



**2015 - 2045**  
**Neighborhood Improvement Plan**  
*Many Cultures, One Bright Future!*

# Table of Contents

**Executive Summary** ..... **Page 1**

**Chapter 1: Introductions** ..... **Page 3**

**Chapter 2: District Profile** ..... **Page 5**

**Chapter 3: District Assessment** ..... **Page 9**

**Chapter 4: District Vision** ..... **Page 29**

**Chapter 5: District Agenda** ..... **Page 35**

**Chapter 6: District Financing** ..... **Page 49**

**Appendix** ..... **Page 51**

# Executive Summary

## *Overview of the District Plan*

The Pine Hills Neighborhood Improvement District (PHNID) was established by local ordinance on December 20, 2011. Per Section 163.516 of the Florida Statutes, the PHNID is required to develop a Local Government Neighborhood Improvement Plan (NIP); which serves to meet the requirements and intent of Orange County Ordinance 2011-21 and the Safe Neighborhoods Act of Florida. Subsection 163.516(4) of the law requires that this document be consistent with Orange County's Comprehensive Plan. It is essential that the plan be prepared in compliance with these rules and guidelines in order for the District to maintain its status.

Development of this plan serves as the first step towards creating a vibrant business district within the Pine Hills community. The vision and mission of the PHNID is to bring businesses, citizens and government together to address the challenges within the district in order to build a community where our citizens can once again live, work, play and learn in a safe, family-oriented, pro-business environment. The recommended policies, programs and projects contained within the plan are designed to fulfill this vision and mission.

The purpose of the Neighborhood Improvement Plan (NIP) is to assess existing conditions within the district and provide a framework for bringing positive and constructive change to the area. The District Assessment contains the analyses of current data relevant to the District, including demographics, crime, land use, zoning, housing and transportation. It also clarifies key challenges and opportunities. The District Agenda expresses the community's vision, goals and objectives for the District. It establishes a clear implementation strategy comprised of policy, program and project recommendations.

The District Assessment reveals a number of key challenges and opportunities for the District. First, the District must embrace the multi-cultural environment of the Pine Hills community and work to create unity. Fragmentation has hindered the community's efforts to build political support for investment in area infrastructure necessary for redevelopment and revitalization of the community. Competing interests have clashed, thereby creating uncertainty about what the community desires and wants for itself. Opportunity exists in creating unique cultural destination centers that promote and celebrate the different cultures and ethnicities that make-up Pine Hills. These destination centers can serve as private and public spaces that create community learning opportunities, understanding and unity among the different groups. When coupled with catalyst projects such as permanent transit structures, these centers can spark local, national and international investment opportunities within the district and greater community. In regard to housing, the existing housing stock is severely aged and unappealing to modern home buyers. The rise of the business corridor along Pine Hills Road has created undesirable conditions for continued residential use. Therefore, the District needs to seek

opportunities to eliminate undesirable residential components and shift them into new areas such as the proposed Town Center creating more mixed use, pedestrian friendly developments that promote a live, work, play and learn environment for area residents. Land Use and Zoning is another area of concern, many of Orange County's development regulations and zoning ordinances are counter-productive to the District's redevelopment efforts. Orange County should adopt land use and development policies that facilitate infill redevelopment and reduce development costs associated with such projects. There are few community facilities within the District and surrounding area. The Town Center redevelopment project offers an opportunity to increase institutional uses in the area and enhance community facilities and new infrastructure investment. Overall, the community has good transportation infrastructure in place. However, pedestrian safety is a major concern for the area. There is opportunity to significantly improve pedestrian safety and security within the district. The District's greatest challenge remains public safety and security. The negative perceptions about crime and public safety are a persistent problem for the community. Years of negative media coverage has created a lasting impression that Pine Hills is not a safe place and this hinders economic development opportunities throughout the area. Realistically, major crimes are on the decline and statistically speaking it is safer to live in Pine Hills than many other Central Florida locations. The District has the opportunity to change these negative public perceptions about the community by actively combatting criminal activity and reversing negative media coverage. Furthermore, it can improve the physical environment so that residents and visitors once again feel safe in the community. Details about the District's Assessment can be found in Chapter 3.

The *District Agenda* sets forth the planned investments and activities of the District during the Plan's 30-year horizon. Key elements of the investment strategy include:

- Designating the area as an Urban Infill and Redevelopment Area
- Modifying existing land use and development regulations to better support infill redevelopment
- Developing and implementing Master Plans for key nodes along corridors
- Implementing Crime Prevention Through Environmental Design (CPTED) standards and best management practices (BMPs)
- Developing and implementing a comprehensive economic development strategy
- Developing and implementing a comprehensive marketing strategy
- Enhancing public safety and security
- Enhancing area aesthetics particularly along business corridors
- Improving area infrastructure to better support redevelopment and revitalization efforts

Details about the *District's Agenda* and the Capital Improvement Program (CIP) can be found in Chapters 4 and 5.

# Introduction

## *Introduction to the Neighborhood Improvement Plan for the Business District of Unincorporated Pine Hills, Florida*

### **Purpose**

The Pine Hills Local Government Neighborhood Improvement Plan (NIP) is the first step towards creating a vibrant Pine Hills Business District through revitalization and redevelopment efforts. Our goal is to create a safe, family-oriented, pro-business environment for the citizens of our community. The Neighborhood Improvement Plan (NIP) evaluates existing conditions and provides a framework for bringing positive and constructive change to the area. The plan contains two primary parts: (1) the District Assessment and (2) the District Agenda.

Production of the District Assessment involved the collection and analysis of various data and information including general demographics and current crime, land use, zoning, housing and transportation data for the district. In addition, it identifies and clarifies key challenges and opportunities for the District. The District Assessment contains the final product of analyses and provides a concise, informative report that forms the basis for developing the District Agenda.

The District Agenda expresses the community's vision, goals and objectives for the District. It establishes a clear implementation strategy including policy, program and project recommendations. The District Agenda serves as the official action plan for the established planning period of 2015 to 2045.

The Neighborhood Improvement Plan (NIP) serves to meet the requirements and intent of Orange County Ordinance 2011-21 and the Safe Neighborhoods Act of Florida. This plan is created pursuant to Section 163.516 of Florida Statutes including Subsection 163.516(4) of the law, which requires that this document be consistent with Orange County's Comprehensive Plan. It is essential that the plan be prepared in compliance with these rules and guidelines in order for the District to maintain its status. In order to expedite the designation of an urban infill and redevelopment area, the NIP also contains the documentation required by Florida Statutes 163.2517.

## Scope

The *District Assessment* provides a summary of community analyses in order to provide an easy reference for stakeholders and helps the District identify and define critical issues and opportunities. The *District Assessment* includes the following information, as required by the Safe Neighborhoods Act:

- General demographics
- Analysis of existing land use and development patterns
- Analysis of area housing
- Analysis of area transportation facilities and traffic patterns
- Analysis of public safety data
- Analysis of crime-to-environment relationship
- Identification of issues and opportunities

The *District Agenda* represents the ideas compiled during the assessment phase and additional/new ideas obtained through the public participation process. The *District Agenda* defines the future work program for public investments in the District and policy statements intended to guide Orange County in achieving revitalization and redevelopment in the community. The *District Agenda* includes the following information, as required by the Safe Neighborhoods Act:

- Community Vision, Goals and Objectives
- Identification of needed policy changes
- Identification of public safety techniques and strategies to be implemented
- Identification of methods for long-term evaluation and measurement of crime reduction within the district
- Identification of capital improvements and service program strategies

# District Profile

## *Identification of general background and community history*

### PHNID Background

The Pine Hills Neighborhood Improvement District (PHNID) was established by Orange County Ordinance #2011-21 adopted by the Orange County Board of County Commissioners on December 20, 2011 and became effective on December 30, 2011. This ordinance was in direct response to the recommendations of the 2010 Pine Hills Business Redevelopment Task Force, which issued its final report Neighborhood Economic Development and Marketing Analysis of the Pine Hills Area in November 2010. The report identified five key elements for successful redevelopment of the Pine Hills community:

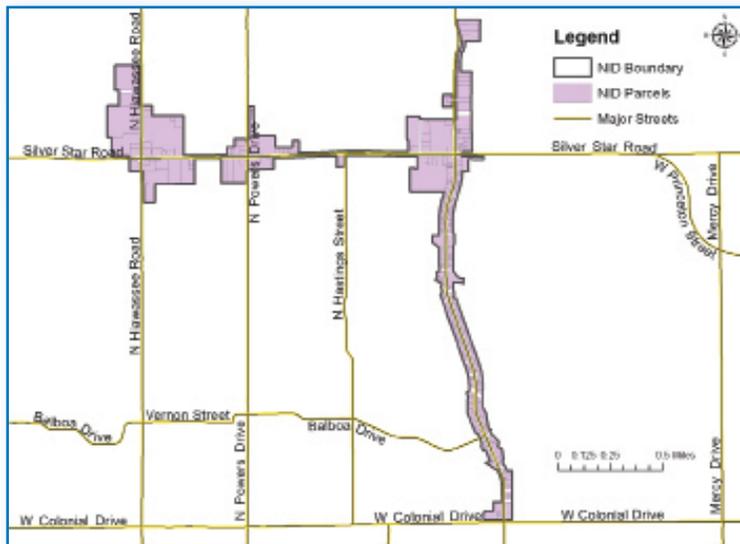
- Establish an effective implementing organization
- Create a vibrant, mixed-use Town Center for the community
- Develop attractive and functional corridors
- Establish effective intermodal connectivity in the community
- Create and sustain strong neighborhoods

The PHNID was created as a Local Government Neighborhood Improvement District under the Safe Neighborhoods Act. However, it functions as a Business Improvement District. Upon its creation, the Pine Hills NID was tasked to serve as the entity accountable for implementing redevelopment and revitalization strategies within the Pine Hills business corridors. The BCC tasked the NID with preparing and recommending specific plans for improvement of the Pine Hills commercial areas through the development of a Neighborhood Improvement Plan. It was also tasked with preparing an annual report of its activities to the BCC. The Annual Report would include an annual work plan for capital improvements and programs for implementation in the following year. The PHNID is governed by a 7-member Board of Directors and a 7-member Advisory Council. The members of Orange County BCC serve as the Board of Directors of the NID. The Advisory Council membership is made up of property owners within district who are appointed by the Mayor of Orange County, the BCC District Commissioners (District 2 & 6), the Pine Hills Community Council or the Pine Hills Safe Neighborhood Partnership. The Advisory Council is empowered with preparing the annual report of activities, formulating improvement plans for the District and making policy recommendations to the Board of Directors.

## PHNID Boundaries

The Pine Hills Neighborhood Improvement District (PHNID) encompasses the narrow corridor of properties fronting Pine Hills Road and Silver Star Road in the unincorporated area of Orange County, Florida known as Pine Hills. The boundaries of the District are essentially defined as all commercial zoned parcels of land along Pine Hills Road from West Colonial Drive (SR 50) north to Champaign Circle and Silver Star Road from Perrine Place west to N. Hiawassee Road. It also includes those commercial zoned properties along N. Hiawassee Road from Odessa Drive north to Hickory Branch and Powers Drive just north of Silver Star Road.

Map 2.1: PHNID Boundaries



Map 2.1: Map 2.1: Pine Hills NID is located on the western most edge of the Pine Hills community extending along Pine Hills Road and west through its central core along Silver Star Road. Source: [www.ocfl.net/pinehills](http://www.ocfl.net/pinehills)

## PHNID Funding

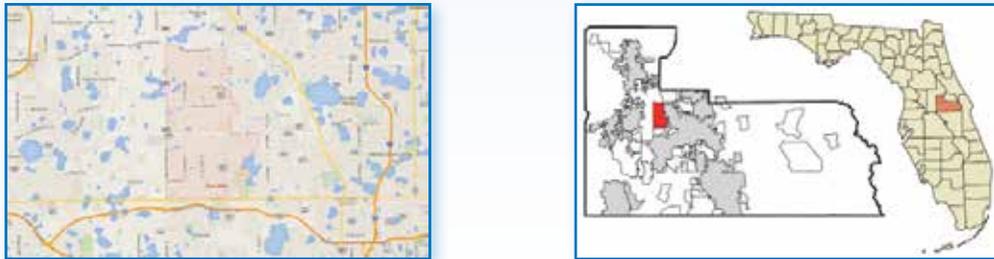
The PHNID's primary source of funding comes from Orange County. The BCC has authorized the NID to receive an annual allocation of funding from the Crime Prevention Fund in the amount of \$125,000 until 2022. The Crime Prevention Fund collects fines from criminals, at a rate of \$50 per felony and \$20 per misdemeanor. These funds can be utilized to improve high crime neighborhoods. In addition to Crime Prevention Funding, the Pine Hills NID is actively pursuing grants from private, state and federal sources to fulfill its mission.

The NID has also begun conversations with local business and property owners about the possibility of either a special assessment or ad valorem tax for all commercial properties in the district. The revenue generated from such a tax or assessment would be used to fund projects, programs and services offered by the District such as crime prevention, infrastructure investments, business assistance and beautification. Either option would first require a unanimous vote of the Board of County Commissioners. If approved, the issue would be presented as a referendum to all district property owners/freeholders for approval.

## Community History

The Pine Hills Community is located in northwest unincorporated Orange County. It is approximately 7-miles northwest of downtown Orlando and contains 12.25 square miles of land area. The community is bounded by Apopka-Vineland Road to the West, Clarcona-Ocoee Road (SR 431) to the north, Pine Hills Road and the Orlando City Limits to east and the East-West Expressway (TR 408) to the south.

Map 2.2: General Location Maps



Map 2.2: Pine Hills is located in Central Florida within Orange County, northwest of the City of Orlando. Sources: Bing & Wikipedia

Pine Hills began in 1953 with the construction of Robinswood and Pine Ridge Estates subdivisions. It is one of the oldest and largest suburbs in the greater Orlando area. It was originally developed to serve as a bedroom community for upper-middle and middle class workers for Martin Marietta Company (now Lockheed Martin). It quickly became home to a wide variety of Orlando's workforce that included corporate executives, managers, postal workers, utility employees, educators, mechanics, small business owners and other upper, upper-middle and middle-income earners. Silver Pines Country Club, which included an 18-hole golf course, a swimming pool, club house and restaurant, combined with good community schools made it a major selling point for many of the area's first residents.

During the 1960's and 1970's the community rose to a state of prominence in the metropolitan Orlando area as an upper-middle class suburb. However, in the late 1980's and throughout the 1990's, the community slipped into decline and experienced significant, steady increases in crime that plagued the community. Violent crime became a major problem and many residents moved from the area leaving behind the declining neighborhoods. In addition, many local businesses closed creating an abundance of vacant commercial space in the community. Limited commercial diversity and declining employment opportunities took a major toll on the local economy. Due to a lack of investment many of these properties fell into disrepair- creating a greater sense of blight within the community. As a result, Pine Hills became known as a high-crime, impoverished area. This negative public perception of the community persists even today.

The market collapse of 2008, fueled by the mortgage and financial industry crisis that struck the nation, had a major impact on the local economy of Pine Hills and Florida. Pine Hills was a major marketplace for subprime mortgage loans during the housing boom of the early 2000's. When the markets collapsed, many residents lost their jobs and their homes. Foreclosure rates spiked in Pine Hills and the throughout Central Florida. This further destabilized the area's economy and resulted

in the flight of major retailers and the loss of many small businesses that had become the backbone of the local economy. Subsequently, the area became flooded with vacant homes and a significant surplus of retail and office space further depressing property and rental values in the area. Many relatively new shopping plazas that had once been vibrant economic and employment centers for the community turned into empty and blighted store fronts or completely vacant buildings that have since fallen into disrepair. Some smaller building have been completely abandoned and boarded up. They remain empty today creating a significant eyesore for the community.

## Community Demographics

According to 2010 U.S. Census Data, the overall population of Pine Hills CDP is 60,076. This represents a population density of 4,904.4 persons per square mile. It is one of the most culturally and ethnically diverse communities in central Florida. It is truly a majority minority community. Caucasians make up only 19.6% of the population. Blacks or African Americans make up the largest portion of the majority minority at 67.6% followed by Hispanics or Latinos at 13.9%. Asians make-up 3.8%, Native Americans or Alaskan make-up 0.5%, Pacific Islander or Hawaiians 0.1%. Two or more races make-up 3.4% of the population and other races makes up 5%. The median age is 32.3 years. 60.9% of the population is between 18 & 65 years of age, 29.9% of the population was under 18 years of age and 9.2% were over 65 years of age. 53% are female and 47% are males. 27.5% of the population is foreign born. 30.3% of the population speaks a language other than English at home. 54.9% of the population has, at least, a high school level education, 8.8% have an associate's degree, 12.9% have a bachelor's degree or higher. The per capita income is \$15,874. The median household income is \$38,767. 20.6% of the population lives below the poverty level. Of those 16 years or older, only 60.7% are in the labor force and 39.3% are not in the labor force. The unemployment rate for Pine Hills is 11.3%. The mean travel time for employment is 30.1 minutes. There are a total of 2,679 businesses in the area, of which 36.3% are black owned businesses, 14.5% are Asian owned businesses, and 15.9% are Hispanic owned businesses.

