



# ONE VISION REPORT



# Acknowledgments

## FOUR CORNERS AREA COUNCIL

### FUNDING PARTNERS

Polk County  
Osceola County  
Lake County  
Orange County  
The Chamber Foundation, Inc.

### STEERING COMMITTEE

#### Four Corners Council

Allison Beeman, Cemex – Chair  
Marc Reicher – Champions Gate

#### Lake County

Jeff Cagan – Cagan Development  
Tracy Garcia – Lake County

#### Osceola County

Christina Morris – West 192 Development Authority  
Hector Lisuzuain – Magic Development

#### Orange County

Adrianna M Sekula – Disney Development  
Eric Raasch – Orange County

#### Polk County

Rebekah Hurd – Advent Health  
Chandra Fraderick – Polk County

### TECHNICAL COMMITTEE

#### Lake County

Technical Committee Lead – Michele Januszieski  
Other staff – Brandon Matulka

#### Osceola County

Technical Committee Lead – Susan Caswell

#### Orange County

Technical Committee Lead – Simon Hardt  
Other Staff – Lacey Craig

#### Polk County

Technical Committee Lead - Erik Peterson  
Other staff – Ryan Kordek

January 2020

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# EXECUTIVE SUMMARY

Over the past eighteen months, the Four Corners Area Council, through its support from the Kissimmee/Osceola Area Chamber of Commerce, has embarked on an effort to develop a strategic plan for one of the fastest growing areas in Central Florida. The planning initiative revisited previous efforts in 2002 and 2009, updating data, and formally engaging Polk, Lake, Osceola, and Orange Counties as active partners. The initial overview of issues pertinent to the growth, development, and economic health of the area culminated in the **Four Corners: One Vision Summit** on October 31, 2018.

At the Summit it was determined that a more intensive assessment of four critical issues should be addressed:

- 1 Review of existing land use regulations in the respective four jurisdictions and their implications for future development
- 2 Review of transportation planning initiatives in the four counties
- 3 Responding to the need to accommodate the expected demand for additional affordable, workforce housing
- 4 Exploring the need, and possible creation, of an entity that would be responsible for advocating and responding to the disparate issues among the four jurisdictions in furthering the economic prosperity of the Four Corners Area.

This report presents the results of the second phase of the strategic planning process. It was funded jointly by the four jurisdictions, as well as the Four Corners Area Council, all providing an equal share for the professional consultant assistance. The second phase included the establishment of a Steering Committee made up of two representatives from each county, one from the private sector and one from the public sector, and a ninth member representing the Four Corners Area Council. In addition, a Technical Committee, made up of professional staff from each of the respective counties, provided input on land use regulations, transportation planning, and housing. These committees met regularly throughout 2019, reviewing data, discussing regulations, and determining where there were common issues generating development conflicts and other jurisdictional impediments to creating a “sense of place.” The resulting recommendations included the following:

- A consensus was reached among the partners that land development code language could, and should, be harmonized among the four counties to clarify land use policies impacting properties fronting US 192 and US 27. The county staffs should draft the appropriate language to be included in the respective land use policies and have them formally adopted.
- There was general agreement that the public realm urban design guidelines being adopted by the West 192 Development Authority serve as a template and general guidelines for the remainder of US 192 corridor in Orange, Lake, and Polk Counties, as well as certain portions north and south on US 27. The design guidelines are proposed to give the Four Corners Area a unified character and common “sense of place”.
- The numerous interactions with the county staffs, FDOT district representatives, MPO’s and transportation consultants provided a format for more collaborate dialogue to enhance coordination and collaboration opportunities and to address cross-jurisdictional issues and resource allocation. The resulting recommendation was to establish continued dialogue, and formal structure, for the cross-jurisdictional transportation planning efforts.
- A considerable amount of information has been gathered recently addressing the growing crisis in Central Florida regarding housing affordability. This report has addressed the expected demand for additional workforce housing as employment growth in the Four Corners is expected to be significant over the next decade. Specific recommendations for the area have not been made as additional analysis of areawide affordable housing initiatives should be reviewed as to their applicability to the Four Corners.
- A recommendation regarding the creation of some type of permanent “Four Corners Entity” was postponed after thoughtful consideration and discussions with the four County Administrators. It was their considered opinion that it was premature. They felt, and the Steering Committee concurred, that there was much more analysis and work to be completed- i.e. formal language adoption of land use regulations, design guidelines, transportation planning, and housing, before there was justification. The recommendation was to continue the four county partnership, along with the Four Corners Area Council, to complete the tasks outlined in the recommendations above.



# 2

## INTRODUCTION

Over the past eighteen months, the Four Corners Area Council, through its support from the Kissimmee/ Osceola Area Chamber of Commerce, embarked on an effort to develop a strategic plan for one of the fastest growing places in Central Florida. The Four Corners is the area where Lake, Orange, Osceola and Polk counties meet. It is under the jurisdiction of four counties, and multiple state and regional entities. It aspires to be, and be perceived as, a distinct, unique and easily identifiable area.

Phase 1 of the planning initiative took place from June to December of 2019. It revisited previous efforts in 2002 and 2009, updated data, and formally engaged Polk, Lake, Osceola and Orange Counties as active partners. It provided an overview of issues pertinent to the growth, development, economic health, and governance of the area. It culminated in the **Four Corners: One Vision Summit** on October 31, 2018. At the Summit participants determined that a more intensive assessment of four critical issues should be undertaken:

- Review of existing land use regulations in the respective four jurisdictions and their implications for future development
- Review of transportation planning initiatives in the four counties
- Responding to the need to accommodate the expected demand for additional affordable, workforce housing

- Exploring the need, and possible creation, of an entity that would be responsible for advocating and responding to the disparate issues among the four jurisdictions in furthering the economic prosperity of the Four Corners Area.

Phase 2 was funded jointly by the four jurisdictions, as well as the Four Corners Council, all providing an equal share for the professional consultant assistance. The second phase included the establishment of a Steering Committee made up of two representatives from each county, one from the private sector and one from the public sector, and a ninth member representing the Four Corners Area Council. In addition, a Technical Committee, made up of professional staff from each of the respective counties, provided input on land use regulations, transportation planning, and housing. These committees met regularly throughout 2019, reviewing data, discussing regulations, and determining where there were common issues generating development conflicts and other jurisdictional impediments to creating a “sense of place.” Their conclusions and recommendations are presented in this report.

