Creating a Better Climate for TOD:

Case Studies of SunRail and TriRail

Facilitated by the South Florida Regional Transportation Authority

Loraine Cargill, AICP

Manager of Planning & Capital Development/
EEO Officer

South Florida
Regional Transportation Authority

TRI RAIL™

What is Transit Oriented Development (TOD)?

TOD is …

- Development within ¼ to ½ mile of Station or along Transit Corridor (10-minute walk)
- Mixed-Use with Higher Density & Intensity than Surrounding Area
- Pedestrian & Bike-Friendly
- Controlled Parking
- Streetscapes & Site Design focused on Pedestrian Flow

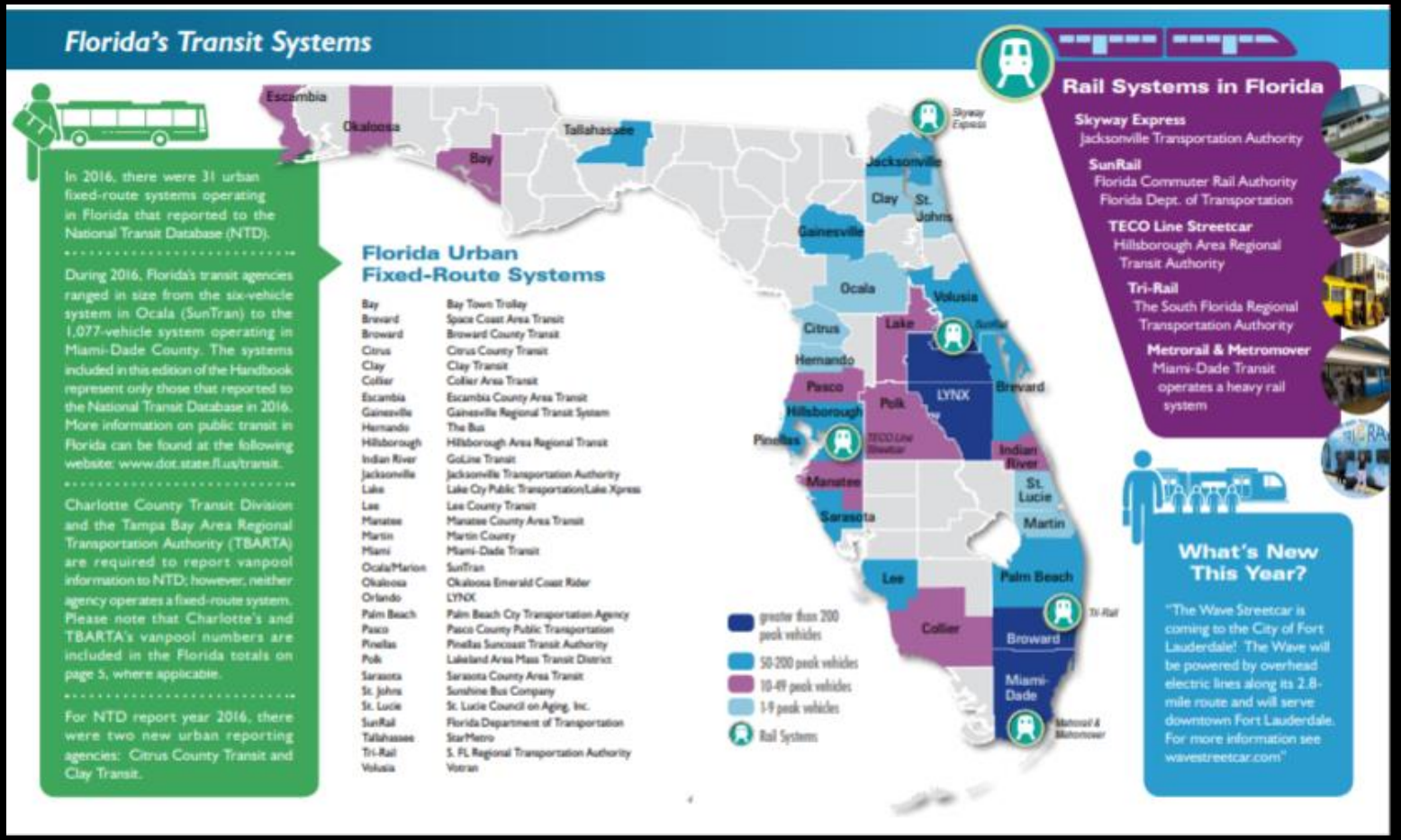
TOD vs. TAD

- Transit Oriented Development

vs.

- Transit Adjacent Development
  - *Auto-oriented uses*
  - *Large surface parking lots*
  - *Disconnected from adjacent sites; internally focused*
  - *Pedestrian unfriendly*
    - *Suburban office campuses*
    - *Big-box format retail*
    - *Storage facilities & industrial*

Florida's Fixed-Route Systems



SOURCE: Florida Transit Information and Performance Handbook, 2017, FDOT

Karen McGuire, AICP CTP

Community Environmental &
Development Services

Orange County Planning Division

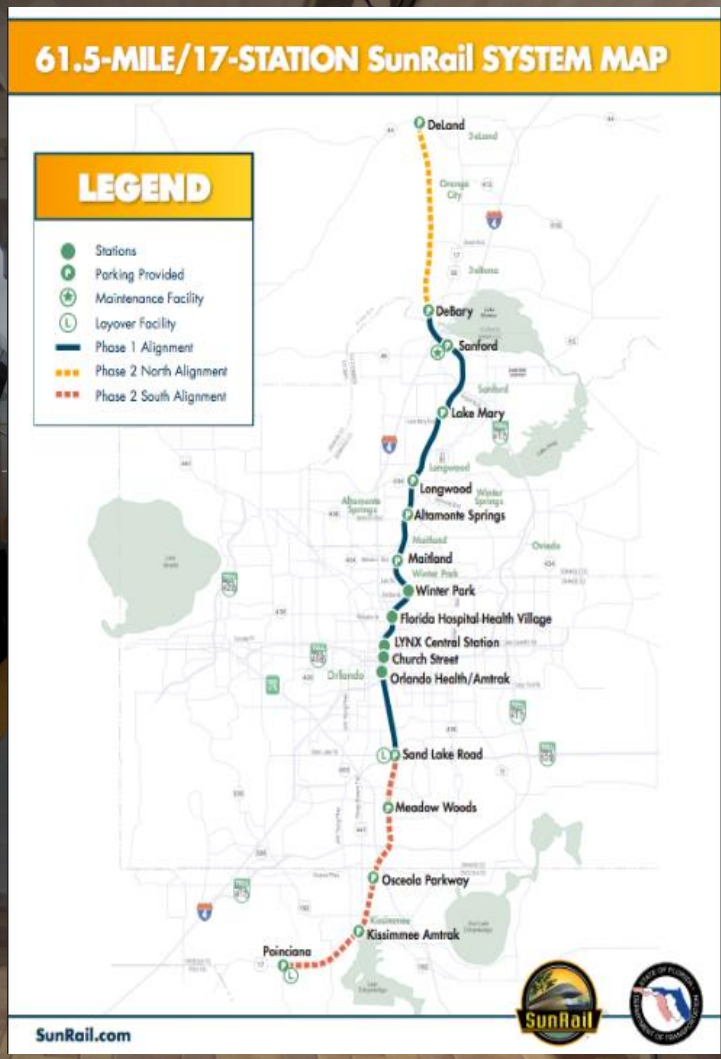
ORANGE COUNTY GOVERNMENT FLORIDA

ORANGE COUNTY
SAND LAKE ROAD/PINE CASTLE STATION AREA

FAPA PRESENTATION
SEPETEMBER 12, 2018

SUNRAIL SYSTEM BACKGROUND

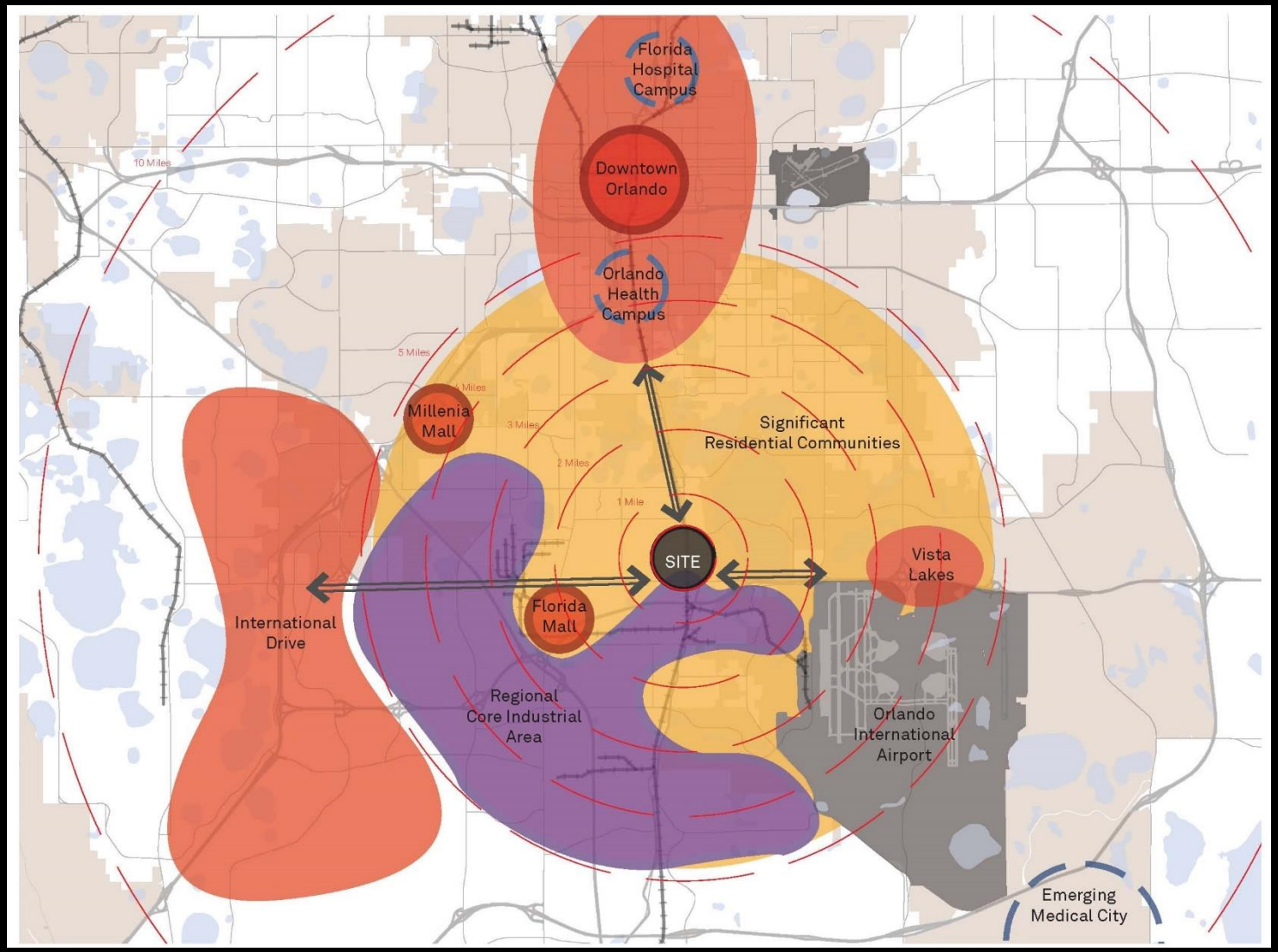
CSX Agreement-2011
Partners were FDOT, & Orange, Volusia, Osceola, Counties and City of Orlando
61. 5 miles (49 miles 16 stations)
Phase 1- May 1, 2014
Phase 2-July 30, 2018
Transfer to local Governments - 2021



