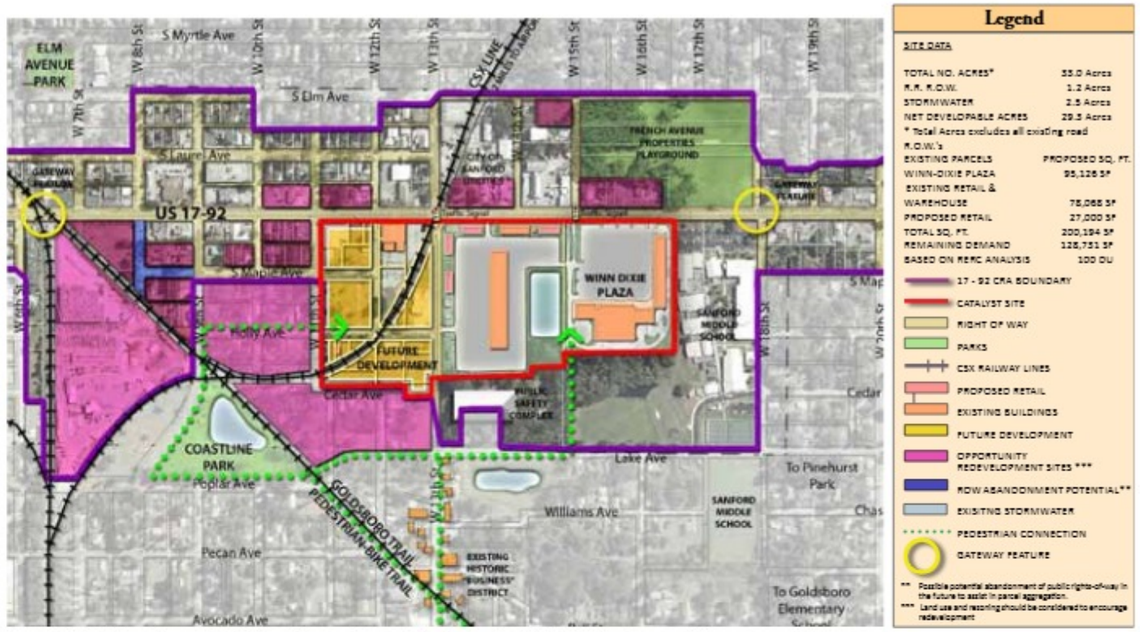
Long Term

Site Specific Recommendations

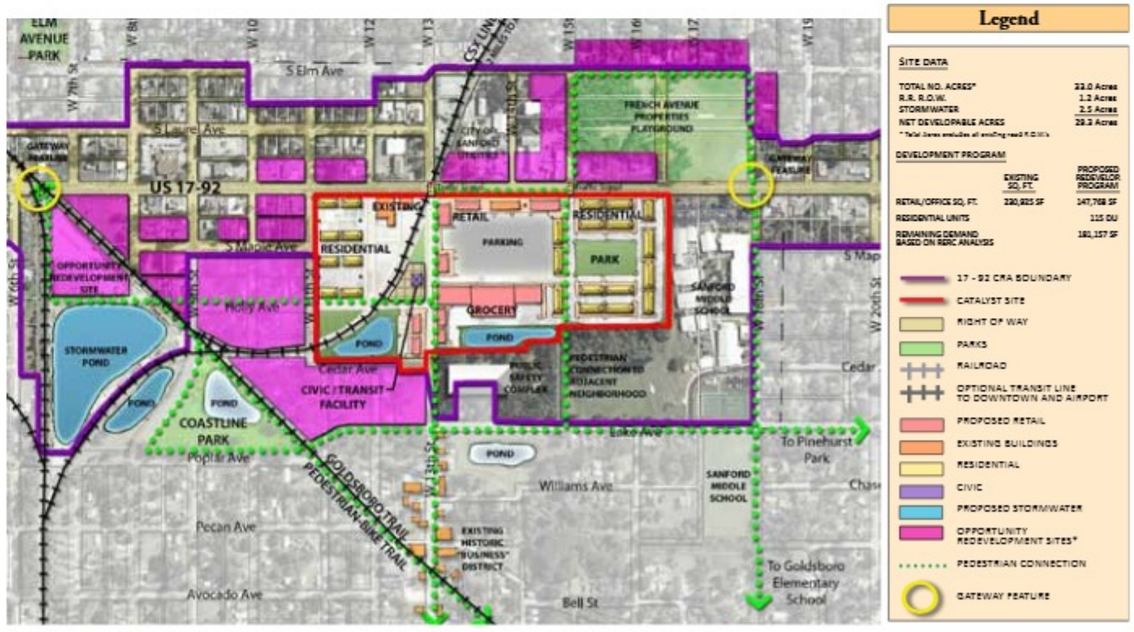
- Preservation of Sanford Farmers Market and the Barn.
- Development of 115 residential units.
- Develop a building that could become a train depot station for pedestrian connection to Sanford International Airport.
- Redesign of parking lot to include updated circulation pattern and landscape improvements.
- Gateway feature at West 18th and West 6th Street entrances.
- Pedestrian connection to adjacent neighborhoods, parks and middle school and the Goldsboro Trail.
- Redesign of stormwater management areas to be incorporated in the open space network on site.
- Develop additional 128,295 square feet of of retail, office and restaurant use for a total of 147,768 square feet.

Additional Recommendations include:

- Reduction of parking standards from 1 space/200 S.F. to 1 space/250 S.F.
- Landscape improvements internal to site.



Map 3: Short Term Conceptual Redevelopment Alternative for Sanford Gateway Development Area



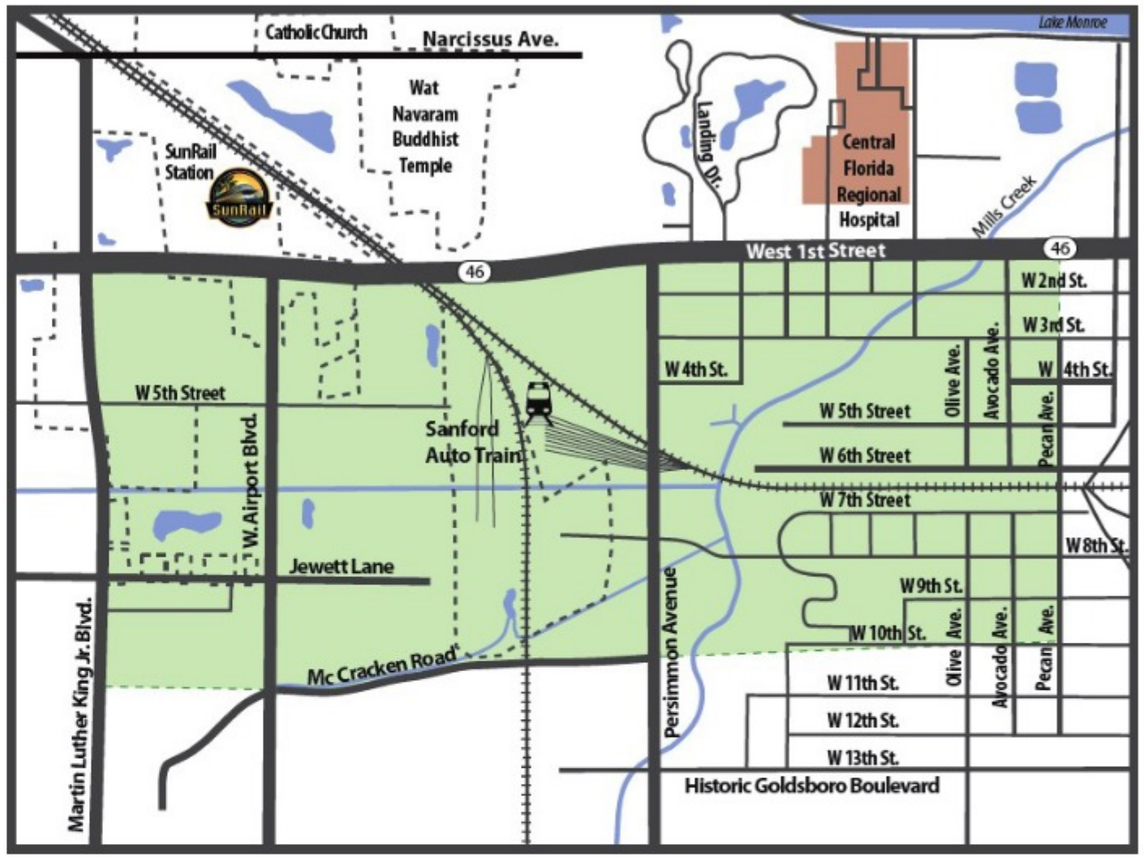
Map 4: Long Term Conceptual Redevelopment Alternative for Sanford Gateway Development Area

Amtrak Auto Train Gateway Improvements Project Development and Environment (PD&E) Study

The Florida Department of Transportation (FDOT) is conducting a study to assess socio-economic and environmental impacts associated with proposed transportation improvement projects surrounding Amtrak's Auto Train. The purpose of this project is to develop mobility alternatives for local access, provide efficient multimodal network and improve accessibility for bicycle and pedestrian operations. The project area is defined by Martin Luther King, Jr. Boulevard on the west; First Street on the north; Pecan Avenue on the east; and McCracken Road on the south.

The PD&E Study is a combined effort of professionals to develop an extensive process to determine the best alternative for a community's transportation needs. The project identifies challenges associated with the existing Auto Train operations such as track blockages that impacts mobility and access to SunRail and safety of pedestrians crossing the tracks. Based on the challenges, alternative developed include improvements to nearby roadways, enhancements to pedestrian facilities, and potential grade separation of the roadway or a pedestrian bridge over the railroad tracks, as well as providing access to local streets and properties. Following is the methodology adopted for the study:

- Data Collection for the existing condition as well as for the proposed future development
- Engineering Analysis and developing alternatives that meet the needs of the project area
- Assess potential environmental impacts
- Continuous community outreach and stakeholder coordination



Map 5: Amtrak Auto Train Gateway Improvements Project Development and Environment (PD&E) Study

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2.0 Existing Conditions Analysis

This section presents the existing conditions analysis that will influence how future development opportunities are shaped within the Sanford SunRail station area. Following a brief discussion of the station area's regional context, the section discusses area connectivity aspects, existing land uses, real estate market assessment, housing assessment, and physical infrastructure.

2.1. REGIONAL CONTEXT

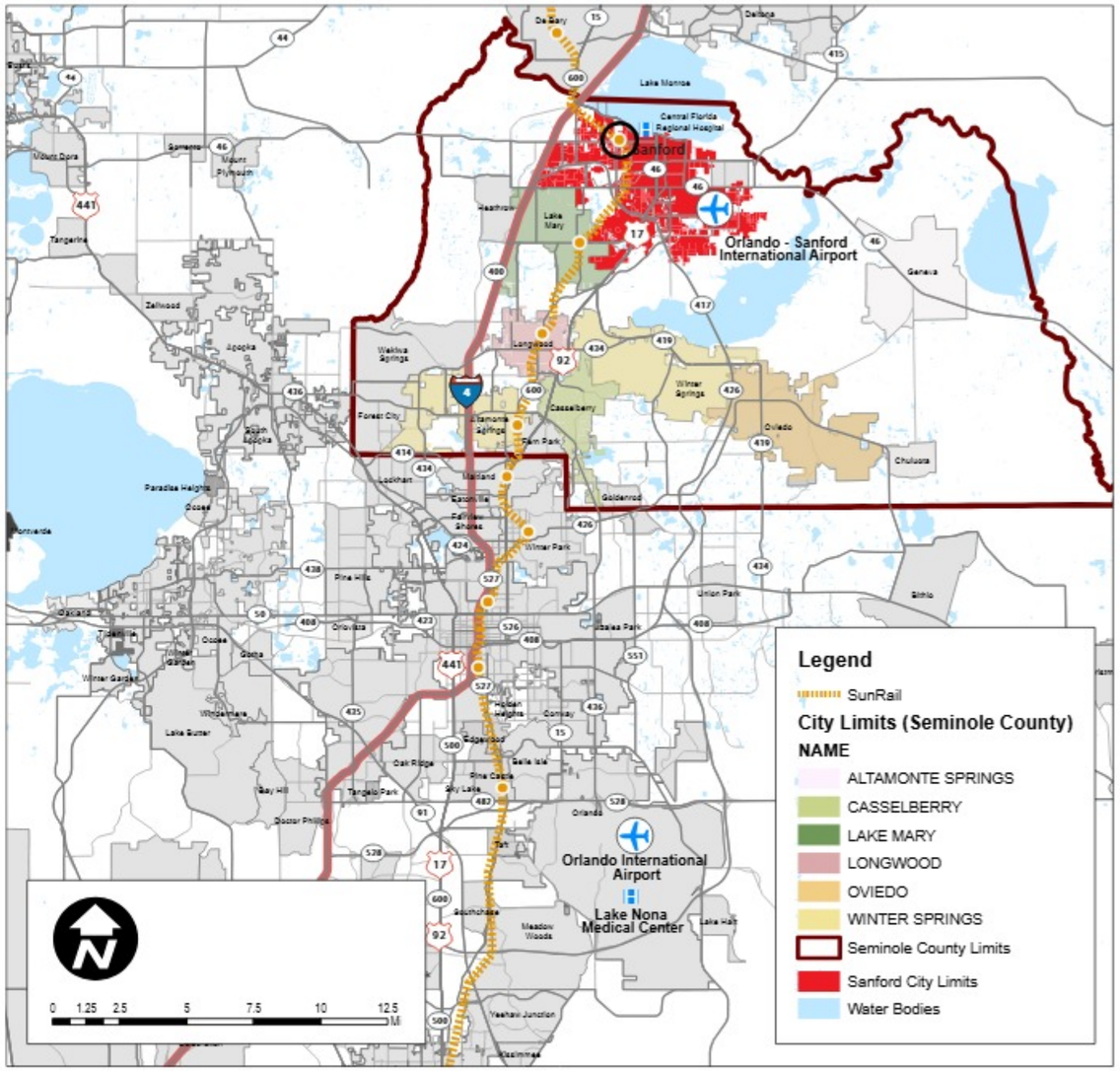
Sanford, the county seat of Seminole County, has an estimated population of 53,867 as of 2013 (Census 2011; IBI Group population estimate for 2013). In terms of its regional context, Seminole Couty is part of the Orlando-Kissimmee-Sanford Metropolitan Statistical Area and surrounded by Volusia County to the north, Brevard County to the east, Orange County to the south, and Lake County to the west.

Located in the northern part of Seminole County's limits, the City of Sanford is served by major thoroughares including I-4, Toll 417, US 17-92, SR 46. These roadways connect Sanford with the cities of Altamonte Springs, Casselberry, Lake Mary, Longwood, Winter Springs and Oveido (See).

Central Florida's Commuter Rail service- SunRail- began its operations of May 2014 with an estimated daily ridership to average about 4,300 passengers. The first phase connects Sanford with the city of DeBary to the north and Sand Lake Road to the south. In addition to Sanford, other stations in Seminole County include Altamonte Springs, Longwood and Lake Mary.

Table 1 compares the key attributes of the four stations within Seminole County to better understand the role of each station in the region.

In addition to serving as the seat of the Seminole county government, Sanford is also home to several regional destinations including: the Central Florida Zoo and Botanical Garden, Amtrak Autotrain station, Orlando Sanford International Airport, Central Florida Regional Hospital, and local businesses in the quaint downtown.



Map 6: Regional Context and Study Area

Comparison with other Seminole County Stations

Each of the four SunRail stations within Seminole County is unique in its development character and capacity to create high-performing transit oriented districts. These stations will be planned in a manner that each station complements, rather than compete, with another.

Altamonte Springs station, located at the intersection of SR 436 and Ronal Raegan Boulevard, has the potential to serve more as a 'town centre' typology. Owing to its proximity to existing destinations such as City Hall, Florida Hospital, Uptown Altamonte and other commercial establishments along SR 46, the station is situated in more of an urban infill context also catering to the transportation needs of Casselberry.

Longwood Station is located near the city's historic core at the intersection of Ronald Reagan and Church Avenue. The station provides access to the residents and businesses in Longwood and Winter Springs, and is planned in a 'mixed-use heritage village' setting. It has an existing fabric of civic facilities, community serving retail establishments and offices all located within a 10-minute walking distance of each other.

Lake Mary Station, located near the intersection of Lake Mary Boulevard and South Country Club Road, is surounded by low-density, single-family subdivisions and municipal facilities. Considering the mix of civic, recreational and suburban retail uses, and its location within the Downtown Development District, Lake Mary's SunRail Station may see a transformation into a 'town centre' typology.

Compared to the other three stations in Seminole County, the Sanford SunRail station presents an opportunity to create a 'special employment mixed-use district' station area typology. Surrounded by large swaths of vacant and underutilized institutional, industrial and public owned lands, the area around the station presents the highest opportunity to introduce new transit-supportive uses with least amount of disruptions to the existing development.

Table 1: Stations Metrics Within 1/2 Mile (Source: SunRail Station Metrics)

Station	Residential Units		
	Single Family	Multi Family	Total
Sanford	26	92	118
Lake Mary	289	8	297
Longwood	347	174	521
Altomonte Spring	133	588	721

Station	Employement (Square Feet)		
	Retail	Office	Government/Civic
Sanford			58,000
Lake Mary	103,000	7,000	70,000
Longwood	191,000	301,000	38,000
Altomonte Spring	480,500	334,000	60,000

Station	Retail Service Destination			
	Food Retail	Community Retail	Services	Civic or Community
Sanford	0	0	0	1
Lake Mary	1	8	5	18
Longwood	3	17	13	55
Altomonte Spring	0	23	11	25

Station	Parking Spaces
Sanford	232
Lake Mary	315
Longwood	260
Altomonte Spring	326

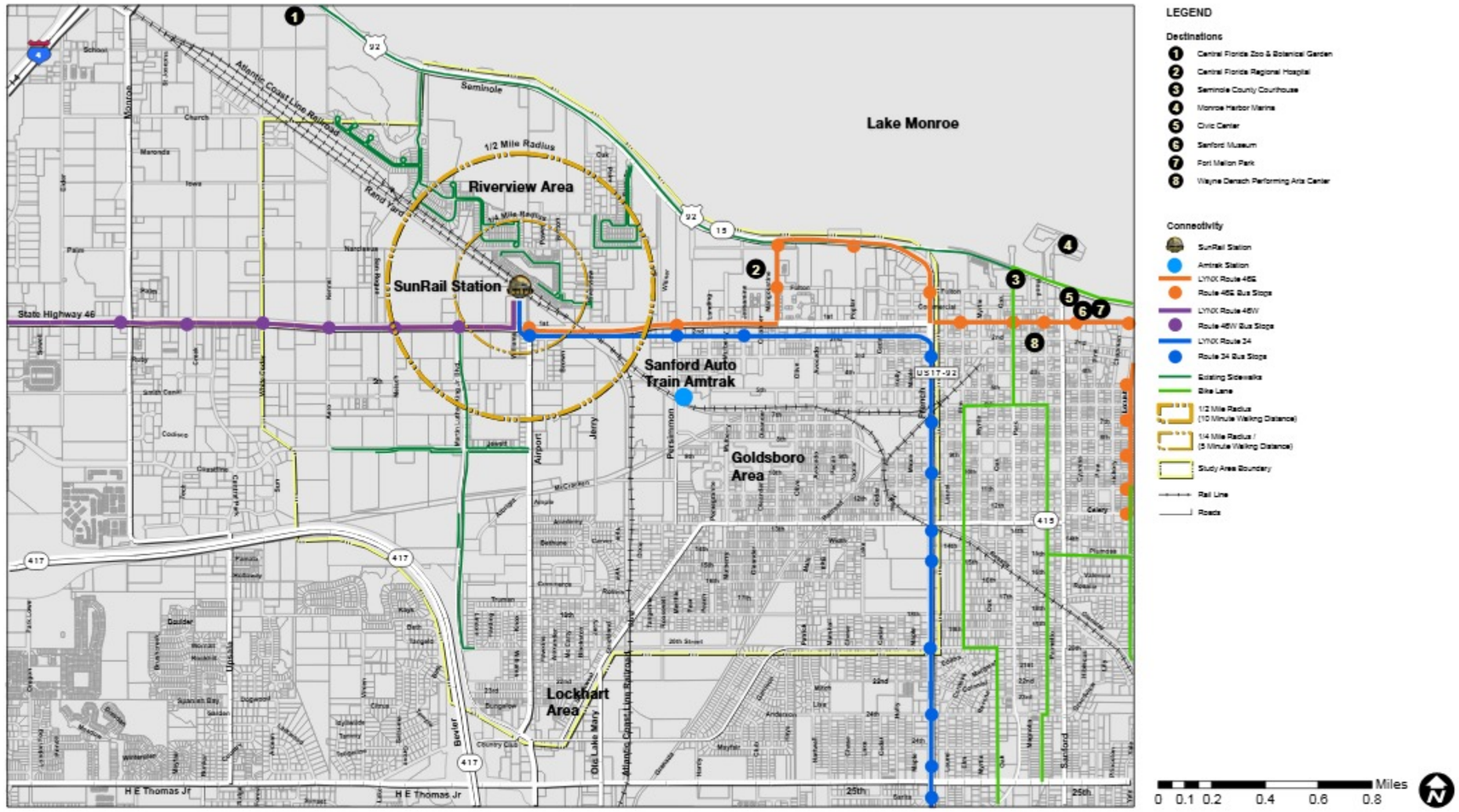
Location of Sanford Station

2.2. SANFORD SUNRAIL STUDY AREA

The City of Sanford contains 22.96 square miles of land area and 3.54 square miles of water area. As of 2010, the total population of Sanford was 53,570, which is 39.90% more than the 2000 population. The City of Sanford consists of approximately 14,402 acres. Excluding roads and rights-of-way, there are 12,452 acres of parcels in the City.

Commercial uses in the city are clustered along US 17-92, in the downtown/waterfront area, and in the city's western areas in the I-4 vicinity. Industrial uses are concentrated in the southeastern and western areas of the City. Parts of the Study Area fall within the boundaries of two of the city's established Community Redevelopment Agency (CRA) districts: Lake Monroe Waterfront and Downtown CRA and US 17-92 CRA.

The Sanford SunRail Station facility lies in the western portion of the city surrounded by industrial uses and scattered residential uses.



Map 7: Site Context

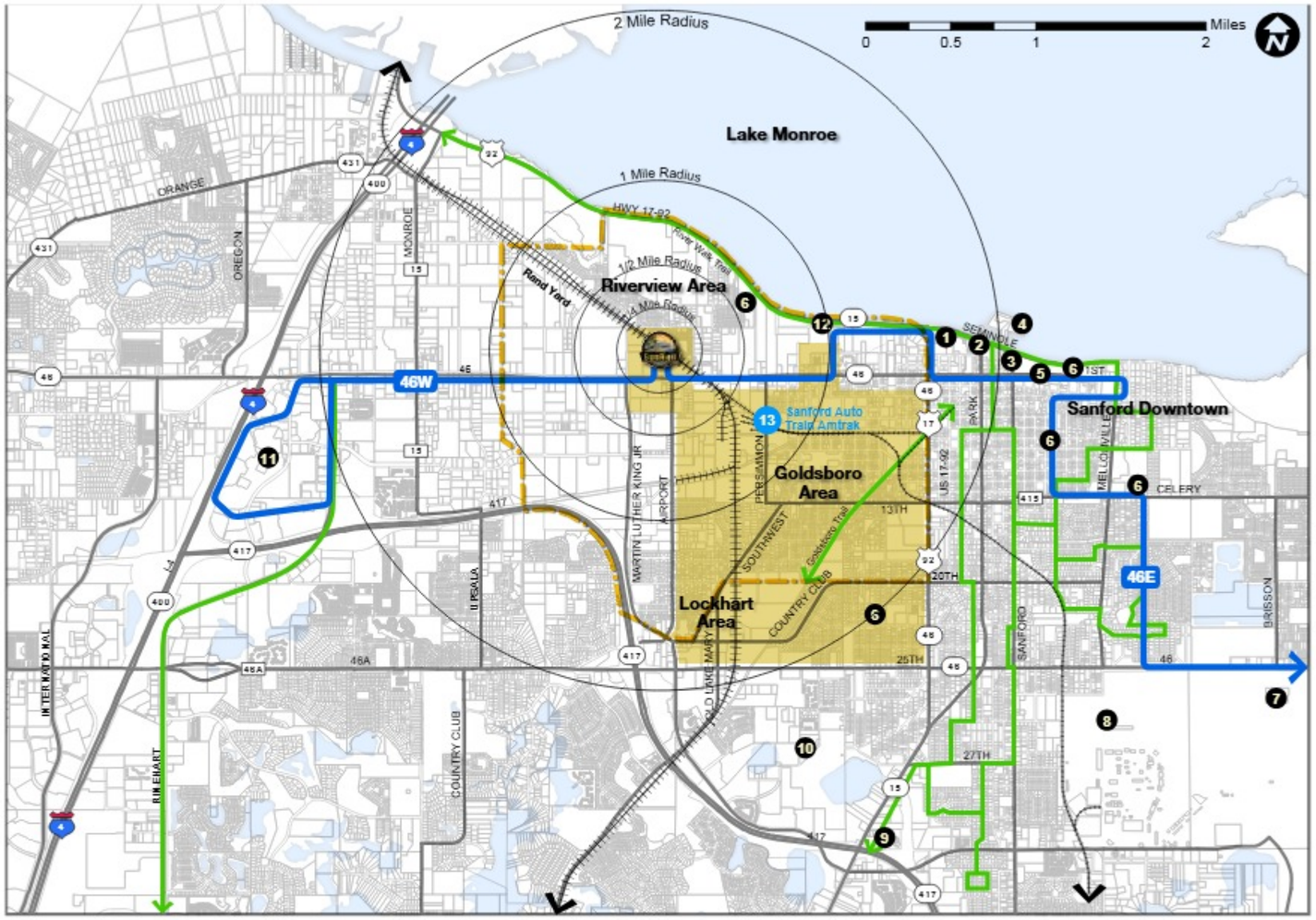
Connectivity

At a basic level, TOD is about transportation choice providing convenient and efficient access to transit, walking, bicycling, and driving. To achieve this balance, streets are designed as multi-functional spaces for the safe, convenient and efficient mobility of all users. A starting point for this study was to understand the "connectivity" layer through an analysis of the inter-related issues of pedestrian access, transit, vehicular traffic and parking in order to establish a solid framework on which to evaluate several different options for refining the development alternatives in the Sanford SunRail Station Area.

