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Interoffice Memorandum

July 17, 2023

TO: Mayor Jerry L. Demings
-AND-
County Commissioners

THROUGH: Andres Salcedo, P.E., Acting Director *Andrés*
Planning, Environmental, and Development Services Department

FROM: Alberto A. Vargas, MArch., Manager, Planning Division *AV*

SUBJECT: 2023-1 Regular Cycle Staff-Initiated Map and Text
Amendment 2023-1-C-CP-1
(Vision 2050: Orange County Comprehensive Plan)
Board of County Commissioners (Board) Transmittal Public Hearing

The 2023-1 Regular Cycle Staff-Initiated Map and Text Amendment scheduled for consideration on July 25, 2023, is an Evaluation and Appraisal-based amendment updating the Orange County Comprehensive Plan. Orange County anticipates transmittal of the EAR-based amendments within the statutorily mandated one-year time frame. The staff-initiated map and text amendment is an evaluation and appraisal-based amendment that includes:

- Updating the "Orange County Comprehensive Plan 2010-2030 - Destination 2030", and Renaming it the "Vision 2050: Orange County Comprehensive Plan",
- Revising existing Elements and redesignating them into new Chapters, entitled, Land Use, Mobility, and Neighborhoods; Housing and Community Services; Tourism, Arts, and Culture; Economy, Technology, and Innovation; Natural Resources and Conservation; Recreation and Open Space; Transportation; Public Schools; Community Facilities and Services; and Implementation and Property Rights pursuant to Sections 163.3177, 163.3180, 163.3184, 163.3191, and parts II and III of Chapter 369 (Wekiva River Protection & Wekiva Parkway and Protection Act), Florida Statutes, and
- Incorporating the Future Land Use Map Series including a new Sector Map, a new Future Land Use Map, including an expansion of the Urban Service Area (USA) Boundary, and other maps intended for inclusion in the Comprehensive Plan.

The amendment was heard by the Planning and Zoning Commission (PZC)/Local Planning Agency (LPA) at a transmittal public hearing on March 10, 2023. On April 11, 2023, the Board continued the item to allow for a series of town hall meetings. A series

of twenty-two (22) town halls were held between May 9 to July 20. A summary of the meetings is available in the staff report that accompanies this request.

The report and a draft of Vision 2050 are available under the Amendment Cycle section of the County's Comprehensive Planning webpage. See:

<http://www.orangecountyfl.net/PlanningDevelopment/ComprehensivePlanning.aspx>.

In summary, the action item addressed by this memo for July 25, 2023, is:

- Amendment 2023-1-C-CP-1 (Vision 2050: Orange County Comprehensive Plan)

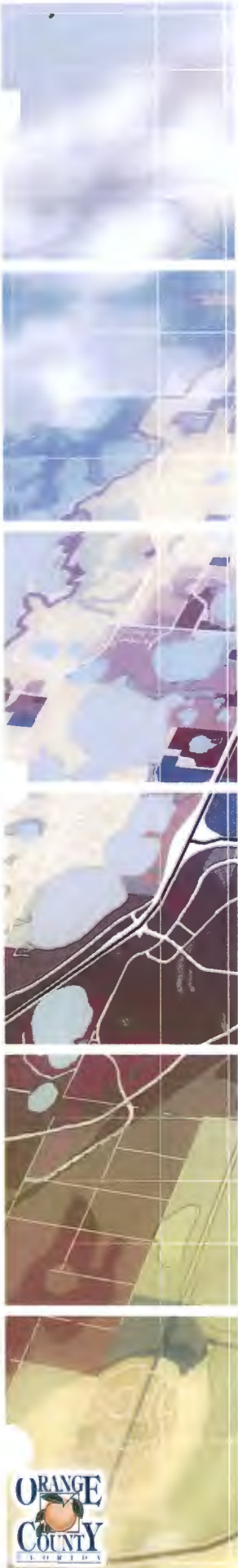
Following the Board transmittal public hearing, the proposed amendment will be transmitted to the Florida Department of Economic Opportunity (DEO) and other State agencies for review and comment. Staff expects to receive comments from DEO and/or the other State agencies in September 2023. Pursuant to 163.3184, Florida Statutes, the proposed amendment must be adopted within 180 days of receipt of the comment letter. Adoption public hearings are tentatively scheduled for the LPA on November 16, 2023, and the Board on December 12, 2023.

Any questions concerning this document should be directed to Alberto A. Vargas, MArch, Manager, Planning Division, at (407) 836-5802 or Alberto.Vargas@ocfl.net or Jason Sorensen, AICP, Chief Planner at (407) 836-5602 or Jason.Sorensen@ocfl.net.

AAV/mm

Enc: 2023-1 Regular Cycle Staff-Initiated Map and Text Amendment 2023-1-C-CP-1
Board Transmittal Staff Report

c: Jon V. Weiss, P.E., Deputy County Administrator
Joel Prinsell, Deputy County Attorney
Whitney Evers, Assistant County Attorney
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Andres Salcedo, P.E., Acting Director
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Read File



ORANGE COUNTY
PLANNING DIVISION
2023-1-C-CP-1
VISION 2050:
ORANGE COUNTY
COMPREHENSIVE PLAN

2010 - 2030 COMPREHENSIVE PLAN

BOARD OF COUNTY
COMMISSIONERS

JULY 25, 2023
TRANSMITTAL PUBLIC HEARING

PREPARED BY:
ORANGE COUNTY PLANNING, ENVIRONMENTAL
AND DEVELOPMENT SERVICES

PLANNING DIVISION
COMPREHENSIVE PLANNING SECTION



2023-1 REGULAR CYCLE STAFF-INITIATED MAP AND TEXT AMENDMENT AMENDMENT TO THE 2010-2030 COMPREHENSIVE PLAN BOARD OF COUNTY COMMISSIONERS TRANSMITTAL BOOK

INTRODUCTION

This is the Board of County Commissioners (BCC) transmittal staff report and draft Comprehensive Plan, for the proposed Regular Cycle Amendment (2023-1-C-CP-1) to the Future Land Use Map (FLUM) and Comprehensive Plan (CP). This amendment was heard by the Planning and Zoning Commission (PZC)/Local Planning Agency (LPA) at a transmittal public hearing on March 10, 2023. On April 11, 2023, the BCC continued the item to allow for a series of town hall meetings. A series of twenty (22) town halls were held between May 9 to July 20. A summary of the meetings is available in the staff report that accompanies this request.