credit: aroundosceola.com

SAND LAKE ROAD/PINE CASTLE STATION

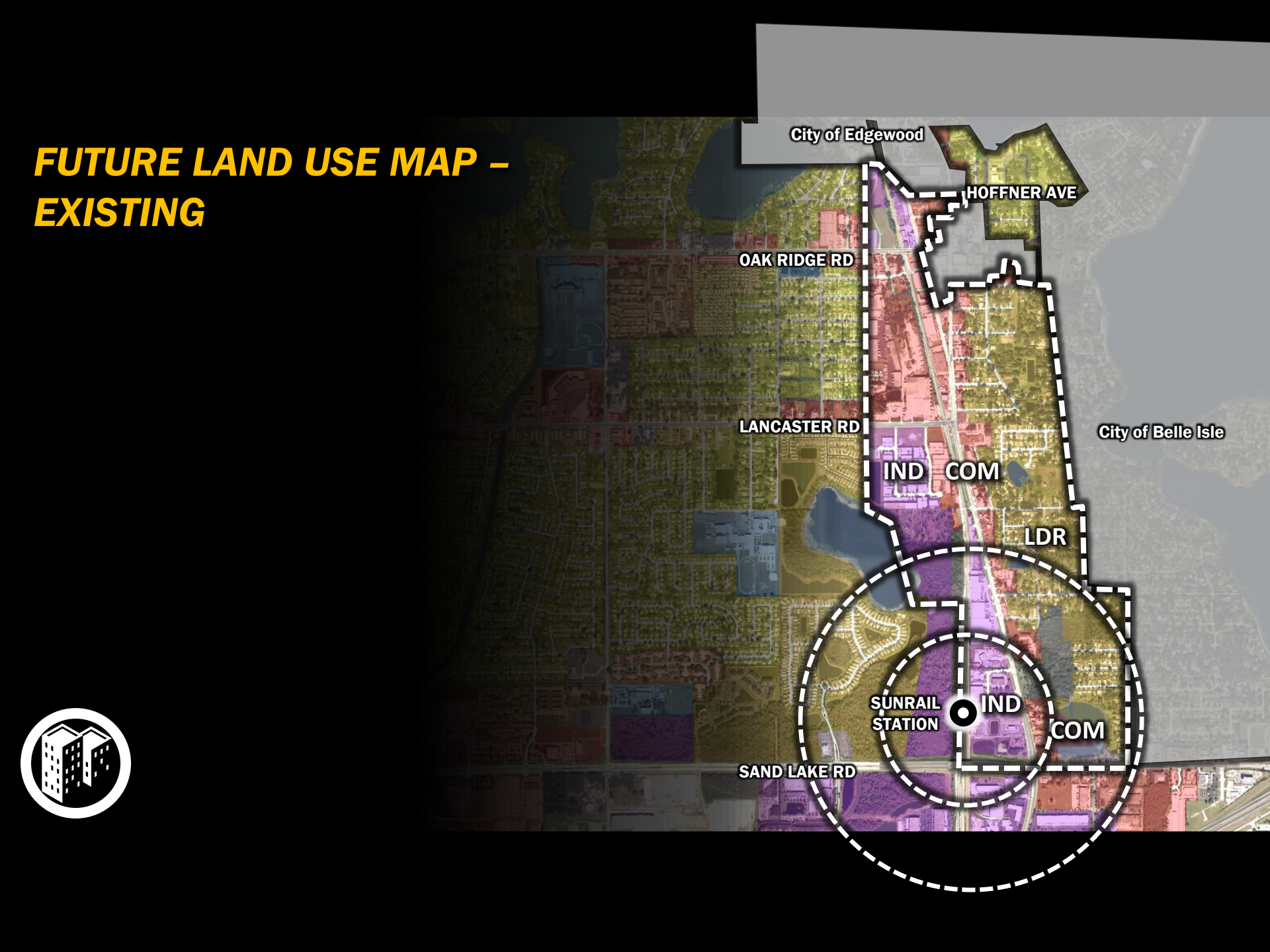
Pine Castle Station Area


Florida Hospital Campus
Downtown Orlando
Orlando Health Campus
10 Miles
5 Miles
4 Miles
3 Miles
2 Miles
1 Mile
Millenia Mall
Significant Residential Communities
SITE
Vista Lakes
International Drive
Florida Mall
Regional Core Industrial Area
Orlando International Airport
Emerging Medical City

PINE CASTLE STATION AREA

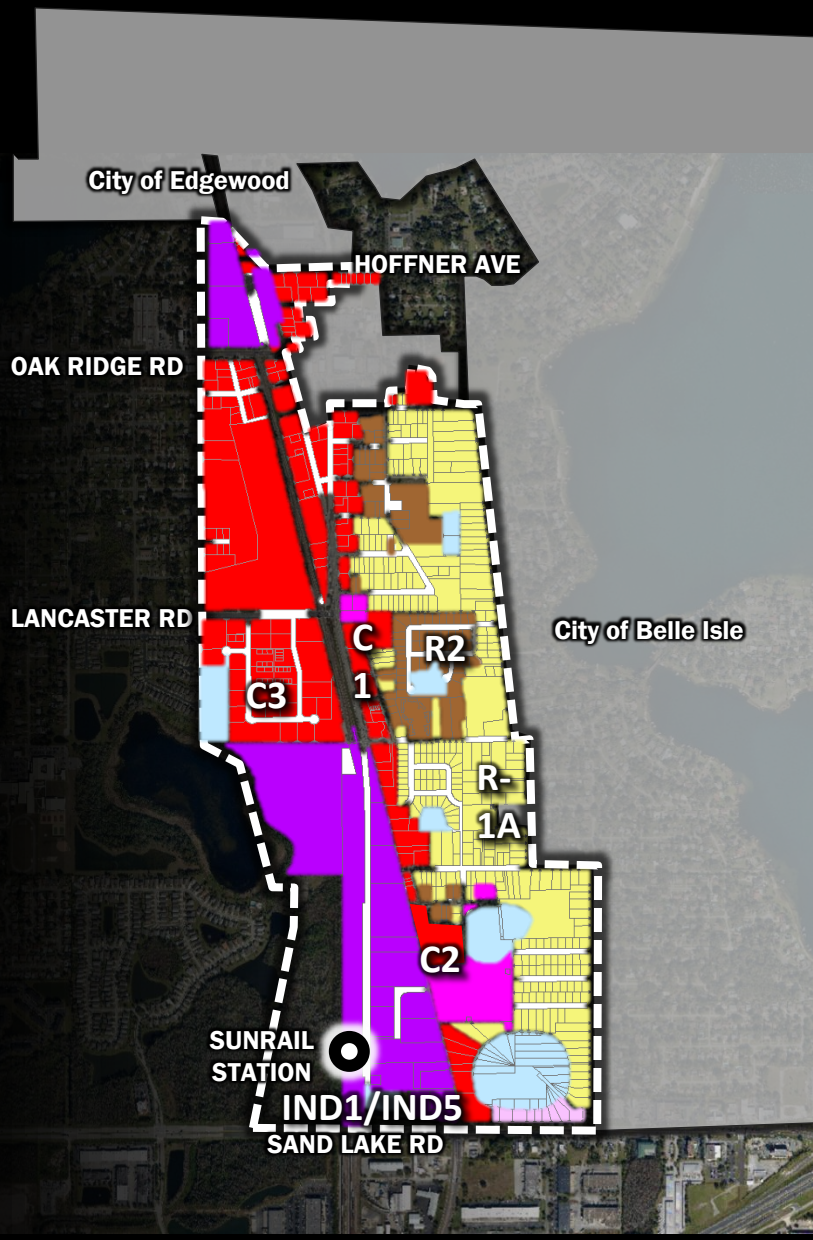
1. SUNRAIL STATION
2. EXISTING AND NEW STORMWATER
3. FAST FOOD PARCELS (DENNY'S BK, McD)
4. WAWA
5. SAND LAKE ROAD - RAIL OVERPASS
6. GONDOLA PROPERTY
7. SHARON CARTER PROPERTY
8. WETLAND AREA
9. INDUSTRIAL PROPERTIES

FUTURE LAND USE MAP – EXISTING



Zoning Map

EXISTING



PINE CASTLE

STREETS

PREVIOUS EFFORTS

2008

2009

2010

2011

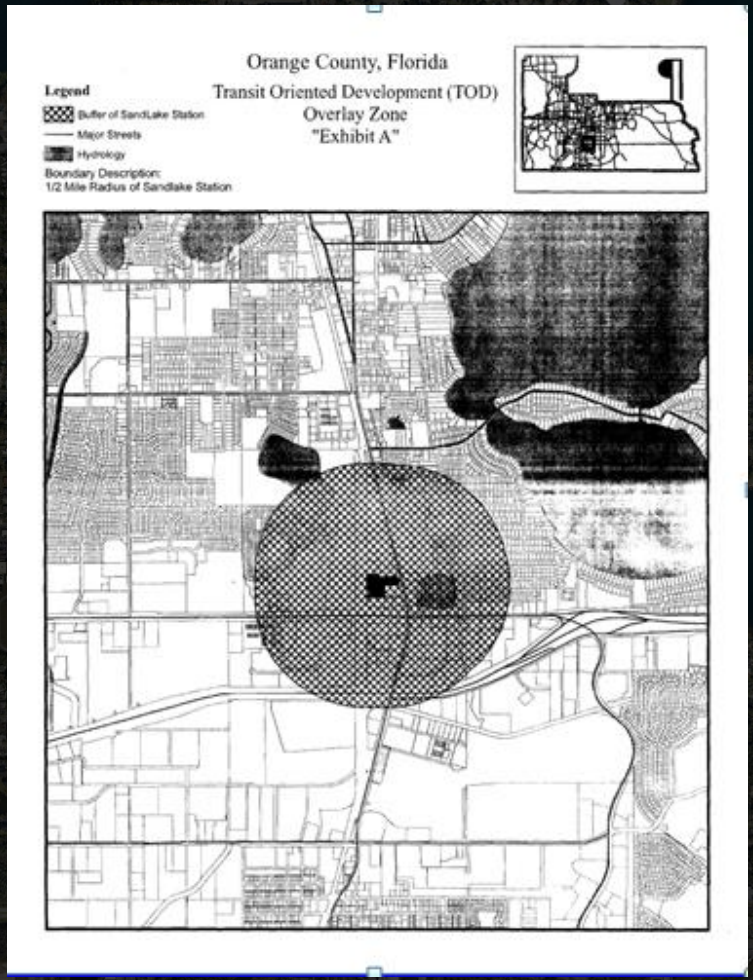
2012

2013

2014

2015
2016

2008
Orange County adopts a TOD Overlay Zone



PREVIOUS EFFORTS

2009

2010

2011

2012

2013

2014

2015

2016

2009
SunRail Funding Authorized

2011
SunRail Funding Authorized

Florida Department of Transportation
Central Florida Commuter Rail Transit Project

Economic and Fiscal Impact Analysis of Future Station Transit Oriented Development

Sand Lake Road Station
Orange County, Florida

Summary Report
Revised January 2009

SUNRAIL

SAND LAKE ROAD TOD CONCEPT

Artist's rendering looking east towards station at new intersection.

