

the east narcoossee community **workshop summary**



Osceola County, June 2009





One **a community discussion about growth**

In the path of growth, the East Narcoossee community made a request; let's have a discussion about growth and how we can make it work for us. In June 2009, Osceola County and AECOM Design + Planning conducted a ground-breaking planning process for the East Narcoossee community. Instead of a formal planning process resulting in an adopted plan, the process was simply to have conversations about our own community's growth and what is happening around us. Organized by local activists, the County and the consultant team, notification included direct mailings phone calls to neighbors. The three-day workshop resembled more of a local fair, held at the Narcoossee Community Center with a series of tents set up providing information and activities.

Narcoossee is an Indian Creek word meaning "Little Bear".

The three days were spent listening, discussing ideas and overall vision and drawing illustrative concepts for the East Narcoossee community. Over 125 participants visited the workshop, including County Commissioner Fred Hawkins, Jr. This document is a summary of the workshop; it includes an illustrative plan that will be considered as the starting point for a Conceptual Master Plan and will inform staff in reviewing large-scale developments within and adjacent to the area.

EAST NARCOOSSEE COMMUNITY VISIONING MEETING JUNE 12, 13, 14 AT COMMUNITY CENTER



East Narcoossee Community Visioning Event

What:

Explore alternatives for the future of the East Narcoossee Community

When:

June 12, 13, 14

Where:

Narcoossee Community Center
5354 Rambling Rd.
St. Cloud, FL 34771



This summary will not be adopted by the Board of County Commissioners as a policy document or as part of the Osceola County Comprehensive Plan 2025.

While there is a great sense of community pride in the East Narcoossee area, never before have landowners and residents had the chance to collectively put forth their vision for what the community may become in the future. This workshop facilitated that discussion and identified ways that the area can proactively plan for growth while preserving the community's heritage and unique qualities.

Schedule

Day 1: Friday, June 12th

5:30pm – 6:30pm
Dinner Cook-Out

6:00pm – 6:15pm
Opening Remarks

6:15pm – 6:30pm
Schedule Overview

6:30pm – 8:00pm
Four Station Open Workshop

Day 2: Saturday, June 13th

9:00am – 11:00am
Field Visits

12:00pm – 1:00pm
Lunch Cook-Out

9:00am – 3:00pm
Alternatives Open Workshop

Day 3: Sunday, June 14th

9:00am – 1:30pm
Preferred Alternatives
Open Workshop

12:00pm – 1:00pm
Lunch Cook-Out

1:00pm – 1:15pm
Closing Remarks

1:15pm – 1:30pm
Workshop Summary





“ This is time to enjoy and celebrate the community. It is the beginning of a larger dialogue. The goals of this three day workshop are; values, vision, goals, opportunities to accomplish the vision, how to make growth work for the area, how to continue to build communities rather than build subdivisions, how to translate general comp plan guidance into a community plan. This may sound like it supports growth but we are all going to work together and listen to each other. The overall plan will become reference of how your community envisions the future. We want to build on common values. Respect for private property and community, respect for neighborhoods, compatibility with development, preservation of rural atmosphere even with new growth. We are asking you to think big and be visionaries this weekend. Think of a new downtown, a high tech industry and community center. The consultants, staff, and I are here for you. We are taking time to be here to move this along. I don't know another area in Osceola County like the Narcoossee community. I know most of you and I am glad to deal with you. This is my community as well, I live in the area. We are going to be proactive, not reactive. This is not about the past, it is about the future. Given the growth that is happening within and outside the study area, how can we make this work? We must understand that there are some givens that we must work with.”

District 5, County Commissioner Fred Hawkins, Jr.

Community



WELCOME EXISTING CONDITIONS OPPORTUNITIES

Community Festival



OPPORTUNITIES

VISUAL PREFERENCE

VALUES

WORKSHOP GOALS



Workshop goals were developed to give guidance on the outcome of the workshop, and included:

- **Establishing Values, Vision & Goal Statements**
- **Identifying Opportunities to Accomplish this Vision**
- **Discussing How to Make Growth Work for the Area**
- **Envisioning How to Continue to Build a Community**
- **Translating the Comprehensive Plan into Ideas of How the Community Should Grow**

It was described to participants that the workshop results will become a reference for how the community envisions the future and how this area relates to adjacent areas. The plan should build on the community's common values while acknowledging the past, present and future. It was the beginning of a continuing conversation which will guide our community's future growth.

Some points of consideration were also made to help guide the residents through the workshop. These included:

- **Consultants and staff were present for residents**
- **The workshop was less about the past, and more about the future**
- **Focused on being proactive, not reactive**
- **There were some 'givens' that we must work within**
- **We must show respect for private property, present and future neighbors and the community as a whole**

WALKING THE COMMUNITY

What We Heard

Fear of Internal & External Growth

Preservation of the Rural Character

Ability to Develop Property

Character of Development

Need for Jobs

Road Expansions

Lack of Amenities & Conveniences

Preservation of Natural Environment



INCLUDE STRONG BUFFER
FROM THE 417 EXTENSION

*Include Agricultural Lands on East and West
Sides of Split Oak Forest Mitigation Park*

