

Downtown Lakeland: Redefining Our Goals, Refining Our Future

Update to the Community Redevelopment Plan for the Lakeland Downtown Community Redevelopment Area



Prepared by:

Lakeland Community Redevelopment Agency and the City of Lakeland

October 2009

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Introduction

Beginning in the late 1970's, the City of Lakeland began to concentrate efforts on the revitalization of Downtown. This began with the creation of the Lakeland Downtown Development Authority (LDDA) in 1977, followed by the adoption of Resolution No. 2306 in October 1979 which made findings of slum and blight pursuant to Section 163.355, Florida Statutes and stated the case for rehabilitation and redevelopment within Downtown Lakeland through a Community Redevelopment Agency. This same resolution established the Lakeland Community Redevelopment Agency (LCRA) in accordance with Section 163.367(2), Florida Statutes. Subsequently, the City Commission approved the Downtown Redevelopment Plan titled **Downtown Lakeland: Framework for Action**. On May 5, 1980, the City Commission adopted Ordinance No. 2193 approving the creation of a Redevelopment Trust Fund to capture tax increment revenues.

Since the creation of the Lakeland Community Redevelopment Agency and the initial designation of the Downtown area, the boundaries of the redevelopment area have grown. With each expansion, individual redevelopment plans have been created and incorporated into the original plan. In addition, from time to time the entire Redevelopment Plan has been updated. Each plan has reviewed and reiterated the existence of physical conditions detrimental to the continued growth and enhancement of the district, and has included specific interventions or projects which would help to mitigate those issues. The result has been a substantially improved Downtown.

To date, the Lakeland Community Redevelopment Agency, the City of Lakeland and Lakeland Electric have jointly completed over \$30 million in capital improvements within Downtown. These enhancements have included the undergrounding and upgrade of utilities, construction of major park improvements and the development of a number of public parking garages and surface lots. It also has included the assembly of over 21 acres in Downtown Lakeland for development. However, these investments have been small in comparison to the over 100 million dollars in private investment which has resulted from this stimulus.

While these figures are impressive, there still are a number of challenges to be addressed. This document is intended to refocus redevelopment efforts based on previous successful interventions, current budget realities and major changes in the economic market. In short, this document is about **Redefining Our Goals, Refining Our Future**.

"Downtown Lakeland is a regional center with a vibrant mix of high quality residential, retail, professional, civic and entertainment activities within a continuously enhanced urban and historic setting."

Bill Kercher, Glattig Jackson

Statutory Requirements

Amendments or modifications to adopted Community Redevelopment Area Plans must meet the standards and requirements for the Community Redevelopment Act, Chapter 163.361, Florida Statutes. The law indicates clearly defined steps and processes which must be initiated by the Community Redevelopment Agency and ultimately approved by the City of Lakeland as the governing body.

The amended or modified Community Redevelopment Area Plan must be based, in part, on the conditions identified in the original Finding of Necessity and propose the methods by which those conditions may be ameliorated. The amended Plan should be (although it is not required under the Statute) consistent with the adopted Comprehensive Plan for the area, or suggest appropriate amendments to the Comprehensive Plan; and be consistent with the existing zoning in the area, or recommend changes both appropriate and consistent with the Comprehensive Plan.

The Redevelopment Plan is intended to propose a general work program and time frame within which public and private resources may be used to accomplish a sufficient degree of rehabilitation, restoration, infrastructure improvement and redevelopment activity. The Plan includes recommendations for the use of public resources within the redevelopment area and may include recommendations regarding the acquisition and disposition of land in the area.

This amended Redevelopment Plan for the Downtown Community Redevelopment Area has been prepared by the Lakeland Community Redevelopment Agency and the City of Lakeland, pursuant to the laws of the State of Florida. The purpose in amending the current Redevelopment Plan is to continue prior redevelopment efforts contemplated by the current Redevelopment Plan, with a refocusing of efforts based on changes in market, and general conditions in Downtown Lakeland.

Background

A Community Redevelopment Plan must be based upon the requirements of the law, as contained in Chapter 163, Part III of the Florida Statutes. The objectives of the plan are to eliminate the conditions of slum and blight identified in the Area, achieve an economically sustainable level of redevelopment, and restore a pleasant redevelopment environment for area residents, visitors and the business community.

As part of the Amended Redevelopment Plan Update, the City of Lakeland and the Lakeland Community Redevelopment Agency worked with the planning consulting firm, Glatting Jackson Kercher Anglin Lopez Rinehart of Orlando, Florida, to develop the framework for the amended Redevelopment Plan. As part of their scope of services, Glatting Jackson reviewed all previous plans, managed the public process and developed the strategic direction plan and associated graphics and images. Their work serves as the framework for this document. However, in order to understand any new plan, it is always important to understand previous planning and implementation efforts. These efforts are summarized below.

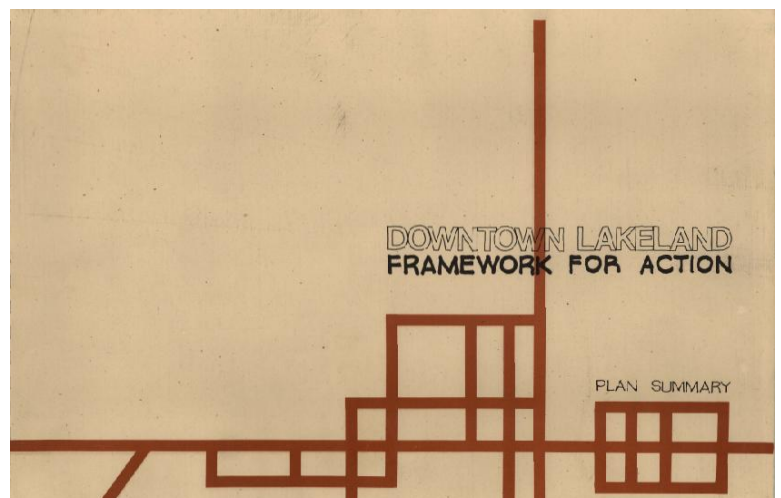
Downtown Lakeland: Framework for Action (1980)

The original Redevelopment Plan for Downtown, titled, “**Downtown Lakeland: Framework for Action**” was completed by Post Buckley Schuch & Jernigan, Inc. and was adopted in 1980.

Downtown Lakeland: Framework for Action was based on a Slum and Blight Analysis or Finding of Necessity which showed that these areas had experienced substantial disinvestment, and that the area contributed little to the community’s tax base, and in fact, required a disproportionate amount of public funds to respond to calls for service, assistance and general maintenance.

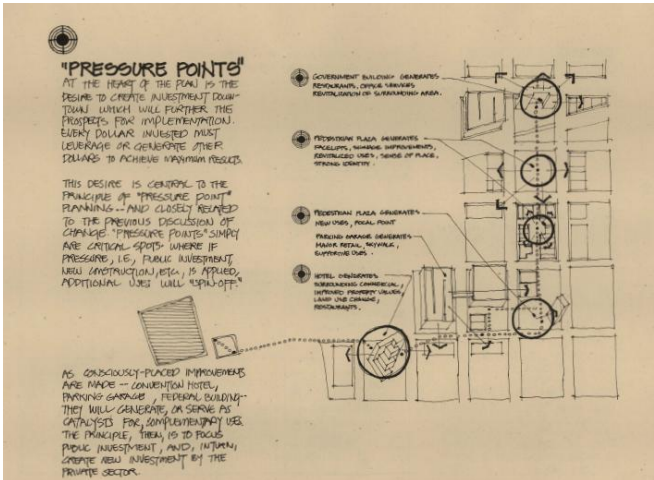
Specific factors within the area were identified which substantially impaired or arrested the sound growth of the City and were a menace to the public health, safety, morals or welfare in the present condition or use. These were:

- a) Predominance of defective or inadequate street layout.
- b) Faulty lot layout in relation to size, adequacy, accessibility or usefulness.
- c) Unsanitary or unsafe conditions.
- d) Deterioration of site or other improvements.
- e) Tax or special assessment delinquency exceeding the fair value of land.



- f) Diversity of ownership or defective or unusual conditions or title which prevents the free alienability of land within the deteriorated or hazardous area.

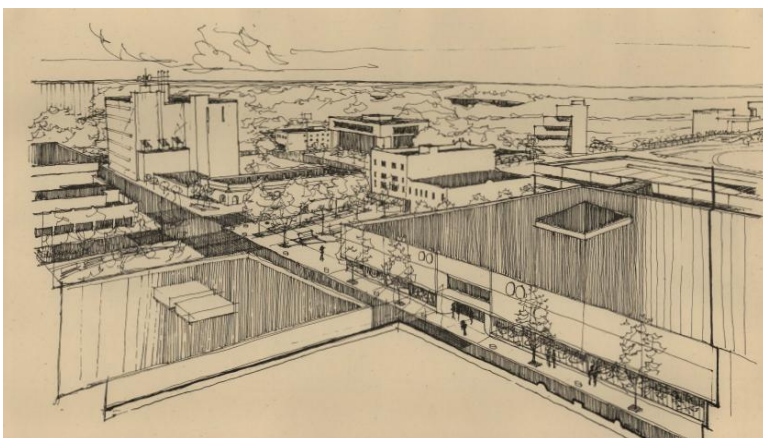
The premise of ***Downtown Lakeland: Framework for Action*** was to address these issues by concentrating new redevelopment activities around “pressure points” which would support past investments in Downtown and create historical continuity. The main concepts were to:



- Strengthen the main north/south and east/west axes and overcome the negative effects of existing barriers;
- Develop a northern activity center and activity nodes along Kentucky and Orange;
- Improve and create well-defined pedestrian corridors between the nodes;
- Structure a parking system which supports the core development and pedestrian/shopper activity; and,
- Induce change in areas that are conducive to redevelopment success.

Significant investments were recommended at “pressure points”; critical spots points if investment is made the result will be spin-off development. These locations included:

- A government building/complex in the northern part of Downtown to generate offices, restaurants, and other revitalization activities;
- Pedestrian plazas (at Munn Park and Orange Street) to generate investment in private properties, including façade improvements, signage, new uses, etc.;
- A parking garage to generate additional retail activity;
- A hotel development to generate additional commercial activity in the southern part of Downtown.



A number of projects were implemented as a result of this first plan. These included the development of the State Office Building and parking garage in the northern part of downtown and more significantly, the creation of the Munn Park Historic District. The designation of this historic district at the local, state and national levels, made properties within the district eligible for historic tax credits and allowed for many significant structures in Downtown to be restored and preserved.

Downtown Lakeland: Strategic Development Initiative (1990)

The update to the 1980 plan, titled, “***Downtown Lakeland: Strategic Development Initiative***” was adopted in 1990 and developed by Cy Paumier.

The goals of this plan were three-fold. The primary goal was to unify and strengthen the existing positive elements Downtown, including the lakes, the Lake Mirror Promenade, Munn Park and the many historic buildings, and enhance the value of new development within the existing urban fabric. Another goal was to provide convenient and efficient vehicular access and parking without allowing cars to dominate the environment. The third goal was to strengthen and improve the environment through carefully selected public improvements.

A substantial number of public improvements came about as a result of ***Downtown Lakeland: Strategic Development Initiative***. They included the revitalization and restoration of Munn Park as a passive urban park space, the creation of Lemon Street Promenade, the restoration of the Lake Mirror Promenade (requiring the relocation of a portion of Lemon Street), and extensive streetscaping improvements. This was also a period of time that included significant private investments including the restoration of the Terrace Hotel as well as the development of a major office building and garage on Lemon Street referred to as the SunTrust Building and the development of the campus for The Ledger.

Downtown Lakeland: Strategic Development Initiative Update (2000)

Staff from Glatting Jackson reviewed the most recent plan, the 2000 update to ***Downtown Lakeland: Strategic Development Initiative*** also written by Cy Paumier. This plan was truly an update. It stressed a number of critical projects which would require facilitation and direction by the Community Redevelopment Agency. These included:

- The development of the block bounded by Lemon Street, Kentucky and Tennessee Avenues and Orange Street adjacent to the Lemon Street Promenade
- New residential development on Lake Mirror
- Continuation of Lemon Street Promenade west of S. Florida Avenue towards The Lakeland Center

“I love the people & the scale. The trees are splendid, and the flower pots are absolutely amazing. Munn Park is a true treasure, as is the Lake Mirror complex. I love the extent to which the community tries to "live" in its open spaces!”

plandowntownlakeland survey response





Figure 1
Former Regency Hotel now the Lake Mirror Tower

- Closure of N. New York Avenue from W. Main Street to W. Orange Street in order to accommodate expansion of St. Josephs School and Huntington Bank properties
- Developing the block bounded by Oak Street, Kentucky and Tennessee Avenues, and Peachtree Street as a park
- Making the entire “northern” district residential with limited commercial uses
- Streetscape improvements particularly on Kentucky and Bay

The recommended streetscape improvements were completed, as was the design and construction of the western extension of the Lemon Street Promenade. In addition, Heritage Plaza, new Class A office space, was developed adjacent to Lemon Street Promenade. While “new” residential was not constructed on Lake Mirror, this was also the period of time when the former Regency Hotel, now Lake Mirror Tower, was restored using Historic Tax Credits, as well as assistance from both the City of Lakeland and the Community Redevelopment Agency. This created 78 market-rate apartment units on Lake Mirror.

Downtown Lakeland: Achieving the Vision

While not an adopted plan, ***Downtown Lakeland: Achieving the Vision***, was a marketing piece which was released in 2002. The document was intended to provide an overview and framework to take Downtown to the next level by stimulating additional investment in both the Downtown area and the adjacent residential neighborhoods. The document provided a number of images and renderings which illustrated possible future developments as well “character” photos which represented what new development might look like as Downtown developed.

Northern District Expansion (2002) and Lake Wire/ Garden District Expansion (2005)

In 2002 and then again in 2005, the boundaries of the Downtown Community Redevelopment Area were expanded, allowing Downtown to extend north to the In Town Bypass/Bartow Road, and south to E. Walnut Street in the Garden District. Consistent with the requirements of Chapter 163, Part III, each of these areas was approved for expansion following the acceptance of a Finding of Necessity and the adoption of a Redevelopment Plan.

