

INTRODUCTION

The area known as Four Corners is one of the fastest growing portions of central Florida. Positioned midway between the expanding Orlando and Lakeland urban areas, it has the unique characteristic of being part of four counties, four school districts, seven ZIP codes, three area codes, three water management districts, two regional planning councils and multitudes of service providers.

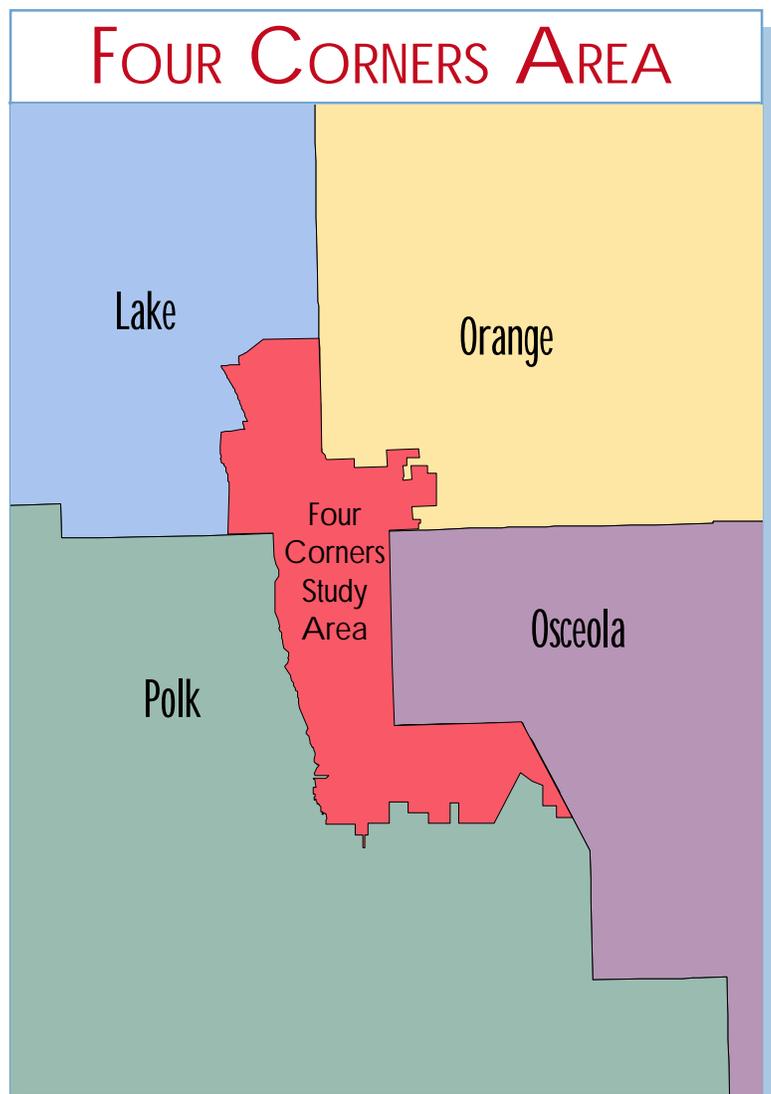
To gain a view of the public services provided in this area, and to begin the process of planning for more efficient delivery of future services, the boards of county commissioners of those counties asked the Central Florida and East Central Florida Regional Planning Councils to coordinate an inventory and assessment of public services needed to support the growing Four Corners area population. Though each service provider prepares detailed plans for how it will provide services, what sometimes is lacking is an overall view of how this multi-county and multi-service district area is being supported. Opportunities for cooperation between providers do exist, but without a broad view and compilation of current service efforts, such opportunities can be missed. Providing this big-picture view and identifying future service needs – at least in a general way – is the objective of this report.

The approach used to prepare this information was somewhat unique. The regional planning councils coordinated the gathering of information and the general analysis of conditions; however, much of the data on conditions was provided by the service

providers themselves, with local assembly and oversight by the staff of each of the county planning departments. This approach has resulted in a low cost yet thorough compilation of conditions and may be a model for similar work on multi-jurisdictional matters elsewhere.

Study Area

Lands to be included in the study area were identified via discussions among planning staff. The goal was to focus on areas that are experiencing rapid development, are adjacent to the county lines and are in need of expanded public services. The resulting study area generally was bounded on the west by



the Green Swamp; on the east by the Davenport Creek and Reedy Creek swamps; on the north by Lake Louisa State Park in Lake County and by the central part of the Horizon West planning area in Orange County; and on the south by the functional areas of the I-4/US 192 interchange and CR 54 corridor in Polk County. The total area is 91 square miles.

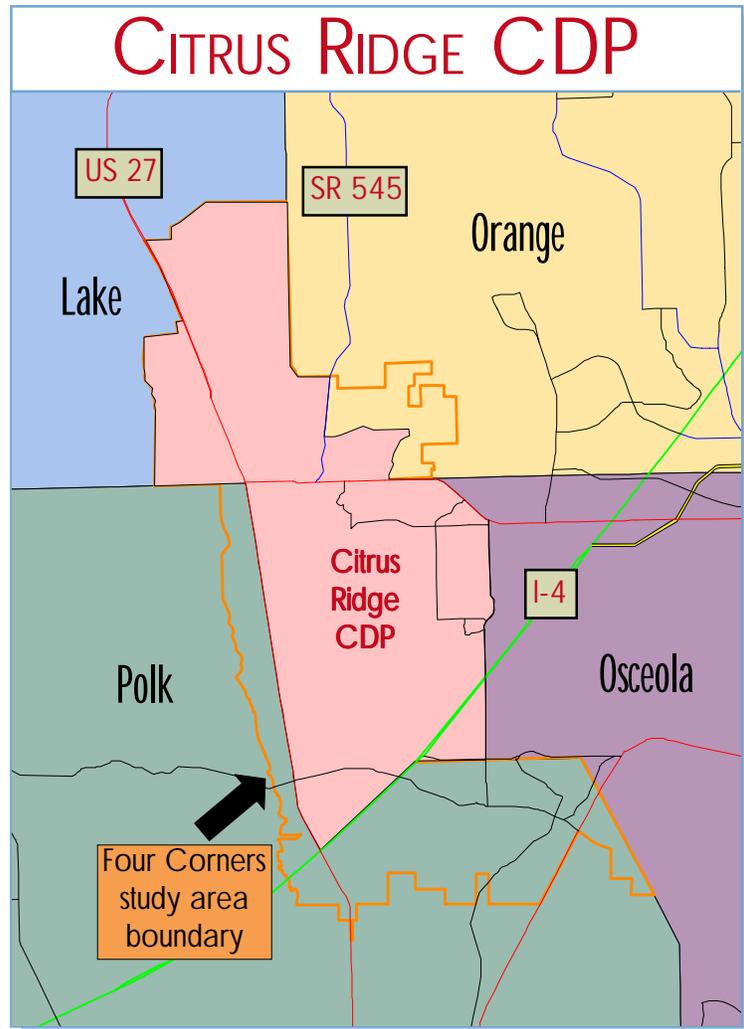
Within this study area, development has focused on the higher lands of the US 27, US 192 and CR 54 corridors. Driving factors have included access to I-4, proximity to the expanding Orlando and Lakeland metropolitan areas, and the influence of Walt Disney World and related tourist development in Orange and Osceola counties.

Current Population

The 2000 population of the Four Corners study area was estimated to be 27,563. This was derived by totaling populations from each of the 2000 U.S. Census of Population census blocks located within the study area, and by estimating the populations of those blocks that were split by the study area boundary.

Characteristics of this population were not available at the block level at the time of this report, and so cannot be presented for the study area. However, the 2000 Census did create the Citrus Ridge Census Designated Place (CDP) and provided data for that area. While the boundaries of the CDP and the study area are not the same, they are similar enough that the CDP's characteristics are likely to be similar to those of the study area.

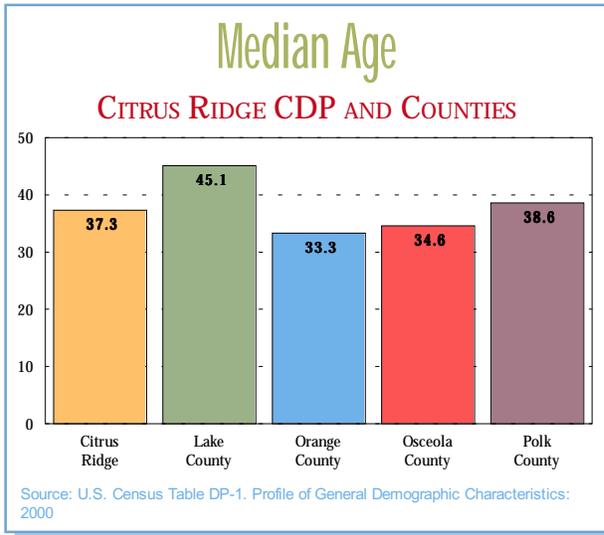
The Census reports that the Citrus Ridge CDP had a 2000 population of 12,015. The characteristics of this population are



compared with those of each of the four counties in the charts on the following pages.

Several statistics are notable. The study area population often is perceived as having a high retiree component. With data showing a median age of 37.3 years and only 13.7 percent of the population over age 65, the Census numbers do not support this assumption, but rather indicate that the Citrus Ridge CDP population is in line with the more urban counties. This may be explained by the likelihood that many retirees who live in the study area are there only on a seasonal basis and recorded their Census information from their permanent home, located outside the study area.

A high percentage of CDP residents (64.5 percent) are between the ages of 20 and 64,



occupied. This percentage is higher than all the surrounding counties with the exception of Lake. (See charts on page 6.)

The general distribution of the Four Corners study area's current population is illustrated on the *Population by Census Block* map on the following page. This map shows the population density in the area, with each dot representing 5 persons. It shows the general concentration of population being focused along US 27 in southern Lake and northern Polk counties and along the CR 54 and CR 532 corridors in Polk County. The Osceola County portion of the area's population is generally sparse, with concentrations in the subdivisions just south of US 192.

what is generally referred to as the working age population. (See *Population by Age* chart below.) The CDP has a higher percentage of younger working-age residents (23.9 percent) than any of the surrounding counties except Orange. It is likely that many of these working-age people are employed in the tourist sector jobs in southwest Orange and northwest Osceola County.

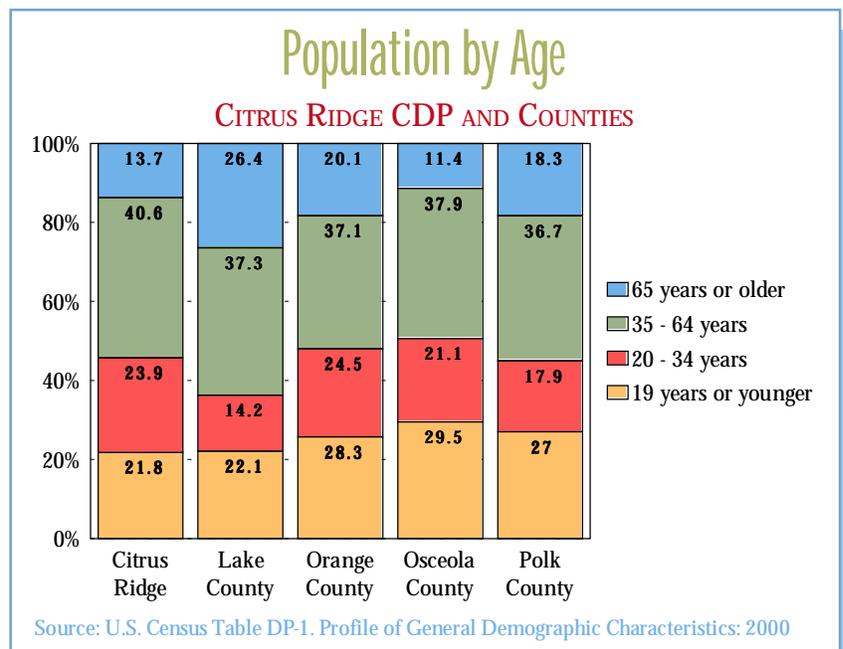
To further help in understanding current population distribution and the extent of current development, existing residential subdivisions are shown on the map on page 5. A list of subdivisions is also included.

The percentage of household units that are shown as *for short term or seasonal use* is high (27.2 percent), and would support a population oriented toward tourist or seasonal use. While the users of these short-term units would not appear in permanent population figures, they represent a sizable part of the overall area population. For example, the Census reports 2,254 seasonal units in the Citrus Ridge CDP. Assuming 2.45 person per unit gives a seasonal population of 5,522 for the CDP.

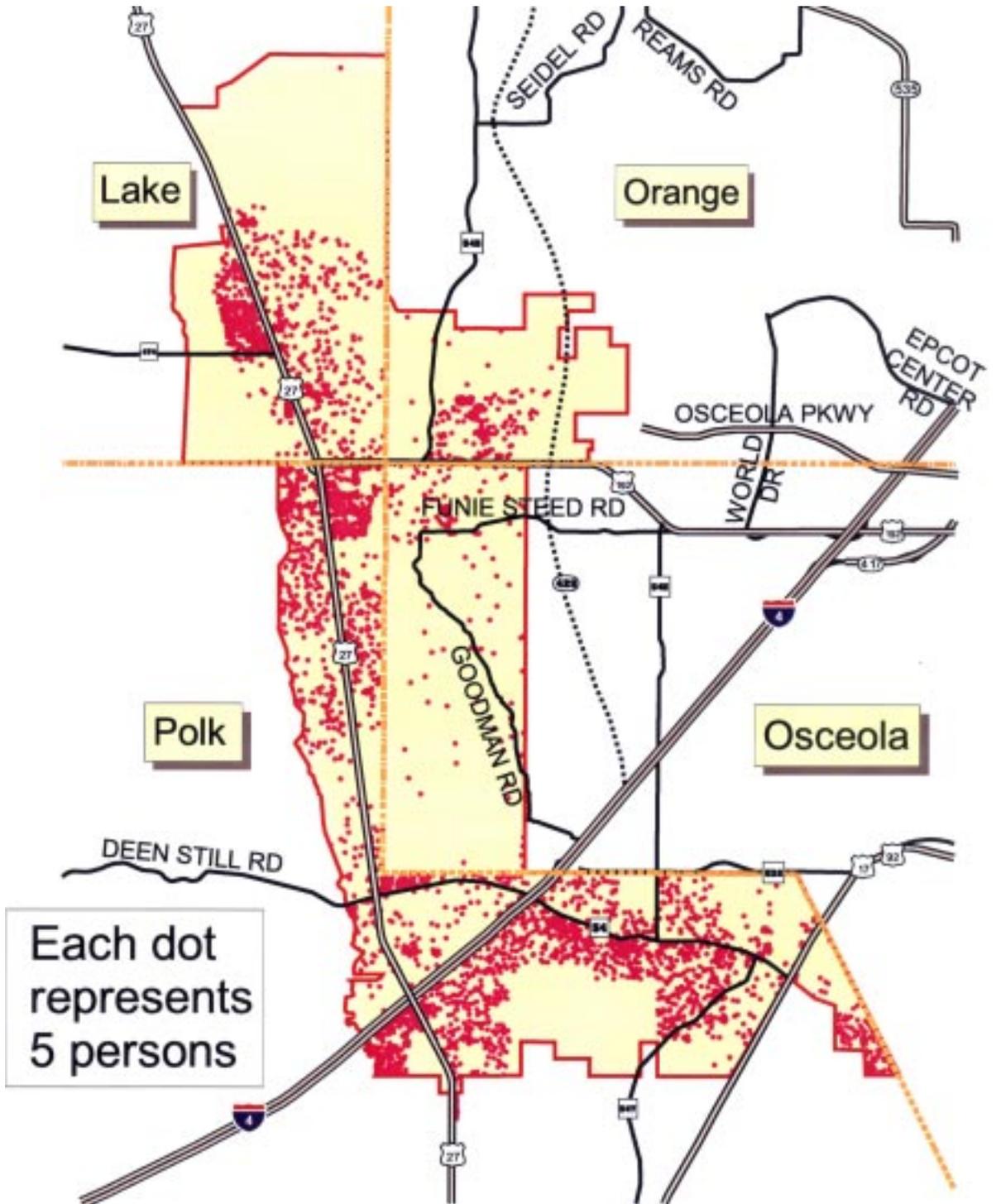
Future Land Use

The adopted Future Land Use maps of each county's comprehensive plan were assembled in a single Generalized Future Land Use

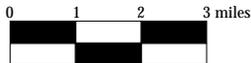
Of the *year-round* housing units in the CDP, nearly 78 percent are owner-



POPULATION BY CENSUS BLOCK

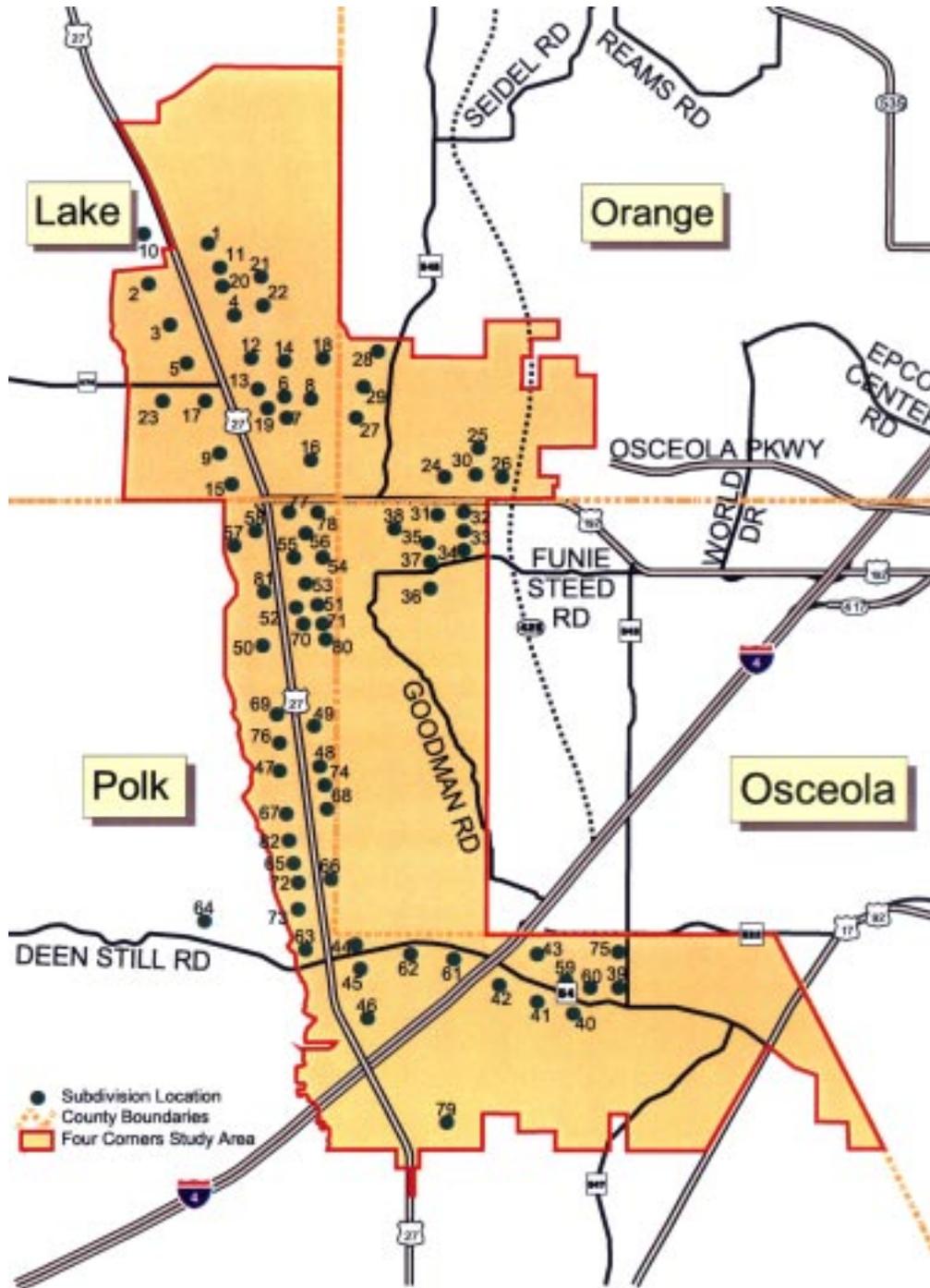


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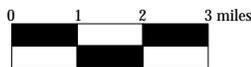


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The East Central Florida Regional Planning Council
and The Central Florida Regional Planning Council
March 2002

SUBDIVISIONS



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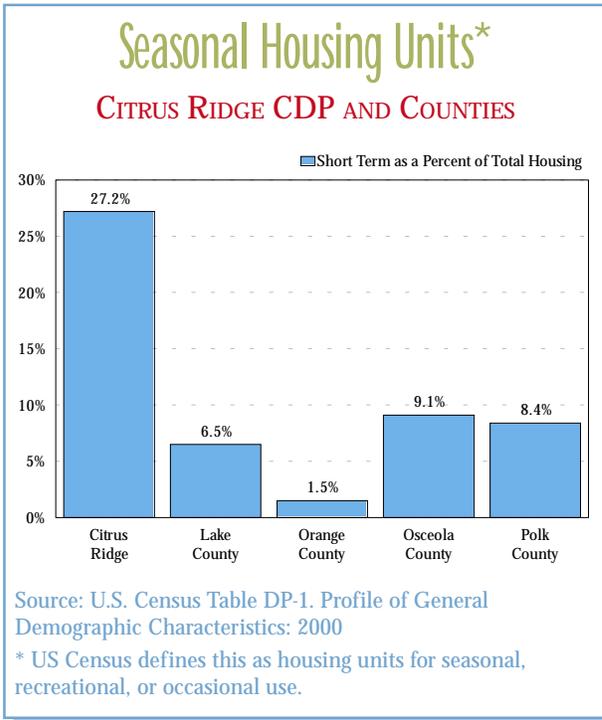
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March 2002

Subdivisions

FOUR CORNERS STUDY AREA

| ID | NAME |
|----|-------------------------------------|
| 1 | Savannas |
| 2 | Weston Hills |
| 3 | Greater Groves |
| 4 | Eagle Ridge |
| 5 | Westchester |
| 6 | Sarah's Place Apts |
| 7 | Woodridge |
| 8 | Clear Lake |
| 9 | Aurora at Cagan Crossing Apts. |
| 10 | Siena Ridge |
| 11 | Orange Tree |
| 12 | Nelson Park Apts |
| 13 | Glenbrook |
| 14 | Sarah's Place 2 Apts. |
| 15 | Ridgepointe at Cagan Crossing Apts. |
| 16 | Summer Bay |
| 17 | Orlando Vacation Resort |
| 18 | Silver Creek |
| 19 | Rain Tree Apts. |
| 20 | Citrus Highlands |
| 21 | Citrus Valley Campgrounds |
| 22 | Thousand Trails |
| 23 | Travel America Orlando Resort |
| 24 | Arrowhead Estates |
| 25 | Vista Del Lago |
| 26 | Orange Lake Golf Resort |
| 27 | Lake Austin |
| 28 | Horizon West Development Area |
| 29 | Outdoor World Orlando |
| 30 | Raccoon Lake |
| 31 | Lindfield Reserve Apts. |
| 32 | Tierra Vista Apts. |
| 33 | Villa at Island Club |
| 34 | Mango Key |
| 35 | Pacific Rim Resort |
| 36 | Lindfields |
| 37 | Sunset Lakes at Lindfield |
| 38 | The Alexan at Legacy Dunes Apts. |
| 39 | Robbins Rest |
| 40 | Sunrise Woods |
| 41 | Briargrove |

| ID | NAME |
|----|-----------------------------|
| 42 | Loma Linda |
| 43 | Bentley Oaks |
| 44 | Loma Del Sol |
| 45 | Loma Vista |
| 46 | Dunson Hills |
| 47 | Westridge |
| 48 | Hampton Lakes |
| 49 | The Ridge |
| 50 | Wellington |
| 51 | Davenport Estates |
| 52 | The Palms |
| 53 | Bass Lake |
| 54 | Davenport Lakes |
| 55 | Espirit |
| 56 | Polo Park East |
| 57 | Polo Park West |
| 58 | Villa at Polo Park |
| 59 | Bridgewater Crossing |
| 60 | Ashley Manor |
| 61 | The Meadows |
| 62 | The Sanctuary at West Haven |
| 63 | Beverly Dawn |
| 64 | Grand Cypress Lucky World |
| 65 | Four Corners |
| 66 | Santa Cruz |
| 67 | Florida Pines |
| 68 | Sunstone Golf Resort |
| 69 | Highlands Reserve |
| 70 | Vista Golf Resort |
| 71 | Magnolia Glen |
| 72 | Tuscan Ridge |
| 73 | Pines West |
| 74 | Palm Key Village |
| 75 | Lakewood RV Resort |
| 76 | Florida Camp Inn |
| 77 | Lake Magic Escort SuperPark |
| 78 | Outdoor Resorts |
| 79 | Posner City Center |
| 80 | Bahama Bay |
| 81 | Windmill Village |
| 82 | Calaby Park |



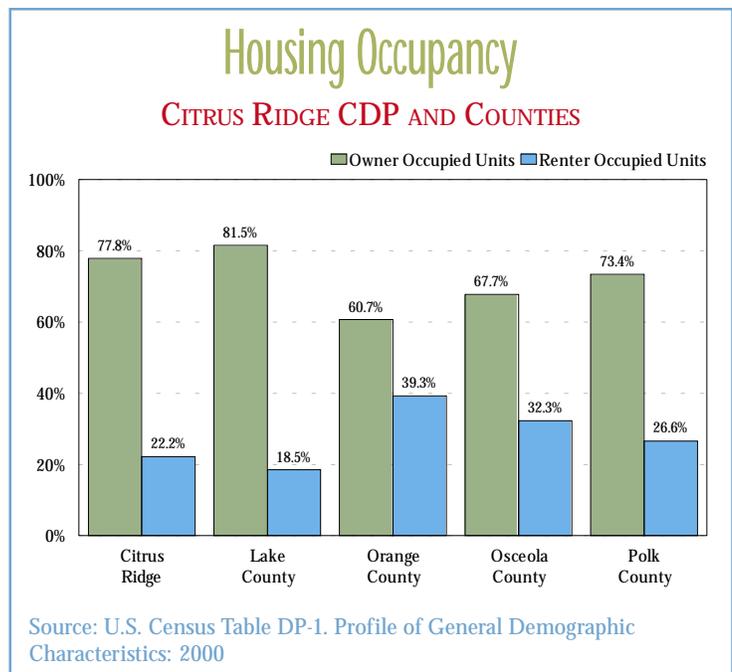
planned on the US 27 corridor in Polk County, approximately in the center of the study area. This development will also be accessible via the parallel Green Swamp Parkway to the west. The town center will likely offer regional-scale uses on US 27 and more locally oriented uses to the westward interior. Another town center is being considered on US 27 a short distance to the south. Just to the east in Osceola County, the West Ridge Area Plan has been adopted. When fully implemented, this plan will create two small town centers along Armadillo Boulevard, which is envisioned to run parallel to US 27.

Together, the Polk and Osceola future land use plans would allow US 27 to operate with an orientation toward regional traffic and regionally scaled land uses (e.g. distribution and large or traveler-oriented commercial), with limited and concentrated access to US 27. The parallel Green Swamp Parkway and Armadillo Boulevard will receive more localized trips and locally oriented commercial, institutional and residential uses. This will allow development of a more integrated community oriented away from US

map, which is included in this report (see foldout map after page 5).

Within the planning horizon of 2020, commercial/industrial development will be highest near the I-4/US 27 interchange, with smaller centers at I-4/CR 54, US 27/US 192 and US 192 west of the planned Western Beltway (SR 429). The US 192 corridor will continue to be oriented toward tourist commercial and short term rentals. US 27 in Lake County will have highway-oriented commercial backed by residential uses, with the Green Swamp to the west and wetland systems to the east concentrating developed uses along the highway corridor. In eastern Polk County, the Loughman settlement will continue as a small residential and commercial center at US 17-92 and CR 54, with industrial uses to the south along US 17-92.