No Big Box Retail

Retain 5-Acre Lo

Improve Intersect

OPEN & MAINTAIN WATER
SLOUGH FROM DESERET RANCH

Request Sewer & Water Connections

Improve Zuni to Handle Capacity

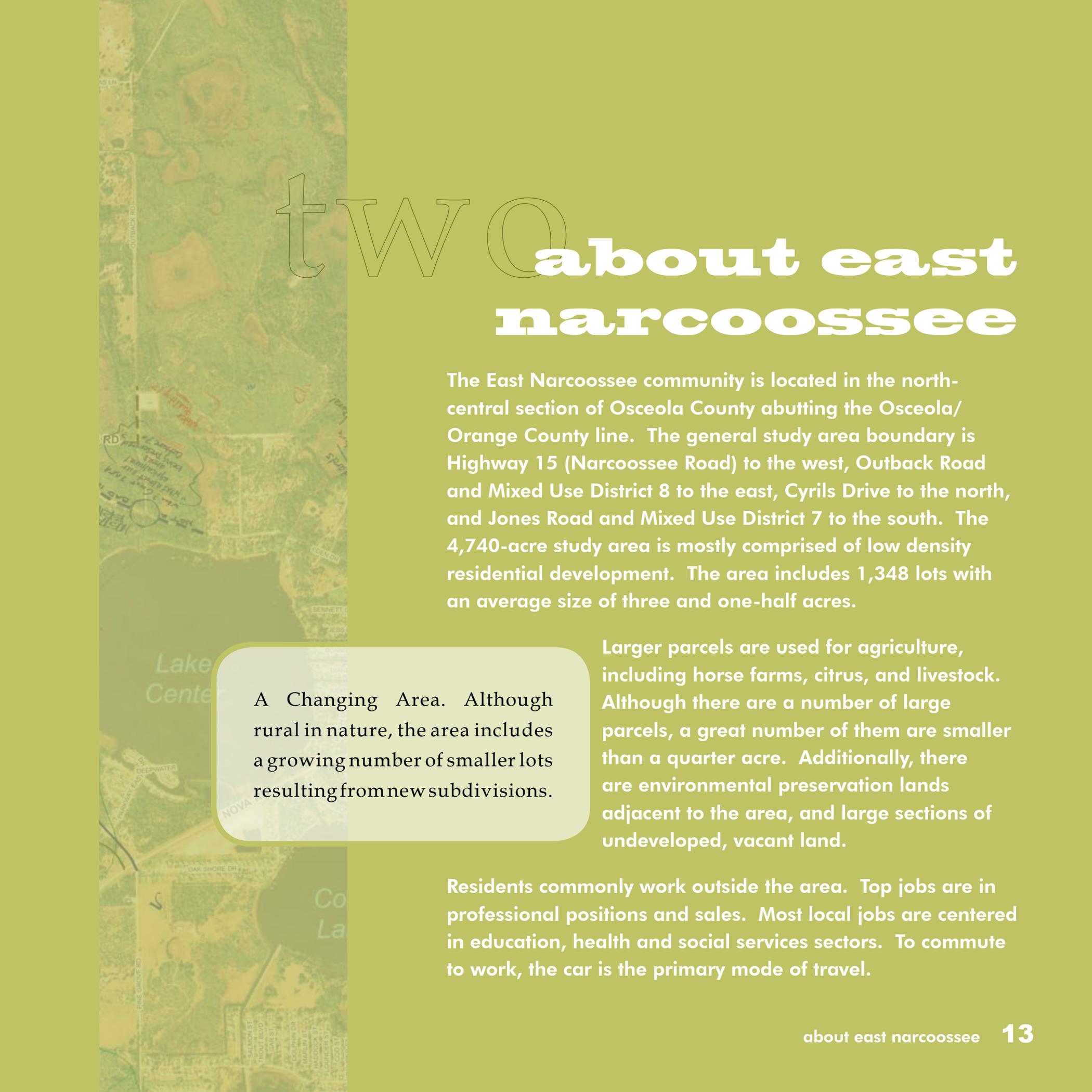
PAVE JONES, ZUNI & FRANKLIN ROADS

Do not extend Goat Farm Road

ts

tion at Narcoossee & Underwood

Retain Reduced Traffic Flow on Cyrils Drive



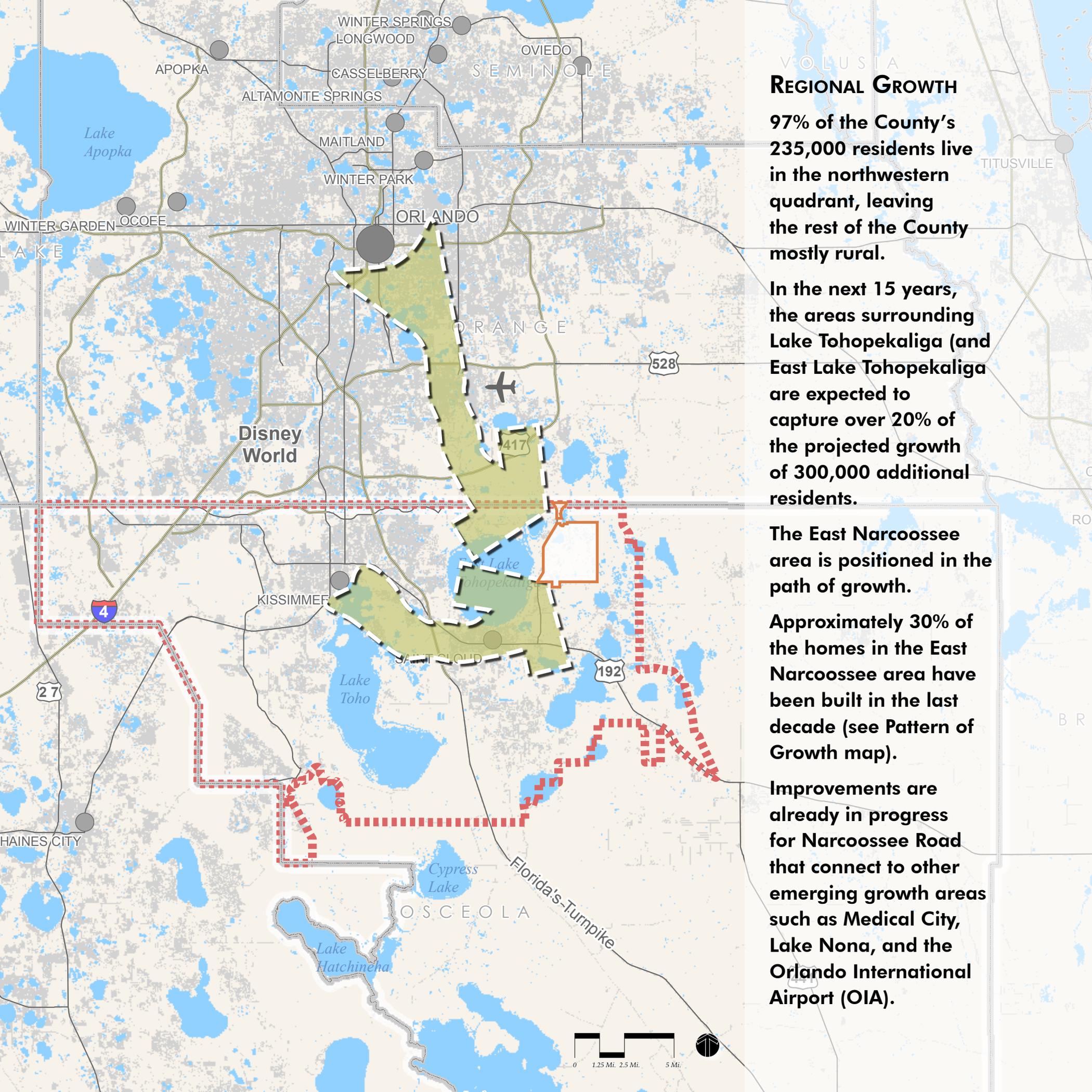
tW@ **about east narcoossee**

The East Narcoossee community is located in the north-central section of Osceola County abutting the Osceola/Orange County line. The general study area boundary is Highway 15 (Narcoossee Road) to the west, Outback Road and Mixed Use District 8 to the east, Cyrils Drive to the north, and Jones Road and Mixed Use District 7 to the south. The 4,740-acre study area is mostly comprised of low density residential development. The area includes 1,348 lots with an average size of three and one-half acres.

A Changing Area. Although rural in nature, the area includes a growing number of smaller lots resulting from new subdivisions.

Larger parcels are used for agriculture, including horse farms, citrus, and livestock. Although there are a number of large parcels, a great number of them are smaller than a quarter acre. Additionally, there are environmental preservation lands adjacent to the area, and large sections of undeveloped, vacant land.

Residents commonly work outside the area. Top jobs are in professional positions and sales. Most local jobs are centered in education, health and social services sectors. To commute to work, the car is the primary mode of travel.



VOLUSIA REGIONAL GROWTH

97% of the County's 235,000 residents live in the northwestern quadrant, leaving the rest of the County mostly rural.

In the next 15 years, the areas surrounding Lake Tohopekaliga (and East Lake Tohopekaliga) are expected to capture over 20% of the projected growth of 300,000 additional residents.

The East Narcoossee area is positioned in the path of growth.

Approximately 30% of the homes in the East Narcoossee area have been built in the last decade (see Pattern of Growth map).

Improvements are already in progress for Narcoossee Road that connect to other emerging growth areas such as Medical City, Lake Nona, and the Orlando International Airport (OIA).





The community's oldest church, St. Luke's Baptist Church, dates to 1888.

Settled before its more well-known neighbors of Kissimmee and St. Cloud, the East Narcoossee community continues to experience residential growth. Even before

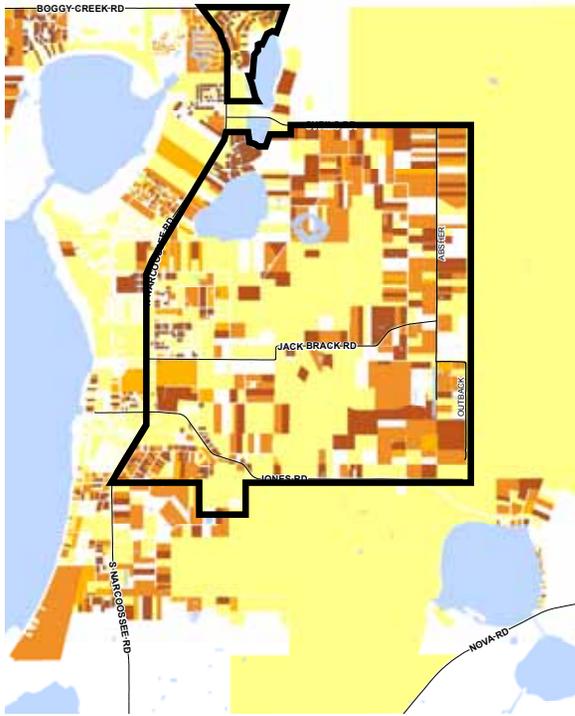
ranching and agriculture took root, the area was planned to become a major shipping port and commerce center off of East Lake Tohopekaliga (Toho). While that plan ultimately took a different route, the community took on a unique identity that carries forward.

It is clear that the East Narcoossee community and the region is not standing still. The region has shown impressive economic and housing statistics for the last several decades, positioning

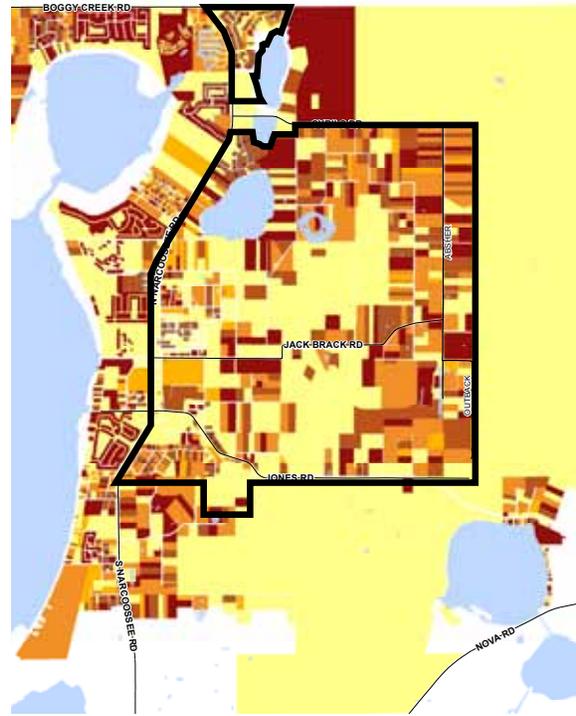
Most people work outside the area in management and professional jobs. Jobs locally are transitioning from agricultural to education, services and medical sectors.

it as one of the fastest-growing urban areas in the country. Even despite the economic downturn, the Orlando area is thought to have a strong economic foundation that will continue to attract new businesses and residents at a steady rate into the future. Osceola County is situated amid numerous economic centers, including Tampa, Disney, Orlando, the Orlando International Airport, Space Coast, Melbourne and Viera. Growth is simultaneously coming toward Osceola from the west (from Tampa and Disney), from the north (from Orlando and the airport), and from the east (from Brevard County). As east-central Florida develops into an emerging "super region", Osceola is situated in the middle of that region.





