

FINAL REPORT

Robinson Street (State Road (S.R.) 526) Conceptual Design

From Hughey Avenue to Maguire Blvd

FM 436394-1

Orange County, Florida

Prepared For:
Florida Department of Transportation, District Five
719 South Woodland Boulevard
DeLand, FL 32720

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1.0 PROJECT BACKGROUND

1.1 Project Purpose and Needs

The Florida Department of Transportation (FDOT) District 5 has been working on the Robinson Street Corridor, starting from the Planning Study completed in May 2017. The purpose of the study was “to enhance the safety and comfort of multi-modal travel and access along and across the Robinson Street Corridor.” The objectives were documented in the [planning study report](#) and are as follows:

- Improve multimodal access to support Downtown growth and development.
- Incorporate Complete Streets principles to improve pedestrian safety and comfort.
- Accommodate bicycling needs for users accessing destinations along the corridor.
- Maintain appropriate vehicular mobility for trips accessing corridor and maintain existing neighborhood character.
- Support and improve transit operations along the corridor.
- Provide multimodal access consistent with corridor context and emerging character.
- Reconnect neighborhoods by increasing corridor permeability.
- Implement fiscally responsible solutions and advance solutions that can be implemented in the short-term.

After the conclusion of the planning phase, FDOT advanced the Concept Development phase to better understand the engineering feasibility and costs of the recommended alternatives from the planning study. In addition, the Concept Development phase also gathered additional feedback and input on alternative for each character district through interaction with the community, various stakeholders, FDOT and the City of Orlando.

1.2 Project Context

The 2.3-mile corridor was divided into four different districts, each with their own contextual design considerations: The Central Business District from Hughey Avenue to Rosalind Avenue, the Lake Eola District from Rosalind Avenue to Hyer Avenue, the Neighborhood District from Hyer Avenue to Bumby Avenue, and the Milk District from Bumby Avenue to Crystal Lake Drive/Maguire Blvd. The Study team considered several different roadway design changes and alternative cross sections along Robinson Street with various pedestrian, bicycle, travel lane/median, parking, and landscape configurations. The study team evaluated how well the alternatives met the project needs and selected preferred alternatives with input from the Project Visioning Team (PVT) and the public.

One of the overarching themes generated from both the input from the public and the PVT was that Robinson Street serves as a “front door” for Downtown Orlando connecting key destinations such as downtown’s premier public space, Lake Eola Park; vibrant in-town neighborhoods; and active retail and business districts. As the thread that connects these iconic Orlando places, the design intent of Robinson Street to be visually interesting, thereby requiring more robust and high-quality materials and finishes as the streetscape moves towards implementation. Design

elements such as the landscape, hardscape, and lighting must be held to a higher standard than a typical street project and at a minimum align with the details, materials, and finishes of each of the distinct context districts. These design details will be implemented in partnership with the City of Orlando.

The defined context classifications for each district are shown below in **Table 1**. The full context memo can be found in Appendix A.

Table 1: Summary of Context Classification Evaluation

District	Limits	Context Classification	
Central Business District	Hughey Ave. to Rosalind Ave. (75030000 from MP 0.881 to 1.414)	C6	Primary measures align with an urban context and current population and employment densities meet C5 targets; City's zoning code allows for densities consistent with a C6 context and potential for redevelopment is high.
Lake Eola District	Rosalind Ave. to Hyer Ave. (75030000 from MP 1.414 to 1.992)	C5	Primary measures align with an urban context and current population and employment densities meet C5 targets; while the City's zoning code allows for residential densities consistent with C6 context, the potential for new high-density residential is lower in this area.
Neighborhood District	Hyer Ave. to Bumby Ave. (75030000 from MP 1.992 to 2.118 and 75130000 from MP 0.000 to 0.757)	C4	Primary measures align with an urban context and current population and employment densities meet C4 targets. City code maintains current development densities.
Milk District	Bumby Ave. to Maguire Blvd. (75130000 from MP 0.757 to 1.006 and 75130100 0.000 to 0.182)	C4	Primary measures align with an urban context and current population and employment densities meet C4 targets. Redevelopment potential is high in this area; however, airport height restrictions limit density.