In 2002, the area north of Bay Street and east of Iowa Avenue was included in the Redevelopment District. The goals which were identified in the Redevelopment Plan for this area were:

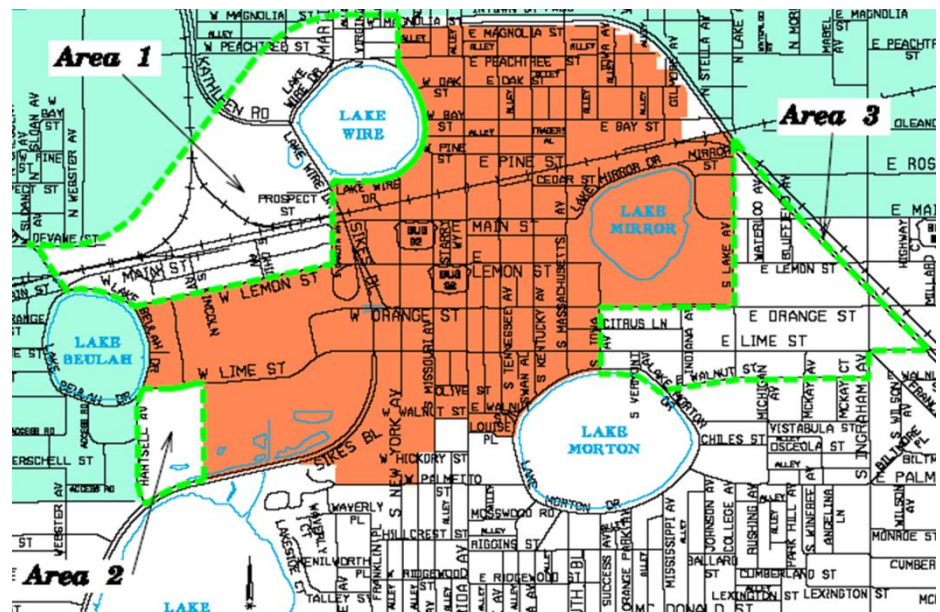


- To redevelop the Area with decent, safe and sanitary renter and owner-occupied dwellings of low-medium-high densities that will increase in value over time.
- To create a safe, family-oriented neighborhood with modern dwellings and safe walking access for residents to a neighborhood park, neighborhood shopping, transit stops and an elementary school.

Implementation of action steps to achieve these goals began in 2004 with the assembly of the majority of the property in this area for the purpose of reconfiguration and redevelopment as dense housing to create enough of a critical mass to truly be an urban Downtown neighborhood.

In 2005, the area north of W. Lemon Street and west of Lake Wire Drive and the area known as the Garden District were brought into the Downtown CRA. Each area was anticipated to have very different interventions. Proposed projects included:

- Gateway and wayfinding features at W. Main Street and Lake Beulah Drive, Kathleen Road and the In Town Bypass, and Martin Luther King and the In Town Bypass.
- Other aesthetic improvements could include the usage of decorative paving to denote pedestrian crosswalks and the extension of decorative street lighting currently used throughout Downtown.
- New sidewalks should be installed along Main Street, and throughout the residential area north of Lake Wire.
- The Garden District, also an entrance to Downtown, should include gateways along the In Town Bypass at the intersections of E. Lime Street, E. Orange Street and E. Main Street.
- Further aesthetic improvements include the completion of Downtown decorative street lighting, brick paving for pedestrian crosswalks, the extension of the alley system in order to allow for



solid waste collection to happen at the rear, rather than the front of properties.

Since the adoption of this plan, extensive streetscaping and brick crosswalk improvements at the intersection of Orange Street and Lake Avenue have been completed. In addition, the conversion of Lime Street to a 2-way roadway has restored the road to a neighborhood street with slower speeds and a safer pedestrian experience. A Park and Ride facility was constructed under the bridge that was part of the first phase of the In Town Bypass. The southwest portion of Lake Wire Drive has been restriped from a 4-lane roadway section to a 2-lane roadway section with bike lanes and on-street parking. And Lawton Chiles Middle School has completed its building expansion and consolidated a number of properties north of Lake Wire into their campus plan.

Public Participation

The foundation for the amended Redevelopment Plan is stakeholder input. Stakeholders were identified to be: representatives of property and business owners, developers, architects, planners, representatives of residents, employees and visitors, and City/LCRA staff. The public participation process was orchestrated by the planning consulting firm of Glatting Jackson.

Following an initial kickoff meeting with City staff, Glatting Jackson staff commenced a two-day series of stakeholder interviews with a variety of groups including downtown developers, architects, planners, economic development professionals, commercial real estate brokers, and the Lakeland Downtown Development Authority (LDDA). Additional comments were received through two public workshops and an interactive website and survey instrument, hosted at: www.plandowntownlakeland.com.

A panel discussion with Craig Ustler of Ustler Development, Inc. and Tom Kohler of Real Estate Research Consultants (RERC), both active participants in Central Florida urban redevelopment efforts, was conducted for City staff and civic leaders to further advance ideas and concepts identified during the interviews and workshops. The work also included a review of several related efforts, including Lakeland Vision and the recent LDDA branding work to insure that the “vision” discussions were in concert with, and built upon those efforts.

Meeting Schedule

December 18, 2008

- Project Team Kick-Off Meeting and Site Tour

January 14 and January 15, 2009

- Stakeholder Interviews/Focus Groups
- Issues and Opportunities Workshop (Polk Museum of Art)

February 19, 2009

- Strategies Public Meeting/Panel Discussion (Lake Mirror Center)

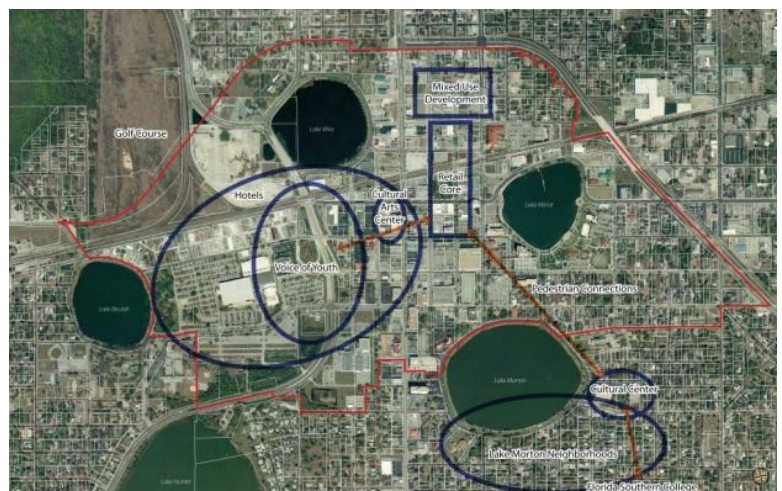
April 3, 2009

- Workshop with City Commission

While the stakeholder interviews/focus groups were by invitation, the two public workshops were open to the general public. Invitations and notices were sent by mail to all property and business owners within the boundaries of the Downtown CRA. Posters advertising the meeting dates were placed in businesses throughout Downtown. Business cards with the

“[I’d like Downtown Lakeland to be a] more active central core of activity for economic growth, residential development, and regional diversity. Simply stated more people using and enjoying what Lakeland has to offer.”

plandowntownlakeland survey response



Working Group Comments: #4

www.plandowntownlakeland.com logo and schedule were also distributed through Downtown businesses and local civic and business organizations. Over 100 people responded to the online survey instrument and over 100 people participated in the interviews and public workshops.

Stakeholder Concerns

During the interviews and workshops, the project team obtained a variety of comments and impressions regarding the state of Downtown, including its quality of life, sense of place, and overall suitability as a development venue. The discussions elicited both positive and negative experiences and observations of Downtown Lakeland as well as many constructive ideas for its future. The comments ranged from broad concepts to very specific recommendations as shown from the summary points below:



- The Downtown CRA is a large diverse district; it should be examined by “sub-districts”.
- More residential development is needed.
- There is a need for another “transformational event” (i.e. Publix/FedEx).
- There is not adequate parking (in acceptable proximity).
- Florida Avenue is too big and too fast making it difficult and dangerous to cross to destinations, thus creating a barrier to westward expansion.
- There is development opportunity west of Florida Avenue between Main and Lime.
- The railroad traffic disrupts businesses and discourages new development, particularly near the tracks.
- Sikes Boulevard acts as a barrier between The Lakeland Center and Downtown.
- The regulation of development in Downtown is based on a suburban perspective.
- There is a need for a Code/LDR structure that allows/supports desired “urban” outcomes from zoning.
- Some buildings are out of character or unattractive.
- The surrounding residential neighborhoods should be supported/enhanced.
- Downtown needs a marketing plan to promote existing businesses.
- Downtown needs a plan to recruit new businesses.
- More entertainment (restaurants, wine bars, live music, festivals, programs, etc.) is needed Downtown.
- Emergent coordination / linkages with The Lakeland Center and Polk Theater.

- The homeless situation must be addressed.
- There needs to be better coordination between the groups currently promoting Downtown (i.e.: LCRA, LDDA, DLP, LEDC, etc.).
- Small scale development needs to be encouraged and better facilitated.
- Need to demonstrate to potential businesses why it is better to locate in Downtown as opposed to other parts of Lakeland.
- There is no master stormwater plan.
- There needs to be a streamlined approach for development approvals; perhaps an ombudsman who is able to give clear and accurate information to prospective developers.

Findings

Despite the range and breadth of the stakeholder comments received, the project team observed a relative consensus of thought in several areas. These common thoughts or themes are organized below as our findings. These findings help to provide the direction and parameters of the Strategic Direction Plan and are outlined below:

1. Lakeland has a physically attractive and culturally rich Downtown.
2. The community envisions continued enhancement of the Downtown social, cultural and economic activity & diversity while maintaining downtown's exciting character.
3. It is more difficult to develop in downtown than in the suburbs.
4. The existing regulatory control structures are not well aligned with the Downtown development uses or forms.
5. New development may increasingly present itself in the form of small projects.
6. New retail venues will require some incorporation of new residential which require services.
7. There is a desire for an entertainment component within Downtown.
8. Continued enhancement of activities in downtown will require additional strategies (some of which have already commenced) to engage the development community.
9. There are a number of organizations that are concerned with downtown, and some of their functions are unclear or overlapping.
10. The Downtown CRA and LDDA are vital participants in the positioning and marketing of real estate, transportation and cultural opportunities.
11. The debt service related to the recently acquired residential properties in the northeast portion of the Downtown CRA creates a significant strain on the LCRA budget.

The Players

One of Downtown Lakeland's greatest assets is the community of people and organizations that are willing and eager to play a role in the long-term development and viability of the heart of the city. These players have separate and distinct missions, however, many of their activities and interests both intersect and overlap. As part of this planning process, one of Glattig Jackson's tasks was to identify a shared over-arching goal or vision statement for Downtown Lakeland. In addition, they were to recommend a number of ways that the different players could take responsibility for strategies to fulfill that vision. However, in order to fulfill this part of the plan update, Glattig Jackson had to understand the various "players" and their role in Downtown Lakeland.



City of Lakeland

The City of Lakeland is the local governing body that created the Lakeland Community Redevelopment Agency. Its vision for Lakeland is *a vibrant, culturally-inclusive, world-class community with a mission of being a community working together to provide an exceptional quality of life.*

Lakeland Community Redevelopment Agency

The Lakeland Community Redevelopment Agency is a dependent taxing district which was established by the City of Lakeland in 1979. Its purpose is to carry out redevelopment activities that include reducing or eliminating blight, improving the tax base, and encouraging public and private investments in designated redevelopment areas. The members of the City Commission also serve as the members of the Board of Directors for the Lakeland Community Redevelopment Agency.

In Downtown, the members of the LDDA have been appointed as the Advisory Board to the Downtown area. They are responsible for making all budget, policy and project recommendations to the Redevelopment Agency Board of Directors.

In 2008, the LDDA as the Downtown CRA Advisory Board adopted a series of Guiding Principles to be used to direct their work in Downtown:

1. **VISION/PLANNING** – Work in partnership with the City, stakeholders and residents to develop and implement a collective vision of downtown that is articulated and updated through adopted plans.
2. **MANAGE/MAINTAIN** – Coordinate the management of downtown to encourage beneficial economic conditions for



businesses and create an attractive destination for residents, visitors and employees.

3. **REINVESTMENT** – Facilitate private market real estate development that supports a dynamic mixed use, walkable environment consistent with the redevelopment plan.
4. **DESIGN** – Require the highest design standards for all development in a way that compliments historic resources and ensures that Lakeland’s Downtown is unique and memorable.
5. **PROMOTE** –Coordinate the promotion and marketing of downtown: the message, the image and the vision.

Lakeland Downtown Development Authority (LDDA)

The Lakeland Downtown Development Authority (LDDA) was created by an Act of the State Legislature in 1977. The City Commission adopted Ordinance #2046 on September 19, 1977 establishing the boundaries of the Lakeland Downtown Development Authority Area.

Property owners within the area voted in referendum in 1978 to make the area a Special Downtown Development Authority Tax District providing ad valorem taxing authority of up to 2 mills. The LDDA was then designated by the Lakeland City Commission as the Lakeland Community Redevelopment Agency (LCRA) on November 19, 1979 (Ordinance #2155) and the boundaries of the LDDA were shared by the CRA.

As the areas of management by the LCRA changed and grew beyond Downtown, in October 2000, the Lakeland City Commission assumed its official role as the Lakeland Community Redevelopment Agency and appointed the members of the Lakeland Downtown Development Authority as the Advisory Board of the Downtown CRA. This action also completed the necessary legal foundation for the establishment of two new CRA districts (Dixieland and Mid Town) in 2001.

The vision of the LDDA is *to create an exceptional Downtown partnering with others to provide a business and residential environment featuring economic opportunity, quality public spaces, and cultural and educational enrichment, all in a diverse, safe, and attractive setting.* Their mission is *to improve and stimulate the environment for economic development in a people-oriented Downtown community.*

Downtown Lakeland Partnership (DLP)

The Downtown Lakeland Partnership is a Florida not-for-profit 501 C(6) organization. The specific and primary purpose for which this corporation was formed is to promote Downtown Lakeland through:



1. Unifying Downtown Lakeland's diverse businesses to promote Downtown Lakeland;
2. Creating an awareness of Downtown Lakeland within greater Lakeland's residential and business communities;
3. Motivating visitors and Lakeland's residents to shop and do business in Downtown Lakeland;
4. Encourage continued diversity in retail and business services to locate in Downtown Lakeland; and,
5. Promote the continued growth, vibrancy and planned development of Downtown Lakeland, including representing Downtown Lakeland's collective business community to achieve these ends.