DeLand
Debary
Sanford
Lake Mary
Longwood
Altamonte Springs
Maitland
Winter Park
Florida Hospital
Lynx Central
Church Street
Orlando Amtrak
Sand Lake Road
Meadow Woods
Osceola Parkway
Poinciana
Kissimmee

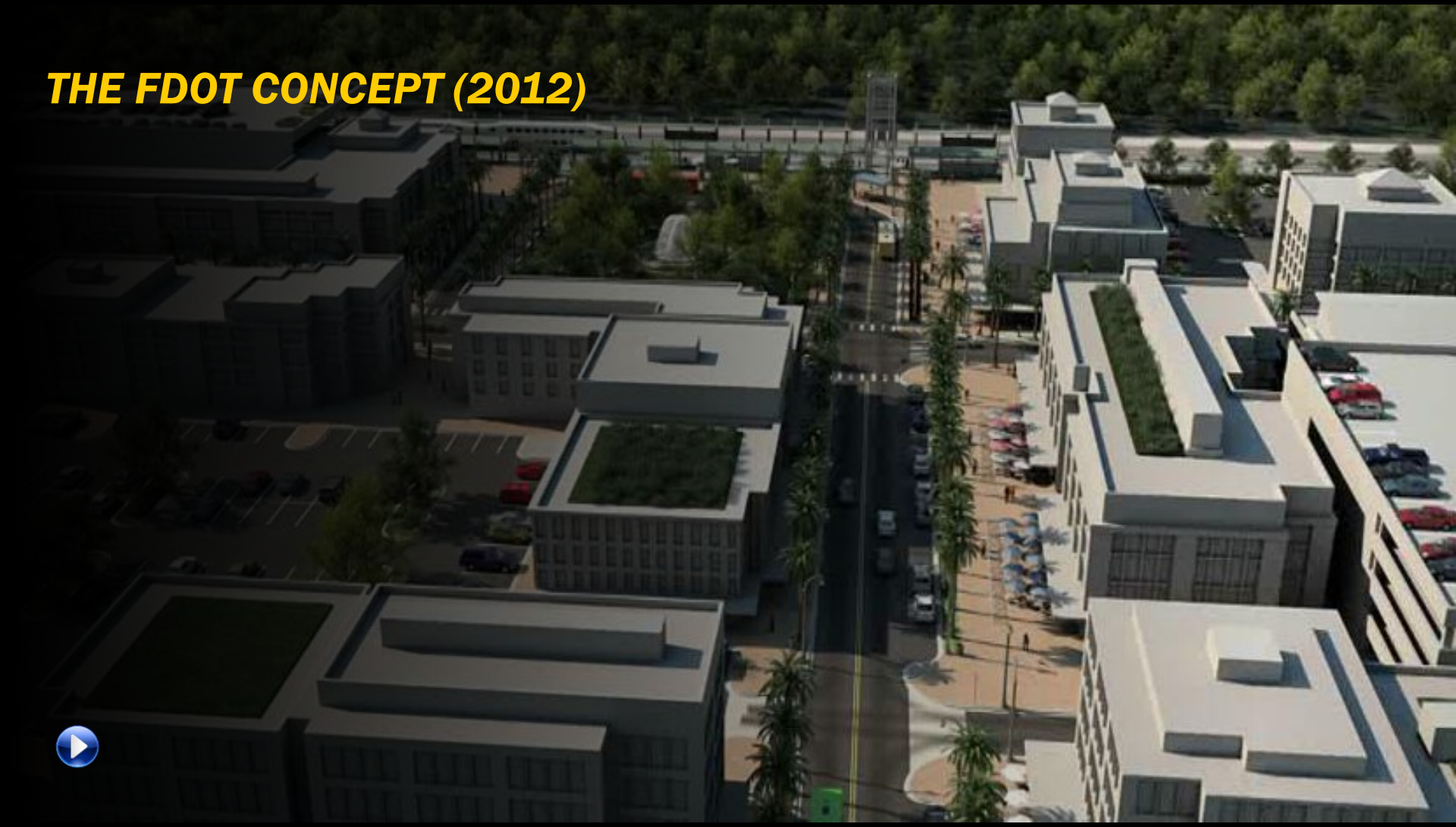
This Village Center scaled station provides an opportunity to create a unique transit district, blending new forms of development and redevelopment with necessary park-and-ride functions. The TOD vision could potentially stimulate job creation and investment, and strengthen connections across S. Orange Avenue to east neighborhoods.

An emerging local TOD vision foresees a mix of new development and redevelopment on the eastside of the SunRail tracks, including offices, ground floor retail and multi-family residential. TOD performance of the area could be further enhanced by the location of a second transit investment and station stop along W. Sand Lake Road.

Transit parking is envisioned to be set back from the station to allow development closest to the platform. District streetscape and pedestrian improvements could facilitate local connections and crossings of S. Orange Avenue.

Potential next steps include coordination with Orange County to assure that TOD overlay zone rules require and incentivize transit-supportive development. Coordination also is required to explore funding and partnership opportunities for the development and implementation of a shared district-wide stormwater management plan, and strategic improvements along the South Orange Avenue corridor.

THE FDOT CONCEPT (2012)



