

Orange Avenue Overlay Comparable Development Study

Prepared by the Winter Park Planning & Transportation Department

Updated August 31, 2020

The City of Winter Park Planning & Transportation Department was tasked to identify development projects in the Central Florida region that have comparable elements to those proposed in the Orange Avenue Overlay (OAO). The elements and ideal comparable attributes requested by the City Commission are as follows:

Height	3 to 5 stories
Floor Area Ratio (FAR)	0.6 to 2.0 (with garage)
Site Size	4 to 5 acres
Adjacency to major roadway	Yes
Open Space %	Only Meaningful Open Space
Setbacks	Measured from Property Lines
Mixed-use component and development program	As close to 25% as possible, but at least the ground floor of a multi-story building.



Study Parameters: This study of consists of projects primarily within the Central Florida area, broken down into projects in the Orlando area and projects outside the Orlando area. The idea behind this particular study is that a person can use this document to take a self-guided road trip tour to the developments to get a feel for how mixed-use projects take shape in other areas. Of note, we see many of the "industry standard" designs found in many locations throughout Florida. The reason this is important to note is that we used these projects as examples of how we did <u>not</u> want the OAO to look. We designed the OAO to have its own unique identity and create a truly unique sense of place that blends good architecture, promotes adaptive re-use, approaches parking with a modern viewpoint of shared parking, creates a more comfortable pedestrian experience, embraces meaningful open space and embodies the key elements of Placemaking.

Assumptions: The OAO is a very unique Planning Initiative, unlike any other in Central Florida. The combination of Meaningful Open Space, Development Enhancements, Cohesive Design Elements, Quality of Life Amenities, Emphasis on Placemaking and much more, make this initiative impossible for comparison to any other single project. The OAO is placemaking of an area covering more than 70 acres that would consist of many different projects that have common elements of open space, architecture and more.

Though no single project embodies all the elements that are written into the OAO, there were many projects that have comparable elements that can be useful in understanding the urban context, the relationship between the built environment and public spaces, the street life, the experience for the pedestrian, the transit user, the cyclist or the driver. Additionally, the hope is that the comparables will help with understanding massing, the use of screening, parking, and how mixed-use development varies.

Other important elements to keep in mind for each project include the following:

Placemaking — As both an overarching idea and a hands-on approach for improving a neighborhood, city, or region, placemaking inspires people to collectively reimagine and reinvent public spaces as the heart of every community. Strengthening the connection between people and the places they share, placemaking refers to a collaborative process by which we can shape our public and private realm in order to maximize shared value. More than just promoting better urban design, placemaking facilitates creative patterns of use, paying particular attention to the physical, cultural, and social identities that define a place and support its ongoing evolution. With community-based participation at its center, an effective placemaking process capitalizes on a local community's assets, inspiration, and potential, and it results in the creation of quality public spaces that contribute to people's health, happiness, and well-being.

Pedestrian Accessibility/Safety — A measure of how well streets are designed to incorporate pedestrian scale elements and to create equal access for pedestrians. A walkable area has health, environmental, and economic benefits. It keeps pedestrians interested, safe and engaged with the built environment around them.

Buffers between ongoing traffic and pedestrian walkway.

- Parking buffers
- Vegetative/shade tree buffers
- Ten (10) foot sidewalks to accommodate restaurant outdoor dining, retail areas, and pedestrians.



Meaningful Open Space - Property that is not a part of the inside of a building. These areas are intended to provide for the use and benefit of the general public, and are legally accessible by the general public. These areas are accessible and designed for outdoor living, gathering, landscaping, recreation, pedestrian activity, meaningful, useable, accessible, green and beautiful open space that invites the public to relax, interact, recreate, unwind and stimulate social connection. Open space shall not be retention ponds, parking lot islands or landscape planting areas around building bases. Meaningful opens spaces are areas that are open and inviting to the public. Open space can include green areas, hardscape areas, semi-pervious areas, balcony or roof areas that are open to the public and other similar-type spaces. The intent is that each of these areas create the opportunity for social interaction, relaxation, recreation and reflection

<u>Building Setbacks</u> – Vertical articulation is required to create relief to the massing of building facades.