# 3

## 192 CORRIDOR LAND USE/ DESIGN GUIDELINES



Early in the Four Corners One Vision effort, the Steering Committee focused on promoting a sense of the Four Corners as a single, cohesive place with a distinctive and easily recognizable identity. Currently, the appearance and character of West 192 and development along it changes, sometimes dramatically, from one side to the other of each county line. To promote the emergence of a unified “sense of place”, the Committee tasked the Technical Committee with examining possibilities in the areas of design and land use.

With the Technical Committee’s help, the Steering Committee quickly identified two opportunities. One lay in the development of design guidelines by the West 192 Development Authority in Osceola County. In 2019, the Authority completed a multi-year process of creating guidelines for eight segments of West 192. The western-most segment lay within the Four Corners. The guidelines addressing public spaces (streetscape, including landscaping, street furniture, lighting, signage, etc.), if adopted in some form by the all four counties along the Four Corners segment of West 192, could serve as a basis for visually unifying the corridor.

The second opportunity became clear when the Technical Committee reviewed land development regulations (LDRs) for each county’s portion of the Four Corners. All of the counties allowed essentially the same or very similar uses in the area. Each county, however, used different language to describe those uses in its codes. Harmonization of language



among all four codes would help clarify the desired character of the Four Corners, and enhance the clarity and usability of each county's LDRs. In addition, a few key components of the codes, if also harmonized, could contribute further to a single "sense of place" for the Four Corners.

These two opportunities led directly to the Steering Committee's first two recommendations.

### **RECOMMENDATION LU#1 – Adopt Common or Consistent Public Realm Design Guidelines in All Four Counties**

The Four Corners Counties should develop and adopt common or consistent design guidelines for the public realm along the West 192 Corridor, based on those developed by the West 192 Community Development District in Osceola County, to promote a common sense of place in the Four Corners area. The guidelines should govern streetscape and other improvements in the right of way, and signage. The guidelines should apply to future development, redevelopment, and public investments. (Uniform or harmonized guidelines for building design or appearance are not part of this recommendation.)

The guidelines should apply to the corridor as depicted in Appendix IV (West 192 and immediately adjacent portions of US 27).

### **RECOMMENDATION LU#2 – Harmonize Relevant Land-Use Regulations**

Lake, Orange, Osceola, and Polk counties should harmonize certain components of their land use regulations (LDRs) along the West 192 corridor, to promote a common sense of place in the Four Corners area. In particular, the following components should be considered for harmonization:

- language used to describe land-uses
- build-to line
- minimum Floor Area Ratio (FAR)
- building heights
- regulation of parking placement
- conversion of motels and hotels for workforce housing

# 4

## TRANSPORTATION RECOMMENDATION OVERVIEW



The Steering Committee also identified issues related to transportation as crucial to the future of the Four Corners. In particular, they focused on the following challenges:

- **CONGESTION.** In common with much of Central Florida, rapid growth in the Four Corners has led to increasing congestion in the area, particularly along US 192.
- **AN EVOLVING ROAD NETWORK.** Multiple public and private projects on area roads will transform the area's road network in the foreseeable future, altering and expanding the Four Corners.
- **TRANSIT.** A large proportion of the workforce in the Four Corners, and in much of the attractions area, is highly dependent on transit for access to jobs. In addition, many are dependent on bicycle and pedestrian networks for access to transit. This makes the challenges associated with effectively providing transit in Central Florida especially acute and relevant in the Four Corners.
- **COORDINATION.** Multiple entities are involved in transportation planning affecting the Four Corners: two districts of the Florida Department of Transportation, three Metropolitan Planning Organizations (MPOs), four counties, the Central Florida Expressway Authority, the Turnpike Enterprise, and several large-scale private developments.

The Steering Committee recognized the long-term nature of most transportation planning. With the help of the Technical Committee, it identified a number of actions that could improve the transportation situation in the short-term, and lay the foundation for further improvements in the future. As with the design, land use and land development regulations issues, the Steering Committee sought to build on existing efforts and opportunities.

The first of these was the on-going updates to each MPO's long-range transportation plan, and the inclusion by the Polk County MPO of a Four Corners Area Plan in its update. Together, these provide a focus for discussion of the Four Corners' future transportation needs, and a template for transportation planning focused specifically on the Four Corners.

Two current transportation projects provided additional opportunities: the US 27 Mobility Study, and discussions of Transportation Systems Management and Operations (TSMO) along US 192 in Orange and Osceola counties. Each of these currently focuses on only one or two of the four counties, but address issues relevant to all. Together, they represent an opportunity to focus on the transportation needs of the Four Corners in an integrated fashion, in return for a minimal additional investment of resources. Additionally, the West 192 Mobility Lane Study provides a forum for discussing the transit needs of the Four Corners.

The last opportunity was represented by the discussions themselves. As the Technical Committee examined the range of transportation issues, the need for discussions focused on the Four Corners as a whole, rather than on portions of it, became clear. Planners in all of the entities responsible for transportation in the Four Corners worked well together and communicated effectively across jurisdictional lines. The boundaries of their jurisdictions meant, however, that their projects and responsibilities most often focused on portions of the area rather than the whole.

### **RECOMMENDATION T#1 – Include a Focus on the Four Corners in the Long Range Transportation Plans of the Lake, Orange and Osceola, and Polk MPOs**

The Metropolitan Planning Organizations (MPOs) for Lake, Orange and Osceola, and Polk counties, should jointly adopt a single common long-range transportation plan approach for the Four Corners building on the work begun by Polk County. This approach may be reflected in a jointly developed area plan included in the update of each MPO's long-range transportation plan, or in jointly developed provisions for inclusion in each plan. Jointly developed provisions may include a Four Corners Statement of need, goals specific to the Four Corners, and identified projects for inclusion on each MPO's project priority lists. (This recommendation does not envision the creation of a Four Corners transportation plan separate from the long-range plans of the MPOs.)