Several emerging land use patterns are illustrated on the future land use map. A major town center is



27, with east-west running cross roads and perhaps area transit (see Transportation and Transit sections) pulling both halves together.

Another town center is planned for Polk County on either side of CR 545 between the Osceola County line and CR 54. This area will provide an opportunity for centralized community services and a means to organize the residential areas rapidly coming together along CR 54. This town center will also abut the Reunion resort area in Osceola County, which is outside of the study area but may benefit from the possible location of services such as police, fire/EMS and library that may be based in this town center.

Future Population

To give an approximation of the future population of the Four Corners area, the future land use maps from each of the four counties were compiled into one map, with

land uses and housing densities generalized to give a uniform picture of the study area. An overview of the assumptions from this process is included as Appendix A.

From these land uses and densities, it was estimated that 104,184 housing units were being accommodated by those portions of the counties' future land use maps that cover the study area. Knowing that seasonal and short-term rentals are an important part of the housing mix (see the *Seasonal Housing Units* chart on page 6), it was assumed that 20 percent of the housing units of Lake, Osceola and Polk counties would be short term. This is less than the current 27 percent of the Citrus Ridge CDP, but in line with Osceola County's current allowance of 20 percent of total units for that purpose. For Orange County, actual approvals showed 2645 new permanent and 2984 total seasonal units. This resulted in an estimated housing stock of 75,351 permanent and 28,832 seasonal housing units in the study area if buildout occurs at the levels of the future land use maps. Using the Citrus Ridge CDP persons per household rate of 2.45 for all units (plus the 2000 Orange County population of 1415) gave study area potential populations of 186,026 permanent or year-round residents and 70,640 residents who stayed on a short term or seasonal basis. A county breakdown of these projections is in the table at left.

Future land use maps for this area were prepared for a year 2020 planning horizon. When this population actually will be realized depends on market forces and other factors, and so it cannot be predicted with certainty. It simply reflects the four counties' desired population levels for the study area, as expressed through the future land use maps, and will be used to examine the trends of public service demands in the study area.

Estimated Future Year-Round Population

FOUR CORNERS STUDY AREA, BY COUNTY

| County | Population | Housing Units |
|----------------------|----------------|----------------|
| Lake Permanent | 55,311 | 22,576 |
| Lake Seasonal | 13,828 | 5,644 |
| Total Lake | 69,139 | 28,220 |
| Orange Permanent | 7,895 | 2,645 |
| Orange Seasonal | 7,311 | 2,984 |
| Total Orange | 15,206 | 5,629 |
| Osceola Permanent | 19,237 | 7,852 |
| Osceola Seasonal | 16,431 | 6,707 |
| Total Osceola | 35,668 | 14,559 |
| Polk Permanent | 103,582 | 42,278 |
| Polk Seasonal | 33,070 | 13,498 |
| Total Polk | 136,652 | 55,776 |
| Total Perm | 186,026 | 75,351 |
| Total Seasonal | 70,640 | 28,832 |
| Total | 256,665 | 104,184 |

LIBRARY SERVICES

Overview

Public libraries are key providers of information for a community, and as the Information Age brings new ways of distributing information, libraries are changing with it. However, libraries - especially suburban branches - also are becoming centers of general community activity and so are expanding from their traditional roles. Today libraries can assume roles such as:

- Community Activities Center
- Community Information Center
- Formal Education Support Center
- Independent Learning Center
- Popular Materials Library
- Preschool Learning Center
- Reference Library
- Research Center

Expansion of the Internet continues to make home access to a variety of information broader and easier. However, current thinking holds that this will not replace the demand for information services available through libraries. A recent article in *Governing* magazine indicates that:

Contrary to predictions of their demise in an era of electronic media and mega-bookstores, libraries in almost every

metropolitan area are thriving on the changes of the past decade: a huge influx of immigrants; networked technology that gives even the tiniest storefront libraries access to materials from around the world; and the disappearance of other community integrators – groceries, banks, post offices and schools – from the urban landscape.¹

The same article summarizes the changing image of the branch library from one of a quiet, scholarly place to that of a neighborhood living room or front porch – a place where everyone in the community can get together and connect with one another. This has included features such as a lounge with television, coffee shops and places where children can be loud, and it has included programs that range from exercise classes to Scrabble clubs to defensive driving instruction.

The need for a central location for locally oriented information – announcements of civic group activities, finding small business services, neighborhood activities, etc. – continues to be a critical need for



Citrus Ridge Library - US 192 and US 27

communities, but often is lacking in suburban settings. The common vehicle for news distribution is television and newspapers. In his report, "Local Places, Global Connections: Libraries in the Digital Age," author Jorge Reina Schement notes that local information distribution often is overlooked: "Large media networks collect audiences by concentrating on stories that appeal to large blocks of viewers and readers. Therefore, suburban and rural citizens are more likely to recognize the name of a city official for whom they can't vote. Individuals who commute to distant workplaces and whose personal networks are spread geographically are further disconnected."²

The branch library in a suburban setting is therefore a critical public service for developing an educated, informed and connected citizenry.

Existing Conditions

The Four Corners area has one library located within it, Lake County's Citrus Ridge branch. This facility is located on US 192 just east of US 27, near the intersection of all four counties.

This location is significant as a visible representation of the most visible example of inter-jurisdictional cooperation presently providing public services to the study area.

The library systems and Boards of County Commissioners of all four counties have established an agreement that allows any resident who has obtained a library card from his home county's library system to have free access to all of the libraries in all four counties. For example, this allows the child living in the Osceola portion of Four Corners to work on homework at Lake County's Citrus Ridge branch, and gives the Polk County

resident who works in downtown Orlando the ability to check out a book at the Orlando Public Library on his lunch hour. Borrowed materials must be returned to the system from which they were borrowed, but the agreement has made considerable progress toward creating a regional library system that is available to all residents.

Up until the Fall of 2001, when these agreements were put in place, residents had to pay an out-of-county fee to obtain a library card from another library system. The year-old Citrus Ridge facility is already the busiest branch in the Lake County system. As of September 30, 2001, total customers with a library card obtained from Citrus Ridge Library were 3,432. Of this, 1,800 (53 percent) were Lake residents, 700 (20 percent) were from Polk, 550 (16 percent) were from Osceola, and 382 (11 percent) were from Orange County.³ This is a significant distribution of cardholders, but only reflects the free agreement between Lake and Orange counties in place at that time.

Forty-eight percent of the card holders at Lake County's Citrus Ridge branch are from other counties. This year-old branch is the busiest in the Lake County system.

On October 1, 2001, the library became available to Polk and

Osceola residents under the agreement; therefore, use by residents from these counties can be expected to increase dramatically. The agreement does not provide for any kind of use reimbursement among the counties, but assumes a net balancing of activity between the systems.

The November 2001 branch facilities plan prepared for Orange County notes that a typical urban or suburban library receives 90 percent of its use from residents within a three mile radius, with a large community library (20,000-25,000 square feet) able to

effectively support a population of 40-60,000 people living within a 2-3 mile radius. A small library (10,000-12,000 SF) can support 20-25,000 residents.⁴

Lake County

The Lake County Library System is a cooperative of nine libraries throughout Lake County. Prior to the opening of the Citrus Ridge branch in August 2000, the nearest public library to the study area in Lake County was the Cooper Memorial Library in Clermont. As of October 2001, the Citrus Ridge branch was averaging 250 visits per day. In addition to its reference, periodical and circulating collections, the library offers adult programs such as computer classes, writers club, book discussions, special speakers on all topics and literacy tutoring (specifically English as a second language) and children's programs. The branch manager characterizes library users as "Tourists, residents of all ages and ethnicity, campers, RVs, timeshare and hotel occupants."⁵

The branch's location - in leased space in a strip shopping center near the county lines - makes it accessible for use by all residents with access to automotive transportation. However, community outreach programs and promotions are currently publicized only to Lake County residents. Additional discussions between the county library systems will likely expand this approach. Lake County plans to build a new, larger library with expanded community room space at a location on US 27 within the study area in 2005 to replace the existing facility. This could be an opportunity for multi-county support for a centralized library facility serving all four counties.

Orange County

The Orange County Library System is a program of Orange County and operates a main library in downtown Orlando and 13

branches. The closest branches to the Four Corners study area are the Windermere Branch - which averages nearly 200 visits per day - and the larger Southwest Branch in the Dr. Phillips area, with in excess of 500 visits per day. Both are nearly 20 miles from the intersection of the four counties.

A recent branch library facilities plan prepared for the Orange County Library System calls for new branch facilities, but none are proposed to be closer to the study area than the existing facilities.⁶ As the Horizon West area develops, stronger demand will emerge for an Orange County branch library.

Osceola County

The Osceola County Library System is a program of Osceola County and operates a main library in downtown Kissimmee, 3 full branch facilities and several limited use locations. The nearest to the Four Corners study area is the Poinciana branch located outside of the study area about 10 miles from Loughman at 101 N. Doverplum Road, and the limited use Celebration facility located in conjunction with the Celebration public school. The Poinciana branch had nearly 200 users per day during FY 2000-01, had roughly 8,600 patrons with cards, and had more than 45,000 books on its shelves.

Osceola County currently has no plans to locate facilities closer to the Four Corners study area, but is preparing to conduct a plan for the Osceola County Library System that will look at library service needs of the entire county and determine where new facilities need to be located. Four Corners growth will be considered in this plan. The Four Corners elementary and middle charter schools may provide an opportunity for library expansion in conjunction with the schools. However, the county has tried this approach by locating a branch within the Celebration School, with limited success. As the library is located

within the school campus, security concerns have limited its availability to school hours, with access constraints on the general public even during those times. A physically separate, but proximate location might overcome this issue.

Polk County

The Polk County Library Cooperative was established in 1997 and is an association of 13 municipal libraries within Polk County. The Cooperative has a governing board of representatives of each of the participating 13 cities and Polk County. The Polk County Board of County Commissioners acts as the administrator for the cooperative.

Nearest libraries to the Four Corners study area are in Haines City and Polk City. There are no plans for new libraries closer to the study area; however, the Cooperative is exploring reciprocal borrowing agreements with the library systems of the Tampa area similar to those with the counties of the Four Corners study area. Such an arrangement would effectively make the Polk County Cooperative the largest library system in the state, with a Polk County resident able to borrow materials from any library between Orlando and Tampa. The potential for such an arrangement underscores the central roles that Polk County and the Four Corners area play in joining the two metropolitan regions of Central Florida.

Summary of Future Conditions

Projected library space needs for the study area, based on year-round populations derived from the county future land use maps, results in the space needs listed in the table below.

Using the library size criteria presented earlier, these results indicate that future Lake County residents could support a large community library of 20-25,000 square feet, Osceola could support a small branch of 10-12,000 square feet and Polk County could support one or two large community libraries. The Orange County population will likely support development of a library in the Horizon West area. These demands could be addressed, at least in the near term, through cooperative library facilities among the counties.

Opportunities

- Lake County’s planned construction in 2005 of a replacement library branch in the study area on US 27 is an opportunity for inter-county funding and operational support. Creation of a cooperative board of multi-county representatives may be one way to provide administration for this if it became a full inter-county effort.
- Providing libraries in conjunction with the school boards or community colleges may provide opportunities for efficient provision of service, if public access constraints often associated with school campuses can be overcome.
- Continued efforts to provide inter-system cooperation in access to materials, programs and promotion of services will provide a more efficient and community-oriented library service.
- Library branches should be associated with - or be located within - a comfortable walk of other public and business services that attract routine use, such as government branch offices, community

| | Lake | Orange | Osceola | Polk |
|-------------|--------|--------|---------|--------|
| Square Feet | 33,187 | 4,737 | 11,542 | 62,149 |

* Based on 0.6 square feet per capita.

centers, police substations, cultural facilities, grocery stores, pharmacies, or medical offices.

- Library facilities should be located either as free-standing community focal points or within a cluster of commercial and other governmental uses, provided the location provides easy accessibility to adjacent residential areas and that it is part of a functional community center.

Notes

- 1 "Branching Out," *Governing*, October, 2001, pp. 26-29.
- 2 Schement, Jorge Reina, *Local Places, Global Connections: Libraries in the Digital Age*, The Benton Foundation, <http://www.benton.org/Library/Libraries/preface.html> Accessed 12/5/01.
- 3 Melissa McKie, Citrus Ridge Library Branch Manager, Personal Correspondence Oct. 26, 2001.
- 4 "Branch Library Facilities Plan," Orange County Library System, Nov. 2001, p 11.
- 5 Melissa McKie, Citrus Ridge Library Branch Manager, Personal Correspondence Oct. 26, 2001.
- 6 "Branch Library Facilities Plan," Orange County Library System, Nov. 2001.

SCHOOLS

Current Conditions

The Four Corners area is home to three public school campuses –Four Corners School and Middle School in Osceola County, and Loughman Oaks Elementary and Ridgeview Global Studies Academy in Polk County. Of these, the Four Corners school is distinctive, as its charter allows it to accept students from all four counties, if the individual counties agree to support it.

There are no firm plans to build additional campuses within the study area at this time.

Schools Within the Four Corners Area

Four Corners Charter School:

The Four Corners Charter School represents a major step toward providing community-based educational

services to the Four Corners study area. In a combined effort between the school boards of Osceola and Lake counties, a charter to provide pre-K through 8th grade instruction was created, which resulted in the opening of an elementary school in August 2000 and a middle school the following year. The two boards used a private contractor, Haskell Educational Services, to provide the initial organization and facility construction, with land provided by the City of Kissimmee and

\$1.2 million in site development funds from the School District of Osceola County. The schools are operated by Chancellor Academies, Inc. with the provision that at the time of charter expiration, the facilities will become part of Osceola County's school system.¹

No tuition is charged. The charter allows for students from all four counties to attend, provided that the respective counties support this through a per-student fee each year. During the 2001-2002 school year, only Osceola and Lake counties have opted to participate, so new enrollments are presently split 50-50 between those counties. The school indicates that there are 300 middle

school and 700 elementary students presently enrolled.

Ridgeview Global Studies Academy:

The Ridgeview Global Studies Academy is a conversion charter school located on Dunson Road in Polk County. It has a Davenport address. Current enrollment is 587, and the school is



Four Corners School

considered to be at 95 percent of capacity.² The school currently has grades K-5 and takes Polk County students that live north of I-4 and west of US 27 south of I-4. One must apply by application made at the school. Applications are processed by the Polk County School Board. The school has asked the Polk County School Board for approval of a 3rd wing to add room for 250 more students. Polk County School Board member Andrea Whiteley was quoted in an article from Fall 2001 stating she believed the third wing would

warrant opening in Fall 2003. The school would be willing to expand to include a middle school if the county wishes, unless the county builds a middle-senior school on its own in the area.

Loughman Oaks Elementary: Loughman Oaks Elementary currently takes only Polk County students living south of I-4 and east of US 27. The school is located west of US 17/92 and has a Davenport address. Enrollment is currently at 694, which is about 80 percent capacity.³

Schools Outside the Four Corners Area

There are several schools in each of the four counties that accommodate those students not served by schools in the Four Corners Area. Lake County students not attending the Four Corners Charter School travel to the Clermont area. Those in Orange County travel to elementary, middle and high schools in the Winter Garden area. Osceola County students not attending the Four Corners Charter School travel to the Poinciana area or Celebration. Students in Polk County have the opportunity to attend elementary school relatively close by, but middle and high school students travel to Haines City campuses.

Lake County: Elementary students in the Lake County portion of the study area not attending the Four Corners Charter School and living west of US 27 attend school at Clermont Elementary in Clermont. Those on the east side of US 27 attend Lost Lake Elementary, also in Clermont. Middle schoolers travel to Windy Hill Middle on Hancock Road in Clermont. Eighth and ninth graders travel to separate campuses in

Clermont and Groveland, respectively, and students in 10th grade and above attend South Lake High School west of Clermont.

Both the middle school and high school are over capacity. This has been lessened somewhat by moving 8th graders from the middle school into an 8th grade center in Clermont and 9th graders from the high school to a 9th grade center in Groveland; however, both facilities remain significantly over their design capacity. A new high school is being constructed at a location near the Windy Hill Middle School on the east side of Clermont, which will take all students in grades 9 and above from the study area and elsewhere when it is opened. It is expected to be at its 1,400 student capacity upon opening.

Orange County: Orange County students are served by Lake Whitney Elementary, Lakeview Middle and West Orange High schools, all located in the Winter Garden area. It is expected that as the Horizon

West area develops, populations will justify construction of elementary and middle schools much closer to the study area. The school board is not supporting the Four Corners Charter school at this time, so Orange County students are not currently eligible to enroll at that facility.

Osceola County: Those students in the Osceola County portion of the study area not attending the Four Corners Charter School are assigned to Reedy Creek Elementary, Horizon Middle or Poinciana High, all located north of Poinciana. The Celebration School in Celebration covers all grades and has 50 percent of its seats reserved for Celebration residents and the remaining 50

The Four Corners area population is likely at the intended capacity for a middle school and high school, or a combination middle/high school.

percent open to any student in the county. Some students from the Four Corners area attend this school, though a number was not available. A new Celebration School for grades K-12 is being built and will be open for the 2002-03 school year.

The Westridge Area Plan - which is within the study area - anticipates construction of two elementary schools and a middle school at a later date. If the charter for the Four Corners Charter School should expire, that facility will revert to the Osceola public school system and will be used to meet this anticipated need.

Polk County: Elementary students from the Polk County portion of the study area currently are assigned to Loughman Oaks Elementary. There is also the option to enroll at Ridgeview Global Studies Academy, a conversion charter school near the US 27 and I-4 interchange and within the study area; or the Davenport School of the Arts in the center of Davenport about five miles from Loughman. All three of these schools are operated by Polk County and are available to Polk County students only.

Middle school students attend Boone Middle school and high schoolers attend Haines City Senior High, both of which are located in Haines City. The school board is not supporting the Four Corners Charter school at this time (although initially they did), so new Polk County students are not currently eligible to enroll at that facility.

Student Distribution

The 2000 Census data describing the student population was not available at the time of this writing. To get an idea of the size of the student population in the study area that attend area schools outside the study area, transportation coordinators for each of the school districts were interviewed. These individuals coordinate bus routes for the schools and are knowledgeable of how their

buses travel and the number of students traveling on them.

The results shown in the table on page 16 do not include those who ride to school in car pools, drive themselves or travel by other than school operated bus. Plus, they may include students from outside of the study area, though the bus routes are fairly specific in where they pick up students. The results, therefore, are most valuable for demonstrating trends rather than for hard numbers. They point out the dependence on Four Corners residents on schools that are outside of the study area.

The designed capacity of each school also is shown, along with its total enrollment for the 2001-2002 school year. Total enrollment consists of students from all areas. The information shows that all but one of the public high schools serving the Four Corners is over capacity, and the one that is not (West Orange) still has an enrollment of over 2,000 students. (West Orange was over capacity until this school year, when a new high school - Olympia High School - opened east of Windermere to relieve overcrowding at West Orange and Dr. Phillips high schools.) Three of five middle schools are at or above capacity, but only three of nine elementary schools are at or above capacity.

From the bus rider survey, there are approximately 470 elementary students riding buses out of the study area to attend school each day. No figure was available for additional students who are driven to school or for those attending the Celebration School. New state criteria for elementary schools designed after July 1, 2003 call for them to be designed as 500 student "small schools."⁴ If the total elementary bus riders traveling out of the area to school were considered as a single population, the results would suggest that the study area could presently support an additional elementary school.⁵

The same information shows that there are

School Capacity and Busing

FOUR CORNERS STUDY AREA

| Public School Students Bused Daily from the Four Corners Study Area | | School Capacity v. Enrollment | | |
|---|---------------------------|-------------------------------|--------------------|-------|
| School | Study Area Students | School Capacity | 2001-02 Enrollment | |
| L a k e | Clermont Elementary | 20 | 782 | 692 |
| | Lost Lake Elementary | *115 | 865 | 1,125 |
| | Windy Hill Middle | 140 | 1,000 | 1,300 |
| | Gray 8th Grade Center | 100 | | |
| | 9th Grade Center | 100 | | |
| | South Lake High School | 200 | 1,400 | 2,000 |
| | Total Lake County | 675 | | |
| O r a n g e | Lake Whitney Elementary | 115 | 802 | 1,127 |
| | Lakeview Middle | 56 | 1,243 | 1,132 |
| | West Orange High School | 64 | 2,312 | 2,153 |
| | Total Orange County | 235 | | |
| O s c e o l a | Reedy Creek Elementary | 150 | 1,150 | 1,072 |
| | Horizon Middle | 200 | 1,153 | 1,069 |
| | Poinciana High School | 200 | 2,295 | 2,462 |
| | Celebration School (K-8) | *** | 1,251 | 1,090 |
| | Celebration School (9-12) | *** | 1,960 | 2,488 |
| Total Osceola County | 550 | | | |
| P o l k | Davenport School of Arts | 70 | 620 | 434 |
| | Boone Middle | 156 | 1,050 | 1,049 |
| | Haines City High School | 143 | 1,912 | 1,912 |
| | Total Polk County | 369 | | |
| Total Public School Students Now Busing Out of the Study Area | | 1,829 | | |

* Includes 25 known car riders

*** Data not available

Capacity and enrollment figures from school principals

the intended capacity for a middle school and high school or a combination middle/high school.

Summary of Future Conditions

Based on the housing that is allowed under the future land use maps of the county comprehensive plans, the future student populations are estimated in the table on page 17.

With state standards calling for future schools to be designed for enrollments of 500 for elementary, 700 for middle and 900 for high schools, the demand for schools in the study area will be strong if future land use map intensities are realized.

Though growth will bring additional students to each of the counties to the point that each county will be able to support additional schools just for their own students, the initial success of the Four Corners Charter School demonstrates that multi-county schools can be successful and can be rapidly and affordably provided through

cooperative measures.

Opportunities

- The county school districts should consider collaborating again for development of a new elementary, a new

652 middle school and 707 high school students busing out of the area, not including Celebration School students. New state criteria also call for middle schools to be designed for 700 students and high schools for 900 students and, if they were able to draw students from all four counties, would indicate that the study area now is likely at

Public Schools

FOUR CORNERS STUDY AREA, BY COUNTY

| Public Schools Within the Four Corners Study Area | | | | |
|--|---------------------------------|----------|-----------------|--------------------|
| School | | Students | School Capacity | 2001-02 Enrollment |
| Osceola | Four Corners Charter Elementary | 700 | 700 | 700 |
| | Four Corners Charter Middle | 300 | 300 | 300 |
| Polk | Loughman Oaks Elementary | 694 | 870 | 694 |
| | Ridgeview Global (Elementary) | 587 | 620 | 587 |
| Total Public School Students Attending Within the Study Area | | 2,281 | | |

shared. Possible cooperators include parks, public libraries, police sub-stations, YMCAs, health centers and similar services. (See Appendix B.)

Notes

1US Charterschools.org web site: <http://www.uscharterschools.org/cs/fldeg/view/s/653>, Dec. 10, 2001.

2Mr. Ralph Frier, Principal, Global Studies Academy.

3Mr. Jose Perez, Principal, Loughman oaks Elementary.

4Section 235.2157, Florida Statutes.

5 State law allows for these small schools to be arranged as multiple divisions of a larger school in a single facility, that is as a "school-within-a-school" as defined in 230.23(20), F.S.

middle and a new high school, or middle/high school combination, within the study area. This would give students from all four counties the ability to attend local schools and should include equitable reimbursement of construction and operating costs among the counties. As the area grows, these facilities should be allowed to revert to single district campuses, if that is the community's desire.

- New schools should consider incorporating other community services, both public and private, into their campuses to create functional centers and to reduce costs where facilities can be

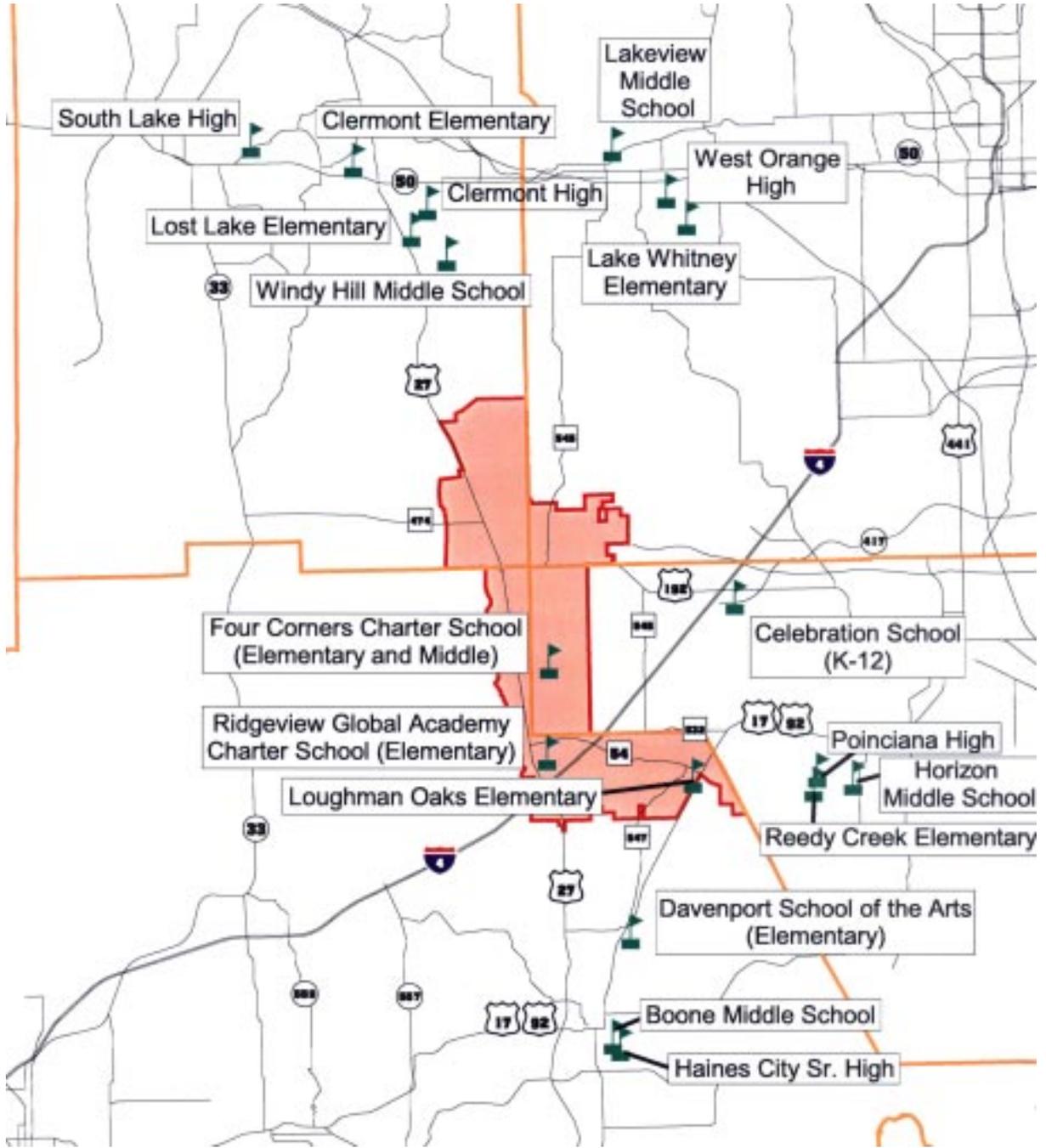
Future Student Populations*

FOUR CORNERS STUDY AREA, BY COUNTY

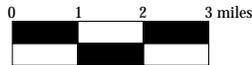
| County | Elementary | Middle | High | Total |
|---------|------------|--------|-------|--------|
| Lake | 3,793 | 1,716 | 1,919 | 7,428 |
| Orange | 233 | 54 | 63 | 1,302 |
| Osceola | 2,356 | 1,178 | 1,178 | 4,711 |
| Polk | 12,683 | 6,342 | 6,342 | 25,367 |
| Total | 19,483 | 9,535 | 9,790 | 38,807 |

* Factors: Lake: 0.168 elementary, 0.076 middle, 0.085 high students per dwelling unit (DU). Orange: 0.404 students per DU. Of those, 50% are elementary, 23% are middle, 27% are high. Osceola: 0.6 students per DU. Of those, 50% are elementary, 25% are middle, 25% are high. Polk: 0.6 students per DU. Of those, 50% are elementary, 25% are middle, 25% are high.