Lakeland Economic Development Council (LEDC)

The goal of the LEDC is to expand economic and job opportunities for the residents of Lakeland, to attract new business and industry to the community, and to expand and broaden the local tax base through economic development and diversity.

Lakeland Area Chamber of Commerce

The Lakeland Area Chamber of Commerce serves member businesses and individuals throughout the City of Lakeland, with offices located on Lake Morton. Their vision is to *be the premier catalyst for the advancement of Lakeland's economic growth and enhancement of quality of life - creating Florida's community of choice* and their mission is to *be the leading organization dedicated to creating a climate where business can prosper.*



Essential Elements

During the public involvement portion of the downtown visioning process, five “big ideas” emerged from city staff, elected officials, and the public. These consensus ideas are essential elements of the Redevelopment Plan and serve as critical path items in order to advance

“Downtown Lakeland as a regional center with a vibrant mix of high quality residential, retail, professional, civic and entertainment activities within a continuously enhanced urban and historic setting.”

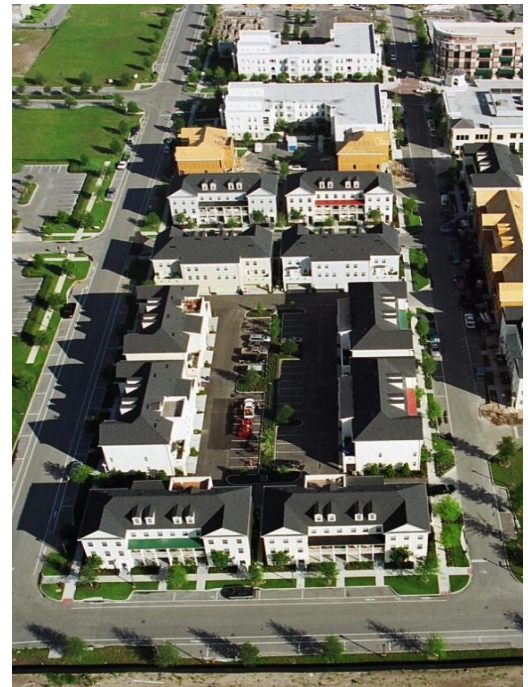
These essential elements are described in more detail below. Each of the action items listed in this Redevelopment Plan will help to address one or more of these elements.

Increased Residential Development

Increased residential development (some at higher densities) is an essential factor in advancing the vision for Downtown Lakeland. Successful Downtown residential development will increase the retail market base, utilize marginal or vacant property, promote district "identity" and create more consistent activity. Established neighborhoods such as the Lake Morton Historic District provide a solid foundation for Downtown, while the support and enhancement of distressed areas such as Parker Street will stabilize Downtown Lakeland. Attached, detached, single-family and multi-family residential development opportunities abound within the Downtown CRA boundary. Quality rental apartments are desirable in that they generally have a higher occupancy rate than condominiums, are more accessible to the market and will help to increase "foot traffic" with Downtown. Many of the action items listed below can and should be utilized to promote, enhance and enable residential development within the Downtown CRA boundary

Increased Activity

The true potential of Downtown Lakeland can only be realized through the attraction of people. This means more people in Downtown, for more hours, everyday. Downtown has great activity during business hours, but as most of the restaurants, shops and offices close around 5:00 pm, this activity is reduced. Destination restaurants that serve dinner would be an incremental step towards increasing the aggregate activity Downtown. Downtown can capitalize on regular and special events at The Lakeland Center, Polk Theater, Lake Mirror Park, etc., creating synergy by building on already available visitors. An effective



mix of restaurants, bars and nightclubs would further activate Downtown.

Improved Coordination

In addition to LCRA, a number of organized groups have a vested interest and play vital roles in the planning, programming and ultimate success of Downtown Lakeland. However a lack of effective communication and coordination between these groups undermines their individual efforts. Improved communication is the first step, and should be followed by improved coordination producing a clear delineation and mutual understanding of respective missions and responsibilities. These improvements would greatly enable the efficiency and effectiveness of the efforts to advance the stated vision.

A Shift from Regulation to Facilitation

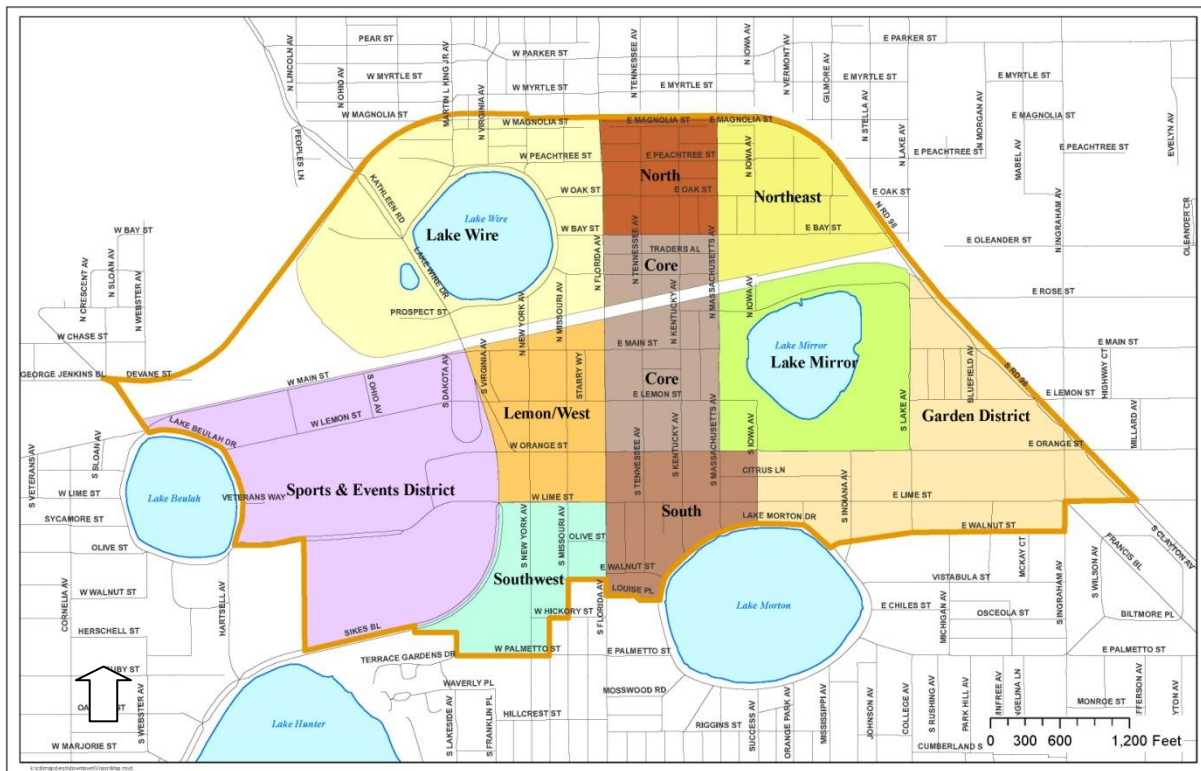
Urban development is inherently more complex than suburban development. Issues such as stormwater, parking, backflow prevention, solid waste collection, etc., are more easily addressed in suburban development patterns. In light of this reality and in order to promote economic development in Downtown Lakeland, City staff must facilitate desired development projects of all sizes. The City must create an environment where the complexity of urban development is eased and similar to suburban development conditions.

Downtown Development Recruitment

The updated Downtown Lakeland Vision Plan will advance desired development uses and forms in preferred locations within the CRA boundary. However, the plan itself will not necessarily lead to private investment. A targeted business recruitment effort focused on a specific set of potential products and developers with identified incentives will greatly enhance the momentum of the ideas generated in the updated plan.

The Physical Vision: A Collection of Eclectic Subdistricts

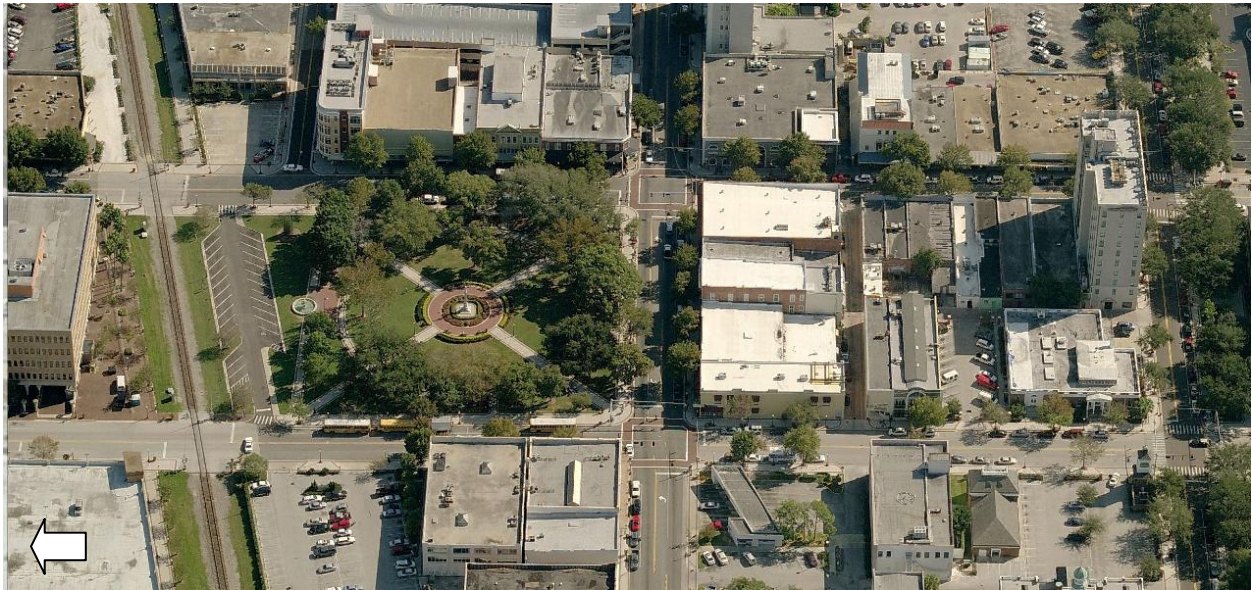
Planning and urban design efforts which give guidance and direction to the physical form of Downtown Lakeland are critical to illustrate the greater vision for Downtown. This, along with the alignment of regulatory structures to allow the vision to become a physical reality, will result in an economically functional Downtown that promotes the character which so many people appreciate. Glattig Jackson's team began the work of acknowledging a number of Downtown Subdistricts, each of which lends itself to certain development patterns and uses. These are outlined in the following pages, along with illustrations of development types which would be most appropriate.

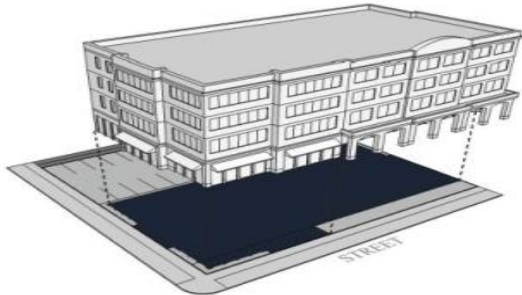
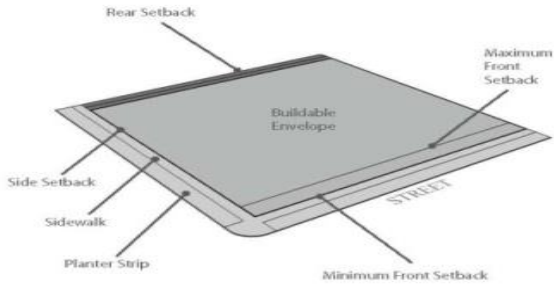


Downtown Core

The Downtown Core should be the most dense, mixed area of development. Opportunities exist for infill residential, retail and office supported by a mix of surface and structured parking. Parking for office and retail may not be proximate, consistent with an interactive walking environment. Transportation circulators, jitneys and other devices should be used in addition to walking to circulate during events. Main Street, Polk Theater and The Lakeland Center activities should be better coordinated to capitalize on a complete 'evening out' experience, including 'dining before/dessert after' opportunities. Emphasis on continuous street fronts and filling in key voids as well as collaboration overall to enhance Downtown's offerings can greatly expand the market size.

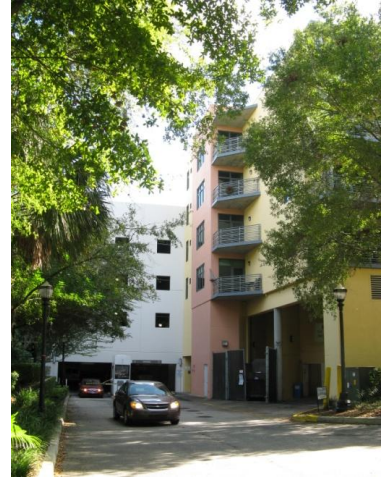
Aggressive events promotion, development recruitment, 'eyes on street' urban design and adherence to Main Street retailing 'best practices' by all downtown properties is important.