### **RECOMMENDATION T#2 – Ensure That Transportation Projects in the Four Corners Include All Four Counties, as Appropriate**

The Metropolitan Planning Organizations (MPOs) for Lake, Orange and Osceola, and Polk counties, together with Florida Department of Transportation (FDOT) District 1 and District 5 should ensure that all projects in any county of the Four Corners include areas of adjacent counties as appropriate to ensure seamless treatment of transportation issues across county lines throughout the Four Corners area. Initial projects to consider for expansion include the US 27 Corridor Study, and the Orange-Osceola TSMO discussions.

### **Recommendation T#3 – Establish a Four Corners Transportation (including Transit) Working Group**

The MPOs for Lake, Orange, Osceola, and Polk counties should regularly convene (twice a year is suggested) a Transportation Working Group under the auspices of the Central Florida MPO Alliance. The Working Group should include governmental, non-governmental, and private sector stakeholders in transportation in the Four Corners. The purpose of the Working Group should be to identify emerging transportation issues in the Four Corners area, and promote cooperative measures to address them.

Lake, Orange, Osceola, and Polk counties should establish a Transit Group as part of the Transportation Working Group. The Transit Group should be comprised of representatives of the four counties, their respective MPOs, and all entities that provide or may provide transit in the Four Corners area. The purpose of the Transit Group should be to identify needs for additional transit service in the Four Corners area, and promote cooperative measures to meet those needs.

# 5

## WORKFORCE HOUSING ISSUES



A key element of the One Vision initiative was to identify the issues impacting the production of affordable housing for the existing and anticipated workforce growth serving the Four Corners businesses. The Technical Committee members, particularly the Osceola County and Orange County staffs, have been involved in various regional housing studies over the recent past. The data garnered from these efforts have supported the following: Regional Housing Partnership Initiative, Bright Community Trust Partnership, Central Florida Regional Housing Trust Action Team, Orange County Housing for All: 10-Year Action Plan, as well as various internal assessments updating regional Comprehensive Plans.

The salient data points that appear to be most relevant to the Four Corners area include:

- Central Florida ranks #1 in the country as having the highest percentage of housing “cost-burdened” households.
- The recognized “cost-burdened” threshold is paying in excess of 30% of annual income for housing.
- The regional median income is \$58,400/year, and the average home price \$286,000.
- In Orange, Seminole, and Osceola Counties there are over 230,000 households exceeding the 30% annual housing expenditure threshold.

- The number of households spending in excess of 50% for housing is growing.
- The inadequacies of the regional transit system create an additional burden on mobility and accessibility to employment for the lower wage earners.
- Land use patterns and regulations and impact fees are also contributing factors.
- Nearly 1,500 people are moving into the region weekly.
- The twin dynamics of a growing population with a dynamic tourism industry paying lower wages has accelerated the housing crisis.

Due to the multi-jurisdictional uniqueness of the Four Corners, there are no “one size fits all” recommendations that suffice.

#### **RECOMMENDATION H#4 – Review Recent Housing Studies for Applicability to Four Corners**

The recommendation going forward is to further analyze the data provided from the exiting studies and determine which actions are most relevant for the Four Corners and what additional actions could be taken. In general, the analysis should address the following:

- Land use regulations
- Impact fees
- Availability of properly zoned developable parcels
- Other governmental initiatives

#### **RECOMMENDATION H#5 – Establish An Affordable Housing Working Committee**

While the initial data from the various regional studies have established a base of information, their specific applicability has not been defined. It is recommended that a committee, chaired by private sector housing provider, be appointed to address the issues that directly impact providing an affordable housing product. Including the private sector may lead to:

- Establishing regional partnerships with major employers to assist in providing non-governmental funding sources.
- Creative uses of resources to assist in providing low-interest debt, equity and grants to support incentives for developers to build attainable housing, either for ownership or rent.

# 6

## NEXT STEPS

For 2020, the Four Corners Steering and Technical Committees, supported by the planning team, will focus on the following efforts. All work will be done in close cooperation with county, Metropolitan Planning Organization, and other staff and consultants already working on these issues in the jurisdictions with responsibility for portions of the Four Corners.

### **Public Realm Design Guidelines and Harmonization of Land Development Regulations (LDRs)**

- Completion and adoption of LDR amendments by Lake, Orange, Osceola and Polk counties that reflect common public realm design guidelines and harmonization of selected LDR provisions for the West 192 corridor. This will be a continuation of work begun in 2019.

### **Transportation**

- Provisions (statement of need and goals) in each MPO's updated long-range transportation plan that reflect the unique character and needs of the Four Corners.
- Development of a common list, formal or informal, of Four Corners priority projects by Lake, Orange, Osceola and Polk counties.

- Promoting the maximum level of coordination practical by the four counties and three MPOs regarding on-going transportation projects in the Four Corners.
- Participating in current projects studying the possibility of transit along the West 192 Corridor.

## **Affordable Housing**

- Consult extensively with private and public stakeholders active in affordable housing, and further analyze data from exiting studies, to develop recommendations regarding which actions would be most effective in the context of the Four Corners. The effort will include analysis of:
  - Land use regulations
  - Impact fees
  - Availability of properly zoned developable parcels
  - Establishing regional partnerships with major employers to assist in providing non-governmental funding sources.
  - Creative uses of resources to assist in providing low-interest debt, equity and grants as incentives for developers to build attainable housing, either for ownership or rent.





# ONE VISION REPORT

APPENDIX





# **APPENDIX A: PHASE I REPORT**

November 8, 2018 [DRAFT ONLY]

GAI Project No. A180281.00

Four Corners Area Council  
Kissimmee/Osceola County Chamber of Commerce  
1425 E. Vine street  
Kissimmee, Florida 34744

## **Summary of Scope of Work for Four Corners Area Council: One Vision Program**

Dear Area Council:

Based on our task authorization dated May, 2018, this letter summarizes our observations and comments related to the various tasks outlined in the Scope of Service Agreement with the UCF Florida Institute of Government. This summary tracks the various tasks, as well as additional work undertaken as a result of input from the Four Corners Area Council (Council) during the data gathering process. This additional work specifically related to providing additional meetings with the Council and preparation and presentation to the Four Corners Area Council: One Vision Summit, which were not contemplated in the original scope.