PUBLIC SCHOOLS



2



A Partnership of Lake, Orange, Osceola, and Polk Counties
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March 2002

PARKS

Overview

Developed parks and recreation facilities are provided in the Four Corners study area through private facilities - such as area golf courses - and the recreational programs of some subdivisions, and through public facilities operated by the counties or school districts. Small subdivision or neighborhood-oriented facilities make an important contribution to the parks and recreation mix and should not be discounted.

However, as access to subdivision facilities generally is limited to their respective residents and their guests, they were not included in the scope of this inventory.

The publicly-sponsored recreational facilities within the study area are limited to one park in the Loughman area and small sports fields at the three elementary schools.

Natural resource-based parks often serve a regional user base and are located based upon their inherent natural qualities. There are none in the study area, though the Lake Louisa State Park is located a short distance to the north in Lake County. The Green Swamp Area of Critical State Concern is an expanse of rural lands immediately west of the study area in Polk and Lake counties. Though its lands for the most part are not developed for public access and it includes many acres of private holdings, it does offer such recreational amenities as the General Van Fleet trail and the 4,822 acre Hilochee Wildlife Management Area, the latter located just west of the Lake County portion of the Four Corners area .

Within the Four Corners area are several private parcels of native habitat known collectively as the Lake Davenport CARL site,

of state significance for their collection of scrub habitat and protected plants and animals. Efforts to protect these lands and make them available for limited, undeveloped public use are continuing.

The Four Corners area - especially the US 27 corridor - also is notable for being a dividing line between the Green Swamp Area of Critical State Concern on the west and the Davenport Creek natural system on the east. The Green Swamp has surface drainage and natural continuity to the western and northern parts of Florida, while the Davenport Creek system links to the Reedy

Creek and Kissimmee River systems to the eastern and southern parts of the state. Maintaining or re-establishing natural connections between these two systems could be of state significance in ensuring the long-term genetic flow of plants and animals between the two halves of the state. Planning for such corridors also could potentially provide for recreation trails, passive parks,

open space and related benefits. Given the rate of current development, there likely is only a short window of opportunity to develop such a linkage, and this will require participation by all four counties for coordination and implementation.

Several private golf courses within or adjacent to the study area provide recreational opportunities. Within Polk County's portion of the study area are five courses, each with 18 holes: Polo Park East, Polo Park West, Highlands Reserve, Vista Golf Resort and Deer Creek, all public. In Orange County are two private courses: Orange Lake Country Club 1 and 2. Osceola County has ChampionsGate courses 1 and 2 within the study area and The Palms Golf Resort and 3 courses at the Reunion resort just outside the area, the latter being under construction.

Presently there is one park in the Four Corners area, Loughman Park in Polk County.

Lake County

There are no active parks or recreational facilities existing or planned for the Lake County portion of the study area. As noted above, the Hilochee Management Area is located west and north of the study area, with a hunting check station south of CR 474. The 4,372 acre Lake Louisa State Park is located north of the study area, and a new camping area with 50-60 cabins is under construction 8 miles north of the intersection of US 27 and US 192. In a joint local/state concept, the county has looked at leasing land within the park along US 27 for use as active recreation; however, this may conflict with the park's goal of providing nature-based recreation.

Lake County has adopted a general recreation level of service standard of 0.92 acres of activity-based recreation space per 1,000 population.¹ Applying that factor to the future population results in an estimated need for 64 acres of parkland at buildout. A county-wide parks planning effort is expected in the next year or two.

Orange County

There are no active parks or recreational facilities existing or planned for the Orange County portion of the study area. The minimum LOS Orange County strives to maintain is 1.5 acres of activity-based parkland per 1,000 unincorporated population. However, the goal is 2.5 acres of parkland and trails for active recreation within Orange County.² Village I of the Horizon West planning area - which is included in the Four Corners study area - is expected to have neighborhood-scale recreational facilities at least. Horizon West development will use a factor of 1 acre of public facilities (including non-recreational uses) per 6.5 acres of net developable land. Using the 1.5 acre factor and the projected future population results in an estimated need of 23 acres of parkland.

Osceola County

There are no active parks or recreational facilities existing or planned for the Osceola County portion of the study area. The County has adopted a general level of service standard of one acre of community park per 1,000 population, or 36 acres for the projected future population. A 1999 Parks and Recreation Master Plan concluded that the Osceola County portion of the Four Corners area had a current need for a neighborhood-scale park in the Lindfields area, as well as two more such parks outside of the study area to the east.³

Polk County

The level of service for Polk County for parks is 6.95 acres of park land for every 1,000 persons and includes both active and passive park lands.⁴ This rate results in an estimated future need of 950 acres. A standard just for active recreation has not been adopted. The only park presently in the Four Corners area is the Loughman Park in Polk County. This is a 7-acre park with 3 softball/baseball fields, a basketball court, volleyball court, playground equipment, pavilion and restrooms. It is located on the Old Kissimmee Road in Loughman.

Polk County has contributed toward construction of a gymnasium/auditorium in a subdivision in the Poinciana community, with the provision that it be open to all members of the public and if any use charges are made, there be no distinction based on residency. Though the facility is outside the study area, it serves as an example of public-private cooperation in providing recreational services.

There are plans for a roughly 200-acre regional park in the Loughman area, and a site search is now being conducted.

The County Parks Department divides the County into four districts. District 4 serves the entire northeast section of the County,

generally north and east of Polk City, Lake Alfred, Winter Haven and Lake Wales. The county projects needs in this area for baseball/softball fields, football/soccer fields, swimming pools and tennis courts for the year 2000 and 2010.

In its CR 54/Loughman Selected Area Plan planning effort, the county has identified a need for 340 acres of regional parks for that planning area by the time of area buildout.⁵ The current search for a regional park site will address at least a portion of that need.

Summary of Future Conditions

Though only Polk County has a park currently planned for the study area - and the planned park will be in the Loughman area, where the only existing park is located - all four counties call for new development to plan for open space and to support the provision of recreational facilities.

Cooperation between related service providers may result in innovative approaches to providing combined recreation facilities. For example, the Lake Nona development in Orlando now features an elementary school that cooperated with the city parks department in its recreational fields, the local YMCA in co-locating an exercise facility and community center, and a local hospital in establishing a health facility. A fact sheet on this project prepared by the Urban Land Institute is included as Appendix A.

Opportunities

- Parks should be provided at a variety of scales to serve neighborhood and area-wide needs consistent with comprehensive planning guidelines. Smaller open space areas located within neighborhoods provide opportunities for physical activity and chance meetings of people. Game courts and playfields should be designed to make the action visible to passersby as

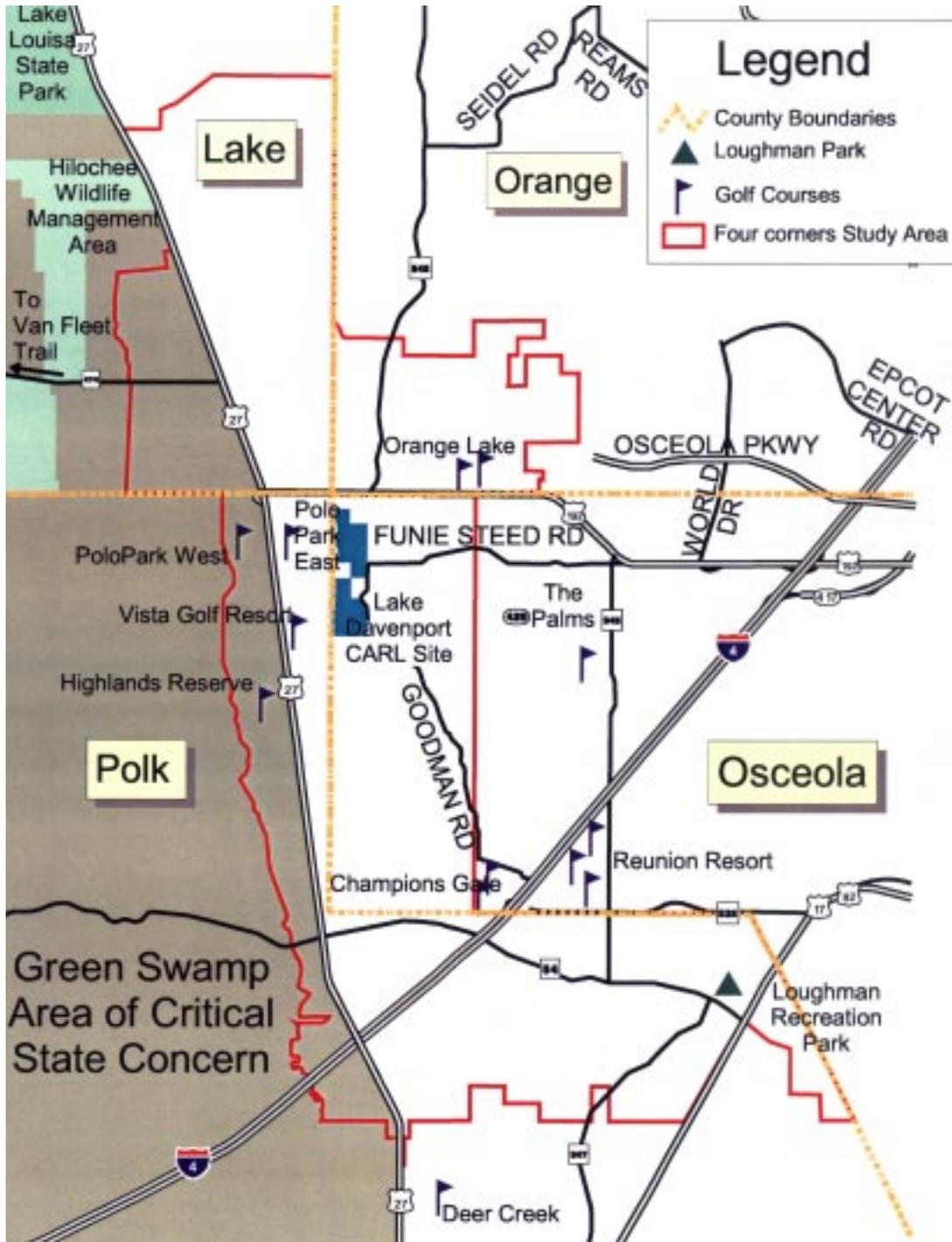
an invitation to observe or participate.

- Though perhaps not planned to serve more than one county, the larger facilities will attract residents from nearby portions of the study area regardless of county of residence. Access to such parks should be available to all residents of the Four Corners study area, as libraries of all counties now are. Access should have pedestrian integration with adjacent residential neighborhoods - even across county lines - whether by neighborhood sidewalks or an inter-county trails system.
- Consideration should be given to locating active parks in conjunction with school playfields and campuses. Private and quasi-public health facilities may be able to contribute to the vitality of such complexes by locating within or proximate to such centers.
- A system of natural corridors for open space, trails and wildlife linkages throughout the study area and especially across the US 27 and US 192 corridors should be planned jointly by all four counties. This effort could be patterned after similar joint planning efforts recently completed by the East Central Florida Regional Planning Council for Lake Apopka and for Volusia County.
- Public services and infrastructure provision should be used to direct urban levels of development away from sensitive natural areas such as the Green Swamp, Davenport Creek, Reedy Creek and the wetland systems between Lake and Orange counties.

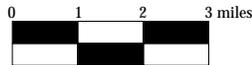
Notes

- 1 Lake County Comprehensive Plan, 4-28-98, p. VIII-1.
- 2 Orange County Comprehensive Plan, Amended 12/00, Objective 1.1, Policy 1.1.1 .
- 3 Osceola County-Wide Parks and Recreation Master Plan, January, 1999.
- 4 Polk County Comprehensive Plan, Revised August, 2000, Policy 3.502-E2.
- 5 Polk County Comprehensive Plan, Revised August 2000, Policy 2.131-B20: Capital Improvements

PARKS AND GOLF COURSES



2



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March 2002

WASTEWATER AND WATER SERVICES

Four utilities provide water and wastewater service to the Four Corners area: The City of Kissimmee in Osceola and portions of Orange; Polk County, in Polk and a minor portion of Osceola; Southlake Utilities, Inc. serving the Southlake development in Lake; and Lake Grove Utilities, Inc. along the US 27 corridor in Lake.

Wastewater - Lake County

Lake Grove Utilities: Lake Grove Utilities provides water and sewer service to lands north of Southlake Utilities northward to Lake Louisa State Park. The utility presently has 1,850 customers.

Lake Grove operates a wastewater treatment plant on a 40-acre site north of the Greater Groves development. This plant recently was expanded to 0.5 million gallons per day (MGD). A base for the next 0.5 MGD expansion is in place. Buildout for this site will be 2 MGD. Disposal is presently on site through percolation ponds. Reuse disposal is planned using the irrigation systems of the nearby Orange Tree and Citrus Highlands developments located on the east side of US 27. This reuse system is expected to be operational by the end of 2002 and reuse water also will be available to new, nearby developments. Reuse eventually is expected to replace percolation pond disposal.

A 16-inch main recently has been installed along US 27 to support expanded service. Sewer service also is planned to be extended outside of the Four Corners study area to Lake Louisa State Park to support campground development of 60 campsites and 50 cabins.

Lake Grove Utilities is interested in expanding its service to other development

along US 27 in Lake County. The City of Clermont provides sewer service to lands north of Lake Louisa and east of US 27 in this area, so the Lake Grove service area is not likely to be expanded except for new development west and east of US 27.¹

Southlake Utilities: Southlake Utilities is a private water and wastewater treatment provider for the Southlake Florida Quality Development on either side of US 27 just north of the Polk County line. The wastewater facility disposes of effluent through a percolation pond with a 1994 permitted capacity of 300,000 gallons per day.² Southlake is approved for 8,000 residential units and 200,000 square feet of commercial space, with a buildout currently projected for 2007.³ Though this construction rate may be optimistic, the Southlake approval and construction pace is contingent upon being able to obtain adequate water and wastewater service for all components as it develops. A portion of Southlake has been developed as Cagin Crossings

Wastewater - Orange County

The City of Kissimmee provides wastewater collection and treatment service to the Orange Lake Country Club, Vista del Lago and Bali International Resort Club developments north of US 192 in Orange County, pursuant to an interlocal agreement with Orange County. The city expects to be able to provide service to other portions of the Orange County part of the study area, including the lower portions of Horizon West. However, actual service is expected to be provided by Orange County Utilities through a wholesale agreement with Kissimmee. Kissimmee's capacity for service is discussed in the Osceola County portion of this section.

Wastewater - Osceola County

The City of Kissimmee provides wastewater service to the unincorporated portions of

northwestern Osceola County, including the Four Corners study area, pursuant to an interlocal agreement between Kissimmee and Osceola County established in January 1988. This agreement constitutes a non-exclusive license granting Kissimmee the privilege to provide water and wastewater service to all areas within the designated service area. A property owner or developer within this area is not prevented from operating an independent water or wastewater system. The city does have the sole ability to determine its rates and regulate its services to its customers within the area.⁴

The City of Kissimmee presently provides wastewater collection and treatment within the study area for those lands along US 192, including development within Osceola County at the Lake County line, at Orange Lake Country Club north of US 192, the Lindfields development and lands along Funie Steed Road south of US 192. Wastewater also is received from the ChampionsGate and Magnolia Creek (Reunion) DRIs. Wastewater is piped to the Sand Hill Road Water Reclamation Facility (WRF) for treatment, and then sent to an effluent reuse site at Sand Hill Road and to reuse irrigation systems. A second reuse site at Fisher Island has been deactivated and made available for private development.

Additional reuse sites are in use within the study area, but do not receive water from study area sources. The Imperial site within the ChampionsGate development, and an adjacent parcel known as the 160-Acre Site, are used for reuse water coming from City treatment plants west of Kissimmee, but east of I-4. Reuse water also is used for irrigation at the ChampionsGate and Reunion golf courses. A third reuse property adjacent to the 160-Acre Site has been acquired and is known as the Daniels Property.

The Sand Hill Road WRF was expanded to a treatment capacity of 4.86 MGD in 1998 and

is expected to provide adequate capacity, with additional expansion, for its service area through 2020.

Projections by the City of Kissimmee Water Resources Department for the Sand Hill Road service area show the following demands for this facility:

Projected Sanitary Sewer Demand and Capacity*
SAND HILL ROAD WRF

| Year | 2005 | 2010 | 2015 | 2020 |
|----------|-------|------|------|------|
| Demand | 4.4 | 4.9 | 5.4 | 5.9 |
| Capacity | 7.0** | 7.0 | 7.0 | 7.0 |
| Surplus | 2.6 | 2.1 | 1.6 | 1.1 |

* In million gallons per day
 ** Assumes planned 2.14 MGD capacity expansion before 2005.
 Source: Kissimmee Comprehensive Plan, Data Inventory and Analysis, December, 2000.

Actual demand for this wastewater service area in 2000 was 2.55 MGD. In August 2001, the 12-month average daily demand reported by the City was 2.82 MGD.⁶

Several large developments are under construction in the Sand Hill Road service area, including the Magnolia Creek/Reunion DRI, ChampionsGate DRI, The Palms DRI and the Formosa Gardens DRI. These projects were all approved at the time of these projections and were considered when estimating future demands.

The Westside Development of Regional Impact (DRI), located on the Polk County line and south of US 192, is the one large development currently being proposed for the Osceola County portion of the study area. It extends into Polk County as the Bahama Bay Resort development. If the Westside DRI is approved and builds out at its proposed levels, it projects an additional wastewater treatment demand of 1.01 MGD. Though the land involved with this project likely was included in background growth for the City's

projections, the specific demands that are now proposed were not. Projections in the above table indicate that this project will require roughly half of the treatment capacity surplus available in 2010. An April 2001 statement from the Kissimmee Department of Water Resources that was included in the Westside DRI application confirms that wastewater treatment capacity is available from the City of Kissimmee.

Additionally, Osceola County is processing a plan amendment for the Westridge Area Plan that includes the Westside DRI, as well as undeveloped lands extending southward to the Polk County line. Increased levels of development resulting from this change were not reflected in the City of Kissimmee’s projections for future demand, but the service demands likely will be at least equal to those of the Westside DRI’s 1.01 MGD, and so could use most of the remaining treatment capacity currently planned.

There are no other developments of this scale currently known within the Sand Hill Road service area that were not considered in these projections.

Wastewater - Polk County

The Polk County portion of the Four Corners study area is within Polk County Utilities Division’s Northeast Regional Service Area. Three wastewater treatment facilities are in operation in this service area: Polo Park (2000 capacity of 0.6 MGD) at the northernmost limit of the service area and west of US 27 at the Lake County line; the Northeast Regional facility (3.0 MGD design capacity) near the southwest quadrant of the I-4/US 27 interchange; and Oak Hills (0.20 MGD capacity), within the Oak Hill Estates DRI east of US 17-92 near the Osceola County line in Davenport.

Plans are for the Polo Park facility to be taken

off line in 2003 and its treatment needs assumed by the Northeast regional plant. The Polo Park percolation ponds will be retained for excess reclaimed water storage and disposal during wet weather periods when reclaimed water demands are low. The Oak Hills plant is operated by Polk County Utilities, but serves the Oak Hills Estates DRI, the Loughman Elementary School and several subdivisions along CR 54. As such, its expansion needs will be determined by development of these properties.

Projections by Polk County Utilities Division in June 2000 for the Northeast Regional Service Area show the following additional wastewater connections and corresponding service demands through Polk County’s 2020 planning horizon.

| | Permitted capacity | Monthly Average Flow | Planned Expansions (to 2015) |
|--------------------|--|----------------------------------|--|
| Northeast Regional | 3.0 MGD capacity constructed. Permit limited to 1.17 MGD until reuse disposal expands. | 0.5 MGD - 0.8 MGD seasonal range | None currently planned. Operating capacity will increase as reuse expands. |
| Polo Park | 0.6 MGD | 0.382 MGD | To be taken off line in 2003. |
| Oak Hills | 0.2 MGD | 0.13 MGD - 0.14 MGD | seasonal range |

Source: Polk County Utilities, December, 2001.

It is important to note that of Polk County’s six service areas, the Northeast area has the highest projected annual growth rate at 23.84 percent over the next five years. By comparison, the expected average annual wastewater growth rate for all of Polk County during the initial portion of the planning period is 16.04 percent.

With such a rapid rate of growth, the priority has been on providing adequate treatment of

Projected Wastewater Connections - Northeast Regional Service Area

POLK COUNTY UTILITIES DIVISION

| Current Connections | New Development | Build-Out of Existing Development | Total Connections* | Annualized Growth Rate* | New Connections at Build-Out | Total Connections |
|---------------------|-----------------|-----------------------------------|--------------------|-------------------------|------------------------------|-------------------|
| 4,125 | 8,889 | 1,867 | 14,881 | 23.84% | 34,080 | 48,961 |

* Within a five year window.

Source: Polk County Utilities Master Plan Update, Executive Summary, June, 2000, Table 2.

wastewater. Polk County is now in a position to supply reuse water for irrigation to a number of subdivisions along the north US 27 corridor, and plans to be able to serve the entire US 27 corridor north of the Northeast plant and along CR 54 eastward to CR 535 by 2003. As reuse distribution capacity increases, the treatment plant's permitted operating capacity will increase toward its full treatment capacity of 3.0 MGD.

Polk County Utilities currently serves outside of Polk County in the study area at one location: the Four Corners Charter School. Some interest has been shown by a developer in receiving service for a small parcel in Osceola County south of CR 532 at the intersection of Old Lake Wilson Road; however, currently there are no interlocal agreements in place that would provide for this. The charter school service is seen as short term and is expected to be transferred to a wastewater service provider in Osceola County when service becomes available.

No major issues in providing adequate wastewater service to the Four Corners area are anticipated during the planning period.

Potable Water - Lake County

Lake Grove Utilities: Lake Grove Utilities has a 40-acre site north of Greater Groves on the west side of US 27 where all of its water and

part of the Orange Tree and Citrus Highlands developments that should double the well capacity. There is sufficient space on the 40-acre site to allow for additional storage tanks to bring total storage to 2 million gallons. Water is provided to the entire service area, plus a 16-inch main recently has been installed along US 27 to connect with Lake Utilities, which serves lands generally south of Lake Minnehaha in Clermont and west of US 27. Lake Utilities has the same ownership and

management as Lake Grove Utilities. The utility plans to be able to serve all of its service area through the addition of potable water wells at various locations as new subdivisions are developed.⁶

Southlake Utilities: Southlake Utilities is a private water and wastewater treatment provider for the Southlake Florida Quality Development on either side of US 27 just north of the Polk County line. The addition of a second 10 inch well in 1994 raised the utility's total potable water capacity to 0.537 MGD⁷. Southlake is approved for 8,000 residential units and 200,000 square feet of commercial space, with a buildout currently projected for 2007⁸. Though this construction rate may be optimistic, the Southlake approval and construction pace is contingent upon being able to obtain adequate water and wastewater service for all components as it develops.

Polk County plans to provide reuse water to the US 27 and SR 54 corridors by 2003.

Potable Water - Orange County

The City of Kissimmee provides potable water service to the Orange Lake Country Club, Vista del Lago and Bali International Resort Club developments north of US 192 in Orange County. Though the City of Kissimmee is expected to be available to provide service to other portions of this area, the size of the service area is limited and is not expected to expand further in Orange County. Lands north of the service area are within the southernmost Horizon West sector plan area and are expected to be served through a wholesale agreement with the City of Kissimmee. Lands to the east are in the Reedy Creek Improvement District and lands to the west are in Lake County. Kissimmee’s capacities for service are discussed in the Osceola County portion of this section.

Potable Water - Osceola County

The City of Kissimmee provides potable water service to similar portions of Osceola and Orange counties at its Sand Hill Road wastewater service area. Referred to as the Western Regional Water Treatment System, this system consists of two facilities, the Northwest Water Treatment plant, most recently expanded in 1999, and the Indian Ridge Water Treatment Plant, constructed in 1985 and expanded in 1992. The City of Kissimmee rates the Northwest Plant as being in excellent condition and the Indian Ridge facility in good condition. The permitted capacity of this system is 9.21 MGD. The existing demand on this system in 2000 was 5.33 MGD, leaving an available capacity of 3.88 MGD. The City of Kissimmee has established water delivery level of service standards of being able to provide 98 percent of permitted capacity and a minimum 20 PSA pressure under fire flow conditions and 40 PSI at property lines.

Projections by the City of Kissimmee Water

Resources Department in 2000 for the Western Regional water service area show the following future demands:

| Year | 2005 | 2010 | 2015 | 2020 |
|----------|------|------|------|------|
| Demand | 13.9 | 15.5 | 17 | 18.5 |
| Capacity | 27.0 | 29.0 | 32.0 | 34.5 |

Source: Kissimmee Comprehensive Plan, Data Inventory and Analysis, December, 2000.

The City of Kissimmee expects to be able to meet these demands through planned expansions to the two treatment plants.

The Westside DRI, located at the Polk/ Osceola county line and south of US 192 is the one large development currently proposed for the Osceola County portion of the study area. If this project is approved and builds out at the levels and timeline proposed, it projects an additional potable water demand of 0.735 MGD by 2012. Though the land involved with this project likely was included in background growth for the City of Kissimmee’s projections, the specific demands that are now proposed were not. The projections of the above table indicate that this project will require about 5 percent of the treatment capacity surplus available at that time. There are no other developments of this scale currently known within the Western Regional water service area that were not considered in these projections.

Potable Water - Polk County

The entire Polk County portion of the Four Corners study area is within a portion of Polk County Utilities Division’s Northeast Regional Service Area. As with wastewater service, the County provides potable water service to the Four Corners Charter School just over the Osceola County line, but

Projected Potable Water Connections - Northeast Regional Service Area

POLK COUNTY UTILITIES DIVISION

| Current Connections | New Development | Build-Out of Existing Development | Total Connections* | Annualized Growth Rate | New Connections at Build-Out** | Total Connections |
|---------------------|-----------------|-----------------------------------|--------------------|------------------------|--------------------------------|-------------------|
| 6,245 | 8,651 | 1,880 | 16,776 | 17.90% | 34,080 | 50,856 |

* Within a five year window.
 ** Based on future land use and zoning.
 Source: Polk County Utilities Master Plan Update, Executive Summary, June, 2000, Table 1.

source and has provided guidelines that would reduce water consumption to no more than 100 gallons per person per day.

The long term availability of water and the need for water conserving measures are the most pressing concerns for

Polk County and all area utilities. Polk has had initial talks with the City of Kissimmee about that utility supplying portions of Polk County with water, but a strong enough need for this exchange has not yet developed.

anticipates that that service will be assumed by an Osceola based utility as service reaches that area.

The Northeast Regional Service Area is presently supported by seven interconnected potable water production facilities, as shown on the map on page 29. Polk County Utilities projects - based on current Polk County land use plans and zoning - that its Northeast Regional Service Area will have 34,080 potable water connections by the time of area buildout. Using the county’s planning standard of 360 gallons per unit per day, this equates to a future potable water demand of 12.3 million gallons per day. This demand should decrease as water reuse reduces the use of potable water for irrigation and as conservation measures become more common.