Development 1989 - 1998



Development 1999 - 2008

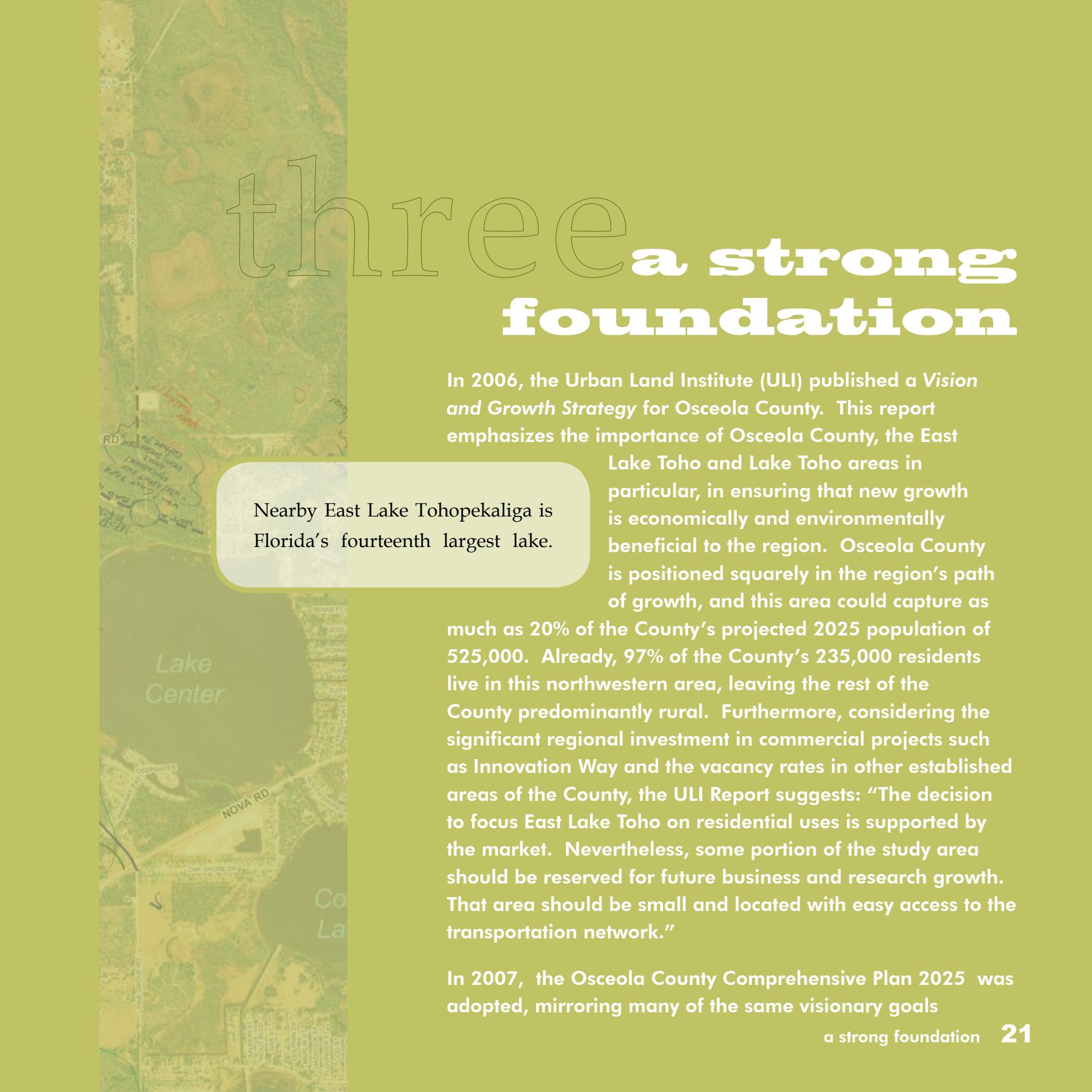
N I T Y G R O W T H O V E R T I M E

which is the real narcoossee?



is there room for
all of us?





three **a strong foundation**

In 2006, the Urban Land Institute (ULI) published a *Vision and Growth Strategy* for Osceola County. This report emphasizes the importance of Osceola County, the East

Nearby East Lake Tohopekaliga is Florida's fourteenth largest lake.

Lake Toho and Lake Toho areas in particular, in ensuring that new growth is economically and environmentally beneficial to the region. Osceola County is positioned squarely in the region's path of growth, and this area could capture as

much as 20% of the County's projected 2025 population of 525,000. Already, 97% of the County's 235,000 residents live in this northwestern area, leaving the rest of the County predominantly rural. Furthermore, considering the significant regional investment in commercial projects such as Innovation Way and the vacancy rates in other established areas of the County, the ULI Report suggests: "The decision to focus East Lake Toho on residential uses is supported by the market. Nevertheless, some portion of the study area should be reserved for future business and research growth. That area should be small and located with easy access to the transportation network."

In 2007, the Osceola County Comprehensive Plan 2025 was adopted, mirroring many of the same visionary goals

“Many communities have taken the position that they will remain rural without accommodating growth. That error leads to sprawl and sometimes a complete loss of community character. Failure to plan for growth effectively leads to random, sprawling patterns of development. Community character is sacrificed, and opportunities to shape a more vibrant future are forever lost.”

- Urban Land Institute

that were included in the ULI findings. Growth in the County must be deliberate and well planned in order to be both desirable and prosperous. Long-term planning is centered on smart growth principles to ensure that quality of life issues are addressed in ultimate development plans, instead of planning for short-term gains. The Comprehensive Plan provides the policy framework to accomplish this vision, to maintain the area’s high quality of life, and to promote a sustainable environment and economy into the future.

Specific to the East Narcoossee community, the Comprehensive Plan revised the allowable densities from three to five dwelling units per acre. The premise for this increase is that future development can best achieve sustainability through a finer-grain, higher density development pattern. The Comprehensive



Plan particularly addresses potential growth areas surrounding the urban core of Kissimmee and St. Cloud through its nine Mixed Use Planning Districts that comprise the Urban Expansion Area (UEA) within the Urban Growth Boundary (UGB) of the County. These Districts will ultimately accommodate most of the County's future development, and while the East Narcoossee community is not contained within a Mixed Use District, it is adjacent to Districts 7 and 8, which are currently being planned through the Northeast District Conceptual Master Plan, and the proposed Center Lake Development of Regional Impact (DRI). Other nearby plans include Districts 1 and 2 of the East Lake Toho Conceptual Master Plan, and Districts 3, 4 and a portion of 5 within the South Lake Toho Conceptual Master Plan.

The Comprehensive Plan states that each Mixed Use District Conceptual Master Plan "explore a range of build-out opportunities and their relationship to the size and form of future centers, the layout and inter-connectedness of future transportation networks, and the

spatial arrangement of the mix of uses with the intent of maximizing internal trip capture (Future Land Use Element, Policy 1.1.10)." The Comprehensive Plan relies on strategic growth within its Mixed Use Districts to greatly reduce or eliminate the urbanization of much of the County's important rural areas.

Given its proximity to these three Conceptual Master Plans, concepts for the East Narcoossee community will benefit from considering components such as mobility, environmental management and employment as part of the greater planning area. Ranching and agricultural lands are also important to Osceola County's economy and heritage, and the Comprehensive Plan's approach to capturing the majority of growth near existing urbanized areas allows these uses to continue. The ULI report recognizes that there is a balancing act with justifying growth in certain areas in order to be most effective in preserving a greater part of the whole.



Osceola County's new model for growth may enable the East Narcoossee community residents to achieve their goals for the future, in ways that traditional suburban growth would not. The following principles of smart growth were introduced during the workshop to begin evaluating how they may influence the East Narcoossee community.

Smart growth communities are those communities that balance social, environmental and economic sustainability to form enduring places for people to live and thrive. However, planning for smart growth in Florida is not without challenges - achieving a well-balanced demographic profile and diverse economic base is difficult with tourism, second home owners and retirees making up such a large share of the state's economic and social foundation. It is the new communities and redevelopment areas, such as those that will take shape in Osceola County's Mixed Use Districts, that will most effectively promote "self-reliant individuals, healthy families, competitive enterprises and strong institutions, coexisting in a safe and sustainable natural environment (ULI)".

Principles of sustainability are intrinsic to smart growth communities, and density provides the foundation to achieve those principles. A sustainable land use pattern is difficult to attain at typical suburban densities which encourages residents to rely almost entirely on automobiles and traveling outside of their neighborhood for work, entertainment and social activities. Considering alternative land use forms from just typical suburbs can support transit and increase walkability. It can support smaller neighborhood-serving retail and employment areas. New nodes of activity can be served by transit, reinforcing the community's ability to rely less on cars and focus their daily activities within their immediate neighborhood.

Economic Development

Statistics indicate that a large percentage of Osceola County residents commute to Orange County for employment. While this is understandable with Disney World, Universal Studios and downtown Orlando currently providing the region's economic foundation, future growth will be instrumental in attracting new industries to diversify that economic base and allow more people to live and work within their own communities. This can have far-reaching effects on the longevity and vitality of a place.

The Comprehensive Plan insists that new residential areas be tempered with the right mix of employment and commercial areas in order to capture a portion of the workforce internal to this community. Employment centers must be served by transit, which increases sustainability of the area and quality of life for residents. Osceola County's commitment to creating smart growth communities will solidify the long-term economic sustainability of the East Lake Toho area.

Community Connectivity

95 percent of residents take their car to work. Their average commute time is 30 minutes.

Transit corridors are the backbone of great communities, linking neighborhoods together with regional destinations. The County's commitment to a multimodal approach to transportation planning is evident in the Comprehensive Plan. Transportation Policy 1.3.2 states, "The County shall incorporate regulations into the Land Development Code to increase public access to transit, and facilitate bicycle and pedestrian travel, by requiring a multimodal approach to transportation planning".



COMMUNITY PREFERENCES

WHICH IMAGES BEST REPRESENT YOUR VIEW OF THE FUTURE FOR THE COMMUNITY?

HOUSING



Environmental Sustainability Amenities

The East Narcoossee community is home to a wealth of important natural resources. Planning for environmental sustainability at this scale means both preserving resources that are essential to ecosystem functionality and integrating and conserving natural resources through 'green' design principles for the built environment. Decisions made today about transit connectivity, walkable streets, stormwater design and lot size will have a profound impact on the community's consumption of energy, water and overall impact on its surroundings.

Social Fabric

The Narcoossee Community School was recently expanded and split into the Narcoossee Elementary School and the Narcoossee Middle School.