Photos 1: Downtown Core

Professional Office



Photos 2: Downtown Core

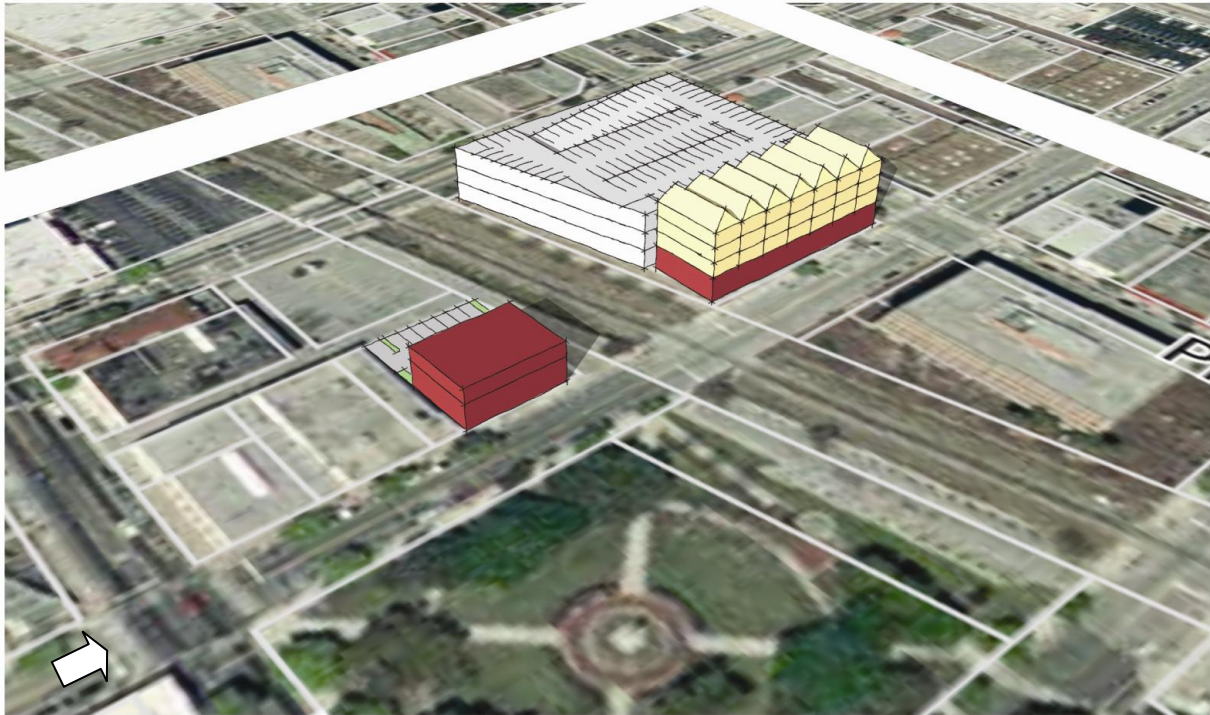
Mid-Rise Flats



Photos 3: Downtown Core

Small Scale Retail

Downtown Core - Tennessee & Pine Option



Site Data

Parcel Acreage: 1.3ac	2 and 4-Story Buildings
7 Stacked Townhomes (parked at 2 spaces per unit)	3-level Parking Garage = 330 spaces
20,000 Square Feet Commercial (parked at 3.5 spaces per 1000SF)	

Photos 4: Downtown Core

Massing Study for North Tennessee Avenue at Pine Street

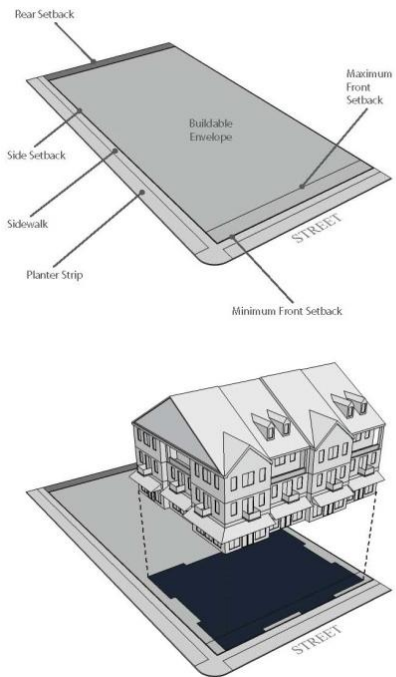
Continuation of development along N. Tennessee Avenue moving north from E. Main Street. Illustration shows a two-story commercial structure fronting Tennessee on the existing Citrus and Chemical Bank parking lot with surface parking to the west. Just north of the railroad tracks, the illustration shows ground floor retail with seven stacked townhomes above backed by a 330-space parking garage. All of this development would be located on the site that currently houses the State Parking Garage.

North Downtown

North Downtown begins at Pine Street and extends north to the In Town Bypass/Bartow Road. North Downtown has significant available land. New development may include low to mid-rise office, with ground floor retail, and some 'soft loft' style residential – either for rent or for sale. Two to five story development is envisioned.

The challenge for this area is to extend the “Main Street” experience of Kentucky Avenue north from Bay to Oak Street. Both Bay and Oak Streets have been identified as critical east-west linkages to the Northeast District. The threat to the area from a redevelopment standpoint is the perception that it is unsafe or unsavory due to the proximity of homeless services. New development and coordination with the service agencies can help to mitigate the perception of danger and will enhance a sense of safety.

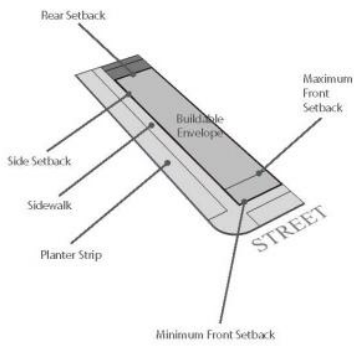




Photos 5: North Downtown

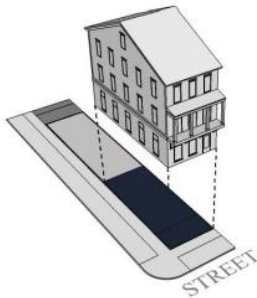
Mixed Use Buildings





Photos 6: North Downtown

Live/Work Spaces





Photos 7: North Downtown

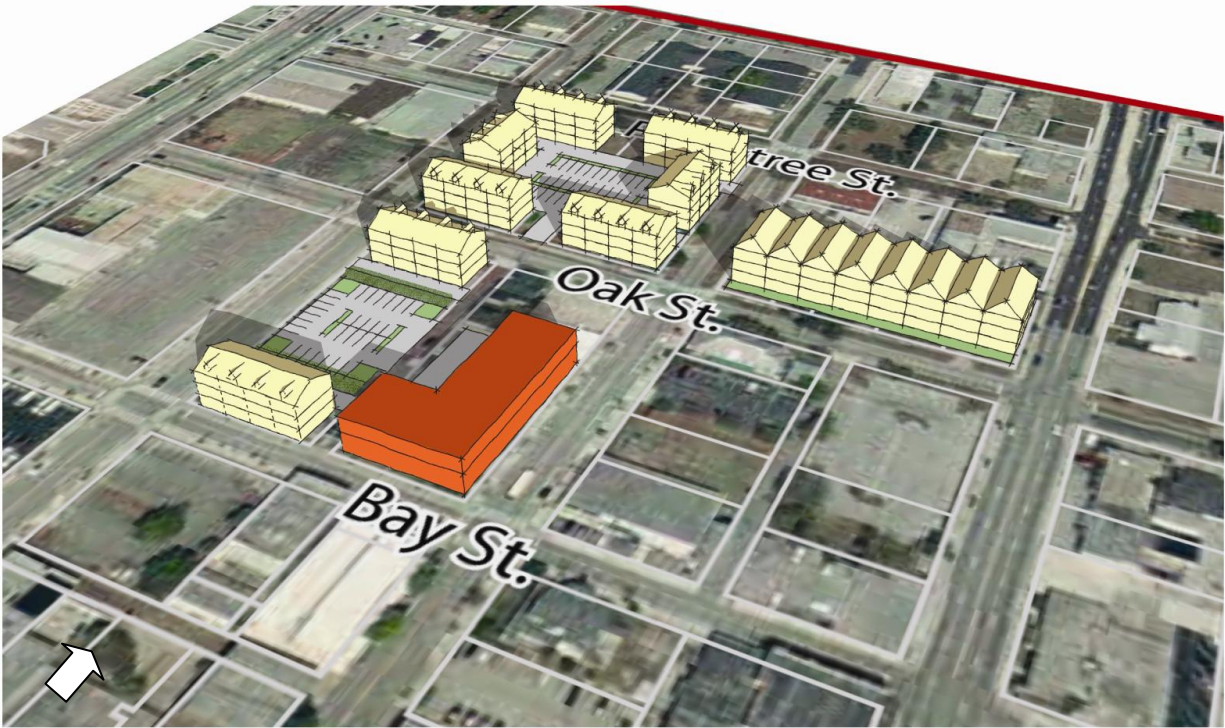
Mid-Rise Flats



Photos 8: North Downtown

Mixed-Use Townhome

North Downtown - Oak & Kentucky Option 1



Site Data

Parcel Acreage: 3.6ac total
30 City Homes (self-parked)
16 Stacked Townhomes (self-parked)
14,000 Square Feet Commercial (parked at 3.5
spaces per 1000SF)
Additional parking for visitors

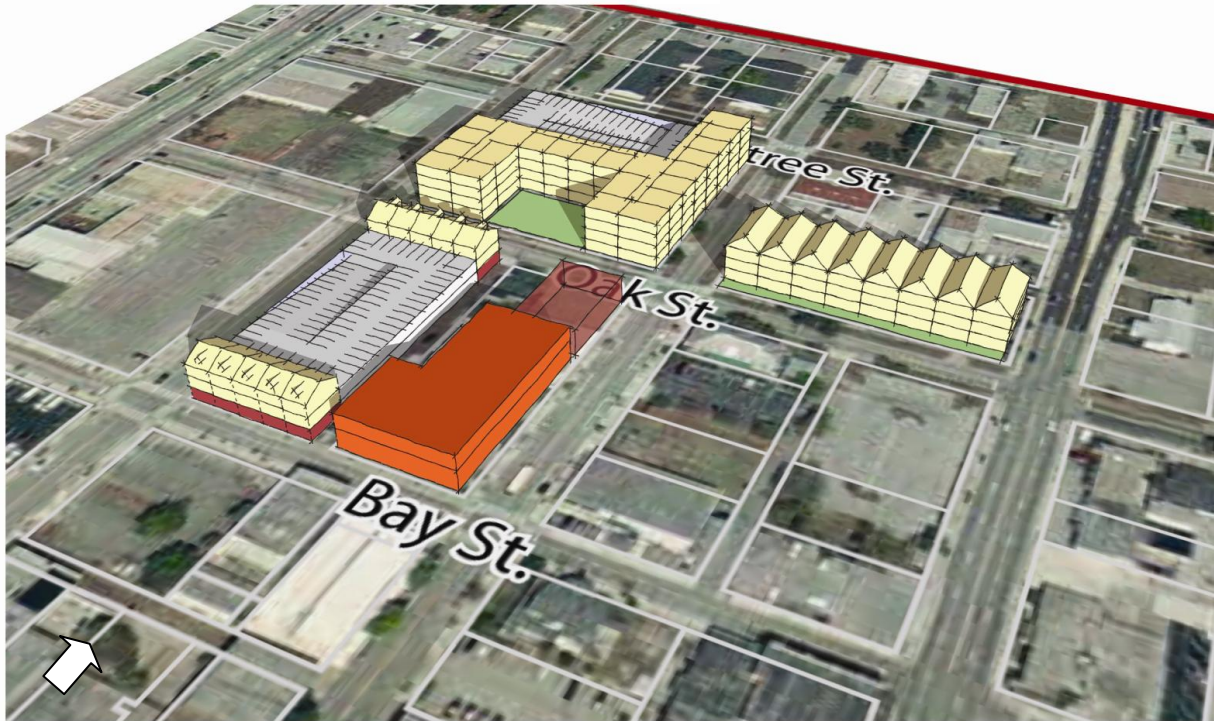
2 and 3-Story Buildings

Photos 9: North Downtown

Massing Study #1 for Development on Surface Parking Lots on Kentucky Avenue at Bay and Oak Streets

Development concept was modeled on vacant properties which are currently being used for surface parking. Illustration shows 30 “city” homes clustered on two sites. All homes are self-parked underneath the units. Sixteen stacked townhomes are illustrated to the east of N. Kentucky Avenue on Oak Street. These are also self-parked. At Kentucky Avenue and Bay Street, the illustration shows a two-story, 14,000 square foot commercial development which is surface parked (behind the building as well as in overflow behind the residential units).

North Downtown - Oak & Kentucky Option 2



Site Data

Parcel Acreage: 3.6ac total
80 Residential Units
16 Stacked Townhomes (self-parked)
10 Live-Work Units (parked at 2 spaces per unit)
33,000 Square Feet Commercial (parked at 3.5 spaces per 1000SF)

2, 3, and 4-Story Buildings
2-level Parking Garage = 140 spaces
2-level Parking Garage = 140 spaces

Photos 10: North Downtown

Massing Study #2 for Development on Surface Parking Lots on Kentucky Avenue at Bay and Oak Streets

The illustration shows a more dense mixed-use development including 80 residential units in the block north of Oak Street served by structured parking, 16 self-parked townhomes east of Kentucky Avenue on Oak Street, and 10 live-work units flanking a structured parking garage that services 33,000 square feet of commercial at Kentucky and Bay.

North Downtown - Oak & Kentucky Option 3



Site Data

Parcel Acreage: 3.6ac total	3 and 4-Story Buildings
92 Residential Units	2-level Parking Garage = 140 spaces
16 Stacked Townhomes (self-parked)	2-level Parking Garage = 140 spaces
10 Live-Work Units (parked at 2 spaces per unit)	
16,800 Square Feet Commercial (parked at 3.5 spaces per 1000SF)	

Photos 11: North Downtown

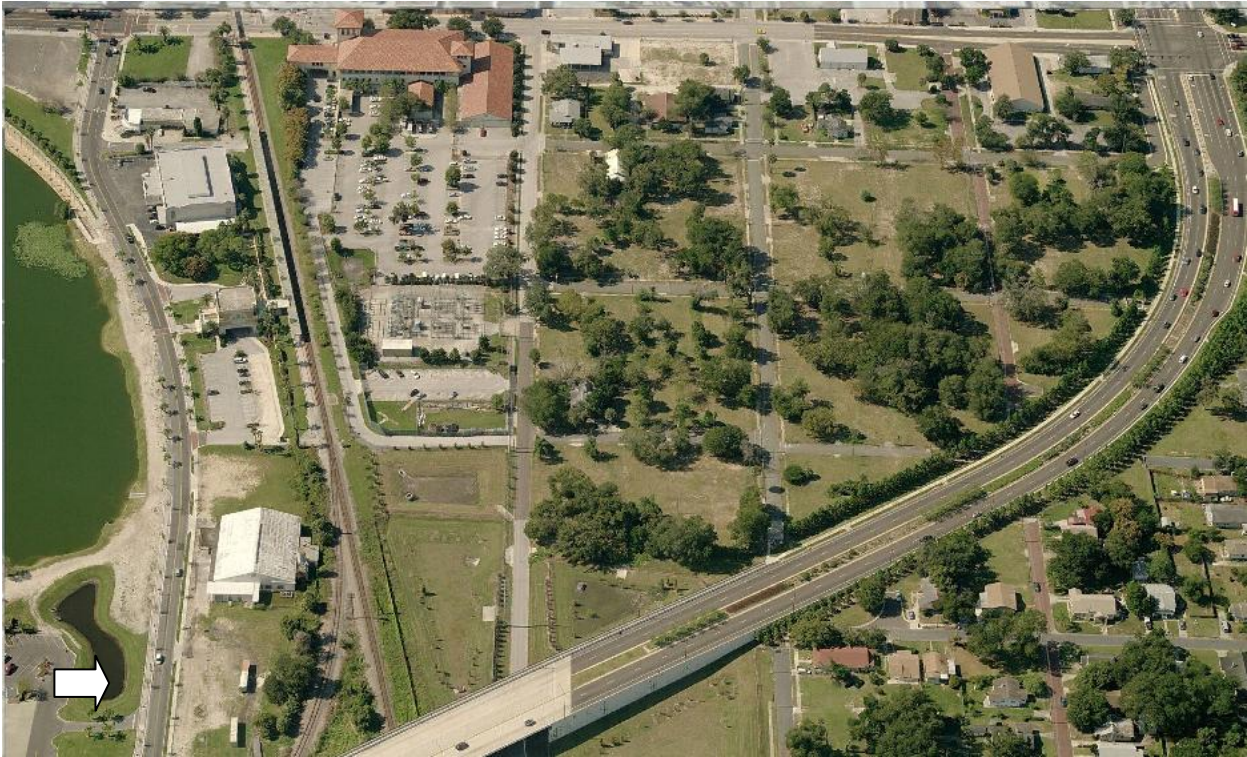
Massing Study #3 for Surface Parking Lots on Kentucky Avenue at Bay and Oak Streets

Illustration shows the most dense scenario for these sites including 16 self-parked stacked townhomes east of Kentucky Avenue on Oak Street, 10 live-work units flanking a 140-space parking garage on Tennessee Avenue, 16,800 square feet of commercial space, topped by 12 residential units, and 80 residential units on the block north of Oak Street and served by a 140-space parking garage.