## Previous Planning Efforts

The Pine Hills community has been the focus of many previous community planning efforts over the last decade. They include studies on a variety of issues including land use planning, economic development, transportation, parks & recreation, water and sewer services, etc. The most notable of these are the 2004 Pine Hills Land Analysis and Strategic Plan, the 2010 Neighborhood Economic Development Marketing Analysis and the 2014 APA Community Assistance Planning Team Report for the Pine Hills Town Center Redevelopment Project. These reports are the foundation for the recommendations set forth in this plan. Many of the projects and programs recommended in this document are drawn directly from these previous efforts. Our intention is to fulfill the commitments of the past while meeting the needs of the future. These three plans are provided as support documentation and demonstrate a collaborative and holistic public participation process in accordance with Florida Statute 163.2517(2)(a).

# District Assessment

## *Identification of existing conditions*

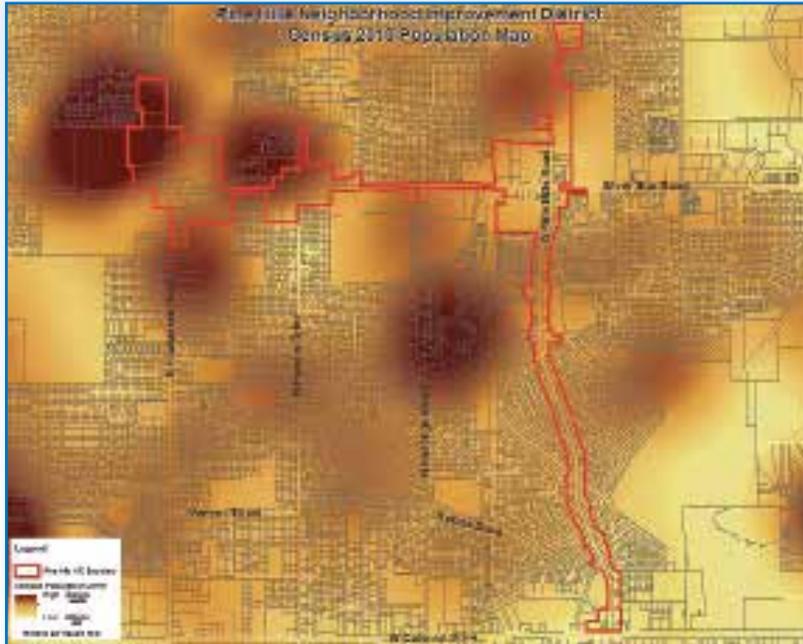
When preparing a community for revitalization and redevelopment it is important to first assess existing conditions in order to understand the specific challenges and opportunities that may be encountered. This understanding leads to the ability of stakeholders to clearly define specific challenges and opportunities and thus ultimately help define specific solutions necessary to achieve success. The assessment topics include the following general areas:

- Demographics
- Housing
- Land Use/Zoning
- Transportation
- Public Safety and Security

## Demographics

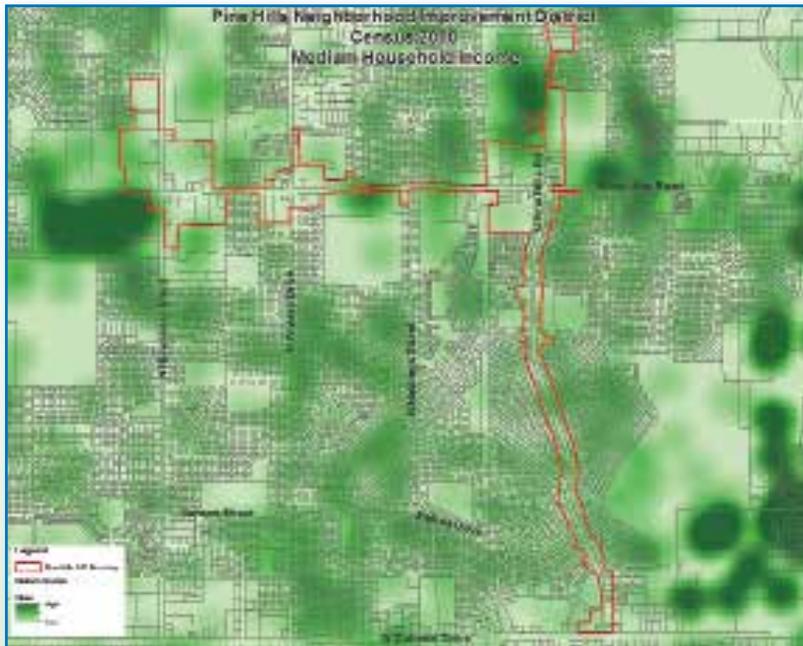
The Pine Hills NID is primarily a commercial corridor. Daytime workers and business clientele comprise the majority of the District's population. A small- but rapidly declining- residential population also resides in the District along Pine Hills Road. These estimated 219 residents live in concert with approximately 371 businesses. The owners of these businesses are as diverse as the population they serve. Currently, 36.3% of area businesses are black owned, 14.5% are Asian owned, and 15.9% are Hispanic owned.

**Map 3.1: Census Population Density Map**



Source: 2010 US Census Data, Orange County Fiscal & Operational Support Division, GIS Unit, October 2014.

**Map 3.2: Census Income Map**



Source: 2010 US Census Data, Orange County Fiscal & Operational Support Division, GIS Unit, October 2014.

## Challenges & Opportunities

**Diversity Challenges** – The diversity of the population creates a number of unique challenges. First, a single or dominate culture is no longer reflected in the community. This lack of a single or dominate culture has led to fragmentation of the community as different groups with similar cultures and backgrounds have created their own internal cliques. The community, therefore, struggles to find a singular or even united voice to champion its causes. Similar fragmentation is evident within the business community. The diversity of business ownership creates similar challenges in finding common ground. Many citizens and business owners are first generation immigrants and English is not their native tongue. This often results in significant language barriers between the different groups and further alienates the businesses and the diverse community they serve.

**Diversity Opportunities** – The PHNID must find commonality and unity with the different cultures of the community. The diversity of Pine Hills presents unique opportunities for residents and businesses alike. It is important that all stakeholders embrace the multicultural environment and use it as an asset to expand economic opportunities for all. The Greater Orlando area is already an international destination thanks to major tourist attractions such as Walt Disney World, Universal Studios Orlando Resort, SeaWorld, Aquatica, Discovery Cove, the Holy Land Experience and other major attraction centers. Pine Hills lies just minutes away from these major destination centers and should capitalize on the tourism they attract by creating unique cultural destination centers within the District. To some extent these cultural destinations already exist with the Caribbean and Asian market places thriving in previously vacant shopping plazas. The goal is to grow and expand these concepts throughout the core business corridors of the District. Rather than simply locating into abandoned shopping centers, entirely new developments can replace these older structures. These new developments can incorporate architectural elements that exhibit distinct characteristics of these various cultures. For example, the District could cultivate a cultural tourism industry by building replicas of a traditional Asian center, Caribbean center, Middle Eastern center, Mediterranean center, Hispanic center or other unique destinations to promote cultural diversity and unity. Visitors would be drawn to these centers to buy traditional foods, clothing, crafts and other souvenirs native to the various cultures represented. These visitors would leave satisfied with an experience that enlightened them about different cultures and the value each has to offer our world. Pine Hills could quickly become a place of destination and investment as investors from around the world find value in sharing their own cultures and community. This, in turn, could create the inclusive environment needed within the Pine Hills Community by sending the message that we can unify ourselves by embracing the uniqueness of our own cultures and sharing the value that each has to offer. Furthermore, the diversity of native languages often creates unique challenges, but it can also be an opportunity to reach people on their own terms and engage them in the public processes of community revitalization. The diversity of Pine Hills presents both the District and Orange County with the opportunity to build lasting relationships with various

minority populations that typically aren't engaged in the local decision-making process. Building bridges is an important part of the community relationship process. Engaging these populations in Pine Hills may lead to broader diversity of public involvement throughout Orange County.

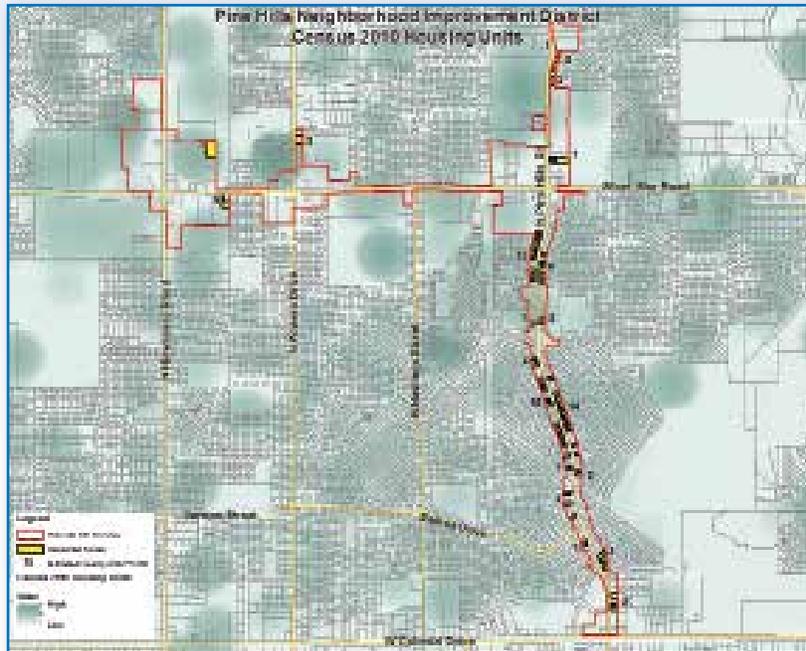
**Economic Challenges** – The Pine Hills community has a significant portion of its populations living at or below the poverty level. This is the result of high number of citizens who remain chronically unemployed and under educated. A significant portion of the population (23.4%) lacks a high school diploma. One explanation for this is the large percentage of immigrants who live in the community. This lack of education and job skills has limited employment options for the local workforce. Many citizens are left with only low-wage employment opportunities. The 2010 Census median household income of \$39,466 is significantly less than the state median of \$57,128.

**Economic Opportunities** – The Pine Hills community has a chance to take advantage of economic development tools designed specifically for communities with high unemployment and high poverty levels. Federal and state programs such as Enterprise Zones, Brownfield Economic Development Initiative (BEDI), EDA Planning & Local Technical Assistance Program, Choice Neighborhoods, Section 108 Loans, Work Opportunity Tax Credits and several other programs could be tapped to create new employment and income opportunities for area residents. There is also opportunity to seek direct federal and state appropriations to support special economic development, employment and workforce development projects in the community and district.

## Housing

There are approximately 192 residential structures located within the boundaries of the District. Seventy-five of these single-family homes are currently zoned for residential use. The remaining 117 units are zoned for office and professional use. A number of these structures remain unoccupied. Residential properties of the District are only located along the Pine Hills Road corridor. Residential structures along Silver Star Road were intentionally excluded from the District boundaries.

Map 3.3: Census Housing Density Map



Source: 2010 US Census Data, Orange County Fiscal & Operational Support Division, GIS Unit, October 2014.

## Challenges & Opportunities

**Housing Challenges** – The existing housing inventory within the district is severely aging and currently undesirable. Many of these units have fallen into disrepair due to both age and neglect. A significant number of units are vacant or abandoned due to foreclosure. The majority of housing units within the district, particularly along Pine Hills Road, have been converted over the last 30-years into commercial uses. This has created an undesirable environment for those units that remained residential in use. Increased traffic volume, high property value, high taxes and the loss of the neighborhood character along Pine Hills Road caused many homeowners to leave the district for other areas. This combination of factors has created little incentives for owners to improve their properties.

**Housing Opportunities** – Orange County has the opportunity to take advantage of a number of tools to promote the revitalization of housing within the District. First, the District can promote more mixed-use urban development within the Town Center area as recommended by the May 2014 American Planning Association report (see Supporting Documentation). APA recommended creating a vibrant, pedestrian oriented town center area that promotes a live, work, play and learn atmosphere and offers a safe, family-oriented environment. Many of the existing residential units can be replaced with a wider variety of housing choices, as well as more modern facilities that offer residents a better quality of life. Furthermore, existing homes could be remodeled and thus revitalized through programs such as Community Development Block Grants, Urban Development Action Grants, HOME Program Grants, Neighborhood Stabilization Program funds and others. Finally, the community can incentivize partnerships with private investors who rehabilitate existing housing units.

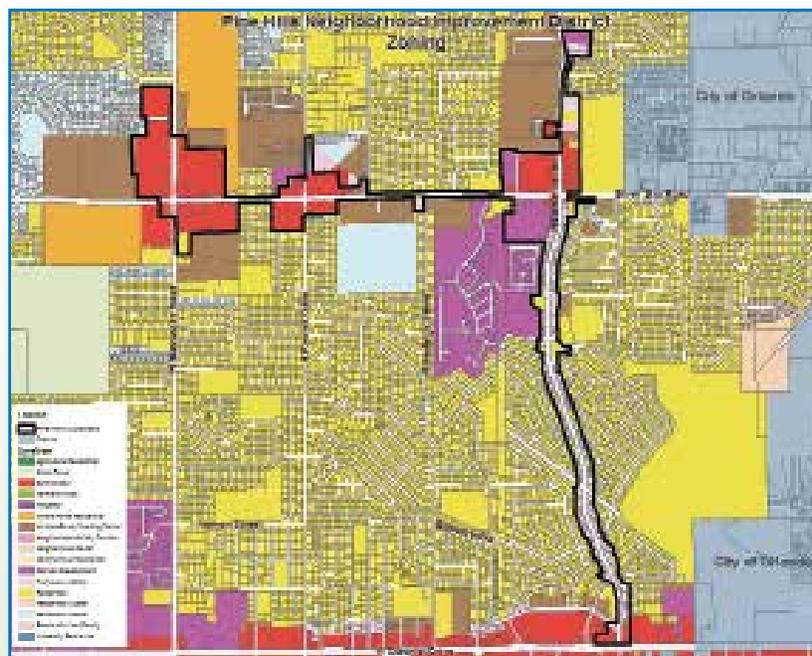
## Land Use and Zoning

Orange County's current Existing Land Use Map identifies the District as being dominated by Commercial and Professional Office uses with some scattered pockets of Low Density and Medium Density designations. There are currently six zoning categories under the existing land-use plan. They include:

- **R1-A** - Low density residential
- **R-3** - Medium density residential
- **P-O** - Commercial Office Professional
- **P-D** - Mixed-use Planned Development
- **C-1** - Commercial
- **C-2** - Commercial
- **C-3** - Commercial

The majority of the District is zoned C-2 commercial or Professional-Office. The Pine Hills Road corridor is primarily zoned Professional-Office, C-1 & C-2. From Colonial Drive north to Alhambra Drive, it is zone C2. From Alhambra Drive north to Silver Star Road, it is zoned mostly P-O with an occasional R1-A. North of Silver Star the corridor is mostly C-1 & C-2 with some P-O and R1-A. The Silver Star Road Corridor is primary zoned C-1 & C-2 with some P-D and P-O.

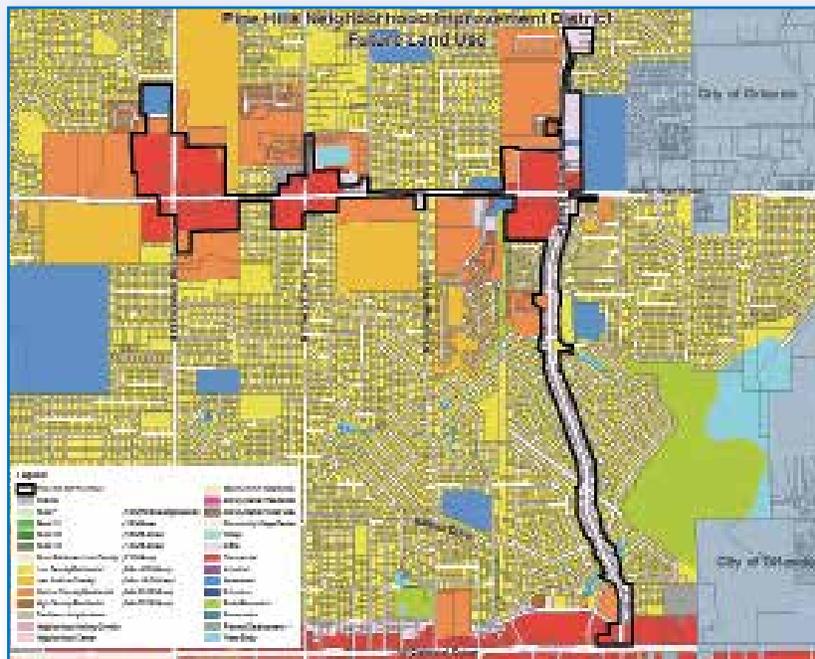
Map 3.4: Orange County Zoning Map



Source: 2014 Zoning Data, Orange County Fiscal & Operational Support Division, GIS Unit, October 2014.