PREVIOUS EFFORTS

2009

2010

2011

2012

2013

2014

2015

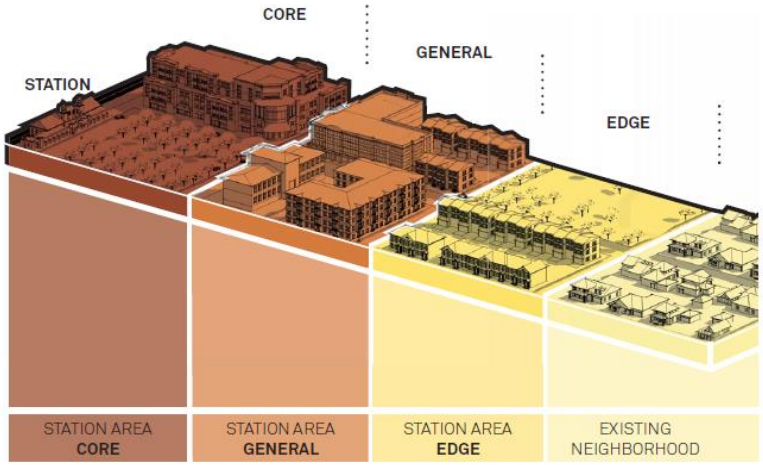
2016

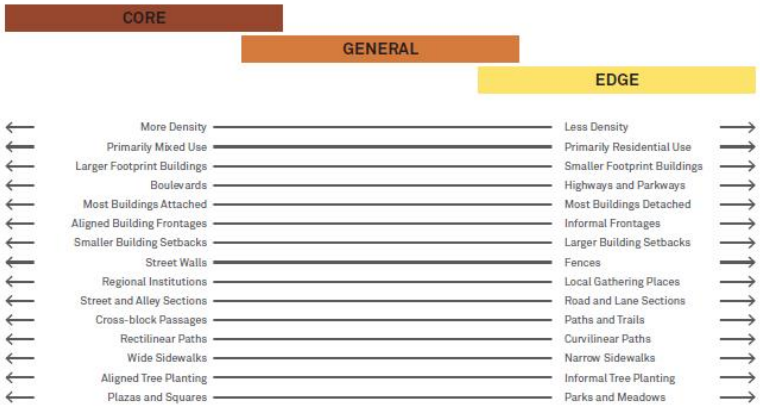
2011
SLR Station Area Plan

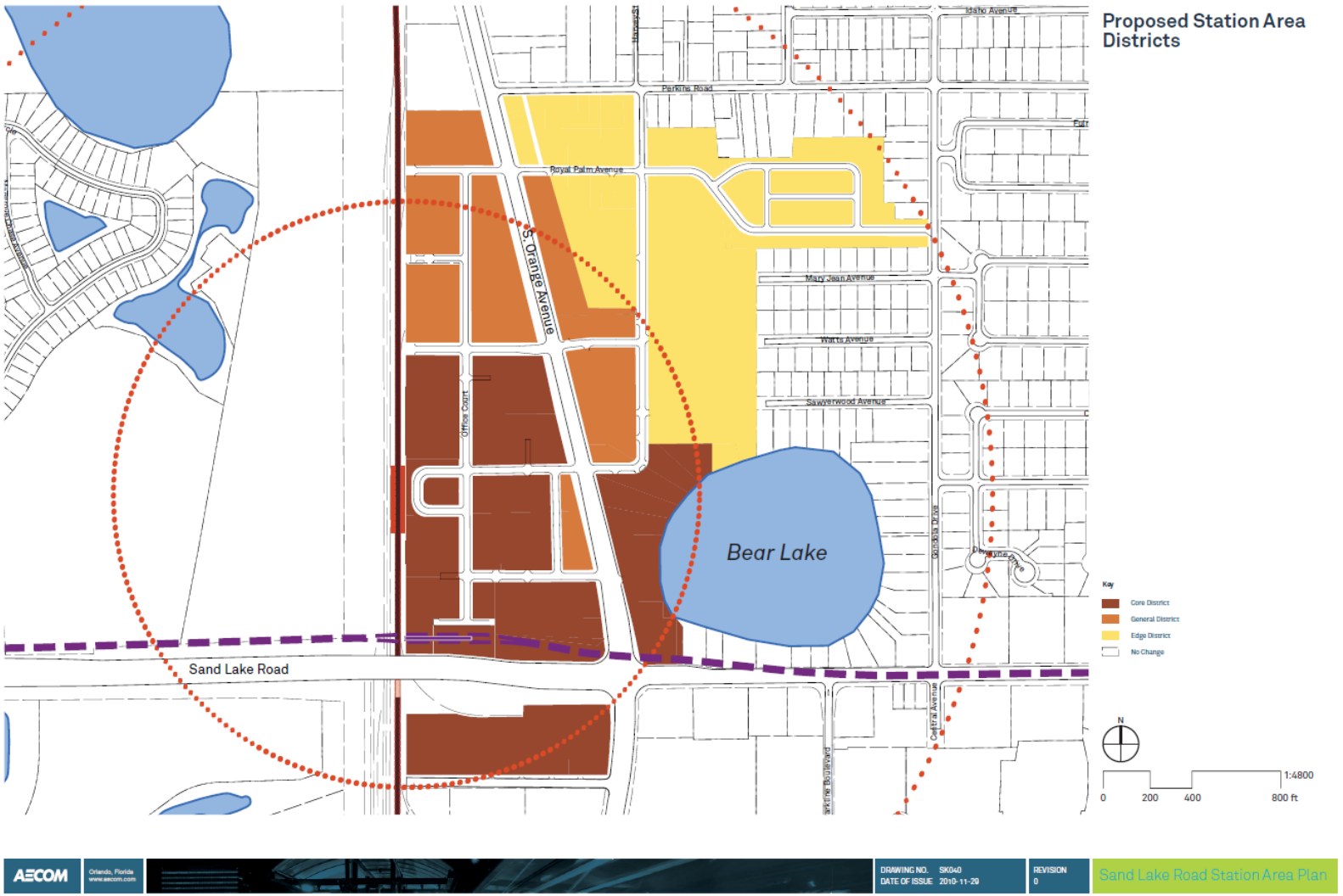
Core-General-Edge Concept

This concept is a means of describing physical character, development intensity and density within a transit-oriented development and was the starting point for discussions with the public regarding preferences for density and visual character for locations within the station area (via a visual preference survey discussing where certain types of uses were or were not appropriate - see section 3.9.) The extension and application of the concept, through design standards and other development controls, gives the County a means to guide development to appropriate locations and make respectful transitions to existing neighborhoods.

In general, the CORE area is located within a quarter-mile or 5-minute walk from the station, and contains the most urban forms and highest intensities of development. The EDGE area should be located no more than a 10-minute walk from the station and is the least intense area of the TOD, serving as a transitional area with densities slightly higher than the adjacent existing neighborhood. Areas between CORE and EDGE, both in terms of proximity to the station and development intensity, are called GENERAL.






Proposed Station Area Districts
Parkins Road
Royal Palm Avenue
S. Orange Avenue
Mary Jean Avenue
Watts Avenue
Sawyerwood Avenue
Office Court
Bear Lake
Sand Lake Road
Central Avenue
Key
Core District
General District
Edge District
No Change
N
1:4800
0
200
400
800 ft
AECOM
Orlando, Florida
www.aecom.com
DRAWING NO. SK040
DATE OF ISSUE 2010-11-29
REVISION 0
Sand Lake Road Station Area Plan

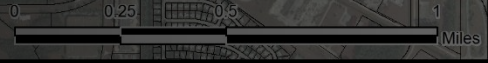
PINE CASTLE STATION

Planning & Development

Challenges

- Orange Avenue and Sand Lake Road
- Small parcels multiple owners
- Stormwater mitigation required
- Station property deed restrictions
- Lack of open space
- Housing affordability

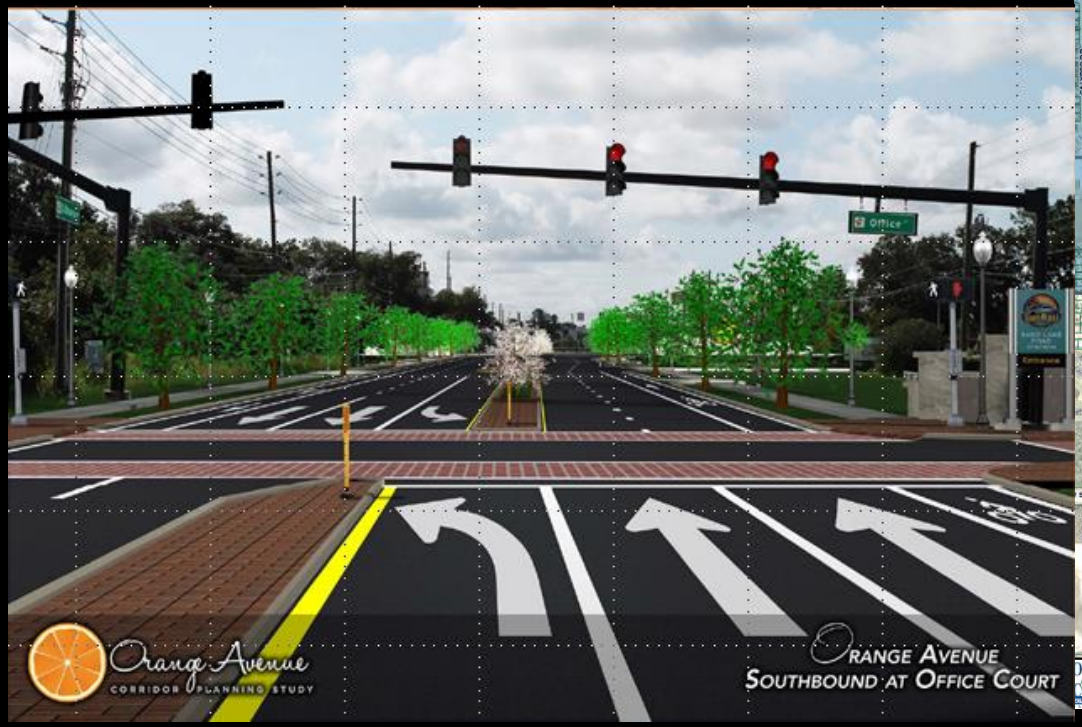
Key Element	Improvements	Estimated cost	Responsible Entity	Time frame
Create safe Pedestrian and vehicular connection from the Neighborhood to the station	• Streetscape along Office court	$149,000	Developer/Enhancement funds	Short term
	• Signalized Intersection	$200,000	(AMA Improvement)	
	• New connection behind Post office to connect Perkins to East approach to Office Court	$125,000	Developer	Short – Midterm
	• New East/West connection between Orange Avenue and Gondola Drive	$187,143	Joint Development or developer	Short-Midterm
	Perkins	$60,000	(AMA improvement)	Mid term
	Gondola	$85,000	(AMA improvement)	Mid-term
Improve Orange Avenue	Pedestrian Streetscape Improvements. From Sand Lake to Perkins	$600,000	County	Short-Midterm
Facilitate a stormwater drainage system	• Construct master stormwater facility between rail and Orange Avenue	$2,957,600	County/Owner Consortium	Short-term
	• Construct master stormwater "park" to serve redevelopment area east of Orange Avenue	$623,763	Developer	Short-term
Organize improvement in the station area that facilitate transit-oriented development	• Build garage to accommodate additional development	15,000,000	TIP/TRIP Funding	Mid-term-Long term
	• Convert interior of bus loop to park at station		Joint Development	
	• Pursue joint development on station parcel	145,000		
Develop standards	• MXDAC Designation/Guidelines	$149,000	County	Completed
	• Concept Plan			
	• TOD Overlay District			Short-term
	• Mixed Use Development Code			

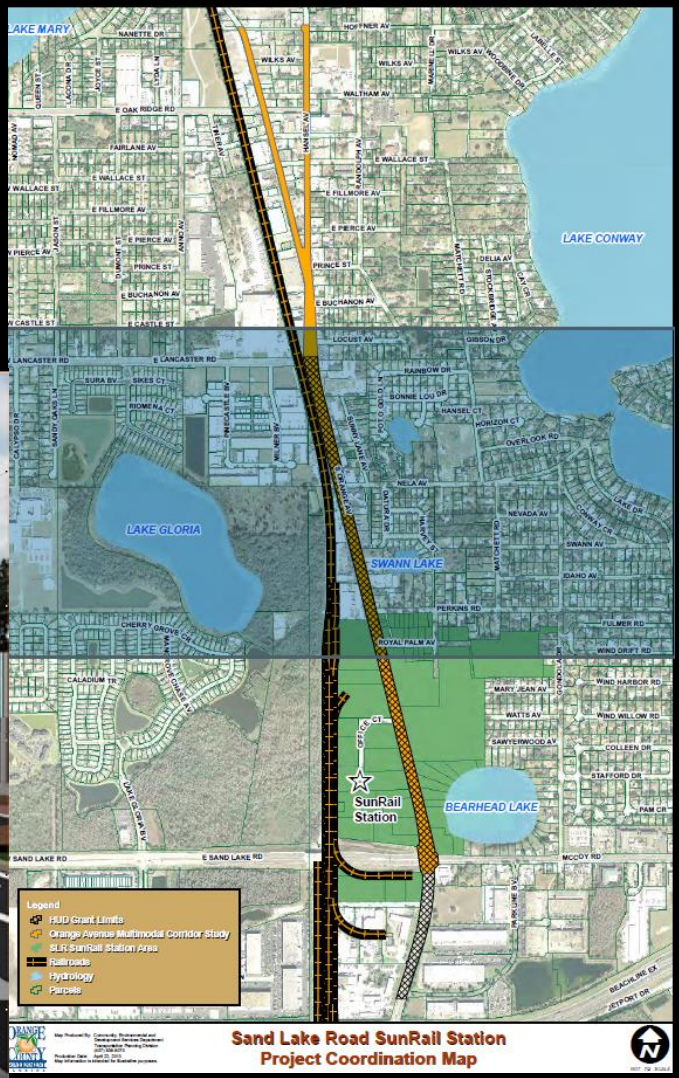


PINE CASTLE STATION

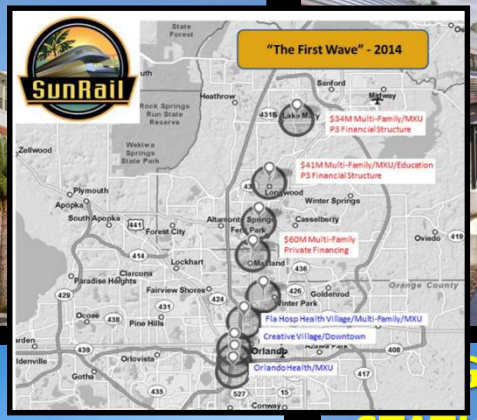
2014 ORANGE AVENUE MULTI-MODAL CORRIDOR STUDY

#1 MPO Prioritized Project ranking- $ 1.27 million for PD&E.