The generally highly permeable soils of the Lake Wales ridge have created a situation where demand for irrigation water can be high to maintain water-consumptive landscaping. An example of this is the Polo Park development, where a Polk County survey found as many as 100 single family home sites consuming from 3,000 to 5,000 gallons of water per day.⁹ The County has upgraded water distribution lines in order to maintain adequate service to other homeowners when such demands are occurring, and also has raised the price for water countywide to encourage conservation. The St. Johns River Water Management District has issued warnings about the long-term availability of groundwater as a potable

Opportunities

- All the water and wastewater providers have detailed planning and projection programs intended to provide adequate service levels to all areas of their districts. As new facilities and facility expansions are costly and time consuming, maintaining coordination between land use approvals and infrastructure planning is important, especially in a rapidly growing area like the study area. Cooperation between utility providers and the counties that has been shown in meeting these needs is notable and should be continued.
- Water and wastewater utility representatives all express the belief that they will be able to keep up with future demands. However, the water management districts that manage the resource indicate that potable groundwater sources will need to be carefully managed in order to protect both subsurface and surface water related features. Though utilities can easily manage their infrastructure within their service areas, the resource being tapped for potable water does not stop at service district lines. It may become necessary for utilities to coordinate in locating new

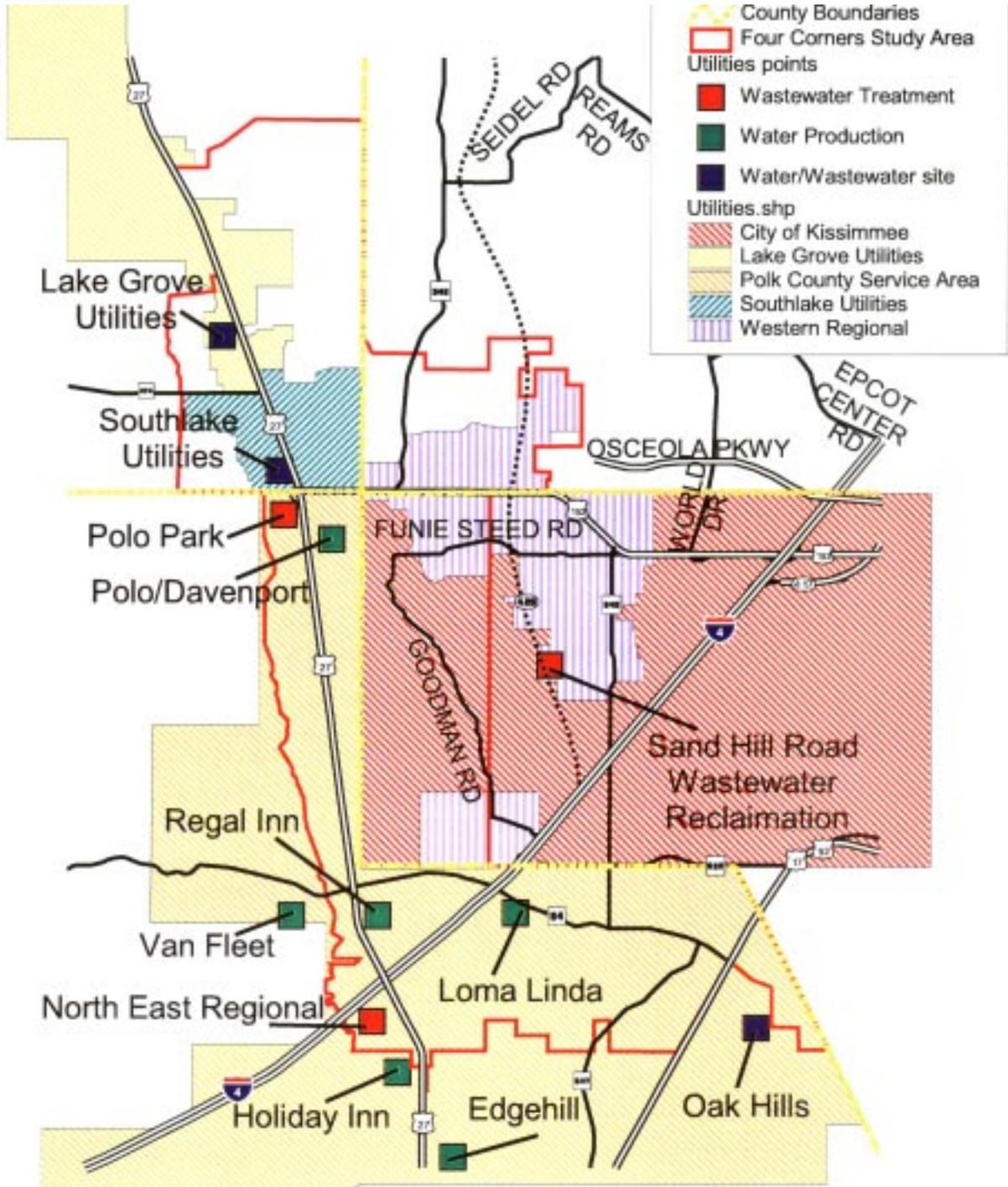
wells, regardless of service boundaries; to cooperate in distributing reuse water to optimize aquifer recharge; and to jointly explore alternative potable water sources.

- With the 2000 U.S. Census showing 27 percent of the existing housing stock in the core portion of the Four Corners study area being for seasonal or short term use, there may be opportunities for community management of irrigation rates for landscaping associated with such housing units. This can reduce the potential for over-irrigation that can result from management by absentee unit owners and create irrigation schedules that are responsive to irrigation needs and water resource limitations.

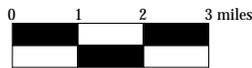
Notes

- 1 Lake Grove Utilities, 2001.
- 2 Southlake FQD 1996 annual report
- 3 Southlake FQD Development Order, Second Amendment, July 25, 1997.
- 4 Kissimmee Comprehensive Plan, Data Inventory and Analysis, December 2000, p. IV-4.
- 5 City of Kissimmee, Plant Flow Data.
- 6 Lake Grove Utilities, 2001.
- 7 Southlake FQD 1996 annual report
- 8 Southlake FQD Development Order, Second Amendment, July 25, 1997.
- 9 Polk County Utilities, conversations with Al Pazin, Sue Crosby, 12-3-01.

WATER/WASTEWATER UTILITIES



2



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

SOLID WASTE

Overview

Each of the four counties operates a solid waste collection and disposal program for their respective residents of the Four Corners study area. Curbside collection of residential solid waste is available two times per week in each jurisdiction, while non-residential generators are required to individually arrange for collection from commercial services. Each county provides a county operated disposal facility for general solid waste. Orange, Osceola and Polk counties use sanitary landfill disposal while Lake County uses an incinerator with sanitary landfill backup. The landfills have the ability to collect gases of decomposition for recovery as a fuel. The incinerator uses the heat from its burning to generate electricity. Residue ash will be going to a planned asphalt plant for road paving. As solid waste management operates on a county-wide basis, any disposal issues are shared by all residents of that county and are not particular to Four Corners citizens.

Lake County

Lake County provides residential curbside collection of household solid waste two times per week and recyclables once per week using contracted collectors. Yard wastes are not collected separately. Wastes are transported to the Lake County Waste to Energy Facility south of Leesburg. The county has contracted with the operator of this facility to use it for disposal until 2014, although that contract is currently under legal review.

Hazardous waste from residential sources and conditionally exempt small quantity generators may be transported to the Hazardous Waste Collection Center at the Astatula landfill for appropriate disposal.

Hazardous materials collection is also provided at no cost by a mobile unit that serves the entire county on publicized collection days. Lake County accepts only wastes generated within Lake County for disposal.

Orange County

Orange County provides residential curbside collection of household solid waste two times per week, recyclables once per week and yard waste once per week using contracted collectors.

The Orange County sanitary landfill is located on Young Pine Road in eastern Orange County about 40 miles from the intersection of the four counties. This facility is expected to have sufficient capacity for at least 30 more years. Waste Management, Inc. is a major private supplier of solid waste services in Orange County and trucks wastes collected from non-residential sources within the county to a company operated landfill in Okeechobee County, and so diverts a large portion of the waste stream from disposal at the county landfill. Orange County is open to receiving solid waste from out-of-county sources for disposal at its landfill.

Osceola County

Osceola County provides residential curbside collection of household solid waste two times per week and yard waste once per week using contracted collectors. The county does not provide curbside recycling collection, but has 17 drop off collection stations for recyclable materials in the unincorporated portion of the county, as well as others within the incorporated areas.

Collected wastes are transported to the Southport sanitary landfill located east of the Poinciana area. Osceola County has available capacity in its Southport sanitary landfill until the end of 2004. A second landfill, Bass

Road, is used for construction and demolition materials and has a remaining planned life of five years, though it may be extended to eight or nine years. The county is expected to construct a new Class I landfill near Holopaw in the eastern portion of the county to replace the Southport facility.

Although Poinciana is not a part of the Four Corners study area, it provides an example of an efficient response to a public service need. About 10,000 to 13,000 tons of solid waste per year are collected in the Poinciana area of Polk County and brought to neighboring Osceola County for disposal at Osceola's landfill.

Polk County

Polk County provides residential curbside collection of household solid waste two times per week and yard waste once per week using contracted collectors. Curbside collection of recyclables has begun and is expected to be available throughout the Polk County portion of the study area by October 2002.

Residential hazardous waste is disposed of through the county's Mobile Used Oil and Paint Collection Program. Also, household hazardous waste is accepted at the North Central and Southeast landfill locations for proper disposal.

Collected household waste originating in the Four Corners area is transported to the North Central landfill located on SR 540 between Lakeland and Winter Haven. The landfill site has capacity to last through the next 70 years. Yard and construction/demolition debris are taken to the Northeast Landfill on Old Bannon Island Road, between Haines City and Dundee. Only solid waste generated in Polk County may be disposed of in Polk County.

Summary of Future Conditions

Based on the population resulting from the land uses of the counties' future land use maps in the Four Corners study area and county generation rates from the comprehensive plans, the following levels of solid waste generation can be expected in the future:

| Future Solid Waste Generation* | | | | |
|--|--------|--------|---------|---------|
| FOUR CORNERS STUDY AREA | | | | |
| | Lake | Orange | Osceola | Polk |
| Future Permanent Population | 69,139 | 15,206 | 35,668 | 136,652 |
| Future Solid Waste Generation | 231 | 38 | 87 | 468 |
| *Tons per day Source: county comprehensive plans. | | | | |

Presently there are no agreements between the counties regarding solid waste collection or disposal in the Four Corners area, though Osceola County receives solid waste from portions of the Poinciana community that are outside of the county limits (as noted previously). It is expected that as each county grows overall, the capacity to manage solid waste will expand on a county-wide basis and will be able to accommodate wastes generated in the Four Corners area.

The Four Corners study area should continue to rely on the county programs for solid waste management. As solid waste management continues to increase in sophistication and cost, opportunities for inter-county cooperation in handling, reclaiming and disposing of these materials should be sought so that the most efficient and economical delivery of this service is realized.

FIRE AND EMERGENCY MEDICAL SERVICES

Though recognized as distinct services, fire and emergency medical services (EMS) are usually so closely related in their delivery that they will be discussed together. As the Four Corners area urbanizes, the complexity of its emergency response needs will only continue to grow and the demand for public safety services also will increase. High impact natural disasters such as tornadoes and brush fires, as well as manmade emergencies - including multi-vehicle accidents and hazardous material incidents - now require more attention and higher priority planning. The traditional, limited roles of fire fighting and emergency life support will continue to expand as public safety concerns become more diverse.

All four of the counties and the nearby Reedy Creek Improvement District (RCID) are part of a statewide network of mutual aide agreements that allow for inter-jurisdictional support during times of disasters or unusual emergencies. All also have more informal agreements that allow individual dispatchers to direct calls to an adjacent county if that is the most expeditious means of responding to the need. Given the nature of the Four Corners area and the limited number of stations in the area, this inter-jurisdictional option is used regularly.

Central 911 dispatching and coordination services (provided in each of the counties and the Reedy Creek Improvement District) support services delivered principally through

local stations and equipment, and the staff based in these stations. Within the Four Corners study area are located two Polk County stations, one Osceola County station and a temporary EMS station in Lake County, as shown on the map on page 35. In order to provide the most expedited emergency services, this situation requires a high degree of coordinated coverage among the service providers, which does in fact occur. Like a zone defense, all of the 911 dispatching

services are able to orchestrate a shifting of responders so that each station can receive backup from other nearby facilities.

Advanced life support (ALS) service - intended to provide sophisticated, on-the-scene responses to life-threatening medical emergencies - is available from each of the stations serving the area. These services are provided by certified paramedics and are available on a 24-hour, 7-day basis.

All EMS services are able to call in air ambulance (helicopter) support for particularly critical cases. Dispatchers have the option to call upon a number of air ambulance providers based

in Orlando and other central Florida locations so that response times of 10-12 minutes from the time the request is made can be expected throughout the Four Corners study area.

Though each station is manned solely by staff of one county, Orange County has provided ALS equipment to Osceola County for use at its station that handles a number of Orange County calls. Orange County also has some experience in jointly operating and staffing with Seminole County a fire/EMS station that serves the University of Central Florida, with each county basing one vehicle and crew

As an example of inter-county support, Orange County has placed ALS equipment on an Osceola County engine to provide better EMS service to both counties.

within the same station. Such an arrangement may not be appropriate for the Four Corners situation, but does demonstrate the level of cooperation in service provision possible. The resolution that enabled this cooperation is included in Appendix D.

Lake County

Lake County is unique among the four counties in that a county department provides fire service, and EMS service is provided by a quasi-public organization known as Lake-Sumter Emergency Management Services (LSEMS).

LSEMS is a one year old not-for-profit corporation owned by Lake and Sumter counties and, in the Four Corners area, uses a mobile home on US 27 as its temporary operating station. The station is staffed by paramedics and has a single rescue vehicle with advanced life support capabilities.

The nearest Lake County fire station to the Four Corners area is on Lakeshore Drive south of Clermont. Land for a permanent fire/EMS station near the US 27/CR 474 intersection has been acquired by Lake County and is expected to be constructed and operational by June of 2002.

Orange County

The nearest Orange County station is Number 36, located behind the Grand Cypress Hotel in Lake Buena Vista. The next closest is Station 34 on CR 535 at Lake Butler Blvd. north of Walt Disney World. Station 34 is equipped with a single advanced life support (ALS) engine only, but can provide backup to the other stations. As Osceola County Station 93 is closer to the Four Corners area than either Orange County location, Four Corners calls received by Orange County are usually relayed to the Osceola dispatcher for a quick response. The Reedy Creek Improvement District also maintains a station in the Lake

Buena Vista area to respond to calls on Disney property and is available to back up Orange County.

As an example of inter-county support, Orange County has leased advanced life support equipment and placed it in Osceola County's Station 93 fire engine to enable that crew to provide advanced life support service in the event that the rescue truck is already on call.

As with each of the counties, Orange County's dispatching is computerized so that as each call is responded to, the dispatcher can easily see what vehicles within the county are on call and which station can provide the closest response. The Orange County vehicles also have global positioning equipment and modems installed so that the dispatcher will be able to track the actual position of the vehicles. This will also create the potential for a series of responses before the vehicle returns to its station. This system is expected to be activated in the coming months.

For the 12-month period from December 1999 through November 2000, Orange County's portion of the Four Corners area totaled 252 EMS and 52 fire calls. During the following 12-month period to November 2001 the area had 317 EMS and 95 fire calls, increases of 26 percent and 83 percent, respectively.

Adjacent to the Four Corners study area is the Reedy Creek Improvement District (RCID). RCID has three fire/EMS stations located on Walt Disney World property and a fourth planned for Lake Buena Vista, with the nearest to the study area being by the Animal Kingdom attraction. These facilities are intended to serve that district, but are available to incidents in Orange and the other counties under a mutual aid agreement or if backup or special equipment is needed. This cooperation is most evident in fighting brush fires, though it is estimated that RCID responds to more routine fire calls a "couple

of times per year and to about a dozen ambulance calls¹” in each of Orange and Osceola counties annually.

Osceola County

Osceola County operates Station 93 at 8706 West Irlo Bronson Memorial Parkway (U.S. 192) at Lindfields Boulevard within the Four Corners study area. This station is staffed with 5-6 professionally trained personnel and houses a rescue vehicle and fire engine. Given its location, this station often receives first response requests from Orange and Lake counties for those areas near to the U.S. 192 corridor, as well as for calls in Osceola County. Because of this situation, Orange County has leased advanced life support equipment for placement on the Osceola County engine at this location. This cooperation ensures that if the rescue vehicle is on call, the station can respond to a second call with the engine and still provide the highest level of emergency medical service.

There have been discussions regarding a new station in the Poinciana area and near to the Polk County line that would be operated jointly with Polk County and serve residents in both counties. Planning for this station has not yet been concluded. No other Osceola County stations are planned for sites in or proximate to the study area, though it is expected that as the Westridge area develops, one or more stations will be built. The Reunion Development of Regional Impact has an obligation to provide a station site and has selected one on CR 532, just east of the CR 545 intersection.

Between 2000 and 2001, there was an 18.5 percent increase in the number of calls in the CR 54 area.

Polk County

Polk County operates two fire/EMS stations in the study area: the West Loughman Station east of US 27 at 6525 CR54, and the Loughman Station west of US 17/92 on CR 54. There are five full-time firefighters at the West Loughman station, and two paid volunteers at the Loughman Station.

Other stations in Haines City, Polk City, Davenport, Lake Alfred and Poinciana are placed on standby when calls to the Four Corners stations are made. When a call goes out from a station, other stations move to standby and are in position to respond if additional calls for that area are received.

There currently are no plans for additional stations in the study area. County emergency management staff see a need for an additional truck and two person crew for the West Loughman station to service the increase in demand due to increased population. As an indication of the growth in emergency services demand, a study of the calls answered in the CR 54 Selected Area Plan region during the months of January through June, 2000 tallied 966 calls - just over 5 calls per day. During this same period in 2001, there were 1,145 calls, an 18.5 percent increase. This represents more than six calls per day on average. Average response time is approximately nine minutes.

Opportunities

- The four counties currently cooperate in providing emergency fire and rescue service to the study area by dispatching to the station that is in the best position to respond, regardless of jurisdiction. There are no agreements in place for reim-

bursement of inter-jurisdictional calls, as the cooperation assumes a cost balancing over time from this mutual support.

- The linear nature of the study area and its expected development pattern creates a situation where inter-county support for providing fast response to emergency situations should continue to be a regular practice.
- Regular coordination between the fire and EMS departments of each county will be important to ensure that the staff of each station is current on changing conditions in adjacent areas. The need for information exchange as new streets are added is discussed in the 911 section of this report. Additionally, exchange of information on new buildings with unusual service needs, areas that are or are not supported by hydrants and other water sources and other distinctive features of extra-county service areas will be important.

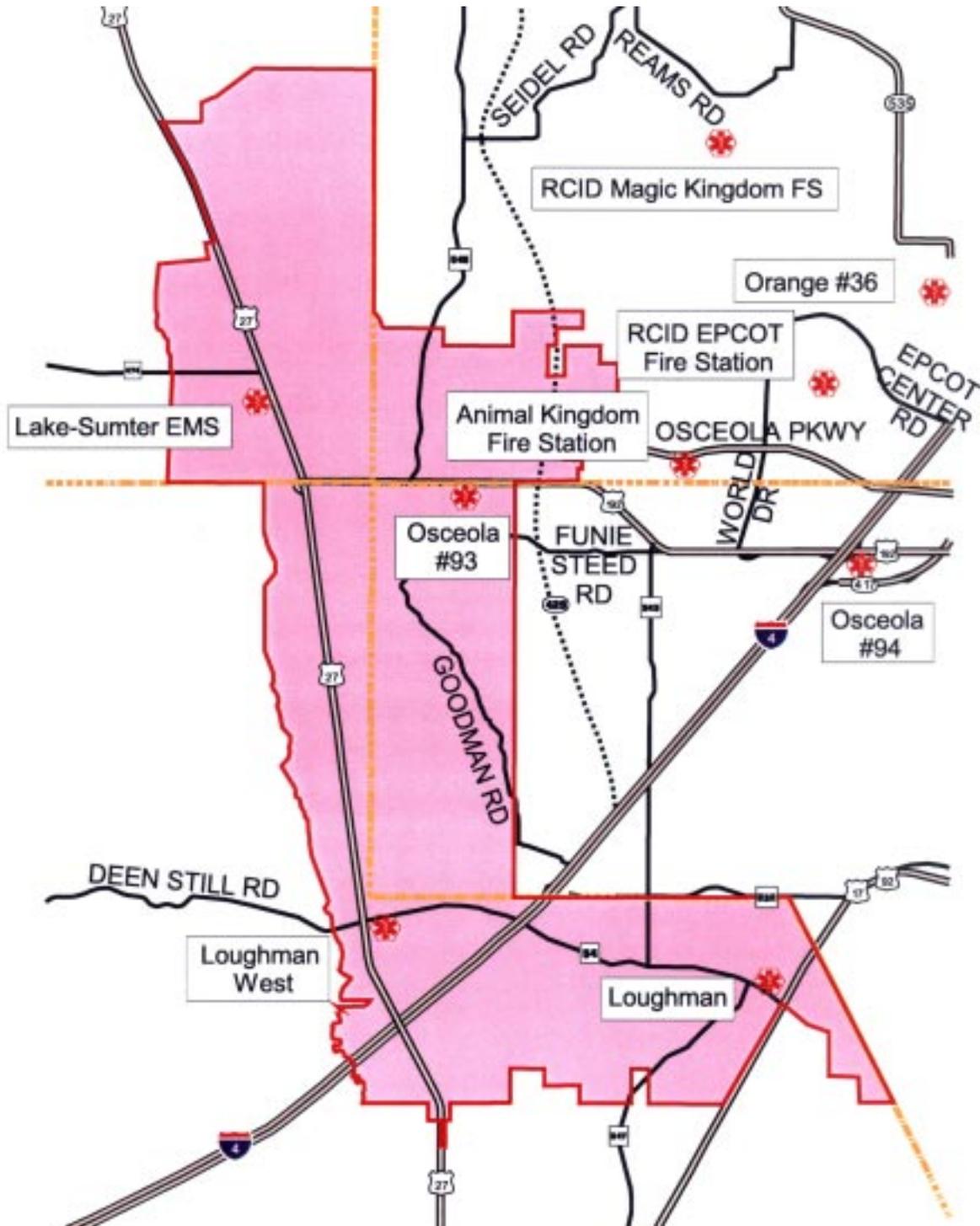


Polk County Fire Station

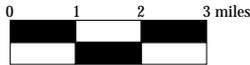
Notes

- 1 Conversation with Ken Perry, RCID EMS, 12-3-01

FIRE AND EMERGENCY STATIONS



2



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

POLICE SERVICES

Overview

The sheriff offices of the four counties provide general police services to the Four Corners study area. The Florida Highway Patrol provides highway police services and responds to all traffic accidents, whether they occur on state or local roads. A number of area subdivisions and commercial facilities maintain private security services and assume an important and focused public safety role. However, these were not inventoried or discussed in this report.

Each of the county Sheriff's offices provides patrol and call response services to their portions of the study area, as well as educational and community service programs from the central headquarters. There are no formal agreements between the counties for police service, other than for mutual aid. The counties coordinate their general planning activities through multi-county working groups that include all four of the study counties as well as five other counties and the 94 municipalities within them. For example, a new anti-terrorism task force has been created by the Governor that will bring the local departments together to prepare for issues related to this topic.

Each department operates on its own radio frequency for routine communications; however, other channels are available for times when inter-county radio connections are needed. Informal cooperation occurs on an as-needed basis. For example, recently Orange and Osceola deputies jointly staffed a DUI checkpoint on CR 535 at the Orange/Osceola county line near Lake Buena Vista, and the counties cooperated on a detour routing when Interstate 4 was closed due to brush fires in Polk County.

Each office is restricted from providing

routine services into another county, but all have entered into mutual aid agreements to be able to respond to emergency situations as they occur, if that is the best way to provide the most immediate response or if requested to respond by the adjoining county.

Although not an exception to this arrangement, an interesting example of the extent to which the counties are functionally related exists at the Four Corners Charter School. The school campus is physically located in Osceola County and so is a responsibility of the Osceola County Sheriff's Office. However, it is presently not directly accessible by highway from Osceola County and has students from counties other than Osceola. The Osceola County community resource officer assigned to the school therefore travels more than three miles daily through Polk County to reach the campus and has jurisdiction over students from all of the counties attending the school.

There are no formal substations located within the study area; however, space at the Polk and Osceola fire stations and Lake-Sumter EMS station is available for minor administrative activities.

Existing Conditions

Lake County: Lake County has recently created a new patrol zone that includes the area south of Clermont and the Four Corners study area. At least one deputy patrols the zone at all times, while one or more "floating" deputies are available to move between zones as needed during each patrol shift.

The Lake County jail and central station is located in Tavares, about 35 miles from the Lake/Polk county line. Because trips from the study area to the county jail or central station for arrests or other matters can take an officer out of service for a considerable time period, the Sheriff established a

substation in Clermont. This substation provides a manned base for patrol officers for administrative services and investigations, and it has a holding facility to allow arrest transfers to be made to the county jail on a more planned schedule and with less time spent out of the patrol zone. Space is available at the Lake-Sumter EMS station on US 27, just north of the Polk county line for minor administrative activity.

The Southlake apartment complex located at the Polk County line has offered reduced rents in the past to a county deputy and Florida Highway Patrolman to encourage a regular police presence in this portion of the county.¹

Orange County: The Orange County portion of the study area falls within Patrol Zone 51 of the Sheriff's Sector V portion of the county. This zone includes land on the west, north and east sides of the Walt Disney World complex. While all portions of the area are routinely patrolled, most calls for service are reported to come from the tourist areas of the Lake Buena Vista region of the patrol zone.

The Orange County Sheriff's Office tries to achieve a ratio of 343.34 annual calls per sworn officer; however, its operating level for planning purposes is 465.8 annual calls per sworn officer. The civilian support objective is 48.8 percent of the sworn officer level. With a future study area population of 15,206, based on future land use map levels of development, 9 sworn and 4 support officers will be needed for this population increase.

Osceola County: Osceola County maintains a central station just east of Kissimmee and a county jail on Simpson Road east of Kissimmee. A new station is planned in 2003 in the same general area. One substation is located in Poinciana on Pleasant Hill Road, while investigative officers are on Poinciana Blvd south of US 192.

The Osceola portion of the Four Corners study area falls within a patrol zone that

extends from the Polk County line eastward to the I-4 area. At least one deputy is on patrol in this area at all times. A community resource officer is also stationed at the Four Corners Charter School off of US 27, as noted earlier in this section of the report.

Calls for all types of assistance to the Sheriff's Office from the area have varied in number during recent years, though population and general activity in the area has increased.

The Osceola County Sheriff's Office has a service level target of one deputy per 400 population, and one deputy per 330 annual calls for commercial and hotel uses.

Calls for Police Service from Study Area

OSCEOLA COUNTY SHERIFF'S OFFICE

| Year | 1997 | 1998 | 1999 | 2000 | 2001 (to Nov. 28) |
|-------------|------|------|------|------|-------------------|
| Total Calls | 460 | 509 | 374 | 343 | 353 |

Source: Osceola County Sheriff's Office, 12/5/01.

Polk County: Polk County is divided into two patrol regions. The eastern region is further divided into the Central and Ridge districts, the latter of which includes the Four Corners area. The main station for this region is located on Thompson Nursery Road at US 27 near the Eagle Ridge Mall in Lake Wales. This station is centrally located within the region, about 15 miles from Four Corners.

There is office space for deputies at the fire/EMS station at West Loughman on CR 54 near US 27 and at the Polk County park in Loughman. Though not formal substations, space is available for completing reports, storing equipment and gathering for special events. Neither is staffed by the Sheriff's Office on a regular basis. The park office is an excellent example of placing deputies at a location where informal interaction with citizens can occur under relaxed conditions.

Usually between six and eight officers are on patrol in the eastern region at any given time. There is no set number of officers in any one area at any time, with service shifting as call demands change. No increase in the number of patrolling officers in the Four Corners area is planned for the next three years.

Patrol district lines will probably be altered in response to a study to be completed within the coming year. Redistricting is needed to address population shifts and city annexations, which city police will now patrol.

Central facilities are located in Bartow, about 35 miles from the intersection of the four counties, with a new jail located in Frostproof. To address the time required to transport offenders to either of these facilities, a remote booking location has been established in the eastern region.