- For any building over two stories in height that is located along Orlando Avenue or Fairbanks Avenue on the property line, each additional floor shall be setback a minimum of ten (10) feet.
- For buildings along the Orange Avenue frontage, buildings shall be designed to allow for a 17-foot sidewalk.

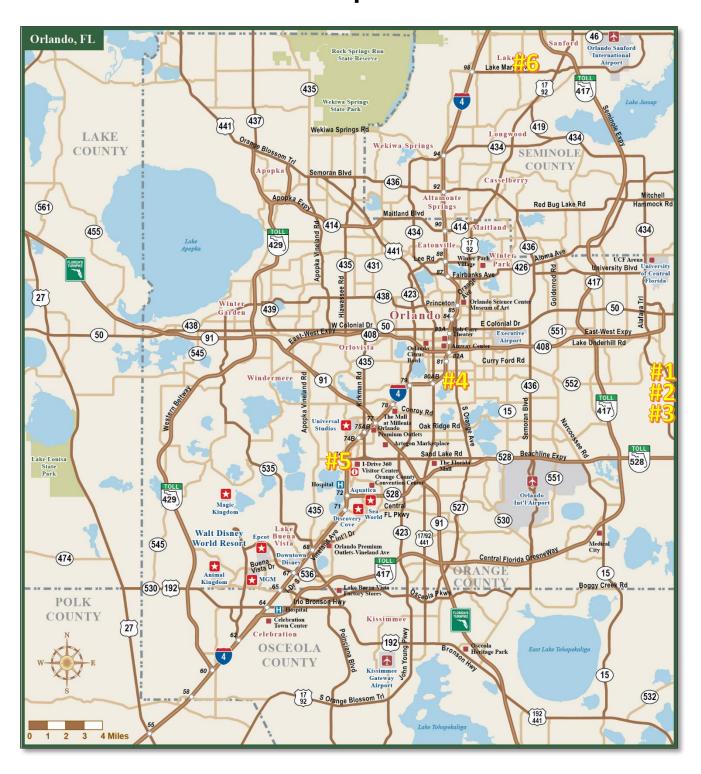
<u>Building Massing</u> – How a building is arranged on its site is particularly important for larger buildings.

• It may be more appropriate for taller buildings to utilize greater setbacks/stepbacks, articulation or other architectural treatments to reduce visual massing.

<u>Building Façade</u> — There shall be some sort of articulation, material or color change, window, entryway or other breakup of the building façade at least every 50 feet.



Part I: Orlando Area Overview Map





Flats at Avalon Park I Address: 3821 Avalon Park East Blvd Orlando, FL 32828

Height	4 stories
Floor Area Ratio (FAR)	1.8
Site Size	<u>1.34 acres</u>
Adjacency to major roadway	<u>No</u>
Open Space %	0% onsite (only landscape islands & parking lot)
Setbacks	Front=13 ft, Rear=97 ft, Sides=0 to 5 ft
Mixed-use component and development program	Yes – retail on the first floor, multi-family above (51 units), and 64 surface parking spaces

^{*}items <u>underlined</u> do not meet the ideal comparable attributes





Comparison #1 Details:

Placemaking: Due to proximity of open space and a pond across the street, combined with outdoor dining, this location is an example of what would be encouraged in the OAO. This water feature and meaningful open space adds to a strong sense of place at this location. However, there is minimal open space on the site itself (mostly just parking lot islands) and therefore, the property would not meet the meaningful open space requirements of the OAO standards.

Pedestrian Accessibility/Safety: This location gives a pedestrian friendly appearance being located on a low traffic, through street, with an on-street parking buffer and minimal landscaping. The OAO would also require a 10-17 foot public walkway with shade trees and more vegetation instead of the smaller sidewalks and minimal shade produced by the palms at this location. The larger sidewalk required by the OAO gives optimal space for outdoor seating, landscaping, public art, etc.

Building Setbacks: This project would not meet the setback or stepback requirements of the OAO. The OAO would require 10-17 feet of sidewalk, creating a larger setback than shown here. Additionally, at the setback line, only 2 stories in height would be allowed. Any story above 2 would be required to be stepped back or the entire building would need to be setback further for a continuous vertical façade. These properties appear to be built right along the property line and when combined with the height, a pedestrian may feel dominated by the massing.