Orange County's Future Land Use Map designates the area as also being dominated by commercial and Professional-Office zoning with some scattered pockets of residential zoning including low density and medium density designations.

Map 3.5: Orange County FLU Map



Source: 2010-2030 Comprehensive Plan, Orange County Fiscal & Operational Support Division, GIS Unit, October 2014.

## Challenges & Opportunities

**Land Use and Zoning Challenges** – The current land use in the District presents some unique challenges. In the late 1980s, the Orange County BCC administratively zoned the Pine Hills Road corridor as predominately Professional-Office. They cut-out snippets of residential uses to accommodate existing homeowners who opposed such changes. Their hope was that the area would redevelop under the new zoning into a traditional business corridor. However, the result was a series of hodge-podge commercial uses that choked out most residential uses. As traffic increased due to the emergence of a business corridor, Pine Hills Road was expanded to accommodate the changes. The old residential lots were already considered small by today’s standards. The expanded roadway further reduced the size of those lots fronting Pine Hills Road, leaving little room for parking or on-site stormwater retention. Orange County’s development regulations pose another major concern because they are geared towards Greenfield development as opposed to infill development. Existing regulations make it difficult for redevelopment to occur because they do not take into consideration the special circumstances involved in the redevelopment process. There is a significant cost burden associated with development in Pine Hills. While property values are down, acquisition of property with an existing structure that isn’t suitable for the desired use means that such structure must first be removed. Therefore, a potential developer will need to demolish the existing structure(s). Due to the age of existing structures in the area, there is a strong potential that lead-based paints and/or asbestos are present. This adds significant costs to redevelopment because of environmental abatement requirements. Orange County’s development regulations and state law requires that when such conditions exist, properties must be abated to insure that, if present, such environmental

threats are mitigated. Furthermore, existing parcel design limits the availability of land. When new structures are built they must meet the county's newer standards of development for lot design-including setbacks, road frontage, ingress/egress, parking, on site stormwater retention, etc. This means that more land is required, more structure will need to be removed and more environmental threats mitigated- all of which further increase the cost of redevelopment. The cost for developing a Greenfield commercial lot is significantly cheaper than retro-fitting a site already developed based on outdated standards. As a result, many investors do not consider infill development sites as a viable financial option. Impact fees and other regulator fees add to that burden making it even more unlikely that redevelopment can be possible in a place like Pine Hills.

***Land Use and Zoning Opportunities*** – With the right policy changes, the District can serve as a paradigm for promoting redevelopment and the revitalization of aging communities throughout Orange County and Central Florida. Orange County must adopt new standards for infill redevelopment and brownfield redevelopment that help to level the costs with Greenfield areas and surrounding municipalities. It is important that Orange County develop policies and programs that create real economic incentives for investors to fund redevelopment projects in areas like Pine Hills. Such incentives can include reduced or waived impact fees and/or development fees, tax credits, property tax reductions or freezes, expedited development reviews, and other related initiatives. Some redevelopment costs can also be off-set through the use of grant funds such as CDBG or with direct allocations for the establishment of a land bank and site redevelopment program. A land bank would allow for the acquisition of property and land assembly that would be required to promote redevelopment opportunities in the District. By assembling land, demolishing existing structures and prepping it for new development, the District could quickly eliminate blight and attract new investors to the area, as building on raw land is far more cost effective. Furthermore, a land bank allows the County to preserve land for shared community needs, such as parking, civic spaces, or a regional stormwater system.

## Community Facilities and Infrastructure

Currently there are only two public facilities located within the boundaries of the District- the US Post Office and the Orange County Sheriff's Office Hiawasse Substation- both of which are off N. Hiawasse Road just north of Silver Star Road. Barnett Park provides a variety of recreational uses and serves as the community's only public recreational facility. However, it lies approximately ½-mile due east of the District's border along Pine Hills Road. Evans High School abuts the District to the east of Pine Hills Road and north of Silver Star Road near the intersection of Pine Hills Road and Silver Star Road. Evans offers the first and only Community School in Orange County and offers expanded services to the community including tutoring, supplemental education, adult education, a food bank and a community health and dental clinic. The Pine Hills Branch of the Boys and Girls Club of Central Florida is just east of the District off Pine Hills Road on Hernandez Drive. The Pine Hills Community Center is approximately ¾-mile south of the district just off

Powers Drive. The Pine Hills YMCA is located  $\frac{3}{4}$ -mile southwest of the district along N. Hastings Street just north of W. Colonial Drive.

Orange County Parks & Recreation and Public Works are currently designing a multi-use recreational trail along the Duke Energy power easement approximately  $\frac{1}{2}$ -mile west of the District that will run parallel to Pine Hills Road. Phase 1 of the Pine Hill Trail system will begin construction in early 2016. It will connect users from Alhambra Drive to Silver Star Road and include a spur connection into Gordon Barnett Park. The system will eventually connect into the Shingle Creek Multi-use Trail to the south. Phase 2 will connect users from Silver Star Road north to Clarcona-Ocoee Road and the West Orange Trail. Phase 3 will connect from the West Orange Trail north to the Seminole County line providing connectivity with the Seminole Wekiva Trail to north. This system is part of the approved State of Florida Coast-to-Coast Trail System.

**Map 3.6: General Public Facilities Map**



Source: 2014 Community Field Survey Data, Orange County Fiscal & Operational Support Division, GIS Unit, October 2014.

The Orlando Utility Company (OUC) and Orange County Utilities provide water and sewer services to the area. OUC provides water services and Utilities provides the sewer. Existing water infrastructure appears suitable for meeting both current and future demands. However, sewer infrastructure is currently only present in limited areas along Silver Star Road and major intersections with Pine Hills Road, Powers Drive and Hiawassee Road. Pine Hills Road lacks sewer services south of Silver Star down to Colonial Drive and North of Belco Drive.

## Challenges & Opportunities

**Community Facility and Public Infrastructure Challenges** – There are very limited community facilities serving the general area and only two within the boundaries of the District. Citizens have expressed the need for more community facilities including government service offices, a dedicated senior center, a community performing arts center, a job training/employment center, a post-secondary education facility, a community park and a public/community events venue. The major challenge is that there is currently not enough suitable land available and the cost of redevelopment is cost prohibitive for any single entity to accomplish on its own. The lack of complete sewer services along major business corridors creates a major challenge for redevelopment in the District. Without the presence of sewer infrastructure redevelopment will not be possible. Orange County Utilities has a current policy not to pay for the cost of extending services and requires property owners to pay for the cost of extending the infrastructure as well as tap fees and impact fees. Property owners are unwilling bear such costs. Instead they have chosen to utilize septic systems or left the properties in existing conditions to avoid the expense.

**Community Facility Opportunities** – The Pine Hills community has expressed for a number of years the desire to develop a Town Center at the intersection of Pine Hills Road and Silver Star Road. The northeast quadrant has been an area targeted for civic/institutional use. It is a prime location for government related office space, a job training/employment center, a post-secondary technical school, a

Performing arts center, a senior center and other related uses. The costs for redevelopment can be off-set through grant funds or direct allocations. A land bank could be established to allow for the acquisition of property and land assembly that would be required. A site redevelopment fund could also be established to pay for the demolition of existing structures and site preparation and could include a Community Tax Credit for eligible projects. Grant programs such as CDBGs allow for these exact activities. The District could also pursue direct allocation through state and federal legislative appropriation processes. Likewise, the District must pursue external funding sources to fund needed sewer infrastructure improvements for the area and work with county leaders to reduce, waive or eliminate burdensome fees associated with connecting commercial properties to sewer. Eliminating septic use in the area can have a positive impact on promoting redevelopment and improving water quality in the basin.

## Transportation

Orange County, the Florida Department of Transportation and the Central Florida Regional Transit Authority (LYNX) maintain the transportation network for the Pine Hills community and are actively working to expand multi-modal applications to serve the population. There are currently four primary modes of transportation serving the Pine Hills community and the District: (1) automobiles, (2) bus transit, (3) walking, and (4) cycling.

### Area Roadways

The vast majority of the population- like other areas of the county- relies heavily on automobiles for their primary mode of transportation. As such, the area’s transportation system is dominated by a network of paved roadways. The District’s transportation system includes low volume neighborhood streets called local roadways, moderate volume roadways called collectors and heavy volume roads called arterials.

### Functional Classification Systems

Functional Class System	Services Provided
<b>Arterial</b>	Provides the highest level of service at the greatest speed for the longest uninterrupted distance, with some degree of access control.
<b>Collector</b>	Provides a less highly developed level of service at a lower speed for shorter distances by collecting traffic from local roads and connecting them with arterials.
<b>Local</b>	Consists of all roads not defined as arterials or collectors; primarily provides access to land with little or no through movement.

Table 3.1: Functional Classification Systems

Pine Hills Road, Silver Star Road, Powers Drive and Hiawassee Road are all currently classified as urban minor arterial roadways. Balboa Drive and N. Hastings are classified as urban collector roadways. All other streets are considered local roadways.

According to the Florida Department of Transportation, the current Annual Average Daily Trip (AADT) count for the District’s primary system – Pine Hills Road and Silver Star Road- is 38,000 and 40,000 respectively. Pine Hills Road maintains a current Peak Hour Level of Service (LOS) rating of “C.” Silver Star Road maintains a Peak Hour LOS of “C” between Ashland Boulevard and just east of Hiawassee and an LOS “D” around its intersection of Hiawassee Road. The following map depicts the current AADT’s for the District’s major roadways:



### Bicycles and Pedestrians

The Pine Hills community has many pedestrians and cyclists in the area. The availability of LYNX transit sites within the community encourages riders to use alternative modes of transportation and the relatively short distances between transit stops makes it more convenient to walk or cycle to these locations for access to LYNX. Sufficient sidewalks exist throughout the District to accommodate pedestrians. Orange County is also constructing a multi-use trail system for pedestrians and cyclists to further encourage alternative modes of transportation.

**Map 3.9: Bicycle Facilities Map**



Source: Public Works Data, Orange County Fiscal & Operational Support Division, GIS Unit, October 2014.

**Map 3.10: Pedestrian Facilities Map**



Source: Public Works Data, Orange County Fiscal & Operational Support Division, GIS Unit, October 2014

## Challenges & Opportunities

**Transportation Challenges** – The greatest transportation concern within Pine Hills today is pedestrian safety. Pine Hills has three of the most dangerous intersections for pedestrians in Central Florida. The intersection at Pine Hills Road and Silver Star Road has been number one on that list for numerous years. The community has a large volume of pedestrians and cyclists who walk or bike to access mass transit, shopping and employment. Sadly, many pedestrians and cyclists do not properly use designated crossings and the mass transit stops are placed in such a manner that pedestrians choose to cross mid-roadway, walking into traffic, rather than to walk back to the nearest intersection. This creates an extremely dangerous environment for drivers, cyclists and pedestrians. The narrow right-of-ways that exist along area roadways present another danger given there is very little separation between a motorist and pedestrian. Accidents have occurred as a result of drivers leaving the roadway and striking unsuspecting cyclists and pedestrians. This lack of a protective buffer is the result of trying to squeeze facilities into tight areas due to limited right-of-ways. Lack of right-of-way has also limited the width of sidewalks or prevented sidewalks from being constructed.

Pine Hills has the largest percentage of mass transit users in Central Florida. A large portion of the population depends on LYNX as the primary source of transportation to and from employment, shopping and other related needs. As a result, LYNX stops are prominent throughout the District and community. Most transit stops consist only of a sign marking the line. They lack sufficient shelter from the weather or even a place to sit while riders wait for the bus. In addition, many stops do not have sufficient space for buses to stop without blocking traffic. Motorists are routinely trapped behind buses that make frequent stops and are often forced to drive around the buses to continue their route. This creates an unsafe environment because many bus riders cross the street in front of the stopped buses rather than waiting for clearance or walking to the nearest intersection. Another problem is the frequency and length of bus trips. Many riders complain that pick-ups are too far apart. Others complain that when the buses do arrive they are often late or full. As a result, some riders do not trust that they will be able to arrive at their destination in a timely manner. This is a major problem for riders who have rigid schedules and can't afford to be late for work or a doctor's appointment. Finally, many bus stops are poorly maintained. They lack trash receptacles so LYNX riders often dispose of their trash on the street or surrounding property. For those with trash receptacles, LYNX doesn't have an established maintenance program to keep trash emptied or picked-up. These receptacles are often overflowing. LYNX has started placing solar powered trash compactors at major stops in the community which has helped to reduce the overflow of garbage.

**Transportation Opportunities** – Orange County has current plans to construct a multi-use trail system along the Duke Energy power line corridor to the west of Pine Hills Road. The trail will connect users from the Shingle Creek Trail system up to West Orange Trail system. Phase 1 of the

project extends from Alhambra Drive north to Silver Star Road and includes a trail spur connection along Dolores Drive that connects into Barnett Park. It will provide pedestrians with a safe passage way north and south to major shopping and recreational destinations within the community. Eventually, the trail will be extended north from Silver Star Road to Clarcona-Ocoee Road where it will connect into the West Orange Trail system.

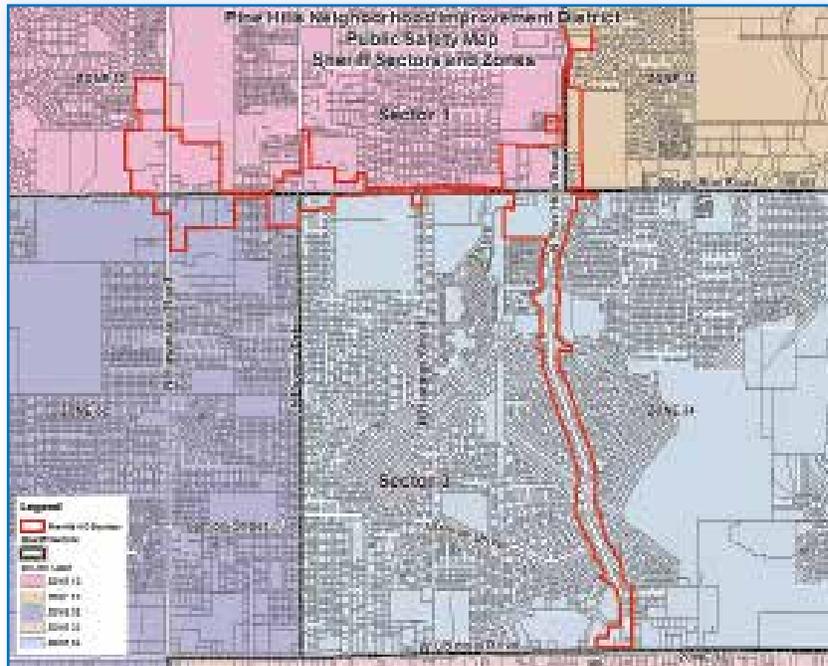
With limited right-of-way along existing roadways there is opportunity to create an entire network of multi-use pathways to serve the needs of cyclists and pedestrians, thereby reducing opportunity for contact with motorists. The community supports the construction of a pedestrian bridge over Silver Star Road near the proposed Town Center to support trail users and pedestrians in the area. The use of pedestrian bridges to serve the Town Center will help to significantly reduce pedestrian related accidents in the area. In areas where suitable space exists, Orange County should consider installing pedestrian buffers and barriers to prevent undesired interaction with motorists. Vegetated buffer zones and highly visible, designated pedestrian crossings/safe zones should be constructed along major roadways such as Pine Hills Road and Silver Star Road.

Recently, there has been significant discussion about constructing a new mass transit mini-transfer station to serve the Pine Hills community. The new facility would replace the old Hiawasse Station that closed a few years ago. LYNX remains open to its new location and is considering multiple sites: two parcels off Hiawasse Road, one parcel off of Apopka-Vineland Road and one parcel off of Belco Drive at the proposed Town Center Area. The final location needs to be in an area that is easily accessible, safe for pedestrians and motorists and serves as a place of destination for area riders. Any future facility should be well designed- creating aesthetic appeal and enhancing public safety. Plus, it must be properly maintained to prevent littering and loitering.

## Public Safety and Security

Because the District is located in unincorporated Orange County, all public safety services are received through the Orange County Sheriff’s Department.

**Map 3.10: Orange County Sheriff Dept. Patrol Area Map**



Source: OCSO Sector & Zone Data, Orange County Fiscal & Operational Support Division, GIS Unit, October 2014.

## Area Crime Statistics

The Orange County Sheriff's Department uses the Uniform Crime Reporting Program for tracking and reporting criminal activity arrests. This system divides crime data into two major categories: Part 1 crimes and Part 2 crimes. Part 1 crimes refer to violent or major crimes such as homicides, aggravated battery, aggravated assault, burglaries, carjacking, sexual assaults and related crimes, grand thefts, robberies, home invasions and other similar acts. Part 2 crimes refer to minor crimes. For the purpose of this report, we will focus only on Part 1 crime data.