Pedestrian and Bicycling Access

In general, pedestrian and bicycle access to the Sanford Station Area is dictated by large block sizes created by physical barriers such as large land parcels, gated residential developments, fenced industrial uses, railway tracks, and the 6-lane SR 46 roadway. Neighborhood streets both to the north and south of SR 46 also lack basic sidewalk facilities and have a weak relationship with the built form. Map 8 illustrates the existing pedestrian and bicycling network in the Study Area.

To begin with, the SunRail station facility itself prioritizes vehicular movement over pedestrian and bicycle access in terms of site entry points, internal on-site circulation and pedestrian-friendly amenities. Designed as a park-and-ride facility, the station does not provide multiple pedestrian access points along SR 46. There is one gated access provided to the platform from Riverview neighborhood to the north but providing additional access points for the adjoining residential areas will be a challenge, unless public easement opportunities to the subdivision are explored. The key barrier to pedestrian connectivity is the railway tracks where crossings are limited- at grade or above grade.



Map 8: Regional Access and Connectivity

Connectivity (contd.)

The main throughfares traversing through the Station Area are predominantly auto-oriented. The following pages illustrate the existing conditions prevailing along these roadways.

A. SR 46

SR 46 is a major vehicular corridor and presents a challenging pedestrian environment. While sidewalks are provided in small sections of the roadway, much of the corridor is fronted by auto-oriented uses with large setbacks used for surface parking. Currently, there are no sidewalks on either side of SR 46, with exception to the stretch in front of the Wayne Dench distribution plant just east of the MLK Jr Boulevard intersection on SR 46's north side. Additionally, the high traffic volumes and relatively high speeds coupled with limited opportunities to cross the roadways create an uncomfortable walking environment. Signalized crosswalks at key intersections of SR 46 with Airport Boulevard and Martin Luther King Jr. Boulevard are two points connecting neighborhoods located to the south of SR 46 with the SunRail station. The Seminole County SR 46 Gateway Project is anticipated to provide infrastructure to fill the gaps in the sidewalk network along SR 46 and improve intersection design at the above mentioned key intersections.

Streets	Intersections	Average Annual Daily Traffic		
		2005	2010	2014
SR 46	CR 15 (Upsala Road) to Airport Boulevard	22,819	29,177	30,509
	Airport Boulevard to US 17-92	22,895	19,808	21,376
Source: Seminole County Website, retrived at http://www.seminolecountyfl.gov/pw/traffic/counts.aspx				

B. AIRPORT BOULEVARD

Airport Boulevard is another potential pedestrian connector that provided access to the SunRail station for residents living in the Goldsboro neighborhood in the south. Currently, there are no sidewalk facilities within a 10-minute walking distance from the station. The intersection of Airport Boulevard with SR 46 is one of the projects identified in the Seminole County SR 46 Gateway Project.

Streets	Intersections	Average Annual Daily Traffic		
		2005	2010	2014
Airport Boulevard	SR 46 (1st St) to McCracken Road	11,820	5,198	5,125
Source: Seminole County Website, retrived at http://www.seminolecountyfl.gov/pw/traffic/counts.aspx				

C. US 17-92

US17-92, a major arterial, defines the eastern boundary of the Study Area connecting the station with downtown Sanford as well as serving the eastern extent of Goldsboro neighborhood. While there are sidewalks on both sides of the rodway, it is dominated by vehicular movement, multiple access points and large surface parking lots making the roadway not condusive to pedestrian movement. Improvements are underway in some sections of the roadway as identified in the US17-92 Corridor Master Plan.

Streets	Intersections	Average Annual Daily Traffic		
		2005	2010	2014
US 17-92	Airport Boulevard to CR 46A	34,508	21,575	23,415
	CR 46A to SR 46	27,591	22,679	24,665
Source: Seminole County Website, retrived at http://www.seminolecountyfl.gov/pw/traffic/counts.aspx				

D. MARTIN LUTHER KING JR. BOULEVARD

Martin Luther King Jr. Boulevard is a divided 4-lane highway through this section and serves as an alternative route to the airport, industrial uses, and Lockhart residential neighborhood. Pedestrian facilities along this roadway are also limited with minimal sidewalk widths, lack of shade trees, and undeveloped lands that creates a perception of an unsafe and uninviting walkable environment.

E. PERSIMMON AVENUE

Persimmon Avenue is an important neighborhood north-south connector which links the SunRail station with the Amtrak AutoTrain station, Boys and Girls Club, and the historic Goldsboro neighborhoods to the south. Currently, Persimmon Avenue has no sidewalk infrastructure provided and residents face severe challenges in crossing SR 46, railroad tracks and the Amtrak AutoTrain facility. FDOT is currently conducting a study to rvaluate alternatives of improving access along the railroad track and AutoTrain facility.

F. RIVERVIEW AVENUE

Riverview Avenue provides the important north-south linkage between the SunRail station and neighborhoods located to the north. It also connects the station with the Downtown Riverwalk and Lake Monroe. However, this neighborhood connector is also devoid of any sidewalks or bicycle paths on either side of the street resulting in its use primarily as a vehicular traffic thoroughfare.

G. TERWILLIGER AVENUE

Terwillinger Avenue is a proposed alternate pedestrian connector to the Riverwalk in the north-south direction. The City of Sanford is considering a 10' pedestrian/ shared-use path in the existing, unimproved Terwilliger Lane right-of-way to connect Sanford's planned Riverwalk extension to SR 46.

Majority of the regional trips (vehicular and pedestrian) in the east-west direction feed onto SR 46 as the main spine. Identifying opportunities for future east-west linkages is a part of this plan. Some of these opportunities include:

H. NARCISSUS AVENUE

Narcissus Avenue is one of the key minor connectors that partially link the station with its surrounding uses in the east-west direction north of SR 46. However, Narcissus Avenue is currently a neighborhood scaled street with no sidewalks and narrow travel lanes. To better connect the roadway with the SunRail station, a complete redesign of the roadway will be needed.

I. RAND YARD ROAD

Rand Yard Road is another potential connector, north of SR 46, within ¼ mile of the station that could improve both pedestrian and vehicular circulation within the SunRail station area. After its intersection with Narcissus Avenue, Rand Yard Road turns into an unpaved road that runs parallel to the railroad track but ends abruptly. When improved, Rand Yard can serve as a multi-use shared street from the station to Monroe Street/ SunRail Drive.

J. 13th STREET

13th Street also known as Historic Goldsboro Boulevard for its mile-long portion in Sanford SunRail Station Area is a 2 way arterial street that connects the historic Goldsboro neighborhoods to the station. The street currently serves as an important pedestrian connector with facilities such as sidewalks, on-street parking and linkages to the Goldsboro Trail. However, narrow sidewalks limited to one side of the street, lack of shade trees, and large numbers of deteriorating and vacant properties create a perception of an unsafe and uninviting walkable environment for pedestrians.

K. 20th STREET

20th Street defines the southern boundary of the Study Area. It is key connector for linking the downtown, Goldsboro neighborhood and Lockhart area. Characterised as a 2 Way Street with sidewalks and continuous street edges, 20th street is limited with minimal sidewalk widths and lack of shade trees.

L. GOLDSBORO TRAIL

Goldsboro Trail is a proposed high volume, multi-use trail serving an established residential urban area. Designed with the objective of protecting pedestrians from extreme heat, the trail also follows principles of Crime Prevention Through Environmental Design to provide safe and enjoyable public space. The trail is planned for bicyclists, strollers, pedestrians, school children and runners.

The proposed trail corridor begins on the west side of the Goldsboro Elementary School and follows along the city owned abandoned rail corridor to 13th Street. Connecting the parks, schools, commercial district, the trail is designed using following design principles:

- Conventional security practices such as good lightning, locks on gates, fences, as well as designated watch volunteers to keep trail safe to use.
- Planting and trees should be trimmed up high 10 feet for vertical clearance.
- Materials should be selected to withstand heavy use and to deter vandalism and crime.
- Eyes on the space- retail and restaurant space.
- Program specific uses for each area and well-designed access point.
- Provide utilities to allow performances and events
- The trail is designed in a manner that makes it free of obstruction such as trees, fences and signage within a 3 feet area on both sides of trail.

M. RIVERWALK

Source: A Plan For Downtown Sanford, City Of Sanford, 2002

The Riverwalk is a major investment in Sanford's public realm. The project capitalizes on Sanford's unique downtown location on Lake Monroe. It will serve local residents and regional visitors and serve as another draw for the downtown. Phase I of the project provides funding for building the Riverwalk, the seawall, and Seminole Boulevard. In addition, the Riverwalk acts as a green connection to local parks and in Phase II to regional trail systems.

PHASE I

Phase I of Riverwalk begins at Mellonville Avenue in the east and terminates at the juncture of French Avenue/ US Highway 17/92. Three distinct character areas occur along the route of Phase I: neighborhood section, urban section, and rural section.

PHASE II

Phase II Riverwalk will begin at French Avenue and extend west to the intersection of Interstate 4 and the St. John's River Bridge. The change in treatment may allow for the creation of wildlife habitat and alternative treatments for improving water quality.

Public Transportation

The key impetus for preparing the Sanford SunRail Station Area Study Plan emerges from the potential to capitalize on the opportunities that the incorporation of SunRail commuter rail brings to existing communities of Central Florida. The Sanford Sunrail Station is also served by LYNX and NeighborLink service. The Amtrak AutoTrain station is also located within the Study Area and is the terminus of the service starting from Virginia.

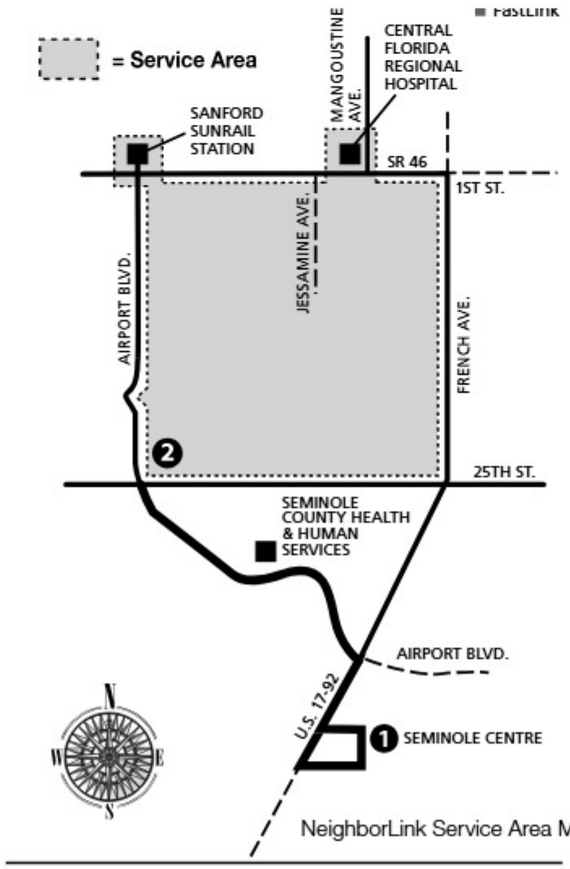
SunRail Commuter Rail is the passenger rail system planned in Central Florida which will connect DeLand in Volusia County to Poinciana in Osceola County when operational in 2016. The system is planned on the existing rail lines as a separate system primarily used for commuting people from home to work, and then back home again. SunRail trains have a carrying capacity of 150 passengers per car.

The network is planned in three phases with 31 miles and 12 stations in phase I and 32 miles and 17 build out station in phase II. Phase I started operations from May 2014 including the Sanford station as one of the stops. SunRail system's service is available from 5:30 am to 11:00 pm with a frequency of 30 minutes in peak hours from 5:30 a.m. to 8:30 a.m. and from 3:30 p.m. to 6:30 p.m. or else is available after every two hours. The base fare for SunRail is $2.00 with a $1.00 extra for crossing each county.

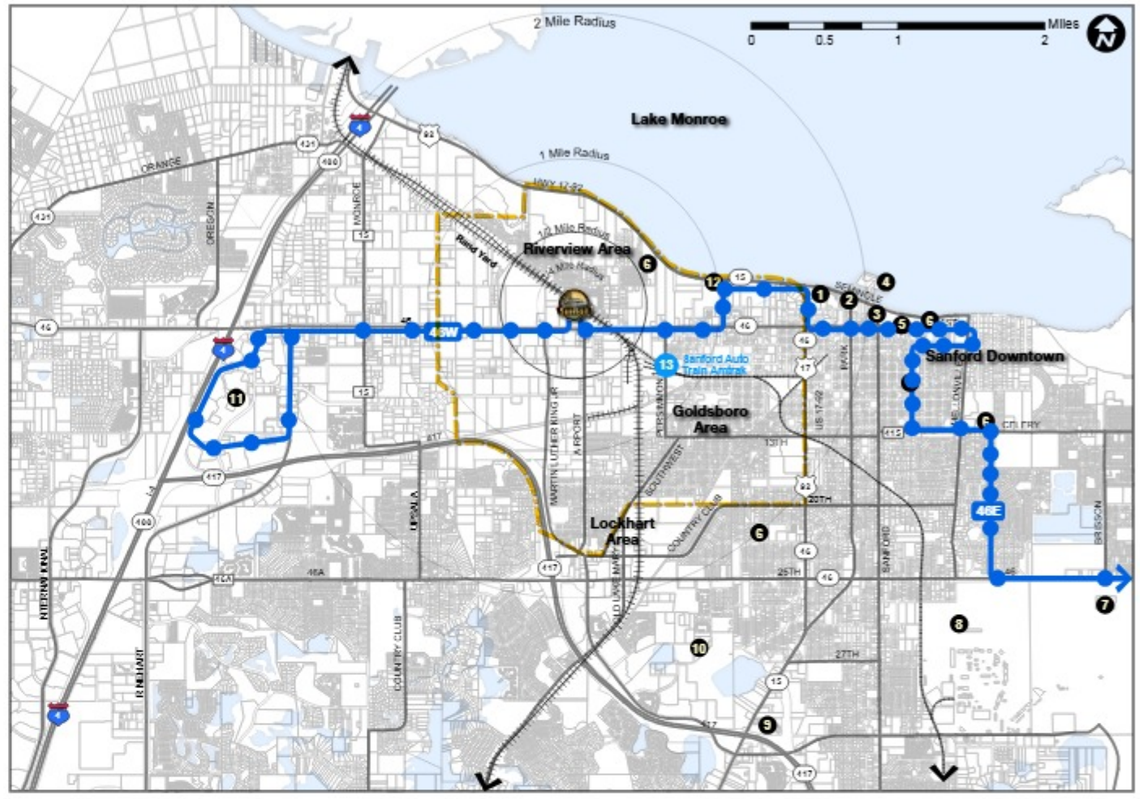
Lynx is the regional bus system for Metro Orlando that also services the City of Sanford and the Study Area. The service operates on the fixed routes (34, 46, and 103) within the City of Sanford. Out of the three, the study area is served by two routes LYNX 34 and 46

Route 46: The LYNX route connects the Sunrail station along the western portion of SR 46 corridor. The route operates seven days a week and runs every hour with peak hour headways for Route 46 are typically 60-minutes.

Route 34: Until April 2014, Link 34 connected the SunRail Station area and Goldsboro neighborhood with Seminole Town Centre. However, as part of SunRail adjusted routing Lynx rerouted the service from SR 46 to French Avenue (U.S.17-92) in Sanford with service to the Seminole County Health Department 30 minute service 5-9 a.m. and 3-7 p.m. on weekdays and 60 minute service on Saturday and Sunday. Lynx has introduced the 651 NeighborLink service to serve the Goldsboro neighborhood and Sanford SunRail station. The NeighborLink (NL) is a flex-service aimed to make it easier for residents living less-populated areas to make use of both local transportation and LYNX' local bus system.



NeighborLink Service Area Map



Map 9: Public Transit Map

Existing Land Use and Development

In addition to providing improved accessibility and connectivity to the station area, development patterns and built form have a direct impact on the success of TOD projects when viewed from the persepective of achieving economic, social, and environmental benefits. Availability of adequate amount of developable lands, existing land use distribution, ownership patterns, property values, and land utilization patterns are crucial for developing a realistic plan embedded in ground realities. The following section discusses these land use and development related components as presently observed through GIS analysis and field investigations:

Existing Land Use

As illustrated in Fig. 2, the Study Area has a high percentage of residential uses (54%), followed by vacant lands (28%). Vacant lands are scattered throughout the Study Area with a high concentration of large vacant land parcels located south of SR 46. These vacant lands do not include properties that are underutilized or have significant portions undeveloped such as the industrial and institutional uses found north of SR 46.

Residential uses include the historic Goldsboro and Lockhart communities to south of the station facility, and the subdivisions of Riverview and the Preserve at Lake Monroe located to the north. The western portion of the Downtown CRA district is also included in the larger Study Area boundaries. Goldsboro is one of the first African American communities founded in Florida and represents a significant ridership base for the SunRail service.

In terms of land area covered, industrial (12%) and institutional (15%) uses dominate the Study Area's landscape. Retail and commercial uses are predominantly concentrated along the commercial corridors of SR 46 and US 17-92, closer to Downtown Sanford in the east and I-4 interchange in the west. The concentration of existing employment generating uses enhances the area's potential to serve as an employment oriented TOD uses and attracts jobs into the city.

The area immediately surrounding the Sanford SunRail Station (1/2 mile radius) is characterized by a segregation of major use types with residential uses located north of the station facility in low density neighbourhoods within the 400m walking radius. Industrial development lies to the east, north and south of the Station Area. Within the Station Area, church-owned lands and light industrial uses constitute a large share accounting for nearly 10% percent of land parcels or 100 acres. With a few notable exceptions, the area is primarily characterized by low-height (one to three storey) industrial and institutional buildings with low building to site ratios. This condition is evident through the large amount of space between buildings (which is primarily used for surface parking or is undeveloped). The low ratio of building to area creates potential redevelopment opportunities within the Station Area.

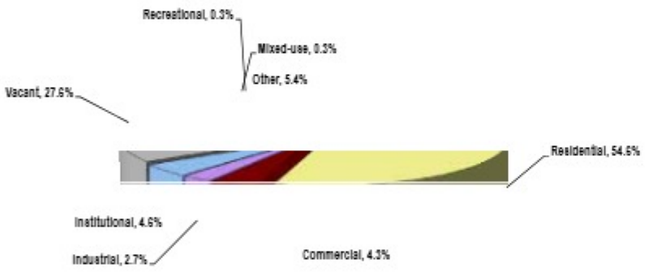


Figure 2: Land Use Classification (Parcel)

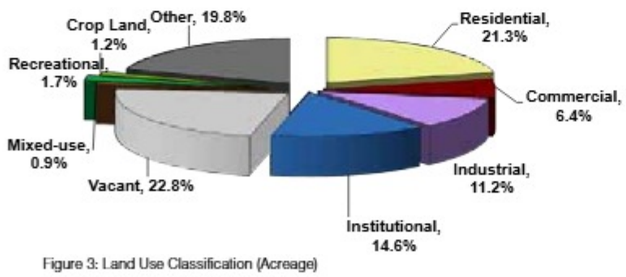
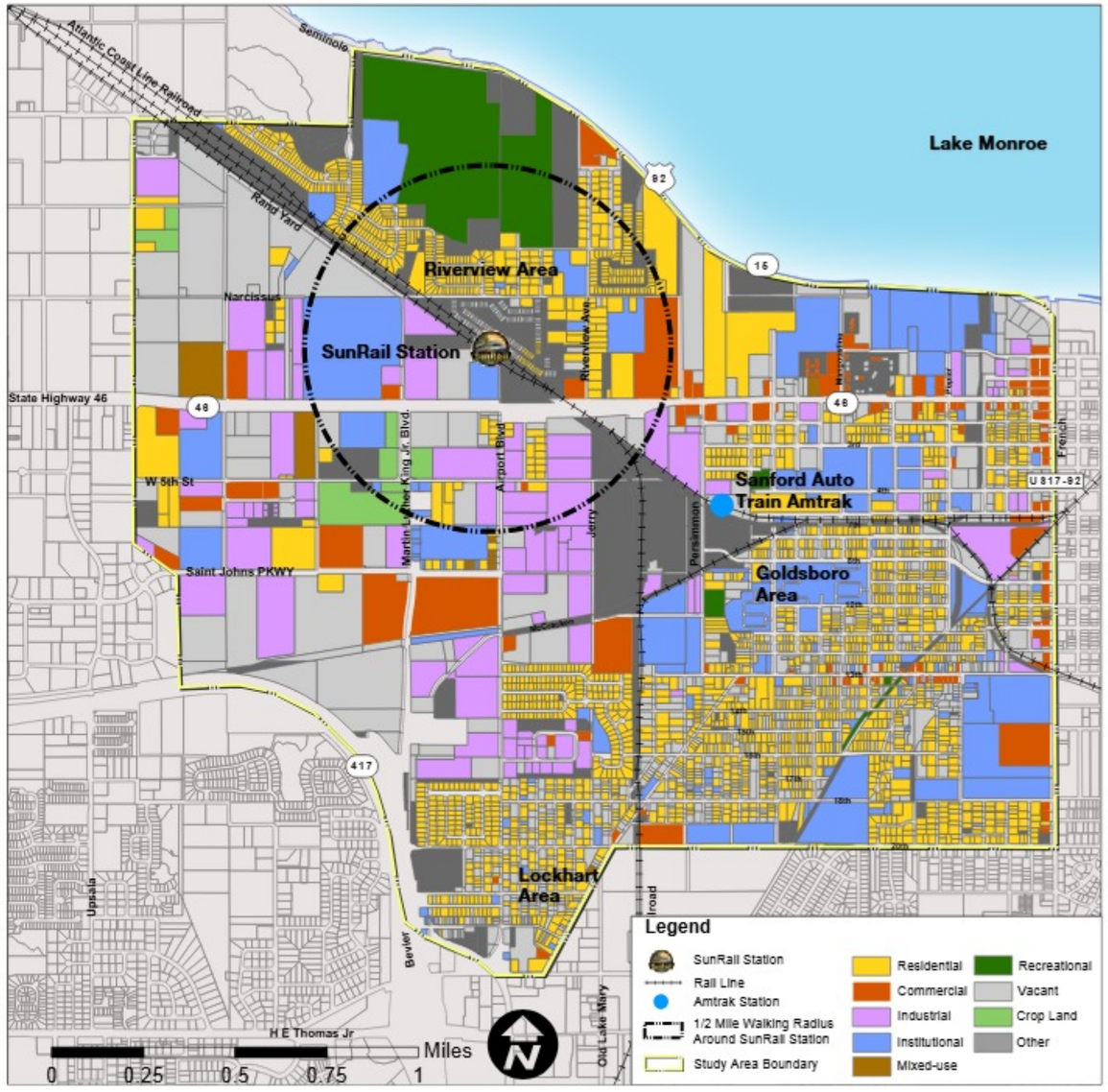


Figure 3: Land Use Classification (Acreage)



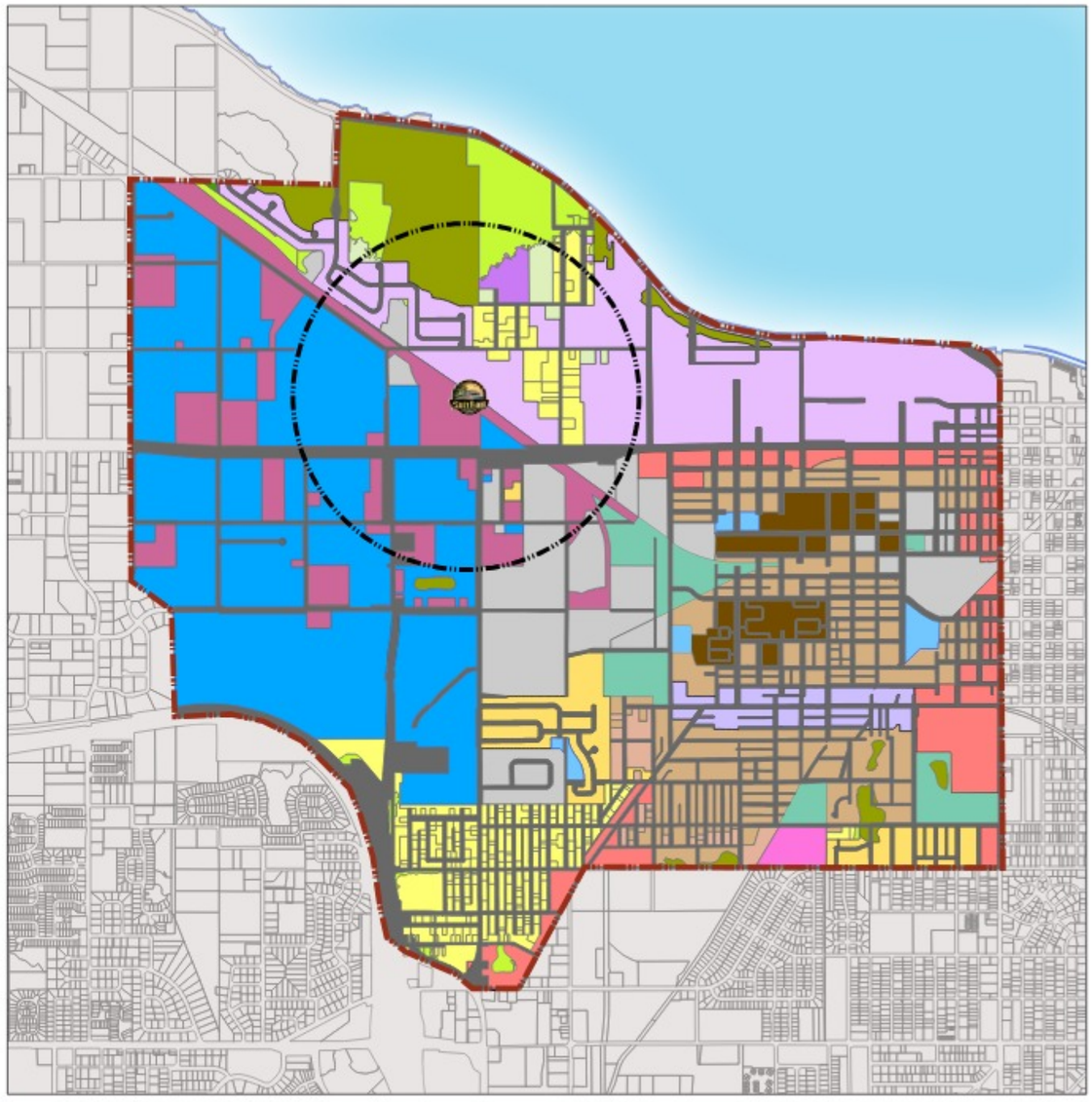
Map 10: Existing Land Use

Future Land Use and Zoning

As mentioned earlier, the Study Area falls within the jurisdiction of both Seminole County and City of Sanford. Comprehensive Plans of both jurisdictions have identified future land use designations for the properties within the Study Area. As evident in Map 10, the area within half-mile of the Study Area has a future land use designation of either low density residential (LDR: County) or targeted industrial uses (WIC: City &HIPTI: County). The County also has designated this area as part of the Energy Conservation Overlay Zone which encourages "a land use pattern that conserves energy, reduces the production of greenhouse gases, and fosters the use of multiple modes of transportation".