STATION AREA DEVELOPMENT

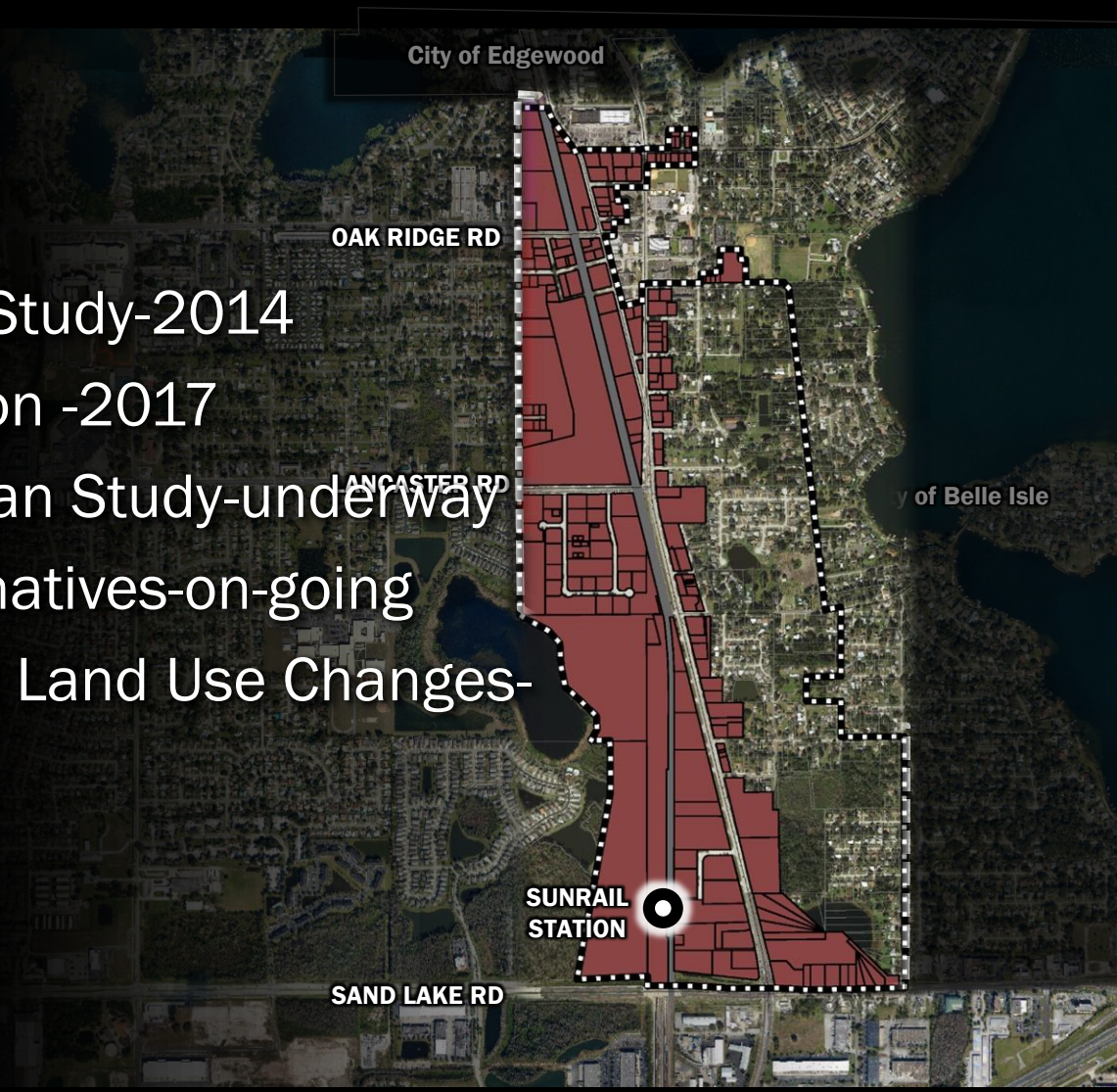


PINE CASTLE STATION – 2016-PRESENT

credit: Orlando Weekly

ACTIONS

- Multi-modal Corridor Study-2014
- Brownfield Designation -2017
- Stormwater Master Plan Study-underway
- Identify Funding Alternatives-on-going
- Form-based Code and Land Use Changes-
- 12/2018



Place Types

a. Urban Center

(1) Description. The Urban Center Place Type is intended for use in developing or redeveloping areas around a new or planned transit station. Typically, the area has a high potential to transition from existing uses, such as light industrial, commercial and office to include a mix of medium density residential and employment uses. This Place Type is served by one or more modes of transit and focused on residential and neighborhood support uses.

(2) Application. The Urban Center requirements apply to all parcels within the geographic areas as identified in the Future Land Use Map.
(3) Establishment of the District and Transect Zones. The areas and boundaries of the Transect Zones listed in Sec. 38-1553 are established on the Zoning Map and further detailed on the Regulating Plan(s) herein.

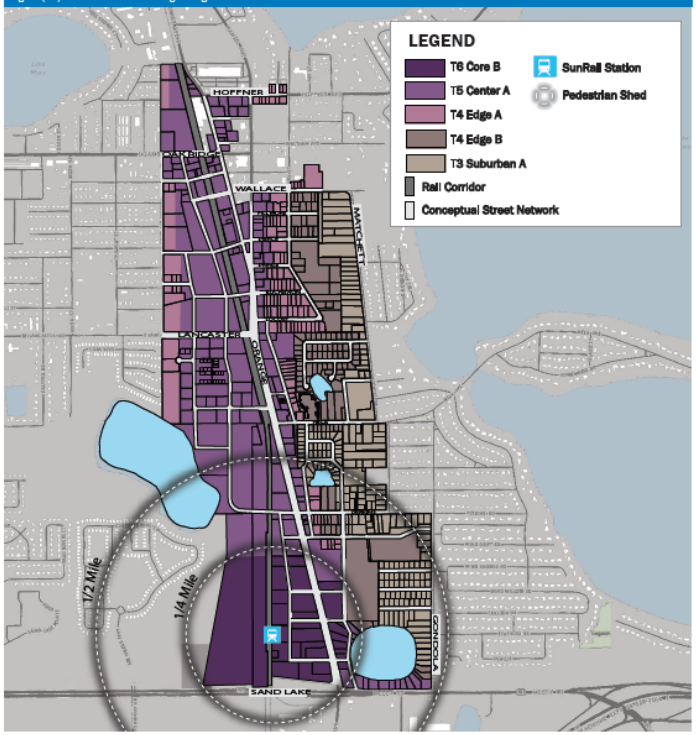
(4) The following Transects are hereby permitted within the Urban Center to regulate uses and development standards within the Place Type.

(A) T6 Core B (T6-B)
(B) T5 Center A (T5-A)
(C) T4 Edge (T4-A)
(D) T4 Edge (T4-B)
(E) T3 Suburban A (T3-A)
(F) SZ Civic (SZ-C)

Table (P1).Urban Center Summary Table.

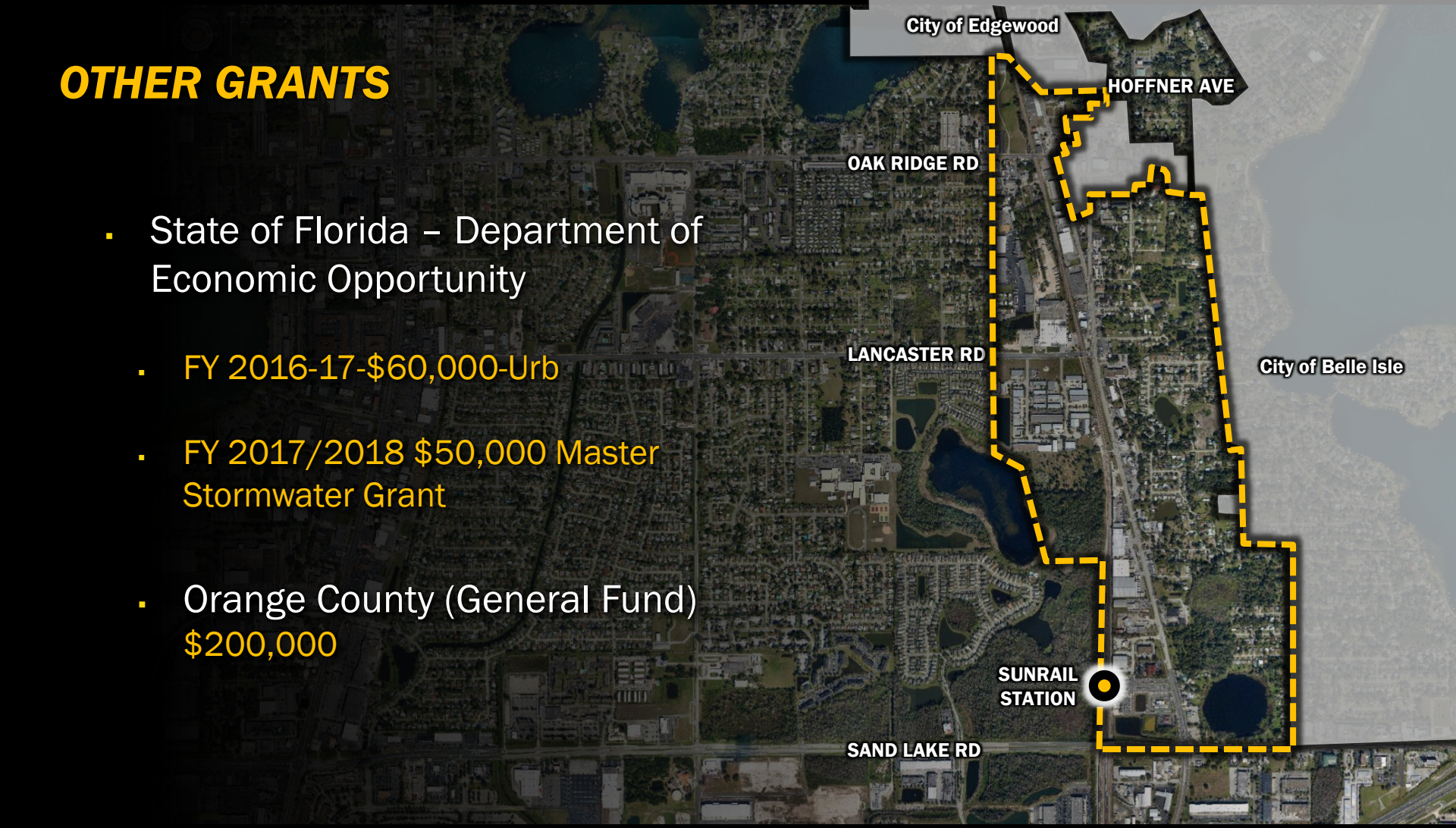
Permitted Zones	T6 Core A	
	T6 Core B	P
	T5 Center A	P
	T5 Center B	P
	T4 Edge A	P
	T4 Edge B	P
	T3 Suburban A	P
	T3 Suburban B	
	SZ Civic	P
Block Configuration	Maximum Block Perimeter Length	1,320' within a 1/2 mile of existing or planned transit stations and 2,000' outside the 1/2 mile transit shed. *
		* For block faces greater than 500 ft, a pedestrian passage is required. Refer to Sec. 1554 "Block Access Configurations.
Permitted Street Types	Alley	All Street Types listed, except for the Alley and Frontage Road, are block delineating and Shall count towards the maximum block perimeter requirement detailed above.
	Historic	
	Neighborhood	
	Local	
	Boulevard	
Permitted Open Space Types	Plaza	All Transect Zones require a 15% minimum with potential bonus reductions for public access and conservation.
	Square	
	Green	
	Park	
	Pocket Park	
	Greenway	

Figure (P1). Pine Castle District Regulating Plan.