Table 1.2 below summarizes all Part 1 crimes committed in the District and surrounding community for the previous three years and the year-to-date totals for 2014 ending September 2. The data reveals that overall Part 1 crimes are down significantly in the area. There were 2,839 crimes reported in 2011, 3,108 crimes in 2012, 2,855 crimes in 2013 and 1,655 for the first 8-months of 2014. There was a 9% increase from 2011 to 2012 followed by an 8% drop in 2013. If the current trends hold for 2014, law enforcement officials expect another drop of 13% in reported crimes.

### Pine Hills Part 1 Crime Data

Pine Hills Statistics (RD: 12A, 12D, 32A, 34A & 34B; Part 1 Crimes 3 year comparison 1/1/2011 thru 9/2/2014 (YTD))

Crime	1/1/2011- 12/31/2011	1/1/2012- 12/31/2012	Percent Change	1/1/2013- 12/31/2013	Percent Change	1/1/2014- 9/2/2014 (YTD)
Aggravated Assault	118	82	-31%	112	-37%	112
Aggravated Battery	102	142	39%	143	1%	143
Burglary Automobile	364	388	7%	541	3%	541
Burglary Commercial	145	144	-1%	169	17%	169
Burglary Residential	1394	1615	16%	1219	-25%	1219
Carjacking	12	9	-25%	16	78%	16
Exposure of Sexual Organs	5	4	20%	8	100%	8
Home Invasion	26	14	-46%	10	-29%	10
Homicide	12	9	-25%	10	-25%	10
Lewd Act	33	31	-6%	29	-6%	29
Robbery Bank	4	0	-100%	1	-100%	1
Robbery Commercial	24	9	-63%	19	-63%	19
Robbery Strongarm	109	123	13%	134	13%	134
Robbery Weapons-Persons	104	78	-25%	104	-25%	104
Sexual Battery	52	37	-29%	56	-29%	56
Stolen Vehicle	335	423	26%	284	26%	284
<b>GRAND TOTAL</b>	<b>2839</b>	<b>3108</b>	<b>9%</b>	<b>2855</b>	<b>9%</b>	<b>2855</b>

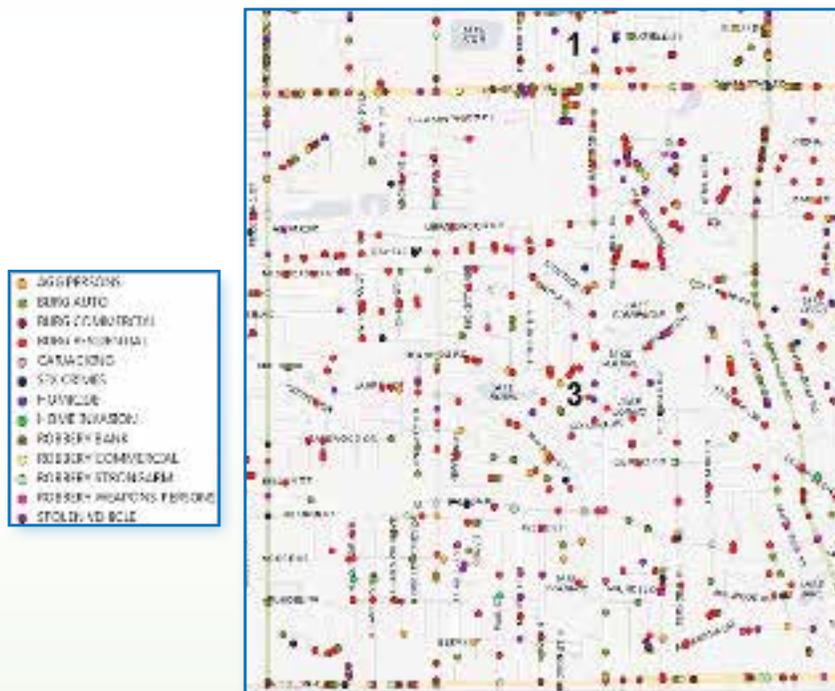
The accuracy of this information is based only on the reports received by the Crime Analysis Unit during the time period requested.

Source: Orange County Sheriff's Office, Crime Analysis Unit, September 2014

Close examination of the data reveal that residential burglaries are the most common Part 1 crimes reported. In fact, residential burglaries made-up 48% of all crimes reported in the previous three years. The 2014 year-to-date data reveal that residential burglaries made-up only 39.8% of reported crimes. Auto burglaries made-up 14.7% of crimes reported in the previous three years and 17.4% of 2014 YTD crimes. Comparatively, commercial burglaries made-up 5.2% of crimes reported for the previous three years and 5.6% of the 2014 YTD crimes. Aggravated assaults and aggravated battery crimes made-up 7.9% for the previous three years and 10.7% of the 2014 YTD crimes. Commercial robberies made-up only 0.05% of crimes for the previous three years and 1.4% of 2014 YTD crimes. Strong Armed robberies made up 4.2% of crimes reported in the previous three years and 4.3% of 2014 YTD crimes.

Stolen vehicles made-up 11.8% of crimes reported in the previous three years and 12.2% of 2014 YTD crimes. Sex crimes made-up 2.9% of crimes reported in the previous three years and 3.4% of 2014 YTD Crimes. Finally, homicides made-up 0.03% of crimes reported in the previous three years and 0.04% of 2014 YTD crimes.

### Pine Hills 2013 Part Crimes



Source: Orange County Sheriff's Office, Crime Analysis Unit, September 2014.

It must be noted that while some crime stats seemed to have increased in 2014 YTD crimes reported, most of the data remained consistent on a year-to-year comparison. The 2014 YTD data is slightly skewed because the overall reported crimes are down thus the percentage share of crime increased. In addition, the 2014 data is incomplete containing only crimes reported in the first 8-months of the year. While the District and Pine Hills both struggle with negative perceptions about public safety and security, it appears that crime is continuing to decline. The reduction of crime is attributed to the vigilance of the Orange County Sheriff's Office, the Pine Hills Safe Neighborhoods Partnership,

business leaders and other community partners that are working to make Pine Hills a safer place. Orange County's Neighborhood Preservation and Revitalization Division furthers crime prevention efforts in the community by funding two off-duty security details to patrol the area. The Orange County Sheriff's deputies working the off-duty details are in addition to the normal patrols regularly scheduled to provide additional law enforcement presence in Pine Hills.

### ***Crime-to-Environment Relationship***

Because the District is predominately commercial in nature, there is limited opportunity to implement Crime Prevention through Environmental Design (CPTED) concepts such "eyes on the street." Having residents and businesses that are actively watching and vigilant about reporting suspicious persons or activities to law enforcement can have a significant impact on criminal activity. The mere presence of people can deter criminal behavior. Maintaining an active community crime watch program has been proven to reduce crime and other unwanted behaviors. Lighting in the District is another area of concern. Although lighting does exist along major corridors such as Pine Hills Road and Silver Star Road, it is not pedestrian friendly. Existing street lights provide inadequate coverage due to positioning and a significant number are blocked by vegetation which prevents the light from making it to street level. Many businesses lack suitable lighting around their perimeter. This creates an unwelcoming environment during night time hours. Existing lot designs add to the problem. The buildings are often close together and visibility along the sides or in the rear of properties is, in many cases, extremely limited or non-existent. Overgrown vegetation is another source of concern, particularly along Pine Hills Road. Many properties are shielded by overgrowth and some sidewalks have vegetation growing outward- blocking sections from use and otherwise creating unsafe and unsecure areas for pedestrians.

### **Challenges & Opportunities**

**Public Safety Challenges** – Public Safety is a major challenge for the District and the community. The safety and security of businesses within the District is imperative. Any efforts moving forward must address both crime and the fear of crime. There have been two homicides reported within the district and a number have occurred within close proximity to the District during the last two years. There have also been numerous incidents of violent crimes such as aggravated assaults/battery, commercial robbery, strong-arm robbery and robbery of persons within the District's boundaries. The District has also had its share of burglaries, auto-thefts, and auto-burglaries. The result is that many residents, business owners, and employees do not feel safe. A major contributing factor is the poor environmental design for the area. There are numerous problems along the Pine Hills Road and Silver Star Road corridors that enhance crimes of opportunities including overgrown vegetation, poor lighting, poor site design, limited line-of-sight, and poorly maintained, abandoned or vacant properties. Many of the businesses lack protective measures such as security lighting,

cameras, reinforced entryways (both front and back), security systems, etc. Many of the businesses along Pine Hills Road operate out of old residential structures that simply are not designed well for security. Locking mechanisms on windows and doors are insufficient to properly secure the properties and the buildings are set so close that it is difficult, if not impossible, to see behind the properties from the street. Furthermore, area businesses and residents have not been well-organized to combat criminal activity and many have become despondent and discouraged overtime. Few actively partner with law enforcement to combat the problems within the community. Thus, citizens and area businesses have become easy targets for criminal activity.

**Public Safety Opportunities** – The biggest obstacle to success in Pine Hills is the negative perception about public safety and security. Perceptions are so entrenched that many, including residents, still refer to the community by its nickname rather than its actual name. In order to overcome these perceptions, it is imperative that the District work to re-educate the community and the rest of Central Florida about the reality of the situation that exists in Pine Hills. A strong, effective marketing campaign is needed for the district. In addition, the District, Orange County, Orange County Public Schools, the Orange County Sheriff’s Office, residents and business leaders need to actively work in collaboration to address criminal activity, quality of life issues and support ongoing initiatives designed to reduce and eliminate unwanted behaviors in the community. It is critical for the District to build a network of community business leaders who can lead efforts to strengthen working relations with area law enforcement and actively promote business responsibility in protecting themselves and their customers. The District and Orange County should strongly encourage the local business community and citizens to actively partner with local law enforcement to combat ongoing public safety problems. Partnering with area crime prevention programs such as the Pine Hills Safe Neighborhoods Partnerships and other neighborhood watch programs can ensure citizen involvement. The District can help organize local business leaders to create a business safety and security strategy that enhances public safety thru security patrols of major corridors and destination centers. The District can support and/or create programs and services that assist business owners with Crime Prevention through Environmental Design (CPTED) assessments for their properties and with implementing CPTED recommendations. For redevelopment and revitalization efforts to be successful, the District must work to develop a strategy that enhances public safety, eliminates misconceptions about the community, reduces violent crime and marginalizes crimes against businesses.

# District Vision

## *Identification of ideals in a simply expressed and understood statement*

The Vision paints a picture of what the District desires to become and provides complete descriptions of the development patterns envisioned during the planning period. It is a required element of the planning process so that Safe Neighborhood District can establish a pure and simple ideal in a format that is easily expressed and understood.

### Vision & Mission

The District's Vision Statement was developed after a series of stakeholder workshops and public meetings designed to gather information from stakeholders and citizens regarding their desire for the future of the Pine Hills community and the District. These discussions revealed several common themes that contributed to the development of the proposed vision statement for the Pine Hills Neighborhood Improvement District.

Many stakeholders and citizen participants expressed a strong desire to preserve and build upon existing redevelopment efforts such as Evans High School, Emerald Villas and the proposed Town Center project. Participants also expressed a strong desire to create a "sense of place" for the community, which is currently lacking. They desired to establish and maintain a clear identity for Pine Hills through the use of new design criteria for residential and commercial development that promotes a live, work, play and learn environment. Finally they expressed a strong desire to enhance economic opportunities for all citizens by promoting business & industrial growth that offers a mix of skilled/unskilled labor and professional/management employment opportunities. Based on this feedback and other input received during the planning process, the following vision statement was developed:

PINE HILLS IS A DIVERSE, MULTI-CULTURAL COMMUNITY THAT SEEKS TO PRESERVE ITS RICH HISTORY AS A FAMILY-ORIENTED COMMUNITY, CREATE A SAFE, BUSINESS-FRIENDLY ENVIRONMENT, AND OFFER OUR CITIZENS A PLACE TO LIVE, WORK, PLAY AND LEARN.

Based on this feedback and other input received during the planning process, the following mission statement was developed for the District:

THE PINE HILLS NID SHALL SERVE TO STRENGTHEN OUR COMMUNITY THROUGH PARTNERSHIPS WITH LOCAL BUSINESS LEADERS, CITIZENS, GOVERNMENT INSTITUTIONS AND NON-PROFIT ORGANIZATIONS WITH A FOCUS ON EXPANDING LOCAL COMMUNITY COMMERCE, IMPROVING BUSINESS INFRASTRUCTURE, REMOVING IMPEDIMENTS, AND CONTROLLING MESSAGING AND COMMUNICATIONS IN SOCIAL AND TRADITIONAL MEDIA.

### District Goals & Objectives

During the development of the Vision and Mission Statements, participants discussed various key goals and objectives that would be necessary in order to achieve the vision of the community and fulfill the mission of the District. Below is a consensus list of the goals and objectives that resulted from those discussions:

#### **Goal #1: Effectively organize businesses, citizens, property owners and other key stakeholders to support the NID.**

##### **Objective #1: Establish and maintain an active network of community partners that includes businesses, property owners, community stakeholders and government.**

Measurement #1: Immediately develop and maintain a list of all property owners and businesses within the district.

Measurement #2: Immediately develop working relationships and effective partnerships with all citizen groups, businesses, non-profits and local, state and federal government agencies that serve the community.

##### **Objective #2: Create opportunities for businesses, citizens and key stakeholders to actively participate in all NID activities, events, meetings, programs and projects.**

Measurement #1: Establish and maintain an active Business Association for the District that offers programs and services, provides a forum for networking opportunities, creates learning opportunities for business owners and managers, strengthens our businesses and encourages diversification of local commerce.

Measurement #2: Increase the participation rate of businesses in the Pine Hills Pillar Initiative to 80% of all businesses within the district and secure 300 citizen pillar participants.

Measurement #3: Continuously market NID activities, events, meetings, programs and projects to business, citizens, property owners and stakeholders and actively educate them about the programs and services provided by the NID and how these services benefit the district and community.

**Objective #3: *Actively engage businesses, property owners, citizens and other key stakeholders to educate them about the facts regarding the tax referendum.***

Measurement #1: Develop and distribute educational materials such as a brochure and or fact sheets regarding the tax referendum.

Measurement #2: Work with the Orange County Tax Collectors' Office to develop an estimated tax impact assessment for each tax scenario on individual parcels of the district and educate property owners about the results.

**Goal #2: *Improve the public image and marketability of Pine Hills while enhancing economic development opportunities within the district and community.***

**Objective #1: *Develop and actively promote the next phase of marketing and branding for Pine Hills.***

Measurement #1: Engage a consultant to develop and implement an effective marketing strategy that creates a clear road map for maintaining a long-term, positive image for the community.

**Objective #2: *Document and report out positive and constructive change as it occurs within the community and tell the story of the work-in-progress.***

Measurement #1: Engage area media outlets and meet regularly to discuss issues affecting the community and promote more positive coverage of the community.

Measurement #2: Continuously push positive news stories with area media outlets and limit negative stories of the community.

Measurement #3: Develop and publish a mid-year activity report by January 31st of each year documenting positive changes occurring in the community.

Measurement #4: Continuously encourage and challenge business leaders to defend the community and promote a more positive image of the business district.

**Objective #3: *Actively promote Pine Hills for investment and redevelopment.***

Measurement #1: Develop and implement an effective economic development strategy that encourages new economic investment and, where appropriate, redevelopment within the community.

Measurement #2: Develop and distribute a business directory for the community.

Measurement #3: Partner with the Pine Hills Community Council and other groups to promote "Shop Pine Hills" – an existing buy local initiative.

**Objective #4: *Promote policies and programs that encourage property owners, developers and builders to invest in the community and, where appropriate, redevelop existing properties.***

Measurement #1: Continuously engage Orange County BCC and relevant county and state agencies to build support for economic and community development policies that support and encourage reinvestment in Pine Hills.

**Goal #3: *Improve public safety and security within the district.***

**Objective #1: *Actively work in coordination with the Orange County Sheriff's Department to develop and implement new outreach programs that strengthen relationships between law enforcement and the business community and create a working partnership to combat public safety and security problems in the district.***

Measurement #1: Establish and maintain a business watch program for the district.

Measurement #2: Maintain an active business watch participation rate of 85% for the district.

Measurement #3: Create a tracking tool that actively measures the working and professional relationship between law enforcement and businesses and gauges public perceptions regarding that relationship.

**Objective #2:** *Work in conjunction with Orange County Sheriff's Department to develop and implement a public safety strategy that is designed to significantly increase public safety opportunities within the district.*

Measurement #1: Implement and maintain Crime Prevention Through Environmental Design best management practices within the district.

Measurement #2: Significantly improve existing infrastructure to increase opportunities for enhanced public safety within the district such as improved lighting, pedestrian-friendly designs and best management design standards.

Measurement #3: Work with the Sheriff's Department to enhance and maintain a strong business security patrol program during traditional business and evening hours to improve public safety and security within the district.