Building Façade: This property differs from standards allowable within the OAO as the district would require some degree of terracing, color or material change, window, balcony and additional setbacks to accomplish vertical articulation that would create relief to the massing of the building façade. Higher quality building materials would also be required in the OAO, with less stucco allowed.





Avalon Profession Center Address: 13000 Avalon Lake Dr Orlando, FL 32828

Height	4 stories
Floor Area Ratio (FAR)	0.60
Site Size	0.71 acres
Adjacency to major roadway	<u>No</u>
Open Space %	0% onsite (only landscape islands & parking lot)
Setbacks	Front=5 ft, Sides=0 & 125 ft, Rear=60 ft
Mixed-use component and development program	Yes – office/retail, and 39 surface parking spaces

^{*}items <u>underlined</u> do not meet the ideal comparable attributes





Comparison #2 Details:

Placemaking: This project is contiguous to Comparison #1 and has similar surrounding elements to create a sense of place.

Pedestrian Accessibility/Safety: This development gives a pedestrian friendly appearance and feeling, being located on a low traffic street, with an on-street parking buffer. The pedestrian experience here does appear to be quite bland. The development offers no meaningful open space and only has minimal landscaping (parking lot islands). The OAO would also require a 10-17 foot public walkway with shade trees and more vegetation instead of the smaller sidewalk and minimal shade produced by the palms at this location.

Building Setbacks: This project would not meet the setback or stepback requirements of the OAO. The OAO would require 17 feet of sidewalk, creating a larger setback than shown here. The OAO would also require any building over two stories in height that is located along Orlando Avenue or Fairbanks Avenue on the setback line, to have each additional floor setback a minimum of 10 feet.

Building Façade: This property differs from standards allowable within the OAO as the district would require some degree of terracing, color or material change, window, balcony and additional setbacks to accomplish vertical articulation that will create relief to the massing of the building façade. The backside of this building fronts a parking lot and does not incorporate as many design elements as the front and Project #1. The awnings help to define the first floor, but could be improved. Overall, the buildings lack in character and do not give the impression of high-quality architecture that will hold appeal for many years.

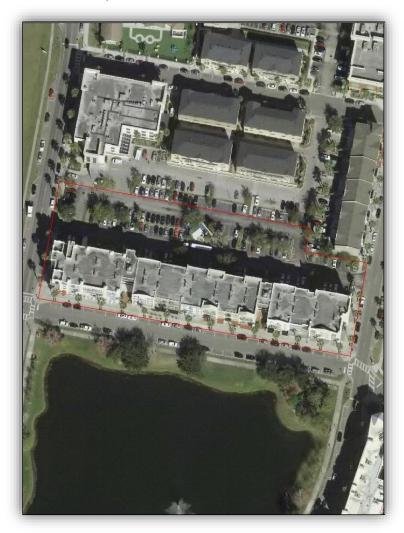




Flats at Avalon Park II Address: 12001 Avalon Lake Drive Orlando, FL 32828

Height	4 stories
Floor Area Ratio (FAR)	1.63
Site Size	2.66 acres
Adjacency to major roadway	<u>No</u>
Open Space %	0% onsite (only landscape islands & parking lot)
Setbacks	Front=15 ft, Sides=5 & 15ft, Rear=115 ft
Mixed-use component and development program	Yes – retail on first floor, multi-family above (84 units), and 106 surface parking spaces

^{*}items <u>underlined</u> do not meet the ideal comparable attributes





Comparison #3 Details:

Placemaking: Comparison #3 is located across the street from Comparison #1 & #2 and has similar placemaking attributes that create a strong sense of character. Although short of green/open space requirements by OAO standards, the close proximity to the nearby lake and park make the project noteworthy.

Pedestrian Accessibility/Safety: Being located across the street from Comparison #1 & #2, this location also has a pedestrian friendly appearance, on street parking buffers and street trees. These elements would need to be incorporated with the OAO. However, more green space and vegetation would be encouraged on a wide pedestrian sidewalk on the OAO.