The Polk County Sheriff's Office reports that the major security challenges in the Four Corners area are related to construction theft and crimes affecting short-term renters. The rapid level of development means that construction materials, difficult to store securely, are vulnerable to theft or vandalism. This situation is similar in all of the jurisdictions, though strong citizen alertness to activities near construction sites could assist in addressing that issue. Polk County indicates that the short-term rental population is difficult to serve because when they are victims of crimes such as burglaries and auto theft, they rarely stay long enough to deal with the legal system.

Summary of Future Conditions

Each of the counties has at the least an informal process for adding deputies. Orange County has developed a target of 465.8 calls per sworn deputy per year and 0.488 support staff per sworn deputy. It also assumes that there are 0.66 calls for police service per residential unit per year and 2.29 calls per

1,000 square feet of non-residential uses. Osceola County uses a target of 1 deputy per 400 population. Applying the Orange County factors to the future land use population in Orange County - as well as in Lake and Polk counties - and applying Osceola County's factor to its future land use population creates the following demand projections for the Four Corners area: growth in the Four Corners will require 40 sworn and 20 support personnel in Lake County; 9 sworn and 4 support personnel in Orange County; 89 total personnel in Osceola County; and 79 sworn and 39 support personnel in Polk County. It is expected that the presence in the study area will be primarily patrol and community service deputies.

Opportunities

- The informal sheriff offices established at the emergency services stations in the area are all close to county lines. Because these locations provide only administrative support and are not directly involved with enforcement activities, there may be opportunities to make these available for minor communications or small meeting purposes to deputies from adjacent counties working in the area.
- Community Service Officers located at public schools are important links to the communities that the schools serve. Coordination and information sharing between these officers across county lines will be helpful in broadening police knowledge and in understanding how the study area functions as a community.
- To promote stronger communications with the community, administrative space for deputies could be made available at regional parks, community centers or even as part of the community space at libraries.

Notes

1 Southlake DRI Annual Report 1996, p. 15

911 SERVICE

Overview

Each of the four counties and the nearby Reedy Creek Improvement District (RCID) have established a 911 system that provides emergency dispatching service to the entire study area. Each system operates in essentially the same way using a database of telephone numbers and associated street addresses to identify the caller's location. For three of the counties, the county assigns the names and numbers of streets as new subdivisions are built, while the telephone utility assigns the street address to each new telephone number. Lake County maintains their 911 database entirely on their own. A county staff member - who is a member of the county commission, sheriff or fire service - coordinates the systems for each of the four counties. Statewide 911 coordination is through the Florida Department of Management Services.

Existing Conditions

As noted above, all street addresses in the Four Corners study area are assigned to a geographic location by the individual jurisdictions whenever a new street is created. These addresses are added to the 911 database for that jurisdiction so that when a 911 call is made from a land-line phone from that address (vs. wireless or cellular phone) it is automatically routed to the correct public safety answering point.

When a call is received by the call taker, the name, address and telephone number of the location from where the call is originating is automatically displayed. This allows the call taker to focus on collecting information regarding the emergency situation, and to spend less time on determining the location of the situation.

Three areas of discussion related to 911 service were identified:

1. Cellular caller location: The first inter-jurisdictional issue related to 911 service involves determining the location of cellular callers. When a 911 call is made from a cellular phone, the same type of information transmitted for a land-line phone is not automatically received. Presently, cell phone technology allows for the ten-digit number of the originating cell phone and the location and face orientation of the transmitting cell tower to be displayed to the call taker. This level of service is referred to as Phase I.

Where the antenna range falls entirely within one county, routing the call to the correct county agency usually is accomplished easily. Where the antenna range extends across county lines or into the Reedy Creek Improvement District, some coordination is required. This coordination is important to the Four Corners area, where population densities are linearly arranged and distributed among the four counties. For such antennas, the counties and service providers involved agree upon a distribution of the calls based on the orientation of the 3 or 4 faces of the antenna arrays.

For example, a hypothetical three-sided tower in Polk County located along US 27 south of the Lake County line might have its southwest face programmed to route 911 calls to the Polk County call taker, and its north face programmed to route 911 calls to its Lake County counterpart. Though the southeast facing side might cover more land in Osceola County, the greater population density might be along US 27 in Polk County. Therefore, all calls received by the antenna array facing southeast, even those from Osceola County, would be routed to Polk County.

While the current system allows for routing based on the highest probability of jurisdictional location of the cellular call, the first moments of the dispatcher's time are

spent determining from the caller the actual location of the call and then confirming the appropriate jurisdiction to respond. The challenges of this situation can be compounded by cell calls being skipped to a tower other than the nearest, so that the tower location information works against finding the actual caller location. This occurs most frequently as a result of certain weather conditions or during peak calling times.

Two developments are underway that will improve this situation. First, digital antennas with a 1.5 to 5.0 mile range are replacing older cellular antennas, which had a range of 8 to 12 miles. The newer antennas have a shorter range, and therefore provide a smaller circle for locating the caller.

The second and more definitive development is improvements in wireless technology as part of the Federal Communications Commission's Enhanced 911 (E911) program. Phase I of this program (discussed above) requires wireless carriers to deliver the telephone number of the wireless handset originating a 911 call, as well as the location of the cell antenna site receiving the 911 call, to the emergency agency. This provides a rough indication of the caller's location. Phase II requires carriers to deliver more specific latitude and longitude location information (within 125 meters 67 percent of the time), known as Automatic Location Identification (ALI), to the call taker. Using this satellite technology, the actual location of the cellular phone will appear on a map pinpointing the caller's location.

The number of wireless phones operating in Florida has risen to roughly 7 million, and a balance between the number of wireless and wired phones in the state is expected to be reached by 2004.¹ Therefore, the need to provide accurate and automatic location information at the time the 911 call is placed will only increase in importance, and will be especially important to the Four Corners

area, given the close proximity of multiple 911 service providers and jurisdictions.

2. Inter-county support: The second inter-jurisdictional issue related to 911 service involves inter-county support. As discussed in the emergency services sections of this report, the counties' current fire and rescue stations are located such that an adjacent county is often in the best position to provide the fastest response to a call. For example, when an Osceola vehicle responds to a call in Orange County, the vehicle is carrying a book of printed maps that shows the streets of Osceola County and streets of neighboring counties for a distance of about 5 miles. The crew consults these maps to determine the precise location of the caller's address.

The challenge is for these maps to be kept up to date with new street and subdivision names. Such additions can be significant in a rapidly growing area like Four Corners. There presently is no coordinating system in place that provides for the counties to routinely keep each other current on new streets and addresses, and requires each county to initiate a request each time that their street atlases are updated. Sharing such geographic information is hampered in part because of the potential for each county to be mapping their streets in different computer formats, so that exchanging files may not be a simple task. In some cases internet-based and other commercial mapping services are used to meet this need, but such general services may have databases that are two or more years old.

A program of street information exchange between the jurisdictions or a shared mapping service might be ways of addressing this issue.

3. Best response: The third inter-jurisdictional issue related to 911 service involves knowing who is available to provide the best response to a call. Currently, if Orange County receives a call in its portion of the Four Corners study area, the dispatcher might check with the Osceola County dispatcher to see if they can

respond from their station on West US 192, located within the study area on the Orange County line. If an Osceola County unit is not well positioned to provide a response, the Orange County dispatcher must then check their stations to see who can respond, or check with the Lake County dispatcher to see if the Lake-Sumter EMS station - located a short distance north on US 27 - can respond. While all of this exchange occurs in seconds and there are no reports of it occurring in anything but a flawless manner, the manual exchange of information between dispatchers creates the potential for a mistake to occur.

Coordinating systems could be used that would allow each dispatcher to monitor the location and availability of their own equipment as well as that of adjacent jurisdictions. Orange County is advancing toward providing a global positioning system (GPS) so that its dispatchers will be able to see the location and status of all emergency units in real time. If each county had GPS for their own emergency units and were able to receive the same information on the units in adjacent areas, the dispatcher could save the time it takes to determine who could best respond.

Osceola County also is experimenting with a commercial “e-team” product that allows multiple viewers to see map images of an incident location and to watch various responders converge on the scene. The management tool also allows variables such as road blockages to be entered and automatically readjusts instructions for providing optimum response.

Summary of Future Conditions

The need for inter-county support for providing emergency services will continue to increase as the Four Corners population continues to grow. Efficient 911 dispatching services between the counties in this area will therefore increase in importance.

Opportunities

- There is a current need for improved cellular telephone technology able to implement the Federal Communications Commission’s Phase II of the Enhanced 911 program. While this need is not something that the counties can address, the changes in public communication technology underscores the need for the counties to continue to stay current with systems that are compatible with these changes.
- There is an existing need for coordination among the counties to provide the most recent information on street address assignments to a shared geographic information system database, so that each dispatcher and emergency crew can find every address that they might be serving - regardless of jurisdiction - through a single database. Creation of a multi-county E911 database would be invaluable.
- Opportunities to improve inter-jurisdictional dispatching and service management will increase as locational tracking of emergency units becomes easier with GPS technology and increased affordability. Opportunities for inter-county coordination in planning for this should be sought.

Notes

- 1 Jim Martin, Statewide 911 Coordinator conversation, October 2001.

HOSPITALS

Overview

Emergency medical care is provided to Four Corners study area residents at any of three area hospitals: Heart of Florida Regional Medical Center on US 27 north of Haines City in Polk County, South Lake on SR 50 in Clermont, and Celebration Health in Celebration, just south of US 192 and east of I-4. Ambulance services will transport patients to the nearest of these three facilities, unless the patient chooses another.

Additionally, a Level I trauma center is provided at Orlando Regional Medical Center in Orlando and a Level II trauma center is available at Lakeland Regional Medical Center in Lakeland. Other emergency facilities are located in hospitals nearby in Kissimmee and the Sandlake Hospital near I-4 and the Beeline; however, most Four Corners emergencies are handled by the five hospitals and trauma centers initially noted.

A trauma victim is defined in Florida statutes as any person who has incurred a single or multi-system injury due to blunt or penetrating means or burns, and who requires immediate medical intervention or treatment. There are triage criteria established by Florida statutes to identify the most severely injured patients. These are used by emergency crews in the field as the basis for making destination decisions. Nonetheless, the approach is for trauma situations to be treated through a continuum of attention, starting with the advanced life support equipment and paramedic staff provided with each responding vehicle. All area hospitals are able to provide at least initial, stabilizing service with air lifting capabilities to locations with any necessary additional services.

State Department of Health planning objectives target the location of a trauma

center within 30 minutes travel time of all state residents. The Four Corners study area meets this through air ambulance service available from a number of sources and oftentimes through ground transportation.

Each of the hospitals' emergency rooms is overseen by at least one emergency physician 24 hours a day, seven days a week. The county and transporting ambulance services are also able to communicate directly with physicians and nurses while enroute to the hospital.

The Heart of Florida hospital indicates that according to its emergency room (ER) staff, 30 percent to 40 percent of their patients come to the ER because of the following reasons:

1. They do not have insurance or are not able to pay.
2. They do not have a doctor.
3. They do not want to wait for an appointment at the doctor's office.

Though similar numbers were not available from other hospitals, this pattern of use is probably not unusual.

South Lake Hospital

South Lake Hospital opened its new facility on SR 50 in Clermont, just east of US 27, in February of 2000 and has closed its old campus in downtown Clermont. The hospital provides 68 beds for admissions and is considering increasing that number to handle area demands. The facility does not provide maternity services at this time, but is planning a women's health center that will offer obstetric and gynecological services in response to changing age characteristics of the area population.¹

Heart of Florida Regional Medical Center

Heart of Florida presently has 85 beds. It does not have a pediatric intensive care unit

(ICU) or a neonatal ICU and does not perform open heart surgery. One of the hospital's long term goals is to establish a complete HEAR Program (Hospital Emergency Accompaniment/Advocate Response). This program provides trained counselor advocates to battered women in hospital emergency rooms.²

Celebration Health

Celebration Health is a community hospital affiliated with Florida Hospital, and is one of their seven campuses in Central Florida. The hospital provides 60 beds, 40 of which are for acute care patients and 20 of which are for women and children. Emergency services not available at Celebration Health are available at Florida Hospital Orlando (their main campus located 25 miles north) or at other area hospitals in Orlando and Kissimmee.

It has established an Express Care service to reduce wait times for patients with minor ailments like bites, colds and congestion, coughs, earaches, fevers, minor burns and other simple conditions. This service is backed by the same ancillary services - such as radiology and laboratory - that are available in the emergency room and is staffed by an emergency medicine physician, emergency nurse and other support personnel.

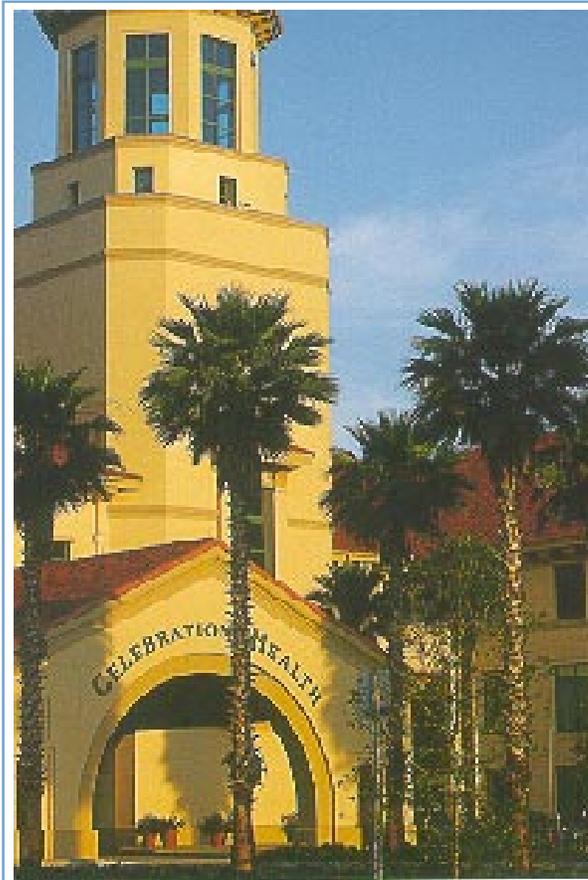
Summary of Future Conditions

The fact that the South Lake and Celebration hospitals have been built only within the last couple of years reflects on the growth that the areas around the Four Corners study area have been seeing. Establishment and expansion of hospitals is controlled by state certification reviews; however, it can be expected that interest in establishing one or

more hospitals closer to or within the study area will increase as the area population continues to increase.

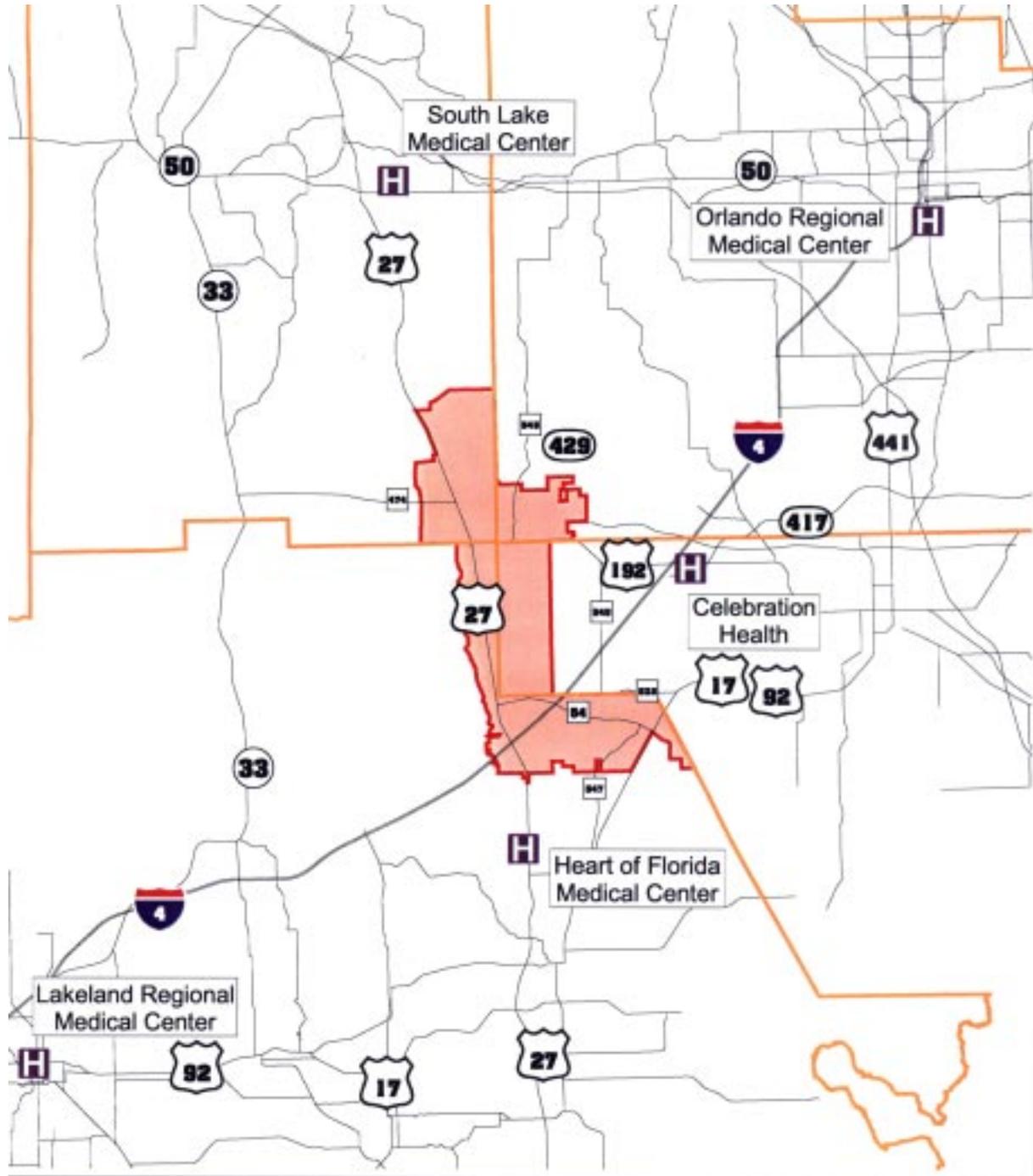
Notes

- 1 Sheri Olson, Community Relations, South Lake Hospital
- 2 Mr. Robert Mahaffey, Director, Heart of Florida Regional Medical Center

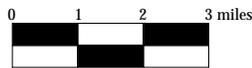


Celebration Health

HOSPITALS



2



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

TRANSPORTATION

Overview of area

The study area includes the following roadways (see study area map on page 46):

- US 27 and CR 474 in Lake County;
- CR 545 and US 192 in Orange County;
- US 192, CR 532, I-4 and CR 545 in Osceola County; and
- US 27, US 17-92, CR 54, CR 545 and I-4 in Polk County.

Several DRIs are in the area, including Orange Lake Country Club in Orange County; Summer Bay and Southlake in Lake County; Reunion (aka Magnolia Creek), ChampionsGate, The Palms, and Westside (currently under review) in Osceola County; and Posner city Center and Oak Hills Estates in Polk County.

Florida Intrastate Highway System - US Highway 27 and Interstate 4

Two of the roadways, US 27 and I-4, are part of the Florida Intrastate Highway system. These facilities are defined in Topic Number 525-030-250-d of FDOT's Systems Planning Office as follows:

The Florida Intrastate Highway System (FIHS) is an interconnected statewide system of limited access facilities and controlled access facilities developed and managed by the Department to meet standards and criteria established for the FIHS. It is part of the State Highway System, and is developed for high-speed and high-volume traffic movements. The FIHS also accommodates High-Occupancy Vehicles (HOVs), express bus transit and - in some corridors - inter-regional and high-speed intercity passenger rail

service. Access to abutting land is subordinate to movement of traffic, and such access must be prohibited or highly regulated.

The FIHS represents only 3 percent of Florida's public roads, but carries over 30 percent of all traffic. About 70 percent of all truck travel on the State Highway System occurs on FIHS roads. About two-thirds of Florida's people and jobs are within five miles of the system. The FIHS is comprised of interconnected, limited and controlled-access roadways that provide high-speed and high-volume traffic movements within the state. Providing these limited and controlled-access corridors for inter-regional and interstate trips is critical to both urban and rural economic development.

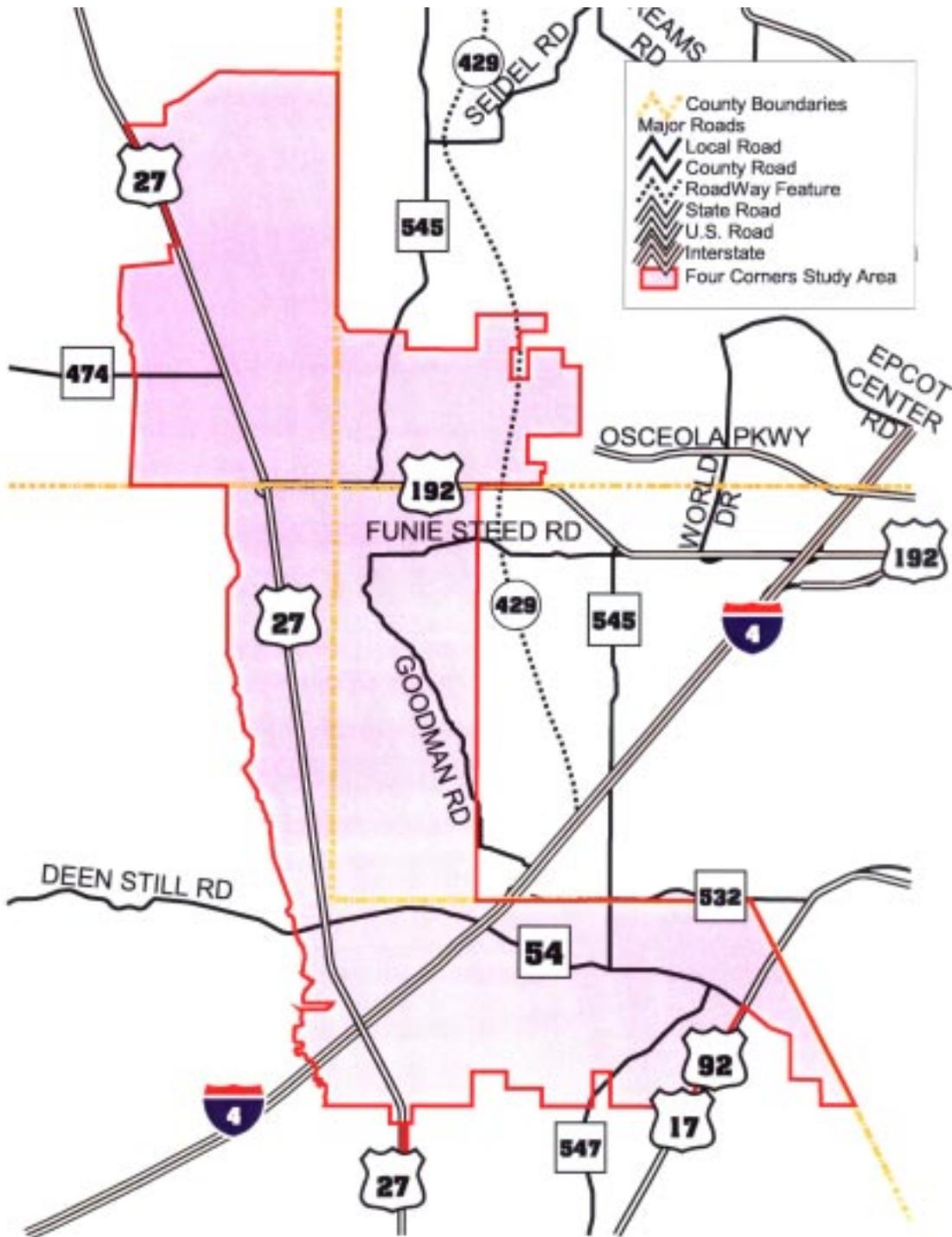
Interstate 4 is a limited access facility. US 27 is being developed quickly, and strict access control is vital in order to preserve capacity and promote vehicle movement.

US Highway 27

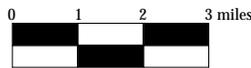
The importance of US 27 as an inter-regional facility is evident solely from its use as a shipping and distribution artery. Lake County's Christopher Ford Industrial Park, located at US 27 and Florida's Turnpike, provides more than 450 acres for warehousing and distribution. Existing businesses such as Circuit City, Goodyear Tire and Rubber, the Marriott and Domino's Pizza use US 27 for moving their products easily to Central Florida markets. Similarly, the Florida Center Park on US 27 within the Four Corners study area is a major center for distribution within Central Florida.

In the study area, US 27 is primarily rural, but is being populated quickly by highway-oriented commercial, housing developments and retirement communities. While presently there is little signalization, the increasing number of access points from these

EXISTING ROAD NETWORK



2



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March 2002

developments will increase the probability of accidents and congestion. The speed limit is 65 mph on most of the roadways in the study area. Future planned improvements to US 27 are shown in the table on page 51.

Interstate 4

Interstate 4 traverses the area from the southwest (Tampa) to the northeast (Daytona Beach). It is the only other facility also on the FIHS. Most traffic on the interstate is through traffic, but the access afforded by US 192, CR 532 and US 27 will provide excellent opportunities for growth. Future planned improvements are shown in the table on page 48.

US 192 is an east-west principal arterial and the only facility which is located in all four counties. It begins at US 27 at the Lake/Polk county line and goes eastward primarily through Osceola County. Future planned improvements are shown in the table on p. 51.

Other Primary Roads

Other roadways of lower classification, by county, include the following:

Lake County

CR 474: In Lake County, CR 474, a minor collector, goes west from US 27 1.6 miles north of US 192 and terminates about 8 miles west at SR 33 in southwest Lake County. It traverses the Green Swamp.

Orange County

CR 545: In Orange County, CR 545 north is a major collector and goes from US 192 to SR 50, generally paralleling US 27 on the east. Orange County's Horizon West sector plan will be served in part by CR 545 north. It is expected that it will be widened through a partnership with development activity in a 10 year timeframe. The south end of CR 545 at

US 192 will align with Osceola County's Armadillo Blvd. and continue south to CR 54 in Polk County.

Osceola County

In Osceola County, CR 532 is a 2 lane minor arterial east of I-4 and a 4 lane collector west of I-4 (the far west end in Polk County remains a 2 lane facility) and goes from US 17-92 on the east to CR 54 in Polk County on the west. The portion west of I-4 bisects the ChampionsGate DRI. This roadway is constructed just north of the Osceola/Polk County line for much of its length, has an interchange with I-4 and will be heavily impacted by Development of Regional Impact (DRI) activity, as ChampionsGate and the Reunion DRIs depend heavily on this roadway for access to I-4. Portions of this roadway will be widened by the Reunion DRI (4 laning from I-4 to CR 535 south) and the ChampionsGate DRI (improvements not yet determined).

CR 545: Also in Osceola County, a portion of CR 545 south is included in the analysis area. This facility begins at CR 54 in Polk County (see Polk County roads below), crosses CR 532 one mile north just above the county line and travels north to US 192, 5 miles further north. The 2.5 mile portion in the study area is currently a 2 lane facility and in Osceola County bisects the Reunion DRI. Planned improvements to CR 545 are shown in the table on page 51.

Polk County

Polk County roadway facilities in the analysis area in addition to US 27 and I-4 discussed above include US 17-92, CR 54 and CR 545.