2.0 PUBLIC INVOLVEMENT

2.1 Project Visioning Team (PVT)

A PVT comprised of regional agency and municipal representatives was established to help guide the previous planning phase. The PVT stayed on to provide a sounding board for the conceptual design process. As during the planning portion of this project, the PVT is comprised of members from the following partner organizations:

- FDOT
 - PLEMO (Planning and Environmental Management Office)
 - Traffic Operations
- City of Orlando
 - Transportation Planning Division
 - Public Works Department
 - Parks Department
- LYNX
- MetroPlan Orlando MPO

As part of the Concept Development Study, a meeting was held with the PVT group on October 23, 2018 to review the conceptual design and to discuss stakeholder outreach. The PVT previously met five times during the planning process and had contributed valuable input into the concept design.

2.2 Community Liaisons Group

Along with input from the PVT, the study team also received input from the Community Liaisons Group (CLG). The CLG was comprised of the business community, institutions, neighborhood groups, and community leaders. They provided additional perspective and input relative to multimodal transportation perspective. The CLG met February 25, 2019 to review and discuss the preferred alternative. The CLG also met twice during the planning study.

The following organizations were included in the CLG:

- GOAA – Orlando Executive Airport
- Orange County Public Schools
- Howard Middle School
- Lake Eola Charter School
- St. James Cathedral School and Church
- Milk District
- Colonial Plaza
- Thornton Park Main Street Co.
- Downtown Orlando Condominium Alliance
- Hampton Park Neighborhood Association
- Charles Towne Homeowners Association, Inc.
- East Central Park Neighborhood Association
- Lake Eola Heights Historic Neighborhood Association
- Highwood Properties
- Callahan Neighborhood Association
- Downtown Orlando Development Board

2.3 Commissioner Meetings

The project team also met with City of Orlando Commissioners Sheehan, Hill, and Ortiz to discuss and update each on the project advancements through conceptual design. The meetings were held on December 3rd & 4th, 2018.

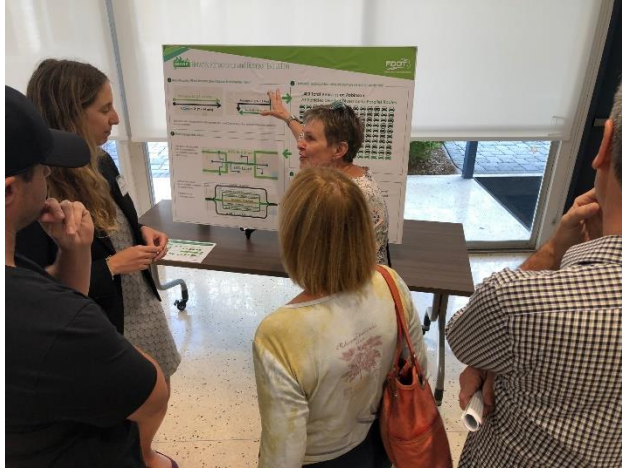
2.4 Public Open House

A public open house was conducted on May 23, 2019 at the First Unitarian Church. Over 100 community members came and provided feedback. Comments received during the open house could be grouped into the following categories:

- General support of proposed changes, especially improved pedestrian conditions
- Desire for interim crosswalk improvements within the Eola District
- Desire for more marked crosswalks along the corridor
- Concerns over potential traffic diversion into adjacent neighborhood side streets
- Concerns over potential traffic congestion due to lane reduction
- Desire for more on-street parking within the Milk District
- Questions concerning funding and implementation schedule
- Desire for improvements and traffic calming measures along local City of Orlando streets in the neighborhoods