Building Setbacks: This location would need additional setbacks to accomplish vertical articulation that will create relief to the massing of the building façade. The OAO would require any building over two stories in height that is located along Orlando Avenue or Fairbanks Avenue on the property line, to have each additional floor setback a minimum of 10 feet.

Building Façade: This property differs from standards allowable within the OAO as the district would require some degree of terracing and additional setbacks to accomplish vertical articulation that will create relief to the massing of the building façade. The first floor is also more defined in the Project, which is a requirement of the OAO. The use of color in the 2nd picture below creates a much more pleasing experience than the neutral colored building in the top picture.





Lofts at SODO Address: 100 W Grant Street Orlando, FL 32806

Height	5 and <u>6 stories</u>
Floor Area Ratio (FAR)	<u>2.93</u>
Site Size	3.73 acres
Adjacency to major roadway	Yes
Open Space %	10% (interior courtyards)
Setbacks	Front=0 to 25 ft, Sides=0 to 20 ft, Rear=0 ft
Mixed-use component and development program	Yes – retail on first floor, multi-family above, and an interior parking garage

^{*}items <u>underlined</u> do not meet the ideal comparable attributes





Comparison #4 Details:

Placemaking: Although this project has ample vegetation and many street trees, there is no open space/green space to be activated for public use. The intent of the Orange Avenue Overlay District is to ensure that the development and enhancement of properties includes the creation of meaningful, useable, accessible, green and beautiful open space that invites the public to relax, interact, recreate, unwind and stimulate social connection.

Pedestrian Accessibility/Safety: This project incorporates many of the elements that would be encouraged within the OAO in regards to the vegetation, shade trees, and on street parking buffers. However, the OAO would require a 10+ foot public walkway to promote a more pedestrian friendly environment. This wider sidewalk would also create more activity such as sidewalk dining, street furniture and retail display.

Building Setbacks: This location would need significantly greater setbacks to create visual relief of the massing of the building façade. The OAO would require any building over two stories in height that is located along Orlando Avenue or Fairbanks Avenue on the property line, to have each additional floor setback a minimum of 10 feet. These structures would also be setback from the back of curb significantly more than depicted here.

Building Façade: The architectural styles used are similar to that of what would be allowed within the OAO. This location has desirable architecture with articulation, material and color change that breaks up the building façade. The largest difference in architecture would be the materials used, as the OAO language requires higher quality and longer lasting building materials. The mature trees also help screen the building from the right-of-way/sidewalk, which is preferable.





The Rialto Condo Address: 7343 West Sand Lake Road Orlando, FL 32819

Height	4 to 5 stories
Floor Area Ratio (FAR)	Approximately 1.0 (includes lake area of parcel). Exclusion of the lake area yields a FAR of approximately 2.0
Site Size	5.9 acres
Adjacency to major roadway	Yes
Open Space %	3% with lake area included, 1.5% without lake area (interior courtyard)
Setbacks	Front=80 ft, Sides=0 & 25 ft, Rear=80 ft from lake
Mixed-use component and development program	Yes – retail on first floor, multi-family above, and a parking garage

^{*}items <u>underlined</u> do not meet the ideal comparable attributes



Comparison #5 Details:

Placemaking: This project has little to no space available for public use. There are small vegetative areas in front of the restaurants and a small park for residents of the condominium. The OAO would require further placemaking with open/green space available for public use.

Pedestrian Accessibility/Safety: With a parking lot as a buffer to heavy traffic, this location has standard 4-5 foot sidewalks and does not promote foot traffic. The OAO would encourage wider sidewalks that encourage restaurants to activate the space and create a pedestrian first environment.

Building Setbacks: This location would need additional setbacks to accomplish vertical articulation that will create relief to the massing of the building façade. The OAO would require any building over two stories in height that is located along Orlando Avenue or Fairbanks Avenue on the property line, to have each additional floor setback a minimum of 10 feet.

Building Façade: The architectural style is bland with little color change and articulation. The OAO would encourage more desirable architecture with articulation, material and color change that breaks up the building façade. Of note in this project, is that the parking structure is integrated into the building façade and is designed in a manner that masks the appearance of a standard parking garage with bland spandrels. Additional shade trees and landscaping would also be required.