Central Florida has many examples of great communities with well-balanced housing mixes, abundant amenities such as parks and shopping districts and civic facilities that meet the needs of residents. However, the region has seen its rapid growth lead to areas of sprawling low density neighborhoods, unappealing and often vacant commercial development and poorly functioning transportation networks. The Comprehensive Plan's new model for growth recognizes and balances each of the community elements essential to creating appealing places to live, work and visit.

The Comprehensive Plan includes many policies that highlight the importance of community amenities and public facilities in building strong social fabric in new development.

PLANNING FOR HIS S H A

**"A co
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embrace o
plannin**

**country style, cohesive
community within an
unifying area and built
on rural amenities and
order. A community that
looks forward, providing
wage jobs, interesting
neighborhoods and amenities,
while protecting its rich
heritage.**

**Our community is based
respect for our property,
neighbors, and community.
In the path of growth, we will
change by proactively
embracing and celebrating our
rural character."**



G r o w t h

Residents' Discussions on Growth

the challenges:

"Growth will come!"

- It is as much "our" growth as it is from the outside
- Can we have growth and still preserve what we love?
- Can we let current patterns continue and still have it all (low taxes, traffic, services)?
- It is not growth, it's the pace of it

the solutions:

"Yes, we can make growth work for us!"

- If we don't plan for it, we will lose!
- Doing nothing may not be the answer
- Not stopping growth, but having a "say" in growth
- Growth, while preserving what we love
- Growth will occur, but we can plan for it

AVIS UT A I PREFERRE

AMENITIES



ECONOMIC
DEVELOPMENT

HOUSING

PARKS, RECREATION
& TRAILS

SEPARATORS

TRANSPORTATION



VALUES

100%
75%
50%
25%

What is our community's greatest asset?

Country Living
Large Lots
Agriculture
Low Crime
Schools
Dark Night Skies
Sense of Community

What is our community's biggest challenge?

Development within the Community
Development outside the Community
Highway Safety
Low Crime
Lack of Amenities
Lack of Jobs
Housing Maintenance & Quality

How should growth occur in our community?

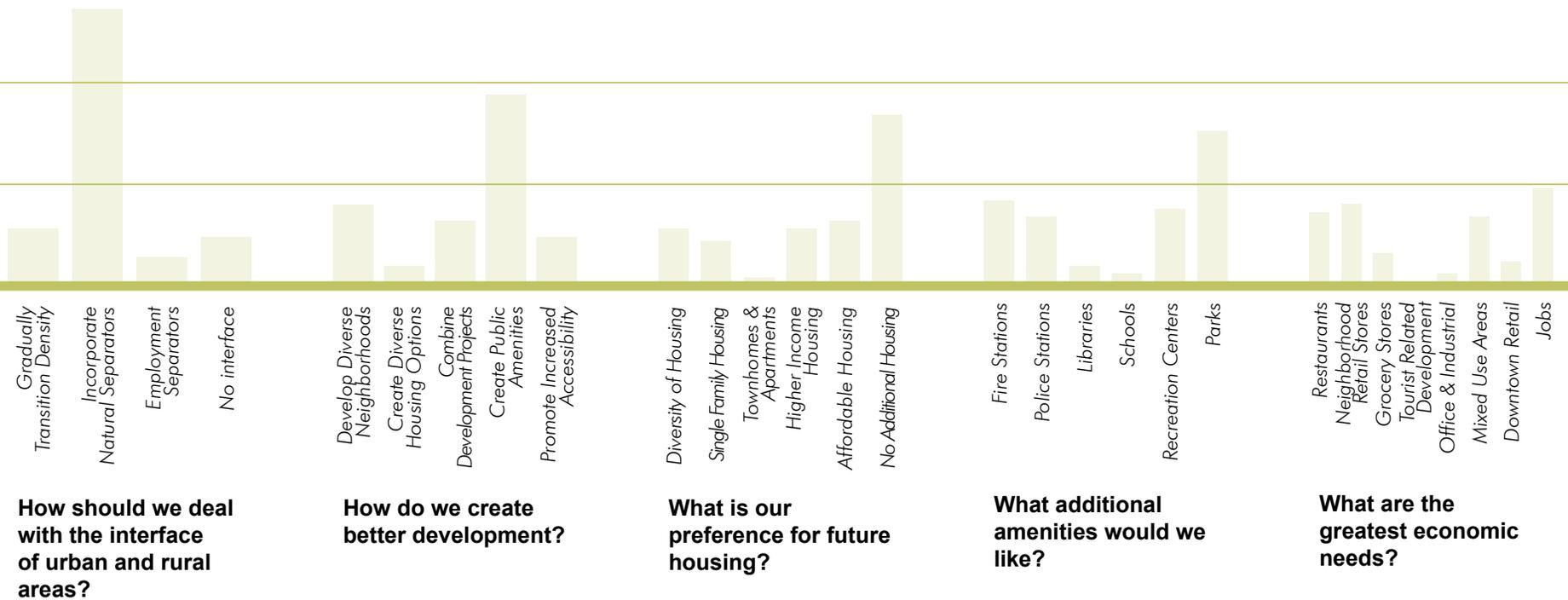
Continuation of Rural Development
Clustered Development in Key Areas
Residential Subdivisions
Mixed Use Nbhds. with Amenities & Retail
New Office & Industrial Campuses

What are the best techniques to maintain our rural character?

Equestrian Trails & Amenities
Small Town Heart
Dark Sky Policies
Rural Road Design & Character
Fencing
Rural Design Standards
Leave the Area Alone

COMMUNITY VALUES POLLING

- Country Living
- Large Lots
- Agriculture
- Low Crime
- Schools
- Dark Skies
- Sense of Community
- Jobs Over Housing
- Natural Resources and an Environmental Balance
- Our own Self-Sustaining Community
- A Place to Retire and for our Kids to Live



VALUES

100%

75%

50%

25%

Pedestrian & Bike Trails
Equestrian Trails
New Roads & Road Expansions
Transit
Sidewalks
Traffic Calming/
Safety Improvements
Connections to Growth Areas

What transportation enhancements would you like?

Would you expect to retire in the Study Area?

Right-to-Farm Disclosures
Landscaping
Separator Zones of Walls/ Berms
Density Transitions
Good Design

How do we improve compatibility with development occurring in the Study Area?

Are you a resident in the Study Area?

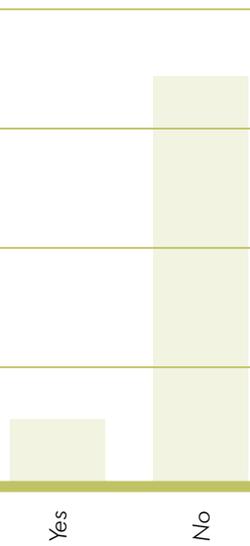
Yes

No

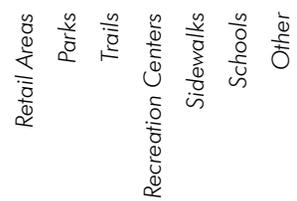
Yes

No

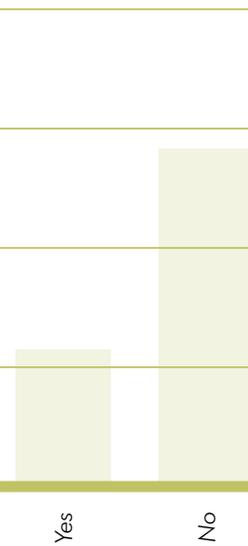
Do you have a business in the Study Area?



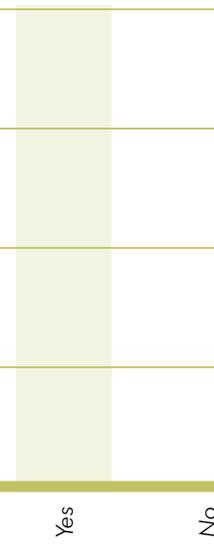
What neighborhood amenities are most needed?



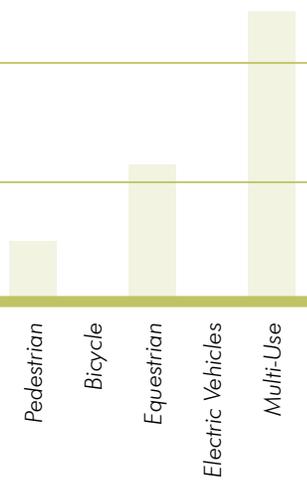
Would you expect your children to live here when they grow up?



Do you feel as if you are in the current path of growth?



What type of trails would be best for the community?