Photos from Open House





3.0 Conceptual Design

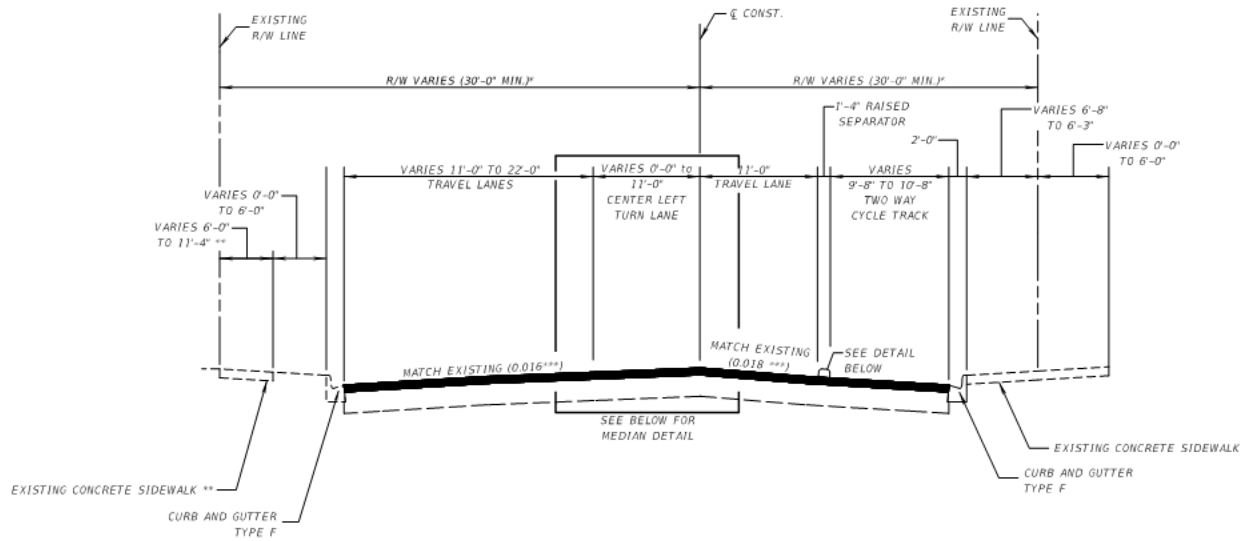
3.1 Summary of Improvements

The preferred alternatives from the planning phase were further analyzed and designed as part of the Robinson Street Concept Development, where engineering feasibility and costs were evaluated. The concept development advanced a set of preferred concept plans which were reviewed and agreed upon by individuals from the PVT and presented to the public. The improvements from the preferred concept include:

Central Business District

1. Conversion of four-lane undivided typical section to three-lane typical section with spot medians where possible so as not to limit business access
2. Conversion of existing southernmost travel lane to a 10'-8" two-way cycle track
3. Addition of bicycle signals at Garland Avenue, Orange Avenue, and Magnolia Avenue
4. Restriction of right turns on red at Orange Avenue