COMPARISON #6

Station House at Lake Mary Address: 162 Crystal Lake Avenue Lake Mary, FL 32746

Height	4 stories
Floor Area Ratio (FAR)	1.73
Site Size	3.12 acres
Adjacency to major roadway	Yes
Open Space %	2% (interior courtyard)
Setbacks	Front=5 ft, Sides=0 & 20 ft, Rear=0 ft
Mixed-use component and development program	No, multi-family use with a parking garage

^{*}items <u>underlined</u> do not meet the ideal comparable attributes





Comparison #6 Details:

Placemaking: Although there is ample lower vegetation and some palm trees located around the property, there is little meaningful open space/green space that can be activated for public use and create a Third Place. The OAO would encourage places that can shape our public and private realm in order to maximize shared values. The main reason that this project was used is because it is an example of Transit-Oriented Design (TOD), given that the project is adjacent to a Sunrail Station. TOD is typically heavily residentially dominated, with higher densities required.

Pedestrian Accessibility/Safety: Being an apartment complex with no mixed use component, there is not as much of a need for an activated pedestrian space. This location has a standard sized sidewalks, concrete pylons at some locations to protect pedestrians, but otherwise has few buffers to create a comfortable environment.

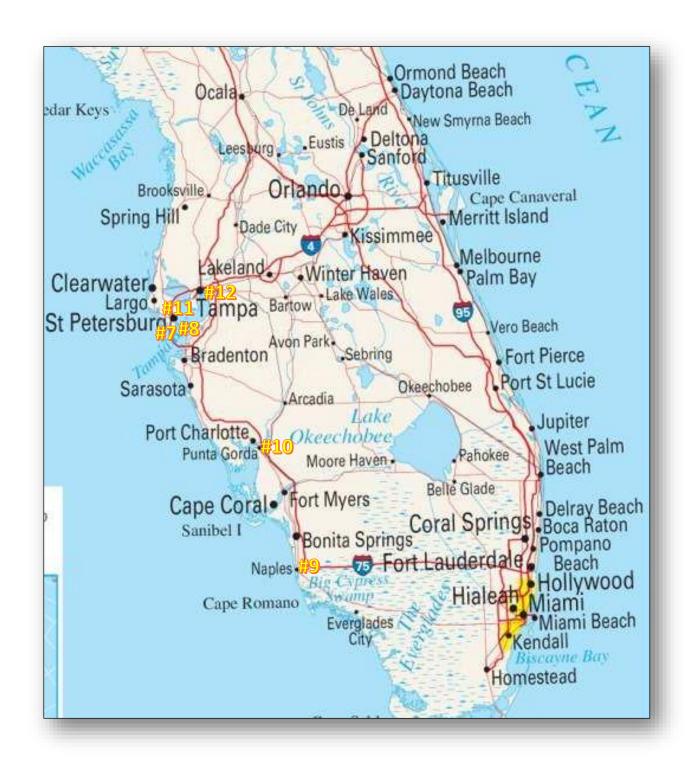
Building Setbacks: The entrance as seen in the first picture is an example of where the building is setback far enough where the massing and height are not visually imposing. The staggered corners of the building with dense vegetation surrounding also create relief from the massing of the building. All of the building would have to be setback and stepped back significantly in order to meet OAO standards.

Building Façade: This location has desirable architecture with articulation, material or color change, window, balcony, terrace or other visual breakup of the building façade at least every 50 feet, both vertically and horizontally.





Part II: Outside Orlando Area





Fusion 1560 Address: 1560 Central Ave St. Petersburg, FL

Height	4 stories
Floor Area Ratio (FAR)	<u>3.1</u>
Site Size	3.8 acres
Adjacency to major roadway	Yes
Open Space %	8% (interior courtyards)
Setbacks	Front, Sides & Rear=15 to 20ft
Mixed-use component and development program	Yes – retail on first floor, multi-family above (325 units), and a parking garage

^{*}items <u>underlined</u> do not meet the ideal comparable attributes





Comparison #7 Details:

Placemaking: This location has a combination of shade and palm trees, has ample vegetation and open space. The spacious area at the front of the mixed-use building provides a great location for the public.