Northeast District

The 14+ acres of property east of Massachusetts and north of Bay Street have been envisioned as a dense, residential enclave and an easy location for the first significant residential development Downtown. Consistent with market changes, large-scale residential developments like those envisioned for this area may have to be phased, or incremental in implementation and may include emphasis on high-quality rental units in addition to ownership opportunities. However, as with all rental units, emphasis should be on design, in order to allow for easy conversion to ownership should the opportunity arise. Townhomes, mid-rise apartments and some frontage commercial/mixed use on Massachusetts Avenue are envisioned, all six stories or less in height.

Over time, the Police Station parking lot may convert to structured parking, allowing for an additional development parcel and a bridge connection to the train station and the Lake Mirror Park.





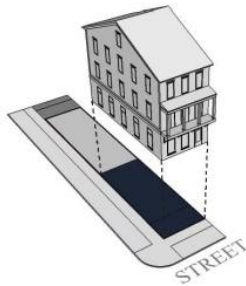
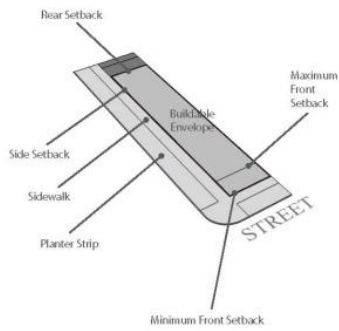
Photos 12: Northeast District

Mid-Rise Flats



Photos 13: Northeast District

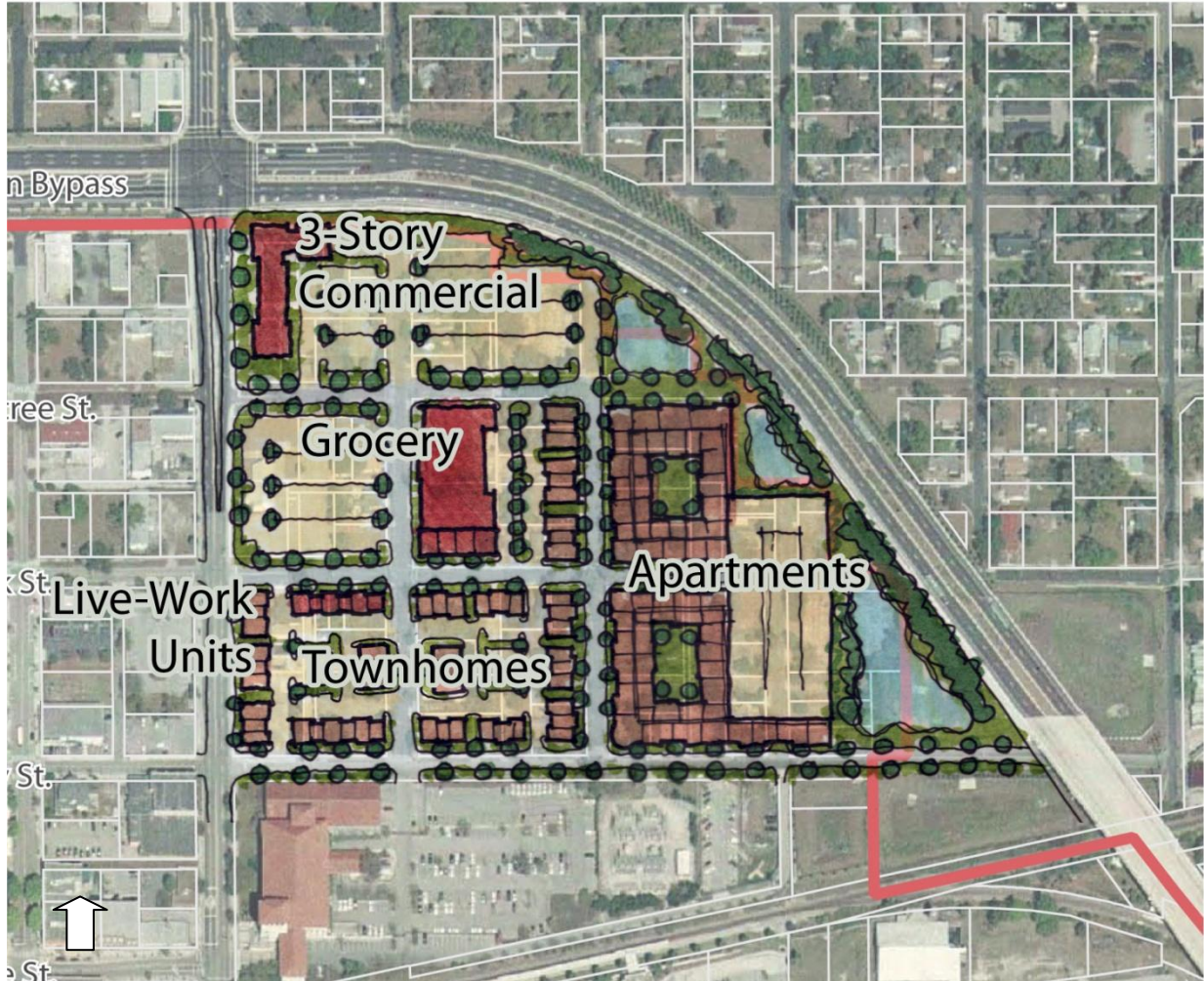
Stacked Townhome





Photos 14: Northeast District

Massing Study #1 for Residential Redevelopment Area north of LPD



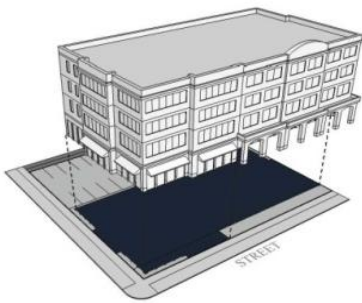
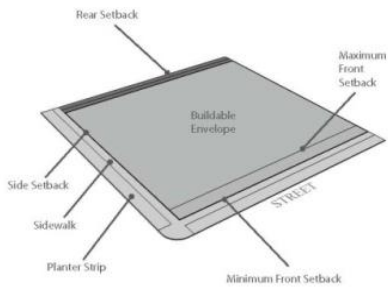
Massing Study #2 for Residential Redevelopment Area north of LPD

Lake Wire

Lake Wire is a quiet corner of the Downtown CRA, with several civic/institutional and office uses. This area is envisioned as appropriate for office development in particular, with significant potential for mixed use on the former 'Florida Tile' site and some residential uses on the east side of the lake. The City/LCRA have a vision of the Florida Tile site as a mixed use development – this was accepted as a premise, with the caveat that in the future, this site might offer an opportunity for a dense Transit Adjacent Development (TAD) if a commuter rail station were moved to this location. Most development is envisioned as four stories or less, surface parked, although certain areas may allow for structured parking and buildings to seven stories to allow for views across Lake Wire.

The area is becoming an enclave on all sides due to limited access exterior roads and rail. Additional road closures should be resisted as this will further limit function, flexibility and access to properties. There is an opportunity to enhance the Lake Wire perimeter and look for new connections to the interior properties west of Downtown exclusive of Florida Avenue.





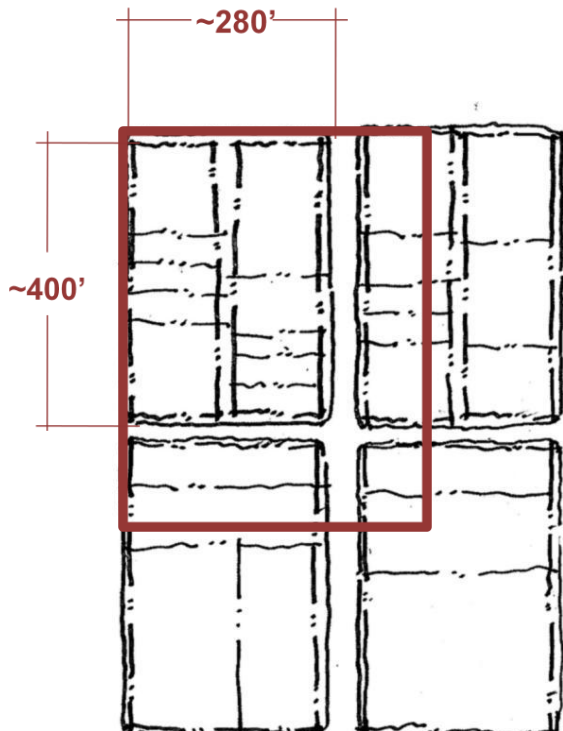
Photos 16: Lake Wire

Professional Office



Photos 17: Lake Wire

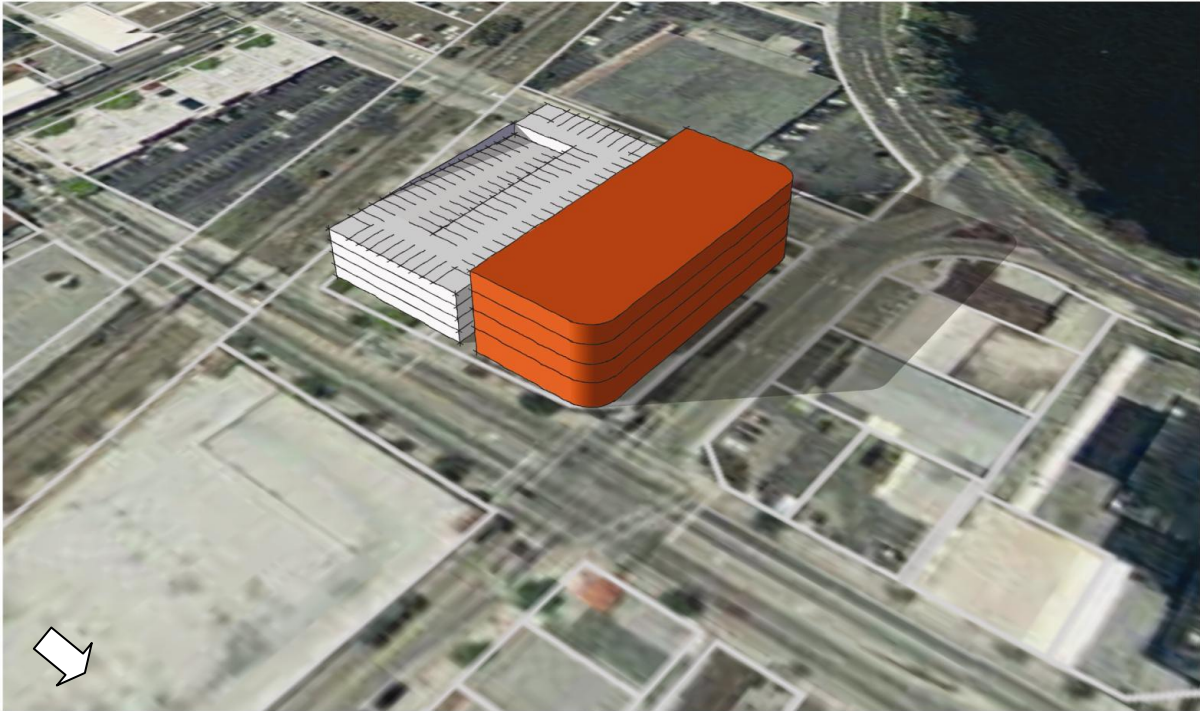
Large Format Retail



Photos 18: Lake Wire

Large Format Retail Overlaid on Typical Lakeland City Block

Lake Wire - Florida & Pine Option



Site Data

Parcel Acreage: 1.5ac
80,000 Square Feet Commercial (parked at 3.5
spaces per 1000SF)