OKLAHOMA MULTICITY PLANNING ACT

AMENITIES

ECONOMIC
DEVELOPMENT

NEIGHBORHOODS

NATURAL
RESOURCES

CHARACTER

TRANSPORTATION

Include Beach Access



High School & Park



Public Boat Ramps/Marina



Community Gathering Areas



Recreation Center/Library



Locally-Owned Businesses



Sustainable Employment Campus



Neighborhood-Oriented Commercial Center



Build Around Equestrian Center & Arena



Improve Downtown



Cluster Neighborhoods



Design Diverse Architectural Styles & Details



Retain Compatibility



Create Design Standards



Transition Density



Protect Riparian Areas



Buffer Split Oak Forest



Protect Habitat Corridors



Rural, Equestrian



Small-town Heart



Native Landscapes



Conservation Areas



Agricultural



Solar Energy Production



Improve Narcoossee & Jones Road Intersection



Add Equestrian Trails



Add Bike & ATV Trails



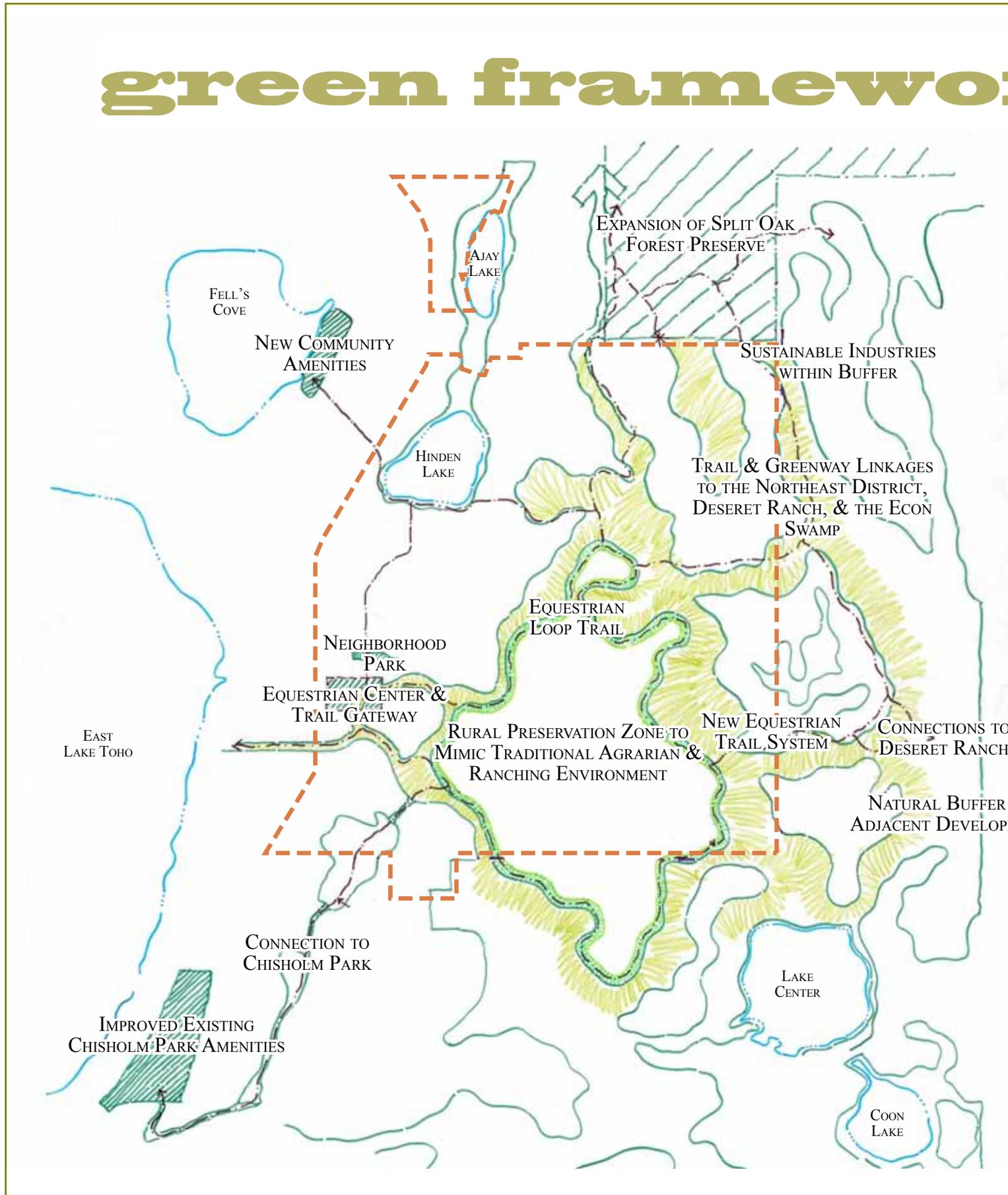