Pedestrian Accessibility/Safety: This project has wider sidewalks than seen in most projects within this study. These wider sidewalks encourage the activation of this space to create a pedestrian first environment. The 10+ foot sidewalks with on street parking allow for space to park bikes, restaurants to set up outside dining while still allowing space for foot traffic.

Building Setbacks: This location is a good example of how additional setbacks can create relief to the massing of the building façade. The OAO would require any building over two stories in height that is located along Orlando Avenue or Fairbanks Avenue on the property line, to have each additional floor setback a minimum of 10 feet, or have the entire building setback further, creating more open public space that could be activated.

Building Façade: The architectural styles used are similar to that of what would be encouraged within the OAO. This location has desirable architectural design with articulation, material and color change that breaks up the building façade. The larger setbacks from the street create relief from the massing of the building, much like the requirements of the OAO. The first floor is also well defined which creates relief from the mass of the building.





1010 Central Avenue Address: 1010 Central Avenue St. Petersburg, FL

Height	3 to 4 stories
Floor Area Ratio (FAR)	<u>Unable to Determine Based on Data Available</u>
Site Size	3.84 acres
Adjacency to major roadway	Yes
Open Space %	5% (interior courtyard)
Setbacks	Front, Sides & Rear=5 to 10ft
Mixed-use component and development program	Yes – retail on first floor, multi-family above, and a parking garage

^{*}items <u>underlined</u> do not meet the ideal comparable attributes





Comparison #8 Details:

Placemaking: This location has little vegetation with a few palm trees located around the property that do not provide shade. There is little green space and open space available for public use. The increased setbacks towards the edge of the property have potential for public use, yet the space is not activated.

Pedestrian Accessibility/Safety: This location provides on street parking buffers and some vegetative buffers with shrubbery and palm trees, but could be enhanced with larger shade trees. The OAO would encourage wider sidewalks and more components for a pedestrian friendly environment.

Building Setbacks: This location would need additional setbacks to accomplish vertical articulation that will create relief to the massing of the building façade. The OAO would require any building over two stories in height that is located along Orlando Avenue or Fairbanks Avenue on the property line, to have each additional floor setback a minimum of 10 feet.

Building Façade: The architectural style does not provide relief to the massing of the building. This property, although has some terracing, does not provide much articulation, or color/material changes. This building façade would not meet standards required by the OAO, and looks very monolithic. The length of the building without spacing would not be allowed.

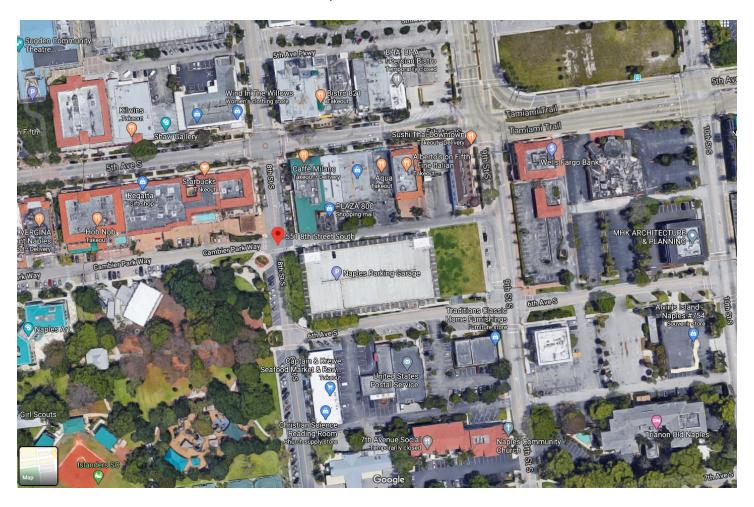




Parking Garage Address: 551 8th Street Naples, FL

Height	3 to 4 stories
Floor Area Ratio (FAR)	<u>Unable to Determine Based on Data Available</u>
Site Size	3.84 acres
Adjacency to major roadway	Yes
Open Space %	<u>0% onsite</u>
Setbacks	Front, Sides, & Rear=10 to 25 ft
Mixed-use component and development program	<u>No – parking garage</u>

^{*}items <u>underlined</u> do not meet the ideal comparable attributes





Comparison #9 Details:

Placemaking: This project, though only a parking garage, was used due to the architectural design, display of public art, and vegetation. The shade trees, shrubbery and decorative wall vines provide a human scale that is aesthetically pleasing for anyone that passes by. There are many design elements of this project that would be encouraged/required in the OAO. This is specifically the type of parking structure that would be anticipated in the OAO.