Central Business District Typical Section

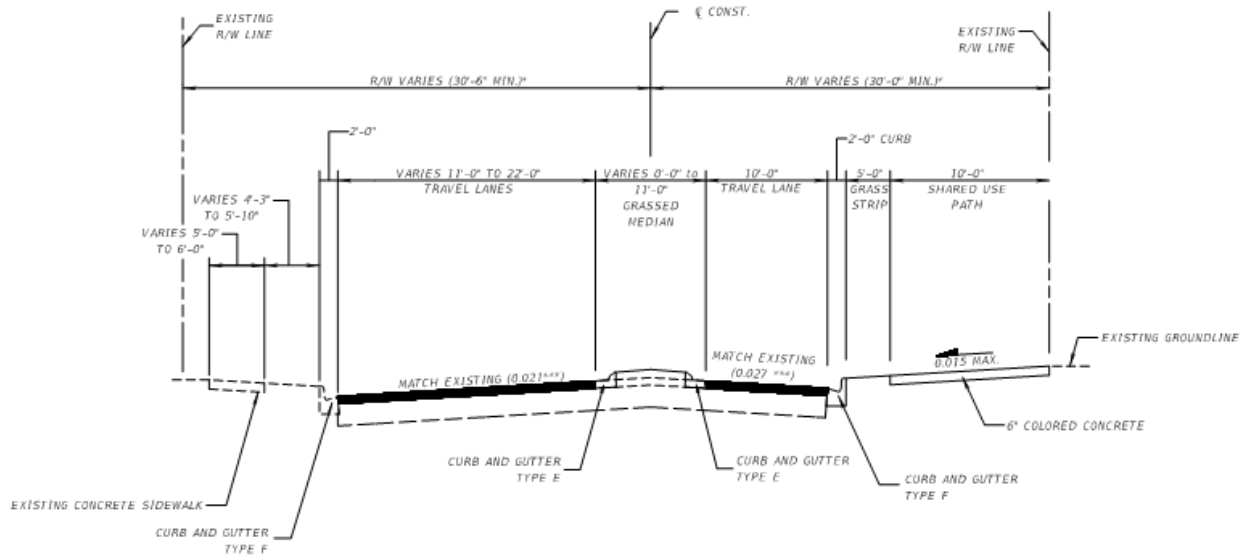


TYPICAL SECTION
CENTRAL BUSINESS DISTRICT
FROM STA 17+00 TO STA 36+00

Lake Eola District

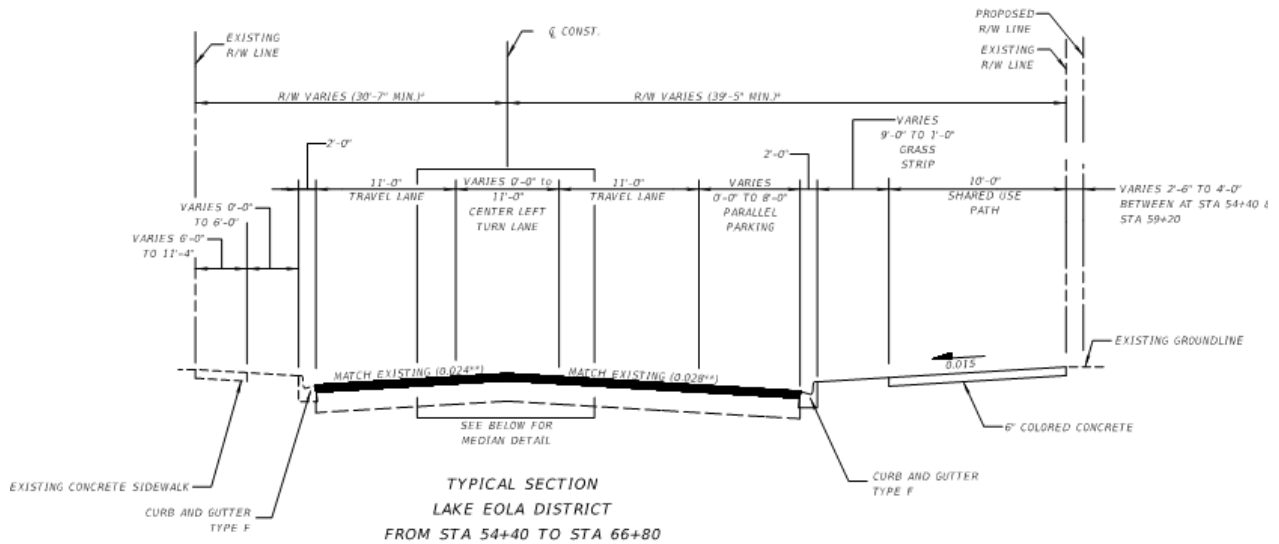
1. Conversion of four lane undivided typical section to two lane divided section with median openings for left turn access to side streets
2. Westbound travel lane width increases to 11'-0"
3. Gutter space recreated on the south side of Robinson Street
4. Relocation of southern curb approximately 3'-0" north of existing location
5. 100'-0" long taper introduced for westbound traffic approaching the Rosalind Avenue intersection, so the westbound through-traffic deflection angle meets FDOT criteria
6. Addition of bicycle signals at Rosalind Avenue
7. Construction of a raised 8'-0" two-way cycle track with 5'-0" raised landscape buffer from Rosalind Avenue to the eastern end of the Highwoods property (parcel 33), on southern side of corridor
8. Reconstruction of a 6'-0" sidewalk adjacent to the 8'-0" two-way cycle track from Rosalind Avenue to the eastern end of the Highwoods property (parcel 35), 565'-0" east of Rosalind Avenue, on southern side of corridor
9. Construction of raised 10'-0" shared use path with 5'-0" raised landscape buffer on the southern side of the corridor, from the eastern end of the Highwoods property (parcel 35) to the EO Inn (parcel 39) driveway, 204'-0" east of Eola Drive
10. Construction of raised intersection at Broadway Avenue
11. Construction of raised 10'-0" shared use path with 2'-0" raised landscape buffer on the southern side of the corridor, from EO Inn (parcel 39) driveway, 204'-0" east of Eola Drive, to Summerlin Avenue
12. Construction of 14'-0" shared use path from Summerlin Avenue, along the frontage of Howard Middle School, up to Hyer Avenue