4-Story Building
4-level Parking Garage = 304 spaces

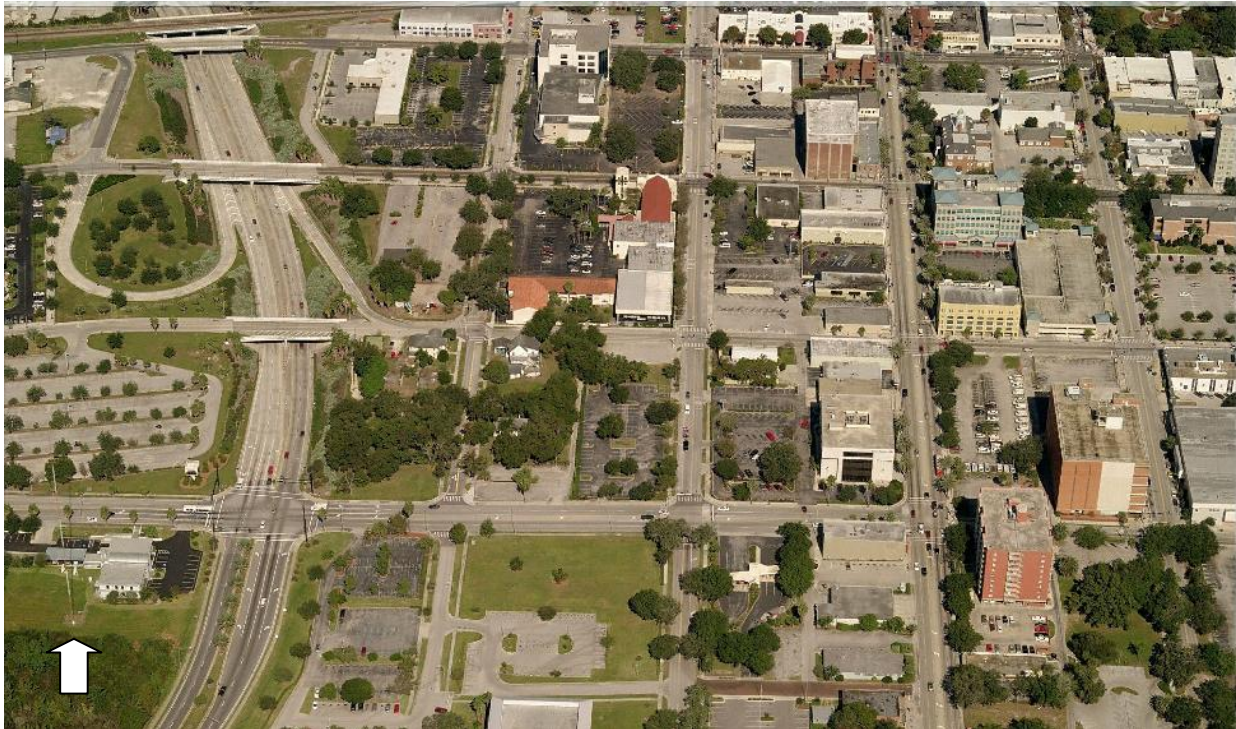
[Photos 19: Lake Wire](#)

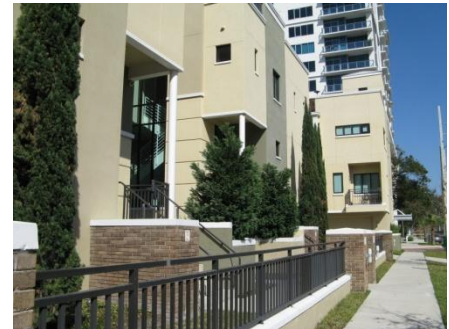
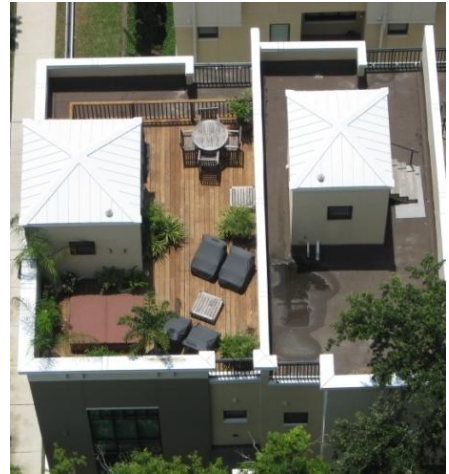
**Massing Study for Development on the Southwest Corner of
South Florida Avenue and West Pine Street**

West District/Lemon Street

West District/Lemon Street encompasses the several opportunity blocks between South Florida Avenue and Sikes Boulevard. Many of these blocks are under single ownership with large areas of surface parking and vacant property. This area is highly connected to the Downtown Core and serves as a gateway to Sports & Events area. With some streetscape/pedestrian enhancement to Florida Avenue (particularly at intersections) and at the Lemon and Orange Street overpasses, this area can become an interesting 'Arts Lofts' district, that connects the Downtown Core, including the Polk Theater, to The Lakeland Center.

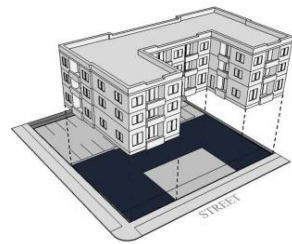
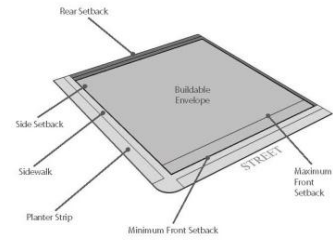
Infill development may include stacked townhomes, surface parked condo flats, possible mid-rise residential, and commercial. The area may be attractive for a small grocery or neighborhood retail due to its proximity to the Core as well as the neighborhoods immediately to the south.





Photos 20: West District/Lemon Street

Stacked Townhomes



Photos 21: West District/Lemon Street

Mid-Rise Flats

South Downtown

South Downtown includes some high-rise (8-10 stories) buildings, major office and institutional employers, and several vacant or surface parked sites which could be redeveloped as office and/or residential properties with stunning views of Lake Morton. Because of the size of the properties and their existing use as parking, they likely will redevelop with structured parking at an overall scale of 5-6 stories with potential for a tower to 'pop up' at 9-12 stories.

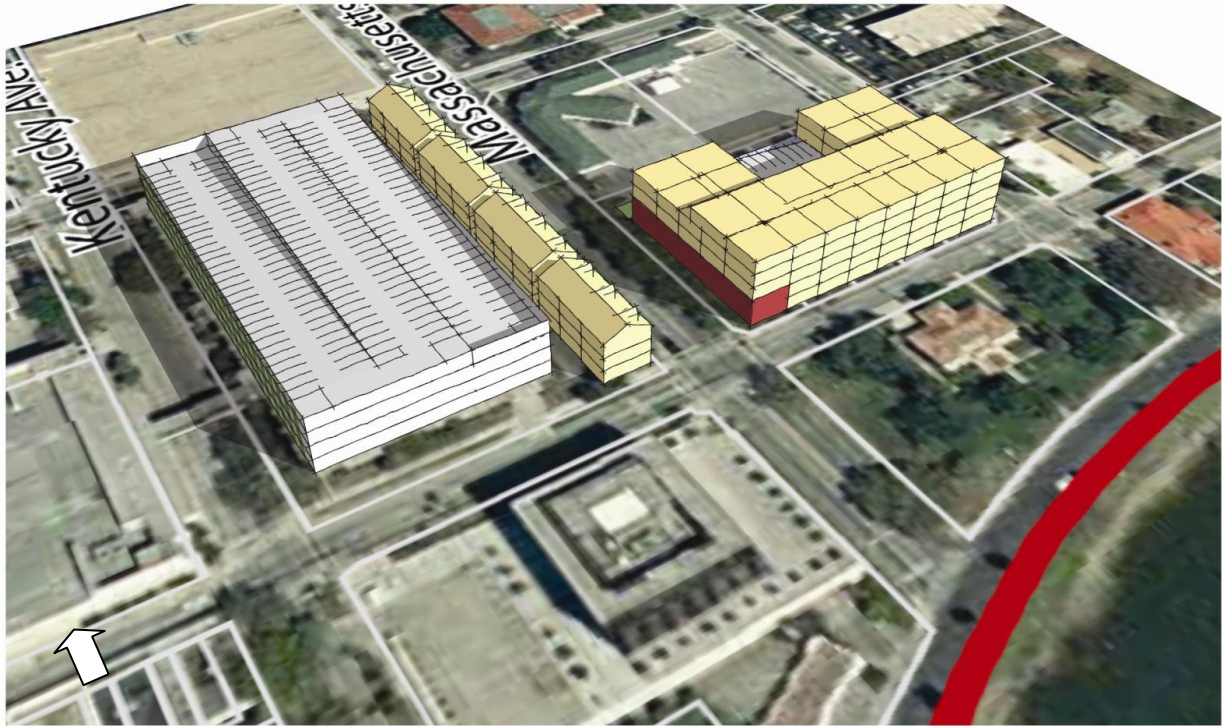




Photos 22: South Downtown

Mid Rise Flats

South Downtown - Massachusetts & Lime Option



Site Data

Parcel Acreage: 1.75ac

12 City Homes (self-parked)

77 Residential units (parked at 1.5 spaces per unit)

5,600 Square Feet Commercial (parked at 3.5 spaces per 1000SF)

3, 4, and 5-Story Buildings

4-level Existing Parking Garage

2-level Parking Garage = 140 spaces

Photos 23: South Downtown

Massing Study for the Massachusetts Frontage the Orange Street Garage and the Citrus Mutual Parking Lot

South Downtown - Florida & Walnut Option 1



Site Data

Parcel Acreage: 2.5ac
120,000 Square Feet Commercial (parked at 3.5
spaces per 1000SF)

3-level Parking Garage = 438 spaces

3-Story Buildings

[Photos 24: South Downtown](#)

**Massing Study #1 for the “Verizon” Parking Lot at Walnut
Street and Tennessee Avenue**

South Downtown - Florida & Walnut Option 2



Site Data

Parcel Acreage: 2.5ac
158 Residential Units (parked at 1.5 spaces per unit)
15,000 Square Feet Commercial (parked at 3.5 spaces per 1000SF)

3-level Parking Garage = 300 spaces

4 and 6-Story Buildings

[Photos 25: South Downtown](#)

Massing Study #2 for the “Verizon” Parking Lot at Walnut Street and Tennessee Avenue

Garden District

The Garden District provides the opportunity for incremental neighborhood infill on numerous vacant lots as well as the opportunity for rehabilitation of existing structures. Uses include single-family, duplex, and townhome forms of residential in traditional styles. There may be an opportunity for a small neighborhood retailing at a key intersection, such as Lake/Orange opposite the park. However, continued office intrusion is not desired. Development is anticipated to be three stories or less, surface parked.

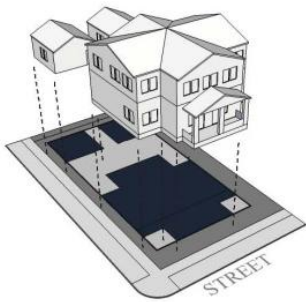
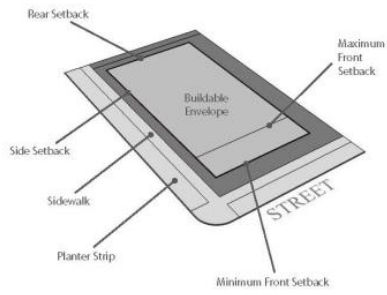
The Garden District is also a place to continue to provide walkability, streetscape and traffic calming enhancements including street trees, lighting, sidewalk/crosswalks and decorative mini-circles to provide further walkability and neighborhood stabilization.