Similar to the Future Land Use designations, the City of Sanford has zoned properties under restricted industrial and planned development classifications. Properties within the jurisdiction unincorporated county envision restricted industrial and low-density residential areas.

In order to capitalize on the opportunities provided by the SunRail transit facility and implement the County and City's vision to revitalize the area as a vibrant, transit supportive destination, a mix of uses with higher than present densities need to be introduced.



Map 11: Future Land use for Study Area

Future Land Use (Contd.)

Table 2: Future land use designated in Comprehensive plans

Future Land Use: Seminole County					
Future Land Use Designation	**Maximum Residential Density**	**Maximum FAR (Commercial +Industrial)**	**Maximum Height of Structures**	**Permitted Uses**	**Comments**
Energy Conservation Overlay				Option 1: Compliance with and limitation to the underlying future land use designation and the Comprehensive Plan provisions that apply (such as maximum allowable residential dwelling unit, maximum nonresidential square footage and the like). Option 2: Commercial, educational, light industrial, office and residential uses in a compact land use pattern that allows for a range of transportation modes, and includes green building techniques, in order to conserve energy and reduce greenhouse gases by reducing vehicle miles traveled. Such compact land use patterns may also include buffers in the form of natural areas that can reduce greenhouse gases through absorption of carbon dioxide.	The purpose of the Energy Conservation Overlay is to encourage and incentivize a phased redevelopment of areas in order to achieve the intent: a land use pattern that conserves energy, reduces the production of greenhouse gases, and fosters the use of multiple modes of transportation. This Overlay is limited to locations within ½ mile radius of major urban activity centers and SunRail commuter rail stations, and within ¼ mile of major urban transit corridors.
HIPTI: North I-4 Corridor Higher Intensity Planned Development-Target Industry	50 du/acre	1.0		To maintain adequate lands for target industry in close proximity to and high visibility from major interchanges, the HIPTI area shall be comprised of: a) Target businesses and industries; b) High density residential uses- Residential uses in the HIP-TI shall be ancillary to target industry uses and must be functionally and physically integrated into project components;c) Residential uses that are part of mixed-use projects located on HIP-TI lands shall represent less than 50% of the total square footage of any such project.	Includes 10 parcels within a half-mile radius
I: Industrial	NA			This classification allows for industrial uses accessible to air, rail and highway transport facilities. Allowable uses include manufacturing, assembling and distribution activities, warehousing and storage activities, and other similar land uses.	Includes 4 parcels within a half-mile radius
LDR: Low Density Residential	4 du/acre	NA		Single family detached residences (site-built or modular) up to four dwelling units per net buildable acre; Public elementary schools, public middle schools and public high schools; and Special exception uses such as group homes, houses of worship, day care, guest cottages, home occupation, public utilities, and publicly owned parks and recreational areas.	Includes 29 parcels within a half-mile radius
PUBC: Public/ Quasi- Public County Owned	NA	0.65		A Public and private recreation, education and library facilities; B Public elementary schools, public middle schools and public high schools; C Public and private cemeteries and mausoleums; D Public safety facilities; and E Water, sewer, telephone, electric, gas, communication, and transportation facilities.	Includes 2 parcels. The purpose and intent of this land use is to identify locations for a variety of public and quasi-public uses, transportation, communication, and utilities.
SE: Suburban Estates	1 du/acre			A Single family residences on a minimum of one acre; B General rural uses; C Houses of worship, country clubs (over 10 acres in size) and home occupations; D Public elementary schools, public middle schools and public high schools;	Includes 5 parcels

Future Land Use: City of Sanford					
Future Land Use Designation	**Maximum Residential Density**	**Maximum FAR (Commercial +Industrial)**	**Maximum Height of Structures**	**Permitted Uses**	**Comments**
WIC: Westside Industry & Commerce	20 du/acre	0.5		This classification allows for a mixture of commercial and industrial uses in the vicinity of the West SR 46 corridor. Residential uses also permitted.	Part of City's five mixed-use designations; PD Zoning Disrict
WDBD: Waterfront Downtown Business District	50 du/acre	2.0		This classification allows for residential, governmental, cultural, institutional, and commercial activities within the waterfront and downtown areas of Sanford. Revitalization, redevelopment and infill development are encouraged in this district.	
I: Industrial	NA	0.5		This classification allows for industrial uses accessible to air, rail and highway transport facilities. Allowable uses include manufacturing, assembling and distribution activities, warehousing and storage activities, and other similar land uses.	

Table 3: Land use designated for Energy Conservation Overlay

LAND USE DESIGNATIONS		MAP SYMBOL	DENSITY/INTENSITY (MAXIMUM) *PERCENTAGE DISTRIBUTION (MIN/MAX)* COMMERCIAL	INDUSTRIAL	RESIDENTIAL
Mixed Use Districts	I-4 High Intensity	HI	1.0 FAR 50% / 85%	0.50 FAR 0% / 10%	50 du/acre 0% /40%
	Waterfront/ Downtown Business District	WDBD	1.0 FAR 30% / 70%	1.0 FAR 0% / 10%	50 du/acre 10% / 40%
	Westside Industry & Commerce	WIC	0.500.35 FAR15% /50%	0.50 FAR 30% / 75%	20 du/acre 10% / 40%

Permitted Development

Allowable densities and intensities shall be determined using the table below and by the proposed development's Energy Conservation Assessment score.

Percent Score	Density* Minimum	Density* Maximum	Intensity* Minimum	Intensity* Maximum
95-100	15.00	20.00	.85	1.0
90-94	10.00	14.99	.71	.84
85-89	8.50	9.99	.53	.70
80-84	7.00	8.49	.36	.52
Less than 80	Comply with underlying FLU designation			
Density is measured in units per net buildable acre Intensity is measured in floor area ratio (FAR)				

Targeted Industry uses

Manufacturing	Financial and Information Services *
Plastics and Commercial Printing	Legal Services
Electronics/Mechanical Assembly	Architectural Services
Auto Parts	Publishers
Fasteners/Spacers	Associations
Construction Products	CPA's
Food Processing	Headquarters
Machinery	Insurance
Transport Aircraft	Banks
Maintenance and Modification	Telemarketing Bureaus
Aircraft Manufacturing	Financial Transactions Processing
Aerospace eqipment	Public Relations Agencies
Advanced Technologies	Credit Bureaus
Research & Development	Advertising Agencies
Space Technology	Consumer Lending
Simulation & Training	Title Companies
Laser Technology	Computer Software and Design
Robotics	
Technical and Research Services *	**Life Sciences ***
General Management Consulting	Hospitals and Medical Education
Marketing	Diagnostic Imaging Centers
Interior Design	Medical Laboratories
Graphic Design Services	Agriscience Facilities
Human Resources and Executive Search	Outpatient Facilities
Environmental Engineering and Consulting	Blood and Organ Banks
Precision Instruments	Research Laboratories
Civil Engineering	Nursing Care Facilities
Surveying and Mapping	Veterinary Services
Telecommunications	Pharmaceuticals Manufacturing and Research
Industrial Design	
Lasers and Photonics	
Distribution	**Digital Media ***
Food Products	Motion Picture and Video Production
Consumer Products	Simulation and Training
Restaurant/Commissary	Teleproduction
Airline Services	Graphic Design
Aircargo/Mail Services	Computer Hardware/Software Design and Development
Durable Goods Distribution	Animation
Non Durable Goods Distribution	
Other	
Long Stay Tourism	International Trade
Hotels and Lodging	Sports Associated Industries
Other "basic" businesses and industries with high annual average wages	

Administrative Boundaries

Nearly 35% of the properties in the Study Area are located within the jurisdiction of unincorporated Seminole County and the remaining within the City of Sanford jurisdiction. As the Station Area attracts development requiring connections to the city's existing infrastructure, it is anticipated that the City will annex more of these unincorporated lands. (See Map)

Map 12: Existing Land Ownership

Ownership

As illustrated in Map 12, a significant amount of lands within the Study Area are owned by institutional owners (church and government), accounting for over 100 acres out of the total 670 acres within a ½ mile radius of the SunRail station facility.

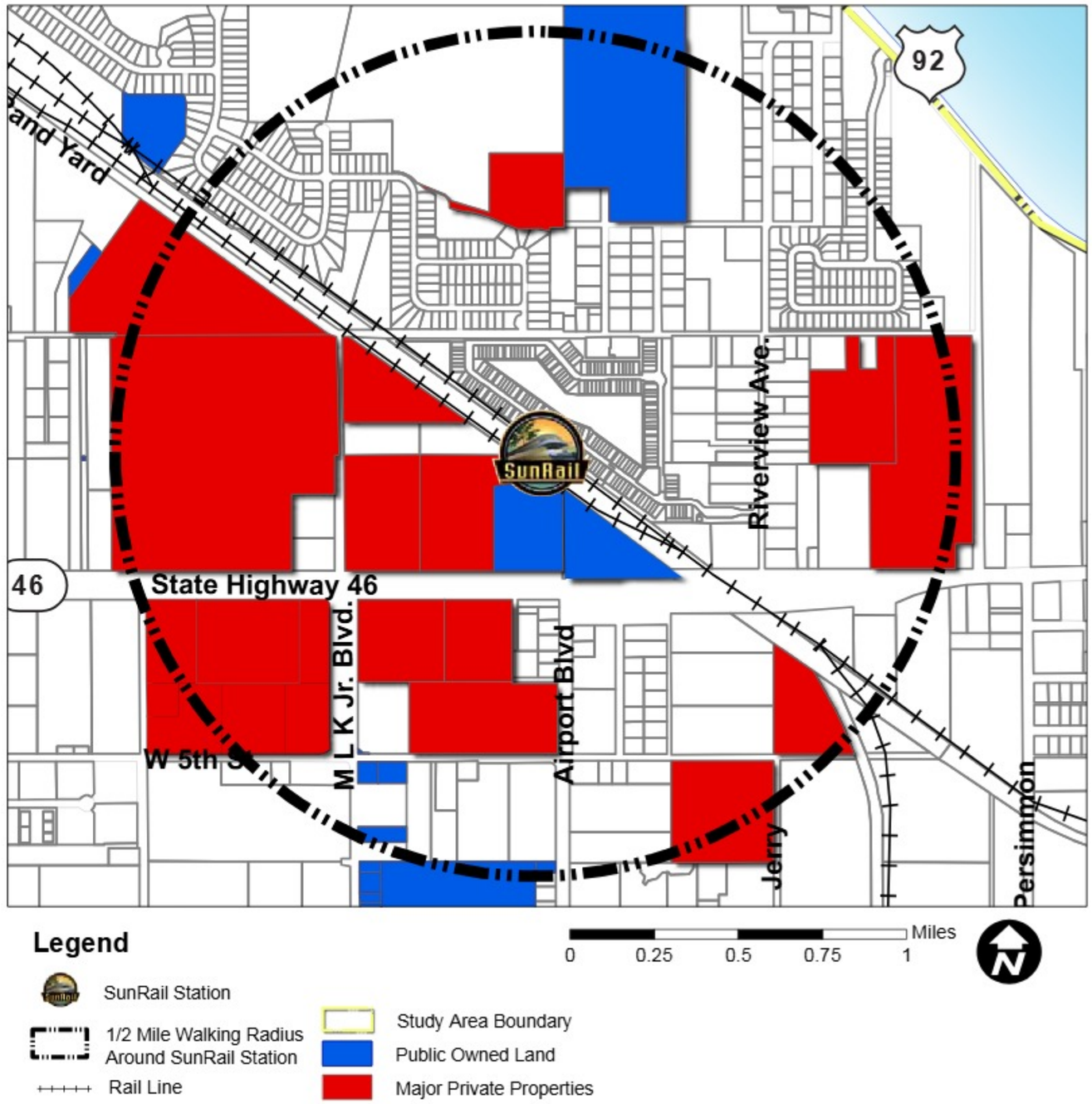
Physical Infrastructure

A basic premise of TOD best practices is that higher density development should not only pay for the increased level of services required, but they should also increase the level of public realm amenities to support the denser development. Almost all TOD projects increase residential and commercial density substantially which usually increases the demands on infrastructure. An evaluation of the existing capacity and future demands on project infrastructure is a necessary part of TOD planning. The following section discusses the current Level of Standards (LOS) for the City of Sanford, specifically within the Study Area and the ½ mile area around the station facility for various utility related elements:

Potable Water: The City of Sanford provides high quality potable water to all land uses within the City and a larger service area including sections of unincorporated Seminole County.

Stormwater Management: The geographic location of the City places it in one of the largest drainage basins within the St. Johns River Water Management District. The city continues to manage stormwater impacts of new developments including the SunRail station area; however, currently deficiencies are reconciled through creation of stormwater retention ponds. In order to maximize resources and make valuable land available for development, an area-wide stromwater management system needs to be developed which could also serve as an incentive to attract development.

Wastewater: A functional aspect of protecting an area's water resources is the treatment and reuse or disposal of wastewater. Sanford continues to take an innovative and aggressive approach to collecting and treating wastewater.



Map 13: Existing Land Ownership

3.0 Sanford SunRail Fair Housing Needs Assessment

The Study area presents an opportunity for Seminole County and the City of Sanford to continue to expand its build-out population and extend its timeframe by developing higher density transit oriented housing in proximity to the Sanford SunRail Station. The development of high density housing is consistent with the current national, state and MSA market place that has seen a significant increase in the demand for rental housing especially rental housing located within a walkable work, live and play environment.

Seminole County, the City of Sanford and the current Study area all have significant affordable housing needs as measured by HUD's cost burden. The potential of the development of higher density transit oriented development (TOD) is consistent with the ability for the provision of a portion of the housing to be allocated to affordable and workforce housing.

Seminole County

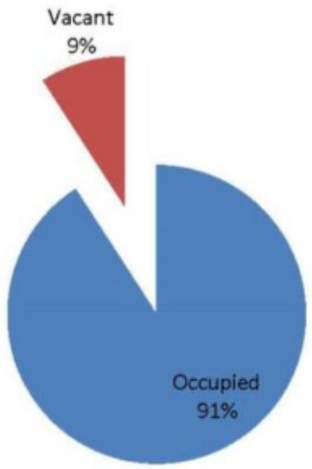
Market Overview

Seminole County was originally a bedroom community of Orlando prior to the 1990s, but reversed its outmigration by establishing itself as a major employment center, resulting in 63.2% of its residents working within the County as of 2005. As a result high growth rates were experienced during the 1990-2000 time periods. The predominate housing type in the County is single family housing which accounts for 129,561 units followed by multi-family housing which numbers 45,530 units. The County also had 4,984 mobile homes.

Housing Overview

Based on the 2010 Census, Seminole County had 181,307 housing units of which 164,706 are occupied. Of the County's 16,601 vacant units, 1,401 are considered seasonal units. The predominate housing type in the County is single family housing which accounts for 129,561 units followed by multi-family housing which numbers 45,530 units. The County also had 4,984 mobile homes.

The following table shows historic and projected households based on size of household. Throughout the study period, 1 to 2 person households are projected to dominate.



(Table 1)

Affordable Housing

For most studies, "affordable" is defined as households that spend 30% or less for housing. Based on Florida Housing Data Clearinghouse data for 2013, approximately 79% of Seminole County owner households and 64% of Seminole County renters have affordable housing. At the opposite extreme, 7% of Seminole County homeowners and 15% of renters are heavily cost burden meaning they are paying 50% or more for housing. (Table 2)

The Shimberg Center also uses a cost burden of 40% as a determinate of acute housing cost burden. The following table is taken from the American Community Survey and are based on five years of data therefore statistically the figures range between a lower bound and an upper bound. Using the 40% cost burden, 43,066 County households are estimated to be cost burdened. Approximately 14% or 23,285 units are extremely cost burdened (e.g. exceed 60% of income goes to housing). (Table 3)

Seminole County has agricultural lands and as shown below, based on 2007 estimates, the County has a need for 131 affordable farmworker housing. (Table 4

Table 1: Seminole County Housing by Size

All Households								
County	SIZE	2000	2009	2010	2015	2020	2025	2030
Seminole	1 to 2	79,269	94,384	94,619	100,634	108,180	115,930	123,268
Seminole	3 to 4	47,043	56,056	56,184	59,534	63,768	68,055	72,094
Seminole	5+	13,110	15,629	15,666	16,645	17,887	19,151	20,340

Source: Florida Housing Data Clearinghouse, 2014

Table 2: Seminole County Affordable Housing by Cost Burden

	Amount of Income Paid for Housing			
Seminole County	Owner	%	Renter	%
0-30%	91,731	79%	32,072	64%
30-50%	15,740	14%	10,525	21%
50% or more	8,375	7%	7,613	15%
Total	115,846	100%	50,210	100%

Source: Florida Housing Data Clearinghouse, 2014

Table 3: Seminole County Cost Burden at 40% and 60% Cost Burden

Housing Cost Burden	Estimated Number of Households	Lower Bound	Upper Bound
40% or Less	126,186	123,098	128,403
40.01 to 60%	19,781	8,977	27,212
Greater than 60%	23,285	11,641	31,341
Total	169,252	143,716	186,956

Source: Florida Housing Data Clearinghouse, 2014

Table 4: Seminole County Farmworker Housing Needs

Need for Farmworker Housing Units by Type and County, 2007						
County	Unaccompanied Migrant & Seasonal Households	Supply: DOH-Permitted Camps	Need for Single Person Beds	Accompanied Migrant & Seasonal Households	Supply: Section 514/516 and FHFC-Assisted Family Units	Need for Family Units
Seminole	359	0	359	131	0	131

Source: Florida Housing Data Clearinghouse, 2014

City of Sanford

While the SunRail Station is located on County property, the site is surrounded by the City of Sanford. As shown in Table 1, the City of Sanford had an estimated 2013 population of 53,867. While the County's growth rate declined since 1990, the City demonstrated accelerated growth during the 2000-2010 time periods. The City is projected to continue to experience moderate growth throughout the 2015-2040 time periods. (Table 5)

As of 2010, out of Sanford's 23,061 plots 2,943 are vacant and 136 are considered as seasonal units. Like the County, the City's predominate type of housing is single family units, 15,086 units (both detached and attached) or 63%, while multi-family number 8,140 units or 34% of City's housing inventory. Based on the affordability standard of 30% or less for housing, the City had 5,711 units where households paid more 30% for housing or 28% of the City's total households. Approximately 11% of the City's households are heavily cost burden with 2,227 households paying more than 50% of their income on housing. Following are the statistics for Sanford:

- Owner occupied housing represented 55% of the housing with 45% of the City's occupied housing being rentals.
- The City had 2,191 rental units (27%) having a gross rent of less than $750 a month, again below construction values. Average sale prices were significantly higher the average home values.
- In 2012, the average sales price of a single home was $109,060 compared to a State-wide average of $150,000.
- City renters had an average gross rent of $926 which is below the State average of $981.

Cost Burden is most extreme in lower income households. Approximately 74% of household that had incomes of 30% or less of the City's median income were cost burdened with 63% having a cost burden of 50% or higher. Approximately 42% of household that fall between 50% and 80% of the City's median income were not cost burdened (58% were cost burdened) while 90% of the households earning 80+% of the City's median income were not cost burdened. At all levels, renters are more cost burdened than owners as shown below. (Table 6)

Table 5: Sanford Population Projections

Population Projections by Year								
Place	2010	2012	2015	2020	2025	2030	2035	2040
Sanford	53,570	54,064	56,589	62,374	68,054	73,469	78,392	83,172

Source: Florida Housing Data Clearinghouse, 2014

Table 6: Sanford Cost Burden by Tenure

	Owner	%	Renter	%
0-30%	8,894	79.11%	5,873	63.59%
30-50%	1,540	13.70%	1,944	21.05%
50% or more	808	7.19%	1,419	15.36%
Total	11,242	100.00%	9,236	100.00%

Source: Housing Data Clearinghouse, 2014

Study Area

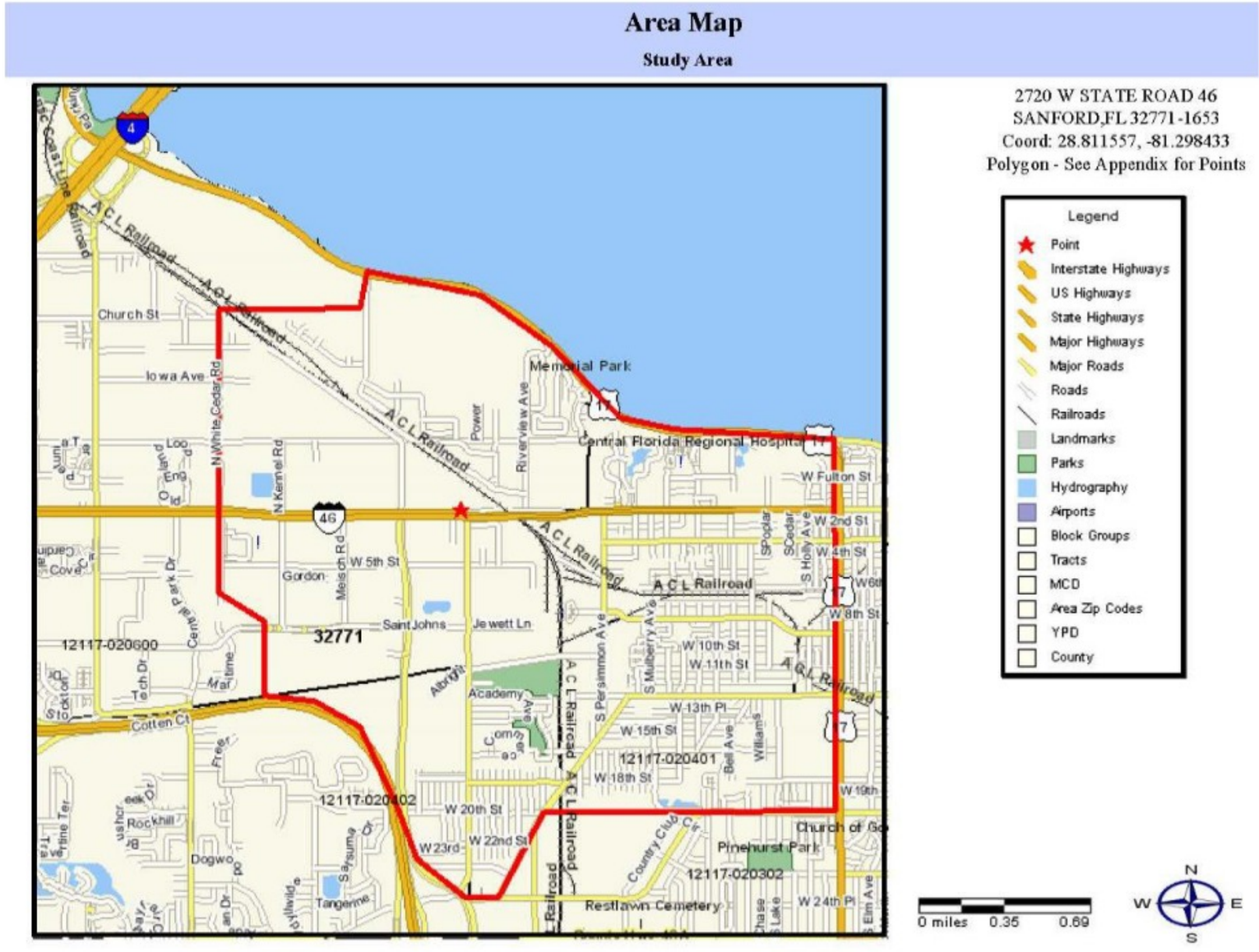
The following Map 1 delineates the Stanford SunRail Station Study Area

The population in the Study area is estimated to change from 8,651 to 8,806, resulting in a growth of 1.8% between 2010 and the current year. Over the next five years, the population is projected to grow by 3.0% without redevelopment surrounding the SunRail Station.