Lake Eola District - Typical Section 1



TYPICAL SECTION
LAKE EOLA DISTRICT
FROM STA 36+00 TO STA 54+40

Lake Eola District - Typical Section 2

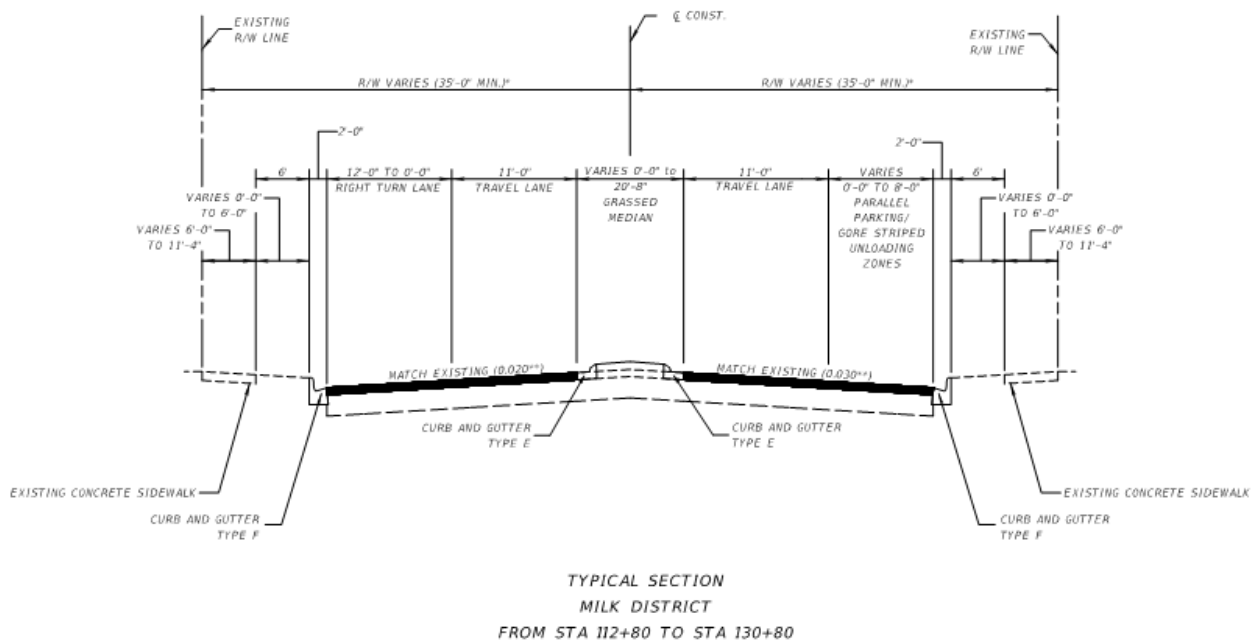


TYPICAL SECTION
LAKE EOLA DISTRICT
FROM STA 54+40 TO STA 66+80

Milk District

1. Conversion of four-lane undivided typical section to two-lane divided section with median openings for left turn access to side streets
2. Travel lane widths increased to 11'-0"
3. Addition of 4 new parallel on-street parking spaces between Graham Avenue and Primrose Drive on the south side of the corridor
4. Addition of three (3) new parallel on-street parking spaces between Primrose Drive and Lakewood Drive on the south side of the corridor
5. Addition of 8'-0" freight loading/unloading zone with gore striping on the south side of the corridor in front of businesses

Milk District Typical Section



The full set of conceptual design plans can be found in Appendix B.

3.2 Illustrative Renderings

The following illustrates artist renderings of what the potential redesign of Robinson Street would look like.



***Robinson Street at Rosalind Avenue
(Existing Conditions)***



Robinson Street at Rosalind Avenue (Proposed Conditions)



Mid-block Crossing near Landmark buildings east of Rosalind Avenue. Rendering shows the transition from the protected cycle track to the shared use path.



Raised intersection and crossing at Robinson Street and Broadway Avenue

4.0 DRAINAGE ANALYSIS

All available as-built and GIS data was gathered from FDOT, the St. Johns River Water Management District (SJRWMD), and the City of Orlando. **Table 2** notes areas along the proposed corridor where information for drainage facilities could not be located.

Table 2: Areas with Missing Drainage Information

Begin Intersection	End Intersection
Garland Ave	State Lane
Eola Parkway	Cathcart Avenue
Summerlin Avenue	Hillside Avenue
Glenwood Avenue	Bumby Avenue
Primrose Avenue	Crystal Lake Drive/Maguire Blvd

The preliminary concept allows for most existing drainage structures within the Central Business District, the Neighborhood District, and the Milk District to remain in place functioning as they currently do. Drainage structures will need to be reconstructed as manholes/junctions in some locations and new structures will be installed at proposed curb. Information is given as to where drainage structures are to be reconstructed, removed, or constructed in **Table 3** below. Grouped highlighted rows indicate proposed structure tying to existing structure.