US 17-92: US 17-92 is a 2 lane principal arterial that traverses Osceola and Polk Counties. In Polk County, it is on the far east side of the study area. There are no improvements planned for US 17-92. In the

Planned and Programmed Roadway Improvements *

FOUR CORNERS AREA

| ROADWAY | FROM | TO | IMPROVEMENT | AGENCY RESPONSIBLE | FISCAL YEAR |
|-------------------------|--------------------------|---------------------------|-----------------------|-------------------------------------|-------------|
| US 27 (Lake) | Lake/Polk county line | Boggy Marsh Road | Widen to 6 lanes | FDOT | 2004-2005 |
| US 27 (Lake) | Bradshaw Rd. | SR 50 | Widen to 6 lanes | FDOT | 2011-2020 |
| US 27 (Polk) | Lake/Polk county line | I-4 | Widen to 6 lanes | FDOT | 2015-2025 |
| Interstate 4 (Polk) | US 27 | Osceola/Polk county line | Widen to 6 lanes | FDOT | 2001-2002 |
| Interstate 4 (Osceola) | Osceola/Polk county line | US 192 | Widen to 6 lanes | FDOT | 2002-2003 |
| Interstate 4 (Polk) | Osceola/Polk county line | Hillsborough County line | Widen to 8+lanes | FDOT | 2015-2025 |
| US 192 (Osceola) | Captain Kidd Blvd. | 1000' east of Reedy Creek | Widen to 6 lanes | FDOT | 2001-2002 |
| US 192 (Osceola) | East of SR 535 | Hoagland Blvd. | Widen to 6 lanes | FDOT | 2003-2004 |
| US 192 (Osceola/Polk) | 4 corner point | Orange Lake Blvd. | Widen to 6 lanes | FDOT | Beyond 2020 |
| CR 545 north | US 192 | Seidel Road | Widen to 4 lanes | Orange County partnership candidate | 2011 |
| CR 532 | I-4 | CR 535 south | Widen to 4 lanes | Reunion DRI | 2006 |
| CR 545 south | US 192 | Sinclair Road | Widen to 4 lanes | Osceola County | 2004-2005 |
| Interstate 4 | US 27 | Osceola/Polk county line | Widen to 6 lanes | FDOT | 2001-2002 |
| Interstate 4 | Osceola/Polk county line | US 192 | Widen to 6 lanes | FDOT | 2002-2003 |
| Interstate 4 | Osceola/Polk county line | Hillsborough County line | Widen to 8+lanes | FDOT | 2015-2025 |
| US 192 | Captain Kidd Blvd. | 1000' east of Reedy Creek | Widen to 6 lanes | FDOT | 2001-2002 |
| US 192 | East of SR 535 | Hoagland Blvd. | Widen to 6 lanes | FDOT | 2003-2004 |
| US 192 | 4 corner point | Orange Lake Blvd. | Widen to 6 lanes | FDOT | Beyond 2020 |
| CR 545 south | US 192 | Sinclair Road | Widen to 4 lanes | Osceola County | 2004-2005 |
| CR 532 | I-4 | CR 535 south | Widen to 4 lanes | Reunion DRI | 2006 |
| US 27 | Osceola/Polk county line | Boggy Marsh Road | Widen to 6 lanes | FDOT | 2004-2005 |
| US 27 | Bradshaw Rd. | SR 50 | Widen to 6 lanes | FDOT | 2011-2020 |
| US 27 | Lake/Polk county line | I-4 | Widen to 6 lanes | FDOT | 2015-2025 |
| Western Beltway, Part C | SR 50 | Seidel Road | New 4 lane expressway | FDOT/ Turnpike | 2007 |
| Western Beltway, Part C | Seidel Road | Interstate 4 | New 4 lane expressway | FDOT/Turnpike | 2010 |
| CR 545 north | US 192 | Seidel Road | Widen to 4 lanes | Orange County partnership candidate | 2011 |

* From adopted work programs.

region, US 17 and US 92 join north of DeLand in Volusia County and split south of the Four Corners area just north of Winter Haven. In the Four Corners vicinity, it is lightly traveled and is expected to maintain its

adopted level of service.

CR 54: CR 54 (Loughman Road) goes from US 17-92 in Loughman at its eastern

Future Level of Service Conditions on Area Highways

FOUR CORNERS AREA

| ROAD | FROM | To | NUMBER OF LANES | CLASS | ADOPTED PEAK HOUR SERVICE VOLUME AND ADOPTED LOS | EXISTING DAILY VOLUME /LOS | EXISTING PEAK HOUR VOLUME /LOS | 2005 | 2010 | 2015 | 2020 ¹ |
|------------------|-----------------------|-------------------|-----------------|-----------------------|--|----------------------------|--------------------------------|-----------------------|-----------------------|-----------------------|------------------------|
| LAKE | | | | | | | | | | | |
| US 27 | US 192 | CR 474 | 4 ² | Principal Arterial | 2,040/B ³ | 28,500/C ¹ | 1,177 ³ | 1,800 ³ /B | 2,187 ³ /B | | 33,400/B |
| | CR 474 | North | 4 | Principal Arterial | 1,790/B ³ | 28,500/C ⁴ | 1,177 ³ | 1,476 ³ /B | 1,665/B ³ | | 36,600 ⁵ /D |
| CR 474 | US 27 | West | 2 | Minor Collector | 800/D ⁶ | 4,302/B ¹ | 254/B ¹ | | | | 11,500/D |
| US 192 | US 27 | County line | 6 | Principal Arterial | 2,690/D ³ | 37,566/F ¹ | 1,150/A ³ | 1,703/B ³ | 1,965/B ³ | | 40,500/F |
| ORANGE | | | | | | | | | | | |
| CR 545 N | US 192 | Hartzog Rd. S | 2 | Major Collector | 1,230/D ³ | 5,350/A ¹ | 212/A ¹ | 272/A | 819/D ³ | | 16,000/D ¹² |
| | Hartzog Rd. S | Seidel Rd. | 2 | | D | 3,901/A ¹ | 308/A ¹ | | | | 17,000/F ¹³ |
| OSCEOLA | | | | | | | | | | | |
| US 192 | County line | CR 545 N | 4 | Principal Arterial | 3,010/D ³ | | 1,189/B ³ | 1,703/B ³ | 1,967/B ³ | | |
| | CR 545 N | Orange Lake Blvd. | 4 | Principal Arterial | 3,010/D ³ | 37,000 ⁵ | 1,692/C ³ | 2,450/B ³ | 3,111/C ³ | | |
| | Orange Lake Blvd. | Greeneway | 6 | Principal Arterial | 3,790/D ³ | 38,704/F ¹ | 1,189/B ³ | 1,823/C ³ | 2,508/C ³ | | 41,800/C |
| CR 532 | CR 545 S ⁷ | I-4 | 2 | Minor Arterial | 880/D ⁸ | 12,000 ⁸ | 610/C ⁸ | 888/B ⁸ | | 1,583/C ⁸ | |
| | I-4 | Legends Blvd. | 4 | Collector | 1,850 | 13,400 ⁸ | 681/B ⁸ | 893/B ⁸ | | 1,535/C ⁸ | |
| | Legends Blvd. | CR 54 | 2 | Collector | 880 | 13,400 ⁸ | 681/C ⁸ | 814/C ⁸ | | 1,007/C ⁸ | |
| I-4 ⁹ | World Drive | CR 532 | 6 | Urban Freeway | 5,630/D ⁸ | 64,500 ⁸ | 3,120/D ⁸ | 3,803/C ⁸ | | 4,932/D ⁸ | |
| CR 545 S | CR 532 | Sinclair Road | 2 | Minor Arterial | 880/D ⁸ | 6,300 ⁸ | 689 ⁸ | 738/C ⁸ | | 1,077/B ¹⁰ | |
| POLK | | | | | | | | | | | |
| US 27 | US 192 | CR 54 | 4 | Principal Arterial | 2,520/C ¹¹ | 20,600 ¹¹ | 961/A ⁸ | 1,011/B ¹¹ | 1,203/B ¹¹ | | |
| | CR 54 | I-4 | 4 | Principal Arterial | 2,520 | 18,800 ¹¹ | 1,149/B ¹¹ | 1,004/B ¹¹ | 1,097/B ¹¹ | | |
| US 17-92 | Osceola Co. Line | CR 54 | 2 | Principal Arterial | 924/C ¹¹ | 8,200 ¹¹ | 407/B ¹¹ | 439/B ¹¹ | 480/B ¹¹ | | |
| | CR 54 | Southward | 2 | Principal Arterial | 924/C ¹¹ | 8,200 ¹¹ | 407/B ¹¹ | 439/B ¹¹ | 480/B ¹¹ | | |
| CR 54 | US 27 | CR 532 | 2 | Rural Major Collector | 664/D ¹¹ | 6,100 ¹¹ | 314/B ¹¹ | 339/B ¹¹ | 370/B ¹¹ | | |
| | CR 532 | CR 545 | 2 | Rural Major Collector | 664/D ¹¹ | 7,200 ¹¹ | 394/B ¹¹ | 425/B ¹¹ | 465/C ¹¹ | | |
| | CR 545 | US 17-92 | 2 | Rural Major Collector | 664/D ¹¹ | 7,200 ¹¹ | 390/B ¹¹ | 422/B ¹¹ | 461/C ¹¹ | | |
| CR 545 | CR 532 | CR 54 | 2 | Collector | 880/D ⁸ | 7,660 ⁸ | 441/B ⁸ | 583/C ⁸ | | 738/C ⁸ | |
| I-4 ⁹ | US 27 | CR 532 | 6 | Urban Freeway | 2,950/C ⁸ | 74,500 ⁸ | 3,604/D ⁸ | 4,330/C ⁸ | | 5,343/D ⁸ | |

n Highlighted cells indicate sections expected to operate below LOS standard.

1 Source: Daily volumes and LOS from SWOEL Transportation Alternatives Plan DRAFT

2 6 lane improvement scheduled for 2005

3 Westside DRI Application. The Westside future years analysis is for 2006 (reported as 2005 above) and 2012 (reported as 2010 above)

4 Average of 2 reported links from SWOEL Transportation Alternatives Plan DRAFT

5 Average of link volume south of CR 474 and south of SR 50

6 FDOT LOS Handbook

7 6 lane improvement assumed by Reunion developer

8 Reunion DRI Application. The Reunion future years analysis is for 2006 (reported as 2005 above) and 2016 (reported as 2015 above)

9 6 laning assumed by 2003

10 Reunion 2016 on 4 lane section from Sinclair to first project entrance only. LOS D from Sinclair south on 2 lane section

11 2001 Polk County Roadway Network Database for all Polk County roadways unless otherwise noted

12 LOS B when 4-laned

13 LOS B when 4-laned - 15,900

extremity to CR 33 (as Dean Still Road), in the middle of the Green Swamp, for a total distance of 18 miles. This two lane rural major collector (between US 17-92 and US 27) serves several small to medium size subdivisions.

CR 545: CR 545 in Polk County is a one mile extension of the Osceola roadway and goes from CR 532 to CR 54 as a two lane collector roadway. It will serve the planned town center that straddles the road for its entire length in Polk County.

Planned and programmed improvements are listed in the table on page 51.

Future Conditions

Future Conditions (shown in the table on page 52) covers existing conditions and information, as available from the various sources, for 2005, 2010, 2012 and 2020. As indicated in the footnotes for the table, the analysis is a compilation of information from available studies, including DRI analyses (Reunion DRI and Westside DRI), Polk County Roadway Network Database information and the Southwest Orange/East Lake (SWOEL) Transportation Alternatives Plan draft. While these studies utilize various methodologies, the studies have been conducted under the auspices of various government entities. The modeling for the DRI analyses were based on socioeconomic data for all four counties.

Future Deficiencies

The available information indicates that levels of service currently are acceptable on all roadways, with the exception of US 192. When future roadway improvements and future traffic levels are considered, the levels of service will be at or above the adopted level of service on all roadways except for I-4 from US 27 to CR 532 in 2015 and, in 2020: US 27

north of US 192 (which will be at LOS D - LOS C is the adopted LOS); CR 545 in Orange County north of Hartzog Road (which is at LOS F); and US 192 west of CR 545N (also at LOS F).

Opportunities

In order to explore what opportunities exist in the Four Corners area to expand the road network, interviews with county planners and engineers were conducted to benefit from their ideas, plans and concepts. Several items were discussed:

Orange County: In conjunction with the Southwest Orange/East Lake Transportation Alternatives Plan, the following roadway improvements or new corridors were identified:

- The widening of CR 545 was identified as an Orange County partnership candidate with construction listed in 2011. As a partnership candidate, funding would be dependent upon developer contributions to a great extent.
- Hartzog Road was identified as extending west into Lake County to US 27 at CR 474. It would also extend east to an interchange with the Western Beltway. East of the Western Beltway, Hartzog Road would continue to connect in some fashion with Buena Vista Drive within Disney property.
- Two other east-west roadways that would connect CR 545 to US 27 were identified in the various alternatives offered from the SWOEL plan. The northernmost corridor extended from CR 545 at Porter Road and extended into Lake County along Shell Pond Road to US 27. Further south, a corridor west from Seidel Road extended to US 27.

In addition, the Western Beltway will provide for a high volume, high speed toll road that will add north-south capacity.

Lake County: In addition to the roadways listed in Orange County above that would provide east-west movement, only one additional corridor was identified as a possible enhancement for local traffic movement and as a way to keep local trips off of US 27. Similar to the “Green Swamp Parkway” in Polk County, though likely much smaller in scope, locally oriented north-south corridors on the east and west sides of US 27 could relieve US 27 and provide avenues for local movements. The proximity of the Green Swamp and an abundance of other wetlands and wildlife corridors on both sides of US 27 will likely limit such routings to very local and frequently interrupted systems.

Osceola County: In conjunction with the county’s Westridge Area Plan, several roadways are planned to coincide with development in the area. The Westside DRI, at the north end of the Westridge area, will be the spark for road building in the area. As a part of the DRI, Armadillo Boulevard must be constructed through their project and the beginning of Goodman Road paving will begin within their project boundary. A description of roadway improvements is as follows:

- Armadillo Boulevard is a north-south roadway that will begin at US 192 and line up opposite to Orange County’s CR 545 to the north. It will parallel the Polk County line to the southern county boundary. From there, it is a short distance to CR 54 in Polk County, just east of US 27. It is Osceola County’s intention to require that the roadway be built as development occurs along the corridor. When completed, Armadillo Boulevard/CR 545 will connect SR 50 in the Winter Garden area to CR 54 and almost to the US 27/I-4 interchange. This represents a major new highway corridor for the Four Corners area.
- Goodman Road may be paved within a 6

to 8 year timeframe. It is not currently funded, however county engineers believe it to be an important addition to the capacity needs in the area as well as a safety issue for the currently unimproved dirt road.

- Tri-County Road 2 is an existing dirt roadway that goes east-west from US 27 in Polk County (about 1.3 miles north of CR 54 in Polk County) to Goodman Road. This roadway could continue eastward to the planned Sinclair Road extension (see below) and westward to the proposed Green Swamp Parkway paralleling US 27 to the west. Polk County plans for a town center in this vicinity as well.
- Florence Villa Road and other east-west connections between Armadillo Blvd. and US 27 are planned. Florence Villa Road is partially within the Westside DRI and for the first phase, the Bahama Breeze Resort subdivision will connect only to US 27. For the second phase, which begins in 2007, it will connect to Armadillo Boulevard.
- Sinclair Road is a Reunion DRI roadway that will go from CR 545 to CR 532. This roadway is expected to be done as a part of Phase 1 (2006) of the Reunion development. It will have an interchange with the Western Beltway, which should be completed in 2010.
- The Western Beltway will influence the traffic patterns in the area and will initially relieve many of the north-south corridors. As development occurs, however, roadways servicing the Western Beltway will experience congestion. The beltway in this area is a Turnpike/FDOT endeavor and is anticipated for completion by 2010.

Polk County: Polk County has several roadways that are intended to enhance circulation in the Four Corners area:

- Parallel facility to US 27 on the west

(currently identified as the Green Swamp Parkway); intended primarily for local trips and to relieve the need to use US 27, the western US 27 parallel road is currently planned to begin at the Polo Park subdivision with an intersection at US 27 and curve south for about nine miles before curving east to intersect with US 27 again. It would cross over I-4 west of the US 27 interchange with I-4. It is planned for 2 lanes for the majority of its length, but may widen to 4 lanes in some places.

It is not likely that the parallel facility to US 27 on the west will be able to directly connect to a similar facility in Lake County due to existing development and the Green Swamp at the Polk/Lake line. Breaks such as this may be beneficial however as they would keep the corridor with a local orientation and prevent the creation of another regional corridor, as is likely to happen on the east side of US 27.

- In conjunction with the parallel facility to US 27 on the west, several east-west roads will be constructed eastward to US 27, with some continuing eastward to Armadillo Blvd. in Osceola County. Both Polk and Osceola County are planning town centers on the US 27 parallel road (Polk County) and Armadillo Blvd. (Osceola County) that would satisfy local trips and keep cars from using US 27. Tri-County Road #2 is one east-west roadway that is anticipated to continue further east to connect with Goodman Road, Sinclair Road and connect to CR 545 in Osceola County at the Reunion DRI.
- As noted in the Osceola County section above, Armadillo Boulevard will continue from US 192 southward to the Polk County line. It is a short distance to CR 54 from the county line and this portion should be constructed to complete the connection from US 192 to CR 54. The length in Polk County is approximately

0.2 miles, depending upon where the connection is made.

- The ChampionsGate DRI developer also owns acreage in Polk County between CR 54 and the county line to the north. As part of the Osceola County approval, the developer has built an extension to CR 532 in Polk County that currently terminates at CR 54. Plans for an extension from its current terminus at CR 54 southwest to US 27 exist that would provide relief to CR 54 between US 27 and CR 532.

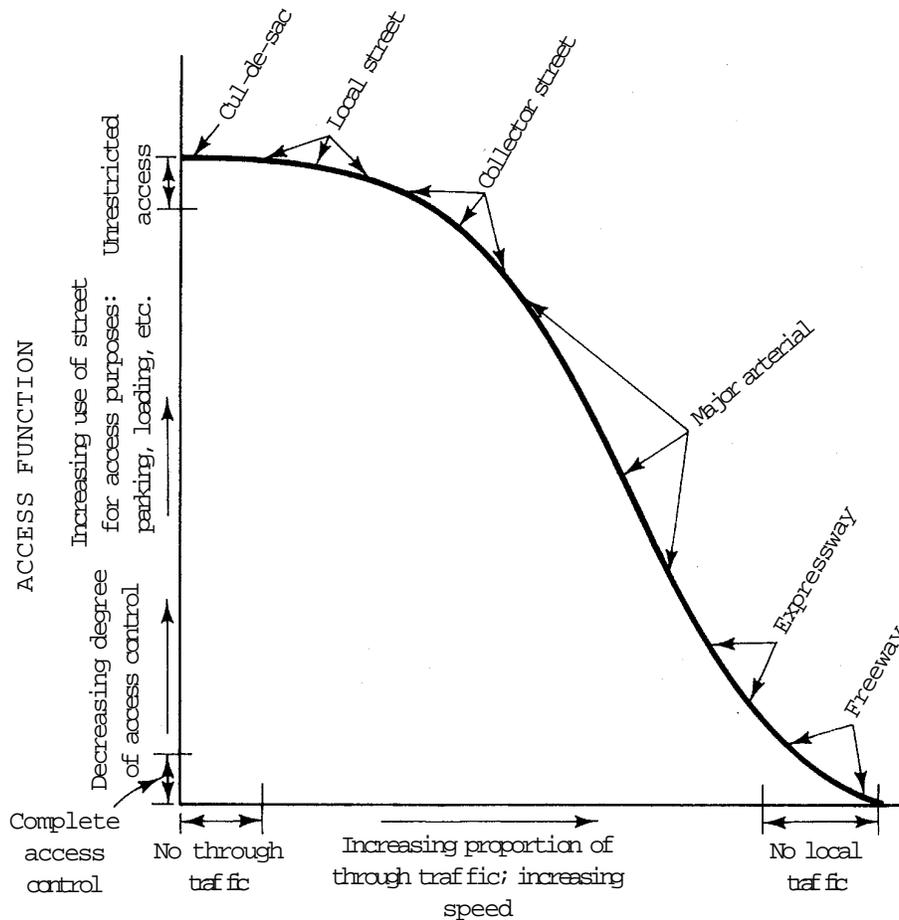
General Considerations

- *Limited access to higher classification highways* – The roadways in this study vary from freeway to collector in classification. Obviously, I-4 is designed for movement of vehicles with minimal consideration for access. As one descends in classification, access becomes more of a function and movement of vehicles becomes less of a function. Optimally, in order to move vehicles, access should become more controlled.

The figure on the next page illustrates this relationship. As the access component is increased, the quality of flow for through traffic is diminished. Therefore, it is important to limit access to the extent possible through strict access regulations and the requirement that driveways be shared where ever possible. Frontage roadways or roadways behind commercial areas also can work to provide shared access. Also, when access must be provided on roadways, it is beneficial to require deceleration and acceleration lanes, allow for right in and right out only access, allow for directional median access (left in only on divided highways) or to strictly adhere to spacing requirements.

- *Grid system and interconnected roadways* – Major street spacing is optimally located

Relationship Between Street Access Control and Ability of Streets to Move Traffic



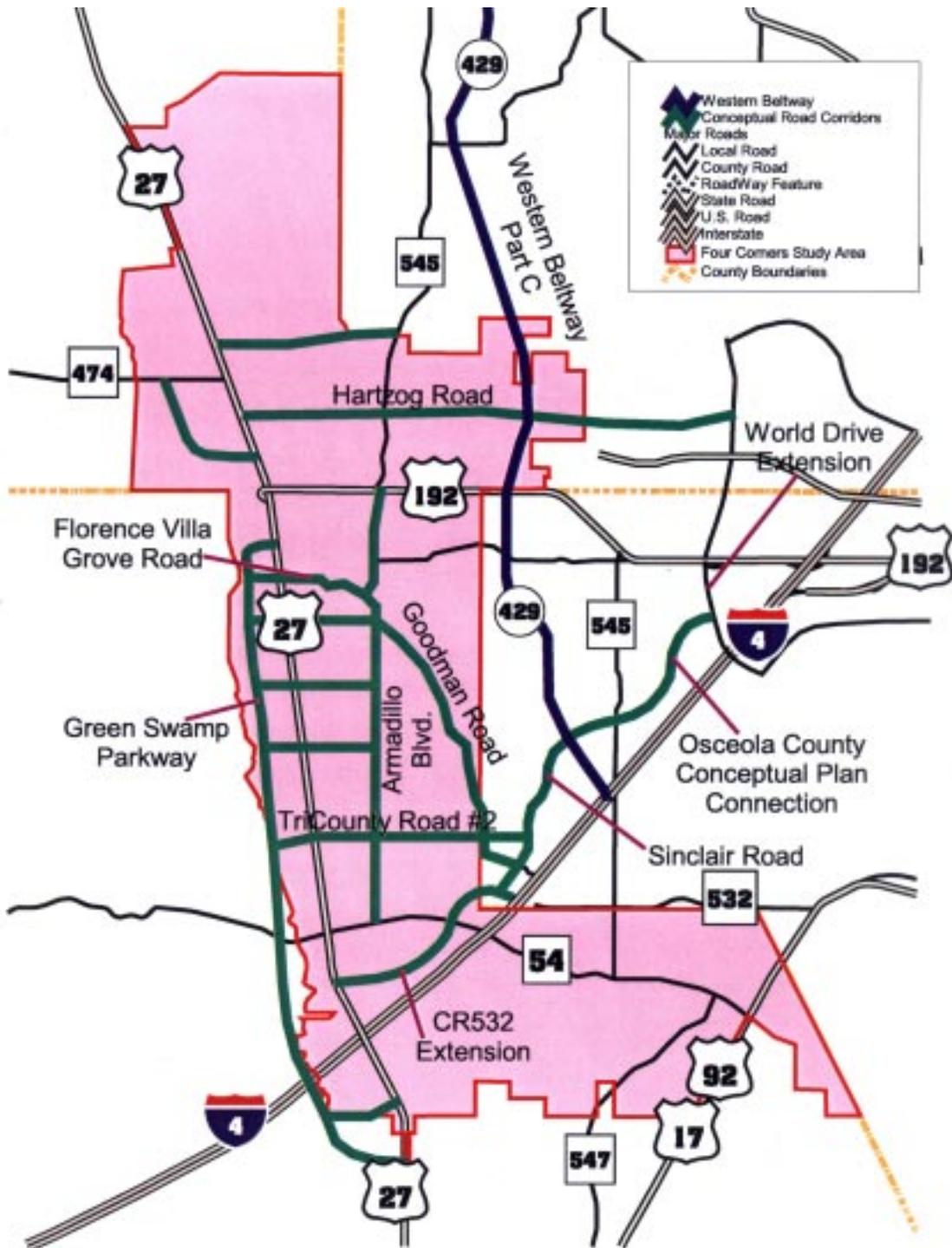
Source: Institute of Transportation Engineers; Transportation Planning Handbook, 1992.

at half mile intervals to shorten access from local streets, increase efficiency of transit operations and preserve capacity on US 192 and US 27 which are designed for through movements. Between the major streets, a network of smaller interconnected streets in more of a grid pattern is recommended to promote pedestrian and bicycle activity. Connections for pedestrians and bicycles between schools, community centers and commercial areas will preserve capacity on the street network and promote a more livable community. While it may be unrealistic to expect a grid street system throughout the Four Corners area, it

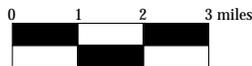
should be strongly considered as development occurs. It is important to have the separate developments interconnect with adjacent developments so that roads are continuous.

- *Mixed use developments* – In an effort to minimize the amount of vehicle miles traveled (VMT) it is recommended that land uses be mixed to the extent practicable. For this area, the concept of town centers or activity centers is important to allow for access to a variety of land uses that would satisfy various trip demands. If these centers are pedestrian oriented, then internal capture of trips

FUTURE ROADWAY CORRIDORS



2

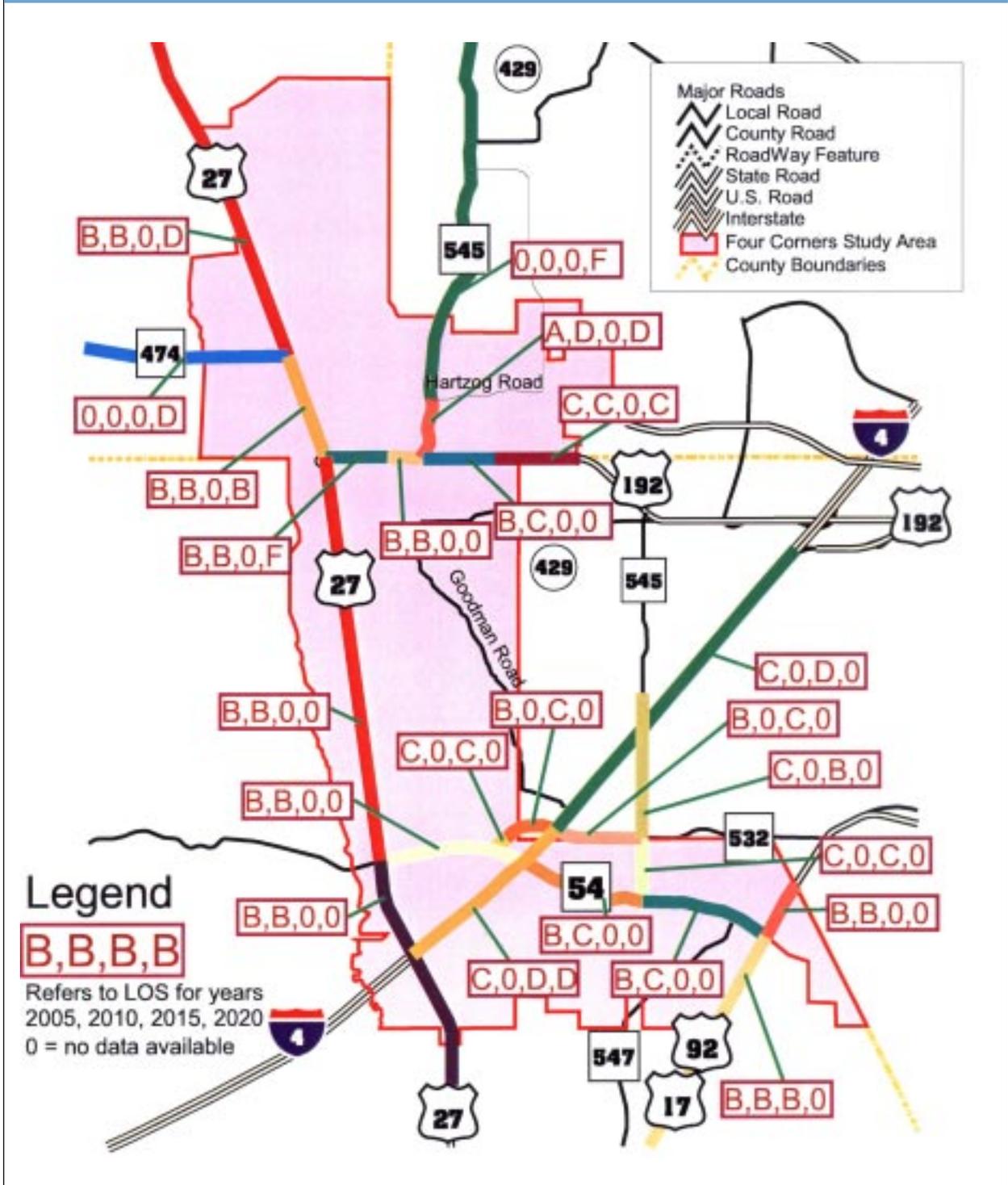


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will increase. Immediate benefits would be derived for basic shopping needs and over time, other trip purposes such as school, office and employment trips could more readily be satisfied near by. Over the long term, a balance of housing and jobs will provide optimal accessibility, improved travel speeds and a drop in VMT. In a more compact area, trips can be internalized to a greater extent, thereby encouraging pedestrian and bicycle travel and obviating the need for automobile trips. Where town centers are promoted to improve the accessibility to a variety of land uses, VMT can be reduced by as much as 50 percent when compared to urban sprawl (Reid Ewing, *Transportation & Land Use Innovations*, 1997).