Most of the dwellings in the Study area (63.2%) are estimated to be Renter-Occupied for the current year. For the entire country, the majority of the housing units are Owner-Occupied (65.0%). The number of households in the Study area is estimated to change from 3,074 to 3,097, resulting in an increase of 0.8% between 2010 and the current year. Over the next five years, the number of households is projected to increase by 2.8%.

Household Income

The average household income is estimated to be $44,058 for the current year, while the average household income for the United States is estimated to be $71,320 for the same time frame. Approximately 40% of the households in the Study area have household incomes of less than $25,000. The average household income in this area is projected to change over the next five years, from $44,058 to $48,046.



Map 1: Sanford SunRail Station Study Area

Sanford SunRail Station Radii Analysis

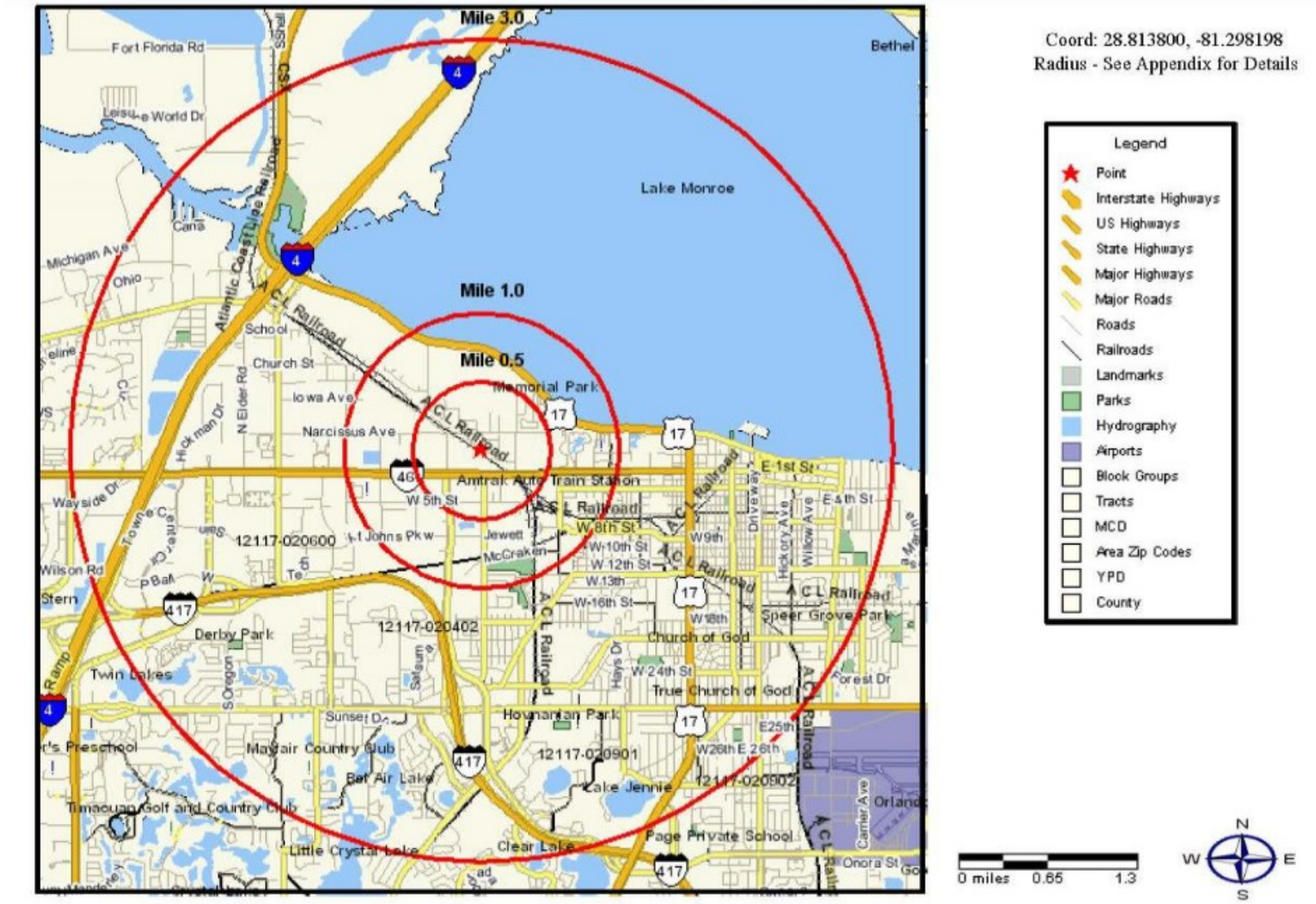
The following Map 2 shows the ½ mile, 1 mile and 3 mile radii surrounding the SunRail Station.

Based on Nielsen data there are currently 1,212 people living within a ½ mile radius of the SunRail Station, which increases to 4,795 at 1 mile and 44,837 at 3 miles.

Table 1: Sanford SunRail Station Population by Radius

Population	Radius 1 0.50 miles	Radius 2 1.00 miles	Radius 3 3.00 miles
2019 Projection	1,371	5,098	47,410
2014 Estimate	1,212	4,795	44,837
2010 Census	1,075	4,562	42,938
2000 Census	187	2,568	30,772
Growth 2000 - 2010	473.85%	77.63%	39.53%
Growth 2010 - 2014	12.73%	5.10%	4.42%
Growth 2014 - 2019	13.13%	6.32%	5.74%

Source: Strategic Planning Group, Inc.; The Nielsen Company; 2014



Map 2: Radii Surrounding the Sanford SunRail Station

As of 2014 there are an estimated 440 households living within the ½ mile radius of the SunRail Station and 1,719 households within the 1 mile radius. Projections shown in Table 2 exclude redevelopment surround the SunRail Station.

Table 2: Sanford Station Historic and Projected Population by Radius

Households	Radius 1 0.50 miles	Radius 2 1.00 miles	Radius 3 3.00 miles
2019 Projection	489	1,808	18,045
2014 Estimate	440	1,719	17,119
2010 Census	414	1,687	16,545
2000 Census	85	978	11,888
Growth 2000 - 2010	387.72%	72.45%	39.18%
Growth 2010 - 2014	6.41%	1.95%	3.47%
Growth 2014 - 2019	11.09%	5.18%	5.41%

Source: Strategic Planning Group, Inc.; The Nielsen Company; 2014

At the ½ mile radius, 63% of the households are family households, 37% are non-family. The percentage is roughly the same at the other two radii. The estimated 2014 average household income within the ½ mile radius is $53,957 and the median household income is $37,659. These household incomes decline at the 1 mile radius and at the 3 mile radius the median household income increases to $40,730.

Affordable Housing Programs

Table below shows the subsidies housing developments within the City, as well as the type of affordable housing programs used to subsidize affordable housing.

Development Name	Street Address	City	Zip Code	County	Total Units	Assisted Units	Occupancy Status	Housing Program(s)	Population or Target Area
Charleston Club	500 Fox Quarry Lane	Sanford	32773	Seminole	288	288	Ready for Occupancy	Housing Credits 4%;Local Bonds;SAIL	Family
Georgia Arms Apartments	2600 Georgia Ave	Sanford	32771	Seminole	90	90	Ready for Occupancy	Refi Section 221(d)(4);Rental Assistance/HUD	Elderly
Hatteras Sound	13000 Island Bay Circle	Sanford	32771	Seminole	184	184	Ready for Occupancy	Housing Credits 4%;Local Bonds;SAIL	Family
Huntington Reserve	111rosecliff Circle	Sanford	32773	Seminole	168	168	Ready for Occupancy	Housing Credits 4%;Housing Credits 9%;SAIL;State Bonds	Family
Kensington Oaks	440 S. Mellonville Ave.	Sanford	32771	Seminole	20	20	Ready for Occupancy	Local Bonds	Family
Lake Jennie I	1301 Santa Barbara Drive	Sanford	32771	Seminole	25	25	Ready for Occupancy	Local Bonds	Family
Lake Jennie II	1310 Santa Barbara Drive	Sanford	32772	Seminole	40	40	Ready for Occupancy	Local Bonds;State HOME	Family
Logan Heights	1000 Logan Heights Circle	Sanford	32773	Seminole	360	360	Ready for Occupancy	Housing Credits 4%;State Bonds	Family
Seminole Garden Apartments	1600 W 5th St	Sanford	32771	Seminole	108	108	Ready for Occupancy	Rental Assistance/HUD;Section 221(d)(3) MR	Family
Seminole Pointe	4100 Geranium Lane	Sanford	32771	Seminole	336	336	Ready for Occupancy	Housing Credits 4%;Local Bonds;SAIL	Family
Stratford Point	1700 Old England Loop Dr	Sanford	32771	Seminole	384	384	Ready for Occupancy	Extremely Low Income;Guarantee;Housing Credits 4%;State Bonds	Family;Link
Town Centre	100 Willner Circle	Sanford	32771	Seminole	184	184	Ready for Occupancy	Housing Credits 9%	Family
Windchase Apartments	100 Windchase Blvd	Sanford	32773	Seminole	352	352	Ready for Occupancy	Extremely Low Income;Guarantee;Housing Credits 4%;Section 542;State Bonds	Family;Link
Wyndham Place Apartments	1500 Wyndham Crest Blvd	Sanford	32773	Seminole	260	260	Ready for Occupancy	Extremely Low Income;Housing Credits 4%;Section 542;State Bonds	Family;Link

Notes:

(1) Total units in the development.

(2) Total number of units with rent and/or income restrictions.

(3) For HUD and LHFA developments, this is the approximate year that the development was originally constructed; for FHFC developments, this is the funding year of the earliest program that currently assists a property, which may be the year of new construction or year of rehabilitation; data for RHS developments are not available.

4.0 Sanford SunRail Station: Fair Market Housing

Assessment

The document summarizes the findings of a detailed market analysis of the Project Area. Published in 2014, the intention of the market analysis is to identify the existing economic potential within the Project Area and to envision and describe the possibilities for future development. The study begins by looking at regional development issues and moves on to an analysis of development forecasts for office, residential and retail in City of Sanford. The report also discusses the level of influence that transit has in Sanford SunRail Station Radii on development, thus tying expected market conditions to an analysis of land use planning issues.

4.1. Development Potential

Sanford is largely a bedroom community for Orlando and the I-4 office parks. As a bedroom submarket, the Initial ridership demand for SunRail will largely be from car or parking oriented demand wherein riders from the surrounding market will drive to the station on their ultimate transit route to work or play. The fact that Seminole County is approaching residential build-out, affords the opportunity to promote higher density rental/ mixed use development within the study area especially within walking distance of the Station.

During the 2000-2010 time period Seminole County experienced an annual population growth of approximately 5,800 new residents; which declined to 2,800 during the 2010-2013 time period. During the same time period, the City of Sanford experienced an annual 2000-2010 growth of 1,500 residents which declined to an annual growth of only 100 new residents between 2010-2013. To a large degree this slowing growth rate is due to limited available residential zoned land and higher development costs of remaining zoned properties. The ability to rezone the lands within the Study Area to accommodate higher density residential and mixed use developments should have a positive impact on the County and City's overall residential market. Should transit service frequency increase in the near term (evenings and weekends), the study area's viability for residential development (TOD) is expected to increase.

The potential availability of larger vacant parcels in proximity to the Station should provide land that is less expensive than land closer to the employment hubs. Assuming that service frequency increases (evenings and weekend service) and that connectivity (last mile) can be established to link the Station with the City/ County's assets located within the broader 3 mile radius (waterfront, zoo, Mall and Downtown), the City should eventually be able to capture its historic 2000-2010 market share of which the Study Area would account for 10%-16% of the City's growth or 60 to 94 units per year with 50% located within a walking distance to the Station.

Retail services within walkable communities traditionally tend to be "necessity" or neighborhood retail oriented stores like food. restaurants, beauticians, and other retail services that cater directly to local residents as well as those that might drive and park to use the transit.

The ability of the Study Area and immediate Station sub area will largely depend on the ability of the area to attract housing as retail space is dictated by household expenditures (roof tops). Without expanded service, the Station itself will not have a large impact on housing demand. That said the availability of land for higher density residential development and supporting retail space with or without the Station should be promoted. Assuming that the area can attract more residential development, the increased visibility of West 1st Street could attract some smaller office users especially those more oriented to residential demand.

It is recommended that the current CRA boundaries be modified to include the areas immediately surrounding the Station (at least within the ½ radius) as a way to provide some increased tools to assist in the redevelopment of the area especially in promoting higher density housing and supporting retail.

Reduced parking needs

The following section presents the details of the study.

Seminole County

Market Overview

Seminole County was originally a bedroom community of Orlando prior to the 1990s, but reversed its outmigration by establishing itself as a major employment center, resulting in 63.2% of its residents working within the County as of 2005. As a result high growth rates were experienced during the 1990-2000 time periods. The predominate housing type in the County is single family housing which accounts for 129,561 units followed by multi-family housing which numbers 45,530 units. The County also had 4,984 mobile homes.

Housing Overview

Based on the 2010 Census, Seminole County had 181,307 housing units of which 164,706 are occupied. Of the County's 16,601 vacant units, 1,401 are considered seasonal units. The predominate housing type in the County is single family housing which accounts for 129,561 units followed by multi-family housing which numbers 45,530 units. The County also had 4,984 mobile homes.

The following Table 9 shows historic and projected households based on size of household. Throughout the study period, 1 to 2 person households are projected to dominate.

Retail Overview

The overall MSA retail market is heavily driven by both tourism and the area's population and housing growth over the last several decades. The MSA has approximately 64.5 million square feet of retail space of which Seminole County accounts for 16.3 million square feet or 25% of the Orlando market. With a vacancy rate of slightly over 9%, Seminole County had one of the highest vacancy rates in the region and one of the lowest average least rates. At the end of 2003, the County had over 1.5 million square feet of retail space vacant and a declining share of the region's population growth.

Office and Industrial Overview

The Orlando region had 37.2 million square feet of office space at the end of 2013 of which 6.6 million square feet was vacant (17.8%). The Lake Mary/Sanford submarket contained 4.6 million square feet of office space (representing 12% of the regional market) of which slightly over 700,000 square feet was vacant (15.8% vacancy).

The Orlando region contained slightly over 106 million square feet of industrial space at the end of 2013 (including warehouse/distribution, office service centers and manufacturing). Approximately 9.5% of the region's industrial space was vacant representing 10 million square feet.

City of Sanford

Sanford is spread over an area of 22.96 square miles of land area and 3.54 square miles of water area, the City still has large parcels of undeveloped land as well as lands that could be redeveloped into housing or mixed use developments. While the SunRail Station is located on County property, the site is surrounded by the City of Sanford. The City of Sanford had an estimated 2013 population of 53,867. While the County's growth rate declined since 1990, the City demonstrated accelerated growth during the 2000-2010 time periods. The City is projected to continue to experience moderate growth throughout the 2015-2040 time periods. The following table presents an overview of the City of Sanford when compared to state and national average: (Table 10)

Table 9: Seminole County Housing by Size

All Households								
County	SIZE	2000	2009	2010	2015	2020	2025	2030
Seminole	1 to 2	79,269	94,384	94,619	100,634	108,180	115,930	123,268
Seminole	3 to 4	47,043	56,056	56,184	59,534	63,768	68,055	72,094
Seminole	5+	13,110	15,629	15,666	16,645	17,887	19,151	20,340

Source: Florida Housing Data Clearinghouse, 2014

Table 10:

Parameter	City of Sanford	State Average	National Average
Population growth rate	39.90%	17.64%	9.71%
Average density (persons/ square mile)	2021.4	285.92	81.32
Income growth rate	39.63%	21.87%	26.32%
Median house value	74.80%	61.90%	51.67%

Source:

Housing Overview

Seminole County housing market contains 23,061 housing units of which 12.8% are vacant. Like the County, the City's predominate type of housing is single family units, 15,086 units (both detached and attached) or 63%, while multi-family number 8,140 units or 34% of City's housing inventory. Owner occupied housing represented 55% of the City's housing while 45% of the City's occupied housing is rentals. As of 2010, Sanford has out of Sanford's 23,061 plots 2,943 are vacant and 136 are considered as seasonal units.

Based on Shimberg Center data from the County Appraiser's office, as of 2012 the average single family home had a just value of $73,093 (below the cost of new construction), an average mobile home value of $36,473. Condominium average value is $33,125. While these values are below replacement; they nonetheless provide affordable housing to the City's residents.

Study Area

The population in the Study area is estimated to change from 8,651 to 8,806, resulting in a growth of 1.8% between 2010 and the current year. Over the next five years, the population is projected to grow by 3.0% without redevelopment surrounding the SunRail Station, or an increase of 269 residents.

Connectivity of sites

Existing land use pattern

Future land use and potential changes to the same

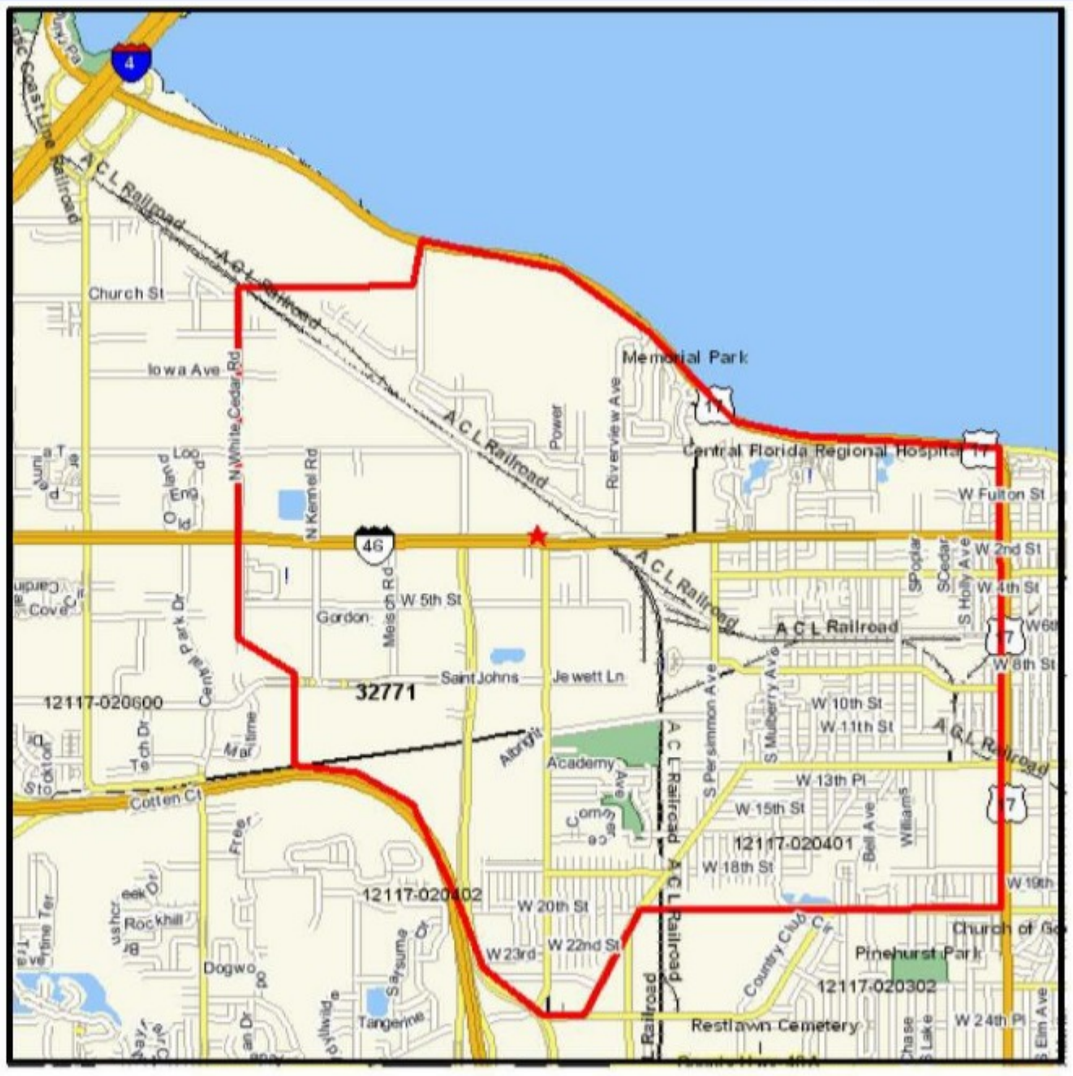
Housing Overview

Most of the dwellings in the Study area (63.2%) are estimated to be Renter-Occupied for the current year. The majority of dwellings in the Study area (50.1%) are estimated to be structures of 1 Unit Detached for the current year. The majority of dwellings in the United States (61.6%) are estimated to be structures of 1 Unit Detached for the same year.

The majority of housing units in the Study area (14.9%) are estimated to have been Housing Unit Built 1980 to 1989 for the current year. The number of households

Area Map

Study Area



2720 W STATE ROAD 46
SANFORD,FL 32771-1653
Coord: 28.811557, -81.298433
Polygon - See Appendix for Points

Legend
- Point
- Interstate Highways
- US Highways
- State Highways
- Major Highways
- Major Roads
- Roads
- Railroads
- Landmarks
- Parks
- Hydrography
- Airports
- Block Groups
- Tracts
- MCD
- Area Zip Codes
- YPD
- County

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N W E S

nielsen

Prepared on: Sat Mar 08, 2014

Page 1 of 2

Nielsen Solution Center 1 800 866 6511

Prepared For: Seminole County & City of S

Prepared By: Strategic Planning Group, I

Map 3: Study Area

in the Study area is estimated to change from 3,074 to 3,097, resulting in an increase of 0.8% between 2010 and the current year. Over the next five years, the number of households is projected to increase by 2.8%, without consideration of SunRail related developments.

Approximately 65% of the households within the Study area are considered family households and 35% are non-family households.

Sanford SunRail Station Radii Analysis

The following Map 4 shows the ½ mile, 1 mile and 3 mile radii surrounding the SunRail Station.

Based on Nielsen data there are currently 1,212 people living within a ½ mile radius of the SunRail Station, which increases to 4,795 at a 1 mile radius and 44,837 at a 3 mile radius.

Table 7: Sanford SunRail Station Population by Radius

Population	Radius 1 0.50 miles	Radius 2 1.00 miles	Radius 3 3.00 miles
2019 Projection	1,371	5,098	47,410
2014 Estimate	1,212	4,795	44,837
2010 Census	1,075	4,562	42,938
2000 Census	187	2,568	30,772
Growth 2000 - 2010	473.85%	77.63%	39.53%
Growth 2010 - 2014	12.73%	5.10%	4.42%
Growth 2014 - 2019	13.13%	6.32%	5.74%

Source: Strategic Planning Group, Inc.; The Nielsen Company; 2014

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Prepared on: Fri Mar 07, 2014

Page 1 of 2

Nielsen Solution Center 1 800 866 6511

Prepared For: Seminole County & City of S

Prepared By: Strategic Planning Group,

Map 4: Radii Surrounding the Sanford SunRail Station

As of 2014 there are an estimated 440 households living within the ½ mile radius of the SunRail Station and 1,719 households within the 1 mile radius. Projections shown in Table, exclude redevelopment surround the SunRail Station and are estimated to increase by 49 households.

Table 8: Sanford Station Historic and Projected Population by Radius

Households	Radius 1 0.50 miles	Radius 2 1.00 miles	Radius 3 3.00 miles
2019 Projection	489	1,808	18,045
2014 Estimate	440	1,719	17,119
2010 Census	414	1,687	16,545
2000 Census	85	978	11,888
Growth 2000 - 2010	387.72%	72.45%	39.18%
Growth 2010 - 2014	6.41%	1.95%	3.47%
Growth 2014 - 2019	11.09%	5.18%	5.41%

Source: Strategic Planning Group, Inc.; The Nielsen Company; 2014

The ethnicity changes significantly by radius. At the ½ mile radius, approximately 55% of population can be defined as white alone, while this percentage decreases to 39% at the 1 mile radius and at the 3 mile radius is again 55%. Approximately a third of the population within the ½ mile radius is Hispanic.

(Table 11)

At the ½ mile radius, 63% of the households are family households, 37% are non-family. The percentage is roughly the same at the other two radii.

Retail Potential

The Study Area has significantly more retail sales (supply) than its residents expend, mean that the retail stores within the study area attract buyers from outside the boundaries of the study area. With the exception of a small positive market for building materials, and garden supply, the study area does not currently represent a potential for retail growth.

At the ½ mile and 1 mile radii, only food and beverage stores show that local resident demand exceeds local retail store sales. At the 3 mile radius, building materials, food and beverage, and health and personal care resident demand exceeds retail sales indicating a potential positive retail growth market.

Employment

Based on data from Nielsen Company, the Study Area contains approximately 840 industries employing 9,901 employees. Manufacturers had the largest number of employees (2.113), followed by health care and social service providers (1,729), accommodation and food providers (1,127) and wholesale trade (901). To a large degree, manufacturers and wholesale trade industries have historically been linked to the area's rail service and Interstate Highway (1-4) connections.