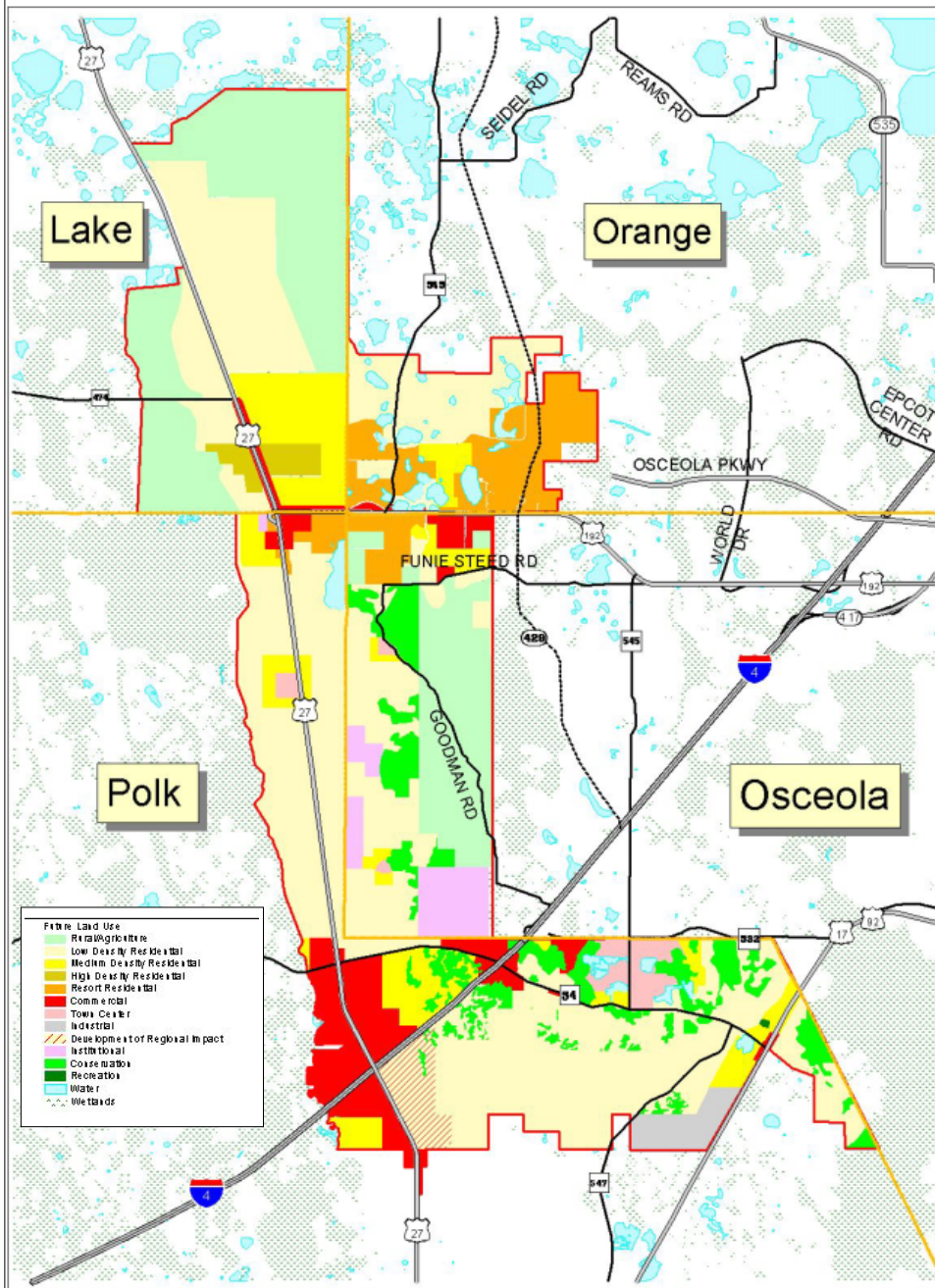
Our work and the survey effort was prepared in close concert with the Council, with regular monthly meetings beginning in June through the October Summit. In addition to the independent meetings held with the respective county staffs, the key event was the September 6, 2018, half-day stakeholder workshop.

### **Task 1 Data Gathering and Overview**

The initial task included the delineation of area to be studied. This effort included meeting with members of the Council as well as input from respective four county planning staffs. It also included review of the previous Four Corners studies in 2002 and 2007. A consensus was reached to include an area of approximately 92 square miles (see attached Map 1).

This task also included review of the land use characteristics, identifying proposed developments, listing public agencies with jurisdictional responsibilities, and identifying political subdivisions. (see Chart 1).

# GENERALIZED FUTURE LAND USE



A Partnership of Lake, Orange, Osceola, and Polk Counties  
 The East Central Florida Regional Planning Council  
 and The Central Florida Regional Planning Council  
 March 2002

**Map1: Four Corners Area**

	Land Use Regulations	Transportation Planning	FDOT Districts	Water Mgt. Districts	Impact Fees	Fire ISO Ratings	Future Land Use
<b>Lake County</b>	<ul style="list-style-type: none"> <li>• Comp Plan</li> <li>• Future Land Use</li> <li>• Zoning</li> <li>• Code Enforcement</li> </ul>	Lake/Sumter MPO	District #4	St. Johns	\$10,602	4/4X	<ul style="list-style-type: none"> <li>• Mixed USE/PUD</li> <li>• Residential/multi-family</li> <li>• Retail</li> <li>• Medical/healthcare</li> </ul>
<b>Osceola County</b>	<ul style="list-style-type: none"> <li>• Comp Plan</li> <li>• Future Land Use</li> <li>• Zoning</li> <li>• Code Enforcement</li> </ul>	MetroPlan	District #4	South Florida	\$21,838	4/9X	<ul style="list-style-type: none"> <li>• Tourist Commercial</li> <li>• Medium Density Residential</li> <li>• Low Density Residential</li> </ul>
<b>Orange County</b>	<ul style="list-style-type: none"> <li>• Comp Plan</li> <li>• Future Land Use</li> <li>• Zoning</li> <li>• Code Enforcement</li> </ul>	MetroPlan	District #4	South Florida	\$14,866	1/1X	<ul style="list-style-type: none"> <li>• Commercial</li> <li>• Residential</li> <li>• Tourism</li> </ul>
<b>Polk County</b>	<ul style="list-style-type: none"> <li>• Comp Plan</li> <li>• Future Land Use</li> <li>• Zoning</li> <li>• Code Enforcement</li> </ul>	Polk County TPO	District #1	Southwest Florida	\$8,038	3/3X	<ul style="list-style-type: none"> <li>• Regional Activity Center (X)</li> <li>• Leisure Recreation (LRX)</li> <li>• Single Family Residential (X)</li> </ul>