Please note the following modifications to this report:

KEY TO HIGHLIGHTED CHANGES	
Highlight	When changes made
Grey	Following the LPA transmittal public hearing (by staff)
Green	Following the BCC April 11, 2023, transmittal public hearing

The 2023-1 Regular Cycle Staff-Initiated Map and Text Amendment scheduled for consideration on July 25 is an Evaluation and Appraiser-based amendment updating the Orange County Comprehensive Plan. The staff-initiated map and text amendment is an evaluation and appraisal-based amendment that includes:

- Updating the “Orange County Comprehensive Plan 2010-2030 - Destination 2030” and Renaming it the “Vision 2050: Orange County Comprehensive Plan”
- Revising existing Elements and redesignating them into new Chapters, entitled, Land Use, Mobility, and Neighborhoods; Housing and Community Services; Tourism, Arts, and Culture; Economy, Technology, and Innovation; Natural Resources and Conservation; Recreation and Open Space; Transportation; Public Schools; Community Facilities and Services; and Implementation and Property Rights pursuant to Sections 163.3177, 163.3180, 163.3184, 163.3191, and parts II and III of Chapter 369 (Wekiva River Protection & Wekiva Parkway and Protection Act), Florida Statutes, and
- Incorporating the Future Land Use Map Series including a new Sector Map, a new Future Land Use Map, including an expansion of the Urban Service Area (USA) Boundary, and other maps intended for inclusion in the Comprehensive Plan.

Since this is the transmittal stage for the amendment, there will be a second round of public hearings for adoption after the Florida Department of Economic Opportunity (DEO) and other State agencies complete their review of the proposed amendment and provide comments, expected in September 2023. Adoption public hearings are tentatively scheduled before the LPA on November 16, 2023, and before the BCC on December 12, 2023.

Once the Amendment has been adopted by the BCC, it will become effective 31 days after DEO notifies the County that the plan amendment package is complete. The amendment is expected to become effective in January 2024, provided no challenges are brought forth for the amendment.

Any questions concerning this document should be directed to Alberto A. Vargas, MArch., Manager, Planning Division, at (407) 836-5802 or Alberto.Vargas@ocfl.net, or Jason Sorensen, AICP, Chief Planner, at (407) 836-5602 or Jason.Sorensen@ocfl.net.

2023-1 Out-of-Cycle Regular Cycle Comprehensive Plan Amendment

Staff-Initiated Comprehensive Map and Text Amendment

Amendment Number	Sponsor	Description of Proposed Changes to the 2010-2030 Comprehensive Plan (CP)	Project Planner	Reasoner	Staff Rec	LPA Rec
2023-1-C-CP-1 (Vision 2080: Orange County Comprehensive Plan)	Planning Division	An Evaluation and Appraisal-based Amendment updating the "Orange County Comprehensive Plan 2010-2030 - Destination 2030" and Revising II the "Vision 2080: Orange County Comprehensive Plan," including but not limited to revising existing Elements and redesignating them into new Chapters, entitled, Land Use, Mobility, and Neighborhoods; Housing and Community Services; Tourism, Arts, and Culture; Economy, Technology, and Innovation; Natural Resources and Conservation; Recreation and Open Space; Transportation; Public Schools; Community Facilities and Services; and Implementation and Property Rights pursuant to Sections 163.3177, 163.3190, 163.3194, 163.3191, and parts I and III of Chapter 360 (Wetlands River Protection & Wetlands Parkways and Protection Act), Florida Statutes, and incorporating the Future Land Use Map Series including a new Sector Map, a new Future Land Use Map, including an expansion of the Urban Service Area (USA) Boundary, and other maps intended for inclusion in the Comprehensive Plan.	Alyssa Henriques	N/A	Transmit	Transmit 8-0

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BCC Hearing Date: July 25, 2023

GENERAL INFORMATION

**HEARING TYPE
REQUEST**

Board of County Commissioners
Transmittal of the Vision 2050 Comprehensive
Plan

An Evaluation and Appraisal-based Amendment updating the “Orange County Comprehensive Plan 2010-2030 - Destination 2030” and Renaming it the “Vision 2050: Orange County Comprehensive Plan,” including but not limited to revising existing Elements and redesignating them into new Chapters, entitled, Land Use, Mobility, and Neighborhoods; Housing and Community Services; Tourism, Arts, and Culture; Economy, Technology, and Innovation; Natural Resources and Conservation; Recreation and Open Space; Transportation; Public Schools; Community Facilities and Services; and Implementation and Property Rights pursuant to Sections 163.3177, 163.3180, 163.3184, 163.3191, and parts II and III of Chapter 369 (Wekiva River Protection & Wekiva Parkway and Protection Act), Florida Statutes, and incorporating the Future Land Use Map Series including a new Sector Map, a new Future Land Use Map, including an expansion of the Urban Service Area (USA) Boundary, and other maps intended for inclusion in the Comprehensive Plan.

CREATION, REVISION, OR EXPLANATION

Revision

PROJECT PLANNERS

Alyssa Henriquez, Assistant Project Manager
Misty Mills, Planner III
Allison Rice, Planner III

COMPREHENSIVE PLAN UPDATE

Orange County’s Comprehensive Policy Plan (CPP), currently titled the “Orange County Comprehensive Plan 2010-2030 – Destination 2030,” has routinely been amended since it was initially adopted in 1991 and was evaluated and amended several times based on appraisal reports under the 1985 Growth Management Act (GMA). In 2011, the state reduced its level of involvement in planning, delegating much of the authority to the local level. Best practices for smart growth planning and sustainability have also

changed significantly over the years. This shift provides an opportunity for local comprehensive plans to evolve substantially to meet the needs of the 21st century.

During this update process, various County divisions have been asked to gather data to identify future needs as well as emerging trends. This helps gauge how future challenges can be adequately met and provides the flexibility to deal with new opportunities as they arise. Throughout the process of developing this plan, the overarching objectives have been to streamline the document, make it easier to use, eliminate outdated policies, and combine elements with shared goals and redesignate them into chapters.