Table 11: Ethnicity by Radius

Description	Radius 1 0.50 miles	%	Radius 2 1.00 miles	%	Radius 3 3.00 miles	%
2014 Est. Population by Single Classification Race	1,212		4,795		44,837	
White Alone	667	55.03	1,871	39.02	24,705	55.1
Black or African American Alone	342	28.22	2,291	47.78	14,173	31.61
American Indian and Alaska Native Alone	7	0.58	26	0.54	258	0.58
Asian Alone	48	3.96	135	2.82	1,529	3.41
Native Hawaiian and Other Pacific Islander Alone	1	0.08	10	0.21	45	0.1
Some Other Race Alone	90	7.43	269	5.61	2,567	5.73
Two or More Races	57	4.7	192	4	1,560	3.48
2014 Est. Population Hispanic or Latino	1,212		4,795		44,837	
Hispanic or Latino	404	33.33	1,203	25.09	9,776	21.8
Not Hispanic or Latino	808	66.67	3,592	74.91	35,061	78.2
2014 Tenure of Occupied Housing Units	440		1,719		17,119	
Owner Occupied	128	29.09	419	24.37	8,362	48.85
Renter Occupied	312	70.91	1,300	75.63	8,757	51.15
2014 Average Household Size	2.75		2.78		2.58	

Source: Strategic Planning Group, Inc.; The Nielsen Company; 2014

5.0 Development Scenarios

5.1. Overview

Chapter 5 presents a new paradigm for growth and change to drive the transformation of the Sanford SunRail Station Area. The premise is based on adopting an integrated approach to transportation planning, land use planning, and urban design aimed at promoting resilient transit oriented development patterns within the Study Area. Overall, the aim of this chapter is to set precedents for how growth and change should occur in order to realize a distinct identity for the Sanford SunRail Station Area while still being connected to the city and the region as a whole.

The ultimate goal of the Plan is to create an attractive, walkable and self-sufficient neighborhood scaled urban precinct. The Sanford Station Area will contain a mix of uses and have a variety of services within walking distance, buildings will be oriented to the street, pedestrian and bicycle connections will be safe and convenient, and the SunRail station facility will have greater prominence in the area as the public centre of a diverse, employment intensive mixed-use area with relatively higher density residential development and supporting retail establishments.

The central planning ingredient for TOD is convenient access to revitalized public transit service – SunRail commuter rail and Lynx bus service- that will connect Sanford residents with regional housing, employment and recreational activity centres. As a bedroom submarket, the initial ridership demand for SunRail stations, including Sanford, is anticiapted largely be from car or parking oriented demand wherein riders from the surrounding market will drive to the station on their ultimate transit route to work or play. The Market Analysis presented in this report estimates that should transit service frequency increase in the near term (evenings and weekends), the study area's viability for residential development (TOD) is expected to increase.

At the outset of the project, one of the project's directives was to attract economic development in terms of jobs and residents in the Sanford Study Area while enhancing housing opportunites including mixed-income development in an upgraded pedestrian oriented environment. The scope of work called for developing three alternative scenarios of how growth and development in the Study Area should occur, based on findings of the market study. The three scenarios developed include:

Connectivity Scenario: Focuses on addressing accessibility for all modes of travel to and from the Sanford SunRail station area. Designing from the pedestrian as a priority, this scenario proposes recommendations to forge 'complete streets' by pursuing improvements to the street network, sidewalk facilities, bike lanes, rail and road crossings. No changes to current future land use designations and their densities were considered in this scenario.

Development/ Employment Scenario: Using the connectivity alternative as a base, the scenario emphasizes the job generation potential for large vacant properties within a ½ mile radius of the SunRail station as a priority. It also includes broad land use modifications for catchment area, defined by the Study Area including neighborhoods within a 2-mile radius from the station.

Housing Overlay Scenario: This scenario features recommendations to promote higher than current residential densities including mixed-income housing opportunities within the Study Area and the ½ mile walking radius from the station area.

Conceptual overlay plans and graphics for each of the three scenarios are presented in this section. Instituting land use policies that inherently reduce auto dependence is paramount. The integration of transportation and land use strategies in support of this goal is known as Transit-Oriented Development (TOD). The scenarios are built upon key TOD concepts illustrated on the following page:

TOD Planning Principles

These principles will help create places with a strong sense of community and vibrant pedestrian-focused neighborhoods. They will be used as a framework to help direct growth and shape development around the Sanford SunRail Station Area.

1 Interconnected Streets

An interconnected street pattern is a traditional urban design technique that reduces congestion, encourages travel choice, and supports mixed use development.

2 Compact Development

The scale of the transit supportive development approximates the scale of the pedestrian. The extent of these neighbourhoods is based on a comfortable walking distance from edge to center (approximately 400 to 800 metres in radius).

3 Mixed Land Uses

A mix of diverse and complimentary land uses in a compact pattern allows residents and workers to walk to work or to shop rather than driving for all daily needs.

4 Walkability

Pedestrian-friendly environments allow walking to be a pleasant, safe, and efficient alternative to (or extension of) the automobile.

5 Natural Open Space

A variety of public open spaces contributes to a sense of place, healthy communities, and allows for less private open space for each household or workplace.

6 Public Realm

A transit supportive development is defined as much by its public realm as its private development. Public and semi-public spaces provide the neighbourhood infrastructure to build community bonds, social interaction, and community participation.

7 Commercial Centre

Retail streets provide the goods and services of daily life, activate the street, reduce auto-reliance, and increase ownership and safety of the pedestrian realm.

8 Transit Station/Stop

Transit is at the heart of transit supportive development and transit facilities should be designed to connect with, not be isolated from, the surrounding neighbourhood.

9 Streetscape Design

A highly connected street pattern with design elements coordinated to provide visual interest, pedestrian amenity, and sense of place improve the desirability of walking and shortens perception of distance.

10 Mixed Use Buildings

Vertical and horizontal integration of uses encourages more people to live in transit supportive development, ensuring evening and weekend use of buildings and providing valuable 'eyes on the street'.

11 Architectural Variety

Promoting an architectural style that is pedestrian-friendly, contains visual variation and, with improved economics of higher density, higher quality building materials.

12 Narrow & Calmed Streets

Reduced street widths in combination with an interconnected street grid, will accommodate auto traffic in a manner that is safe, efficient, and compatible with increased pedestrian traffic.

13 Street Facing Buildings

Buildings should be placed near streets, not behind parking areas, to better define the street. Street-front retail should be provided to humanize the building wall and activate the sidewalk.

14 Relaxed Parking Standards

By reducing parking standards to reflect increased transit use and walking, the amount of site area that can be used for active uses or public amenities increases.

15 Bicycle Friendly Streets/Parking

Bicycles are efficient ways to expand the service area of the station without relying on automobiles or bus service. Bike lanes, bike routes, and secure parking make the bicycle an easy option.

16 Market Acceptance

Experience shows buyers and renters will choose smaller infill housing types when compared to their suburban counterparts, especially when located near community amenities and access to rapid transit.

17 Public Art

Public art adds meaning and value to public spaces. It increases a sense of place, belonging and provides a lasting cultural legacy.

5.2. Connectivity Scenario

The Concept

This scenario outlines the multi-modal needs and strategies to accommodate access to, from and through the Sanford SunRail Station Area. The needs take into account the context and the feedback received through the stakeholder and public consultation process. Safe, efficient, and effective movement of people, services, and goods requires a broader view of the Station Area and its surrounding context. The Connectivity scenario is based on the following fundamental objectives:

- Facilitate access to and from the SunRail Station Plan Study Area as the highest priority.
- Ensure that the transportation system functioning efficiently while ensuring that all users are safely accommodated through a Complete Streets approach;
- Identify needs and opportunities to create a high quality pedestrian and cycling environment and to encourage walking and cycling access;
- Ensure transit-related functions and needs are accommodated at the Station Area while creating seamless connections between all transit modes;
- Improve safety, security and natural surveillance based on Crime Prevention through Environmental Design (CPTED) principles; and
- Address access, loading, parking, and servicing issues to create a viable and attractive mixed-use development opportunity.

Keeping these objectives in mind, the improvements recommended in this scenario are organized into three scales:

1) Regional Mobility

2) Study Area Connectivity

3) Station Area Accessibility

NeighborLink (Neighborhood Shuttle)

SR46 Streetscape Enhancements

Neighborhood Streetscape Improvements

Neighborhood Gateways

Multi-use Sidewalks / Paths / Trails

Pedestrian Overpass

Regional Mobility

A region-wide transit network acts as a 'backbone' for structuring new growth in a transit-supportive manner. This system should also be planned and implemented in a manner that serves regional growth centres and corridors of all scales – in the most cost-efficient and convenient manner possible. The Sanford SunRail Station Area is situated along the SR 46 corridor at its intersection with Airport Boulevard. The action strategies presented in the following section are aimed at improving the connectivity between Sanford's Sunrail station and the citywide (regional) destinations in the short-term and long-term.

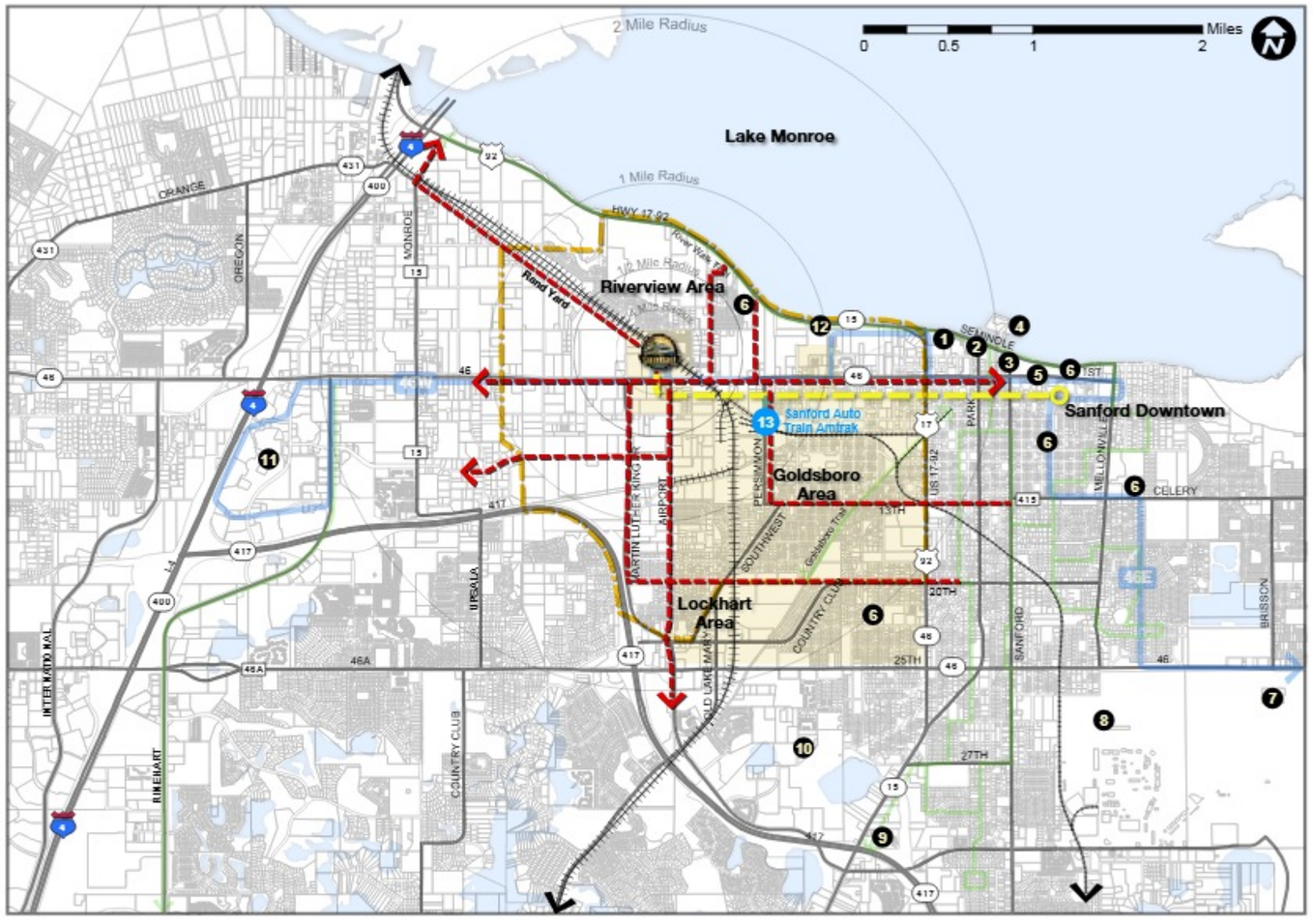
Destinations and Landmarks

Regional destinations immediately adjacent to the mobility hub area such as universities, colleges, regional shopping centres, hospitals, arenas and arts centres should be considered when determining station area planning strategies. These destinations have the potential to attract transit ridership as well as contribute to the community character of the hub. Several major destinations are located within a 2-mile radius of the station, including:

- Downtown Sanford
- Civic amenities including Sanford City Hall, Sanford Museum, Seminole County Courthouse
- Lake Monroe Riverfront
- Central Florida Zoological Park
- Central Florida Regional Hospital
- Sanford Amtrak AutoTrain Station
- Seminole Town Centre
- Orlando- Sanford Airport

SCENARIO 1: CONNECTIVITY IMPROVEMENTS

Regional Mobility: Proposed



Map 1: Connectivity Scenario - Regional Mobility

Proposed Improvements: Public Transit

Objective: Foster seamless integration between transit modes, systems, and routes, while accommodating efficient connections to all modes of access to and from the station.

Action Strategies

Short-term:

- Expand the Downtown Sanford trolley service route to include Sanford SunRail station and Amtrak AutoTrain station.
- Continue to actively promote the NeighborLink service as an alternative to Link 34 (now discontinued) bus route, catering to the needs of area residents including Goldsboro & Lockhart.
- Coordinate Lynx and NeighborLink transit service schedules and routes with SunRail system to provide seamless connectivity between local, regional, and rail transit services by reducing waiting times.
- Clearly indicate routes that serve the Sanford SunRail station on destination signage, such as prefixing route numbers of placing logo on destination signs to show that it serves the SunRail station.

Long-term:

- **OIA Connector:** Explore alternatives to connect Sanford SunRail station with Sanford Airport.
- Continue working with MetroPlan, Lynx and SunRail to tailor transit service levels, linkages and technologies to accomodate changes in future developments near the station.
- Evaluate opportunities to introduce higher order transit alternatives (BRTS) to improve east-west connectivity between Seminole County and Volusia County.
- Adopt Transportation Demand Management (TDM) policies as a strategy to increase auto occupancy while reducing overall vehicular trips. Examples include parking pricing, car pooling, HOVs, and other employer-based incentives. (See Box XX)
- Apply Transit Information Systems on a region-wide basis and disseminate information to transit users through internet websites, television channels, phone-in operator services, 'Changeable Message' signage at stations and stops, cell phone text messaging and Personal Data Assistants (PDAs).
- Collaborate with area employers such as the Central Florida Regional Hospital and industrial uses to provide incentives for employees to use transit, cycling or walking such as cash-out employee programs instead of a free or subsidized parking space at work.
- Consider implementing free-fare zones that allow customers to board local transit buses for free within the Study Area to encourage feeder transit use.

Proposed Improvements: Bicycle Network

Objective: Connect the Sanford SunRail station with the citywide bicycle network in order to position cycling as a competitive mode choice for area residents and close gaps between local and regional cycling networks.

Action Strategies

- Identify cycling priority corridors on routes to transit stations and between major destinations:
- Extend the Sanford Riverwalk Trail to connect with the SunRail facility as a multi-use shared path facility along Riverview Avenue/ Oak Drive and/or Terwillinger Lane.

Case Study

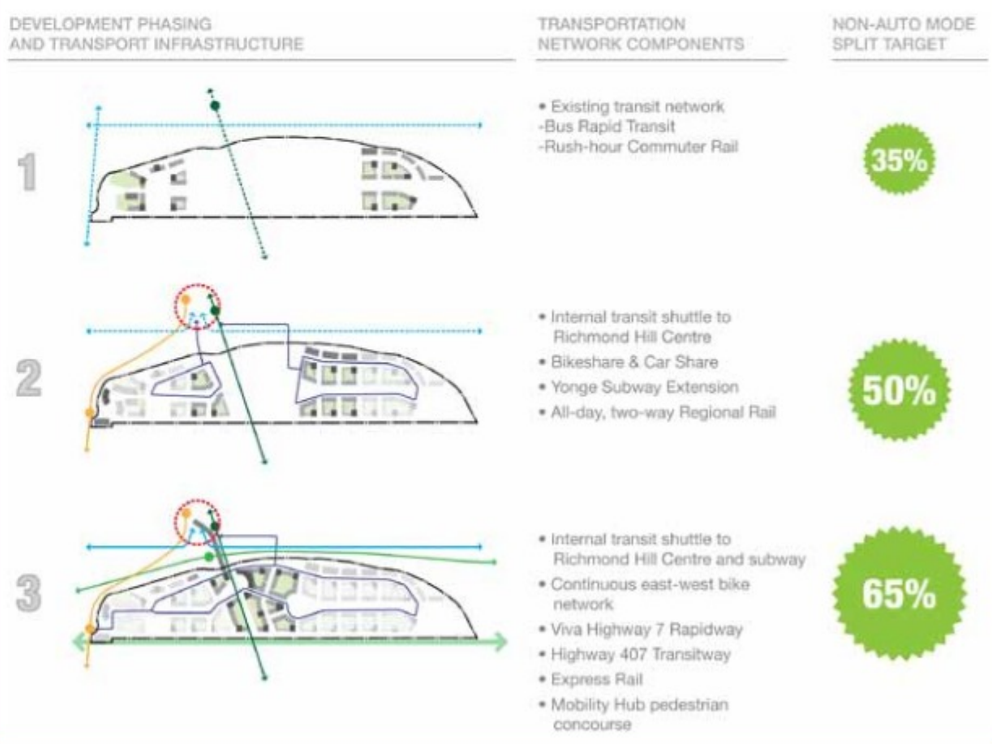
TRANSPORTATION TARGETS BASED ON DEVELOPMENT PHASING
LANGSTAFF GATEWAY, MARKHAM

Langstaff Gateway is a major proposed redevelopment of a low-density industrial area in York Region and will eventually be home to over 20,000 residents and jobs in a medium- to high-density, compact development. It will be served by a number of rapid transit lines, including the Yonge Subway Extension, the Richmond Hill Express Rail line, Viva rapid transit, and the 407 Transitway. With the high levels of anticipated transit service to be phased in, the mode share targets developed for Langstaff Gateway are directly linked to performance measures and the implementation of transit infrastructure. In each of the three phases of the project, benchmarks have been developed that must be met by development before proceeding to latter phases.

FIG 2.3 Density proposed around Langstaff Subway Station.

Development of Phasing and Mode Share Targets

- Use transportation planning models such as EMME/2 or TransCad, which estimates modal shares based on available travel options and costs, taking into account travel patterns.
- A "back-casting" approach which takes into account road capacity and the modal shares that are required to keep auto volumes at levels that can be accommodated.



Study Area Connectivity

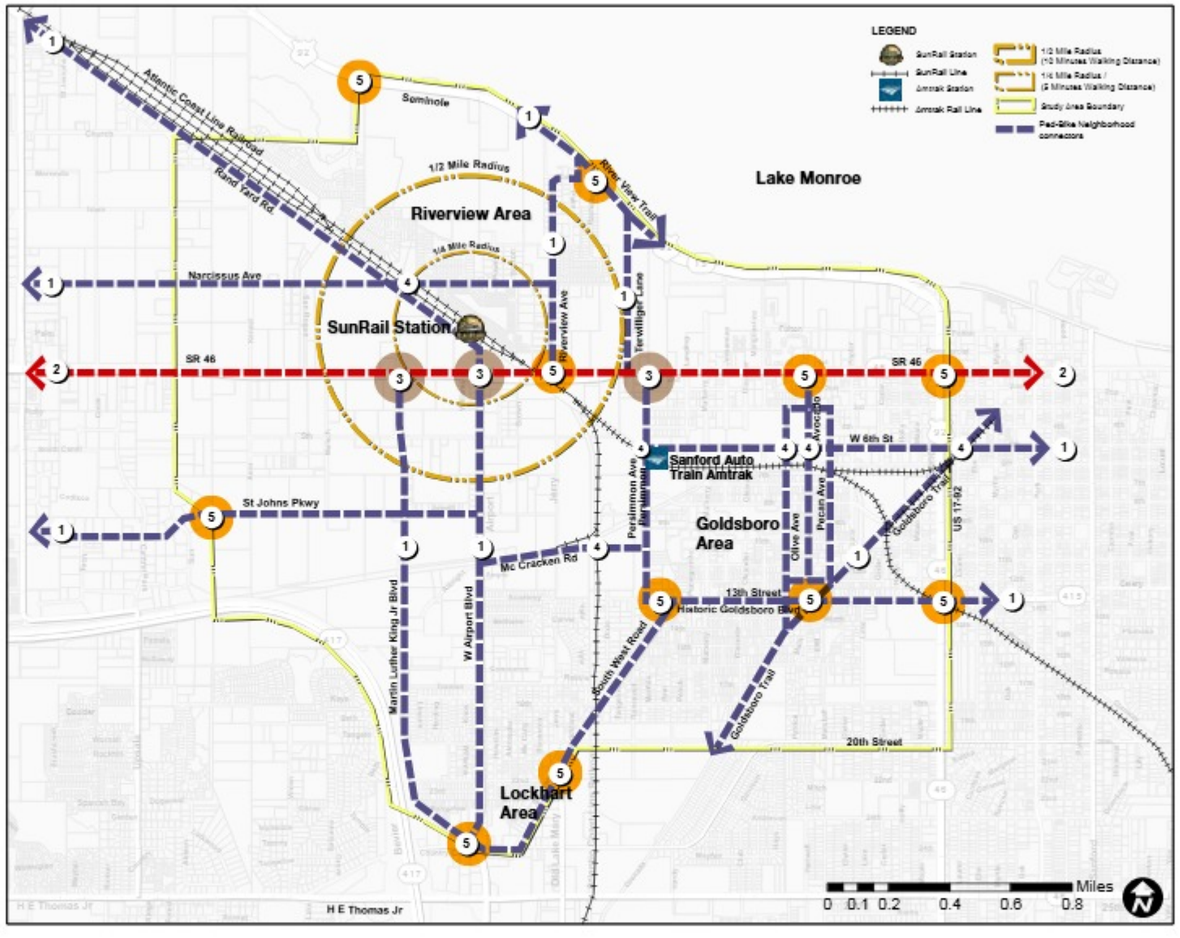
The physical layout and design of a TOD neighborhood can contribute to safety and security for residents, workers, visitors, and transit users. Building or retrofitting a network of complete streets to create a balance between the movement of pedestrians, cyclists, transit, and vehicles is essential to ensure safe access to the Sanford SunRail station. Ensuring a quality public realm that encourages walking and community activity that also enhances private property values is essential to the success of any TOD area.

Future land uses in the area, as identified in the comprehensive plans prepared by the city and county, propose low-density residential and industrial uses as the predominant development pattern within the Study Area. Assuming that the Study Area continues to grow as envisioned in the Future Land Use Maps without the introduction of transit-supportive uses, the street network will need major investments to allow for pedestrian routing to the SunRail station for area residents.

This Plan identifies a number of strategic improvements to the transportation (non-motorized and vehicular) network, as well as general standards and guidelines for street and sidewalk network improvements. Key improvements presented below incorporate both physical infrastructure projects and policy interventions for all modes of travel- walking, bicycling, buses, and cars.

SCENARIO 1: CONNECTIVITY IMPROVEMENTS

Study Area Connectivity



1 PED-BIKE NEIGHBORHOOD CONNECTORS

Pedestrian and bicycle connections along primary access corridors, providing connections to SunRail neighborhoods.

2 SR 46 ENHANCEMENTS

Improved pedestrian experience to give SR46 a sense of place with sidewalks, street trees, lighting & signage and street furniture. Increased mobility choices through bike/ multi-use paths.

3 SunRail PEDESTRIAN PRIORITY NODES

Pedestrian Priority Node with well-defined pedestrian crossings (at grade or overhead); traffic calming treatment, pelican pedestrian signal, special intersection materials and gateway features

4 RAIL ROAD CROSSING SAFETY ENHANCEMENTS

Reduce traffic delays at rail line & Persimmon Avenue intersection. Improve existing railroad grade crossing- through passive and active warning devices at rail crossings.

5 STUDY AREA GATEWAYS

Gateway features to alert pedestrians that they have reached the SunRail Station Area. Signage and lighting to inform users and assist with wayfinding.

A 'Complete' Street in Hamburg, NY, with space for pedestrians, vehicles, bikes, anon-street parking.

Right turn channel removed and converted into public plaza at Parliament and Adelaide Streets in Downtown Toronto.

Allerton Avenue in New York City added a median turn lane, bike lanes, and wide parking lanes.

Case Study

USING ROAD DIETS TO BALANCE USER NEEDS & IMPROVE SAFETY AND OPERATION ST. GEORGE STREET, TORONTO

In the mid 1990s, the City of Toronto planned to carry out typical road rehabilitation work on St. George Street, a north-south road through the University of Toronto St. George Campus. As a result of a campus benefactor, and at the request of the University, the City changed the scope of the project to improve the road's configuration while improving the environment for cyclists and pedestrians. The 'road diet' implemented on St. George Street resulted in the reduction in car lanes from four to two, retained the existing bike lanes, and expanded sidewalks and public realm space.

Despite the reduction in travel lanes, car volumes on St. George Street have remained constant, while bicycle volumes increased by 10%. In addition, road safety has increased with a reduction in travel speeds and collisions. Most importantly, the public realm improvements along the street have created an attractive corridor through the heart of the university campus, helping to foster a greater sense of place.

Action Strategies:

Street Hierarchy

Establish a clear hierarchy of streets to accomodate a wide range of current and future traffic patterns, including pedestrians, cycling and vehicular.