**Goal #4:** *Develop attractive and functional community corridors.*

**Objective #1:** *Develop and implement master plans for the Pine Hills Road and Silver Star Road corridors.*

Measurement #1: Actively engage Orange County's Community Planning Division to build support for the development of a master plan for the Pine Hills Road and Silver Star Road Corridors.

Measurement #2: Develop and implement a master plan for the Pine Hills Road corridor.

Measurement #3: Develop and implement a master plan for the Silver Star Road corridor.

**Objective #2:** *Review all county land use and development policies to determine their suitability for sustaining vibrant, attractive and functional corridors.*

Measurement #1: Conduct a review of all county land-use and development policies and make recommended changes to the appropriate governing authority as needed.

**Objective #3:** *Make recommendations for appropriate policy changes to ensure the sustainability of vibrant, attractive and functional corridors and encourage streamlining of the development process.*

Measurement #1: Make recommendation to the BCC regarding policy changes as needed.

Measurement #2: Develop and implement Urban Design Standards for the district that includes new architectural standards for commercial buildings and signage.

**Objective #4: Invest in public infrastructure to improve and enhance aesthetics within the district.**

Measurement #1: Develop and implement capital improvements plan for the district.

**Objective #5: Encourage property owners to improve and enhance aesthetics of private properties by creating streamlined opportunities that facilitate such investment within the district.**

Measurement #1: Continuously promote NPRDs Business Assistance for Neighborhood Corridors (BANC) Program to area businesses and strongly encourage their participation in the program.

Measurement #2: Develop and maintain a Commercial Beautification Award Program for the district.

**Objective #6: Enhance effective and efficient code enforcement within the community.**

Measurement #1: Actively engage Orange County Code Enforcement to develop and maintain an active partnership to ensure the effective and efficient implementation of code enforce activities within the district.

**Goal #5: Establish effective multi-modal connections.****Objective #1: Develop and implement a multi-modal transportation strategy for the district.**

Measurement #1: Actively engage MetroPlan, Lynx, FDOT and Orange County Public Works to develop partnerships for promoting and developing multi-modal transportation policies that positively impact the district.

Measurement #2: Actively promote the development of pedestrian and bicycle facilities throughout the district including walking and bike trails that enhance the safety and well-being of the traveling public.

Measurement #3: Review all county land use and development policies to determine their suitability for sustaining effective multi-modal connections and streamlines the development process.

Measurement #4: Make recommendations for appropriate policy changes to ensure the sustainability of multi-modal connections within the district.

**Objective #2: Invest in public infrastructure to improve and enhance multi-modal mobility including access and signage within the district.**

Measurement #1: Develop and implement a capital improvement plan for the district.

**Goal #6: Develop a vibrant mixed-use Town Center for Pine Hills.****Objective #1: Develop and implement a master plan for the four quadrants of the Silver Star Road and Pine Hills intersection and develop into a sustainable mixed-use town center environment.**

Measurement #1: Actively engage Orange County's Community Planning Division to build support for the development of a master plan for the Town Center area.

Measurement #2: Develop and implement a master plan for the Town Center Area.

**Objective #2: Review all county land use and development policies to determine their suitability for sustaining a vibrant mixed-use town center.**

Measurement #1: Review of all county land-use and development policies.

**Objective #3: Make recommendations for appropriate policy changes to ensure the sustainability of a vibrant mixed-use town center and encourage streamlining of the development process.**

Measurement #1: Make recommendation to the BCC regarding needed policy changes.

Each of the identified goals and objectives are intended to further the mission and vision of the District. They serve as a guide for developing both a short-term and long-term work program for the district. The work program serves as a measurement tool for defining the specific investments that will take place over the life-span of this plan. These investments will include funding for specific programs, services and capital improvements needed to improve conditions within the District.

Appendix A contains guidelines for the adoption of land development regulations specific to a designated urban infill and redevelopment area pursuant to Florida Statutes 165.2517(3)(h).

# District Agenda

## *Identification of desired investments*

Once a community has completed its assessment of existing conditions and understands the specific challenges and opportunities that may be encountered, it must work to develop a path forward that addresses the needs of the community. This process gives stakeholders clear understanding of how challenges and opportunities will be addressed and defines specific solutions necessary to achieve success. Agenda topics include the following:

- Land Use and Development
- Economic Development
- Marketing and Outreach
- Public Safety and Business Security
- Capital Improvements

## Land Use and Development

Land use and development is a major component of the District efforts to promote redevelopment and revitalization of our business corridors. The District must commit to creating the right conditions for such opportunities to flourish in targeted areas. As a result, the District must encourage Orange County to rethink how it approaches infill development opportunities and push for innovative solutions for the area. The District has identified three targeted areas to apply such policies: the Town Center Redevelopment Area, the Pine Hills Road Corridor and the Silver Star Road Corridor. Each area has unique conditions and challenges. The District's action strategies are designed to address these unique conditions and challenges.

### **Town Center Redevelopment Area**

The Town Center Redevelopment Area describes the portion of the District and surrounding parcels that encompass the area immediately around or near the intersection of Pine Hills Road and Silver Star Road. It includes properties along Pine Hills Road, Silver Star Road and Belco Drive. This area serves as the heart of the Pine Hills community and includes both commercial, institutional and residential land uses.

### ***Desired Development Patterns***

The development pattern in this corridor should seek to:

- Promote redevelopment of existing properties into a traditional downtown area
- Create a unique sense of place for the area through the use of new architectural and landscape design criteria
- Redevelop blighted properties and require streetscaping that enhances the aesthetics of the area
- Accommodate infill development that compliments the scale, setbacks and style of a modern mixed-use urban environment
- Encourage master planning of mixed-uses that blend walkable communities with schools, parks, recreation, retail businesses and services that are linked in a compact pattern
- Promote street designs that slow traffic and increase pedestrian safety, such as narrower streets, on street parking and street trees
- Require street stub-outs to accommodate future connectivity with adjacent properties when they re-develop
- Promote lot designs that encourage inter-parcel connectivity and shared parking
- Provide for pedestrian and bicycle facilities with connectivity into surrounding neighborhoods
- Provide adequate open space with both active and passive recreational opportunities for area residents
- Encourage existing property owners to rehabilitate/renovate/replace existing structures that have fallen into disrepair or have architectural features that do not conform to the desired character of the area
- Promote consolidation of parcels within the district
- Provide a variety of housing choices that offer opportunities for all ages and income levels
- Promote cultural destination centers through the sale of unique products and services and architectural designs that embrace and promote the unique cultures of the community

### ***Primary Land Uses***

The following types of development are encouraged within this corridor:

- Multi-family residential – (preferably owner-occupied)
- Mixed-use (when part of a master planned development or subarea master plan)
- Commercial and retail uses
- Professional offices
- Public/Institutional
- Parks/Recreation

### Implementation Strategies

- 👉 Designate area as an Urban Infill and Redevelopment Area under Florida Statute 163.2517 and/or a Dependent Special District under 189.4041
- 👉 Develop a Master Plan for the Town Center Area that integrates CPTED, land use planning and water, sewer, stormwater and multi-modal transportation infrastructure planning
- 👉 Update existing land use and development regulations to accommodate desired changes
  - Develop and implement urban design guidelines including architectural and site
  - design guides for redevelopment and renovation projects within the area
  - Develop and implement an Infill Development ordinance
  - Develop and implement street/inter-parcel connectivity requirements for new developments
  - Modify Stormwater Management Ordinance to allow for shared and off-site detention
  - Modify Buffer, Landscape and Tree Ordinance
  - Modify Parking Regulations and Zoning to allow for shared parking and encroachment into adjacent residential lots behind Pine Hills Road parcels
  - Modify existing Zoning Ordinance to allow for mixed uses and multi-story structures
  - Examine use of Transfer of Development Rights (TDR) within District
- 👉 Examine the potential use of nationwide tax incentive programs and similar tools to encourage and promote development and redevelopment opportunities in the area
- 👉 Review and modify, if necessary, code enforcement policies to strengthen and enhance enforceability for code violations within the district
- 👉 Create an expedited review process for projects that comply with area master planning
- 👉 Integrate CPTED and infrastructure planning into the land use decision-making process
- 👉 Establish cultural destination centers within the Town Center area

#### **Pine Hills Road Corridor**

The Pine Hills Road Corridor describes the portion of the District that encompass Pine Hills Road from Colonial Drive north to approximately Champaign Circle. This area serves as the gateway to the Pine Hills community. It is predominately commercial in nature, but includes some residential land uses.

### Desired Development Patterns

The development pattern in this corridor should seek to:

- Promote redevelopment of existing properties into a traditional business and gateway corridor

- Create a unique sense of place for the area through the use of new architectural and landscape design criteria
- Redevelop blighted properties and require streetscaping that enhances the aesthetics of the area
- Accommodate infill development that compliments the scale, setbacks and style of a modern mixed-use business environment
- Encourage master planning of mixed-uses that blend walkable communities with neighborhoods, schools, parks, recreation, businesses and services that are linked in a compact pattern
- Promote street designs that slow traffic and increase pedestrian safety, such as narrower streets and vegetated medians and right-of-ways
- Promote lot designs that encourage inter-parcel connectivity and shared parking
- Provide for pedestrian and bicycle facilities with connectivity into surrounding neighborhoods
- Encourage existing property owners to rehabilitate/renovate/replace existing structures that have fallen into disrepair or have architectural features that do not conform to the desired character of the area Promote consolidation of parcels within the district

### **Primary Land Uses**

The following types of development are encouraged within this corridor:

- Mixed-use commercial (when part of a master planned development or subarea master plan)
- Professional offices
- Public/Institutional

### **Implementation Strategies**

-  Designate area as an Urban Infill and Redevelopment Area under Florida Statute 163.2517 and/or a Dependent Special District under 189.4041
-  Develop a Master Plan for the Pine Hills Road Corridor that integrates CPTED, land use planning and water, sewer, stormwater and multi-modal transportation infrastructure planning
-  Update existing land use and development regulations to accommodate desired changes
  - Develop and implement urban design guidelines including architectural and site design guides for redevelopment and renovation projects within the area
  - Develop and implement an Infill Development ordinance
  - Develop and implement street/inter-parcel connectivity requirements for new developments

- Modify Stormwater Management Ordinance to allow for shared and off-site detention
  - Modify Buffer, Landscape and Tree Ordinance
  - Modify Parking Regulations and Zoning to allow for shared use facilities
  - Modify Buffer, Landscape and Tree Ordinance
  - Modify existing zoning regulations to allow use of lots abutting Pine Hills Road parcels for the purpose of parking and vegetated buffering. These lots would have restricted access from Pine Hills Road only.
  - Modify existing Zoning Ordinance to allow for mixed uses and multi-story structures
  - Examine use of Transfer of Development Rights (TDR) within District
- 👉 Examine the potential use of nationwide tax incentive programs and similar tools to encourage and promote development and redevelopment opportunities in the area
  - 👉 Review and modify, if necessary, code enforcement policies to strengthen and enhance enforceability for code violations within the district
  - 👉 Create an expedited review process for projects that comply with area master planning
  - 👉 Integrate CPTED and infrastructure planning into the land use decision-making process

### **Silver Star Road Corridor**

The Silver Star Road Corridor describes the portion of the District that encompass Silver Star Road from the town center area west to Hiawasse Road. It also includes small portions of Hastings Street, Powers Drive and N. Hiawasse Road. This area serves as a major business corridor for the Pine Hills community and includes a both commercial, institutional and residential land uses.

### ***Desired Development Patterns***

The development pattern in this corridor should seek to:

- Promote redevelopment of existing properties into a traditional business and gateway corridor
- Create a unique sense of place for the area through the use of new architectural and landscape design criteria
- Redevelop blighted properties and require streetscaping that enhances the aesthetics of the area
- Accommodate infill development that compliments the scale, setbacks and style of a modern mixed-use business environment
- Encourage master planning of mixed-uses that blend walkable communities with neighborhoods, schools, businesses and services that are linked in a compact pattern

- Promote street designs that increase pedestrian safety, such as enhanced designated crosswalks, pedestrian bridges and vegetated barriers along medians and right-of-ways
- Promote lot designs that encourage inter-parcel connectivity and shared parking
- Provide for pedestrian and bicycle facilities with connectivity into surrounding neighborhoods
- Encourage existing property owners to rehabilitate/renovate/replace existing structures that have fallen into disrepair or have architectural features that do not conform to the desired character of the area
- Promote consolidation of parcels within the district
- Promote cultural and/or service-oriented destination centers through the sale of unique products and services and architectural designs that embrace and promote the unique cultures of the community

### **Primary Land Uses**

The following types of development are encouraged within this corridor:

- Mixed-use commercial (when part of a master planned development or subarea master plan)
- Commercial and retail uses
- Professional offices
- Public/Institutional

### **Implementation Strategies**

- 👉 Designate area as an Urban Infill and Redevelopment Area under Florida Statute 163.2517 and/or a Dependent Special District under 189.4041
- 👉 Develop a Master Plan for the Pine Hills Road Corridor that integrates CPTED, land use planning and water, sewer, stormwater and multi-modal transportation infrastructure planning
- 👉 Update existing land use and development regulations to accommodate desired changes
  - Develop and implement urban design guidelines including architectural and site design guides for redevelopment and renovation projects within the area
  - Develop and implement an Infill Development ordinance
  - Develop and implement street/inter-parcel connectivity requirements for new developments
  - Modify Stormwater Management Ordinance to allow for shared and off-site detention
  - Modify Buffer, Landscape and Tree Ordinance
  - Modify Parking Regulations and Zoning to allow for shared parking and encroachment into adjacent residential lots behind Pine Hills Road parcels
  - Modify existing Zoning Ordinance to allow for mixed uses and multi-story structures

- Examine use of Transfer of Development Rights (TDR) within District
- ☞ Identify and adopt a package of financial and local government incentives that Orange County can offer for new development, expansion of existing developments as permitted by Florida Statute 163.2517(3)(j).
- ☞ Examine the potential use of nationwide tax incentive programs and similar tools to encourage and promote development and redevelopment opportunities in the area
- ☞ Review and modify, if necessary, code enforcement policies to strengthen and enhance enforceability for code violations within the district
- ☞ Create an expedited review process for projects that comply with area master planning
- ☞ Integrate CPTED and infrastructure planning into the land use decision-making process
- ☞ Establish cultural and/or service-oriented destination centers within the corridor

## Economic Development

Another critical component in the District's efforts to redevelop and revitalize our business corridors is economic development. The District must encourage Orange County to rethink how it approaches economic development opportunities and push for innovative solutions for the area. A strong economy starts with strong businesses. In a place like Pine Hills, those businesses are often small, single owner-operated businesses and entrepreneurial endeavors. It is important that we embrace policies and programs that are geared towards strengthening and growing these types of businesses, while promoting the area for both national and international investment opportunities using both traditional and innovative means.

### *Implementation Strategies*

- ☞ Develop and implement an economic development program for the District
- ☞ Examine the potential use of nationwide tax incentive programs and similar tools to encourage and promote development and redevelopment opportunities in the area
- ☞ Actively promote policies that encourage new investment opportunities for commercial, professional office and light industrial development within the greater Pine Hills community
- ☞ Develop and implement a grant funded program that assists local entrepreneurs and business owners with developing sustainable business plans and practices
- ☞ Establish architectural and land design guidelines for the District that enhances the aesthetics and marketability of the area
- ☞ Engage in property acquisition for the purpose of removing blight and the assembly of land for redevelopment projects (i.e., create a land bank program for the District)
- ☞ Grow and expand existing business support programs such as the Pine Hills NID Business Association, "Shop Pine Hills" Initiative, and business directory

- 👉 Work with local chambers of commerce, state and regional authorities and trade associations to develop and implement a coordinated marketing strategy for promoting investment within the community
- 👉 Develop cultural destination centers within the area and actively market them for tourism and as national/international investment opportunities
- 👉 Promote new economic investment from local, national and international sources that offers higher wage earning opportunities such as corporate operations, high tech, medical research, biotech, call-centers, light industrial, manufacturing, warehousing and distribution
- 👉 Develop a more diverse labor force including managerial, professional, skilled and unskilled level workers
- 👉 Work with local educational institutions to promote new educational resources that are designed to enhance opportunities for all citizens and build the needed knowledge, skills and abilities of our current and future workforce
- 👉 Work with the local school system to develop programs that promote high school graduation
- 👉 Work with the local school system to promote post-secondary education among younger generations
- 👉 Work with local partners to establish an annual trade show and luncheon that promotes the community
- 👉 Ensure that Pine Hills is represented at trade shows and economic development events across the state and southeast to promote investment in the community

## Marketing and Outreach

Marketing and outreach have also been identified as major components of the District's efforts. The Pine Hills community has struggled severely with negative perceptions and stereotypes. For redevelopment and revitalization efforts to be successful, Orange County and the District must work to address these issues directly. Re-branding is critical for overcoming these challenges. Furthermore, it is imperative that the District build a network of community leaders who are able and willing to lead efforts to transform our public image and the community.