The Plan was developed through a robust public engagement process and has resulted in policies that reflect a broad level of consensus and community support. The Plan creates meaningful and measurable goals, objectives, and policies (GOPS) that support market-driven planning, place making and context sensitive design. It directs most new growth and development to “Targeted” and “Intended” Sectors where urban infrastructure and services already exist or is planned, while reducing patterns of urban sprawl and protecting our rural areas and natural resources. It also promotes the community’s desire for more a more interconnected street network, accessibility to affordable and attainable housing, and performance-based development; and is interwoven with policies that demonstrate the County’s commitment to sustainability, resilience, and equity. Finally, Vision 2050 establishes Orange County’s long-range planning vision and contains goals to sustainably guide Orange County’s future growth and development through the 2050 planning horizon (s. 163.3167, F.S.).

PUBLIC ENGAGEMENT AND INPUT PRIOR TO APRIL 11, 2023

Since 2020, Orange County Planning has coordinated with all other County departments and/or divisions to update their respective chapters.

Public participation also has been an integral component throughout the preparation of Vision 2050. The County began engaging the community in 2020 with visioning exercises and four (4) online surveys before initiating the process of amending existing GOPs. The feedback from residents, community leaders, and the business community confirmed the direction taken with Vision 2050. A strong preference for livable, walkable communities took shape, and from that came the Smart Growth framework and approach seen throughout the Vision 2050 Plan.

County staff has engaged the public through a variety of methods, including relatively new or expanded engagement technologies that became a necessity during the Pandemic. Fortunately, these technologies allowed the County to reach residents and other individuals who were less likely to participate in more traditional in-person outreach methods. More specifically, the Planning Division kicked-off the Vision 2050 public engagement in earnest in late 2020 with 18 virtual Town Hall Meetings, including a series of 3 meetings in each of the six (6) County market areas. The intent and purpose of these meetings was to inform the public about the existing development framework which dates back in part to 1957, and the opportunity of revamping it into a more sustainable and context-sensitive framework. One (1) of the three meeting series events featured “Orange Code”, the newly proposed Zoning Code that will implement Vision 2050. Aside from the 18 virtual Town Hall Meetings, staff have participated in numerous speaking engagements and design charettes, conducted numerous digital public opinion surveys, completed a 6-month electronic billboard campaign, and distributed many types of print media and digital messaging.

To ensure that important feedback from populations that are typically disengaged and disenfranchised were captured, Orange County staff and our placemaking and form-based consultant experts completed multiple-day design charettes in the Boggy Creek/Kissimmee Farms, Lockhart, Pine Hills, and South Apopka communities. Residents and community leaders from these areas provided invaluable input about their concerns and aspirations, as well as feedback about how planning decisions could improve community character.

Throughout the writing and re-writing process, County staff has maintained a productive dialogue with community leaders, special interest groups, and industry groups. In late 2021, Orange County hosted 5 focus group meetings with environmental activists, developers, and other community leaders throughout the County to glean their recommendations for specific policies, actions, and priorities in the new Vision 2050 Plan. Staff continued to communicate with and involve these focus group participants during the draft Vision 2050 preparation and editing period.

Subsequent to the Local Planning Agency’s (LPA) Transmittal Public Hearing on March 10, 2023, the first Vision 2050 Transmittal Public Hearing before the Board of County Commissioners was held on Tuesday, April 11, 2023. While most residents, property owners, and community stakeholders in attendance expressed support for the Plan, the Board continued the hearing to July 25, 2023, for the purpose of conducting greater in-person public engagement and awareness.

PUBLIC ENGAGEMENT AND INPUT SINCE APRIL 11, 2023

After the April 11, 2023, Board of County Commissioners Transmittal Public Hearing, the Planning Division held 22 in-person town hall meetings across the County between May 9, 2023 and July 20, 2023. A summary of the town hall meetings is listed in the chart below:

Commission District	Town Hall Meetings Held	General Areas Covered
District 1	4	<ul style="list-style-type: none"> • Lake Avalon Rural Settlement • Gotha Rural Settlement • Doctor Phillips
District 2	2	<ul style="list-style-type: none"> • Tangerine/Zellwood • N. Pine Hills • S. Apopka • Clarcona Rural Settlement • Wekiva Springs • Lockhart
District 3	5	<ul style="list-style-type: none"> • Taft • Pine Castle • Conway • Holden • Rio Pinar/Ventura
District 4	3	<ul style="list-style-type: none"> • Meadow Woods (2) • Avalon Park

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District 5	6	<ul style="list-style-type: none"> • Winter Park • Goldenrod • Downtown • UCF/University • Waterford Lakes • Bithlo/Rural East
District 6	2	<ul style="list-style-type: none"> • Pine Hills • Holden Heights • West Colonial

Each of the town hall meetings were conducted and facilitated by staff in a manner specifically designed to maximize the community’s education and engagement. Following a brief welcome by the respective District Commissioners, a thorough Vision 2050 overview and presentation that highlighted proposed sector and place type designations for the subject community was provided. Attendees were then given the opportunity and encouraged to interact with staff on-on-one at the following four (4) stations:

- Vision 2050 Document and Chapters;
- Draft Place Type and Transect (Zoning) Maps;
- Vision 2050 Interactive Mapping Website; and
- General Comments (oral and written)

In addition to numerous Planning Division staff, representatives from Sustainability, Zoning, Public Works, Transportation Planning, Neighborhood Services, Housing & Community Development, Economic Development, Parks & Recreation, Arts & Culture, Utilities, Environmental Protection, and Fire Rescue were present to address their specific plan chapters or areas of expertise.

At the conclusion of the 1-on-1 interaction period between staff and attendees, all remaining meeting participants were gathered in a forum where staff from each station provided a quick summary of received issues, concerns, questions, or comments – and where residents could voice any other topics that weren’t expressed by staff.

As of Wednesday, July 12, 2023, staff received 259 written and oral comments, and had over 310 one-on-one interactions with individuals during the first 16 town hall meetings. Aside from the in-person information provided during the town hall meetings, the Planning Division has been sending participants from each meeting an email blast recap of those meetings and a prepared summary of responses to key comments and questions. Each of these summaries and email blasts have been posted to the Vision 2050 website for review by the public.