- Regional Connectors
  - (E-W): SR 46 (1st Street) | (N-S): US 17-92
- Local Collectors (N-S): MLK Jr Blvd. | Airport Blvd.
  - Ped-Bike Neighborhood Connectors
  - (E-W): Narcissus Avenue | West 13th Street (Historic Goldsboro Boulevard) |West 6th Street | West 18th Street
  - (N-S): Persimmon Avenue | Avocado Avenue| Riverview Avenue | Rand Yard Road | Terwilliger Lane
- Multi-Use Trails: Downtown RiverWalk Trail | Goldsboro Trail

Streetscape Improvements

- Retrofit existing roadways to improve the accommodation of pedestrians and cycling throughout the Study Area.
- Adopt pedestrian-friendly vehicular geometry/ design standards.
  - Lane widths: narrower lanes encourage slower travel by vehicles.
  - Turning radii: tightening turning radii require vehicles to slow down while making turns.
  - Curb extensions: commonly used traffic calming measure at intersections to reduce travel speed.
  - Roundabouts: reduces number of conflicts between street users, improves intersection operation, and provides opportunity for public space.

Pedestrian Priority Nodes

- Improve pedestrian safety when crossing at key intersections near the transit station as a priority:
  - Intersection of **SR 46 with Martin Luther King Jr. Blvd., Airport Boulevard, Persimmon Avenue**
- Introduce traffic calming treatments at mid-block crossings and intersections. Some approaches include:
  - Refuge islands: provides safety for pedestrians across wide streets;
  - Clear crossings: consistent and visible crosswalk markings;
  - Shorter crossing lengths: tighter turning radii and/or curb extensions reduce thedistance pedestrians are in roadway;
  - Midblock crossings: reduce walking distance, safety can be reinforced with forced 'z' crossings, raised crossings to increase visibility, signal protection; and
  - Scramble crossings: provides a pedestrian-only phase that allows pedestrians to cross in any direction, applicable at busy intersections.

Long-term:

- Evaluate opportunities to connect Goldsboro Trail with the Riverwalk Trail and SunRail station facility.
- Utilize the right-of-way along McCracken Boulevard to improve internal ped-bike connectivity between neighborhoods

Railroad Crossing Safety Enhancements

Evaluate opportunities to improve railroad crossings at the following junctions:

- Persimmon Avenue and Amtrak AutoTrain facility
- SR 46 and railroad crossing near existing overpass bridge
- Narcissus Avenue with railway tracks near SunRail station
- Avocado Avenue ad Olive Avenue with railway tracks in Goldsboro neighborhood

Public Transit Improvements

Short-term:

- Provide improved transit infrastructure to increase transit ridership includig high quality and enhanced bus shelters for stops located along Link 46W route
- Use marketing promotion and outreach programs to publicize the NeighborLink services
- Conduct individualized marketing programs at SunRail station and in households and offices along feeder service routes as part of larger transportation demand management programs.
- Position branding and marketing for NeighborLink dial-a-ride service or future feeder services to reflect positive benefits of using these alternatives.

Long-term:

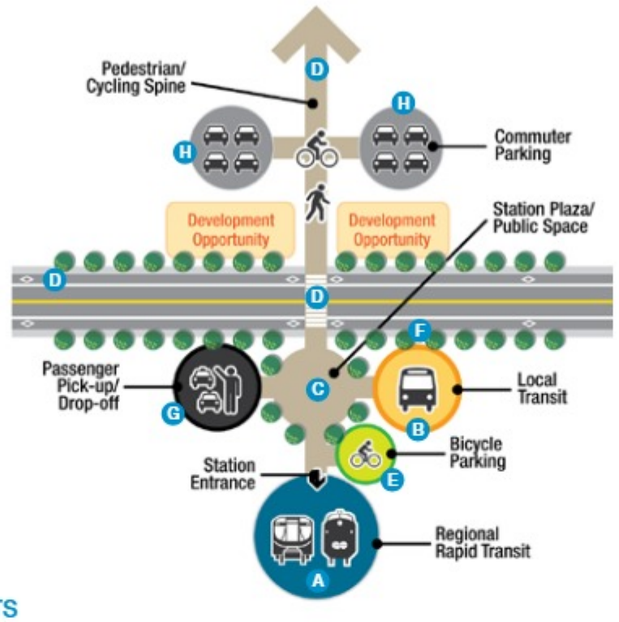
- Investigate opportunities to provide dedicated local feeder services to Sanford SunRail station
- Work with Lynx to consider re-instituting the Link 34 route once the redevelopment program matures and the station area starts witnessing private sector investment.

Neighborhood Gateways and Signage

Identify neighborhood gateways to create a sense of arrival into the indivdual neighborhoods and the SunRail Station Area. Gateway opportunities include:

- Intersection of SR 46 with US 17-92, Persimmon Avenue, Airport Boulevard, and MLK Blvd.
- Develop wayfinding and signage to support the legibility and permeability of the transit station.
  - o Station Identification Sigange at station interface and entrances
  - o Directional signage at decision points, station entrances and in movement areas

Components of a Seamless Mobility Hub Transit Station



STATION ELEMENTS

- **A** Short and direct connections between rapid transit lines
- **B** Feeder transit service areas within close proximity of rapid transit stations with weather protected and safe connecting paths and comfortable waiting areas
- **C** Public space, like a central plaza, connecting station spaces and providing a sense of place
- **D** Multiple direct, clear, and safe walkways and paths to transit station entrances for pedestrians and cyclists
- **E** Parceled commuter parking lots with connections to pedestrian spine
- **F** Priority routes for feeder transit into transit stations
- **G** Passenger pick up and drop off areas near a station entrance with clear and protected pedestrian access
- **H** Parceled commuter parking lots with connections to pedestrian spine

UNIFYING FEATURES

STATION AMENITIES	CUSTOMER SERVICE	WAYFINDING	ACCESSIBILITY
Provide minimum standards for station amenities, including restrooms, convenience retail, and comfortable waiting areas.	Feature highest-quality customer service including real-time information, station staff and ambassadors, and seamless fare payment.	Integrate a consistent and unified wayfinding system with clear signage for understandable and legible station spaces.	Ensure stations are barrier-free and meet and exceed accessibility standards to provide an equal level of access and service for all.

Station Area Accesssibility

The Sanford Station Area Plan proposes a series of public realm improvements to create a lively, walkable, and attractive precinct. Beginning with street and sidewalk improvements to enhance the pedestrian experience on all streets within a 10-minute walking radius (1/2-mile) of the station facility, the Plan envisions an improved and pedestrian-friendly SR 46 corridor linking the anchors of Sanford SunRail Station and Downtown Sanford.

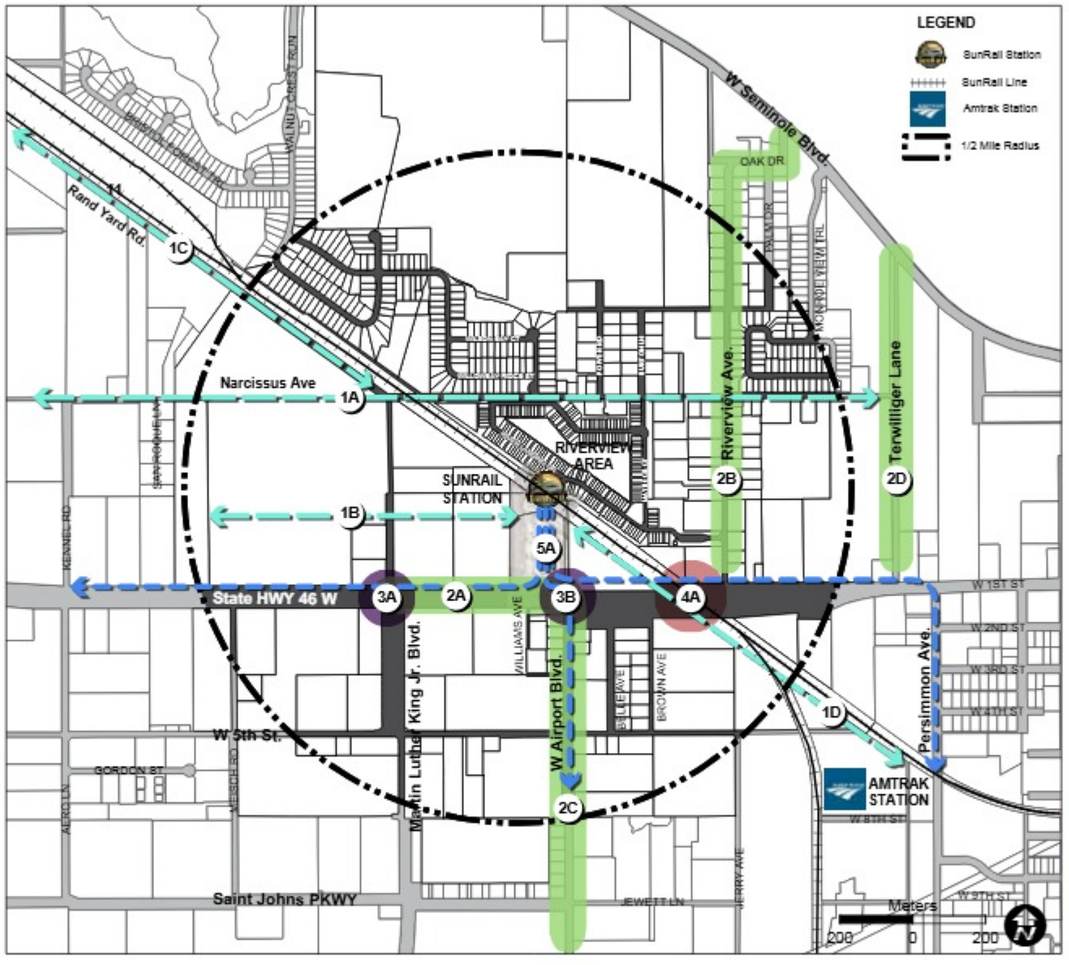
Within the Sanford Station Area, the street grid network is often interrupted in the Station Area with high intersection densities and large block sizes, necessitating strategic reconnections to provide an interconnnected network. Pedestrianizing SR 46 as the main feeder east-west connection will be a challenge but an important component for transforming the area character. In addition to providing sidewalks, there is a need to provide safer pedestrian crossings at key intersections.

Crime Prevention through Environmental Design (CPTED) techniques strategies are considered as a priority at this scale of TOD development. Basic principles include defining a boundary between public and private space, improving natural surveillance (by reducing blind spots and encouraging 'eyes on the street'), and controlling access to private space.

This Plan envisions active public sector participation in the early stages of implementation to 'front end' the cost of some key public realm improvements. As the Station Area attracts more development, private sector investment in providing public realm infrastructure improvements will assist in funding future enhancements.

SCENARIO 1: CONNECTIVITY IMPROVEMENTS

Station Area Accessibility



1 Street Grid

1A. Narcissus
1B. Mid-block connections to SunRail station through Wayne Dench/ Diocese Property
1C. Rand Yard Road: New shared-use path adjacent to the rail right-of-way from SunRail station to Monroe Rd
1D. New shared-use path adjacent to the rail right-of-way between the Auto Train station and the SunRail station (0.7-mile walk path).

2 Streetscape Enhancement

2A. Construct sidewalks on SR46 from Martin Luther King (MLK) Jr Boulevard to Airport Boulevard
- 5' sidewalk
- 10' shared use path

2B. 5 feet sidewalk along Riverview Avenue from SR 46 to Seminole Blvd
2C. 5 feet sidewalk along Airport Boulevard
2D. 10 feet pedestrian/shared-use path along Terwilliger Lane.

3 Intersection Improvement

3A. SR 46 & Martin Luther King Jr Boulevard Intersection
- Pedestrian ramps
- Marked crosswalks and pedestrian signals
- Continuous sidewalk network
- Accessible pedestrian signals (APS) for visually-impaired transit users

3B. SR 46 & Airport Boulevard Intersection
- Pedestrian signal phasing and pedestrian accommodations (i.e. pedestrian ramps and marked crosswalks) at intersections
- Accessible pedestrian signals (APS) for visually-impaired transit users

4 Grade Crossings

4A. SR 46 & Railroad Crossing
- Option 1: Retrofitting existing bridge cross-section to accommodate pedestrians and bicycles
- Option 2: New at-grade crossing just north of SR 46
- Option 3: Pedestrian overpass separate from the existing bridge

5 Facility Entry Points

5A. Enhance pedestrian connections along Persimmon Avenue, Airport Road and SR 46 to the SunRail station

Action Strategies:

Street Grid Network

Re-establish an interconnected street grid by establishing new connections at:

- **Narcissus Avenue** between Riverview Avenue and Monroe Road
  - Provide grade crossing near railway tracks
- **Rand Yard Road** between Narcissus Avenue and Monroe Road
  - Initiate discussions with impacted landowners to obtain additional right-of-way easement for improving Rand Yard Road
- Identify mid-block connection opportunities to forge pedestrian access between SunRail station park-and-ride lot and Rand Yard Road
  - Work with property owners to obtain pedestrian easements
  - Require mid-block pedestrian connections as part of future redevelopment of parcels located west of station facility

An interconnected street grid composed of short, regular blocks provides multiple travel choices and creates high-profile 'corners' for retail visibility or signature architecture.

Not Preferred: Lanes, No Bike Lanes, Sidewalks.

Good: Lanes, No Median, Bike Lanes Sidewalks.

Best: Lanes, Bike lanes, Median, Sidewalks.

Streetscape Enhancements

Undertake roadway improvements to create a network of "complete streets" with equitable amount of road space dedicated to pedestrian, bicycle, transit, and vehicular traffic. Prioritized transportation improvement projects include:

Redesign SR 46 as a primary multi-modal boulevard within the Station Area as a high priority

- Martin Luther King Jr Boulevard to Airport Boulevard
  - Extend 10' path from MLK to Airport Boulevard on both north and south sides of SR 46 (as part of County's SR 46 Gateway Sidewalk project).
- Airport Boulevard to Persimmon Avenue
  - Expand SR 46 Gatway Sidewalk Project to include this stretch to develop a continuous sidewalk network.
- Incorporate high-quality design elements: wide sidewalks, distinctive paving patterns, bicycle lanes, special paving, shade trees, street furniture, signage, gateway features, and four travel lanes with left turn lanes at key intersections.
  - Prepare a detailed urban design scheme for SR 46 within the ½ mile radius of the station.
  - Work with property owners to set aside land for extending an active public realm edge along SR 46

Reconfigure Airport Boulevard as a primary local collector

- Incorporate high-quality design elements: wide sidewalks, distinctive paving patterns, bicycle lanes, special paving, shade trees, street furniture, signage, gateway features, and two travel lanes with a signalized left turn lane at SR 46
- Phase 1 Improvements (SR 46 to McCracken Road):
  - 5' sidewalk on both sides
  - 2 travel lanes

Upgrade Martin Luther King Jr. Boulevard as an alternate local collector

- Incorporate high-quality design elements: wide sidewalks, distinctive paving patterns, bicycle lanes, special paving, shade trees, street furniture, signage, gateway features
  - Phase 1 (SR 46 to St. Johns Parkway)
  - 5' sidewalk on both sides
- Work with property owners to delineate lands fronting roadway for future interventions.
- Phase 2
  - Evaluate options to increase travel lanes from 2 lanes to 4 lanes with dedicated feeder bus route in the long-term

Priorities for improved ped-bike connectors within the 10-minute walk radius include:

- **Riverview Avenue:** 5' sidewalk/shared bicycle lane on both sides from SR 46 to Narcissus Avenue providing linkage to downtown Riverwalk
- **Terwilliger Lane:** 10' shared use path alternative route to connect SR 46 with downtown Riverwalk
- **Rand Yard Road:** 5' sidewalk/ shared bicycle lane on both sides with 2 travel lanes
- **Narcissus Avenue:** 5' sidewalk on south side due to right-of-way constraints

Intersection Improvements

Redesign key intersections as pedestrian priority nodes with well-defined pedestrian crossings (preferably at-grade), traffic calming treatment, accessible pedestrian signals (APS), special intersection materials, and gateway features

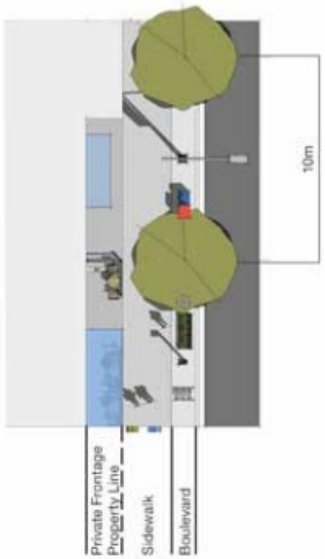
- SR 46 with Airport Boulevard (part of SR 46 Gateway Sidewalk project)
  - Option 1: Incorporate sidewalks and APS in planned improvements
  - Option 2: Conduct feasibility study to evaluate options to construct a above-grade pedestrian overpass as a long-term alternative
- SR 46 with Persimmon Avenue and Martin Luther King Jr. Boulevard

Parking Management

- Open opportunities for development directly adjacent to transit stations by locating commuter parking further from stations, within a comfortable walking distance.
- Adopt more compact parking standards to reduce land requirements
- Phase in pricing at commuter parking lots to limit negative impacts on ridership.
- Develop a short and long term area-wide parking strategy with maximum and minimum parking standards and shared use parking practices.
- Minimize surface parking and integrate parking within surrounding development and parking structures

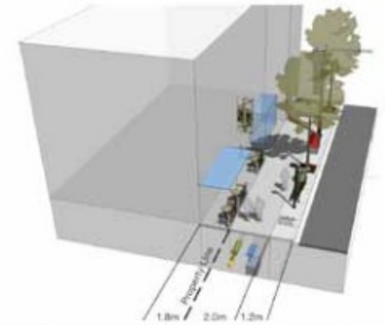
Case Study

BEST PRACTICES, SIDEWALK ZONES & RECOMMENDED WIDTHS IN URBAN ENVIRONMENTS TRANSIT ORIENTED DEVELOPMENT GUIDELINES, CITY OF CALGARY, ALBERTA



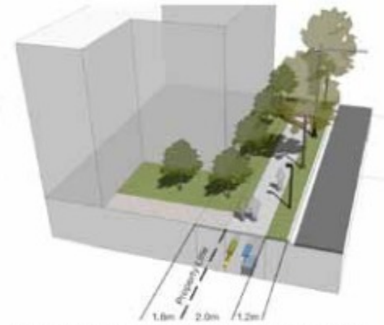
Sidewalk Zones

Pedestrian Public Realm Design		
Zone	Location	Attributes
Private Frontage	Outside the public right-of-way and within the building setback, between the building and the property line.	Provides a transition between public and private realms; Provides space for private use of pedestrian realm (café seating, signage and entry plazas).
Sidewalk	Within the public right-of-way, in the center of the pedestrian realm.	Provides unobstructed space for walking; Also an appropriate area for underground utilities.
Boulevard	Within the public right-of-way, between the street curb and the sidewalk.	Provides space for public pedestrian infrastructure and amenities (public seating, lighting, street trees and furniture); Creates a buffer between pedestrian and vehicular realms.



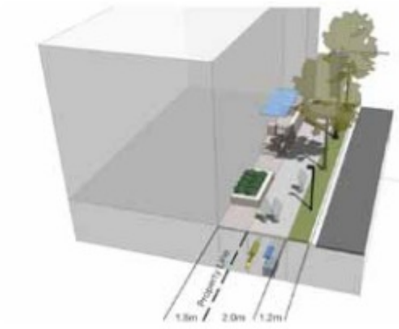
Recommended Widths for Sidewalk Zones in Main / Retail Streets

Private Frontage Zone (outside of public R-O-W)	Minimum width: 1.8 metres
	Permitted uses: Outdoor seating, bicycle racks, building and entrance projections, windows, canopies and signage.
	Surface treatments should be consistent with travel way.
Sidewalk Zone	Minimum width: 2 metres.
	Permitted uses: None; must be kept clear. Can be used for undergrounded utilities.
	Surface treatments: Smooth, non-slip surfaces. Decorative paving and/or color treatments are encouraged.
Boulevard Zone	Minimum width: 1.2 metres
	Permitted uses: Street tree planting, street furniture and bus stops.
	Surface treatments: Concrete or pebbled surface.



Recommended Widths for Sidewalk Zones in High-density Residential Areas

Private Frontage Zone	Minimum width: 1.8 metres
	Permitted uses: Landscaping (including street trees).
	Surface treatments: Landscaped surface.
Sidewalk Zone	Minimum width: 2.0 metres total. 1.8 metres hard surface.
	Permitted uses: None; must be kept clear. Can be used for undergrounded utilities.
	Surface treatments: Smooth, non-slip surfaces. Decorative paving and/or color treatments are encouraged. Landscaping is encouraged along building edge.
Boulevard Zone	Minimum width: 1.2 metres
	Permitted uses: Street tree planting, street furniture and bus stops.
	Surface treatments: Landscaped surface.



Recommended Widths for Sidewalk Zones in Mixed-Use / Secondary Streets

Private Frontage Zone	Minimum width: 1.8 metres
	Permitted uses: Planting boxes, stoops, steps, patios, entrance projections, signage, canopies, bicycle racks and outdoor seating.
	Surface treatments: Alternative paving to travel way is permitted.
Sidewalk Zone	Minimum width: 2.0 metres.
	Permitted uses: None; must be kept clear. Can be used for undergrounded utilities.
	Surface treatments: Smooth, non-slip surfaces. Decorative paving and/or color treatments are encouraged.
Boulevard Zone	Minimum width: 1.2 metres
	Permitted uses: Street tree planting, street furniture and bus stops.
	Surface treatments: Landscaped surface.

Recommended Widths for Sidewalk Zones in Medium-density Residential Areas

Private Frontage Zone	Minimum width: 1.8 metres
	Permitted uses: Landscaping (including street trees).
	Surface treatments: Landscaped surface.
Sidewalk Zone	Minimum width: 2.0 metres total. 1.8 metres hard surface.
	Permitted uses: None; must be kept clear. Can be used for underground utilities.
	Surface treatments: Smooth, non-slip surfaces. Decorative paving and/or color treatments are encouraged. Landscaping is encouraged along building edge.
Boulevard Zone	Minimum width: 1.2 metres
	Permitted uses: street tree planting, street furniture and bus stops.
	Surface treatments: Landscaped surface.

Station Facility Improvements

Pedestrian priority should be maximized in station areas to facilitate access and circulation to and within the transit station.

Action Strategies:

Entry Points

- Construct clearly defined pedestrian and bicycle access points at the intersection of SR 46 and Airport Boulevard.
- Work with agencies, such as FDOT and CSX, to explore alternatives to extend Narcissus Avenue over the railroad tracks connecting neighborhoods (north) with SunRail station.
- Connect Rand Yard Road with Monroe Drive to provide additional vehicular access points to the station (possibly designated service routes for future development).
- Work with neighboring homeowners association (Riverview and Preserve at Lake Monroe subdivisions) to obtain easements for providing additional access points to the station.

Public Amenities

- **Waiting areas** should include a variety of comfortable seating types and locations and **public restrooms.**
- Ensure station areas and amenities are laid out consistently and logically through a consistent hierarchy of station spaces with clear and **barrier-free** "movement areas" linking these zones.
- **Interface and entry areas:** should be visible from street and pedestrian paths and clearly marked. Signage, such as entry pillars, must be provided where entrances are hidden from view.
- **Customer service areas**: should be located centrally in order to be accessed by users on both sides of the fare-paid line.
- **Retail/amenity areas:** should be located along the main movement areas of the station to increase accessibility and visibility.
- **Waiting areas:** should not conflict with main movement areas and should offer clear views of boarding areas.
- **Boarding areas:** should be clearly marked and provide areas for alighting and queueing.

- I**dentify 'decision points'**, locations where conscious choices in navigation are made, in station areas where additional directional signage and visual cues are needed to assist in this navigation.

Pedestrian and Cycling Infrastructure

- Minimize private driveway crossings over pedestrian circulation routes wherever possible.
- Ensure directional signage is provided where barriers exist to guide pedestrians and cyclists to destinations.
- Eliminate physical barriers for accessing station platform to facilitate accessibility.
- Include public plazas with community amenities such as gathering places, public information kiosks, public art displays and opportunities for small convenience-oriented retail uses.

Customer Amenities

Bicycle / Parking Facilities

Not desired: Insufficient, unprotected,or inconvenient bicycle parking spaces.

Basic sheltered bicycle parking provides security and weather protection.

Best: Staffed bike stations with secure storage, lockers, rentals & change facilities.

Waiting Areas

Not desired: Waiting areas without seating or weather protection.

Better: Weather protected boarding areas with seating & heated station building with real-time information

Best: Comfortable seating areas with real-time information and access to amenities, such as this bus station

CPTED

- Station areas should be designed to ensure user safety and security by:
  - Maintain clear sight lines between waiting areas and the surrounding neighborhoods;
  - Providing consistent lighting;
  - Ensure more than one access or exit to allow for alternate 'escape' routes; and
  - Facilitate natural surveillance (also known as 'eyes on the street') by fronting the station area with mixed-use buildings with street front retail and residential above-grade.
- **Provide a clear boundary** of controlled space: Defining clear boundaries declares ownership of space and increases recognition of public versus private space. The declared space may then be more easily defended.
- **Provide clearly marked transitional zones:** Transitional zones are a form of boundary definition and access control. It should be clear and visible when someone is crossing the boundary into controlled space, thereby clarifying ownership and reducing conflicts between public and private spaces.
- Gathering areas should be located where good natural surveillance and access control enable such areas to be more active and likely to support positive activity.
- Locate vulnerable activities, such as waiting at night, in safe locations with good natural surveillance and street-level activity, along mixed-use streets or retail plazas. The controlled atmosphere creates a perception of risk for potential offenders and provides security to those using public space for legitimate uses.
- **Design the environment to optimize natural surveillance.** Design strategies include: adequate site lighting; mixed-use development with retail at-grade and residential or office development above; avoiding blank walls; and low level fencing or vegetation that allows visual surveillance of semi-private areas and parking lots.