Keep Rural Road Cross Sections



Pave Jones, Zuni & Franklin Roads

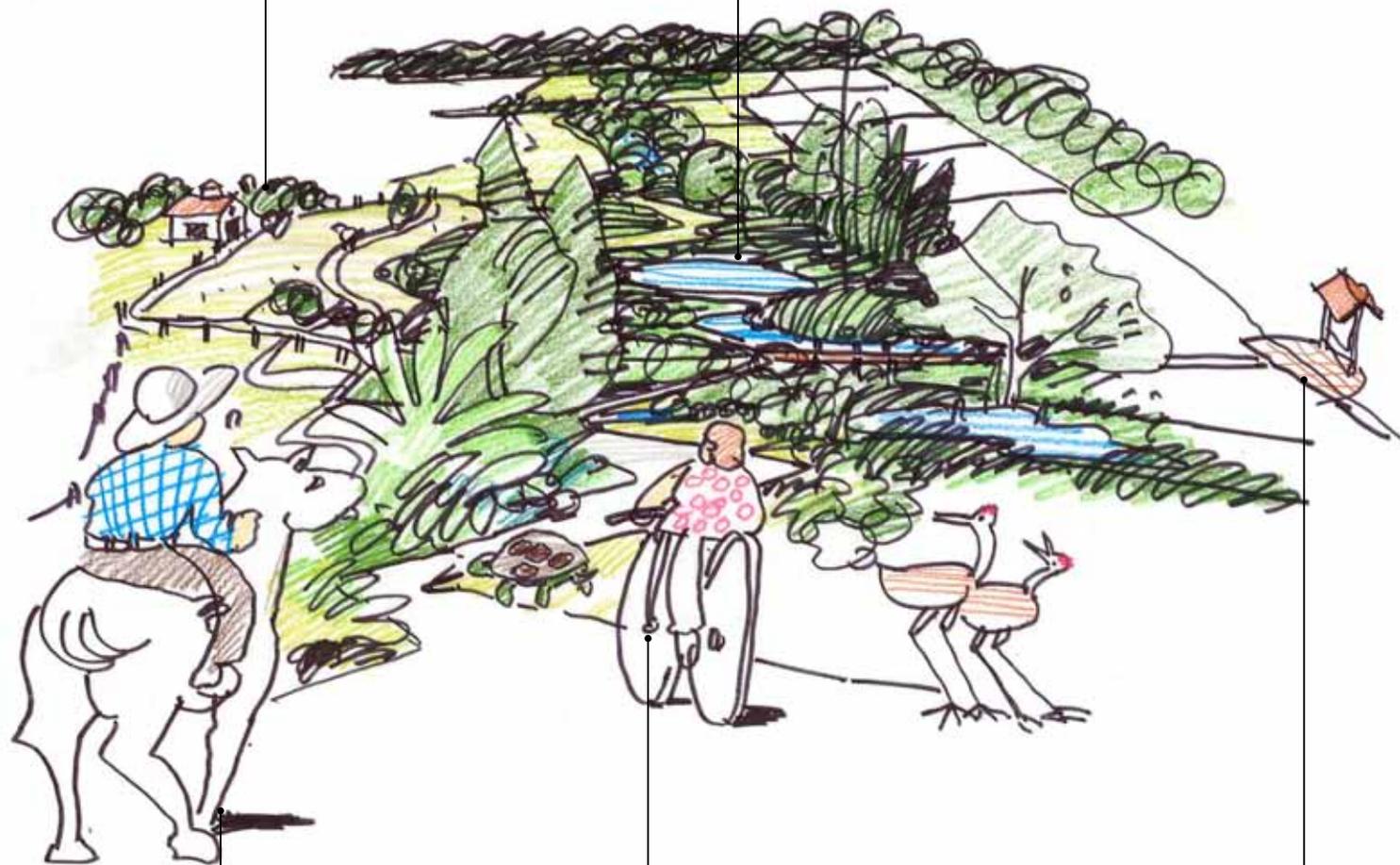


green framework



*Create a Conservation Buffer of
300' to Preserve Rural Landscape*

*Preserve Drainage Areas,
Wetlands, Existing Vegetation, &
Wildlife Habitat*

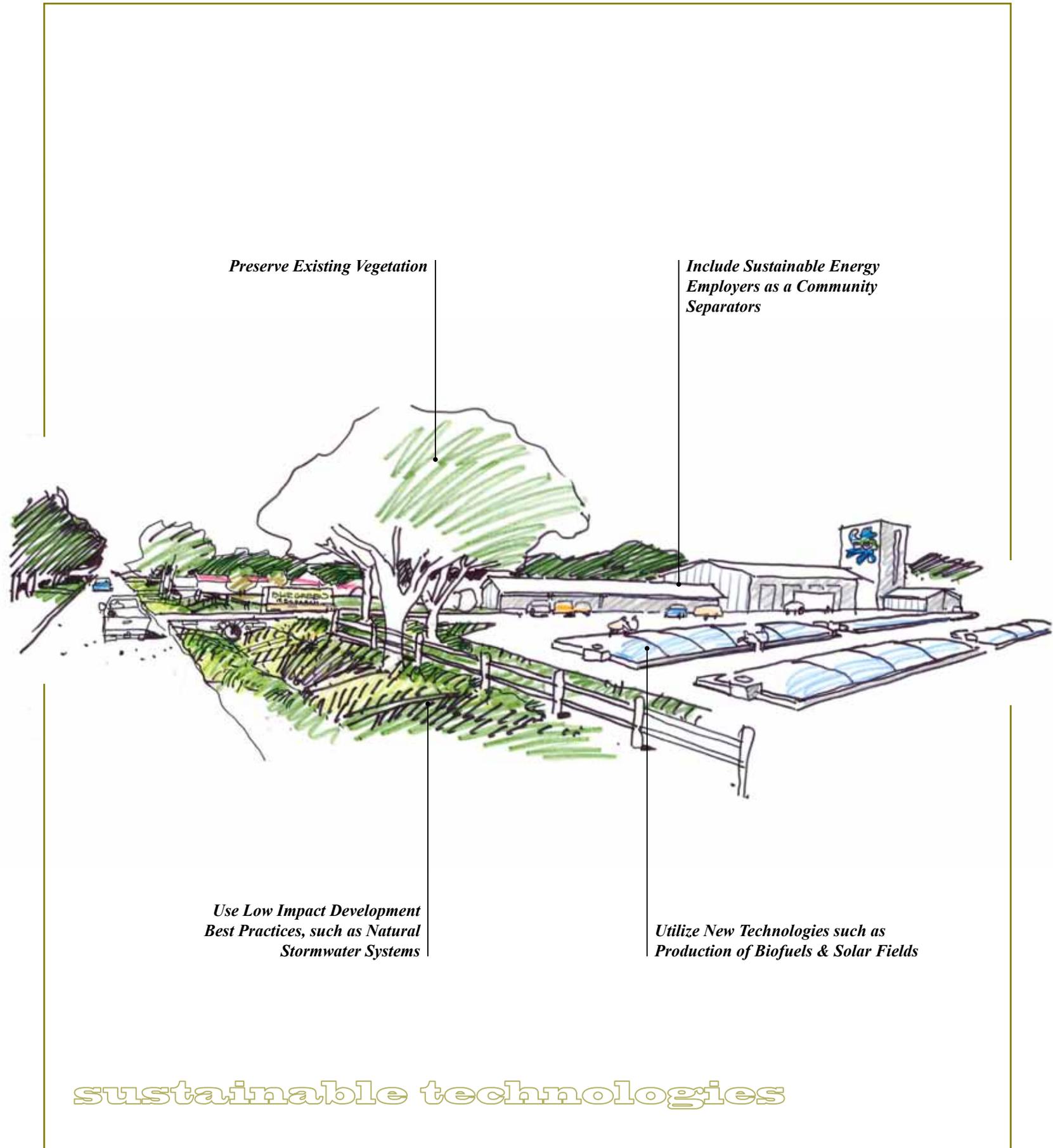


*Include Soft Surface
Equestrian Trails*

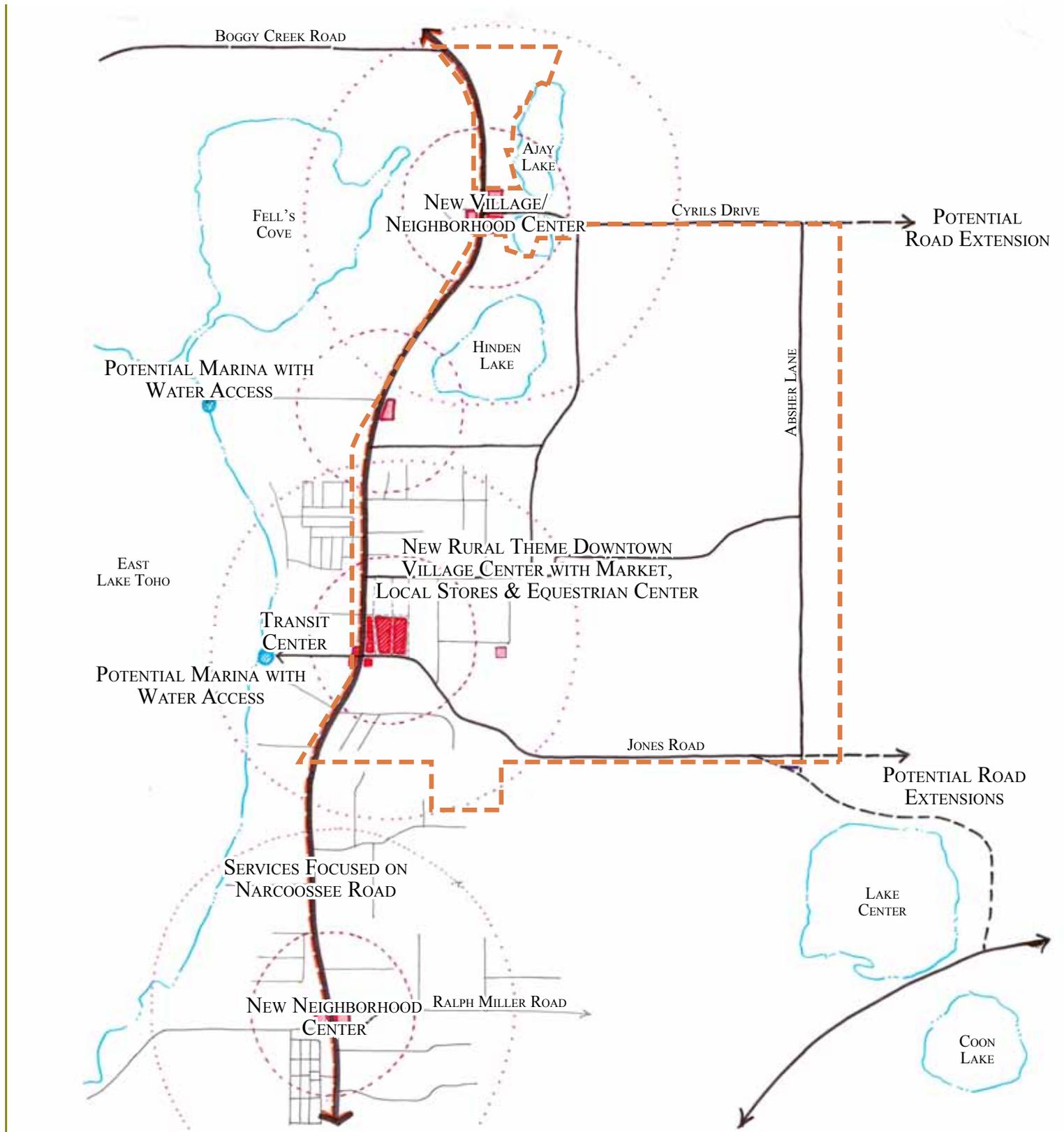
*Include Multi-Purpose
Hiking & Bicycling Trails*

*Locate Trailheads at
Primary Trails*

greenway, rural buffer & trail



centers framework

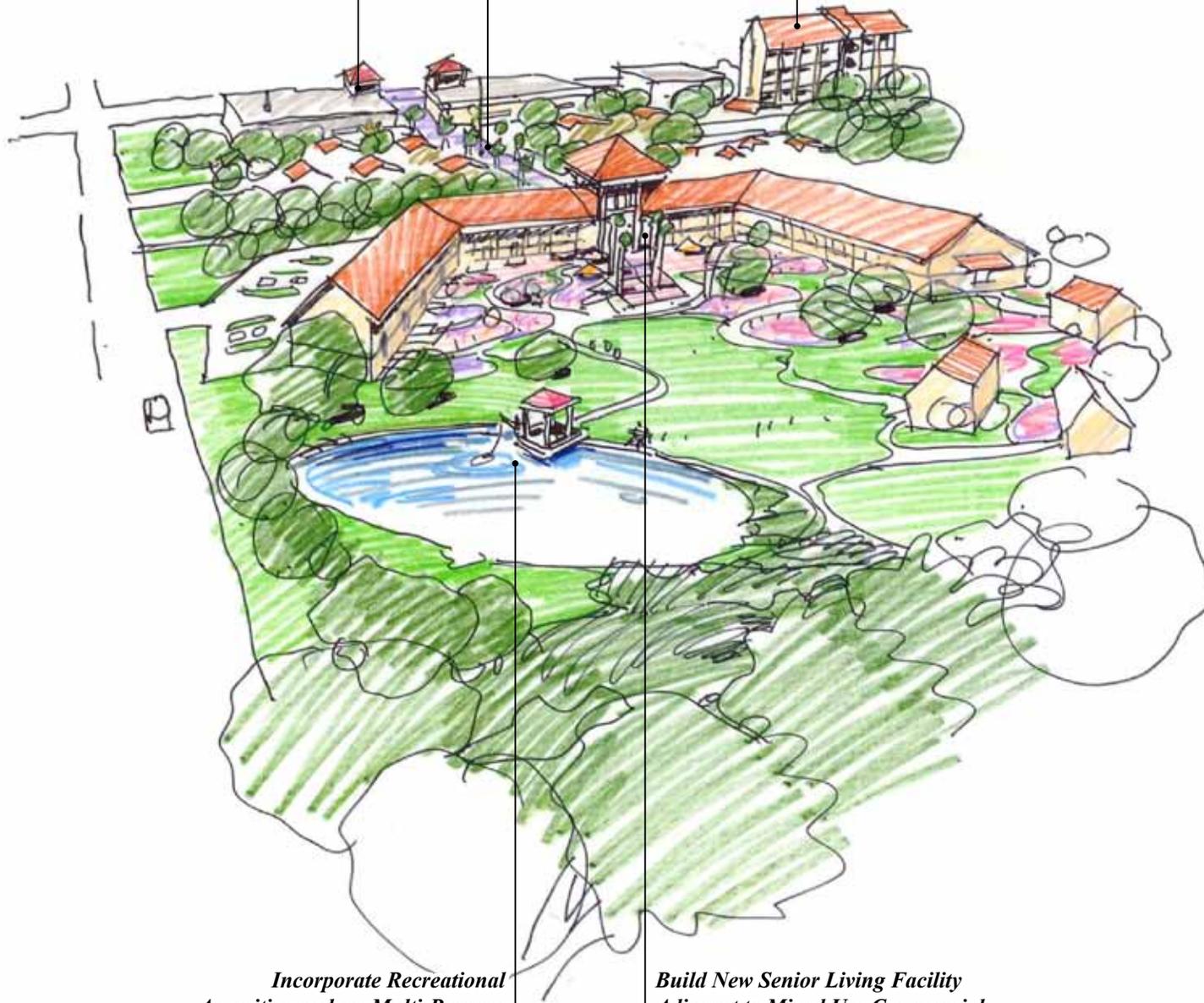




Plan for Retail & Commercial Uses Along the Narcoossee Road Corridor

Connect Senior Facility with Commercial Nodes via Pedestrian-Friendly Boulevards

Include Larger-Scale Mixed Use Buildings at Nodes Along Narcoossee Road



Incorporate Recreational Amenities such as Multi-Purpose Trails, Gardens & Water Activities