### *Implementation Strategies*

- 👉 Develop and implement a comprehensive marketing strategy for the District and Pine Hills
  - Develop and continuously market a new community logo and motto
  - Develop a new marketing campaign that includes regular use of PSAs utilizing various forms of media
  - Develop a new Quarterly Newsletter for promoting programs, services and progress of the district

- 👉 Actively utilize social media to monitor communications regarding the community and promote the positive stories that are occurring
- 👉 Actively engage media outlets throughout central Florida to actively combat negative news coverage and share positive stories of Pine Hills
- 👉 Develop economic development related materials such as information brochures, booklets and other tools and resources regarding benefits of investing in Pine Hills
- 👉 Actively engage local, state and federal agencies to promote investment in the community
- 👉 Actively engage builders, developers and investors through various means to promote the community for investment opportunities
  - Develop an active database of potential investors/developers/builders and send regular communications regarding local investment opportunities
  - Host an annual builders/developers/investors expo to highlight and promote the community

## Public Safety and Business Security

Public Safety and business security is the most important component of the District's efforts. The Pine Hills community has struggled severely with negative perceptions and stereotypes as a direct result of crime and perceived crime. For redevelopment and revitalization efforts to be successful, the Orange County Sheriff's Department and the District must work in conjunction to develop a strategy that enhances public safety, eliminates violent crimes and marginalizes crimes against businesses. Furthermore, it is critical for the District to build a network of community business leaders who can lead efforts to strengthen working relations with area law enforcement and actively promote business responsibility in protecting themselves and their customers.

### Implementation Strategies

- 👉 Develop and implement a comprehensive public safety strategy for the District and Pine Hills utilizing Crime Prevention Through Environment Design (CPTED) best management practices
- 👉 Develop and implement a comprehensive business safety and security program (aka, business watch) for the District
- 👉 Develop and implement a business security patrol program for the District
- 👉 Develop and implement a business safety and security grant for the District
- 👉 Install security cameras along the Pine Hills Trail
- 👉 Improve existing infrastructure to better promote public safety within the district including security lighting, pedestrian-friendly designs and other related best management practices

-  Work with Orange County Sheriff’s Department to actively track and report public safety statistics and promote positive news coverage regarding significant changes in criminal activity
-  Actively work to improve public safety perceptions about the District and the Pine Hills community through a strong marketing strategy

### 30-Year Investment Strategy Summary

The following information summarizes the District’s investment strategy for the area. It contains a list of recommended planning actions, public policy changes, programs and services to be offered and capital improvements to be made during the 30-year horizon of this plan. Items listed as short-term will be completed within 1-5 years. Mid-term will be completed in 6-10 years. Long-term will be completed in 11+ years.

### Recommended Policy Actions

Action/Implementation Strategy	Priority	Funding Source	OC Division Partner
Designate District area as an Urban Infill and Redevelopment Area under FL Statute 163.2517	Short-term	County	NPRD & Planning
Develop & implement urban design guidelines including architectural & site design guides	Short-term	County	NPRD & Planning
Develop & implement Infill Development ordinance	Short-term	County	NPRD & Planning
Modify Stormwater Management ordinance	Short-term	County	Planning & PW
Modify Buffer, Landscape and Tree ordinance	Short-term	County	Zoning
Develop & implement street/interparcel connectivity requirements for new developments	Short-term	County	Planning & PW
Review and modify, if necessary, county code enforcement policies and implement a new enforcement program	Short-term	County	NPRD & Code Enf.
Modify Existing Parking Regulations and Zoning to allow encroachment into adjacent residential lots behind Pine Hills Road Corridor	Short-term	County	Zoning
Modify existing land use regulations to allow more mixed uses along Pine Hills Road & Silver Star Road	Short-term	County	NPRD & Planning
Study successful Transfer of Development Rights (TDR) programs and evaluate its potential use in the district.	Short-term	County	NPRD & Planning
Create expedited review process for qualified projects in district	Short-term	County	Planning
Integrate strategic infrastructure planning into the land use decision-making process	Short-term	County	Planning
Integrate Crime Prevention Through Environmental Design planning into the development review process	Short-term	County	NPRD & Planning
Research and analyze the use of various nationwide tax incentive programs for promoting new growth & development for potential use in the district	Short-term	County	NPRD, Planning & OETD

## Recommended Program and Service Actions

Action/Implementation Strategy	Cost Estimate	Funding Priority	Funding Source	OC Division Partner
Develop Pine Hills Road Corridor Master Plan (includes CPTED, land use and water, sewer, stormwater, and transportation infrastructure)	\$200,00.00	Short-term	State/Federal Grants	Planning, PW, Utilities & OUC
Develop Silver Star Road Corridor Master Plan (includes CPTED, land use and water, sewer, stormwater and transportation infrastructure)	\$350,000.00	Mid-term	State/Federal Grants	Planning, PW, Utilities & OUC
•Silver Star and Pine Hills Road Node				
•Silver Star and Powers Drive Node				
•Silver Star and Hiawassee Road Node				
Develop and implement strategic plan for intergovernmental coordination issues	\$0.00	Short-term	County/PHNID	NPRD & Planning
Work with local chambers of commerce and development authorities to promote new business investment	\$2,500.00	Short-term	County/PHNID	WOCOC, OETD
Develop and implement a comprehensive economic development program for Pine Hills	\$500,00.00	Mid-term	State/Federal County/PHNID	OETD
Pine Hills Business Association/Business Watch Program	\$120,000.00	Short-term	County/PHNID	PHNID
“Shop Pine Hills” Program and Business Directory	\$200,000.00	Mid-term	County/PHNID	PHNID
Develop and implement a public safety and business security program in partnership with OCSO	\$500,000.00	Mid-term	State/Federal/County/PHNID	OCSO
Develop and implement a business and safety and security grant	\$200,000.00	Mid-term	State/Federal Grants	OCSO
Remove or trim back trees along corridor	\$50,000.00	Short-term	County/PHNID	OUC, Duke Energy, PW
Commercial Beautification Award	\$5,000.00	Short-term	County/PHNID	PHNID
Landscaping maintenance program	\$140,000.00	Mid-term	County/PHNID	PHNID, PW
Anti-Litter Campaign Initiatives	\$110,000.00	Short-term	County/PHNID	PHNID
Pine Hills Pillars Initiative	\$25,000.00	Short-term	County/PHNID	PHNID & BCC
<b>30-Year Investment Program Funding Total</b>	<b>\$2,402,500.00</b>			

In addition to these recommended programs, the District strongly supports the Business Assistance for Neighborhood Corridors (BANC) Grant Program currently funded by Orange County. This program is managed by the Orange County Neighborhood Preservation and Revitalization Division and is separate from the PHNID. The District urges Orange County to continue funding this program long-term to further support the revitalization of our business corridors.

## Recommended Capital Improvements

Action/Implementation Strategy	Cost Estimate	Funding Priority	Funding Source	OC Division Partner
Town Center Redevelopment Land Bank - Phase 1 NE Quadrant	\$3,000,000.00	Short-term	State/Federal Grants	OC Property
Town Center Redevelopment Land Bank - Phase 2 SW Quadrant	\$6,000,000.00	Mid-term	State/Federal Grants	OC Property
Town Center Redevelopment Land Bank - Phase 3 NW Quadrant	\$7,500,000.00	Long-term	State/Federal Grants	OC Property
Pine Hills Road Corridor Land Bank	\$1,700,000.00	Short-term	State/Federal Grants	OC Property
Silver Star Road Corridor Land Bank	\$1,000,000.00	Long-term	State/Federal Grants	OC Property
Create a demolition and environmental mitigations bank	\$5,000,000.00	Mid-term	State/Federal Grants	OC Property
Install security cameras along Pine Hills Trail	\$3,500,000.00	Mid-term	State/Federal Grants	OCSO
Place decorative directional signs for pedestrians and motorists (signage on 408 and PH Trail)	\$100,000.00	Mid-term	County/State	OC Public Works
Pine Hills Road sewer system upgrades	\$5,360,000.00	Short-term	State/Federal Grants	OC Utilities
Silver Star Road sewer system upgrades	\$4,290,000.00	Mid-term	State/Federal Grants	OC Utilities
Pine Hills Road Streetscape	\$6,500,000.00	Mid-term	State/Federal Grants	OC Public Works
Silver Star Road Streetscape	\$2,500,000.00	Mid-term	State/Federal Grants	OC Public Works
Silver Star Road Pedestrian Bridge @ Town Center	\$9,500,000.00	Mid-term	State/Federal Grants	OC Public Works
Pine Hills Road Pedestrian Bridge @ Town Center	\$8,500,000.00	Long-term	State/Federal Grants	OC Public Works
Widen Powers and Silver Star intersection (add thru and turn lanes for both directions on Powers Drive)	\$350,000.00	Mid-term	State/Federal Grants	OC Public Works
Install Mast Arms at all intersections along Pine Hills Road and Silver Star Road Corridors	\$2,400,000.00	Mid-term	County	OC Public Works
Pine Hills Multi-use Trail System Phase 2 - Silver Star to Clarcona-Ocoee Road	\$3,000,000.00	Short-term	State/Federal/County	OC Public Works
<b>30-Year Investment Program Funding Total</b>	<b>\$70,200,000.00</b>			



In addition to these recommended investments, the District strongly supports the following programs and projects for potential long-term investment in the area:

### Other Potential Programs/Projects

Other Potential Programs/Projects	Cost Estimate	Funding Source	OC Division Partner
Develop regional urban stormwater collection system to eliminate on site detention in district	Unknown	State/Federal Grants with County Match (80/20)	Public Works - Stormwater
Pine Hills Multi-use Trail System - Phase 3 - Claracona-Ocoee Road to Seminole County Line	\$9,948,000.00	State/Federal/County	Parks & Rec, Public Works - Transportation
Construct senior service and community arts program facility within Town Center	Unknown	State/Federal Grants with County Match (80/20)	OC Facilities/OC Senior Services/OC Cultural Arts
Install security street cameras along Pine Hills Road	Unknown	State/Federal Appropriation & Grants	OCSO
Install security street cameras along Silver Star Road	Unknown	State/Federal Appropriation & Grants	OCSO
Relocate utility lines away from major corridors	Unknown	State/Federal Appropriation & Grants	OUC and Duke Energy
<b>BANC Grant Program</b>	<b>Unknown</b>	<b>County</b>	<b>NPRD</b>

# District Financing

## *Identification of potential funding sources*

Once a community has identified its desired investments it must develop a long-term strategy for funding anticipated operational, project and program costs associated with executing the District Agenda during the lifespan of the Plan. Financing topics include the following:

- Tax Referendums and Special Assessments
- Legislative Appropriations
- Grants and Loans
- Local Government Infrastructure Surtax
- Bonding

## Tax Referendums and Special Assessments

The provisions of the Safe Neighborhoods Act allows local governments to create long-term funding for Local Government Neighborhood Improvement Districts through the levy of an ad valorem tax of up to 2 mills annually on real and personal property located within the district boundaries and/or the use of special assessments of up to \$500.00 per parcel to support planning and implementation of the districts improvements and community policing pursuant to FS 163.514(16). Currently, Orange County Code and the Safe Neighborhoods Act require that any tax or special assessment referendum be presented to the freeholders of the District for approval and it must receive the unanimous approval of the Orange County Board of County Commissioners prior to any such collection of taxes or assessments.

A special assessment of \$500.00 per year for each of the 315 individual parcels of the District would yield approximately \$157,500.00 annually in revenues. An ad valorem tax of up to 2 mills would yield approximately \$210,441.00 in annual revenues based on the total assessed value of \$105,220,642.00 for 2014. Therefore, the estimated total annual yield from such sources would be \$367,941.00.

If approved, it is anticipated that any such assessment or levy will yield limited funds for project and program expenses. Therefore, any such funds will be utilized as “seed” money for securing funding from state, federal and private partners. As property values increase over time revenues from such sources will increase- creating greater local funding potential for the District.

## Legislative Appropriations

Due to limited local funding opportunities, the District anticipates the need to secure significant fiscal support from both state and federal partners. Therefore, the NID will actively pursue direct appropriations through our congressional and state legislative delegates. Each year the District shall develop and maintain an active legislative priorities list for projects and programs that require immediate funding based on the prioritizations identified in the District Agenda. These legislative priorities will be actively marketed to legislators and our community support network to garner public support for funding. The district shall work with Orange County's designated state and federal lobbyist to ensure they remain abreast of the District's continuing needs.

## Grants and Loan Programs

The District shall actively research and pursue all open grant opportunities that meet the needs of the District. They shall include both public and private sector sources. The District shall maintain an active list of all available grant opportunities for projects and programs that qualify for state and federal funding. In addition, the District will work with private sector sources to secure additional funding for public projects that qualify under the Florida Department of Economic Opportunity's Community Contribution Tax Credit Program (CCTCP) or that meet criteria for funding offered private foundations.

The District shall, in partnership with Orange County BCC, actively research and, where appropriate, pursue loan opportunities to fund limited public capital improvement projects that require long-term financing in order to complete such projects.

## Local Option Half Cent Sales Tax

Under Florida Statutes, local governments can establish either a 0.5 or one (1) percent local government sales tax for the purpose of funding capital improvements. The District shall actively research and pursue opportunities to include the District's capital improvements needs in any future referendum for such a tax within Orange County.

## Bonding

Under current Florida Statutes and a Florida Attorney General Opinion, Neighborhood Improvement Districts are not permitted to issue long-term bond debt. However, in recent years there have been efforts around the state to encourage the Florida Legislature to authorize NIDs to issue and service bond debt. During the 2013 and 2014 Legislative Session, bills were presented to the Legislature for such authorization. It is unknown at this time as to whether or not the bills will be resubmitted during the 2015 Legislative Session. If such an option becomes available, the District needs to research the feasibility of using such authority to fund certain capital improvements project. Designation of the NID as a Dependent Special District under Florida Statutes 189.02 would allow the Governing Board to issue bonds and establish Tax Increment Financing.

## Appendix A

### INVENTORY OF URBAN INFILL AND REDEVELOPMENT AREA PLAN REQUIREMENTS

#### SECTION ONE – COMMUNITY PLANNING REQUIREMENTS

- 1.1 Neighborhood planning process, governance, and decision-making
- 1.2 Land development regulations
- 1.3 Transportation
- 1.4 Housing
- 1.5 Schools
- 1.6 Crime prevention

## Section Two- Map Series

- Map 1 – Pine Hills Neighborhood Improvement District (designated Urban Infill and Redevelopment Area)
- Map 2 – Enterprise Zone
- Map 3 – Brownfield
- Map 4 – Transportation
- Map 5 – Housing
- Map 6 – Pine Hills Safe Neighborhood and Neighborhood Improvement District

## Support Documentation (on Disc)

- 2004 Strategic Land Analysis and Strategic Plan
- 2010 Economic Development and Market Analysis
- 2014 Community Planning Assistance Team Pine Hills, FL Final Report

## Section One – Community Planning Requirements

### 1.1 Neighborhood planning process, governance, and decision-making

#### [163.2517 (1) – (2)(b)2]

Pine Hills has sustained community organization and planning efforts over the past ten years, with each effort building upon the last and culminating in the designation of the Pine Hills Neighborhood Improvement District (PHNID) and adoption of the Pine Hills Neighborhood Improvement Plan (PHNIP). In 2000 Pine Hills was selected as a Safe Neighborhood by the Orange County Board of County Commissioners (BCC). The Safe Neighborhood Program is a tool for revitalizing Orange County's older and transitioning communities and provides access to crime prevention funds for beautification and safety projects. The more significant impact of the program has been to create an enduring means of community organization through the Pine Hills Safe Neighborhood Partnership. Their board meets monthly to consider projects and discuss specific neighborhood concerns, and holds quarterly community meetings where the Sheriff's office and other service providers engage residents. A Safe Neighborhoods grant was used to conduct the 2004 Pine Hills Land Analysis and Strategic Plan which identifies six steps for place-making and neighborhood building. Since this report was published, the Pine Hills community has diligently worked toward accomplishing these steps.

- Step #1:** Officially recognize the Pine Hills Town Center; Designate the Town Center on the future land use map.
- Step #2:** Create a Community Redevelopment Area (CRA) to facilitate and foster redevelopment in the community.
- Step #3:** Prepare the Pine Hills Town Center Master Redevelopment Plan.
- Step #4:** Identify and initiate funding and implementation strategies; Identify and form strategic partnerships with potential funding partners; Identify financial resources and development incentives; Initiate implementation guidelines and regulations.
- Step #5:** Monitor development and plan implementation.
- Step #6:** Seek out ongoing neighborhood enhancements. For example, establish an ethnic museum and cultural center; develop a creative marketing strategy; promote a theme for Pine Hills; and build neighborhood gateways.

The Pine Hills Business Redevelopment Task Force was appointed by the Board of County Commissioners in 2010 to focus efforts on business and economic revitalization. The task force was comprised of: chairperson at-large selected by the Mayor; three (3) area residents selected by District 1, 2, and 6; three (3) area businesses selected by District 1, 2, and 6; the Pine Hills Safe Neighborhood Partnership; the Pine Hills Community Council; the West Orange Chamber of Commerce; the Central Florida Urban League; Orange County Public Schools; Orange County Sheriff's office; and a faith-based organization.