Incorporation of new roadway system into comprehensive plans – In order to preserve the rights of way for the new and improved roadways discussed above and contained in the above map, it would be advantageous to protect the corridors to the extent allowed by law. It has been determined in *Palm Beach County v. Wright* (641 So. 2d (Fla. 1994)) (see Appendix E) that counties, through their comprehensive plan, can provide protection for planned thoroughfares. If the counties incorporate the facilities into a Thoroughfare Right-of-Way Protection Map and the comprehensive plan traffic circulation element includes certain language in support of the Thoroughfare Right-of-Way Protection Map, the Supreme Court of Florida ruled that such protection is valid.

FUTURE LEVELS OF SERVICE



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REGIONAL TRANSIT

Currently the only service in the area is LYNX's Link 55 along US 192. The eastern terminus is the Osceola Square Mall DRI and the western terminus is the Sleep Inn Hotel at Secret Lake Drive, just east of Orange Lake Boulevard. Service is hourly seven days a week from 6:45 AM to 10:25 PM.

Discussions with LYNX representatives indicate that service to Polk County has been considered; however, the details have yet to be worked out. Service to US 27 to the Polo Park subdivision was explored; however, an area for transit staging has not been found.

Discussions also have centered on transit to the Publix at the Summer Bay DRI site located on the north side of US 192 just east of US 27. LYNX is concerned, however, that the lack of a signal at the main entrance makes it too dangerous for a bus to exit left from this site.

Funding for LYNX is derived from the counties that receive the service; therefore Polk and Lake counties would be responsible for funding a route that services their jurisdictions.

Area Transit

Creation of the new transportation corridors offered by Armadillo Boulevard and CR 545 east of US 27, and the Green Swamp Parkway and a similar rear-of-parcel road in Lake County, combined with periodic crossroads, creates an excellent opportunity for making a

transit loop serving the Four Corners and all four counties. With local trips likely to be between home and town centers and schools, a system focusing on area transit service, with links to other areas - such as the Disney employment center and its transit system or the high speed rail corridor - could make living in the Four Corners without routine use of a car a possibility.

Large buses with subsidized fares, which run along main lines and service bus stops where it is hoped there are riders, typically are too far from most origins and destinations in suburban areas to be useful. Taxis, which can go from point to point and are unsubsidized, are too expensive for common use.

What has proven to be successful elsewhere are systems based on mini-buses that are demand-responsive. Such buses may travel a fixed route, but also can be routed to travel to stops where service is requested and bypass other stops. Using smaller buses provides more maneuverability and shorter headways. While existing systems in other communities often require day-in-advance reservations,

emerging computer technology will provide an immediate response to a ride request. Such a system is being proposed for the Altamonte Springs-Maitland-Winter Park area and is further developed in other parts of the United States.

Such transit systems usually require a population base of at least 50,000, with land uses arranged in a pattern conducive to pedestrian movement. The Four Corners study area cannot support such a system now, nor will it be able to if current patterns of

A system focusing on area transit service, with links to other areas - such as the Disney employment center or the high speed rail corridor - could make living in the Four Corners without routine use of a car a possibility.



Integrated bus stop concept
Source: Avalon Park DRI, Orange County

eventual creation of a transit system that serves the Four Corners study area. Such a system should be scaled for neighborhood service, with opportunities for connections to regional transit systems.

- Town centers and activity centers should be designed to accommodate

single family subdivisions and highway commercial continue. However, adequate densities of origins and demands could be created by developing activity centers with strong pedestrian components, as current county comprehensive and small area plans promote. The substantial tourist population and existing focused destinations - such as the transit that serves Disney attractions and employment centers - could help to generate adequate demand.

The highway network currently being planned creates an ideal loop and grid for such a system. New transit-oriented development is needed, with built in allowances for future transit routes and comfortable stops. The densities created through such design also can allow other areas to remain green and provide needed environmental linkages.

Opportunities

- Consideration should be given to the

future transit service and allow for convenient pedestrian movement to locations that can be served by transit.

- Armadillo Boulevard, Green Swamp Parkway, CR 545 and other roads parallel to US 27 - as well as their east-west connectors - should have sufficient right-of-way to allow the possibility of building future bus turn-outs, queue-jumping lanes for buses, and other measures to support transit use.
- Construction of roads parallel to US 27 should be ensured as lands in the US 27 corridor are given authorization to develop. One way of promoting this is to prohibit construction of east-west cross roads as the means of providing access to the regional road system before the parallel roads are constructed.

AREA CODES

The Four Corners study area is served by four area codes: 352 covering the Lake County portion; 407 and 321 covering the Orange and Osceola county portions and 863 covering the Polk County portion of the study area. As the 321 area code overlays the 407 area code, residents of Orange and Osceola counties are now using ten-digit dialing for local calls.

Assignment of area codes is a complicated and often controversial process overseen by the Florida Public Service Commission (PSC), but it also involves the telephone utility, the Federal Communications Commission and the North American Numbering Plan Administration, who assigns the actual area code numbers and dialing prefixes.

When new area codes are assigned, they can be implemented through a “geographic split” or an “area code overlay.” As a result of a split, the geographic area using an existing area code is split into two parts, with some telephone customers continuing to be served through the existing area code while others must change to a new area code. With an overlay, the new area code covers the same geographic areas as an existing code, but new customers in that area are assigned to the new, or overlay, area code. This can result in next door neighbors having different area codes. (A sheet of frequently asked questions prepared by the Public Service Commission is included in Appendix F.)

The Four Corners study area, being on the edge of three area codes, can expect to be affected by future area code changes. It may be possible for a new area code overlay to be created with its center on the study area so that new phone numbers are assigned a common area code, or the PSC and local telephone companies may be able to create a situation where calls within a specified area are not considered to be long distance. This type of arrangement is not within the purview

of local governments to accomplish, but could be promoted through the Florida Public Service Commission.

POSTAL SERVICES

The Four Corners study area is divided into seven ZIP code zones, as shown on the accompanying map. The U.S. Postal Service also operates a postal store in a leased facility at 1100 US 27, a short distance north of the Lake/Polk county line. Post office boxes leased from this location have the additional Clermont ZIP code of 34713, but there is no delivery service available. This store's primary value is to provide a convenient location for selling postage and other postal products, as the nearest post offices to the study area are in Davenport, Clermont or Kissimmee. A second postal store is located outside of the study area at Celebration.

Though not within the jurisdiction of local governments, assignment of ZIP code boundaries can have important implications for community identity and citizen participation in government. For example, the ChampionsGate and Reunion developments in Osceola County are within the ZIP code zone of the Davenport post office in Polk County. While mail is delivered to addresses within that ZIP code just as effectively as anywhere else, an addressee in that zone might receive only ZIP code targeted bulk mailings for the Davenport ZIP code. This can be important for political mailings. A candidate running for office in Osceola County might not include Davenport addresses in his mailings, as he would not want to mail to addresses in Polk County, where the vast majority of Davenport addresses are located. Therefore, the Osceola County resident is not likely to receive bulk-mailed political information targeted to Osceola residents, and the candidate loses mail access to a portion of his constituents.

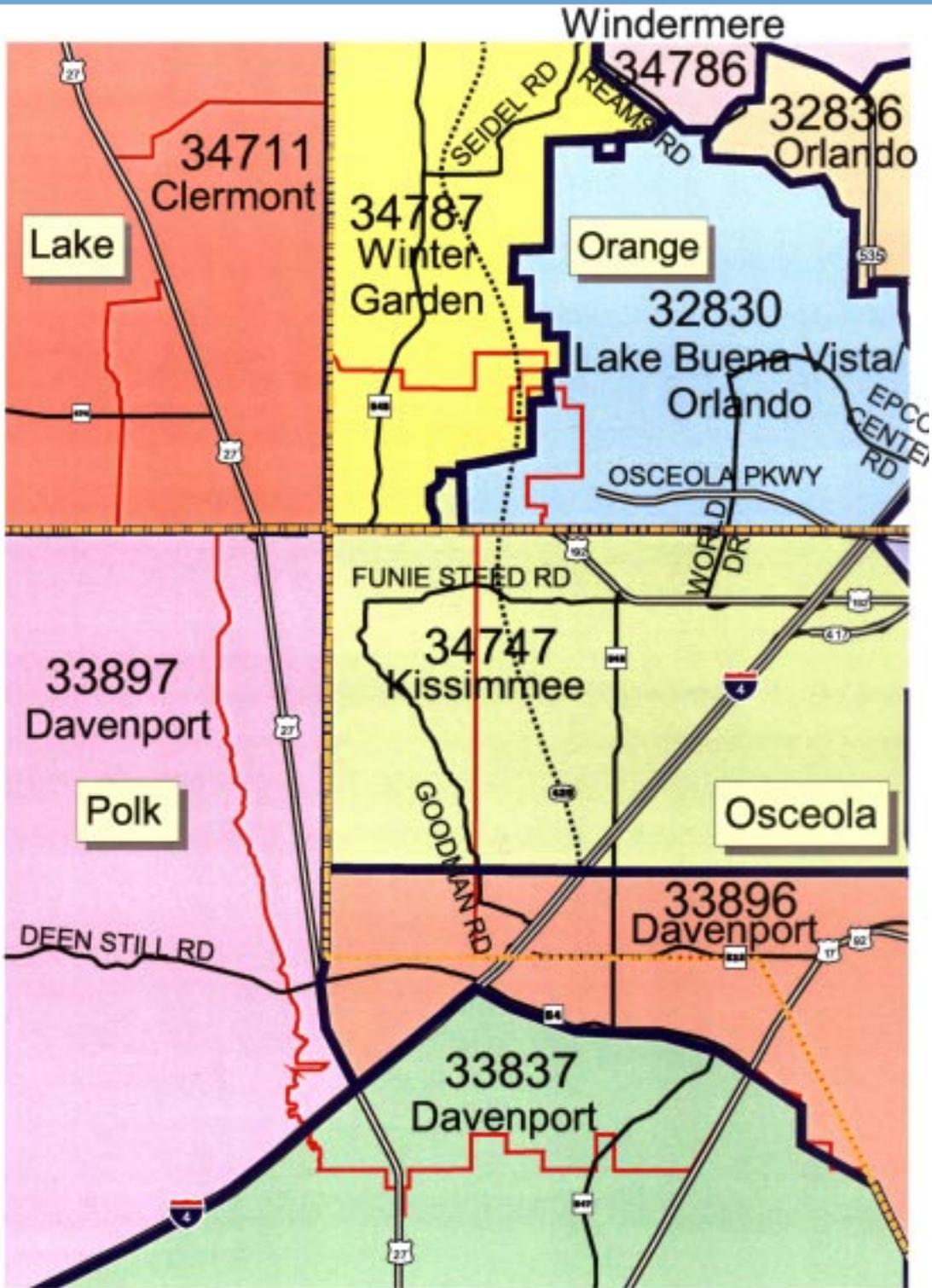
ZIP code zone boundaries are established by district service centers of the U.S. Postal Service, with ultimate approval determined by its national office. Polk County is within the

Suncoast service center based in Tampa, while the service center for Lake, Orange and Osceola counties is in Lake Mary. Each July, zones are reviewed for adjustment, with changes made primarily to control the number of addresses within the zone (generally no more than 25,000), though recent city annexations and new subdivisions occasionally are accommodated. Federal guidelines restrict ZIP code zones from crossing state lines, but there is no prohibition in Florida from crossing county lines.

Opportunities

- Consideration should be given to adjusting ZIP code boundaries to be consistent with county boundaries in the Four Corners study area. This may be accomplished by working informally with postal service center planners during the annual boundary reviews.

ZIP CODES



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APPENDIX A

Future Land Use Map – Use Generalizations

Each county has adopted its own set of future land use classifications. To create the composite Future Land Use map included in the report, the four county classification systems were generalized into a single classification system. These generalized classifications were used for calculating future numbers of possible housing units and the corresponding future population. Each county’s Future Land Use map was prepared as part of a 20-year view of growth in the area. The actual appearance of the Four Corners study area may be different in 20 years than what the map shows, due to market factors, availability of supporting infrastructure, and future changes to the comprehensive plans.

| Land Use Classifications for the Generalized Future Land Use Map | | |
|--|----------------------------|---|
| Code | Land Use Classification | Definition |
| R/AG | Rural/Agriculture | Below 1 dwelling units per acre |
| LDR | Low Density Residential | 1 to 5 dwelling units per acre |
| MDR | Medium Density Residential | 6 to 12 dwelling units per acre |
| HDR | High Density Residential | Above 12 dwelling units per acre |
| RESORT/RES | Resort Residential | Timeshare/hotels |
| COM | Commercial | Any commercial classification, including office |
| IND | Industrial | All industrial classifications |
| INS | Institutional | Governmental entities |
| REC | Recreation | Recreation |
| CON | Conservation | All conservation and preservation lands |
| LAKE | Lake | Any water bodies shown in the land use data |
| OUT | City | Incorporated lands |

The table at right shows the individual county’s Future Land Use code and the corresponding Four Corners Study generalized Future Land Use code.

| County Code | Generalized Code | |
|-------------|----------------------|----------|
| Lake | UrbanX 4 du/ac | LDR |
| | Rural 1 du/5 ac | R/AG |
| | Rural/Con 1 du/10 ac | R/AG |
| | Urban 7 du/ac | MDR |
| | Urban22 22 du/ac | HDR |
| | Ridge 4 du/ac | LDR |
| | COMST | COM |
| Orange | LD 4 du/ac | LDR |
| | LM 10 du/ac | MDR |
| | Village | LDR |
| | R/PD | RESORT/R |
| | C | COM |
| | WB | LAKE |
| Osceola | LDR 5 du/ac | LDR |
| | MDR 10 du/ac | MDR |
| | R/AG 1 du/5 ac | R/AG |
| | COM | COM |
| | INS | INS |
| Polk | A/RR 1 du/5 ac | R/AG |
| | RS 1 du/5 ac | R/AG |
| | RL-1 5 du/ac | LDR |
| | RL-2 5 du/ac | LDR |
| | RL-3 5 du/ac | LDR |
| | RL-4 5 du/ac | LDR |
| | RM 10 du/ac | MDR |
| | LR | REC |
| | CE | COM |
| | LCC | COM |
| | NAC | COM |
| | RAC | COM |
| | OC | COM |
| | TC | COM |
| | TCC | COM |
| | IND | IND |
| | BPC-1 | COM |
| | BPC-2 | COM |
| | INST | INST |
| | DRI | DRI |
| PRESV | CON | |
| ROS | REC | |
| CORE | CON | |
| CITY | OUT | |
| LAKE | LAKE | |

APPENDIX B

Lake Nona School

Urban Land Archives: 2001: October

ULI Awards Profile

NorthLake Park: A New Model

by David Takesuye

Official Statement of the Public Award

NorthLake Park represents a new model for building a school in a master-planned community that lacks a sufficient number of school-age children to justify a school at startup. Benefiting all parties involved, public and private interests collaborated to provide educational, recreational, and wellness services at a single developer-financed facility, built to the school district's specifications, to be sold later to the school district at a predetermined price.

Project Data

NorthLake Park Community School

Location: Orlando, Florida

Owner/Developer: Lake Nona Land Company, Orlando, Florida

Planner: Glatting Jackson Kercher Anglin Lopez-Rinehart, Orlando, Florida

Architect: SchenkelSchultz, Orlando, Florida

Size: 21.5 acres; building area: 126,566 sq.ft.

Project Cost: \$12.6 million

Project Completion: August 1999

Throughout the United States, there are neighborhoods desperate for schools. But at Lake Nona, a new community in Orlando, a school is waiting for students. This chicken-before-the-egg story was hatched by a public/private partnership that brought together a land developer, a municipal government, a school district, a YMCA, and a regional hospital network.

Lake Nona is an 8,000-acre, master-planned

community begun in the late 1980s, four miles southeast of Orlando International Airport. The first neighborhood developed was the Estates at Lake Nona, a 500-acre gated community of 300 golf course-oriented houses along three lakes. In the mid-1990s, NorthLake Park, a 500-acre community, was designed along traditional neighborhood development principles for an eventual 1,700 units of mixed housing types and lot sizes. Included were alley access and rear garages; an extensive parks, open-space, and trail system; state-of-the-art utility and technology systems; and a neighborhood mixed-use center. With a strong demand for homes in the \$130,000 to \$600,000 price range in the southeast sector of Orlando, the only element missing in the marketing formula was a public school, and that lack was seen as an impediment to sales. It could take years before an adequate number of rooftops were built to justify a new neighborhood elementary school, and, as a result, resident schoolchildren of NorthLake Park either would have to be bused or otherwise transported to a school some miles away.

This came at a time when the Orange County public school system was overwhelmed because of the growth in population and was trying to catch up in supplying elementary schools. It could build only where facilities were already overcrowded, a practice that threatened the imposition of new development-school concurrency legislation, which would mandate that new developments be permitted only where adequate school facilities exist. At NorthLake Park, there were not yet any houses, much less students.

Lake Nona's developer saw a way around this conundrum: build a public school with private funds. R. Randolph Lyon, Jr., Lake Nona Land Company's president, proposed building a school that the school district would lease, and then eventually buy back at cost.

Lyon successfully sought partnerships with other nonprofit organizations that would incorporate wellness, fitness, and recreational facilities in a joint-use campus, thereby maximizing the efficiency of the 21.5 acres he would set aside, valued at \$922,500.

The Orange County school system controlled the specifications for the facility so that it could be purchased back with public funds. At the same time, the city of Orlando had an interest in the soccer, baseball, and other playing fields. The YMCA was allocated 19,000 square feet for its facilities, as well as an outdoor pool and tennis courts. Orlando Regional Healthcare System, a community-owned hospital organization, provided on-site support and expertise. Lake Nona Land Company provided all upfront financing and construction services.

The resulting NorthLake Park Community School is a two-story building of sandstone brick with red-clay brick accents. Its front entry is marked with a single intentionally overscaled, conical column in white. A barrel-vaulted roof spans the entry and forms a two-story lobby space, common to the school and the YMCA. Inside, most of the school functions occur on the ground floor, while the YMCA has workout facilities on the second floor.

During the planning phase, when there were no houses yet built at NorthLake Park, all the potential users of the school were represented by families living in an adjacent school zone. Concern was expressed about sharing quarters with the YMCA; consequently, access has been strictly controlled, with a single guarded entrance and video monitoring system. The shared use has proven to have its benefits. The YMCA has a child watch room, where members' children can play safely. At the same time, the grounds meet much of the community's social needs at one site: elementary and continuing education and fitness, indoor and outdoor recreation, as well

as a meeting place.

Lake Nona Land Company estimates that separate facilities at separate sites would have cost as much as \$20 million, while the entire project was built in 12 months for \$12.6 million. In 2004, after a five-year lease period during which the public school system will pay the developer a lease not to exceed \$1.3 million for the period and the YMCA will pay \$1 annually, the entire facility will be purchased by the school system, the city, and the YMCA—at the developer's 1999 cost. They will pay \$9.9 million, \$1.44 million, and \$2.26 million, respectively, and will take full ownership of the grounds and facility, according to the terms of the development, use, and transfer agreement.

The school can accommodate 800 students, but it is still at half-capacity, with many of the students coming from outside the school zone. As NorthLake Park is settled, students at the school increasingly will come from its own neighborhood, and the Orange County school system will have to provide additional facilities elsewhere. NorthLake Park's template is viewed as a potential model for jump-starting a community by providing it with its own school, staying one step ahead of overcrowding while helping sales by offering an incentive to homebuyers.

David Takesuye, a licensed architect, is a senior associate, policy and practice, at ULI. One of 11 projects selected for ULI's 2001 Awards for Excellence, NorthLake Park Community School was the recipient of the Public Award. For information on the other ten award winners, see pages 28 and 29 in the January 2001 issue of *Urban Land*; the winners are profiled in this space each month. For information about ULI's awards program, contact the author at 202-624-7040, or by E-mail at awards@uli.org, or go to ULI's Web page at www.uli.org.

October 2001

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APPENDIX C

Lake County Schools

Lost Lake Elementary

1901 Johns Lake Rd., Clermont 34711
352-243-2433
Principal: Cindy Kinat

Clermont Elementary

680 E. Highland Ave., Clermont 34711
352-394-2706
Principal: Cleamstine Caple

Windy Hill Middle

3575 Hancock Rd., Clermont 34711
352-394-2123
Principal: Hal Cuddy

Gray 8th Grade Center

Groveland

9th Grade Center

Clermont

South Lake High School

15600 Silver Eagle Rd., Groveland 34736
352-394-2100
Principal: David Bordenkircher

New "Clermont HS"

New high school being built in Clermont in 2002, On Hancock Road
Will be on Hancock Road, down the street from Windy Hill Middle, in Clermont.

Bus information for Lake County Schools:

Lake County School Board
Judy, Route Manager of South End
352-343-3531 x 271

Orange County Schools

Lake Whitney Elementary School

1351 Windermere Rd, Winter Garden 34787
407-877-8888
Principal: Elizabeth Prince

Lakeview Middle School

1200 West Bay Street, Winter Garden 34787
407-877-5010
Principal: Debra Lucas

West Orange High School

1625 South Beulah Rd, Winter Garden 34787
407-905-2400
Principal: Michael Armbruster

Osceola County Schools

Four Corners School and Middle School, a charter school

9101 Teacher Lane, Davenport, FL 33837
407-787-4300
Principal Sam Estey

Reedy Creek Elementary School

5100 Eagles Trail, Kissimmee, 34758
407-935-3580
Principal: Mrs. Kay White

Celebration School

510 Campus Street, Celebration 34747
407-566-2300

New Celebration School: New in 2002-03

This new school will also be K-high school and will open next school year.
Location: New South Village; East of I-4
Grades: K-high school

Horizon Middle School

2020 Hamm Brown Rd., Kissimmee FL 34746
407-943-7240
Principal: Mrs. Penny Noyer

Poinciana High School

2300 South Poinciana Blvd., Kissimmee, FL 34758
407-870-4860
Principal: Michael Brizendine

Bus Rider information from Osceola County School Board:

Jim Mills, 407-935-3720

Polk County Schools

Ridgeview Global Studies Academy, a conversion charter school

1000 Dunson Road, Davenport, FL 33837
863-419-3171
Principal: Ralph Frier

Loughman Oaks Elementary, takes only Polk County students

4600 US 17/92 North, Davenport, FL 33837
863-421-3309
Principal: Jose Perez

Davenport School of the Arts K-5

Takes only Polk County students
8 Palmetto St., Davenport, 33837
863-421-3247

Boone Middle School

225 S. 22nd St., Haines City, 33844
863-421-3302
Principal: Pam Abney

Haines City Senior High

2800 Hornet Dr., Haines City, 33844
863-421-3281

Information on bus riders from Polk County School Board:

Lynn Harvey, 863-534-7304

APPENDIX D

Interlocal Fire Agreement

Orange/Seminole County

INTERLOCAL JOINT FIRE STATION AGREEMENT

THIS AGREEMENT is entered into this _____ day of _____ 199_, by and between SEMINOLE COUNTY, a political subdivision of the State of Florida, whose address is Seminole County Services Building, 1101 East First Street, Sanford, Florida 32771 (hereinafter referred to as “SEMINOLE”), and ORANGE COUNTY, a political subdivision of the State of Florida, whose address is 4700 Lake Underhill Drive, Orlando, Florida 32807, Attn: Fire and Rescue Division, (hereinafter referred to as “ORANGE”).

WITNESSETH:

WHEREAS, SEMINOLE and ORANGE leased property from the University of Central Florida In order to construct and jointly operate a fire station; and

WHEREAS, SEMINOLE and ORANGE agreed to develop an interlocal agreement which would delineate the terms through which the fire station was to be operated by SEMINOLE and ORANGE; and

WHEREAS, SEMINOLE and ORANGE agreed with the University of Central Florida that the University of Central Florida campus was to be considered to be within the fire protection area served by SEMINOLE and ORANGE; and

WHEREAS, the joint construction and operation of the fire station will result in significant savings to both SEMINOLE and ORANGE since they would otherwise need to construct and operate separate stations; and

WHEREAS, this Agreement is for the benefit of the general public and is authorized by, and entered into pursuant to Chapter 163, Florida Statutes.

NOW THEREFORE, it is agreed by and between SEMINOLE and ORANGE hereto that each of them agree to assist the other pursuant to the following stipulations, provisions and conditions:

SECTION 1. PURPOSE AND INTENT OF AGREEMENT. The purpose of this Agreement is to delineate the duties of the operation and maintenance of the joint fire station between SEMINOLE and ORANGE. If an area has not been addressed by this Agreement, it shall be deemed to be operational in scope and shall be mutually agreed upon by the Fire Chiefs from SEMINOLE and ORANGE or their designees.

SECTION 2. OWNERSHIP OF FIRE STATION. The fire station shall be owned in equal shares by SEMINOLE and ORANGE.

SECTION 3. FIRST RESPONSE AREA The first response area of the fire station shall be mutually agreed upon by the Fire Chiefs from SEMINOLE and ORANGE or their designees, but shall at all times include the main campus of the University of Central Florida.

SECTION 4. OPERATIONAL DECISIONS. The fire station shall be jointly operated by SEMINOLE and ORANGE. All decisions pertaining to the daily operation of the fire station and any other decisions deemed to be operational by the Fire Chiefs from SEMINOLE and ORANGE, shall be mutually agreed upon by the Fire Chiefs from SEMINOLE and ORANGE or their designees.

SECTION 5. PURCHASE OF EQUIPMENT AND SUPPLIES. The jointly operated fire station shall be a standard two-bay station with one engine and one rescue vehicle. The inventory of the equipment and materials necessary to begin the operation of the fire station shall be jointly decided upon by the Fire Chiefs from SEMINOLE and ORANGE or their designees. The costs of the equipment necessary to begin operation of the fire station shall be initially expended by ORANGE. ORANGE shall bill SEMINOLE for half of all expenditures paid out by ORANGE for equipment and supplies necessary to begin the operation of the fire station, and SEMINOLE shall remit payment to ORANGE in accordance with the Prompt Payment Act. The Fire Chiefs from SEMINOLE and ORANGE or their designees shall decide whether SEMINOLE shall provide an engine or a rescue vehicle, with credit being given to SEMINOLE for providing the engine or rescue vehicle. All costs shall be divided equally between SEMINOLE and ORANGE.