Table 3: Drainage Requirements

Location Station	Offset	Drainage Structure Type	Existing/New	Reconstruct/Remove/Construct
28+80.00	25.00' RT	Curb Inlet	New	Construct
29+98.50	22.28' RT	Curb Inlet	New	Construct
35+28.00	21.75' LT	Curb Inlet	New	Construct
35+40.00	21.75' LT	Curb Inlet	Existing	Remove
42+13.00	14.50' RT	Curb Inlet	New	Construct
42+13.00	20.50' RT	Curb Inlet	Existing	Reconstruct
45+90.00	14.50' RT	Curb Inlet	New	Construct
46+38.00	18.50' RT	Catch Basin	Existing	Reconstruct
49+45.00	14.50' RT	Catch Basin	New	Construct
49+45.00	21.00' RT	Catch Basin	Existing	Reconstruct
49+82.00	14.50' RT	Catch Basin	Existing	Construct
49+82.00	21.00' RT	Catch Basin	Existing	Reconstruct
53+10.50	14.50' RT	Catch Basin	New	Construct
53+10.50	21.00' RT	Catch Basin	Existing	Reconstruct
55+40.00	13.50' RT	Catch Basin	New	Construct
55+40.00	21.00' RT	Curb Inlet	Existing	Reconstruct
60+00.00	30.69' RT	Curb Inlet	Existing	Reconstruct
60+20.00	15.00' RT	Catch Basin	New	Construct
122+27.12	23.30' LT	Curb Inlet	New	Construct
123+40.00	10.90' LT	Curb Inlet	New	Construct

Location Station	Offset	Drainage Structure Type	Existing/New	Reconstruct/Remove/Construct
123+40.00	24.00' RT	Curb Inlet	Existing	Reconstruct
125+45.85	13.40' RT	Catch Basin	New	Construct
125+45.85	22.00' RT	Catch Basin	Existing	Reconstruct
126+68.45	13.25' RT	Catch Basin	New	Construct
126+68.84	22.00' RT	Catch Basin	Existing	Reconstruct
129+09.00	11.00' LT	Curb Inlet	New	Construct

Final design will require subsurface survey for all drainage structures within project limits. Spread calculations should be completed within the project area where new contributing areas are being proposed. Also, final design work will determine location of any needed curb and gutter inlets. Storm sewer capacity calculations should be completed for existing system(s) within the project area based on the new contributing areas.

Approximately nine (9) new curb inlets/catch basins will need constructing. If spread calculations permit, these inlets should perpendicularly tie into existing structures/systems.

For continued positive drainage utilizing existing drainage structures, gaps should also be constructed periodically within raised cycle track separator.

5.0 UTILITY ANALYSIS

A surface Light Detection and Ranging (LIDAR) survey was completed as part of the conceptual design process. The survey identified all aboveground utilities. Impacts are expected to be minimal as proposed design focuses on curb-to-curb roadway improvements and pedestrian facility improvements within existing right-of-way. Efforts were taken to minimize utility impacts along the entire corridor.

Currently the Orlando Utilities Commission (OUC) has two planned underground utility projects. Both are expected to be constructed prior to the planned Robinson Street resurfacing, restoration and rehabilitation (RRR) project. One undergrounding project is to occur along Robinson Street between N. Ferncreek Avenue and N. Crystal Drive. The second is expected to occur along Robinson Street within the Eola District between Rosalind Avenue and Summerlin Avenue. These limits have not been confirmed and are subject to change.

Other utility owners along the corridor include:

- American Traffic Solutions
- Charter Communications
- Deltacom
- City of Orlando – Bureau of Wastewater
- City of Orlando – Traffic Engineering
- Orlando Telephone
- Sprint
- Orlando Utilities Commission (OUC)
- Windstream Communications
- TECO Peoples Gas
- CenturyLink
- AT&T
- Embarq Communications

6.0 INTERSECTION CONTROL ANALYSIS

Signal warrant analyses were conducted at the intersections of Robinson Street and Broadway Avenue and Robinson Street and Hampton Avenue. Full reports on these studies can be found within Appendix C.