In conjunction with the town hall public engagement efforts, the Planning Division has continued to maintain the Vision 2050 website and interactive map, where residents are able to read the Vision 2050 plan, explore the interactive map, and leave comments or questions. The Planning Division has also maintained a dedicated Vision 2050 email address, where residents are able to send questions and/or comments. As of July 13, 2023, the Planning Division has responded to 127 Vision 2050 / Orange Code comments received through both mediums. All received in-person or electronic comments have been catalogued by Planning Division staff and can be accessed by or provided to elected officials, other staff,

or the public. Finally, as a result of the invaluable input received to date during the town hall meeting and public engagement period, Planning Division staff will be recommending numerous “notable” changes to both the draft Vision 2050 plan document and map series.

FLORIDA STATE REQUIREMENTS IN VISION 2050

Each local government in Florida is required to adopt, maintain, and implement a comprehensive plan that, at a minimum, meets the requirements prescribed by Chapter 163 F.S. commonly known as the Community Planning Act. The Comprehensive Plan outlines and maps the vision for the local government’s future development. It ensures that important services such as roads, schools, water, and sewer are planned in coordination with growth and development.

The proposed update to Orange County’s Comprehensive Plan, referred herein as Vision 2050, was created to address legislative mandates, modify and/or eliminate redundancies and outdated policies, prioritize staff resources, add new goals, objectives, and policies to meet future needs, and provide guidance for future preservation, maintenance, and development of the County.

Orange County’s currently adopted Comprehensive Plan, Destination 2030, was adopted in 2009 and was separated into 19 Elements which addressed isolated topics but did not comprehensively address overarching themes. Since that update, Florida’s Growth Management Act was updated by the State in 2011 and provided all jurisdictions greater latitude in how their respective Comprehensive Plans could be designed and developed to best represent their area’s specific needs. Vision 2050 was the product of collaborative efforts across multiple County divisions and departments to re-organize and consolidate the County’s Comprehensive Plan, and strategically re-organize the 19 Destination 2030 Elements into 10 Vision 2050 Chapters with similar themes, goals, and functions. Vision 2050 integrates environmental, social, and economic perspectives into the decision-making process which are critical to building a sustainable future for Orange County.

The reorganization and consolidation of the current Orange County Comprehensive Plan (Destination 2030) is described in the chart below, which outlines the new Vision 2050-chapter numbers and titles, describes how former Destination 2030 Comprehensive Plan elements were reorganized, and which Comprehensive Plan elements required by FS 163.3177 are addressed. This staff report should also be reviewed in tandem with the accompanying Goals, Objectives, & Policies, Map Series, and appendices.

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Vision 2050 (Proposed Comprehensive Plan) Chapter Name	Destination 2030 (Currently Adopted Comprehensive Plan) Elements	State of Florida Required Elements
1. Land Use, Mobility, and Neighborhoods	<ul style="list-style-type: none"> • Future Land Use Element • Urban Design Element • International Drive Element • Transportation Element • Neighborhoods Element • Public Schools Element 	<ul style="list-style-type: none"> • Future Land Use* • Transportation*
2. Housing and Community Services	<ul style="list-style-type: none"> • Housing Element 	<ul style="list-style-type: none"> • Housing*
3. Tourism, Arts, and Culture		***
4. Economy, Technology, and Innovation	<ul style="list-style-type: none"> • Economic Element 	***
5. Natural Resources and Conservation	<ul style="list-style-type: none"> • Conservation Element • Aquifer Recharge Element 	<ul style="list-style-type: none"> • Conservation* • Wetland Protection*
6. Recreation and Open Space	<ul style="list-style-type: none"> • Recreation Element • Open Space Element 	<ul style="list-style-type: none"> • Recreation and Open Space*
7. Transportation	<ul style="list-style-type: none"> • Transportation Element 	<ul style="list-style-type: none"> • Transportation*
8. Public Schools	<ul style="list-style-type: none"> • Public Schools Element 	<ul style="list-style-type: none"> • Intergovernmental Coordination*
9. Community Facilities and Services	<ul style="list-style-type: none"> • Potable Water, Wastewater and Reclaimed Water Element • Solid Waste Element • Fire Rescue Element 	<ul style="list-style-type: none"> • General Sanitary Sewer, Solid Waste, Drainage, Potable Water, and Natural Groundwater Aquifer Recharge* • Wetland Protection*
10. Implementation and Property Rights	<ul style="list-style-type: none"> • Future Land Use Element • Capital Improvements Element • Intergovernmental Coordination Element 	<ul style="list-style-type: none"> • Capital Improvements* • Concurrency (Sewer, solid waste, drainage, potable water)** • Level of Service* • Intergovernmental Coordination* • Private Property Rights*

*Required by FS 163.3177

**Required by FS 163.3180

***Optional Elements as permitted by 163.377 (1)

REQUIRED DATA & ANALYSIS

Florida Statute requires municipalities to base their comprehensive plans on permanent and seasonal population estimates and projections and be based on at least the minimum amount of land required to accommodate medium population projections for at least a 10-year planning period. Best available data and analysis must be provided for required elements, including surveys and studies. While the State of Florida does not require a fully complete set of Data & Analysis (D&A) at transmittal, the Planning Division will be providing this from transportation, utilities, and environmental protection, and a summary of the preliminary D&A for each of the remaining chapters or key elements. The complete D&A package will be provided to the state as part of the final adoption package.

ORGANIZATION OF VISION 2050

Vision 2050 has been organized into three parts, described below:

Part I: Part I is the introduction to Vision 2050, and provides an overview and background of the plan, describes the County’s new planning framework, and outlines Vision 2050’s guiding principles.

Part II: Part II contains Vision 2050’s ten chapters, which include elements required by Florida Statute §163.3177 and concurrency requirements in Florida Statute §163.3180, as well as three optional chapters and each chapter’s associated goals, objectives, and policies.

Part III: Part III contains geographic area-specific policies (Market Areas, described below in Overview of Planning Framework section). These policies contain defining characteristics, features, and area-specific goals, objectives, and policies. The purpose of Part III is to streamline Vision 2050 by recognizing the diversity of the County’s six Market Areas and grouping their respective planning strategies and goals.

SUMMARY OF VISION 2050 CHAPTERS AND CHANGES

Below are descriptions of each of Vision 2050’s ten chapters, along with summaries explaining the changes that have been made.