Task Force meetings were noticed and open to the public, demonstrating the continuation of an open neighborhood planning process. Moreover, the Pine Hills Redevelopment Task Force commissioned a Market Analysis that included a public workshop and focus group outreach. These efforts affirmed the vision of a Pine Hills Town Center and redevelopment of the Pine Hills Road and Silver Star corridors leading to the town center. Task Force recommendations ultimately led to the designation of the Pine Hills Neighborhood Improvement District (PHNID) by local ordinance 2011-21. The PHNID creates a formal governance and decision-making process for the urban infill and redevelopment area which includes an advisory council comprised of community representatives, regularly scheduled public meetings and events, and a means to share decision-making with the local government consistent with 163.2517(2)(b)2.

In May 2014, the American Planning Association's Community Planning Assistance Team engaged the Pine Hills community in a visioning exercise for the Pine Hills Town Center. The final report includes two redevelopment program scenarios and a conceptual site design for the area.

## 1.2- Land Development Regulations

The impetus for completing a comprehensive update to the County's land development code was a recommendation from the Mayor's Regulatory Streamlining Task Force to develop standards appropriate for various market areas within the County, including areas suited for infill development and redevelopment such as the Pine Hills Neighborhood Improvement District. Furthering the Mayor's economic areas, shown at two previous summits, planning staff has begun the process of delineating geographic "market areas" that recognize the County's many unique communities. In the first phase of the project, County staff's previous work identifying these existing or emerging market areas will be refined and will serve as the basis for all code customization and calibration. A consultant for this major project is expected to be hired by the fall of 2015.

The County recognizes land use and urban development as a critical pathway to sustainability. The framework for the code update is contextually oriented, providing a means to balance the existing regulations, guided by separation of uses, with new design regulations for the public realm while offering clear guidance and flexibility for development within the private realm. By regulating the look and feel of places, the updated code will provide more certainty for both the developer and the community. The intended result is to improve livability by reinforcing the interrelationships among land development, transportation, healthy communities, and the environmental considerations represented in the Mayor's Sustainability Initiative.

The new code will establish streamlined processes aimed at achieving predictable results, a particularly important feature for risky infill and redevelopment projects. Unlike traditional, text-based land development codes, the County's Sustainable Land Development Code will rely on graphics, diagrams and regulating plans to illustrate regulations. Finally, any code template applied in Orange County will be calibrated to specific market areas, providing for local regulatory needs in an effective and sustainable fashion. This final feature is the most relevant to the Pine Hills Neighborhood Improvement District, as it represents a real synergy in both timing and expected outcomes between the Neighborhood Improvement Plan's goal to develop a series of master plans for the District and Orange County's goal to create context-based regulating plans.

### 1.3 - Transportation

An analysis of the existing transportation system is included in the Neighborhood Improvement Plan. The PHNID is included within the County's Alternative Mobility Area (concurrency exception area) where Section 23-97 of the Orange County Code reduces transportation impact fees. Additionally, Section 23-97 of the Orange County Code allows the use of impact fee funds for sidewalks (not built as part of construction of a road improvement); transit shelters; park and ride lots; lighting; landscaping; pedestrian bridges; Intelligent Transportation Systems (ITS); and other mobility improvements. These types of improvements are currently not impact fee eligible in other areas of the county and therefore contributions toward, or construction of, such facilities by developers may be eligible for impact fee credits. There is opportunity to further encourage construction of transit, bicycle, and pedestrian facilities through additional urban infill and redevelopment area incentives.

Several strategies will be used over the coming years to implement public transportation, bicycle ways, and pedestrian ways. Orange County has committed 250,000 dollars toward the relocation of a Pine Hills bus transfer facility; these monies have been matched by the federal government bringing the total to 1 million available dollars for this project. The project has also been prioritized for additional funding through Metroplan Orlando. The Central Florida Regional Transit Authority (dba LYNX) has advanced a site adjacent to Phase 2 of the Pine Hills Trail within the proposed Pine Hills Town Center as the preferred alternative. The Pine Hills Trail is a regionally significant trail with limits from Colonial Drive (SR50) to the Orange/Seminole County line. Construction of this facility is planned in three phases: Phase 1 from Alhambra Drive to Silver Star Road is fully funded for construction with a scheduled completion date of November 2016; Phase 2 from Silver Star Road to Clarcona-Ocoee Road is located has no identified funding, but is included on the prioritized list for trails, and safe routes to school; Phase 3 is considered a "gap" in the Florida Coast to Coast project and is therefore a high-priority which may also be eligible for additional funds. Along with the update to the land development code described in the section above, the Neighborhood Improvement Plan calls for the creation of a Pine Hills Town Center Master Plan and changes to the street design of Pine Hill Road as part of a corridor plan. These combined approaches address pedestrian-friendly land use and urban form, which are the most effective strategies to increase levels of walking, biking, and transit use. Section Two of this appendix contains required maps not found in the Neighborhood Improvement Plan.

## 1.4 Housing

The Neighborhood Improvement Plan contains an analysis of existing housing stock within the Neighborhood Improvement District. The primary tool to address housing within the district itself will be the creation of a Pine Hills Town Center master plan, along with Land Development Code updates which will facilitate approvals of residential, commercial, and mixed use projects along the corridors. Ultimately, the goal is to offer housing for all types of households at various income levels within or near the district – where affordability combines transportation and housing costs. Below is a summary of some housing programs through which Orange County and partner agencies provide assistance.

**Down Payment Assistance Program:** This program assists with down payments and closing costs for first time homebuyers with very low, low, and moderate incomes. This program is offered throughout the County, but since the maximum sales price for a home cannot exceed 200,000 many of the eligible participants and homes can be found in the neighborhoods surrounding the Pine Hills Neighborhood Improvement District.

**Neighborhood Stabilization Program (NSP):** The main purpose of the NSP is to stabilize neighborhoods negatively impacted by foreclosures. Orange County uses NSP funds to acquire, renovate, and sell foreclosed homes at affordable prices to eligible families. In order to have the most positive impact on neighborhoods hardest hit by foreclosures, five geographical areas were selected to participate in the NSP program for home purchase and mortgage assistance, one of which is the Pine Hills Area. A map of the eligible area is shown in Section Two. Two options are available through this program. The first is to buy foreclosed homes that have been purchased by the County and completely renovated. These homes will be equipped with Energy Star appliances. The second is to purchase foreclosed homes in NSP areas with a realtor and qualify for NSP homebuyer assistance. NSP homebuyer assistance of up to \$20,000 of down payment including closing costs will be available based on eligibility for both options.

**Habitat for Humanity- Neighborhood Revitalization:** The Orange County Neighborhoods Division (NPRD) has recently partnered with Habitat for Humanity to address minor repairs, painting and landscaping in selected neighborhoods. NPRD has used grant monies to target two neighborhoods per year for such projects, but a challenge has always been gathering enough properly trained volunteers. Habitat for Humanity has recently begun rehabilitating homes in addition to constructing new ones to meet housing needs for low income persons. Their goal was to expand services to include rehabilitation, but they were seeking ways to identify neighborhoods and expand funding for that program. The pilot program for this partnership was the Meadowbrook Acres neighborhood, adjacent to the Neighborhood Improvement District. Since this project, the neighborhood has created a voluntary neighborhood organization to build on the success of the program. Several other neighborhoods within the area are candidates for such assistance.

**Rental Housing:** The Orlando Neighborhood Improvement Corporation (ONIC) is a full-service nonprofit housing development company specializing in rental housing, both new construction and rehabilitation. This group recently rehabilitated 264 affordable housing units in the community known as Emerald Villas, recognized by the Apartment Association of Greater Orlando as the Renovated Community of the year in 2013. ONIC also manages the property, offering many programs and amenities to residents. Other opportunities for affordable housing include the Reserve at Indian Hill (senior housing), and three Low-Income Housing Tax Credit complexes immediately adjacent to the district at the intersection of Silver Star Road and Hiawasse Road.

## 1.5 Schools

There are no public schools within the Neighborhood Improvement District itself; however, any future residential activity within the district would impact several area schools: Evans High School, Meadowbrook Middle School, Carver Middle School; Mollie Ray Elementary; Pine Hills Elementary; Ridgewood Park Elementary; and Rolling Hills Elementary. Several factors play into the priority given to facilities and programs at these schools.

**Unitary Status Settlement Agreement:** In 2010, Orange County Public Schools entered a settlement agreement which provided the framework for achieving the goal of unitary status. Part of this agreement named specific schools for replacement/renovation/additions within a specific timeframe – three of which are Evans High School, Carver Middle School, and Mollie Ray Elementary. The table included at the end of this section shows all the schools in the area, with specific information given to schools completed, or named in the settlement agreement.

**Orange County Public Schools Capital Outlay Budget:** In 2002, Orange County approved a half-cent sales tax for the construction of 132 schools. The construction scope of the sales tax projects will result in bringing 94 of the 132 K-12 schools up to the prototype standard and/or size of a new school. By definition of prototype standard, the district plans to improve, correct or replace major air conditioning systems, roofs, electrical, plumbing, site drainage, security, windows, interior and exterior code deficiencies where cited, upgrade technology, expand core space and replace portables where required. The expansions will result at schools that have exceeded the student capacity of the existing core space. The voters approval of the renewal of the half-cent sales tax, on the August 26, 2014, primary election ballot, will fund the remaining 42 sales tax projects (i.e. schools with priority 90-132) that are currently unfunded in the 10-Year Plan along with other capital needs. This includes 4 Vocational Technical Schools.

Orange County Public Schools – Funding for Pine Hills Area Schools

Priority	School	Status
	Meadowbrook Middle School	Complete 2005
	Ridgewood Park	Complete 2006
	Evans High School	Complete 2011
90	Carver Middle School	Planning – expected completion 2016
106	Pine Hills	
114	Mollie Ray	2019 (may be accelerated due to sales tax renewal)
121	Rolling Hills	

**Evans Community School:** The Evans Community School is a first of its kind approach to helping every aspect of a student’s life – so they can succeed in school. Four program areas are offered: in-school, after-school, adult, and food pantry. The school also includes a Wellness Center, where the community can acquire get primary health care (including prescriptions) and counseling services. In-school and after-school programs focus on tutoring, counseling, mentoring, and job training/ experience in partnership with multiple service providers. The adult programs focus on creating healthy home environments and opportunities for parents by offering classes on communication, financial management, ESOL, and home-ownership. The food pantry provides snacks to any students participating in after-school programs; and emergency weekend food assistance to the community at large.

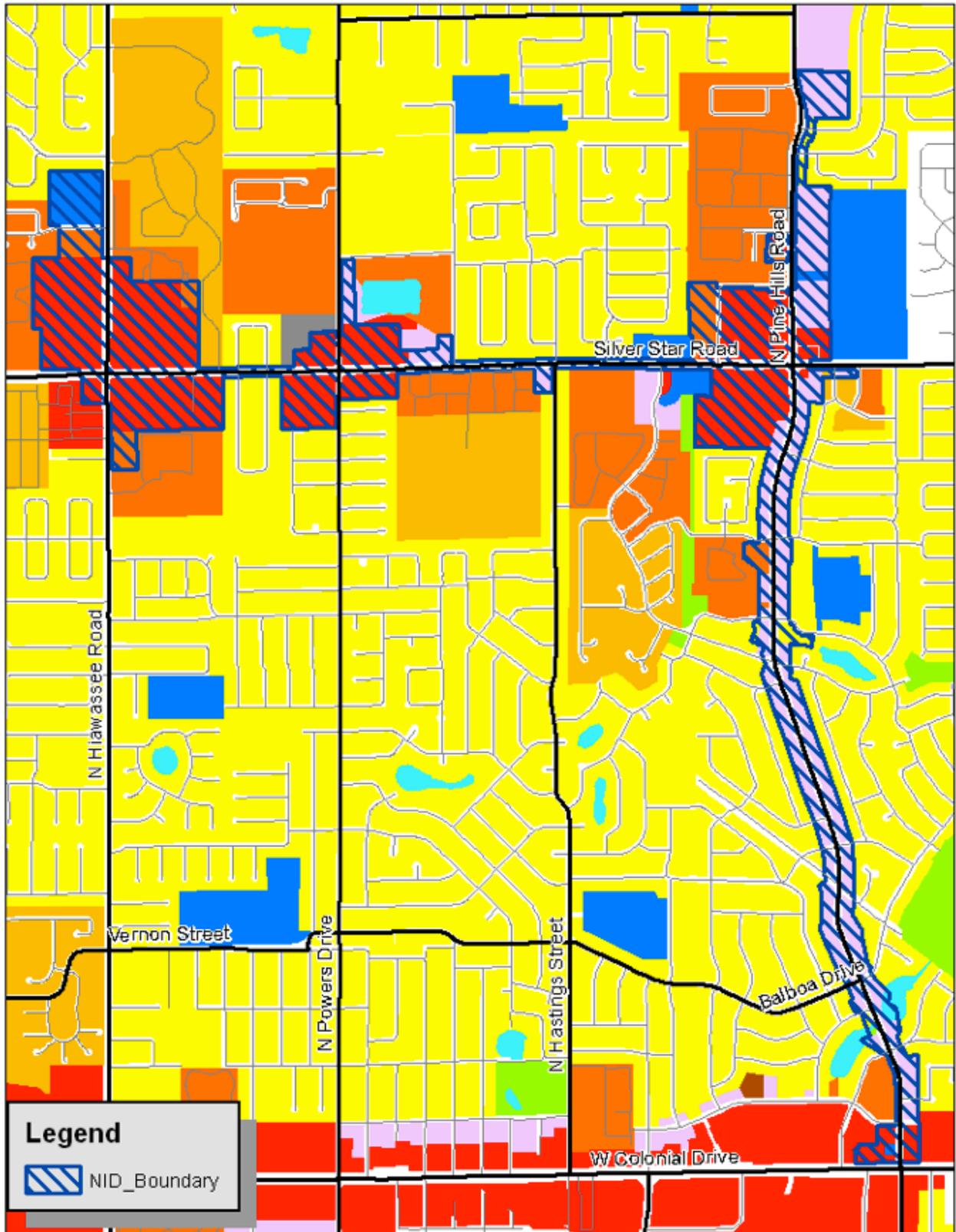
**1.6- Crime Prevention**

The crime prevention plan is outlined in the main body of the Pine Hills Neighborhood Improvement Plan.