**Chart 1: Four Corners Area Characteristics**

## Task 2 & 3 Identifying Issues and Strategies

Tasks 2 & 3 related to identifying strategies issues, areas of special importance, specific area strengths, weaknesses, as well as opportunities. Gathering this information was accomplished through a series of meetings with the Council, the various county staffs, and the half-day stakeholder workshop. The results of these inputs are summarized as follows:

- Identified Issues
  - Multi jurisdictions – political subdivisions
- Differences in land use and zoning regulations
  - Differences in impact fee rates
  - Differences in ISO insurance ratings
  - Area not a political priority – lack of voters
  - Concern for affordable housing for employment base
  - Schools to serve the growing resident base
  - Accommodating growing traffic issues for area

In addition to the issues identifies above, the workshop highlighted the strong desire to create an organizational structure to oversee future Four Corners development and advocacy. The type of entity was described as having the following responsibilities:

- Regulatory consistency
- Corridor upgrades
- Sustainable economic development



- Coordinated transportation response
- Public safety
- Affordable housing for employment base
- Promotion and marketing of area as destination
- Advocate for 92 square mile area
- Understanding there are distinct issues depending on location within area

The remaining tasks in the scope related to keeping the Council regularly informed on the fact gathering and observation process, which was done through the monthly meetings, as well as preparation for the Summit (see attached PowerPoint).

## Implications and Interpretation

Based on the input and recommendations from all involved, the Council is now in a position to determine the next steps. As indicated by panelists' and participants' comments at the Summit workshop, there appears to be a very strong consensus to move forward with the establishing a steering committee to determine the type of entity to implement the findings, and to provide input to early staff level coordination among the four counties.

## Recommendations

**Recommendation 1** – The Four Corners Council should convene and establish a Steering Committee to oversee Phase 2 of the Four Corners One Vision process. The Steering Committee should have representation from the public and private sectors.

**Recommendation 1** – Phase 2 of Four Corners One Vision should focus on developing a structure and funding model for a continuing entity tasked with promoting collaboration among public and private stakeholders in the Four Corners area, and on initiating cooperation between the four counties on issues that can be addressed in the short term, particularly regulatory consistency in land use, zoning and Land Development regulations.

**Recommendation 3** – The Steering Committee should work with a technical committee consisting of staff from the Four Corners counties to develop the shorter term measures addressing regulatory consistency in the areas of land use, zoning and LDRs.

# B

## **APPENDIX B: TECHNICAL COMMITTEE MEETING SUMMARIES**

# FOUR CORNERS



“Where Our Futures Meet”

## FOUR CONERS ONE VISION

### TECHNICAL COMMITTEE MEETING 3

May 23, 2019

#### Agenda

#### Objectives

- Review guidance from May 2, 2019 Steering Committee meeting
- Review draft design guideline materials, and develop next steps for adapting to all four counties
- Review and refine draft land use, zoning and LDR matrix, and develop next steps in extending this analysis to all four counties
- Review proposal for Four Corners Transportation Plan
- Develop a menu of potential desired objectives for the transportation portion of the Four Corners One Vision effort
- Identify preparations needed if any, for the June Steering and Technical Committee meetings

#### 2:00 Welcome and introductions

Guidance from May 2, 2019 Steering Committee meeting

Review draft code language for design guidelines

*What needs to happen to adapt these for use in all four counties?*

Review and refine draft land use, zoning and LDR matrix

*Is this a useful format for identifying what might need to be harmonized among the four counties?*

Review Polk proposal for Four Corners Transportation Plan

*How can the Four Corners process contribute to improved transportation outcomes in the Four Corners area?*

Preparation for the June Steering Committee meeting and follow-up Technical Committee work

Next meeting(s)

#### 4:00 Adjourn



# FOUR CORNERS



“Where Our Futures Meet”

## FOUR CORNERS ONE VISION

### TECHNICAL COMMITTEE MEETING 5

August 6, 2019

#### GoTo Meeting Link:

<https://global.gotomeeting.com/join/616785997>

Call-in number: +1 (312) 757-3121

Code: 616-785-997

#### Agenda

##### Objectives

- Review draft potential recommendations worksheet addressing design guidelines, LDR harmonization and transportation
- Review affordable housing tools worksheet
- Discuss and refine workplan and assignments for August – October
- Review “continuing entity” options
- Review draft Steering Committee agenda for August 22

##### 10:00 Welcome and introductions

Updates on recent developments

Review draft potential recommendations worksheet addressing design guidelines, LDR harmonization and transportation

- Questions for clarification and initial comments

Review affordable housing tools worksheet

- Questions for clarification and initial comments

Discuss and refine workplan and assignments for August – October

- Appendix A -- Corridor definition for design guidelines
- Appendix B – County by county code amendments for design guidelines
- Appendix C – County by county code amendments for LDR harmonization
- Appendix D – Transportation projects to be extended across county lines
- Appendix E – Recommended Transit Working Group participants
- Appendix F – Recommended Initial Transportation Working Group participants

Review “continuing entity” options

Review draft Steering Committee agenda for August 22

Next meeting(s)