Action Strategies: Wayfinding

- Develop wayfinding and signage to support the legibility and permeability of the transit station.
  - Station Identification Sigange at station interface and entrances
  - Directional signage at decision points, station entrances and in movement areas

5.3. Development Overlay Scenarios: Employment and Housing

In both the Employment and Housing development scenarios, the Plan sets out a land use structure which clearly defines land use objectives for eight (8) key character districts within the larger Study Area. While each character district is distinct, together they create synergies that balance employment generating uses with diversity of residential uses preserved and enhanced in the historic Goldsboro and Lockhart neighborhoods. For example, one of the objectives of this plan is to use SunRail investment as a catalyst to revitalize the residential areas. To address this goal, a public transit plaza focussed on jobs training and educational facilities is proposed. Similarly, redevelopment of SR 46 into a mixed-use retail commercial street which could offer neighborhood amenities such as a grocery store, pharmacy store, and restaurants is proposed. Other character districts such as the Mixed-Use Institutional District envision collaboration with area churches and public sector. The primary purpose of this precinct is to accommodate a mix of office, residential and retail commercial development centered on an educational anchor. Future uses could include development of new campus-style setting for educational institutions with a focus on the arts.

In the long-term, the County should consider working with the area landowners to pursue land pooling and solicit a developer to undertake the redevelopment of the northern edge between Rand Yard Road and SunRail Station facility as a single 'master planned TOD district, instead of piecemeal development.

Eco-Industrial Park

Mixed-Use Institutional

Waterfront Downtown Business District

SR46 Industrial/ Commercial Corridor

SR46 Mixed-Use Commercial Corridor

Historic/Cultural Goldsboro District

Residential Community Improvements

Medium Density/Mixed Use Residential District

Eco Industrial Park Employment Zone

Mixed-Use Housing

SunRail Station Facility Improvements

SR46/Airport Rd Pedestrian Plaza

SR46 SunRail Square - Arts Park/Farmers Market

SunRail Station Transit Plaza

Sanford Mixed-Use Village

SR46 Mixed-Use High Density Residential District

The following common character districts are identified for both scenarios within the Study Area:

SR 46 Commercial Corridor

- Regional destination commercial oriented uses:
  - Encourage a mix of commercial office and retail uses along properties fronting SR46
  - Allow residential and commercial uses stacked vertically in the same development
  - Discourage stand-alone single storey suburban-style commercial buildings
  - Multi-family residential at stragtegic locations: intersection of SR 46 with Airport Boulevard and MLK
- Streetscape enhancements:
  - Pedestrian prioritization at key intersections: SR 46 with MLK, Airport Boulevard, Persimmon Avenue
  - Improved pedestrian connectivity: wider sidewalks; shade trees; median refuge islands; street lighting; mid-block crossings
  - Dedicated bicycle routes connecting key destinations and residential areas
  - Safer access through traffic calming, minimized curb-cuts, rear parking
  - Complete street design interventions to accommodate all modes of travel: reduced lane widths, dedicated bicycle routes, on-street parking, designated bus lanes
- Public Transit improvements
  - Trolley as a feeder route connecting SunRail station, Amtrak Auto Train station and Downtown Sanford
  - County-wide feasibility study to assess viability of introducing Bus Rapid Transit along SR 46

SunRail Medical District

- Central Florida Regional Hospital- Expansion of medical related ancillary uses fronting SR 46:
  - Professional offices, clinics, health stores, fitness centre, hotels
  - Mixed-income rental housing for hospital employees

Neighborhood Activity Centre/ Institutional District

- Neighborhood Playground/ Youth Activity Centre
- Community Gardening area
- **Catalyst project- Urban School/ Day Care Centre/ Recreation Facility:**
  - Work with Seminole County School Board, Boys and Girls Club and church to establish creation of a an urban school with a day care facility and playground

Residential Preservation and Enhancement

- Green Neighborhoods Pilot Project
  - Transform vacant lands into sustainable concepts including urban agriculture, neighborhood gardens, pocket parks, or storm water demonstration projects
  - Develop an eco-friendly home rehabilitation program working in cooperation with local and national green building agencies
  - Enhancement of area's infrastructure facilities: "green infrastructure"
  - Upgrade existing sidewalks, street lighting, and neighborhood tree planting program

Historic Goldsboro Neighborhood (including Lockhart)

- Traffic circulation improvements along Persimmon Ave at Amtrak Auto Train station
- Prioritized streetscape improvements at Airport Boulevard, Persimmon Avenue, Historic Goldsboro Boulevard
- Connect area schools (Goldsboro Elementary, Sanford Middle and Croons Academy) through prioritized pedestrian and bicycle infrastructure improvements
- Continue with implementation of the Goldsboro Front Porch Initiative to improve overall housing quality, education, infrastructure, community development
- Work with area churches to provide community facilities- pocket parks, day-care center, after-school program for area residents
- Provide opportunity to provide for a mix of uses in areas fronting SR 46 and US 17-92
- Initiate a Neighborhood Master Plan for the Goldsboro and Lockhart neighborhoods

Riverview Residential District

- Identify additional access points to station from Riverview
- Provide noise mitigation strategies from station operations area
- Improved pedestrian and bicycling facilities along Riverview Avenue and Terwilliger Lane
- Work with homeowners to provide direct access from SunRail station to Preserve at Lake Monroe subdivision

5.4. Development / Employment Overlay Scenario

The Concept

The Development/ Employment scenario shown in this section addresses the 521 acres of lands located within a ½ mile of Sanford's SunRail Station (Station Area) and its synergistic relationship to the larger Study Area. The scenario presents the intent for utilizing the large tracts of undeveloped and underutilized lands to create a diverse range of light industries, office spaces, institutional uses, neighborhood commercial and retail that is serviced by a range of mixed-income, mixed-density housing units. Fig. XX illustrates the intent of the plan with proposed land use character districts, streetscape improvements and re-establishment of the street grid network.

Taking into consideration the current market outlook combined with the community vision to transform the area into a vibrant activity centre, this scenario features significant intensification of mixed-use industrial and supporting commercial retail development. The opportunity to have large floorplates and a convenient location can be an attractor for a variety of businesses. The challenge will be to transition this area to a TOD orientation while retaining the unique, employment-centric character of the district.

Key Components and Development Program

This scenario features two main components that have the potential to transform the area into a regional employment centre, when implemented.

SR 46 Eco-Industrial Innovation Cluster: The Plan locates the Eco-Industrial Park south of SR 46 between Martin Luther King Jr. Boulevard and Airport Boulevard.

Eco-Industrial Parks (EIPs) are an emerging industrial development typology in which businesses collaborate with the larger community to reduce waste and pollution, share resources, and provide opportunities for local employment. EIPs may focus on "green" industrial units such as solar farms, waste management, or environmental management firms.

SCENARIO 2: DEVELOPMENT / EMPLOYMENT FOCUSED GROWTH

SR46 Eco-Industrial Innovation Cluster

Common Character Districts

SR 46 COMMERCIAL CORRIDOR
- Regional destination commercial oriented uses:
  - Mix of commercial office and retail uses fronting SR46
  - Vertical mixed use with multi-family residential at strategic locations
- Streetscape enhancements, including bike-ped improvements:
  - Complete Street Design interventions
- Public Transit improvements, including trolley as feeder service and BRT

SUNRAIL MEDICAL DISTRICT
- Central Florida Regional Hospital- Expansion of medical related ancillary uses fronting SR 46

SANFORD WATERFRONT DOWNTOWN BUSINESS DISTRICT
- Infill and redevelopment
- Streetscape improvements

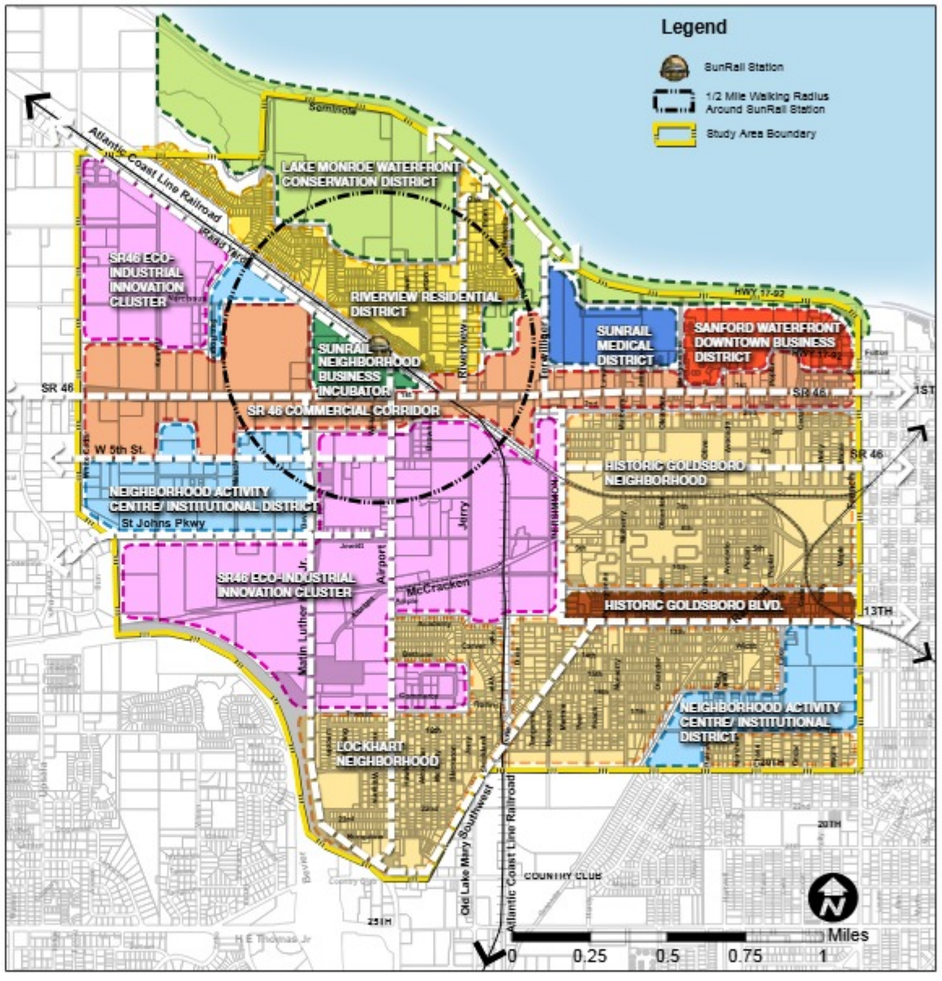
NEIGHBORHOOD ACTIVITY CENTRE/ INSTITUTIONAL DISTRICT
- Neighborhood Playground/ Youth Activity Centre
- Community Gardening area
- Catalyst project - Urban School/ Day Care Centre/ Recreation Facility (Boys & Girls Club - Seminole County School Board)

RESIDENTIAL PRESERVATION AND ENHANCEMENT
- Green Neighborhood Pilot Project
  - Urban agriculture, neighborhood gardens, pocket parks
  - Eco-friendly home rehabilitation program
  - Green infrastructure
  - Upgrade streetscape
- Goldsboro and Lockhart Improvements
  - Traffic circulation and streetscape improvements
  - Connect area schools through prioritized bike-ped improvements. Extend Goldsboro Pedestrian and Bike Trail
  - Goldsboro Front Porch Initiative
  - Community facilities through partnership with churches
  - Mix of uses fronting SR 46 and US 17-92
  - Goldsboro Neighbor.link
  - US 17-92 Improvements

HISTORIC GOLDSBORO CULTURAL DISTRICT
- Work with residents, Boys and Girls Club, area churches and property owners to introduce uses and activities that promote the area's rich heritage
- Goldsboro Heritage Museum/ Music School/ Arts Program/ Cultural Centre/ Public Art

RIVERVIEW RESIDENTIAL DISTRICT
- Improved station access from Riverview
- Noise mitigation strategies
- Improved bike-ped facilities

LAKE MONROE WATERFRONT CONSERVATION DISTRICT



Unique Character Districts

SR46 ECO-INDUSTRIAL INNOVATION CLUSTER
- Targeted industrial units that enhance environmental sustainability:
  - Cluster of light manufacturing clean industries and technologies
  - Moderate density residential uses with supporting commercial uses
- Energy Innovation Centre
- Waste minimization, pollution prevention, energy efficiency and green buildings and site design
- Density bonusing for carbon neutral development
- **Catalyst Project- West 5th Street Mixed-Use Industrial Corridor**

SUNRAIL NEIGHBORHOOD BUSINESS INCUBATOR
- Urban, civic and entertainment core of the neighborhood
- Business incubator.
  - Technology start-ups/ industrial arts
  - Business Assistance centre
  - Life skills training centre
- Medium density apartments to limited low density residential
- Formal landscape creating urban green network
- SunRail Station Facility Improvements
- **Catalyst Project- Urban Grocery Store**
- Enhance linkages to neighborhoods north of SunRail station
- Improvements to Rand Yard Road as a multi-use trail

HUD Sustainable Communities REGIONAL PLANNING GRANT

EIPs can be defined as: "an industrial park in which businesses cooperate with each other and with the local community in an attempt to reduce waste and pollution, efficiently share resources (such as information, materials, water, energy, infrastructure, and natural resources), and help achieve sustainable development, with the intention of increasing economic gains and improving environmental quality. An EIP may also be planned, designed, and built in such a way that it makes it easier for businesses to cooperate, and that results in a more financially sound, environmentally friendly project for the developer. The ultimate goal is to ensure that the combined environmental, economic and social benefit of such projects is balanced with a systemic approach from the conception of the project."

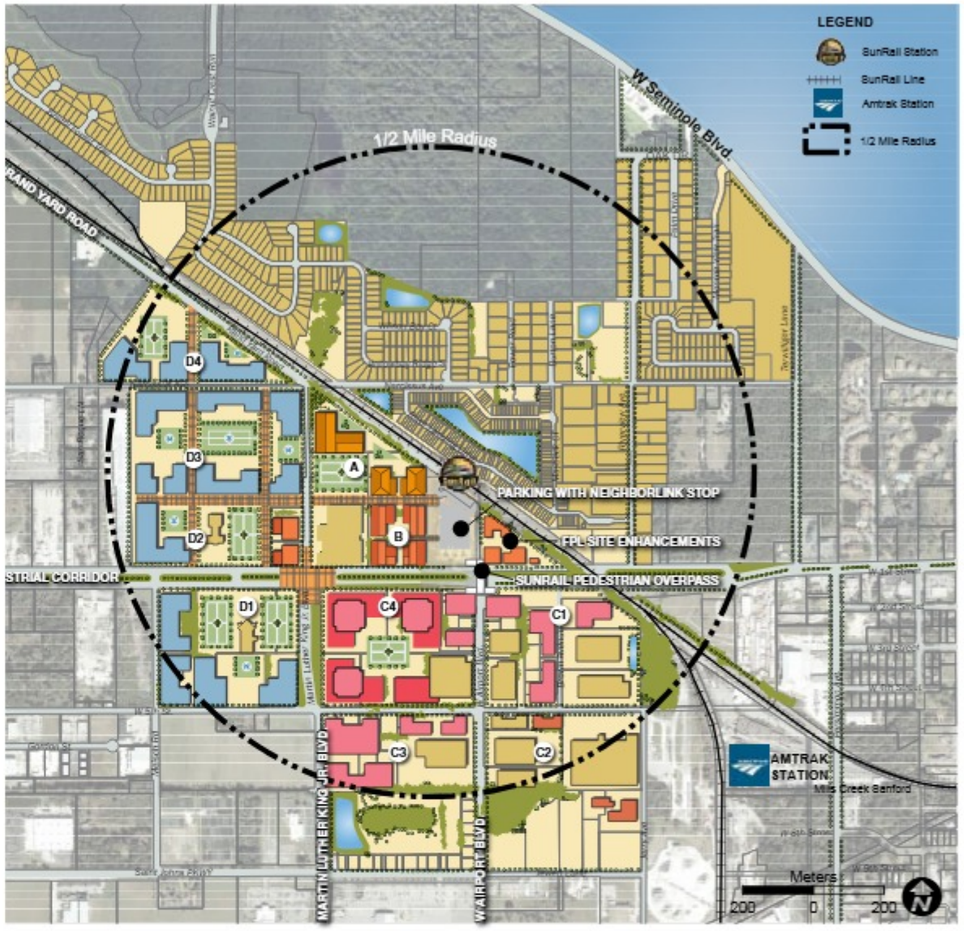
Action Strategies:

- Targeted industrial units focused on collaborative processes to achieve environmental sustainability:
  - o Cluster of light-manufacturing clean industries and technologies.
  - o Target Industries: environmental engineering, renewable energy manufacturing, waste management, water utilities.
  - o Relies on the principles of waste minimization, pollution prevention, energy effiency and green buildings and site design.
- Develop an Energy Innovation Centre as a research and demonstration facility for producing alternate energy to serve the area residents.
- Implement density bonusing for carbon neutral development through county's Energy Conservation Overlay provisions.
- Transitional industrial flex space to buffer industrial uses from residential areas.

Sanford SunRail Neighborhood Business Incubator: Located in the heart of the Sanford SunRail Station Area, the incubator is envisioned as a space for technology start-ups and training institutes with shared facilities. It will serve as an anchor for the proposed SunRail transit plaza attracting students, entrepreneurs, young professionals to interact in an active informal setting. If developed as part of a 'master-planned development', the incubator can also be designed to accommodate high density residential/ student apartments on upper floors or on adjoining lands with a diverse range of retail and commercial establishment sizes on the ground floor in a true mixed-use setting.

Action Strategies:

- o Business incubator focussed on attracting creative industries:
  - * Technology start-ups/ Industrial arts
  - * Business Assistance centre
  - * Life skills training centre
- o Vocational training institute focussing in green technologies with area industries or medical sciences in collaboration with Central Florida Regional Hospital
- o High percentage of medium density apartments and limited low density residential
- o Mixed-use Parking Garage to serve SunRail station and future mixed-use development
- o Neighborhood convenience retail: Grocery Store/ Cafes/ Restaurants/ Retail
- o **Catalyst Project- Neighborhood Grocery Store:** Contact local grocery stores such as Chamberlin's, "Wal-Mart Neighborhood Market", and other Central Florida based food cooperatives.



LEGEND

- Existing Buildings
- Mixed Use Housing
- Commercial / Office
- Industries
- Institutional
- Open Space

A Mixed Use Housing
Mixed Use : 223,747 SF

B Business park
Mixed Use: 202,706 SF

C1 Industrial
Industrial: 586,058 SF

C2 Mixed Use Industrial
Industrial: 408,897 SF
Residential: 86,384 SF
Mixed Use: 36,067 SF

C3 Industrial
Industrial: 457,481 SF

C4 Mixed Use Industrial
Industrial: 273,434 SF
Mixed Use: 810,626 SF

D1 Mixed Use Institutional District
Educational: 349,103 SF
Mixed Use: 114,228 SF

D2 Mixed Use Institutional District
Educational: 163,373 SF
Mixed Use: 83,083 SF

D3 Mixed Use Institutional District
Educational: 421,135 SF
Mixed Use: 166,062 SF

D4 Institutional District
Health: 321,009 SF

Economic Impact

The objective of this preliminary analysis is to derive estimates for potential employment and residential densities that will be generated as a result of the land use transformations recommended for the Sanford SunRail Station area.

- The study involves a high-level analysis of the economic impacts in terms of jobs created and number of additional housing units that could be potentially introduced in the area based on certain assumptions. These assumptions include:
- Estimates are calculated for the area within a ½ mile or 10-miute walking radius of the Sanford SunRail station facility.
- All properties with either designated vacant land classification as per the Property Appraiser's database or large parcels with significant underutilized spaces between properties utilized as surface parking or undeveloped are included as candidates for redevelopment.
- Floor space for existing buildings is excluded from the calculation.
- Projections are based on long-term redevelopment opportunities not taking into consideration current ownership patterns or current market absorption capacities.
- Does not take into account the temporary construction jobs.
- These numbers are ballpark estimates and not validated through any scientific economic impact modelling software program.

For purposes of this study, employment density is calculated on the basis of average floor space required by an employee as suggested in Energy Information Administration, 2003 . The floor space requirements are defined based on principal building use. The following table presents the extract from the same standards.

Table 1: Standards for Calculating Employment Density:

Principal Building Use	SF per Employee
Education	791
Health Care	501
Retail (Other than mall)	1,246
Office	434
Religious Worship	2,200
Warehouse & Storage	2,306

Source: Energy Information Administration, 2003

Table 2: Existing Employment Estimates:

Building Use	SF / Employee	Total Jobs
Industrial	2,306	395
Institutional	2,200	31
Total		**426**

Number of Jobs:

This scenario envisions a total no of **19,007 new jobs created by the addition of 11,877,167 SF** of employment generating uses including institutional, commercial and industrial developments. (See Figure 1 and Table 3)

Table 3: Proposed Employment Estimates for Scenario 1

Use	Proposed built up area (SF)	SF / Employee	Total Jobs
Educational	3,733,402	791	4,753
Health	1,283,678	501	2,538
Retail	1,180,352	1,246	946
Office	4,412,971	434	10,253
Industrial	2,171,282	2,306	943
Total	**12,781,685**		**19433**

Housing Units:

Dwelling units proposed as part of mixed-use buildings or as stand-alone multi-family dwellings are measured in terms of square feet of building space per dwelling unit. It is assumed that one dwelling unit (DU) is equivalent to 1,000 SF of net area which is 20% less than the gross built up area.

Total number of new housing units that could be created in this scenario include: 744 dwelling units in 930,132 SF of gross built up area.

1.1. Housing Overlay Scenario

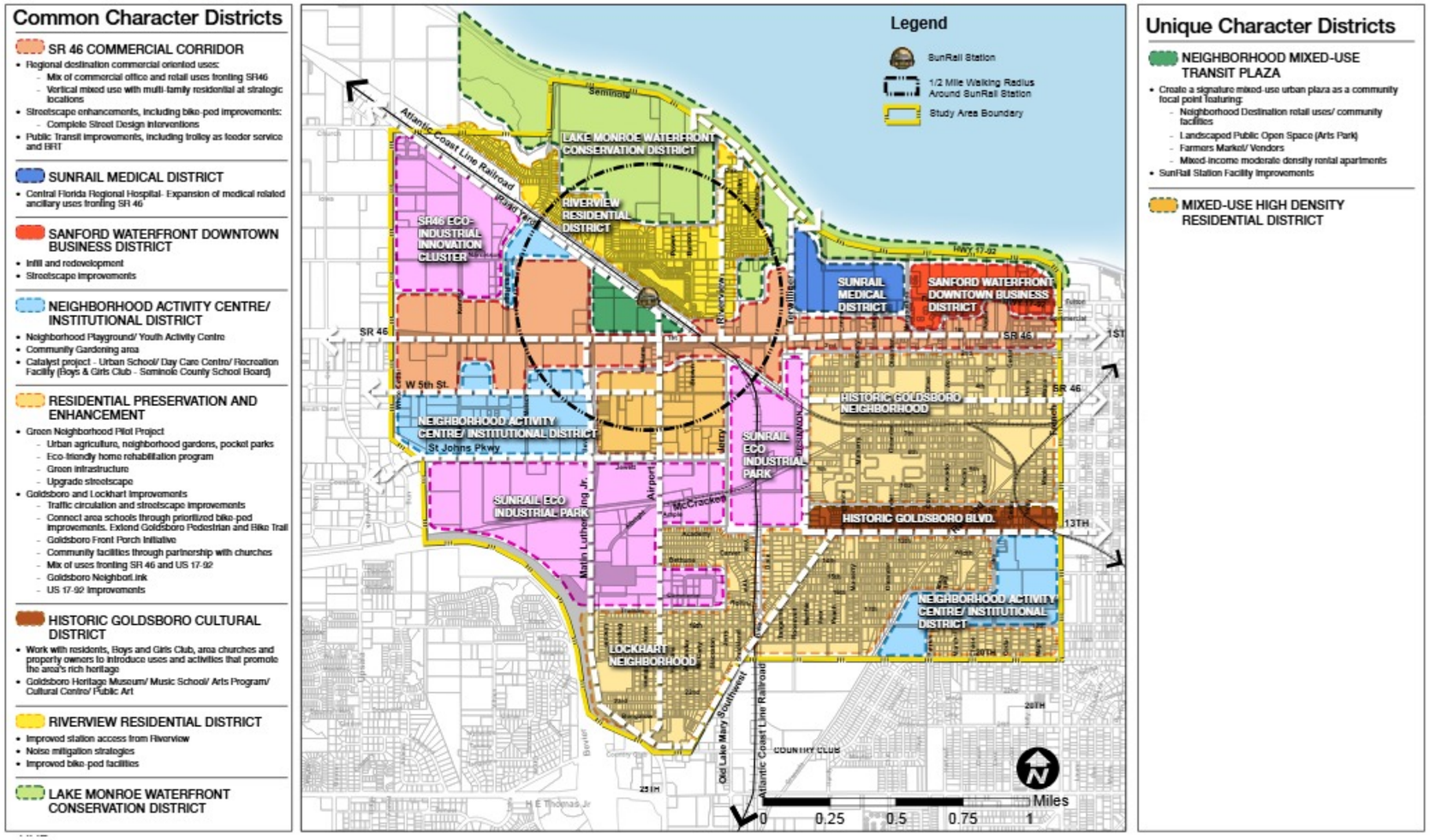
The Concept

Residential uses in the Sanford SunRail Station Area are envisioned to include higher density, milti-story properties with a minimum of 20 or more dwelling units per acre. This is a significant departure from the current low-density subdivisions that are prevalent in the area. Higher densities will be concentrated in the ½ mile or ¼ mile radius and taper into single-family uses in the larger Study Area boundaries in order to maintain the diversity of housing units in terms of typologies, income levels, and ownership (renter vs. owner).