Photos 26: Garden District

Single Family



Photos 27: Garden District

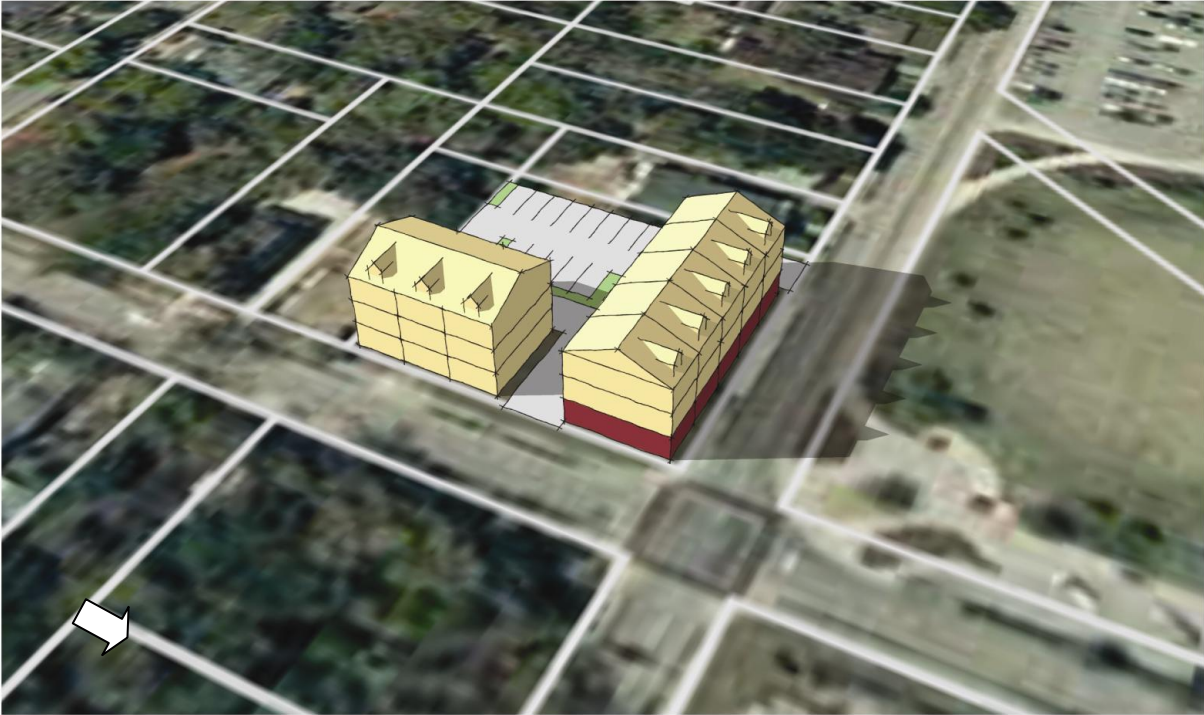
Duplex



Photos 28: Garden District

Mixed Use Townhomes

Garden District - Orange & Lake Option 1



Site Data

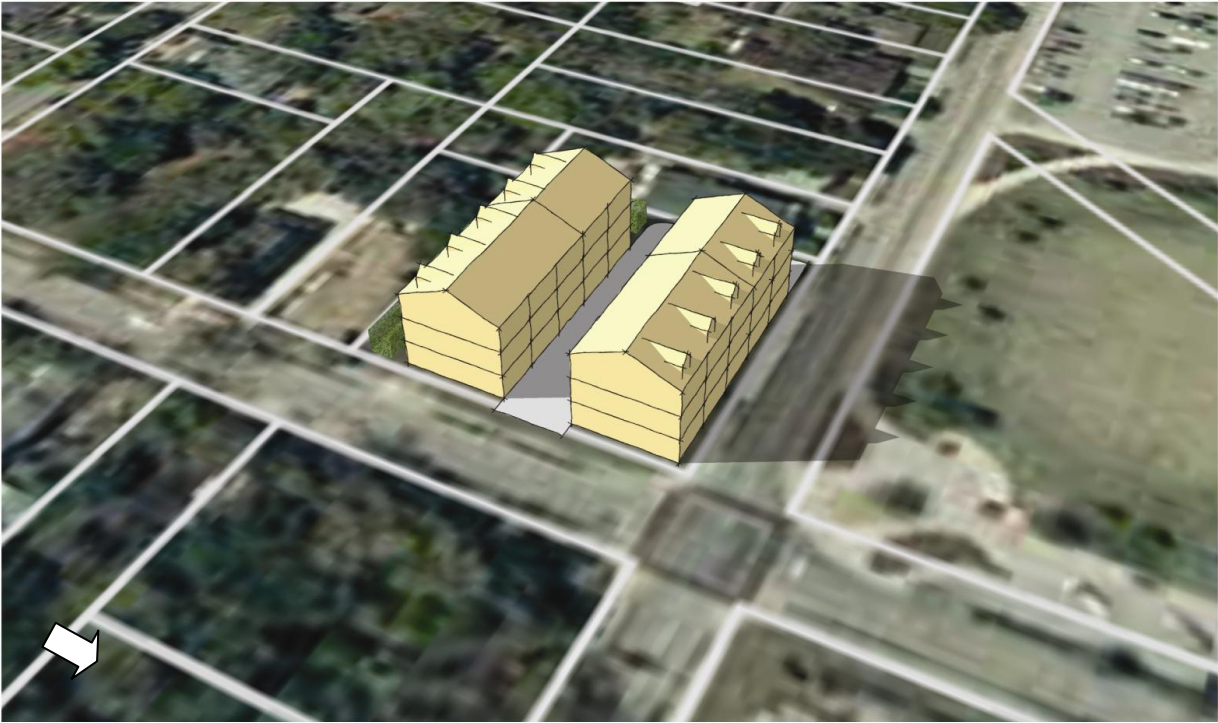
Parcel Acreage: 0.5ac
5 Live Work Units (self-parked)
3 City Home Units (self-parked)
Additional parking visitors

3-Story Buildings

[Photos 29: Garden District](#)

**Massing Study #1 for the Southwest Corner of Orange Street
and Lake Avenue**

Garden District - Orange & Lake Option 2



Site Data

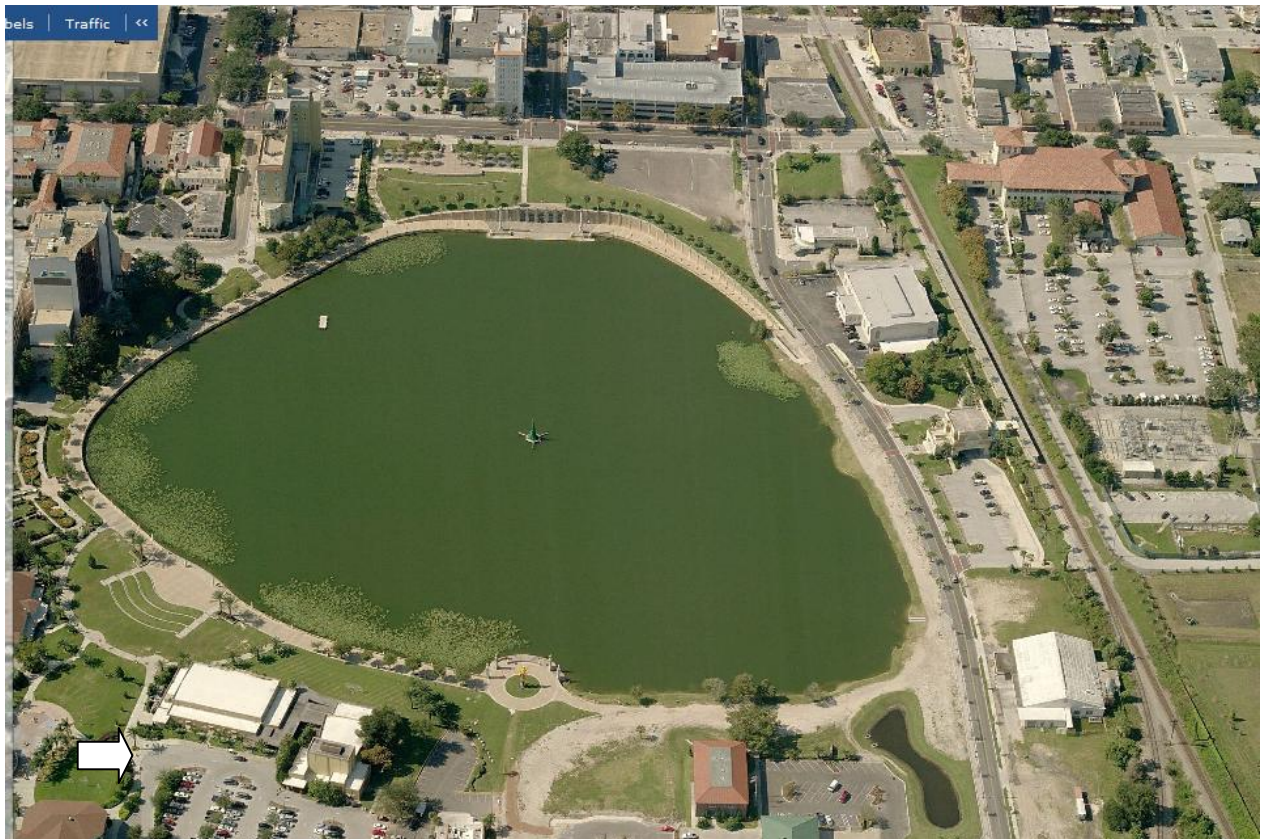
Parcel Acreage: 0.5ac
10 City Home Units (self-parked)
3-Story Buildings

[Photos 30: Garden District](#)

Massing Study #2 for the Southwest Corner of Orange Street and Lake Avenue

Lake Mirror

Lake Mirror is one of the primary gathering and event addresses for Downtown. The perimeter of the Lake offers some incremental infill sites – including the ‘Old Fire Station’ site, the Coyne Laundry site, the parking lot next to the Long Green and the commercial gateway at East Main Street. These infill scenarios are considered incremental, and likely three stories or less (surface parked), with the exception of the Old Fire Station site which could support more density and mixed use to seven stories. In addition, efforts must be continued to connect, through physical cues and events planning, the other public gathering spaces to this lake including Munn Park, Polk Theater, Kentucky Avenue and The Lakeland Center.



Lake Mirror - Main & Massachusetts



Site Data

Parcel Acreage: 1.8ac
96 Residential Units (parked at 1.5 spaces per unit)
27,000 Square Feet Commercial (parked at 3.5 spaces per 1000SF)
7,000 Square Feet Restaurant (parked at 10 spaces per 1000SF)

2, 4, and 5-Story Buildings
3-level Parking Garage = 225 spaces

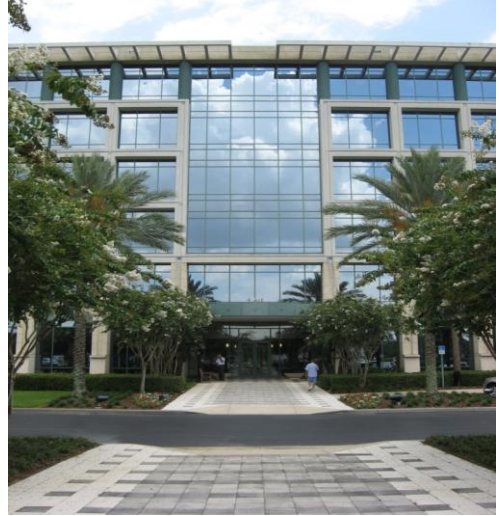
Photos 31: Lake Mirror

Massing Study for the "Old Fire Station" Site at Main Street and Massachusetts Avenue

The Sports and Events Area

The Lakeland Center should continue as a regional entertainment venue, but with better circulation/shuttle access to the Downtown Core and improved coordination of events with retailing/dining activities. This will leverage this area to the benefit of the Downtown Core. Additionally, significant parcels should be land-banked, such that new development could easily infill. A new hotel and restaurant (possibly a national chain) could better serve the events center as well as provide an additional offering for Downtown. The site also offers potential for new office and multi-family residential infill with the addition of structured parking to support The Lakeland Center.





Photos 32: Sports and Events

Quasi-Conventional Office and Hotel



Photos 33: Sports and Events

Rail and Loft-Oriented Infill





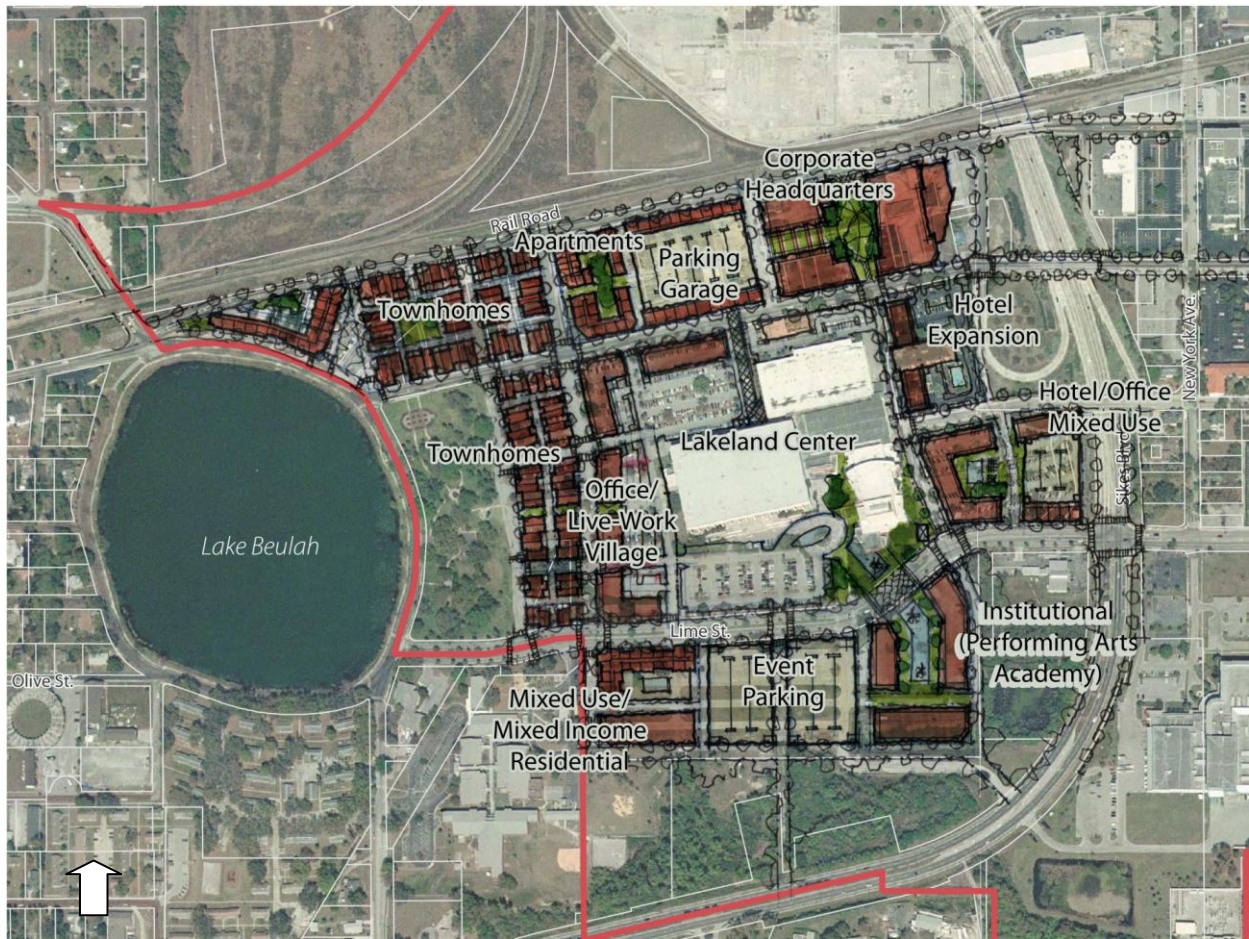
Photos 34: Sports and Events

Arena Districts



Photos 35: Sports and Events

Massing Study #1 of The Lakeland Center



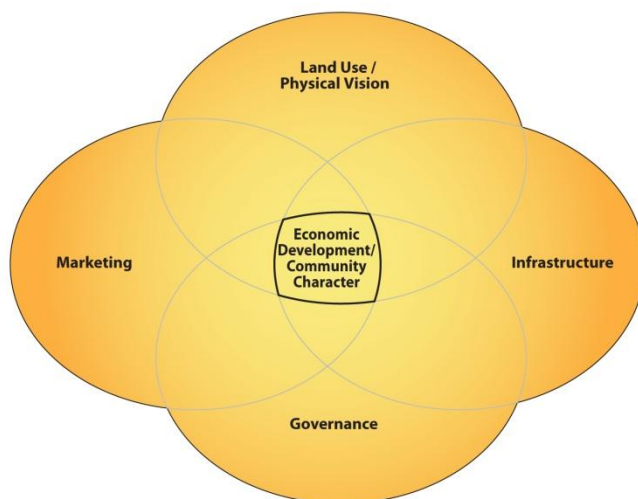
Photos 36: Sports and Events

Massing Study #2 of The Lakeland Center

Downtown Lakeland Strategic Framework

In order to create a set of action items that will address the identified essential elements and advance the overall vision for Downtown Lakeland, a Strategic Framework was developed that organizes the potential approaches and demonstrates their interaction in achieving this vision.

To address the essential elements and advance the Downtown Lakeland vision the City/LCRA must balance the dual goals of **economic development** and the retention of **community character**. Economic development and the retention of community character are inherently intertwined. Businesses, residents and visitors have to first *want* to be at a particular *place*. The charm and character of Downtown Lakeland provides a foundation for economic development while economic development provides the resources to preserve and enhance Downtown's character. Balance is important. Too much focus on the retention of community character can be used as a reason to undermine economic development just as short-sighted, reactionary decisions in the name of economic development can erode the character of a community. Therefore these efforts must be pursued in concert. The themes or tools available to pursue the dual goals of economic development and retention of community character are demonstrated in the diagram below.