##### 12:00 Adjourn

**Four Corners  
Preliminary Land Use and Development Standards Matrix  
June 2019**

<b>Land Development Standards</b>	<b>Lake County</b>	<b>Orange County</b>	<b>Osceola County</b>	<b>Polk County</b>
<b>Future Land Use Categories / Residential Density (Low to High)</b>				
1 DU/10 Ac.		X		
1 DU/5 Ac.		X		
1 DU/2 Ac.		X		
1 DU/1 Ac.		X		
Up to 4 DU/Ac.	X	X		
Up to 7 DU/Ac.	X			
Up to 10 DU/Ac. (Orange County MH Park + WF Housing Bonus) (Polk County Leisure/Recreation)		X		X
5 to 40 DU/Ac. (Osceola County Commercial Tourist FLU)			X	
8 to 80 DU/Ac. (Osceola County within ½ mile of US 192)			X	
10 DU/Ac. Minimum (Osceola County Employment Centers)			X	
15 to 25 DU/Ac.				X
No Maximum (Osceola County Employment Center)			X	
PD – Negotiated Density (or Per DRI)		X	X	X
1 DU/ 10,000 SF Commercial	X			



**Four Corners  
Preliminary Land Use and Development Standards Matrix  
June 2019**

Land Development Standards	Lake County	Orange County	Osceola County	Polk County
Future Land Use Categories / Commercial Intensity FAR (Floor Area Ratio)				
0.25 Maximum FAR (Polk County Leisure/Recreational)				X
0.25 to 0.35 FAR (Lake County Urban Low)	X			
0.35 Maximum FAR (Polk County Regional Activity Center)				X
0.35 to 0.50 FAR (Lake County Urban Medium)	X			
1.5 Maximum FAR (Polk County Regional Activity Center) (Orange County C-1 Retail)		X		X
2.5 Maximum FAR (Osceola County Employment Center Zoning District)			X	
3.0 Maximum (Lake County Regional Commercial)	X			
No Minimum FAR (Osceola County Employment Center Zoning District)			X	
No Maximum FAR (Osceola County Commercial Tourist Zoning District)			X	
Building Height				
Residential	-	35 feet	N/A	50 feet (Leisure/Rec.)
Commercial - Mixed Use	50 feet	50 feet	N/A	75 feet
PD Residential	40/50 feet	35 feet	N/A	Varies
PD Commercial	50/75 feet	Varies	N/A	Varies



**Four Corners  
Preliminary Land Use and Development Standards Matrix  
June 2019**

<b>Land Development Standards</b>	<b>Lake County</b>	<b>Orange County</b>	<b>Osceola County</b>	<b>Polk County</b>
<b>Zoning Dimensional Standards</b>				
<b>Residential Setbacks</b>				
<b>Front (Local)</b>	-	35 Feet	N/A	30 feet
<b>Front – US 27</b>	Min. 50 Feet	-	N/A	65 feet
<b>Front – US 192</b>	Min. 50 feet	-	N/A	65 feet
<b>Side</b>	Varies Depends on Buffer	10 feet	N/A	15 feet
<b>Side - Street</b>	Varies	0 or 15 feet	N/A	-
<b>Rear</b>	-	50 feet	N/A	-
<b>Mean High Water</b>	Min. 50 feet	Min. 50 feet		25 feet avg.
<b>Non-Residential Setbacks</b>				
<b>Front</b>	-	25 feet	N/A	30 feet
<b>Front – US 27</b>	50 feet	-	N/A	65 feet
<b>Front – US 192</b>	50 feet	-	N/A	65 feet
<b>Side</b>	-	0 or 15 feet (Residential)	N/A	15 feet
<b>Side Street</b>	-	15 feet		N/A
<b>Rear</b>		20 feet	N/A	15 ft. (RAC)/ 30 ft. (LRX)



**Four Corners  
Preliminary Land Use and Development Standards Matrix  
June 2019**

Land Development Standards	Lake County	Orange County	Osceola County	Polk County
<b>Parking Ratios</b>				
Single Family (Attached) Per Dwelling Unit (Osceola County 0.5 sp. Per Bedroom > 4)	2	2	2 Commercial Tourist Dist.	2
Single Family (Detached) Per Dwelling Unit (Osceola County 0.5 sp. Per Bedroom > 4)	2	2	4 Commercial Tourist Dist.	-
Multi-Family Per Dwelling Unit	1.5/Unit	1.5 to 2	1.5 to 2	2
Hotel/Resorts Per Room	1 + 1 per Emp.	1/1.5 rooms + 1/100 SF Off.	1	1.25
Office	1/200 SF	1/200 SF	1/300 SF	1/300 SF
Personal Services	1/250 SF	1/100 SF (1 <sup>st</sup> Flr.)	1/300 SF	1/200 SF
Restaurant – Drive-Thru	1/75 SF	1/4 Seats +1/75 SF	1/100 SF	1/100 SF
Restaurant – Site-down	1/75 SF	1/4 Seats +1/75 SF	1/100 SF	1/75 SF
Retail Sales and Services	1/200 SF	1/300 SF	1/300 SF	1/300 SF
RV Park Per Unit	1	-	-	2
Vacation Homes/Time Share Per Dwelling Units	-	1.25/Unit = .25 /Lockout	See Residential	2

## Four Corners Preliminary Land Use and Development Standards Matrix June 2019

Land Development Standards	Lake County	Orange County	Osceola County	Polk County
<b>Signage (See Specific Codes for Maximum Copy Area)</b>				
Ground Signs SF – Single Occupancy Site	60 SF/40 SF	80 SF	200 SF (Mon)	80 SF
- Maximum Height: 2-Lane/4-Lane	8 feet/15 feet	10 feet	20 feet	4 ft. w/3 ft. Base
- Setback from ROW	5 feet	10 feet	10 feet	5 to 17+ feet
Wall Signs SF – Single Occupancy Sites	Max. 150 SF	Permitted	1 SF Bldg LF	-
Ground Signs SF – Multiple Occupancy Sites < 500 LF of Frontage	-	1 @ 80 SF	200 SF (Mon)	80 SF
- Centers 10KSF to 75KSF / > 75KSF	75 SF/120 SF	-	-	-
- Centers Up to 10KSF	60 SF	-	-	-
- Maximum Height	20 feet	10 feet	20 feet	4 ft. w/3 ft. Base
- Setback from ROW	10 feet	10 feet	10 feet	5 to 17+ feet
Wall Signs SF – Multiple Occupancy Sites	Max. 150 SF	Permitted	1 SF Bldg LF	-
Pole Signs < 500 LF of Frontage	Not Permitted	1/30 ft. Max Height	50ft. Max Height	40 ft. (RACtr.)
- Maximum Copy Area - 1 Face based on Parcel Size	N/A	300 SF	400 SF	200/300 SF
Billboards	No New ODAs	May Relocate	May Relocate	No New ODAs
- Setback/Height	N/A	15 feet/40 feet	15 feet/50 feet	N/A
Electric Message Centers Allowed	Not Permitted	Yes	Max. 150 SF	Yes