Build New Senior Living Facility Adjacent to Mixed Use Commercial Node Along Narcoossee Road

senior living facility

*Create a New Transit Stop with
Regional Transit Connections*

*Incorporate a Mix of Uses such
as Retail Shops, Post Office, and
Neighborhood Services*

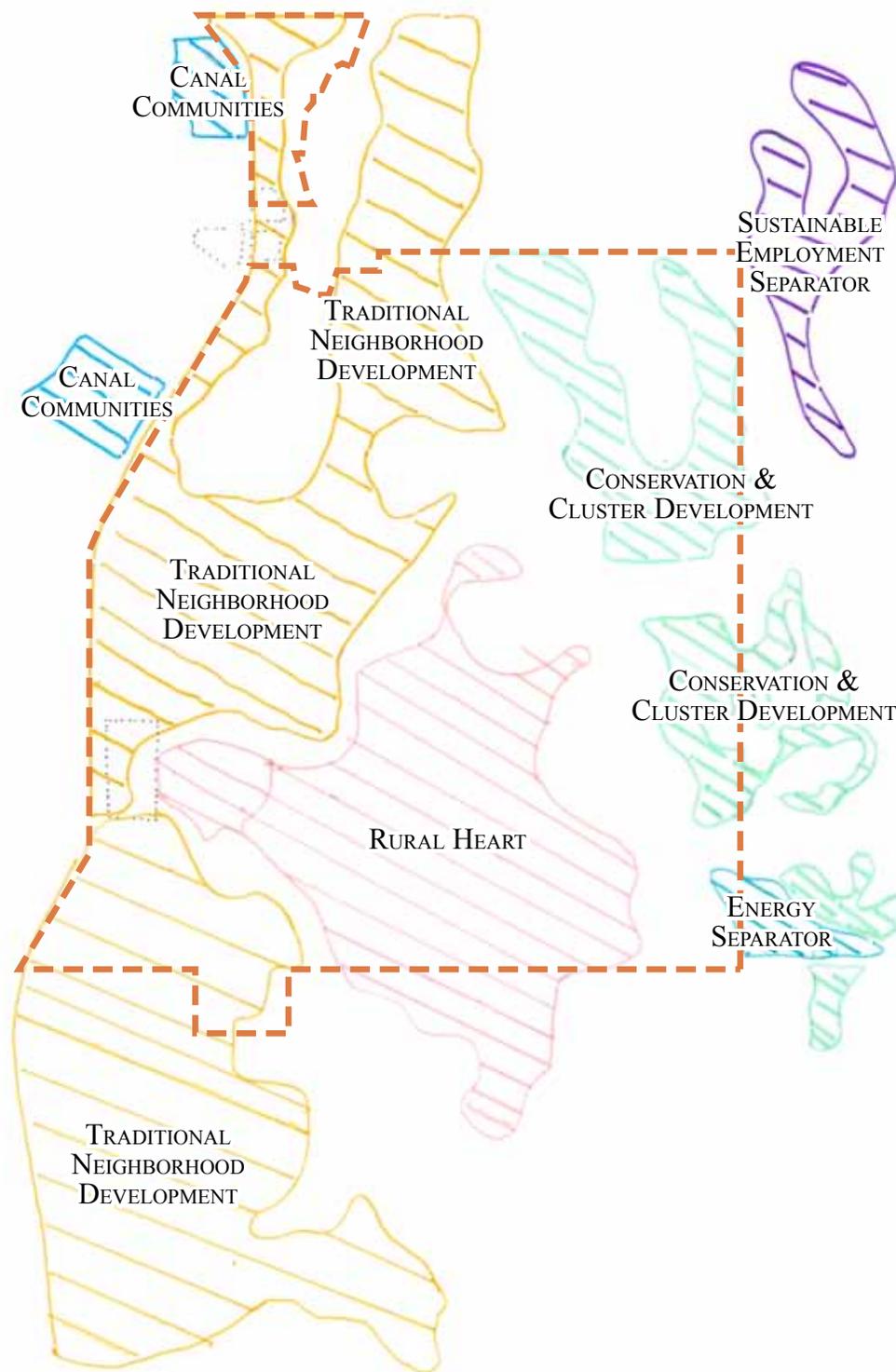
*Design Streets to be Pedestrian &
Equestrian-Friendly*



*Incorporate a Public Green as a
Central Gathering Space*

narcoossee village center

neighborhoods framework



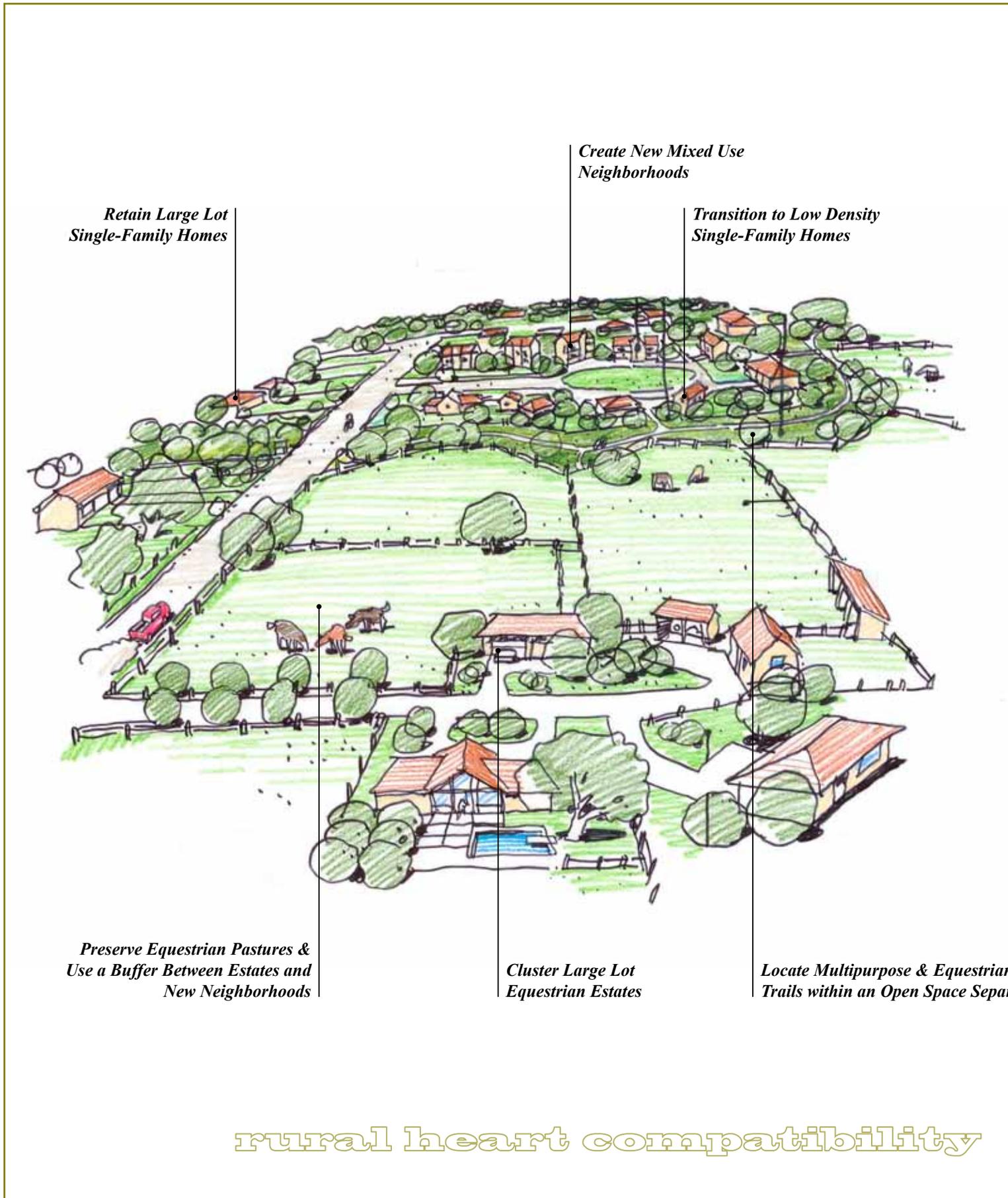
*Preserve Existing Vegetation as
Community Separators*