Pedestrian Accessibility/Safety: This location provides on provides a very safe and comfortable pedestrian experience. Though the OAO is designed to provide more of a walkable street experience, many of the elements of this project could be used as design inspiration for OAO elements.

Building Setbacks: The setbacks here would not meet exact OAO setbacks, but the context of the surrounding area for this project makes this design very appropriate.

Building Façade: The architectural style provides excellent relief to the massing of the building. The combination of good architecture, significant articulation, artistic elements, and the utilization of landscaping create a very pleasing project.



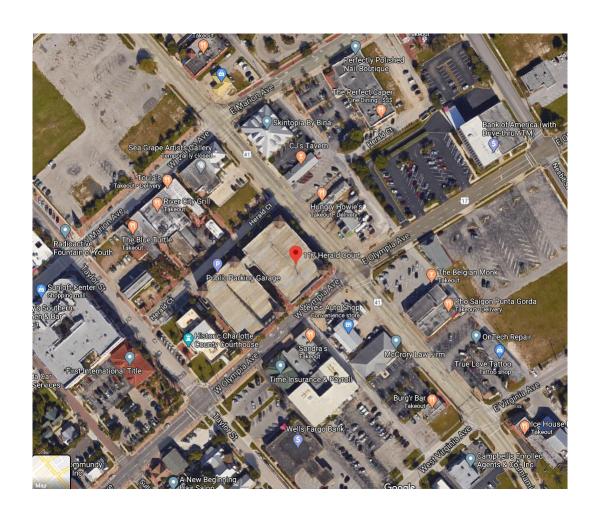


CRA of City of PG — Mixed-Use Parking Structure

Address: 117 Herald Ct. Punta Gorda, FL 33950

Height	3 to 4 stories
Floor Area Ratio (FAR)	<u>Unable to Determine Based on Data Available</u>
Site Size	3.84 acres
Adjacency to major roadway	Yes
Open Space %	<u>0%</u>
Setbacks	Front, Sides, & Rear= 15 ft
Mixed-use component and development program	Yes – retail on the first floor, parking garage above

^{*}items <u>underlined</u> do not meet the ideal comparable attributes





Comparison #10 Details:

Placemaking: This location has little vegetation with a few palm trees located around the property that do not provide shade. There is little green space and open space available for public use. The increased setbacks towards the edge of the property have potential for public use, yet the space is not activated due to the nature of the use. What is unique about this property is the integration of commercial spaces into a parking structure that serves the surrounding area (which is needed for the OAO).

Pedestrian Accessibility/Safety: This location provides on street parking buffers and some vegetative buffers with shrubbery and palm trees, but could be enhanced with larger shade trees. The OAO would encourage slightly wider sidewalks, but the use of brick, combined with street trees creates a safe pedestrian experience.

Building Setbacks: This location would need additional setbacks to accomplish vertical articulation that will create relief to the massing of the building façade. The OAO would require any building over two stories in height that is located along Orlando Avenue or Fairbanks Avenue on the property line, to have each additional floor setback a minimum of 10 feet.

Building Façade: The architectural style does not provide relief to the massing of the building. This property, although has some terracing, does not provide much articulation, or color/material changes. For a regional parking structure, this project is worth consideration due to the way that it incorporates some commercial elements and is designed to not look like a parking structure.