**Four Corners  
Preliminary Land Use and Development Standards Matrix  
June 2019**

Land Development Standards	Lake County	Orange County	Osceola County	Polk County
<b>Impact Fee Estimates</b>				
Single Family Residential	\$12,871	\$14,957	\$21,843	\$8,419
Multi-Family Residential (Rental)	\$9,946	\$9,848	\$18,607	\$5,354
Multi-Family Active Adult Community	\$1,842	-	\$3,257	-
Commercial / 1,000 SF	\$2,213	\$6,739	\$13,499	\$6,514
Office / 1,000 SF	\$2,531	\$6,081	\$2,861	\$3,286
RV Park	-	-	-	\$1,160



# **APPENDIX C: STEERING COMMITTEE MEETING SUMMARIES**





## FOUR CONERS ONE VISION

### STEERING COMMITTEE MEETING

May 2, 2019

#### Agenda

##### Objectives

- Review design guidelines developed for West 192 Community Development District
- Discuss and explore potential applicability of the guidelines to areas of the West 192 and US 27 in Orange, Polk and Lake County
- Review and discuss options for implementation of guidelines and relationship to a possible “continuing entity”
- Begin discussion of transportation issues

- 1:30 Welcome and introductions
- Review of activity since Meeting 1
  - Scheduling upcoming meetings

- 1:45 West 192 Design Guidelines
- Presentation of guidelines -- *Jennifer Gardner, Logan Simpson*
  - Steering Committee discussion – Could the guidelines be applied to areas of West 192 and US 27 in Orange, Polk and Lake Counties? -- *Facilitator*
  - Technical Committee update on next steps to explore wider application of the guidelines -- *TBD*

##### Options for wider implementation of the guidelines

- Review options brief – *Tom Kohler, GAI*
- Steering Committee discussion -- *Facilitator*
- Initial consensus testing -- *Facilitator*

- 2:45 Break

- 3:00 Transportation issues – initial Steering Committee discussion of needs and issues

##### Next steps

- 4:30 Adjourn

# FOUR CORNERS



“Where Our Futures Meet”

## FOUR CORNERS ONE VISION

June 26, 2019

Island Grove Winery at Formosa Gardens  
Second Floor Meeting Rooms  
3011 Formosa Island Blvd  
Kissimmee, Florida 34747

### Agenda

#### Objectives

- Review recent Technical Committee activities
- Review initial information on housing dynamics in the region
- Preliminarily identify housing strategies to explore further
- Prepare for upcoming Steering Committee responsibilities, including development of “continuing entity” recommendations, and review and adoption of Phase 2 recommendations

10:00 Welcome and introductions

Updates on Technical Committee Work – *Rafael Montalvo, facilitator*

- West 192 Design Guidelines
- Harmonization of land use/land development regulations for West 192 Corridor
- Transportation

10:30 Initial Discussion of Affordable/Workforce Housing

- Presentation – *Tom Kohler, GAI*
- Discussion -- *What options would we like the Technical Committee to explore?*

11:15 Next Steps

- August Steering Committee Meeting
- October Steering Committee Meeting
- December Steering Committee Meeting

12:00 Adjourn

# FOUR CORNERS



“Where Our Futures Meet”

## FOUR CORNERS ONE VISION

August 22, 2019

Location TBD

Kissimmee, Florida 34747

### Agenda

#### Objectives

- Review recent Technical Committee activities
- Review initial potential draft recommendations on design guidelines, LDR harmonization, and transportation
- Review Technical Committee feedback on affordable/workforce housing tools
- Identify housing strategies to explore further
- Review and refine “continuing entity” options

10:00 Welcome and introductions

Updates on Technical Committee Work – *Rafael Montalvo, facilitator*

- West 192 Design Guidelines
- Harmonization of land use/land development regulations for West 192 Corridor
- Transportation

10:15 Initial review of potential draft recommendations on design guidelines, LDR harmonization, and transportation

- Presentation – *Technical Committee representative and/or Rafael Montalvo*
- Discussion and feedback to Technical Committee

10:45 Initial review of Technical Committee input affordable/workforce housing tools

- Presentation – *Technical Committee representatives and/or Tom Kohler*
- Discussion – Which tools do we want the Technical Committee to pursue further

11:15 Continuing Entity Options

- Review and evaluation

11:55 Next Steps

- October Steering Committee Meeting
- December Steering Committee Meeting

12:00 Adjourn



***FOUR CORNERS COUNCIL***

***FOUR CORNERS ONE VISION***

***COUNTY MANAGERS AD-HOC MEETING***

***SEPTEMBER 30, 2019***

***MEETING SUMMARY***

Meeting facilitated and report prepared by  
GIA Community Group and  
The Florida Institute of Government at UCF

## Background

On September 30, 2019 the County Administrators of Lake, Orange, Osceola and Polk Counties met to review and discuss an update on the Four Corners, One Vision process. The specific objectives of the meeting were to:

- Review progress in the Vision process to-date
- Review and discuss emerging Steering Committee recommendations regarding a “continuing entity”
- Discuss possible County interactions with the process going forward.

In addition to the managers, attendees included members of the Four Corners support team, Lake and Orange County staff participating on the Steering Committee or supporting the process, and the chair and staff of the Four Corners Vision Council, and a representative of Congressman Spano’s office. The agenda for the meeting was informal, and tracked the objectives listed above.

### Overview of Vision Process Activities To-Date

Tom Kohler with GAI consultants and the support team presented information reviewing the vision process activities to-date. He began by reviewing the outcome of the October 2018 Four Corners Summit, the establishment of the Steering and Technical Committees for the process, and the participation and support received from all four Four Corners counties. He then reviewed the work of the Committees, and the emerging recommendations in the areas of design/land use harmonization, and transportation and transit, and the work to-date on the subject of affordable and workforce housing.