The **Land Use, Mobility, and Neighborhoods** chapter presents Orange County’s new planning growth framework along with four major components that are inextricably linked, but were previously isolated elements: land use, mobility, neighborhoods, and sustainability. These four concepts were combined to shape the livability of the County and, when working in tandem, create complete communities.

The **Housing and Community Services** chapter enhances the former Housing element by incorporating strategies to increase the stock of diverse affordable and attainable housing in strategic areas. This chapter also includes new policies that provide for equal opportunities for housing, prevention of gentrification, and planning for climate-driven effects on public health and neighborhoods.

The **Tourism, Arts, and Culture** chapter is a new addition to Orange County’s comprehensive plan and focuses on the County’s commitment to enhancing the quality of life for residents and visitors through the creation and support of community-based arts and cultural programs and venues. This chapter also strives to expand support for the current and future workers within the County’s existing world-class tourism and entertainment industry.

The **Economy, Technology, and Innovation** chapter has been expanded to include strategies to diversify the County’s economy and enhance its key industries, with a focus on resiliency and adaptation to market conditions. Additionally, this chapter highlights the importance of neighborhood-level economic development as well as providing support and training for the County’s workforce.

The **Natural Resources and Conservation** chapter includes a Conservation section that reorganizes and reflects the breadth of environmental issues the county must address over the next 30 years as it works to strike a sustainable balance between natural systems and continued development pressures while promoting environmental resilience. A new Wekiva section has been added that consolidates and updates policies targeting the northwest portion of the county to ensure consistency between policies, address updated legislative requirements, and format in a user-friendly structure based on geographic overlays. In addition, the Shingle Creek basin has a new series of policies focusing on the conservation and protection of natural resources within that watershed.

The **Recreation and Open Space** chapter presents policies focused on providing recreation spaces and programming to the County’s growing population. As the County’s population urbanizes, the need for open space, park lands, trails, and recreation will evolve to meet diverse lifestyles and needs.

The **Transportation** chapter plans for and implements a multimodal transportation system that is designed for all users and encourages an array of mobility options. Additionally, this chapter contains new and updated GOPs to address emerging trends in transportation and technology to prepare for the rapidly changing environment of technological advances in transportation and delivery methods.

The **Public Schools** chapter presents policies that uses collaboration with community stakeholders as the foundation for positive growth and development of children and ensures public schools are safe and secure. This chapter also promotes public schools as an integral component of community planning and design; and ensures effective processes for reserving, developing, and improving school sites and facilities.

The **Community Facilities** chapter compiles elements from Destination 2030 that previously stood alone but have common goals of providing for a basic level of services that support and maintain the health, safety, and welfare for the County’s residents. This chapter also includes a section of new policies regarding energy, including conservation and efficiency, renewable energy sources, and energy education and advocacy.

The **Implementation** chapter provides a framework of County procedures and standards to administer the policies throughout Vision 2050. This chapter compiles elements from Destination 2030 that previously stood alone but have similar functions such as community engagement and input, intergovernmental coordination, capital improvements, individual property rights, and level of service.

OVERVIEW OF PLANNING FRAMEWORK

Vision 2050’s new planning framework focuses on the characteristics of development, the standards for the built environment, and integration of uses to create more predictable development and desirable neighborhoods and communities. Land uses are designed to be place-based and context sensitive, incorporating community character, affordability, and enhanced public spaces.

PLANNING SCALES

Vision 2050 is organized into three scales: Market Areas, Sectors, and Place Types. *Market Areas* describe the general character of geographical areas within the County and inform the structure of subsequent planning layers. *Sectors* are associated with specific long-range planning strategies that indicate whether an area should develop, redevelop or stay largely unchanged within the planning horizon. *Place Types* define existing and future planning areas, including appropriate development densities and intensities. Place Types replace many of the Future Land Use Map (FLUM) designations adopted in Destination 2030. The three categories of Place Types include Centers, Corridors, and Neighborhoods.

Together, these three scales of planning create a cohesive framework for walkable and resilient places. While Market Areas and Sectors provide larger scale, strategic policy-making guidance, Place Types define characteristics of how specific places should be developed.

MARKET AREAS

The County's Market Areas are characterized by common development patterns, industries, and geography. Market Areas influences the formulation of subsequent planning layers and provide a contextual lens for policies and decision-making.

- The Northwest Market Area is defined by natural features such as Lake Apopka, Wekiwa Springs, and Rock Springs, as well as historic cities and towns founded in the late 19th and early 20th centuries based on agriculture and railroads. The Northwest makes up 197 square miles, or 20% of Orange County. Most of the Northwest Market Area falls within the Wekiwa Study Area where clustering of residential units and greater amounts of permanently preserved open space is required to protect significant environmental features.
- The Southwest Market Area has its origins in citrus agriculture and contains the area's early settlements of Gotha and Windermere. The decision of the Martin Company, now known as Lockheed Martin, to locate a plant in Orlando led to a spike in development in the 1960s. The key industry in the Southwest shifted to tourism with the opening of Walt Disney World in 1971, further bolstered by SeaWorld, the Orange County Convention Center, and Universal Orlando. The Southwest makes up 174 square miles, or 17% of Orange County.
- The Core Market Area is the most central market area, and makes up 130 square miles, or 13% of Orange County. This area consists mostly of established neighborhoods and historic downtowns of Winter Park and Orlando along the I-4 corridor, the industrial areas of Lockhart/John Young, the early settlements of Goldenrod, Lockhart and Pine Castle, the early suburban neighborhoods of Pine Hills, Azalea Park, and Orlo Vista, and the South Orange and Conway area neighborhoods.
- The South Market Area, once sparsely developed and only suitable for cattle and military operations associated with the former McCoy Air Force Base, now includes the Orlando International Airport, warehousing and distribution operations, large-scale planned communities of Medical City and Innovation Way, as well as large established suburban neighborhoods. The South makes up 155 square miles, or 15% of Orange County.
- The East Market Area includes the University of Central Florida and Valencia College, and the surrounding residential development and established neighborhoods of Goldenrod, Waterford

Lakes, and the traditional neighborhood of Avalon Park. The East makes up 86 square miles, or 9% of Orange County. The establishment of the University of Central Florida and Valencia College in the 1960s spurred a surge of residential development, as well as the extension of roadways into the east, which spurred the development of conventional suburban development and a more traditional neighborhood development pattern.