*Connect to New Multipurpose &
Equestrian Trails*

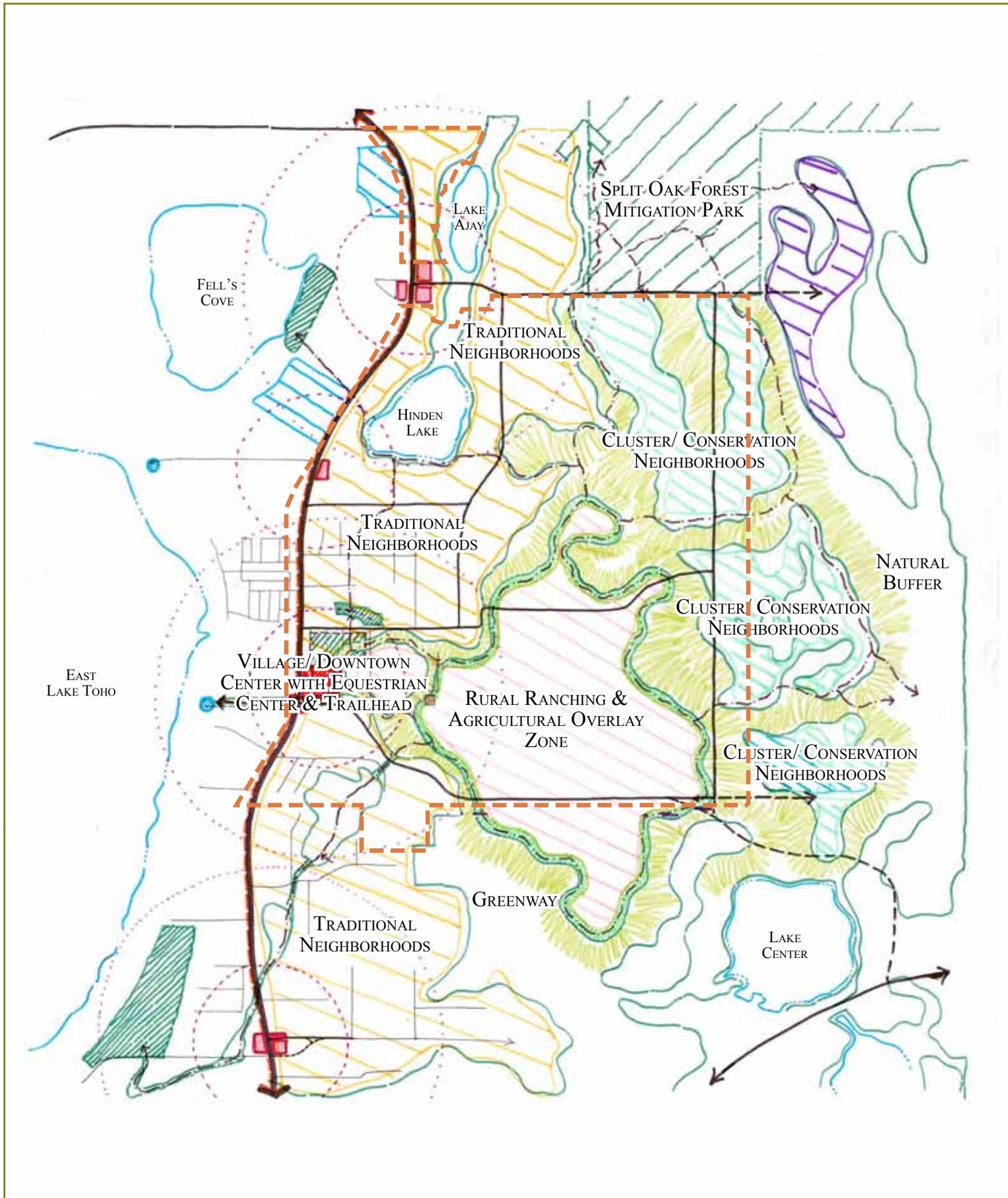
*Utilize Low Impact Development and
LEED-NC Technologies & Strategies*

**sustainable employment
separator**



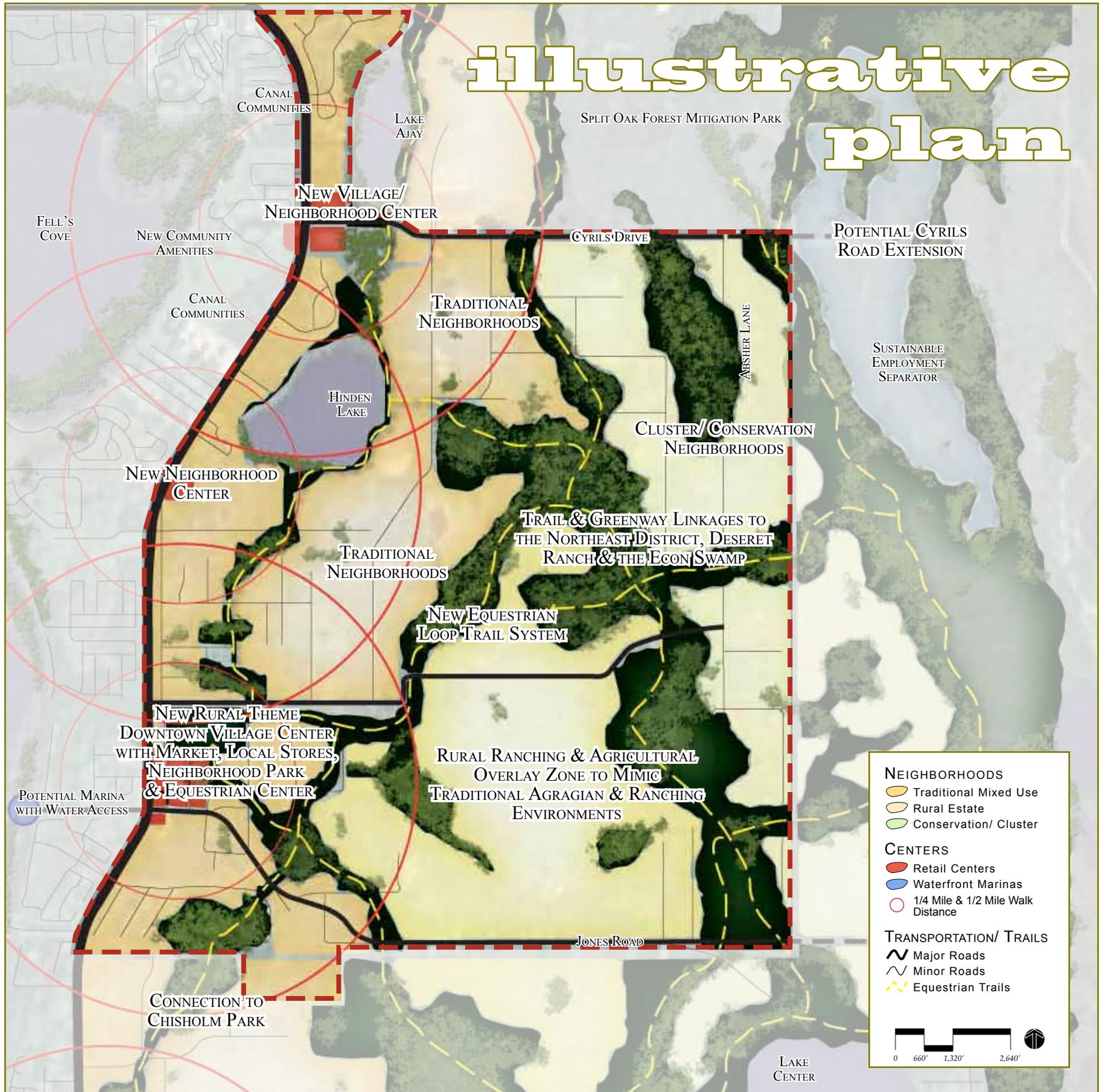
Community Informed Planning Network







illustrative plan



Community Attended



| | | | | |
|--------------------|-------------------|-----------------|------------------|-------------------|
| Zahid Ahmad | Barbara Eagan | Sonya Howard | Jeff McKinney | Linda Schultz |
| Suzanne Arnold | Rebecca Eagan | Gary Hunter | David Mooney | Marilyn Schulz |
| Robert Bass | Mary Edgerton | Penne Hunter | Eamon Mooney | George Selden |
| David Beekman | Danny Elmer | Jim Janney | Tom Moore | Linda Selden |
| Mary Ellen Beekman | Nancy Elmer | Suzie Janney | Wendy Moore | Scott Sever |
| Ray Benson | Rich Finnell | Angela Johnson | Billy Murk | Brenda Shearer |
| Sandy Benson | Russ Fischer | Barbara Jones | Lloyd Murray | Ann Smith |
| Arlene Berrios | Susan Fischer | Linda Kilgore | Roma Murray | Jack Smith |
| Severo Berrios | Diane Fleshman | Gerard King | Bill Nagy | Denise St. Amant |
| Bill Bigelow | Ken Fleshman | Judy King | Joan Nagy | Christine Stuckie |
| Jim Brack | Pamela Florio | Carl Knoebel | Bud Peck | Deborah Theroux |
| Jean Breck | Brenda Gardner | Debra Knoebel | Janet Peck | Scott Thomas |
| Kyle Brooks | Jim Galdis | Greg Krantz | Ed Petros | Thyra Thomas |
| Sylvia Bright | Patricia Gatti | Ute Krantz | Robin Prather | Kim Thornbury |
| June Burleson | Ed Giampoli | Ron Lapointe | Terry Prather | Janet Tiffany |
| Aaron Campbell | Kyle Giampoli | Anita Larson | Tracy Reger | Trish Titer |
| Julie Carberry | Marcia Giampoli | Anita Lemmon | Heidi Regier | Erika Tomlinson |
| James Carris | Thomas Gignal | Jim Lemmon | Christina Ricchi | Leo Urena |
| Ed Colon | Laura Gordon | C.D. Lewis | James Roberts | Charles Walker |
| Bobbi Conley | Tom Graves | Kerry Lirones | Jim Robinson | Arthur Weaver |
| Gary Conley | Steve Hemke | Melissa Lirones | Nell Robinson | Rita Weaver |
| Kathy Crawford | Maureen Henderson | Monty Lirones | Beverly Rose | Sarah Weaver |
| Betty Damke | Ron Herrick | Anne MacKichan | James Rose | Butch Wedell |
| Brian Darkes | Gregg Hostetler | Bob MacKichan | Steve Sacco | Sharon Zoller |
| Mark Davis | Marty Howard | Mike Mannifield | Joan Savolaiken | |

Special thanks to Betty Damke, Ed Petros and the entire East Narcossee Community



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