Tom Kohler and Rafael Montalvo then reviewed the outcome of Steering Committee discussions regarding a “continuing entity” to coordinate and promote implementation of the recommendations. They noted that the Steering Committee had outlined the following.

- A governing board composed of public and private sector representatives from each county
- Dedicated staff responsible to the board, to ensure coordination and follow-through (not necessarily full-time)
- County staff designated by each of the Four Corners counties to serve as liaisons to the Four Corners entity and resource and effort coordinators and point persons for their counties.
- A source of dedicated funding. The Steering Committee thought that an MSBU or MSTU would be the most feasible source in the short term.

Tom Kohler then asked the administrators for their initial reactions and suggestions.

## Administrator Discussion

The administrators agreed that the Four Corners effort had been very effective at identifying needed coordination and developing initial responses. They agreed, however, that it would be premature to approach their boards to request support for a continuing entity at this time. The key points leading them to this conclusion were:

- The boards would be more receptive to requests for support after the effort could clearly demonstrate early successes.
- The current structure seems to be working, and should be able to deliver those successes.
- It would actually be easier for the administrators to continue funding at current or even slightly increased levels under the current structure than to seek to establish a permanent structure at this time.
- The “Four Corners” as a single place was not a frequent topic of discussion for their boards, and board members (other than those representing Four Corners districts) therefore might not have a sufficient understanding of the needs of the area and how to address them.
- Additional time and periodic updates to the boards would allow the administrators more time to develop awareness of the Four Corners and the One Vision effort among their board members.

The administrators therefore suggested the following:

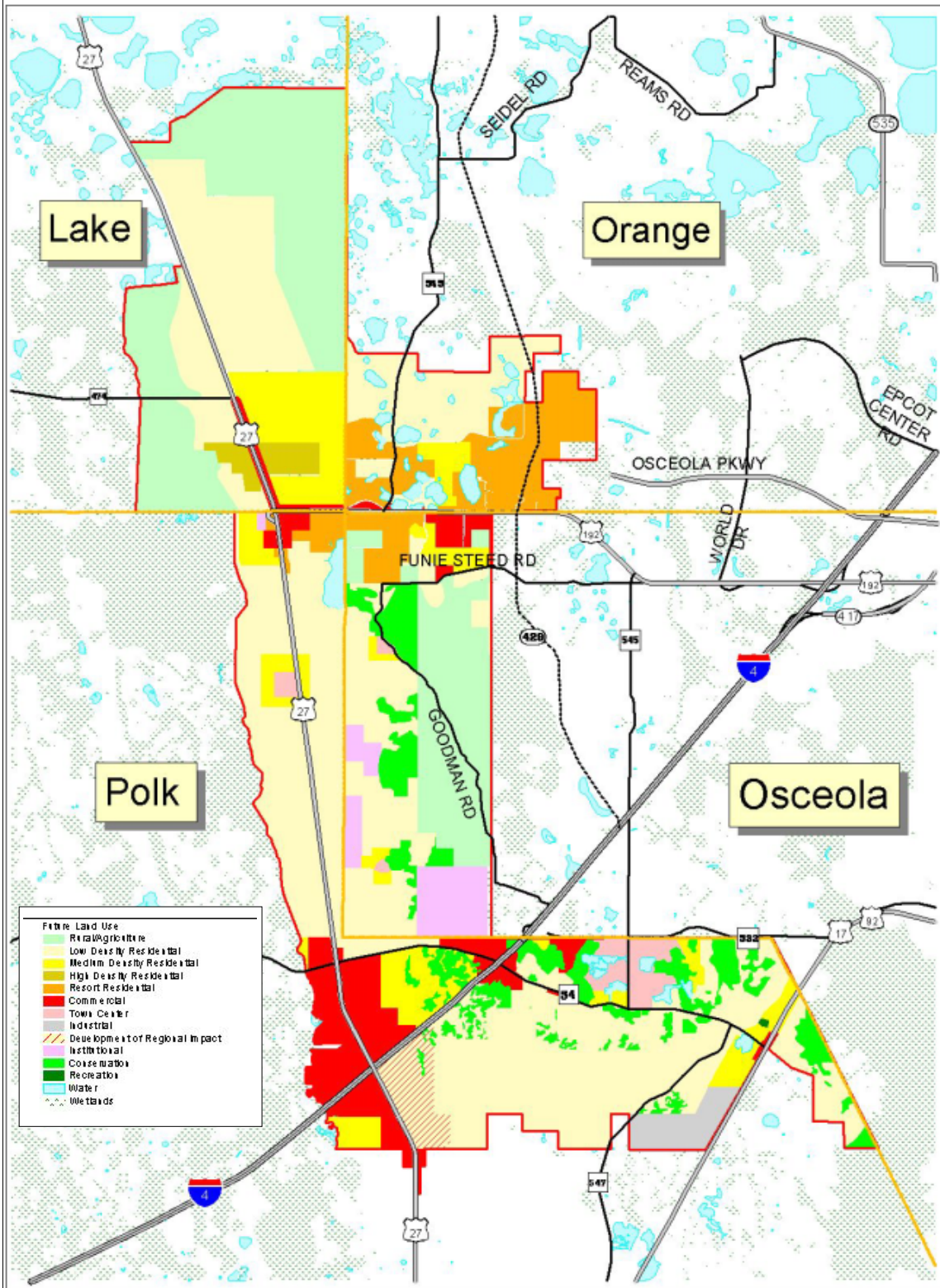
- Continue the Four Corners One Vision effort for a second year under the current structure.
- Seek to demonstrate clear successes during the second year, at a minimum with the design and land use harmonization measures, and ideally with the transportation measures as well.
- Provide periodic updates to the boards, to begin once initial successes are ready.
- Stay in communication with the administrators regarding the progress of the initiative and the scheduling of updates to the boards.
- Request second year funding from the Four Counties at a level that would allow the above activities.
- Reconsider the possibility of establishing the continuing entity at the end of the second year.



# **APPENDIX D: LAND USE/ZONING MAPS**



# GENERALIZED FUTURE LAND USE



A Partnership of Lake, Orange, Osceola, and Polk Counties  
 The East Central Florida Regional Planning Council  
 and The Central Florida Regional Planning Council  
 March 2002