- The Rural East Market Area is bounded by the St. Johns River on the east and the Econlockhatchee River on the west. The Rural East Market Area consists primarily of state preserved natural lands, large agricultural land holdings, and rural landscapes interspersed with rural settlements and large lot residential communities along the SR 50/528 corridor, such as Wedgefield. The Rural East Market Area is the largest planning area and makes up 259 square miles, or 34% of Orange County.

SECTORS

The County's proposed Sector map is the vision for where Orange County's future growth will occur over the next 30 years, and directs where centers, corridors, and neighborhoods should be maintained, evolve, transform, or grow to create more complete communities. This scale of Vision 2050's planning framework provides predictability for the County's growth and guides where public and private investments effectively build sustainable neighborhoods.

The different Sectors and their goals are described below:

- The **Preserve Sector** applies to lands that have been protected from development in perpetuity through conservation. The goal of the Preserve Sector is to protect areas that are critical to the functioning of natural systems.
- The **Rural Sector** includes lands of rural character that are important for protecting agricultural resources and natural systems. The Rural Sector is characterized by agricultural activities, large lot residences, and rural-scale commercial development and limited industrial activities. The goal of the Rural Sector is to protect and maintain agricultural activities, environmental quality, and rural lifestyles.
- The **Established Sector**, located within the Urban Service Area, applies to mostly developed single-family suburban neighborhoods. Growth within the Established Sector is generally limited to infill or redevelopment, where most of the land area in the sector will not change significantly and new road capacity infrastructure is limited. The goal of the Established Sector is to maintain existing neighborhood character and allow appropriate infill and redevelopment.
- The **Intended Sector** consists of areas with development programs set by approved regulating plans or special area plans, as well as designated "Growth Centers" where urban-scale development beyond the County's Urban Service Area (USA) boundary is implemented through Joint Planning Area (JPA) and utility service agreements with other jurisdictions. The Intended Sector allows the County to plan for future infrastructure and transportation needs associated with new development in a systematic and coordinated fashion, while allowing intended growth areas to develop consistent with the approved regulating plans to achieve their intended character. This Sector applies to specific communities, including Horizon West, the Innovation Way Overlay Area, the Lake Pickett Study Area, and the County's previously established Growth Centers.

- The **Targeted Sector** includes centers and neighborhoods inside the Urban Service Area where new and intensified development can occur within already urbanized areas and around existing or planned transit corridors. The goal of the Targeted Sector is infill, redevelopment, and adaptive reuse in the areas of the County that are most accessible and walkable to transit, jobs, and services.
- The **Special Sector** applies to large areas of single land uses that require special rules. These areas are generally limited in use across the County. Examples of uses within the Special Sector include power plants, landfills, major industrial areas, and airports, or mostly isolated industrial sites in the Rural Service Area. The goal of the Special Sector is to maintain land uses that are integral to everyday functioning of the County, while operating with minimal conflict with incompatible uses.

PLACE TYPES

Place Types represent some of the County's newly proposed Future Land Use Map (FLUM) designations and are implemented by the County's proposed form-based code, Orange Code. The function of Place Types is to identify residential densities and nonresidential intensities, and generally describe allowable mixed uses, design characteristics, pedestrian sheds, civic spaces, and mobility options.

Place Types are adopted to create complete communities that support active mobility; enable livable, walkable urban places; encourages a vibrancy that comes with a variety of uses and activities; preserves and protects rural, agricultural, and environmentally sensitive lands; and provides the ability to adapt to changing conditions. Place Types organize the future development pattern, set a desired urban form, encourage greater walkability, create accessible public spaces, promote a more competitive environment for small businesses and foster a greater housing diversity.

Vision 2050 includes three (3) major Place Types: Centers, Neighborhoods, and Corridors.

Center Place Types are denser activity areas, ideally located in proximity to major transportation corridors or transit routes, and primarily defined by a mix of job-creating activities and residential development.

Neighborhood Place Types are predominantly residential places but can also include other uses such as schools, civic uses, open spaces, local shops, and restaurants.

Corridor Place Types are the connecting links between neighborhoods, centers and other special areas. They are primarily defined by streets, roadways or transit lines, but also extend into adjacent development to integrate transportation and land uses.

In addition, Vision 2050 includes nine (9) primary Place Type typologies that define existing and future planning areas, including appropriate development densities and intensities. These Place Types replace many of the Future Land Use Map (FLUM) designations adopted in Destination 2030 and identify specific residential densities and intensities as required by State Statutes.

Finally, Vision 2050 includes eight (8) supplemental Place Type typologies that supersede their primary Place Type typologies with more specific or refined development densities, intensities, and development characteristics.

All Place Types, as well as twelve (12) other FLUM designations that were retained from the Destination 2030 Comprehensive Plan, are reflected on the proposed Vision 2050 FLUM and the development framework correlation table [Table 1.6.2(a)]. Together with some retained “single use” FLUM designations from the Destination 2030 Comprehensive Plan, the Vision 2050 FLUM will direct most new growth and development to the Targeted Sector, while continuing to protect existing rural communities, agricultural activities, and vitally significant environmental habitats.

STAFF ANALYSIS

This update of the Comprehensive Plan sets the vision for growth, policies, plans, and strategies of the County to address future challenges and opportunities related to development, environmental resource protection and management, sustainability and energy, social equity and housing affordability, and mobility and transportation. Vision 2050 appears to be consistent with the Goals, Objectives, and Policies of the Destination 2030 Comprehensive Plan, which are specifically discussed in the analysis below.

The main goals of this plan update are:

1. Livability

Orange County’s previous growth framework adopted in Destination 2030 separated the County into areas based on specific land uses, which continued the pattern of urban sprawl and its associated negative environmental, economic, and social costs. Vision 2050 will create high quality, unique neighborhoods that reflect the values of Orange County’s residents, while encouraging a built environment that supports a more interconnected community, which furthers the intent of Urban Design Element Goal UD1 and Objectives UD1.1 and UD1.3, which encourage efficient use of land by integrating uses, creating interconnected and diverse spaces, and creating charming, pleasant gathering spaces that encourage walking and social interaction.