Between 2000 and 2010, Seminole County experienced an annual population growth of approximately 5,800 new residents; which declined to 2,800 between 2010 and 2013. In the time period between 2000 and 2010, the City of Sanford experienced an annual growth of 1,500 residents which declined to an annual growth of only 100 new residents between 2010- 2013. To a large degree this slowing growth rate is due to limited available residential zoned land and higher development costs of remaining zoned properties. The ability to rezone the lands within the Study Area to accommodate higher density residential and mixed use developments should have a positive impact on the County and City's overall residential market.

The concept of TOD with more densely oriented compact development patterns has gained significant momentum nationally since the real estate bust of 2007. Today, the residential market has undergone a paradigm shift where rental housing has become the residential chose of an increasingly large segment of the population across the nation.

One of the key objectives of the Plan is to stimulate the establishment of a residential community. Residential development is favoured on the blocks closest to the SunRail station and which are removed from high traffic areas and industrial development. The thrust of new development in this scenario should be in the area within and around the SunRail Station or



fronting SR 46 along the properties between Martin Luther King Jr. Boulevard and Airport Boulevard. As a means to enhance preservation and revitalize the historic Goldsboro neighborhood, and in order to encourage new infill development, land uses outside the ½ mile radus should be geared primarily toward low- or medium density residential development. A retail node should be located at the intersection of Airport Boulevard and SR 46 in order to create an identifiable gateway into the Goldsboro neighborhood.

Whenever possible, the County and City should discourage low-density new subdivision development within the half-mile radius of the Station Area, if the goals of increased ridership and pedestrian oriented communities are to be realized. In terms of affordable housing, provision of a share of mixed-income housing in all residential and mixed-use developments should be required in exchange for additional densities or reduced parking standards as incentives.

A diverse range of multi-family housing units and types will be encouraged- apartments, grade level townhouses and live-work units- in a range of sizes and configurations. Affordable housing units (non-market) will be promoted because living in an area that reduces the need to own a car can improve the ability of a household to pay for housing costs.

Key Components and Development Program

This scenario features two main components that have the potential to transform the area into a regional employment centre, when implemented.

1) Neighborhood Mixed-Use Transit Plaza: In the Sanford SunRail Station Area, emphasis is being placed on the quality of the pedestrian environment to provide a minimum level of public amenity that will satisfy the need for public social space and amenity. However, a mixed-use TOD designed to attract new residents and employers should also provide a diversity of attractive and functional open spaces and parks. These spaces comprise a critical part of the precinct's 'green infrastructure's and provide valuable spaces for social interaction and community participation. Further, these spaces can take many forms, including park space but also urban plazas and linear greenways.

The area adjacent to the Sanford SunRail Station represents a premium location for mixed-use development. Replacement of the roughly 230 Park and Ride stalls can be achieved in a structure that can offer joint use opportunities in the long-term. A community plaza at the station entrance should serve as a focal point for the historic Goldsboro community, the Riverview neighborhood as well as the future residents that will move into the Station Area vicinity.

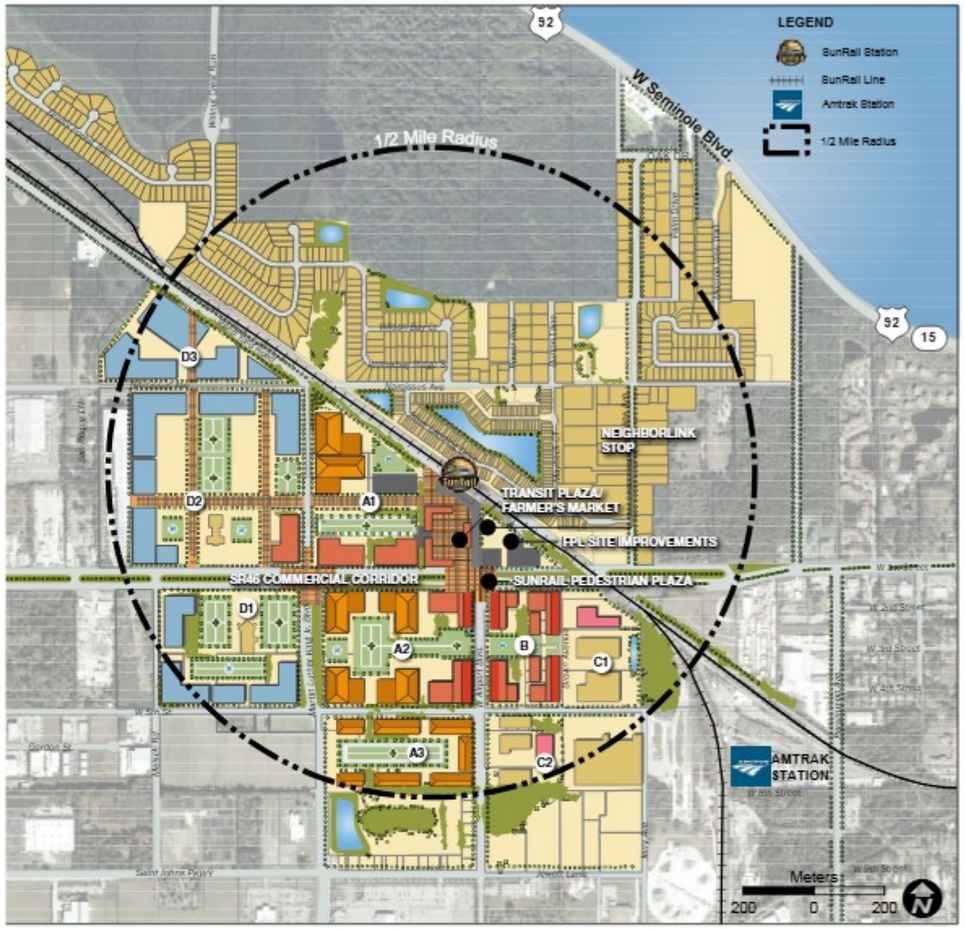
Action Strategies:

- Create a signature mixed-use urban plaza as a community focal point featuring:
  - Neighborhood Destination retail uses/ community facilities: Restaurants/ Street cafes/ Grocery Store/ bakeries/ day-care centre
  - Landscaped Public Open Space (Arts Park)
  - Farmers Market/ Vendors: Relocate from existing location near Amtrak Station on SR 46
  - Mixed-income moderate density rental apartments over retail/ office on ground floor with parking garage
  - Passenger amenities including information kiosks;
  - Ground floor uses in adjacent development that are oriented towards the plaza and bus terminal; and
  - Minimized walking distances and grade changes between the station, plaza and bus stop.

2) SR 46 Mixed-Use Medium Density Residential District: The area south of SR 46 between Martin Luther King Jr. Boulevard and Airport Boulevard is a prime candidate for a new high-density, mixed-use TOD neighborhood. A collection of underdeveloped properties – many of which are undeveloped properties or existing parking lots – are located within easy walking distance of the station site. This area provides the best opportunity to create a new "Complete Community" that would create a new identify for the area. Creating a medium-intensity, mixed use district in this precinct would add a major residential component to the Station Area; one that is immediately adjacent to the Statiion Facility and within easy reach of the envisioned mixed-use transit plaza.

Action Strategies:

- Work with area institutions and non-profi t organizations to initiate education and counseling programs that assist existing and prospective homeowners with programs such as life management skills, home maintenance and repair counseling, financing options, and debt management.
- Seek opportunities to form partnerships between developers and residents that encourage local participation in investment that could be generated from future growth and development.
- Work with area banks to create incentives such as increased points added to credit scores and lower mortgage payments for potential buyers who complete a home buyer's education program



LEGEND

- Existing Buildings
- Mixed Use Housing
- Commercial / Office
- Industries
- Housing
- Institutional
- Open Space
- Parking

A1 Mixed Use Housing District
Commercial Retail: 74,910 SF
Mixed Use Office: 429,767 SF

A2 Mixed Use Residential District
Mixed Use Offices: 210,901 SF
Mixed Use Residential: 412,556 SF

A3 Mixed Use Institutional District
Mixed Use Residential: 120,454 SF
Residential: 180,667 SF

B Mixed Use Offices
Mixed Use: 338,378 SF

C1 Industrial District
Industrial: 225,431 SF

C2 Industrial District
Industrial: 423,933 SF

D1 Institutional District
Educational: 373,798 SF

D2 Mixed Use Institutional District
Mixed Use: 87,686 SF
Institutional 661,397 SF

D3 Institutional District
Health: 492,407 SF

Economic Impact

Housing Units:

Dwelling units proposed as part of mixed-use buildings or as stand-alone multi-family dwellings are measured in terms of square feet of building space per dwelling unit. It is assumed that one dwelling unit (DU) is equivalent to 1,000 SF of net area which is 20% less than the gross built up area.

Total number of new housing units that could be created in this scenario include: 2,738 dwelling units DUs in 3,424,359 SF of gross built up area.

Number of Jobs:

This scenario envisions a total no of 13,188 new jobs created by the addition of 8,534,961SF of employment generating uses including institutional, commercial and industrial developments.(See Table 4)

Table 4: Proposed Employment Estimates for Scenario 1

Use	Proposed built up area (SF)	SF / Employee	Total Jobs
Educational	3,104,723	791	3953
Health	1,476,810	501	2920
Retail	1,653,909	1,246	1325
Office	2,112,909	434	4909
Industrial	649,183	2,306	81
Total	**8,997,534**		**13,188**

6.0 Implementation

Successful implementation of the SunRail Sanford Station Area Plan ultimately rests on the coordinated efforts of the various agencies and stakeholders involved in prioritizing the development goals for the area. Through this Station Area planning process, Seminole County, the City of Sanford and East Central Florida Regional Planning Council have initiated a dialogue between key landowners and public sector agencies that will have a significant impact of the revitalization of the area.

The approval of this Plan is only the first step. Additional planning studies, capital improvements, and regulatory amendments will have to be undertaken to support some of the preliminary recommendations presented in this report. The list of initiatives and projects presented in this section are flexible in nature. Seminole County and the Cityof Sanford, working with other government entities, will be pursuing implementation multiple elements of the Plan at all times. Timing of implementation of these projects will depend upon work programs for the various governmental agencies involved as well as priorities of the private sector players in the Sanford Station Area.

This chapter begins with a discussion of the organizational roles and relationships that need to be clearly understood in realization of the Sanford Station Area Plan. Following this, some of the key policy and regulatory modifications that may need to be undertaken to ensure that development is predictable and streamlined for praivate sector intervention in the area. Next, potential financing mechanisms to fund the public realm improvements proposed in this Plan are discussed along with an overview of developer incentives used by agencies around the country to attract desired development in TOD areas. Finally, a phasing strategy with key short-term and long-term projects identified is presented to serve as a guide in the preparation of future work programs.

6.1. Organizational Roles and Relationships

Within the Sanford Station Area properties fall under both unincorporated Seminole County and the City of Sanford, warranting greater emphasis on formulating strategies that project a coordinated and positive message to the development community and area residents. Leadership provided by Seminole County Board of County Commissioners and Sanford City Council will provide the impetus needed to carry out the recommendations presented in this plan. It will be necessary to establish lines of communication between all sectors of the community to positively affect change in Sanford, including strong public-private partnerships.

Intergovernmental Coordination and Partnerships:

Seminole County and City of Sanford

A. **SunRail Station Area Joint Planning Agreement:** The Sanford SunRail Station Area falls within the Joint Planning Area delineated by Seminole County and the City of Sanford. Future Land Use policies for both jurisdictions are consistent and reserved for target industry development (East of 1-4). However, taking into consideration the opportunities presented by the Sanford SunRail station, it is recommended that the County and City consider creating a special Joint Planning Area for the area within the ½ mile radius of the station facility.

B. **Annexation of properties into City of Sanford:** Currently, nearly XX acres of land within a ½ mile radius of the Sanford Station Area, falls under the jurisdiction of unincorporated County. Annexation of these lands into the City of Sanford is strongly recommended in order to create a consolidated TOD district with streamlined development controls and approval processes.

C. **Affordable Housing:** Seminole County Housing Authority, City of Sanford and relevant social agencies should continue to collaborate on exploring opportunities to upgrade existing Section 8 affordable housing developments in the Sanford SunRail Station Area. It is important that in order to facilitate the delivery of affordable housing within walking distance from the SunRail station, appropriate agencies work together to develop incentives that encourage private sector provide mixed-income housing and regulatory approached to implement workforce housing. Some of these incentives may include:

- Density bonuses in exchange of affordable housing within the Station Area.
- Support relaxation to building regulations (density, height, land use) where it is demonstrated that the relaxation is appropriate for the development and that the development is secured through an agreement to ensure long term affordability for mixed-income households.
- Consider parking relaxations for proposed affordable housing development where it is demonstrated that the proposed development would have a reduced automobile ownership rate and that the development is secured through an agreement to ensure long-term use for mixed-income households.

D. **Economic Development Strategy:** One of the key assets of the Sanford SunRail Station Area is the large tracts of undeveloped lands. This combined with the area's existing industrial base and the County's vision to designate the area as an Energy Conservation Overlay, presents a unique opportunity to develop a niche for Eco-Industrial Parks (EIPs) as an economic development strategy in Seminole County. While a relatively new concept, EIPs are being currently promoted around the globe as the potential solution for developing environmentally responsible industrial districts. The County and City should work collaboratively to further explore the concept and its applicability in the Seminole County context, including creating incentives for attracting investments interested developers.

Other Partnerships:

Seminole County and the City of Sanford should continue collaborating with other partners that have a role to play in redeveloping the Sanford SunRail Station Area. These include:

A. **SunRail:** As per the Interlocal Agreement between SunRail and Seminole County, the O & M for the station facility with be handed over to the County in 7 years. The area adjacent to the Sanford SunRail Station represents a premium location for mixed-use development. Redevelopment of this land will provide a tremendous opportunity to create an active place featuring a bus terminal, park and ride spaces and pedestrian plaza incorporated within a range of high density uses. This will also give a chance to revisit the design of the platform in conjunction with redevelopment of the station area itself. Revenues from station facility development are utilized as a key source for funding station area improvements in numerous TOD projects in the nation. SunRail should also be encouraged to upgrade the existing station facility, especially as it relates to providing pedestrian access from SR 46 and developing noise mitigation measures in the area.

B. **Lynx:** As the Sanford Station Area redevelopment program matures, the station will become increasingly important linking revitalized neighborhoods and employment centres with each other throughout Sanford. In addition to the NeighborLink service, the County and City should continue working with Lynx to re-evaluate its bus routings in the future for the area serving the Sanford SunRail station. Additionally, better designed bus stops and synchronization of transit service frequencies with SunRail will be equally important for improving the overall connectivity of the area.

C. **FDOT:** Florida Department of Transport will play a pivotal role in ensuring connectivity to and from the Sanford SunRail station. Some of the high-priority transportation related projects include:

- Streetscape Enhancements: SR 46 and Airport Boulevard
- Pedestrian connections over railraod tracks near SunRail Station and Amtrak AutoTrain

Station

- o Roadway Improvements: MLK Jr Boulevard and Rand Yard Road

D. CSX: In conjunction with FDOT, CSX will play an important role in providing better access through grade crossings over the railroad tracks near the SunRail station and Amtrak AutoTrain facility while loading. Detailed design and engineering studies need to be undertaken to evaluate the feasibility of alternatives for improving connectivity between areas to the north and south of the railraod tracks.

E. FPL: Florida Power and Light's sub-station at the entrance to the SunRail site is another premium location for potential redevelopment. The County should initiate discussions with FPL to explore options to relocate the electric transformer to an alternative site and release the land for integrating with an improved SunRail station facility in the future.

F. Private Landowners: Private property owners, developers and tenants are the principle basis for new development and any related financial investment in all redevelopment projects. The private sector ultimately carries the burden of funding the redevelopment program; therefore a positive development environment must be established to capture private investment in an increasingly competitive market. Essential private sector leadership will come from entities such as local banks, real estate developers, and property owners from within the community. Existing owners including the church and large landowners should be made partners in the development of the Station Area.

Collaboration with key corporations will be critical in forming strategic alliances with representatives at the state and federal levels and in providing private sector support to promote economic development in the area. The local banks also have an important role in developing innovative financing packaging for potential investors, developers, and first-time home buyers. Area businesses and industries should be encouraged to assist in creating a business incubator and to develop mentoring and apprenticeship programs in order to develop a trained workforce that lives and works in the community.

G. Area Residents: The County and City staff should continue working with area residents, property owners, and businesses to establish channels of communication that foster support for the redevelopment effort and facilitate program implementation. Staff should provide public information concerning all aspects of the Station Area development plans using diverse dissemination tools such as newsletters, radio, television, newspapers and the Internet as well as presentations to neighborhood and civic organization meetings to generate public support.

Policy & Regulatory Changes

The Eco-Industrial Park, Mixed-Use, and multi-family concept is consistent with Seminole County's Future Land Use designation of Higher Intensity Planned-Target Industry (HIP-TI) and the Energy Conservation Overlay. Densities and intensities recommended in the Energy Conservation Overlay are also in alignment with the principles of Transit Oriented Development and will require minor modifications such as requiring minimum densities within the Station Area boundaries. The City of Sanford's future land use designations and zoning districts envision this area as predominantly low-density industrial and single-family residential. It is recommended that the City establish a TOD Overlay District similar to the County's Energy Conservation Overlay District as the next step. Both the Overlay Districts need to be reconciled and mandate the same controls in order to ensure consistency.

6.2. Financing Public Realm Infrastructure Improvements

Implementing a high quality Station Area Plan requires appropriate development on individual sites and in the public realm. In typical TOD districts, financing public realm improvements often require a partnership between governmental agencies and private development interests. In achieving such a partnership, the County/ City need to assume the following responsibilities:

- Invest in costs of key public realm improvements and undertake appropriate improvements to upgrade public infrastructure such as: an area-wide stormwater drainage utility district, revitalization of SR 46 and redevelopment of the station facility as a mixed-use development in the long-term.
- Establish clear expectations with respect to the responsibilities of individual developments for upgrading of adjacent public rights of way.
- Establish an equitable method to enable all new development to contribute to public realm improvements that serve the entire area.

Publicly Funded Improvements

In light of dwindling resources at the County and City level to allocate funds for physical infrastructure projects, cities and counties around the nation have tried to use both conventional and innovative ways to secure additional resources for financing public improvements. Some of these mechanisms include:

Special Districts: Special Assessment Districts are created to provide additional services to special district such as paving roads, stormwater drainage systems, sewer service or transportation. In the case of Sanford SunRail Station, it is strongly recommended that the County consider establishing an area-wide drainage utility district to better manage stormwater requirements for the entire Station Area, as opposed to adopting a piecemeal approach for providing retention areas on prime properties. In the long-term, an area-wide parking management district with maximum parking limits, parking pricing and reduced parking requirements for developments with the ½ mile walking radius of the Station Area. Special Districts do not receive general revenue funding and are self-funded through an annual fee paid by most special districts.

Variations of Tax Increment Financing (TIFs), as a land value capture model, is often used as a revenue generating tool for finaincing infrastructure improvement projects in TOD precincts. For example, in Pennsylvania, Transit Revitalization Investment Districts (TRIDs) enacted in 2005 by the Pennsylvania legislature, encourage city officials, transit agencies and the development community to plan for and implement transit-oriented development. Like TIF districts, TRIDs leverage future real-estate tax revenues to support transit-related capital projects, site development and maintenance within the defined district.

Community Development Districts (CDDs): A Community Development District (CDD) is a local, special purpose government framework authorized by Chapter 190 of the Florida Statutes as an alternative to municipal incorporation for managing and financing infrastructure required to support development of a community. A CDD is a legal entity that has the power and right to enter into contracts; to own both real and personal property; adopt by-laws, rules and regulations and orders; to sue and be sued; to obtain funds by borrowing; to issue bonds; and to impose assessments and levy taxes on property within the district. These taxes and assessments pay the construction, operation and maintenance costs of certain public facilities and services of the district and are set annually by the governing board of the CDD. They are itemized on the property tax statement in addition to county and other local governmental taxes and assessments as provided for by law.

Air Rights: Many agencies have been successful in selling the right to build above transit stations to private developers. While not ideal for park-and-ride lot type stations such as Sanford, there may be opportunities for integrated joint development with air rights, if the station is redeveloped in the long-term.

Advertisements and Naming Rights: Used often for sports venues (such as Amway Arena in Orlando), naming rights involve an upfront and/or recurring payments from private entities in return for naming a station or other transit related assets. Revenues from advertising space on shelters, stations and other station amenities such as turnstiles can help provide additional revenue for infrastructure improvements.

Grants: Federal grants have long been a source of funding for development projects, especially as it relates to pursuing public improvements. Sources such as the Community Development Block Grants (CDBG), Section 108 Grants, Weed and Seed Grant, and Urban Development Action Grants are available, although the extent of their use is diminishing as the volume of the total grant monies decrease. Grants have the advantage of directly affecting development costs and their benefits are predictable and easily understood. The County/ City as part of its grant stacking strategy, should prepare a feasibility study for public projects including: roads, utilities, streetscapes, parks, and law enforcement, particularly targeting potential projects to receive funding through programs available through federal government grants.

Development Funded Improvements

New developments within the Sanford Station Area could become partners in upgrading the overall physical environment especially as it relates to upgrading the adjacent public rights of ways. Private sector contribution may include:

Investment in public realm: All new development regardless of density should be required to reconstruct the public right of way adjacent to the development incorporating the appropriate sidewalk, landscaping and other streetscape elements.

Impact Fees: Levying Impact fees is one of the most common tools used in infrastructure financing. Often within TOD Station Areas, the impact fee is reduced as an incentive to attract increased development into the area. However, in case of Sanford's SunRail station, reducing impact fees may be premature as the magnitude of investments in upgrading infrastructure, for roadway and streetscape improvements, would require upfront public investments and could be used as an incentive in subsequent development phases.

Density Bonusing System: A typical density bonus program sets a base density that a development may achieve 'by right' and a maximum density that can be achieved by conformance to higher standards or through the provision of qualifying amenities / benefits. Examples of qualifying bonus items include public realm improvements, construction or contribution to a public facility, affordable housing provision, childcare spaces, sustainable design elements or increased environmental protection. The City of Vancouver permits a relatively low density of development 'by right', but a higher maximum density (between 3.0 and 17.0 Floor Area Ratio, or FAR) can be achieved through negotiation and provision of public amenities such as the seawall, parks, schools and community centres. The system may be based on the following principles:

- Density Bonuses should only be established for items of features that provide a perpetual or enduring benefit to the community in which the density is being accommodated.
- Density Bonuses should not be granted for elements of building or site design that can be achieved or required through other means.
- The amount of floor area granted through a bonus should be based on the additional monetary value added to the land as a result of the bonus and the cost to the developer of providing the bonus item.

Public easements: Existing land owners can assist in improving pedestrian access by providing easements. For example, the Plan calls for additional entry points into the station from the neighborhoods located north of SR 46.

Development Incentives

It is important to understand the financial challenges and solutions for viable TOD / mixed-use developments. Transit-oriented projects often struggle to compete in current markets alongside conventional, single-use development projects. The increased costs for construction and insurance offer one explanation for this difficulty. The less a mixed-use product is economically competitive, the more difficult it is to finance by traditional methods. To overcome the added cost barriers, a developer must find specialists in financing, appraising and insuring TOD. By creating incentives for developers willing to invest in the Station Area, the County can help lower the risk while encouraging efficient land uses and improved connectivity. Some of these incentives include:

- **Expedited Development Review:** Fast tracking municipal approvals and allowing developers to apply for an expedited permited permit review process for properties located within the Sanford Station Area. In Austin, Texas, the city has developed a program called "SMART- Safe, Mixed-Income, Accessible, Reasonably Priced, Transit-Oriented) Housing" that provided expedited permit reviews and development fee waivers to TOD projects with affordable housing components integrated into market-rate housing.
- **Parking Reductions:** Reducing the minimum parking requirements or setting maximum parking requirements around major transit stops may lower the land and/or construction costs of development.
- **Property Tax Abatements:** Some cities and counties grant property tax abatements for a fixed period of time to developers that are willing to create mixed-use, high-density, residential developments with mixed-income housing units in TOD areas.
- **Impact Fee Reduction:** Often within TOD Station Areas, the impact fee is reduced as an incentive to attract increased development into the area. However, in case of Sanford's SunRail station, reducing impact fees may be premature as the magnitude of investments in upgrading infrastructure, for roadway and streetscape improvements, would require upfront public investments and could be used as an incentive in subsequent development phases.
- **Density bonuses:** A bonus system may also be used by the developer designed to balance higher density development with provision of appropriate public benefits and amenities. The allowable bonus floor area may be based on the construction cost of the raw floor space and, where provided, any improvements to the space required by the proposed user. For example, if the cost to the developer to provide the space is $500,000 and the average land value per square metre of buildable floor area for the area is $ X, then the amount of the bonus floor area will be calculated as follows:

  Total construction cost / (average land value x 75%) = Allowable Bonus Floor Area

  $500,000 / ($ X x 75%) = Y m²

  Note: The average land value is discounted at a rate of 25% to account for transactional costs associated with the provision and negotiation of the bonus.
- **Leasing/ Land Pooling:** Assembling large sized parcels to create TOD projects in close proximity to stations is one of the major obstacles faced by developers nationally. Leasing government owned lands and/or land pooling with area landowners to create a large sized parcel ready for development is often used as an incentive to entice private developmers. Termed as 'Transit Joint Development', this method allows property interests held by the transit agency to be shared with private entities.
- **Location Efficient Mortgages:** A "Location Efficient Mortgage" is a new type of mortgage that rewards households with lower transportation expenses by allowing them to qualify for larger loan amounts. LEMs enable more households to purchase a home while giving incentives to live in areas that are well-served by transit.

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