Framework Themes

As shown in the Downtown Lakeland Strategic Framework, there are four interconnected themes or tools that can be used to promote economic development and preserve community character. The operational definitions for these themes are as follows:

- **Land Use/Physical Vision:** This category includes visioning, planning and urban design efforts. This work provides a more detailed description of potential development and ultimately the type of place Downtown Lakeland will strive to become.
- **Marketing/Recruitment:** This category includes a concerted effort to market the existing charm and assets of Downtown Lakeland to the Central Florida region combined with targeted local and national-scale business/developer recruitment and incentive efforts.
- **Governance:** The set of authorities, processes, and procedures guiding strategic and key operational decisions for Downtown Lakeland. This includes the development facilitation process, as well as agency coordination.
- **Infrastructure:** Parks, roads, sidewalks, streetscapes, etc.; these capital improvements can be leveraged by private enterprise to spur economic development in Downtown Lakeland.

“... however Downtown is nearing its potential using the initial ‘build it and they will come’ approach to infrastructure enhancements as a primary strategy.”

Changing the Focus: Moving to the Next Step of Downtown Development

The City/LCRA has spent a tremendous amount of money improving its Downtown infrastructure including parks, streetscapes, etc. These improvements have the City/LCRA well positioned for future development, however Downtown is nearing its potential using the initial **‘build it and they will come’** approach to infrastructure enhancements as a primary strategy.

By recognizing the accomplishments of over 30 years of infrastructure investment, Lakeland can now refocus its efforts to a more articulated **Land Use/Physical Vision**, more dynamic **Marketing/Recruitment**, and a new model of **Governance** to help Downtown Lakeland take the next step, utilizing lower cost approaches to further capitalize on these infrastructure assets.

Action Items

The following action items, organized by the themes described above, are based on input from City staff, elected officials, and the public. They were designed to help advance the Downtown Lakeland vision. Action items are divided into the framework themes and should be used in conjunction with the corresponding maps and imagery produced by Glatting Jackson for this effort.

“... Downtown Lakeland is a regional center with a vibrant mix of high quality residential, retail, professional, civic and entertainment activities within a continuously enhanced urban and historic setting.”

Shared vision for Downtown Lakeland’s future

Proposed Roles of the Players



Land Use/Physical Vision

The overall vision must be support by coordinated efforts for specific districts and attention to details. These action items are an important tool in providing for additional residential and other activity generating uses such as dinner restaurants.

1. **Develop specific “district design plans”.** The notion that Downtown was a collection of districts rather than a uniform area was well established during the public involvement process. These districts each have their own identity, challenges and opportunities. The effort to develop district design plans commenced with the sketches show on the corresponding maps and imagery exhibits. More detail design efforts for districts may be required in the future. Current efforts to establish a form based code will provide a foundation for these plans.
2. **Link the Downtown Venues during events.** Downtown has four signature activity generators: The Lakeland Center, the Polk Theater, the Downtown retail core, and the parks (Lake Mirror and Munn Park). These venues are also supplemented by additional activity at the nearby Library, Polk Museum and all of the Downtown churches. Activities at all these locations should be linked physically, socially and economically to best leverage the focus on Downtown as Lakeland’s shared activity center. The great programming being conducting by both The Lakeland Center and the Polk Theater provides a tremendous activity generator; however it seems that the Downtown Core has not capitalized on the activity pre and post performance. Increased advertising and coordination between retail and cultural venues could better create a ‘complete night out’ (dinner and a show – with nightcap/dessert/coffee). A low cost Jitney Shuttle system could *immediately increase connectivity* between these uses and facilitate a new “Downtown experience” for performance attendees as well as facilitate access to parking which may be *perceived* to be remote (3-4 blocks away).
3. **Pilot regional effort for passenger rail connecting Orlando, Lakeland and Tampa.** A passenger rail line connecting Orlando, Lakeland, and Tampa would be a transformational event, increasing the demand for all types of downtown development including residential, office and retail. Lakeland is a highly desirable address and alternate quality of life option for people living or working in the I-4 Corridor between south Orlando and Tampa.

Marketing/Recruitment

The infrastructure improvements (parks, streetscapes, etc.) have “set the stage” for a renaissance in Downtown Lakeland. Now it is time to “bring in the actors – and the audience”.

- 1. Develop and implement a coordinated marketing campaign to promote existing businesses, recruit new businesses, and promote ideas that will increase the overall activity and energy of Downtown.** There is a need to develop a marketing and business recruitment plan designed to help achieve the goals set forth in the plan. The overall marketing efforts for Downtown Lakeland should be coordinated with the updated plan. A recruitment plan with specific targets (also based on the vision plan) would greatly assist in implementation. This may include a hotel and restaurant for The Lakeland Center, feature dining downtown, new employers, multifamily residential developers (there are several that understand urban infill models), and small scale / incremental developers (including infill home and townhome builders). This may also include work with local Bank Community Development Corporations (CDCs) to assist in development.
- 2. Identify and Market an Incentives package.** Develop and clarify ‘hard’ incentives that are uniformly available within the economic development district, as well as other ‘cafeteria’ incentives that might be negotiable as appropriate. The development community needs to know up front that the LCRA is interested in development and has tools to assist.
- 3. Create and issue Development Requests for Proposals for City/LCRA owned parcels.** The City of Lakeland, LCRA and the LDDA own a significant amount of real estate within the Downtown boundary. With a common vision established, it is an appropriate time to position some of these parcels for desired private investment.
- 4. Monitor the Expansion Area Development.** The LCRA successfully acquired nearly all the land east of Massachusetts Avenue and north of Bay Street. A qualified developer was also identified to implement a large, owner-occupied concept. The current economic delay puts a financial burden on the LCRA. Over time, it may become necessary to explore other development options that focus on more incremental work, with a rental component.
- 5. Link The Lakeland Center, Polk Theater, Downtown cultural & retail venues.** The vision and transportation component of this endeavor was addressed in the Land Use section. However all initiatives must be part of a comprehensive coordination effort that appreciates the potential synergies and mutual rewards that

Proposed Roles of the Players



Proposed Roles of the Players

can be realized through improved communication of activities and follow through of creative ideas for collaboration.

Governance

Urban development is inherently more difficult than suburban development due to its unique interdependence of surrounding land uses. Changing the role of local government in Downtown development from one of regulation to one of facilitation would contribute greatly to the goal of economic development and retention of community character in Downtown Lakeland.

- 1. Coordinate the efforts of Downtown groups, defining and focusing their roles.** Lakeland has a lot of organizations (LCRA, LDDA, DLP, LEDC, etc.) focused on improving Downtown, however their efforts are not always coordinated. The first step in remedying this problem is to improve communication between these groups. Improved communication will provide a path to better coordination and an efficient delineation of responsibilities.
- 2. Streamline regulatory and building permit processes.** Creating shorter review periods for Downtown development proposals through the streamlining of regulatory processes is an important component in the repositioning of Downtown Lakeland as the preferred location for development. Many zoning and building code approval elements are not tailored to small scale, urban redevelopment and infill. The issues must be identified and drilled down to staff level review. The current Form Based Code effort is a positive start. Many urban infill developers do not have the resources to navigate complex, lengthy, redundant or even contradictory approval processes. They need assistance by a staff ready to assist their efforts and address their specific needs.
- 3. Create an ombudsman position to help private developers and builders navigate the multifaceted permitting/approval process.** Downtown developers and builders must not only address a variety of issues related to their proposals, they also must deal with a several different departments. While there is always room for improvement of interagency communication and coordination, the creation of a Downtown Ombudsman position would provide immediate and significant efficiency to development approvals in downtown.
- 4. Encourage small-scale development.** While attracting transformational large-scale development should be a consistent component of future efforts; significant progress can be made through the aggregation of many *smaller-sized developments*. Small-scale development should be fostered, particularly those projects such as residential infill and small business investment that contribute to the fundamental goals of the plan. This may



include single family homes, 2-unit duplexes, 4-unit townhome buildings, 12-40 unit townhomes, condominium flat projects, 100-unit rental projects as well as incremental small business development and building construction.

Infrastructure

Infrastructure investment is an ongoing process. While this plan advocates for a shift in its overall priority at this time, the following is a list of improvements that the City/LCRA should pursue.

- 1. Continue to assist with structured parking costs in Downtown.** While it seems there is ample parking in Downtown from an overall capacity perspective, our stakeholders indicated that the lack of dedicated parking in close proximity to potential development sites has hindered progress. The City should consider subsidizing structured parking (on a case by case basis) for desired activity producing uses, such as residential and employment centers. Alternatively, the City may construct one or two additional 'speculative' garages, which could be funded by a 'pay in lieu' approach to new development in the Downtown Core. Additionally, we found that much on-street parking was being used by the merchants themselves. They must be encouraged not to consume this valuable retailing resource. Highly flexible Jitney /Shuttle systems could easily transport retail employees from remote parking to the main streets.
- 2. Calm traffic and facilitate pedestrian crossings on Florida Avenue.** Improving walkability across Florida Avenue will allow the areas to the west to become more connected with the downtown core, promoting synergistic connections between events at the Polk Theater and restaurants/businesses along Kentucky as well as enhancing this area as an infill location.
- 3. Continued streetscape and pocket park opportunities.** Additional opportunities for improved streetscapes include the Lemon and Orange Street bridges over Sikes Boulevard and Florida Avenue. In the Garden District, both Lemon and Lime Streets would benefit from incremental streetscape and traffic calming devices such as mini circle, street trees, crosswalks and sidewalks.
- 4. Assess a master stormwater solution.** – The City should assess redevelopment stormwater requirements and the feasibility of a single system & permit which may be either on-site or remote that could serve multiple properties in the district. The City may also wish to consider evaluating site by site (owner) solutions in lieu of a master feasibility for key redevelopment areas.



Proposed Budget for Capital Projects and Programs in the Downtown Community Redevelopment Area

	Phase I 2010 – 2015	Phase II 2016 - 2020
District Design Plan Development	\$50,000	\$100,000
Transit Connection Between Entertainment Venues	\$75,000	\$500,000
Implement Coordinated Marketing Campaign	\$200,000	\$350,000
Identify and Market an Incentives Package	\$255,000	\$255,000
Create an Ombudsperson Position to Help Private Developers and Builders	\$180,000	\$200,000
Assist with Structured Parking Costs	\$350,000	\$3,000,000
Continued Streetscape and Pocket Park Opportunities	\$100,000	\$1,000,000
S. Florida Avenue Enhancements – Pedestrian Crossings	\$0	\$250,000
Connectivity/Bike/Pedestrian Projects	\$0	\$400,000
Master Stormwater Study	\$25,000	\$350,000
TOTAL	\$1,235,000	\$6,405,000

Appendix A

Downtown Community Redevelopment Area – Legal Description

Commencing at a point at the intersection of Iowa Av. and Magnolia St., proceed south and easterly along the western right-of-way of the In-Town Bypass (SR 600), Project No. 16000-3502, to the intersection with the CSX railroad tracks; thence proceed northeasterly along the CSX railroad tracks to the intersection with the In-Town Bypass; thence southeasterly along the In-Town Bypass to Lake Av.; thence southerly along Lake Av. to E. Orange St.; thence westerly along E. Orange St. to S. Iowa Ave.; thence southerly along S. Iowa Ave. to Lake Morton Dr.; thence westerly along Lake Morton Dr. to Louise Place; thence westerly along Louise Place to S. Florida Ave.; thence northerly along S. Florida Ave. to W. Walnut St.; thence westerly along W. Walnut St. to S. Missouri Ave.; thence southerly along the western right-of-way line of S. Missouri Ave. to the centerline of W. Hickory St.; thence westerly along the centerline of W. Hickory St. approximately 135' from the western right-of-way line of S. Missouri Ave. to the centerline of the closed north-south alley way; thence southerly along the centerline of said closed alley way to the north right-of-way line of W. Palmetto St.; thence westerly approximately 830.68' along W. Palmetto St. to the northwestern corner of the intersection of W. Palmetto St. and Lakeside Ave.; thence northerly approximately 199.98'; thence westerly approximately 219.26' to the southeasterly right-of-way line of Sikes Blvd.; thence southwestly along Sikes Blvd. to the extended north-south alignment of the western boundary of The Lakeland Center south parking lot; thence northerly along said alignment to W. Lime St.; thence westerly along W. Lime St. to Lake Beulah Dr.; thence northerly along Lake Beulah Dr. to W. Lemon St.; thence easterly along W. Lemon St. to Dakota Ave.; thence northerly along Dakota Ave. and Dakota Ave. extended to Lake Wire Dr.; thence easterly along the south and east side of Lake Wire to New York Av.; thence northerly along New York Av. to Magnolia St.; thence easterly along Magnolia St. to the point of beginning. **And**

Beginning at the intersection of the centerline of N New York Ave and the north right-of-way line of the proposed Intown By-pass (State Project #16000-6502-SR 548) run southwestly along said right-of-way line of the proposed Intown By-pass to an intersection with the north right-of-way line of George Jenkins Blvd; thence run southeasterly along said north right-of-way line of George Jenkins Blvd to an intersection with the centerline Lake Beulah Dr. Run southerly along said centerline Lake Beulah Dr to an intersection with the extended centerline of W Lemon St; thence run northeasterly along said centerline of W Lemon St to an intersection with the centerline of S Dakota Av.

Run north along said centerline of S Dakota Av to the intersection with the centerline of Lake Wire Dr; thence follow said centerline of Lake Wire Dr to the extended centerline of N New York Ave.; thence run north to POB. **And**

Beginning at the intersection of the centerline of S Iowa Ave and the centerline of Lake Morton Dr run north to the centerline of E Orange St; thence run east along said centerline of E Orange St to an intersection with the centerline of S Lake Ave. Run north along said centerline of S Lake Ave to an intersection with the southwesterly right-of-way line of Bartow Road. Run southeasterly along said southwesterly right-of-way line of Bartow Road to an intersection with the centerline of E Lime St. Run west along said centerline of E Lime St to an intersection with the centerline of S Ingraham Av; thence run south along said centerline of S Ingraham Av to an intersection with the centerline of E Walnut St. Run west along said centerline of E Walnut St to an intersection with the centerline of Lake Morton Dr; thence run northwesterly along said centerline of Lake Morton Dr to POB.