SECTION 6. MAINTENANCE OF STATION, VEHICLES AND EQUIPMENT. ORANGE shall make the initial expenditures for all maintenance costs, costs of repairing and replacing equipment and vehicles, costs of repairing and maintaining the fire station structure and air conditioning, heating and all other such costs. Upon receipt of an invoice from ORANGE documenting the costs, SEMINOLE shall reimburse ORANGE for half of all such costs in accordance with the Prompt Payment Act. The necessity of such expenditures shall be decided jointly between the Fire Chiefs from SEMINOLE and ORANGE or their designees prior to such expenditures being made by ORANGE.

SECTION 7. UTILITY CHARGES All utility charges for the fire station and any other recurring charges shall be paid by ORANGE, with SEMINOLE reimbursing ORANGE for half of any such costs in accordance with the Prompt Payment Act.

SECTION 8. DUTIES AND LEVEL OF SERVICE.

- (a) No department, officer, or employee of SEMINOLE or ORANGE shall perform any function or service that would not be within the scope of their duties within their respective department.
- (b) Rendition of service, standards of performance, discipline of officers and employees, and other matters incident to performance of services and control of personnel shall remain with SEMINOLE and ORANGE, respectively, as to their own employees.
- (c) Disputes or disagreements as to the level of services and standards of performance required of either party shall be reported to the Fire Chief of SEMINOLE or the Fire Chief of ORANGE, respectively.
- (d) The decision of the Fire Chief of SEMINOLE shall be final and conclusive as to the level of services or standards of performance by SEMINOLE.
- (e) The decision of the Fire Chief of ORANGE shall be final and conclusive as to the level of services or standards of performance by ORANGE.

SECTION 9. EMPLOYMENT STATUS.

- (a) Persons employed by SEMINOLE, in the performance of services and functions pursuant to this Agreement, shall have no claim to pension, worker's compensation, unemployment compensation, civil service or other employee rights or privileges, granted by operation of law or otherwise by ORANGE to its officers and employees. Persons employed by ORANGE, in the performance of services and functions pursuant to this Agreement, shall have no claim to pension, worker's compensation, unemployment compensation, civil service or other employee rights or privileges, granted by operation of law or otherwise by SEMINOLE to its officers and employees.
- (b) All of the privileges and immunities from liability, exemptions from laws, ordinances and rules, and all pensions and relief, disability, worker's compensation and other benefits which apply to the activity of officers or employees of either party when performing their respective functions within the territorial limits for their respective agencies shall apply to the same degree and extent to the

performance of such functions and duties extra-territorial pursuant to this Agreement.

- (c) All compensation for personnel shall be borne by the party employing such personnel.

SECTION 10. LIABILITIES AND RESPONSIBILITIES OF SEMINOLE AND ORANGE.

- (a) ORANGE shall include all property and equipment acquired under this Agreement under ORANGE'S property insurance program. ORANGE shall name SEMINOLE as additional named insured for performance of services and functions pursuant to this Agreement. SEMINOLE shall reimburse ORANGE for fifty percent (50%) of the cost for property insurance premiums incurred under this Agreement.
- (b) ORANGE shall administer property claims under this Agreement. SEMINOLE shall reimburse ORANGE for fifty percent (50%) of the self insured retention/deductible associated with property losses. ORANGE shall advise and seek consent from SEMINOLE in regards to all property claim settlements.
- (c) ORANGE and SEMINOLE shall each administer their own respective liability claims, including claims in which SEMINOLE and ORANGE are named as defendants arising from performance of services and functions pursuant to this Agreement, under their separate insurance or self-insurance programs. ORANGE and SEMINOLE shall each be responsible for its own claim expenses. ORANGE and SEMINOLE may agree to joint defense on specific claims with each party contributing fifty percent (50%) of claim expenses.
- (d) In the event of unresolved claim disagreements between ORANGE and SEMINOLE, each agrees to mediate their differences with a mediator approved by both parties (which approval cannot be unreasonably withheld). Each party shall contribute fifty percent (50%) of the mediation costs.

SECTION 11. MODIFICATION OF TERMS. SEMINOLE and ORANGE may mutually agree to modify any and all terms of this Agreement. Any modifications to this Agreement shall be written, signed and executed by SEMINOLE and ORANGE. All decisions deemed to be operational by the Fire Chiefs from SEMINOLE and ORANGE or their designees shall be decided by the Fire Chiefs from SEMINOLE and ORANGE or their designees and do not fall under the purview of this Section.

SECTION 12. TERM OF AGREEMENT. The term of this Agreement shall begin upon the date of execution of the agreement, and shall remain in effect for the entire term of the lease of the fire station property between ORANGE, SEMINOLE, and The University of Central Florida.

SECTION 13. TERMINATION OF AGREEMENT.

- (a) This Agreement may be terminated upon the mutual agreement of SEMINOLE and ORANGE. In the event that one of the parties to this Agreement desires to terminate this Agreement unilaterally, it shall give the remaining party no less than six (6) months notice of such intent. The terminating party shall give up all rights to the fire station building and the leased property. The non-terminating party shall have the right to continue operation of the fire station unilaterally, with the requisite approval of the University of Central Florida for the continued rental of the leased property and fire station. The terminating party shall have no claim to services for that area of the terminating county formerly served by the fire station. The non-terminating party shall retain ownership of all equipment purchased jointly by ORANGE and SEMINOLE.
- (b) This Agreement shall be automatically terminated in the event that the lease agreement between ORANGE, SEMINOLE, and the University of Central Florida is terminated for any reason.
- (c) Upon termination of this Agreement by SEMINOLE and ORANGE, all jointly owned capital equipment shall be dissolved and the funds derived shall be split equally between SEMINOLE and ORANGE.

IN WITNESS WHEREOF, SEMINOLE and ORANGE hereto have caused these presents to be signed by their duly authorized officers on this _____ day of _____, 1993.

APPENDIX E

Palm Beach County v. Wright

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19 Fla. L. Weekly S288
(Cite as: 641 So.2d 50)
<KeyCite History>

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Supreme Court of Florida.

PALM BEACH COUNTY, Petitioner,
v.
William WRIGHT, et al., Respondents.

No. 81278.

June 2, 1994.
Rehearing Denied Aug. 23, 1994.

Appeal was taken from order of the Circuit Court, Palm Beach County, Richard L. Oftedal, J., which found thoroughfare map unconstitutional. The District Court of Appeal affirmed, 612 So.2d 709, and certified question of great public importance. The Supreme Court, Grimes, C.J., held that: (1) thoroughfare map did not work a per se taking, and (2) thoroughfare map was valid exercise of county police power.

Certified question answered in negative and decision quashed.

West Headnotes

[1] Eminent Domain ⇔ 2(6)
148k2(6) Most Cited Cases

[1] Zoning and Planning ⇔ 40
414k40 Most Cited Cases

Adoption of county's thoroughfare map which designated corridors for future roadways was not a per se taking of property. West's F.S.A. § 337.241(2, 3) (Repealed); U.S.C.A. Const.Amend. 5; West's F.S.A. Const. Art. 10, § 6.

[2] Zoning and Planning ⇔ 30
414k30 Most Cited Cases

Thoroughfare map which was an unrecorded long-range planning tool tied to comprehensive plan outlining general roadway corridors and which did not delineate exact routes of future roadways was a proper subject of county's police power advancing a legitimate state interest.

[3] Eminent Domain ⇔ 2(6)
148k2(6) Most Cited Cases

Issue of taking arising from county thoroughfare map may only be determined upon individualized basis. West's F.S.A. § 337.241(2, 3) (Repealed); U.S.C.A. Const.Amend. 5; West's F.S.A. Const. Art. 10, § 6.

[4] Eminent Domain ⇔ 266
148k266 Most Cited Cases

Even if issue of taking of property by virtue of

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thoroughfare map is not precipitated by property owner's application for development permit, aggrieved owner may bring inverse condemnation proceeding.

*50 Robert P. Banks, Asst. County Atty., West Palm Beach, and Robert H. Freilich of Freilich, Leitner & Carlisle, Kansas City, MO, for petitioner.

William P. Doney of Vance & Doney, P.A., West Palm Beach, for respondents.

Richard Grosso, Legal Director, Tallahassee, amicus curiae for 1000 Friends of Florida.

John J. Copelan, Jr., President, Fort Lauderdale, James L. Bennett, Sr. Asst. County Atty. and Barbara S. Monahan, Asst. County Atty., Fort Lauderdale and Michael B. Small, Broward County Planning Council, Fort Lauderdale, amici curiae for Florida Ass'n of County Attys., Inc. and Broward County.

Thornton J. Williams, Gen. Counsel and Thomas F. Capshew, Asst. Gen. Counsel, Tallahassee, amici curiae for Dept. of Transp.

*51 Terrell K. Arline, Asst. Gen. Counsel, Tallahassee, amicus curiae for Dept. of Community Affairs.

Paul R. Bradshaw of Foley & Larder, Tallahassee, amicus curiae for Florida Chapter of American Planning Ass'n.

GRIMES, Chief Justice.

We review *Palm Beach County v. Wright*, 612 So.2d 709 (Fla. 4th DCA 1993), in which the court certified the following as a question of great public importance:

IS A COUNTY THOROUGHFARE MAP DESIGNATING CORRIDORS FOR FUTURE ROADWAYS, AND WHICH FORBIDS LAND USE ACTIVITY THAT WOULD IMPEDE FUTURE CONSTRUCTION OF A ROADWAY, ADOPTED INCIDENT TO A COMPREHENSIVE COUNTY LAND USE PLAN ENACTED UNDER THE LOCAL GOVERNMENT COMPREHENSIVE

PLANNING AND LAND DEVELOPMENT REGULATION ACT, FACIALLY UNCONSTITUTIONAL UNDER *Joint Ventures, Inc. v. Department of Transportation*, 563 So.2d 622 (Fla.1990)?

Wright, 612 So.2d at 710. We have jurisdiction under article V, section 3(b)(4) of the Florida Constitution.

The thoroughfare map referred to in the certified question is a portion of the traffic circulation element of the Palm Beach County Comprehensive Plan as adopted in Ordinance 89-17. The map defines certain transportation corridors along specified roadways throughout Palm Beach County as well as certain other locations designated for future roadway construction. The traffic circulation element of the Comprehensive Plan provides that the "County shall provide for protection and acquisition of existing and future right-of-way consistent with the adopted Thoroughfare Right-of-Way Protection Map." *Wright*, 612 So.2d at 710-11 (Anstead, J., concurring specially). The traffic circulation element continues by providing that the "Map is designed to protect identified transportation corridors from encroachment by other land use activities." *Id.* at 711 (Anstead, J., concurring specially). The map applies to all land development activities within unincorporated Palm Beach County. The land development activities are defined as including but not limited to residential, commercial, institutional, or industrial purposes. All development is required to be consistent with and provide for the transportation right-of-way shown on the thoroughfare map. The land use element of the Comprehensive Plan provides that no land use activity may be permitted within any roadway designated on the thoroughfare map that would impede future construction of the roadway. The land use element further provides that all development approvals and actions by the county must be consistent with the provisions contained in the Comprehensive Plan.

The roadway corridors are located on the thoroughfare map in varying widths from 80

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to 240 feet. The thoroughfare map contains a 220-foot right-of-way corridor which includes Southern Boulevard, an existing roadway in Palm Beach County. Because Southern Boulevard is bound on the south by a canal, the future alignment of the right-of-way corridor would be measured northward from the existing south property line of Southern Boulevard. Respondents own property on the north side of Southern Boulevard. Therefore, a portion of their property lies within the corridor of the thoroughfare map.

The respondents filed suit attacking the constitutionality of the thoroughfare map. The trial court entered summary judgment against the county finding that the map as implemented by the land use element and traffic circulation element of the Comprehensive Plan was facially unconstitutional. The court determined that the map was in violation of the Fifth Amendment of the United States Constitution and article X, section 6 of the Florida Constitution. The court reasoned that the map was not a valid police regulation furthering the county's planning function for future growth and that it did not substantially advance a legitimate state interest. The court also held that the adoption of the map constituted a temporary taking of the respondents' property within the right-of-way corridor and ordered a jury trial to determine compensation for the taking. In a *52 split decision, the district court of appeal affirmed the judgment. The appellate court reasoned that the thoroughfare map was functionally indistinguishable from the reservation map this Court declared invalid in *Joint Ventures, Inc. v. Department of Transportation*, 563 So.2d 622 (Fla.1990). The court also agreed that a taking had occurred.

Subsequent to the decision of the district court of appeal, this Court issued its opinion in *Tampa-Hillsborough County Expressway Authority v. A.G.W.S. Corp.*, 640 So.2d 54 (Fla.1994), which has a substantial bearing on this case. In *A.G.W.S.*, we held that landowners with property inside the boundaries of maps of reservation invalidated by *Joint Ventures, Inc.*, are not legally entitled to receive per se

declarations of taking. We explained that subsections 337.241(2) and (3), Florida Statutes (1987), which authorized the filing of the maps of reservation, were held invalid because they did not meet the requirements of due process, not because the filing of such a map always resulted in a taking. Whether the filing of a map of reservation resulted in a taking of particular property would depend upon whether its effect was to deny the owner of substantially all of the economically beneficial or productive use of the land.

[1] If the filing of a map of reservation under subsections 337.241(2) and (3) did not constitute a per se taking, it is clear that the adoption of the Palm Beach County thoroughfare map which designates corridors for future roadways would not constitute a per se taking. Therefore, at least one portion of the final judgment will have to be reversed. There remains, however, the question of whether the thoroughfare map is unconstitutional. On this point, the parties differ with respect to the applicability of *Joint Ventures, Inc.*

The respondents assert that the practical effect of the thoroughfare map is the same as that of the maps of reservation held invalid in *Joint Ventures* in that the thoroughfare map does not permit land use or activity within the designated corridors which would impede future roadway construction. However, the county argues that section 337.241, which prohibited construction within the limits of the recorded maps of reservation, was enacted for the sole purpose of reducing the future acquisition costs of roads. By contrast, the county's thoroughfare map is an unrecorded long-range planning tool tied to a comprehensive plan that outlines general roadway corridors and does not on its face delineate the exact routes of future roadways.

The county contends that the plan provides sufficient flexibility so that it cannot be determined whether a taking has occurred within the roadway corridors until the property owner submits a development approval application. When this occurs, the county asserts that it will be in the position to

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work with the property owner to (1) assure the best routes through the land that maximize the development potential; (2) offer development opportunities for clustering the increasing densities at key nodes and parcels off the corridors; (3) grant alternative and more valuable uses; (4) avoid loss of value that results in taking by using development rights transfer and credit for impact fees; and, if necessary, (5) alter or change the road pattern.

The county points out that the effect of designating road corridors is to increase most property values. Often, the increase in value of abutting property will more than offset any loss occasioned by the owner's inability to use land within the corridor. Therefore, the county argues that a determination of whether a taking has occurred within the corridor can only be made when a county has acted upon an application for development approval.

Palm Beach County's comprehensive plan was adopted pursuant to the requirements of the Local Government Comprehensive Planning and Land Development Regulation Act. [FN1] Section 163.3177(6)(b), Florida Statutes (1991), requires the comprehensive plan to contain "[a] traffic circulation element consisting of the types, locations, and extent of existing and proposed major thoroughfares and transportation routes." See *Department of Transp. v. Lopez-Torres*, 526 So.2d 674 *53 (Fla.1988) (comprehensive plans are required to address the issue of existing and proposed transportation routes). Palm Beach County was further required by Florida Administrative Code Rule 9J-5.007(3)(b)(4) and (c)(4), promulgated by the Department of Community Affairs and approved by the legislature in section 163.3177(10), Florida Statutes (1991), to place measures in the comprehensive plan to protect existing and future rights-of-way from building encroachments and to preserve and acquire existing and future rights-of-way. One of the purposes of the thoroughfare map is to place property owners on notice as to the necessity and location of future roads. According to the comprehensive plan, this "allows land developers adequate time to plan their

developments with proper road interfacing requirements."

FN1. §§ 163.3161-.3243, Fla.Stat. (1991).

There are many public benefits to be achieved through comprehensive planning of future road development.

Since the infrastructure of many of America's cities demands extensive redevelopment along sewer and transportation networks, the opportunity arises for a comprehensive integration of land use and transportation planning. Where mass and rapid transit is envisioned, the area from one-quarter to one-half of a mile in radius from stops should be planned for redevelopment. These areas should be developed at densities sufficient to sustain the planned transportation facility.

....

... Additionally, commercial and industrial siting should follow this pattern so that sites may be concentrated along transportation corridors and thus facilitate access to employment and decreased energy consumption and automobile usage. The resulting pattern of community development would allow transit and other aspects of the infrastructure to take advantage of economics of scale.

James A. Kushner, *Urban Transportation Planning*, 4 Urb.L. & Pol'y 161, 173 (1981). Thus, there can be no question that the planning for future growth must include designation of the areas where roads are likely to be widened and future roads are to be built.

[2] We are persuaded that the Palm Beach County thoroughfare map as implemented by the comprehensive plan is not facially invalid. At least with respect to existing streets, the roadway corridors are analogous to set-back requirements. Many years ago this Court held that a city may establish building set-back lines through the exercise of police power and without compensation to the property owners. *City of Miami v. Romer*, 58 So.2d 849 (Fla.1952). Furthermore, the owners most likely to benefit from planned road construction are those whose properties are adjacent to transportation corridors. Under

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the concurrency requirements of section 163.3177(10)(h), Florida Statutes (1991), development will be curtailed unless roads are available to accommodate the impact of such development. Therefore, projects closest to new roads are likely to benefit the most from construction of the roads even if a portion of the owner's property must be reserved for road construction.

The thoroughfare map differs in several ways from the maps of reservation invalidated by *Joint Ventures*. The thoroughfare map only limits development to the extent necessary to ensure compatibility with future land use. The thoroughfare map is not recorded as were maps of reservation and may be amended twice a year. The road locations within the transportation corridors shown on the thoroughfare map have not been finally determined. Unlike the Department of Transportation which recorded the maps of reservation, Palm Beach County is a permitting authority which has the flexibility to ameliorate some of the hardships of a person owning land within the corridor. Section 337.241 precluded the issuance of all development permits for land within the recorded map. Moreover, the only purpose of that statute was to freeze property so as to depress land values in anticipation of eminent domain proceedings. While the Palm Beach County thoroughfare map can have the effect of adversely affecting land values of some property, it also serves as an invaluable tool for planning purposes. Thus, we hold that the adoption of the thoroughfare map is the *54 proper subject of the county's police power which substantially advances a legitimate state interest. In fact, the county's ability to plan for future growth would be seriously impeded without the thoroughfare map.

At the same time, we recognize that as applied to certain property, the thoroughfare map may result in a taking. In rejecting a facial challenge to certain restrictive mining regulations in favor of "an applied" determination, the United States Supreme Court aptly noted:

"[T]his Court has generally 'been unable to develop any "set formula" for determining

when "justice and fairness" require that economic injuries caused by public action be compensated by the government, rather than remain disproportionately concentrated on a few persons.' Rather, it has examined the 'taking' question by engaging in essentially ad hoc, factual inquiries that have identified several factors--such as the economic impact of the regulation, its interference with reasonable investment backed expectations, and the character of the government action--that have particular significance."

Hodel v. Virginia Surface Mining & Reclamation Ass'n, 452 U.S. 264, 295, 101 S.Ct. 2352, 69 L.Ed.2d 1 (1981) (quoting *Kaiser Aetna v. United States*, 444 U.S. 164, 175, 100 S.Ct. 383, 390, 62 L.Ed.2d 332 (1979) (citations omitted)).

[3][4] Therefore, we are convinced that the taking issue may only be determined upon an individualized basis because the various property owners' interests will be different and will be affected by the thoroughfare map in a differing manner. As noted by the Court in *Penn Central Transportation Co. v. City of New York*, 438 U.S. 104, 130, 98 S.Ct. 2646, 57 L.Ed.2d 631 (1978), "[t]aking' jurisprudence does not divide a single parcel into discrete segments and attempt to determine whether rights in a particular segment have been entirely abrogated." See *Department of Transp. v. Weisenfeld*, 617 So.2d 1071 (Fla. 5th DCA 1993) (In deciding whether a governmental regulation deprives an owner of substantially all economically beneficial use of land, the owner's affected property interest must be viewed as a whole.), *approved*, 640 So.2d 73 (Fla.1994). Normally, we would expect the issue to be precipitated by a property owner's application for a development permit. By virtue of the county's response, the owner will then know what can be done with the property. In any event, an aggrieved owner may always bring an inverse condemnation proceeding which if successful will result in a payment for the taking as well as the recovery of attorney's fees.

We answer the certified question in the negative and quash the decision below.

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APPENDIX F

Area Code FAQs

Florida Public Service Commission

Source: NARUC Bulletin, February 7, 2000

WHY ARE AREA CODES NEEDED AND WHAT ARE THEIR PURPOSE?

Area codes are a part of the telephone number that routes long distance calls to their destination. When the area code is combined with the first three digits of a seven-digit local telephone number (known as the NXX code or Central Office code), a geographic address is formed that routes calls through the telephone network. The area code and NXX code together “tell” the call where to go, and the final four digits identify the specific customer.

WHY ARE THERE SUDDENLY SO MANY NEW AREA CODES?

In Florida and around the country, the demand for new telephone numbers has been growing at a rapid rate in recent years, resulting in a shortage of available numbers in many areas. There are a variety of factors involved in this growing demand, including population increases and the development of new technology in the form of fax machines, cellular phones, computer modems, pagers and many more telecommunications devices that require phone numbers.

Another problem is the method used to distribute phone numbers. The Federal Communications Commission (FCC), the national regulatory agency for the telephone industry, requires that every local phone company licensed to do business in a state be assigned phone numbers in blocks of 10,000 – whether they need that many numbers or not. So, if a small company needs only 1,000 phone numbers to meet the needs of its customers, the excess numbers – 9,000 – go

unused and are not assignable to another phone company.

WHAT IS AREA CODE “EXHAUSTION?”

Within an area code, there typically are 792 NXX codes available for assignment to local telephone companies. Each NXX code has approximately 10,000 line numbers, which the phone companies distribute to individual customers. Area code exhaustion occurs when nearly all of the NXX codes in an area code have been assigned to telephone companies. This does not mean that all numbers within the NXX codes have been assigned to customers.

WHAT HAPPENS WHEN AN AREA CODE HAS BEEN EXHAUSTED?

When all of the NXX codes in an area code are assigned to telephone companies, the area code is “exhausted.” When this occurs, a new area code must be implemented.

HOW ARE NEW AREA CODES PUT IN PLACE?

New area codes usually are implemented in one of two ways.

First, they can be implemented through a “geographic split.” The geographic area using an existing area code is split into two parts, with some telephone customers continuing to be served through the existing area code while others must change to a new area code.

New area codes can also be implemented through an “area code overlay”, in which the new area code covers the same geographic areas as an existing code, but with new customers in that area being assigned to the new, or overlay, area code.

HOW DO GEOGRAPHIC SPLITS AND AREA CODE OVERLAYS AFFECT THE WAY LOCAL CALLS ARE MADE?

With a geographic split, local calls are still made by dialing seven digits. This applies to

both the area that retains the existing area code and the area that receives the new area code.

However, the FCC has required 10-digit dialing between and within area codes in the geographic area covered by an area code overlay. This means that every local call, even if it is a call to someone in the same area code as the caller, must be dialed using 10 digits.

WHY IS 10-DIGIT DIALING NECESSARY WHEN AN AREA CODE OVERLAY IS IMPLEMENTED?

The FCC argues that 10-digit dialing will protect competition in the overlay area. This is because a local dialing disparity would occur without 10-digit dialing. Existing telephone users likely would remain in the old area code in order to utilize seven-digit dialing, while new users receiving the overlay code would have to dial 10 digits to reach any customers in the old code.

Under this scenario, phone customers would be less likely to switch to a new company if the company had to give them a telephone number with the new area code. Those customers would have to dial 10 digits much more often than an incumbent Bell company's customers. Also, all customers would be required to dial 10 digits to reach people who have new carriers when they would only have to dial seven digits for most of their other calls.

HOW DO CUSTOMERS IN AN OVERLAY AREA KNOW WHETHER THE CALL THEY MAKE ARE LOCAL, LOCAL TOLL OR LONG DISTANCE?

In an overlay area, both local and local toll calls are made by dialing 10 digits – the area code and the seven-digit phone number. It is true that the number of digits dialed does not reveal whether the call being made is local or local toll. When in doubt, customers should check the information provided in their telephone directory before dialing.

For long distance calls, the caller will be required to dial “1” followed by the area code and the seven-digit phone number.

WHO IS RESPONSIBLE FOR CHOOSING HOW A NEW AREA CODE WILL BE INTRODUCED?

The FCC has exclusive jurisdiction over the numbering plan in the United States, but it has delegated authority to state regulatory commissions to resolve matters involving the implementation of new area codes, subject to certain specific federal regulations. In Florida, the Public Service Commission (PSC) has been given this authority by the FCC.

WHAT IS BEING DONE TO SLOW THE NEED FOR NEW AREA CODES?

In Florida, the PSC has relied on the authority granted to it by the FCC to adopt sweeping measures designed to conserve dwindling supplies of telephone numbers in three areas of the state. On February 29, 2000, the PSC ordered telephone service providers in the 561, 904 and 954 area codes to return all unused and reserved numbers; imposed criteria for companies requesting new numbers; and directed the phone industry to develop a schedule for implementing “number pooling,” a process that allows several phone companies to share a single block of telephone numbers.

(The 954 area code, by the way, is located in Broward County; the 561 area code covers Palm Beach, Martin, St. Lucie and Indian River counties; and the 904 area code covers all or parts of 15 Northeast Florida counties, including Flagler, Volusia, St. Johns, Duval and Nassau.)

CAN NEW AREA CODES BE RESERVED FOR A NEW TECHNOLOGY SUCH AS WIRELESS TELEPHONES IN ORDER TO PRESERVE EXISTING ONES FOR LAND-LINE CUSTOMERS?

The FCC has prohibited overlays that would segregate particular types of services or

technologies, such as cellular or paging, into a separate area code. The FCC concluded that such an arrangement would discriminate against the segregated customers and would impede competition.

HOW MANY AREA CODES ARE AVAILABLE? HOW MANY ARE USED?

There are a total of 680 usable area codes available for assignment in North America. Of that number, 215 are currently in service in the United States (as of June 1, 1999). More than 70 of these existing area codes may require relief measures, including the assignment of new area codes, within a year or two.

In addition, more than 40 area codes are in service in the other countries that participate in the North American Numbering Plan, including Canada and a number of Caribbean nations.

By comparison, there were only 119 area codes in service in the United States at the end of 1991.

In Florida, the growth of new area codes has been particularly rapid. Prior to 1988, there were only three area codes in the state – 305, 813, and 904. In 1988, the 407 area code was split from the 305 area code. Since 1995, nine additional area codes have been implemented.

Relief measures that may lead to the creation of new area codes are currently being considered in five Florida area codes – 305, 561, 786, 904 and 954.

WHAT WILL HAPPEN IF WE RUN OUT OF AREA CODES?

If all of the available area codes are used, our dialing pattern would need to be expanded by one or more digits. Because changing the dialing plan in this manner would require significant time for transition and would involve substantial expense, the FCC has

proposed a number of ways to slow the consumption of available telephone numbers and thereby preserve the life of our current 10-digit dialing pattern for as long as possible.

WHERE CAN I FIND MORE INFORMATION ON AREA CODES?

Call the PSC's toll-free consumer line at 1-800-342-3552. Staff from our Division of Consumer Affairs will be able to assist you with specific questions about Florida's area codes. Or you may download a copy of the PSC brochure "Understanding Area Codes and Why They Change." (PDF file size = 151K)

You may also contact the PSC by e-mail at contact@psc.state.fl.us by toll-free fax at 1-800-511-0809; or by mail at the following address:

Florida Public Service Commission
Division of Consumer Affairs
2540 Shumard Oak Blvd.
Tallahassee, FL 32399-0850

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