Future Land Use Element Goal FLU2, Objective FLU2.2, and Policy 2.2.16 support the intermingling of residential, commercial, and recreational uses so that neighborhoods can become vibrant and individuals can become independent. Mixed uses can enhance the vitality and perceived security of an area by increasing the number and activity of people on the street. It attracts pedestrians and helps revitalize community life by making streets, public spaces and pedestrian-oriented retail become places where people meet. By building streets and sidewalks that balance multiple forms of transportation, communities have the opportunity for greater social interaction, improved personal and environmental health, and expanded consumer choice.

2. Environmental protection

Urban Design Element Objective UD 7.1 and Conservation Element Goal C1 and Objective C3.2 the impacts of development on natural resources, and prioritizes the protection, conservation and enhancement of natural resources in order to create a more sustainable community. Environmental protection is a priority throughout the Vision 2050 document, as it will preserve critical environmental areas and improve community quality of life. By removing development pressure and redirecting new growth to strategic areas, Orange County can protect environmentally sensitive and agricultural lands and offset the environmental, public health, and economic effects of suburban

sprawl. Additionally, environmental protection policies benefit our communities by lessening air, noise, and light pollution, providing erosion control, protecting surface and ground water resources, and moderating temperatures in built environments and open spaces.

The County's current growth pattern coupled with a growing population is unsustainable and would enhance the effects of urban sprawl and reduce quality of life by increasing traffic congestion, increasing the cost of infrastructure and the tax burden associated with it, and reducing rural and natural lands. Vision 2050's proposed planning framework recognizes the diversity of the County's geographic areas through Market Areas and identifies which areas are appropriate for growth, maintenance, transformation, or protection over the planning horizon.

3. Smart growth and economic opportunity

Vision 2050 use Smart Growth principles to enhance the vitality of Orange County's neighborhoods and revitalize community life by integrating residential, commercial, and recreational uses that had previously been separated. Compact development will locate goods and services within an easy and safe walk, and make pedestrian activity possible, expand transportation options, and create a streetscape for a range of users, including pedestrians, bicyclists, transit riders, and drivers- thus addressing Neighborhoods Element Goals N3 and N6, which call for the improvement of quality, safety, aesthetics, and economic viability of existing and new neighborhoods.

The economic growth of Orange County and its inhabitants is dependent on how well the County balances its policies in many sectors. Employees can only consume goods when they are paid a strong living wage and when they have access funds leftover from housing, transportation, medical, and other necessities. Highly skilled jobs and workers are attracted to communities that have a flow of diverse and new ideas, cultivate collaborative industry clusters, and that support their employees' daily well-being through amenities like transit, trails, neighborhood culture, and innovative creative resources.

4. Attainable housing and accessible transportation

Orange County's ongoing population growth will drive the demand for an expanded and more diverse housing stock. Vision 2050's proposed planning framework allows for higher density development in areas that are most suitable for affordable and attainable housing, which are close to employment, education, services, and transit. Housing Element Goal H1 and Policy H1.3.13 call for a larger broad range of housing types and integration of housing into existing communities at a variety of price levels. By supporting the production of a broad range of housing types at different levels of affordability, Orange County can support a more diverse population and allow more equitable distribution of households of all income levels. Additionally, Vision 2050 includes new policies that direct the establishment of financial tools and incentives, regulatory strategies, and communications and advocacy efforts for the creation of additional affordable and attainable housing units throughout the County.

Orange County is committed to providing people with more choices in housing, shopping, communities, and transportation. Transportation options should be available for all residents, and should include walkable streets, prioritized bicycle and pedestrian networks, auto-free streets, and

a high quality, connected, and sustainable transit system, as stated in Transportation Element Goal T1 and Policies T3.1.1 and T3.1.2.

APPLICABLE COMPREHENSIVE PLAN POLICIES

FUTURE LAND USE ELEMENT

GOAL FLU1: Orange County shall implement an urban planning framework that provides for long-term, cost-effective provision of public services and facilities and the desired future development pattern for Orange County. (Goal One-r)

OBJ FLU1.1: Orange County shall use urban densities and intensities and Smart Growth tools and strategies to direct development to the Urban Service Area and to facilitate such development. The Urban Service Area shall be the area for which Orange County is responsible for providing infrastructure and services to support urban development. (Added 12/00, Ord. 00-25-r, Obj. 1.1)

GOAL FLU2: URBAN STRATEGIES. Orange County will encourage urban strategies such as, but not limited to, infill development, coordinated land use and transportation planning, and mixed-use development, which promote efficient use of infrastructure, compact development, and an urban experience with a range of choices and living options.

OBJ FLU2.2: MIXED-USE. Orange County shall develop, adopt, and implement mixed use strategies and incentives as part of its comprehensive plan and land development code efforts, including standards for determining consistency with the Future Land Use Map. Other objectives of mixed-use development include reducing trip lengths, providing for diverse housing types, using infrastructure efficiently and promoting a sense of community. (Obj. 3.8-r)

FLU2.2.4: Projections indicate that Orange County is anticipated to have an adequate amount of single use commercial land available throughout the planning horizon. Orange County will be transitioning to more mixed-use options available for new commercial future land use requests, including vertical mixed-use. As part of this transition, the County will update its land development code to provide incentives to achieve a complementary mixing of uses by revising development standards to remove constraints for development meeting criteria that may include, but is not limited to, the following:

1. Location within the Urban Service Area, with special emphasis on potential Transit Corridors;
2. Locations identified in the Infill Master Plan, and locations identified as Energy Economic Development Zones;
3. Locations that will facilitate the County's Mobility Planning efforts, such as those locations that either have or potentially can:
 - a) Establish and promote community and neighborhood connectivity;
 - b) Provide multimodal opportunities for enhanced mobility, improved access, and flow of people and goods;
 - c) Have proximity to existing or planned transit corridor or transit stop.

[Amended 10/10, Ord. 2010-13; Amended 07/22, Ord. 2022-16 (2022-2-C-CP1)]

FLU2.2.15: Orange County shall support the location of greater residential densities near employment centers to improve the jobs/housing balance in the County.

FLU2.2.16: The County's Land Development Code shall include zoning districts that encourage a concentrated urban form in order to efficiently accommodate its projected population.