6.1 Robinson Street at Broadway Avenue

Signal warrant analyses were performed for the intersection of Robinson Street and Broadway Avenue and resulted to the following findings and recommendations:

- The study intersection satisfies Warrant 3 (peak hour warrant) based upon existing volumes and existing roadway geometries. However, with the addition of the second minor-street (southbound) approach lane, Warrant 3 would not be met under the proposed intersection geometry.
- The study intersection satisfies the Pedestrian Hybrid Beacon warrant based upon existing volumes and existing roadway geometries. However, the Pedestrian Hybrid Beacon warrant would not be met with a shorter crosswalk length under the proposed intersection configuration.
- A traffic signal will improve safety and operations for the minor street traffic by creating gaps and providing defined right-of-way to the minor approach.
- A traffic signal will improve pedestrian connectivity across Robinson Street and Broadway Avenue by providing opportunities for protected pedestrian crossing. If a signal is installed, marked crosswalks and appropriate pedestrian crossing treatments (truncated dome detectable warning surfaces, actuated pedestrian countdown signals, etc.) are recommended for all approaches.
- If a traffic signal is installed, it should be coordinated with the signals at Robinson Street/Summerlin Avenue, 0.25 miles east of the study intersection, and Robinson Street/Rosalind Avenue, 0.20 miles west of the study intersection.

6.2 Robinson Street at Hampton Avenue

Signal warrant analyses were performed for the intersection of Robinson Street and Hampton Avenue. Based upon the engineering analysis, the study intersection does not satisfy any of the signal warrants using existing volumes under the existing or proposed roadway geometries.

6.3 Roundabout Analysis

Roundabouts were also tested at Broadway Avenue, Summerlin Avenue, Mills Avenue, and Hampton Avenue. Based on the existing volumes along the corridor, all four locations required partial or full two-lane roundabouts. The two-lane roundabouts would have significant right-of-way impacts and the project team, in consultation with FDOT leadership and the PVT, concluded to not advance the roundabout alternatives.

7.0 PEDESTRIAN CROSSING ANALYSIS

Based on the historical crash analysis and field observations, the Robinson Street Corridor Planning Study recommended additional studies to evaluate new marked pedestrian crossings to reduce uncontrolled pedestrian-vehicle conflicts throughout the corridor. The following locations were noted as potential crossing options and analyzed for the application of marked crosswalks:

- At Broadway Avenue
- Between Cathcart Avenue and Eola Drive
- At Hampton Avenue

These locations were chosen based on the spacing of existing marked pedestrian crossing locations, pedestrian count volumes, and guidance for marked pedestrian crossings as outlined in the Manual on Uniform Traffic Control Devices (MUTCD) and FDOT Traffic Engineering Manual (TEM). Complete analysis can be found within Appendix D.

7.1 Crossing Location #1: At Broadway Avenue

A summary of the marked crosswalk considerations at Broadway Avenue is outlined in **Table 4**. Installation of a new marked pedestrian crosswalk is recommended at this location, due to the following:

- Observed pedestrian volumes meet the minimum thresholds [TEM Section 3.8.5(3b)]
- Observed pedestrian volumes meet the Pedestrian Hybrid Beacon Warrant (MUTCD Chapter 4F) for the existing lane configuration. However, observed pedestrian volumes do not meet the Pedestrian Hybrid Beacon Warrant (MUTCD Chapter 4F) for the proposed lane configuration

Table 4: Summary of Crosswalk Criteria at Broadway Avenue

Midblock Crosswalk Considerations		Met
Pedestrian Demand	Generators, Attractors, Flow across roadway	☑
	Minimum Count Thresholds	☑
	Multi-use Trail	N/A
Location Characteristics	> 2,000 ADT	☑
	> 300 ft. to adjacent crosswalk	☑
	> 660 ft. spacing between signals	☑
	Outside influence area of adjacent signalized intersections	☑
Recommended for Marked Crosswalk:		Yes

**Note: Pedestrian Thresholds from FDOT TEM Section 3.8*

7.2 Crossing Location #2: Robinson Street between Cathcart Avenue and Eola Drive

A summary of the midblock crosswalk considerations between Cathcart Avenue and Eola Drive is given in **Table 5**. Installation of a new marked mid-block pedestrian crosswalk is recommended at this location, due to the following:

- Observed pedestrian volumes meet the minimum thresholds [TEM Section 3.8.5(3b)]; and
- Observed pedestrian volumes meet the Pedestrian Hybrid Beacon Warrant (MUTCD Chapter 4F) under existing and proposed lane configurations