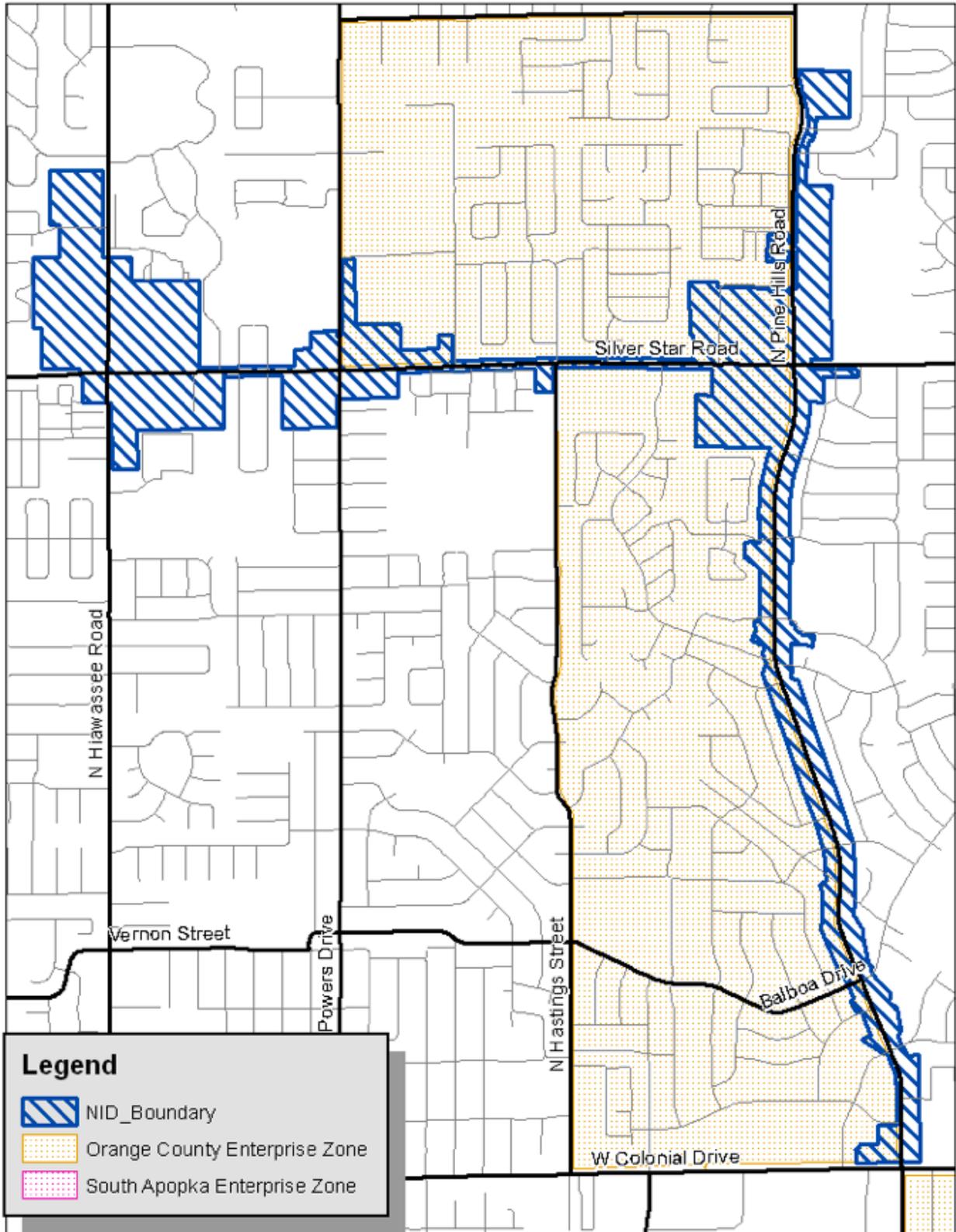
## Section Two- Map Series

This page is intentionally blank

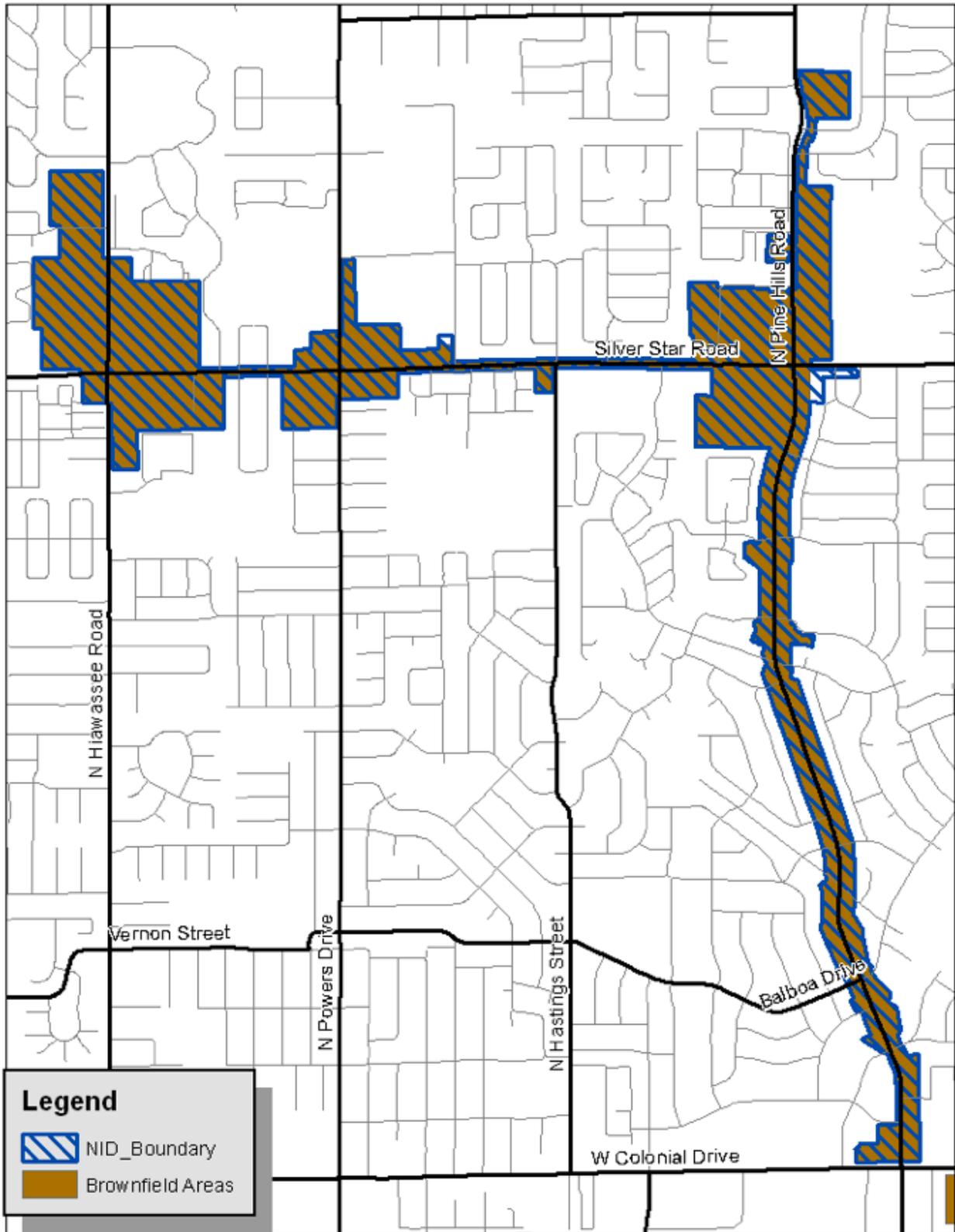
# Map 1 - Pine Hills Neighborhood Improvement District



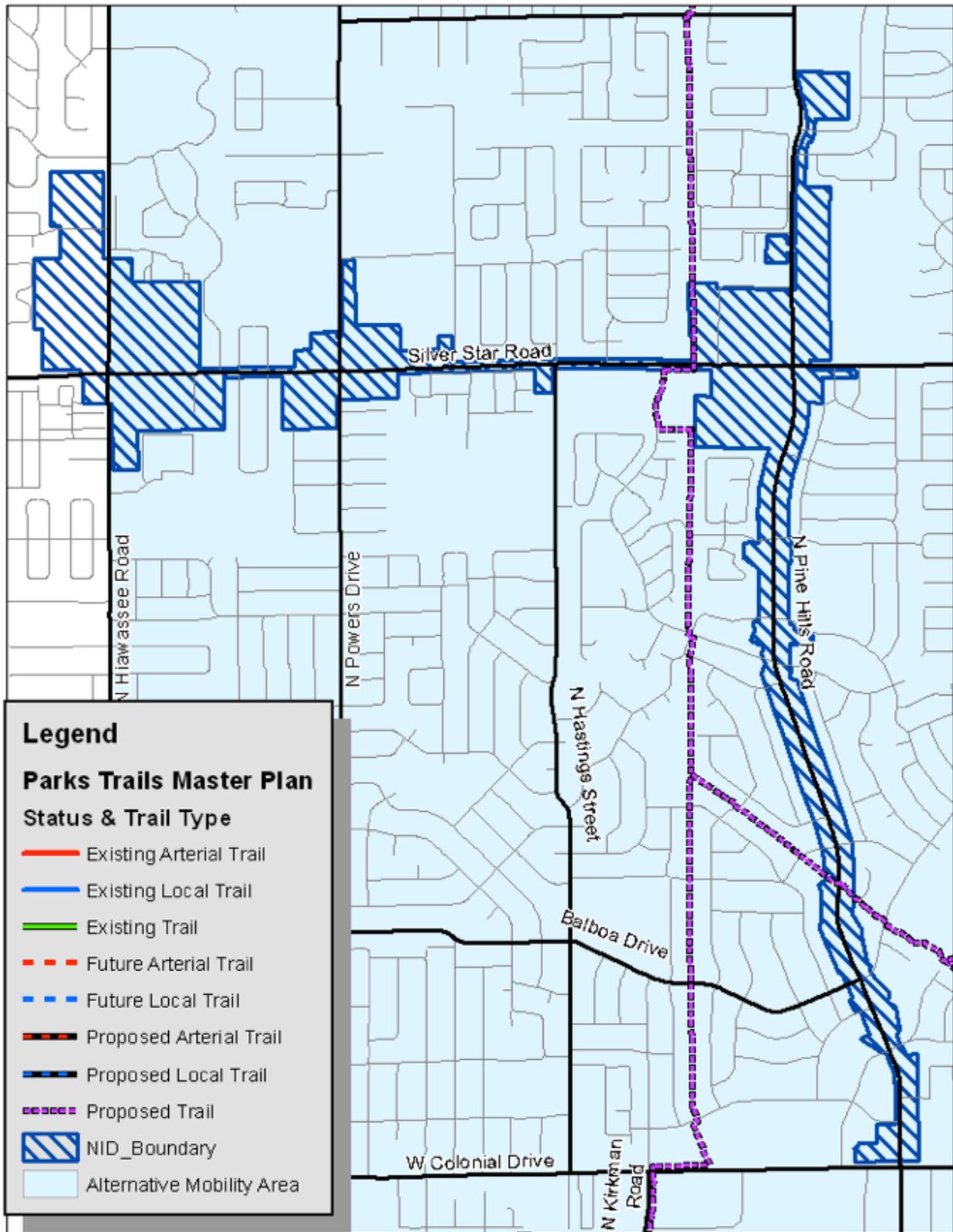
## Map 2 - Orange County Enterprise Zone



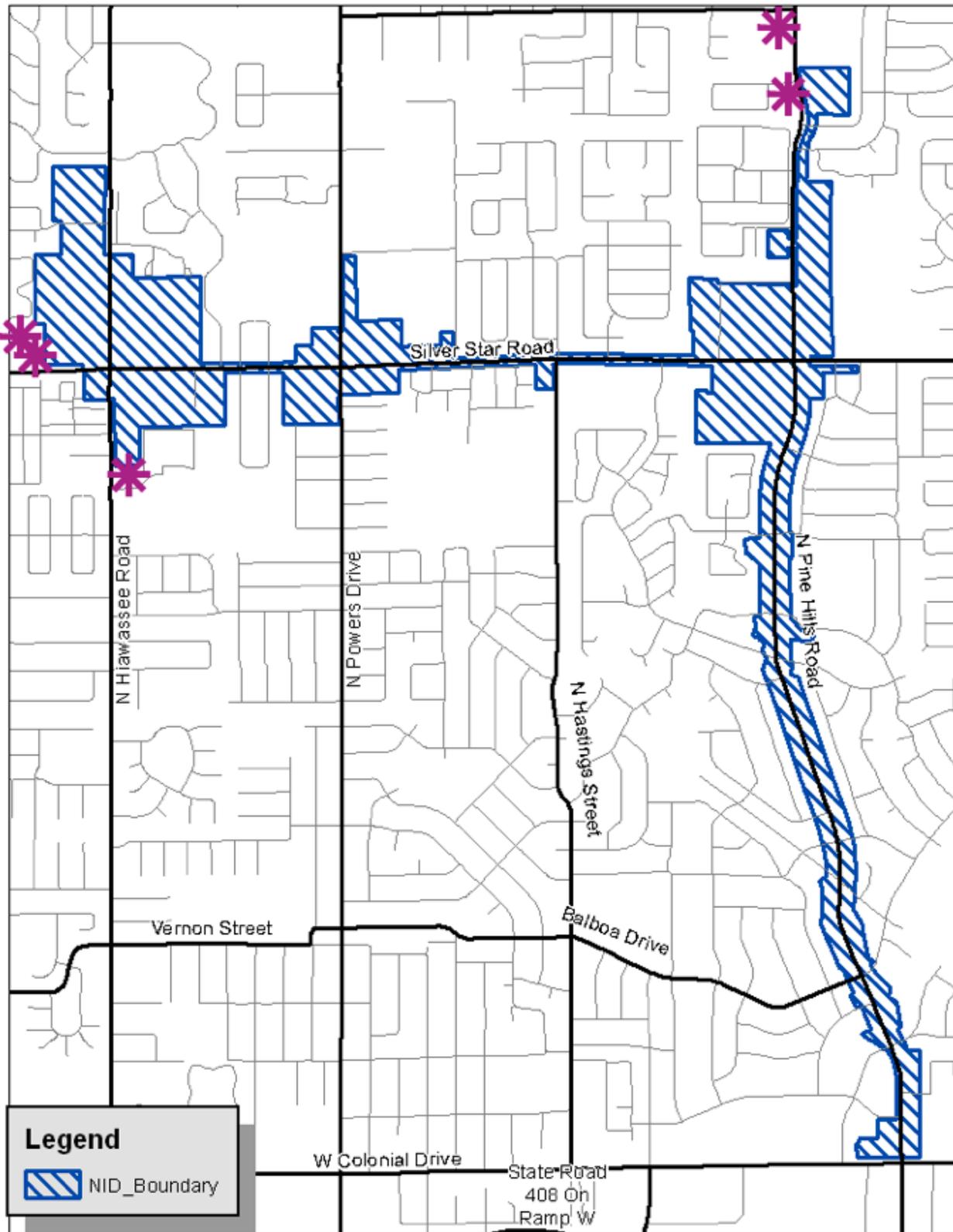
### Map 3 - Orange County Brownfield Designation



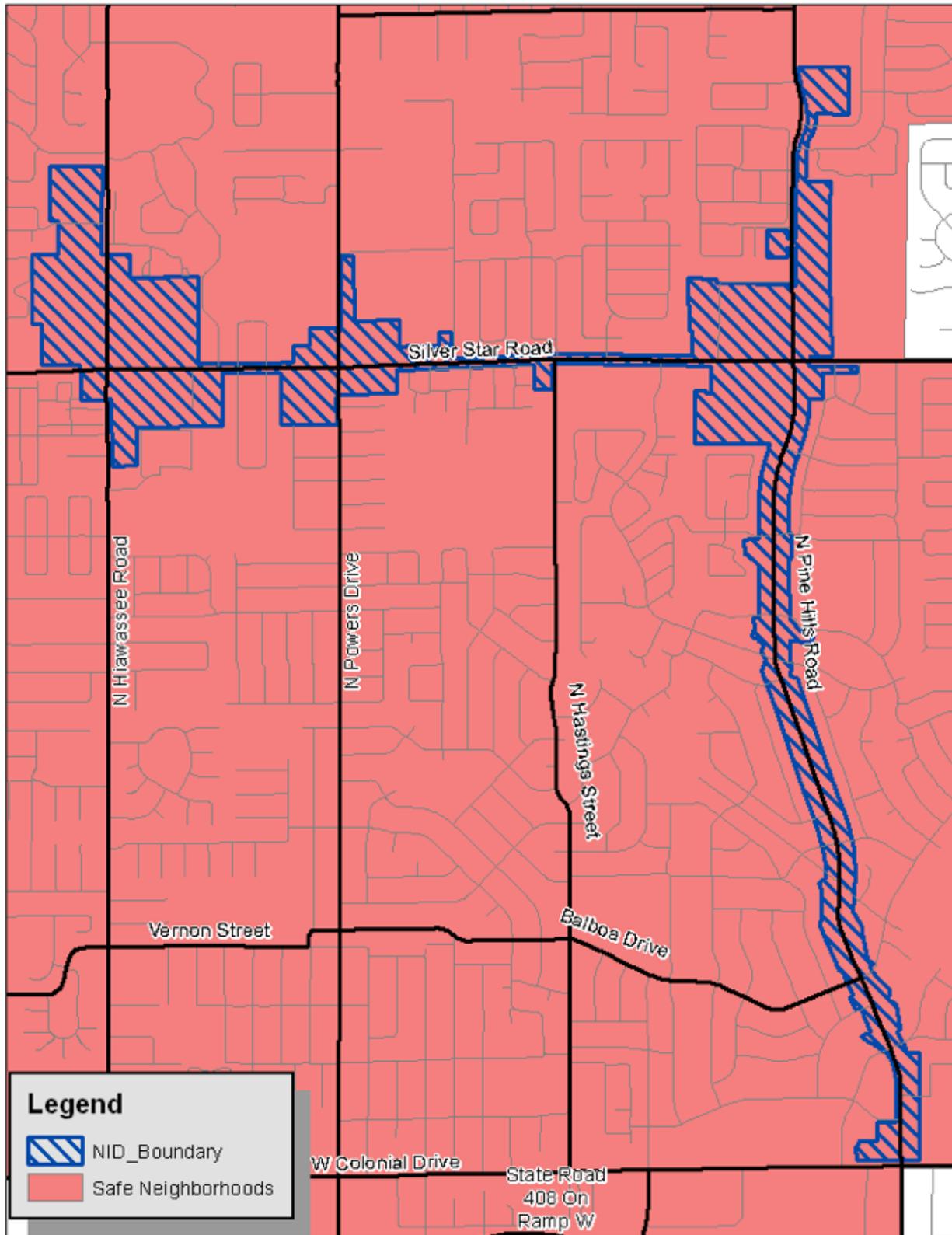
# Map 4a- Trails Master Plan



### Map 5- Low-Income Rental Housing (Tax Credit)



# Map 6- Pine Hills Safe Neighborhood Partnership







ORANGE COUNTY NEIGHBORHOOD PRESERVATION & REVITALIZATION DIVISION  
POST OFFICE BOX 1393 · ORLANDO, FL 32801-1393