FLU2.2.17: Throughout the planning horizon, the County shall provide policy and program mechanisms that further the principles of sustainability, including limiting urban sprawl, protecting wildlife and environmentally sensitive natural areas, promoting efficient use of land and water, and creating an environment conducive to quality building and promoting sustainable economic development.

OBJ FLU2.3: LAND USE AND TRANSPORTATION. The Land Development Code and Future Land Use Map shall reflect the coordination of land use and transportation as a major strategy for implementing the County's development framework.

FLU2.3.1: The design function of roads shall be maintained by considering the safe, convenient access and mobility of all roadway users, incorporating context sensitive design that considers local development patterns and land use, Quality and Level of Service standards, and the functional classification of roads. (Policy 3.6.1)

URBAN DESIGN ELEMENT

GOAL UD1: Community Character. Enjoy a community characterized by charming, pleasant, and vibrant exterior gathering spaces and streetscape corridor settings that create inviting outdoor, human-scaled spaces, and encourage walking and social interaction.

OBJ UD1.1: Ensure that new land developments assume a built form and character that reflects the most flattering qualities of the Central Florida area and its citizens.

OBJ UD1.3: Encourage the efficient use of land by integrating uses and creating interconnected and diverse spaces that feature a horizontal and vertical mix of higher residential densities, and smaller scale residential and nonresidential uses.

OBJ UD7.1: The County should seek opportunities to encourage new, infill, and redevelopment projects that are designed, constructed, and maintained to minimize water consumption, energy use, greenhouse gas emissions, and impacts on natural water, wildlife habitat, and vegetative resources.

HOUSING ELEMENT

GOAL H1: Orange County's goal is to promote and assist in the provision of an ample housing supply, within a broad range of types and price levels, to meet current and anticipated housing needs so that all our residents have the opportunity to purchase or rent standard housing.

H1.3.13: Orange County shall support and provide incentives for the location of affordable housing in mixed use projects to encourage development patterns that physically integrate rather than isolate very low, low and moderate income and special needs groups from other sectors of the community.

TRANSPORTATION ELEMENT

GOAL T1: Orange County shall encourage a safe, accessible, convenient, efficient, and financially feasible multimodal transportation system which minimizes environmental impacts.

OBJ T3.1: The County shall support land use strategies in the Future Land Use Element and revisions to the Land Development Code that promote a convenient and efficient mobility system for all users of the transportation system based upon the development context. (Objective 2.1-r)

T3.1.1: The County shall require densities, intensities and mixed uses that integrate and support non-motorized transportation, enhance the feasibility of transit, decrease trip lengths, and promote internal capture of vehicle trips. (Added 05/04, Ord. 04-06, Policies 1.6.10-r, 1.6.11-r, 2.1.4-r, 2.1.5-r, 2.1.8)

T3.1.2: The County shall promote pedestrian-friendly, compact, mixed-use, transit-ready and transit-oriented development in designated activity centers with existing or programmed high-frequency transit service for more efficient use of land, infrastructure, and services within the Urban Service Area boundary.

NEIGHBORHOODS ELEMENT

GOAL N1: Maintain the residential character of neighborhoods through land use regulations.

OBJ N1.1: Orange County shall ensure that future land use changes are compatible with or do not adversely impact existing or proposed neighborhoods.

GOAL N3: Improve the quality and appearance of existing and new neighborhoods.

GOAL N6: Improve the safety, economic viability, and aesthetics of neighborhood business corridors in Orange County. (Added 11/12, Ord. 2012-20)

OBJ N6.1: The County shall develop programs and services to attract and facilitate redevelopment in commercial corridors that serve local neighborhoods. (Added 11/12, Ord. 2012-20)

CONSERVATION ELEMENT

GOAL C1: Orange County shall conserve, protect, and enhance the County's natural resources including air, surface water, groundwater, vegetative communities, imperiled species, soils, floodplains, recharge areas, wetlands, and energy resources to ensure that these resources are preserved for the benefit of present and future generations. Lands located within the Wekiva Study Area (WSA) shall be considered high priority for protection. All development within the WSA shall meet the requirements of the Wekiva River Protection Act and the Wekiva Parkway and Protection Act or future Acts, as applicable, so as to provide, promote, and maintain a level of environmental quality to ensure natural resources are preserved for the benefit of current and future generations. (Amended 12/07, Ord. 2007-20)

OBJ C3.2: Orange County shall set the pace to become a livable sustainable community.

CONCLUSION

Florida Law requires local jurisdictions to implement comprehensive plans to manage growth and guide public investment. Since 1972, this legal framework has defined growth management and shaped development patterns throughout the state. However, best practices in planning have changed significantly since that time, providing new opportunities for local policies and regulations to evolve

accordingly to meet the needs of the 21st century. By restructuring Orange County's Comprehensive Plan and adopting a new planning framework, Vision 2050 reframes the County's policies to focus on resiliency, placemaking, affordability, context-driven planning, and performance-based development while remaining compliant with Chapter 163, F.S. This updated roadmap will set us on a more sustainable and equitable path for the next 30 years.

SYNOPSIS OF PUBLIC HEARINGS

Local Planning Agency Transmittal Public Hearing

March 10, 2023

A special meeting was held by the Local Planning Agency to review the amendment to update the "Orange County Comprehensive Plan 2010-2030 - Destination 2030" and rename it the "Vision 2050: Orange County Comprehensive Plan". Consistent with staff recommendation, the Local Planning Agency voted unanimously (6-0) to recommend transmittal of the proposed amendments. No one spoke in favor or in opposition of the request.

Board of County Commissioners Transmittal Public Hearing

April 11, 2023

On April 11, 2023, and following significant public testimony, the Board of County Commissioners continued the Transmittal Public Hearing to the date certain of July 25, 2023, for the primary purpose of conducting further in-person public outreach and engagement.

LOCAL PLANNING AGENCY (LPA) RECOMMENDATION

Make a finding that the proposed amendment is sufficiently complete, is consistent with the current Orange County Comprehensive Plan 2010-2030 - Destination 2030 and recommend to the Board of County Commissioners (BCC) that Amendment 2023-1-C-CP-1 be **TRANSMITTED** to state reviewing agencies.