Table 5: Summary of Crosswalk Criteria between Cathcart Avenue and Eola Drive

Midblock Crosswalk Considerations		Met
Pedestrian Demand	Generators, Attractors, Flow across roadway	☑
	Minimum Count Thresholds	☑
	Multi-use Trail	N/A
Location Characteristics	> 2,000 ADT	☑
	> 300 ft. to adjacent crosswalk	☑
	> 660 ft. spacing between signals	☑
	Outside influence area of adjacent signalized intersections	☑
Recommended for Marked Crosswalk:		Yes

**Note: Pedestrian Thresholds from FDOT TEM Section 3.8*

7.3 Crossing Location 3: At Hampton Avenue

A summary of the marked crosswalk considerations at Hampton Avenue is given in **Table 6**. Installation of a marked pedestrian crosswalk is not recommended at this location, due to the following:

- Observed pedestrian volumes do not meet the minimum thresholds [TEM Section 3.8.5(3b)]

Table 6: Summary of Crosswalk Criteria at Hampton Avenue

Midblock Crosswalk Considerations		Met
Pedestrian Demand	Generators, Attractors, Flow across roadway	<input checked="" type="checkbox"/>
	Minimum Count Thresholds	<input type="checkbox"/>
	Multi-use Trail	N/A
Location Characteristics	> 2,000 ADT	<input checked="" type="checkbox"/>
	> 300 ft. to adjacent crosswalk	<input checked="" type="checkbox"/>
	> 660 ft. spacing between signals	<input checked="" type="checkbox"/>
	Outside influence area of adjacent signalized intersections	<input checked="" type="checkbox"/>
Recommended for Marked Crossing:		No

**Note: Pedestrian Thresholds from FDOT TEM Section 3.8*

8.0 RIGHT-OF-WAY ESTIMATES

The proposed improvements impact some portions of Highwoods (private property owner) properties in both the northeast and southeast quadrants of the Robinson Street and Rosalind Avenue intersection. The City of Orlando is actively working to negotiate easements and agreements with Highwoods.

No other properties are expected to be impacted along the corridor.

9.0 COST ESTIMATES

Construction cost estimates were prepared using FDOT District 5 historical cost data. The costs were divided into three main sections: Hughey Avenue to Mills Avenue (intent is to include improvements in planned Robinson Street RRR project), the Neighborhood District, and the Milk District. The anticipated costs are shown in **Table 7** below. Detailed cost estimates can be found in Appendix E.

Table 7: Estimated Project Costs

Project Section	Estimated Cost
Hughey Avenue to Mills Avenue (RRR Section)	\$4,840,000
Neighborhood District	\$825,000
Milk District	\$876,000
Full Project Extents	\$6,541,000

10.0 ENVIRONMENTAL CONSIDERATIONS

The project will be constructed entirely within the right-of-way, except for a couple of areas requiring easements which the City of Orlando is actively working to negotiate with property owners. As such, no significant environmental impacts resulting from the project is expected. Nevertheless, a Type 1 Categorical Exclusion (CE) Checklist will have to be completed for the project.

The following information can be used to fill out the CE Checklist, based on confirmation with the Department’s Environmental Management Office (EMO):

- The project will not induce significant impacts to planned growth or land use for the area; travel patterns; air or water quality; or cause substantial controversy on environmental grounds.
- The project will not cause changes in intersection access control, result in major traffic disruptions due to temporary access; or the closure of existing road, bridge, or ramps.
- The project will have no wetland impacts.
- The project will have no waterway crossing.
- There are no floodplain or listed rivers present.
- Although there are Section 4(f) properties adjacent to the project, there is “no use” within the meaning of Section 4(f).

In addition, the EMO could do a preliminary review using the Department’s Area of Influence (AOI) tool to document any historic and/or archeological resources, and endangered species act (ESA) species. The project is not anticipated to impact any historic/archeological or ESA species as the project will be within the right-of-way.

11.0 CONCLUSIONS AND NEXT STEPS

The next phase of the project would be final design where the conceptual design would be further vetted and incorporated into construction documents. A candidate RRR project is currently being evaluated between Hughey Avenue and Mills Avenue and many of the conceptual design elements can be potentially incorporated into this design. The City, MetroPlan Orlando, and FDOT will continue to work together to determine the timing of this RRR project and how design elements along the Robinson Street corridor will be funded.

This conceptual design study is another step toward a truly multimodal Robinson Street corridor. If constructed, the two-way cycle track, bicycle signals, and raised intersection at Broadway will be some of the first of their kind implemented along a state highway. Robinson Street can become a model for how state roadways can be designed to support a downtown context within Florida.