OTHER GRANTS

- State of Florida – Department of Economic Opportunity
  - FY 2016-17-$60,000-Urb
  - FY 2017/2018 $50,000 Master Stormwater Grant
  - Orange County (General Fund) $200,000



SANDLAKE MIXED USE DEVELOPMENT

WHY DOES IT TAKE SO LONG?

- ***Changing Administrations & philosophies***
  - ***Change of Staff and Priorities***
  - ***Lack of Funds***
  - ***Market & Economic Fluctuations***
  - ***Lack of Citizen Buy-in***
  - ***Additional information required***
  - ***Additional Planning Needed***
  - ***Need to change policies, regulations or codes***

FLEXIBILITY AND ADAPTATION IS IMPERATIVE

Kim DeLaney, Ph.D.

Director of Strategic Development & Policy

Treasure Coast Regional Planning Council

Tri-Rail Coastal Link

System Segments

1. **Downtown Miami-Link (2019)**
   Service to Miami Central
   Potential Service to Midtown

2. **Northeast Corridor**
   Miami Central to Aventura
   Corridor Studies Underway
   (Miami TPO & DTPW)

3. **Jupiter Extension**
   West Palm Beach to Jupiter
   PB TPA Leading Efforts to Advance

4. **"Central Segment"**
   Aventura to West Palm Beach
   Future Pending Project

Accomplishing TOD in the Region

Local Governments = Land Use Authority

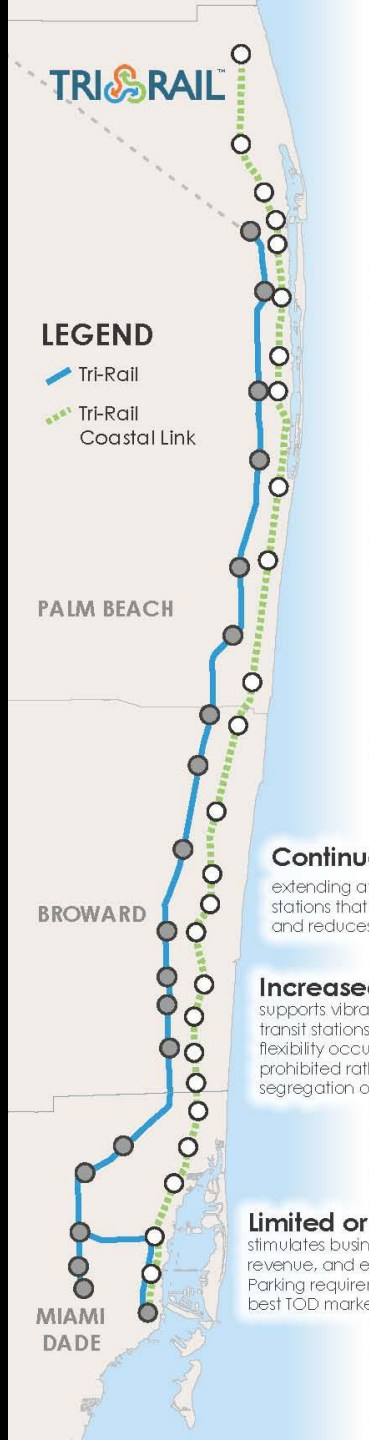
- Development, Productivity & Revenues
- Better Mobility & Access
- Stronger, Healthier Communities

SFRTA = Transportation Authority

- Ridership, Revenue, Connectivity
- Parking Reductions
- Public/Private Opportunities

Regional Cooperation = Key Strategy

- Greater Investment & Prosperity
- Improved Livability & Resilience
- A More Vibrant & Prosperous Region



RTA SOUTH FLORIDA REGIONAL TRANSPORTATION AUTHORITY

Transit Oriented Development Policy

Advancing Vibrant Communities and a More Prosperous Region

SFRTA is a transit agency that provides a critical service for Southeast Florida's economy and quality of life. To fulfill our role, SFRTA needs funding to survive and grow, and one of our primary revenue sources is ticket sales. Without Transit Oriented Development (TOD) we cannot operate and make sound investments in passenger rail.

TOD is the most important factor for ridership. TOD is a mixed-use pattern of pedestrian-friendly, higher density development with reduced parking around transit stations - all factors that help generate revenues for local governments and Tri-Rail.

Local governments are the leaders to advance TOD in the region through zoning and development regulations. Although it can be challenging to balance engineering, design, and political considerations, successful TOD must embrace higher density, reduced parking, and a broad mix of uses surrounding the station at its core. Without these characteristics, TOD cannot be supported along the Tri-Rail service corridors.

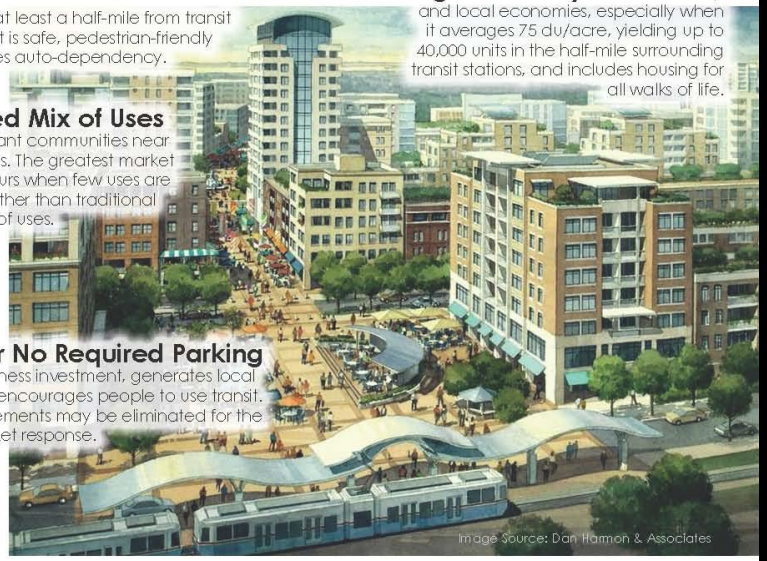
TOD has many benefits to residents, businesses and local governments, but the SFRTA needs it for one reason: ridership. As a partner with local governments and the development community, SFRTA advocates zoning and land development regulations that maximize these principles.

Continuous Infill Pattern extending at least a half-mile from transit stations that is safe, pedestrian-friendly and reduces auto-dependency.

Higher Density benefits ridership and local economies, especially when it averages 75 du/acre, yielding up to 40,000 units in the half-mile surrounding transit stations, and includes housing for all walks of life.

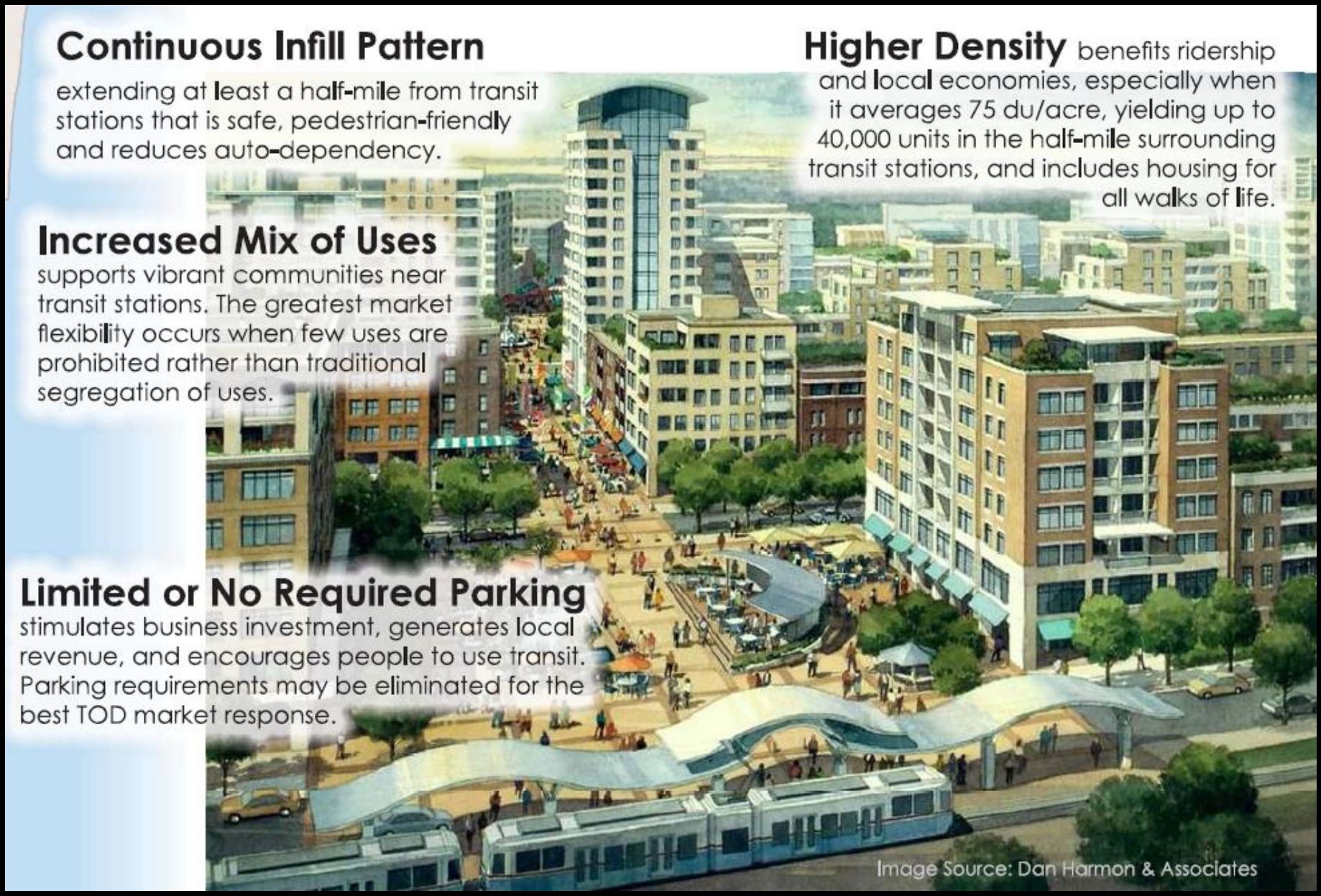
Increased Mix of Uses supports vibrant communities near transit stations. The greatest market flexibility occurs when few uses are prohibited rather than traditional segregation of uses.