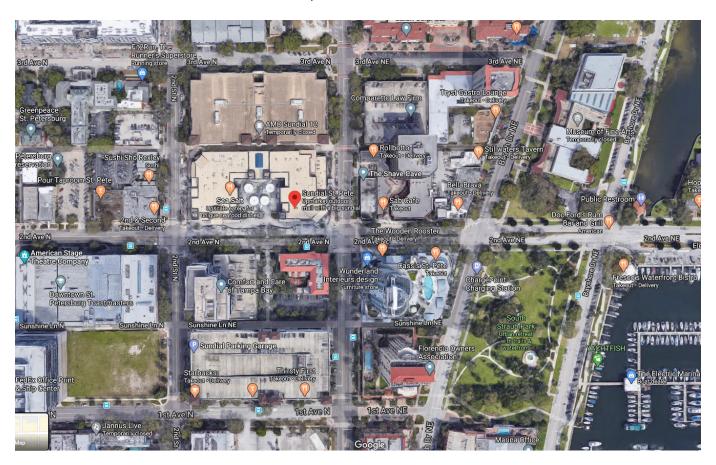


The Sundial

Address: 153 2nd Ave North St. Petersburg, FL 33701

Height	<u>2 stories</u>
Floor Area Ratio (FAR)	1.26
Site Size	2.2 acres
Adjacency to major roadway	Yes
Open Space %	21%
Setbacks	Front, Sides, & Rear= 15 ft
Mixed-use component and development program	Yes – office, retail, and interior plaza space

^{*}items <u>underlined</u> do not meet the ideal comparable attributes





Comparison #11 Details:

Placemaking: This project displays almost every key element of placemaking and is the best example of what type of development would be encouraged in the OAO. The incorporation of meaningful open space that ties into the built environment is exemplary. This project shows that meaningful open space does not always have to be greenspace, but can be paver courtyard with integrated landscaping. The use of public art creates an amazing visual experience, with the featured art piece being a 3-story working sundial.

Pedestrian Accessibility/Safety: The pedestrian experience displayed by this project is significant. The buildings are designed with architectural elements and at a scale that creates a very comfortable experience for the pedestrian. The courtyard area provides protection and separation from the vehicular environment.

Building Setbacks: The building is located closer to the back of curb in some areas of the site than would be allowed in the OAO, but the front area depicted here is setback significantly from the adjacent street, reflecting what would be allowed in the OAO. Additionally, the building elements incorporate stepbacks that aren't precisely what is prescribed in the OAO, but show how stepbacks and articulation can break up the massing of a building.

Building Façade: Once again, this project embodies exactly what the OAO seeks to achieve. The materials are high quality and the mixture of stone, glass, metal and tile create a very aesthetically pleasing façade. Articulation of façade is prevalent throughout the development.





Armature Works

Address: 1910 N Ola Ave Tampa, FL 33602

Height	<u>2 stories</u>
Floor Area Ratio (FAR)	0.75
Site Size	2.85 acres
Adjacency to major roadway	<u>No</u>
Open Space %	40% - landscape/hardscape plazas
Setbacks	Front & Sides=60 to 120 ft, Rear=10 ft,
Mixed-use component and development program	Yes – retail with interior & exterior open courtyards

^{*}items <u>underlined</u> do not meet the ideal comparable attributes





Comparison #12 Details:

Placemaking: This project is another great example of great placemaking. In many ways, it feels like a larger version of the State Auto Building that exists along Orange Avenue. It also has many elements seen in successful local food halls such as East End Market or Plant Street Market. The open space feeds right into the commercial space with large glass doors that open up. The glass also makes both the building and the open space feel larger. The experience created by the proper use of key placemaking elements in extraordinary. The main courtyard area is hardscape, but opens up into an area of meaningful open space that invites play, including yards games and open recreation space.

Pedestrian Accessibility/Safety: The sidewalks around the development are separated from the street by vegetation and the majority of the pedestrian area is open and protected, creating a safe experience.

Building Setbacks: Two sides of the development do not have significant setbacks, but the front area is setback significantly and places the meaningful open space at the front of the property, creating a very inviting experience. The building is only 2 stories, so no stepbacks would be required.

Building Façade: This building façade dates back over 100 years, as this project is an adaptive reuse of a building that once housed Tampa's streetcars. This is a perfect example of why the OAO requires materials such as brick, stone and other materials with a long life. They stand the test of time and never go out of style. The façade does provide good articulation and incorporates other architectural elements that are required in the OAO.