Limited or No Required Parking stimulates business investment, generates local revenue, and encourages people to use transit. Parking requirements may be eliminated for the best TOD market response.



Adopted by SFRTA Governing Board, April 2017

TOD Baseline Components



TOD Outreach Program

OUTREACH PARTICIPANTS

- ✓ Miami-Dade County
- ✓ City of Hialeah
- ✓ City of Miami
- ✓ City of Miami Gardens
- ✓ City of Opa Locka

- ✓ Broward County
- ✓ City of Dania Beach
- ✓ City of Deerfield Beach
- ✓ City of Fort Lauderdale
- ✓ City of Hollywood
- ✓ City of Oakland Park
- ✓ City of Pompano Beach

- ✓ Palm Beach County
- ✓ City of Boca Raton
- ✓ City of Boynton Beach
- ✓ City of Delray Beach
- ✓ City of Lake Worth
- ✓ Town of Mangonia Park
- ✓ City of West Palm Beach

- ➢ Miami-Dade TPO
- ✓ Broward MPO
- ✓ Palm Beach TPA

- ✓ FDOT District IV
- ✓ FDOT District VI

24 OUTREACH MEETINGS

TOD Outreach:
TOD Tour of the Region

HIALEAH: Bridge Crossings

Mixed-use, apartments & retail, near transfer station

OPA-LOCKA: Town Center Apartments

127 units, over-55 community

HOLLYWOOD: Parc Station

336 units, market-rate

DEERFIELD BEACH: Deerfield Station

226 *units, 8,000 SF retail*

TOD Outreach:
TOD Tour of the Region

DELRAY BEACH

“Delray Station” Apartments
Wood Partners; completed

284 garden-style apartments
20 percent = dedicated to workforce housing.
7,500-square-foot clubhouse
Free bike share
596 parking spaces

Prices Slashed –
2 Bedrooms
Starting at $1654
Call For Details!

http://delraystationapts.com/

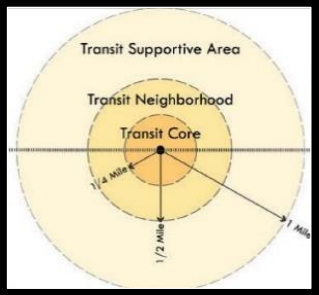
South Florida TOD Grant Program

FTA Grant

- Station Area & Corridor Planning
- $1.25 Million from FTA
- $250K RPC Match

Corridor-Length Work

- Bike/Ped Planning
- Housing & Water/Sewer Analysis
- TOD Financing/Loan Fund



Station Area Planning

- Competitive Process
- 7 Cities Selected
- Station Area Plans & TOD Codes

Delray Beach

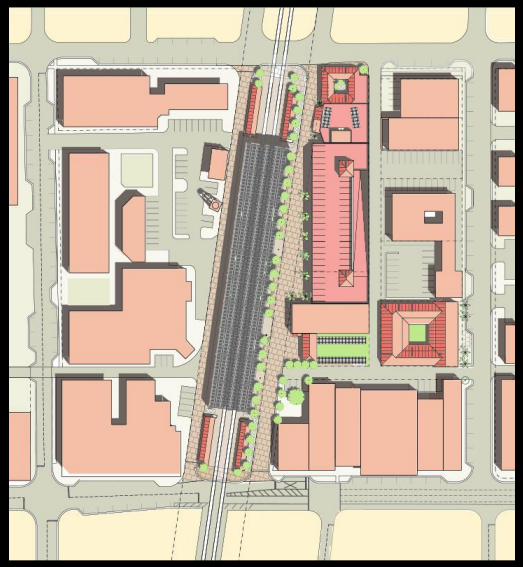
- All-America Award-Winning City, Successful Downtown
- Detailed Analysis of 6 City-Owned Parcels for Station & TOD (1.5 ac, 200 spaces)
- Adjacent 400-Space Garage (underutilized)
- Residential Demand & Pedestrian Access Challenges

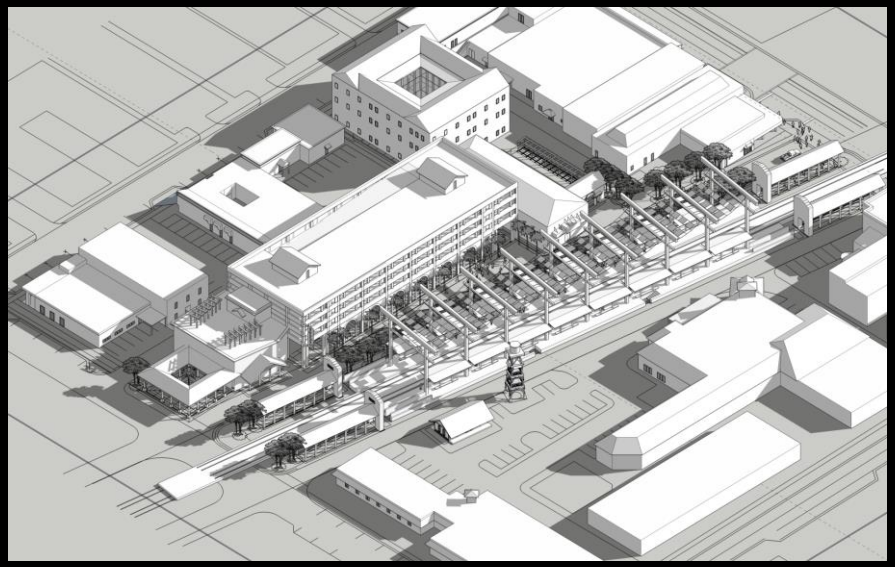
→ 4 Development Scenarios

Delray Beach

"Light Touch" Scenario

- 112 parking spaces
- 4 townhouses
- 5K retail





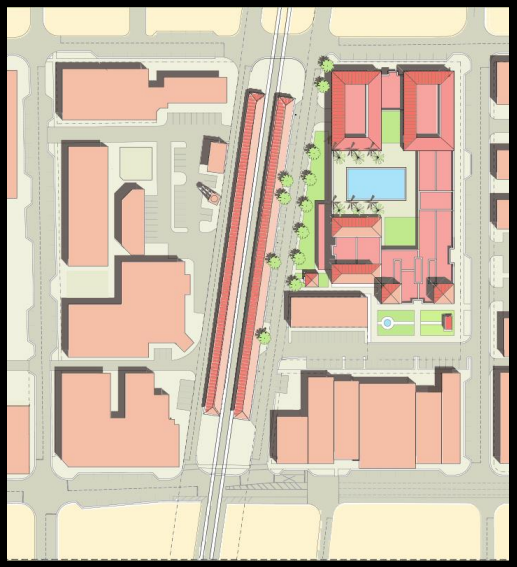
"City-Owned, Structured Parking" Scenario

- 228 parking spaces
- 48 units
- 21.5K flex space
- 5K civic

Delray Beach

"City-Owned, Surface Parking" Scenario

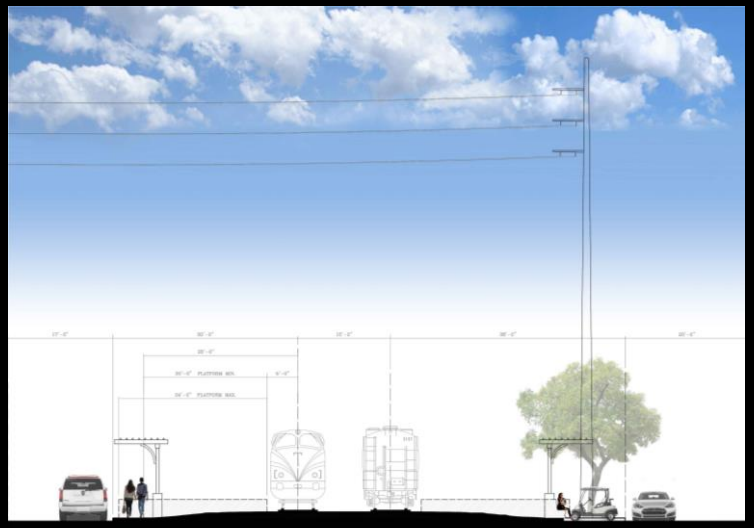
- 146 parking spaces
- 33 units
- 8.5K flex space
- Roof amenities



"All Parcels North of Alley" Scenario

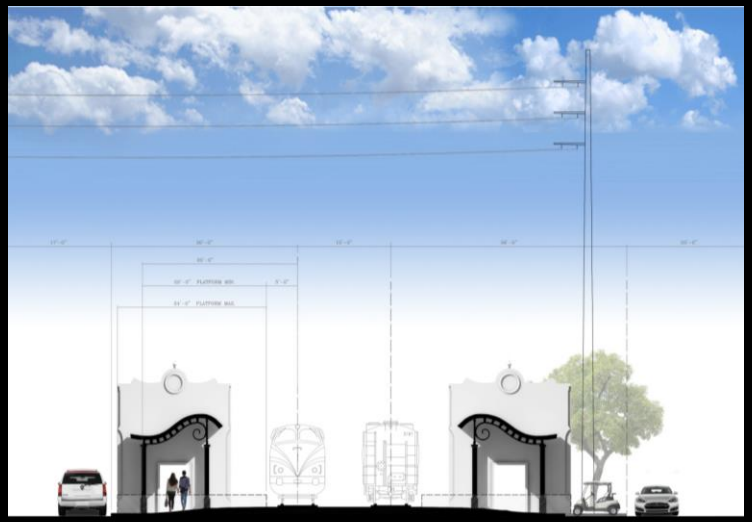
- 254 parking spaces
- 84 apartments
- 54K flex space, apts or live/work

Delray Beach



Improving Pedestrian Conditions

Delray Beach



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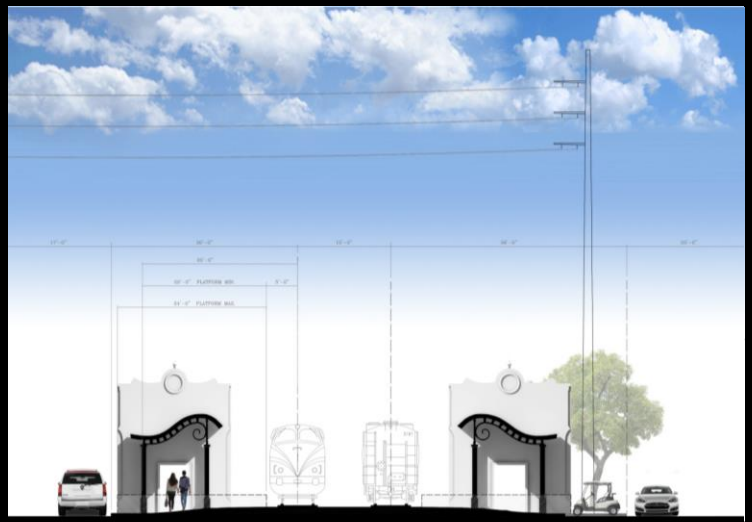
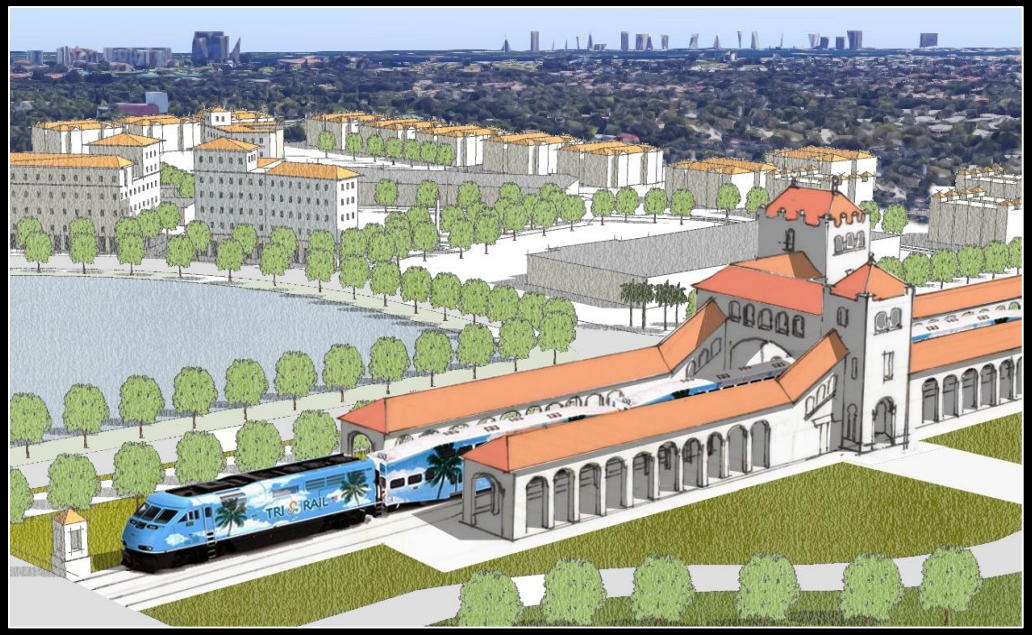


Improving Pedestrian Conditions

Palm Beach Gardens



- Suburban to Urban Example
- Mobility is Key Challenge
- Aging Residential & Workforce Populations (versus Millennial growth) → Residential Infill
- Outdated Retail Formats by Station → Urban Conversion
- New FPL HQ & Tourism Growth → Hotel Demand

Palm Beach Gardens

- Evolving Mixed-Use Center
- Vehicular Roadway Network

→ Pedestrian-Friendly Infill

- Vacant Retail Strip Center
- Gateway Entrance, Visible from I-95
- Walkable to Station & FPL HQ

→ Signature Conference Hotel

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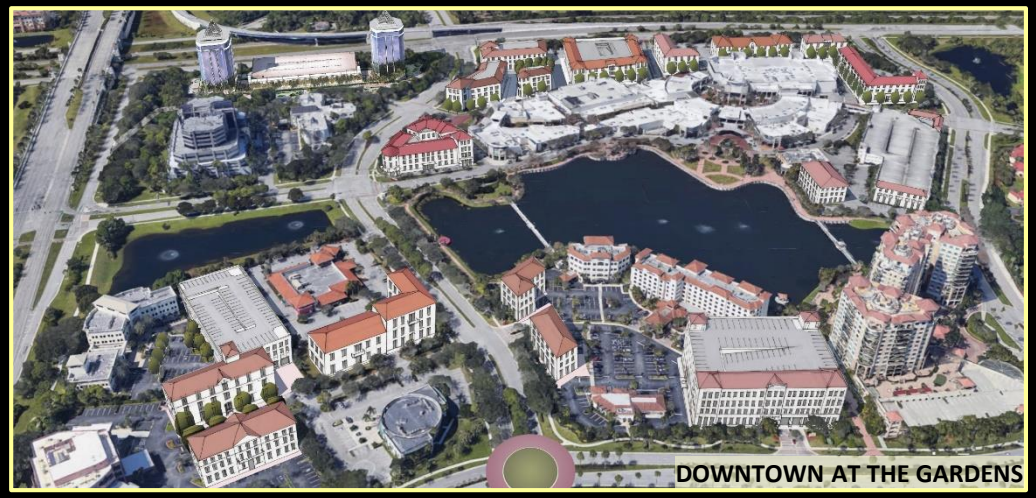

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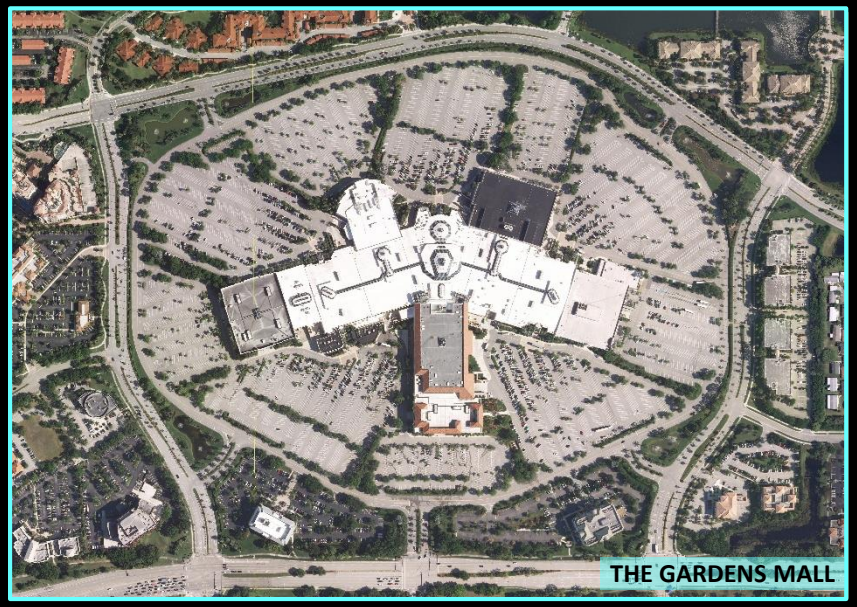
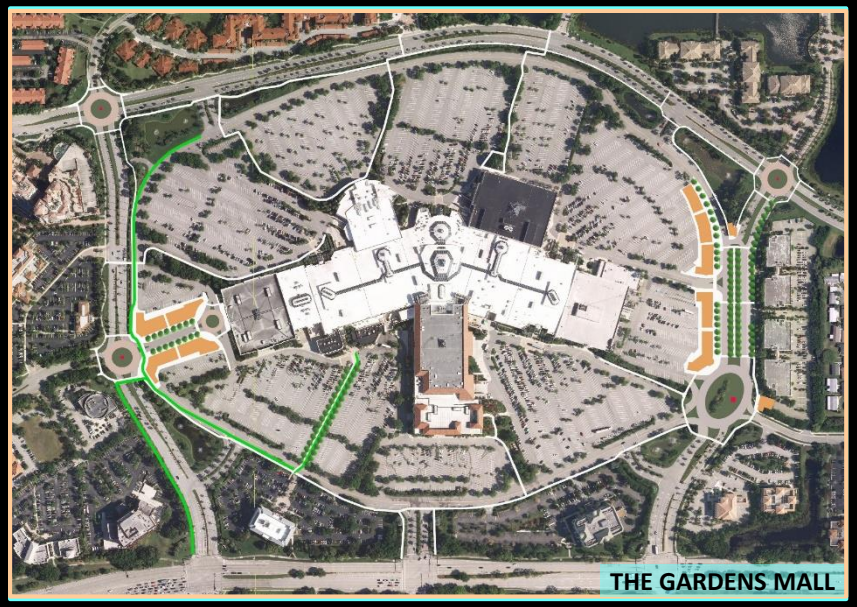


- Auto-Dominated Roadway Network
- No Sidewalks or Bike Lanes
- Missing Connections to Outparcels & Adjacent Sites
- Speeding on Perimeter Road

→ Complete the Streets

Palm Beach Gardens



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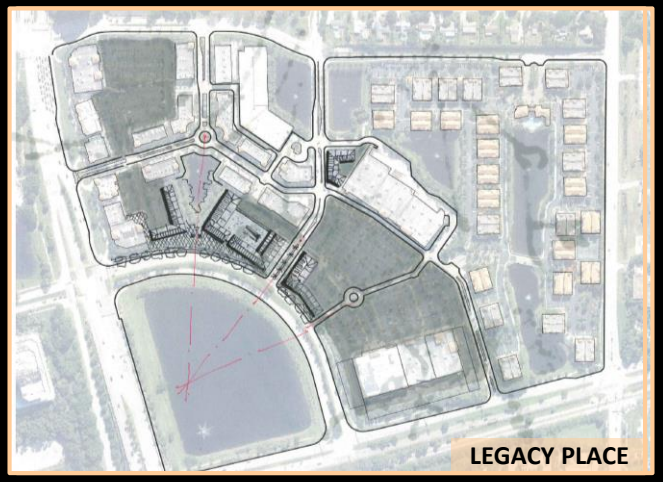

- Older Format Retail Site
- Rising Vacancies
- Pedestrian Disconnects

→ Infill Residential & Grid

- 1.3M SF Successful Mall with 7,000 (!!) Parking Spaces
- Largest Single-Owned Parcel in Station Area

→ Mixed-Use Urban Infill

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TOD LESSONS LEARNED

(1) TOD NEEDS CHAMPIONS

- TOD can have strong resistance from residents & developers
- Identify advocates early, not late
- Education never ends

(2) DENSITY IS STILL THE KEY – AIM HIGH, NOT LOW

- The wrong project in the right location can harm corridor funding
- "Aspirational density" (75 du/ac) can be threatening
- Can use density across district versus parcel-by-parcel
- Provide density bonuses keyed to timeframe to avoid entitlement stagnation

TOD LESSONS LEARNED

(3) ALL STATIONS ARE NOT CREATED EQUAL

- Successful corridors have a variety of offerings
- Corridor is a checkerboard cake
- E.g., hospital, education, entertainment, employment, residential
- Every station wins when any station is developed (not cannibalistic)

(4) YOU SAY POTATO, I SAY POTATO

- TOD means different things to different communities
- Mix of origin and destination stations
- Different strategies for different modes (commuter rail, trolley, bus)

TOD LESSONS LEARNED

(5) WELCOME TO THE SUBURBAN TO URBAN SHIFT

- TOD loves urbanism – walkability, density, mixed-use, vibrancy
- Local governments need to "set the table" with infrastructure, land purchases, funding, policy leadership
- TOD can be a shield to get better urbanism (especially in the 'burbs)

(6) IT TAKES TWO (+) TO TANGO – TOD NEEDS PARTNERS

- Local Governments + Transit Agencies + Others = TOD
- Financing comes from many sources
- Tailor outreach strategies for different "factions" (e.g., commercial, industrial, residential)

Creating a Better Climate for TOD

Discussion