for

Project Development and Environment (PD&E) Study
Osceola Parkway Extension (FPID: 432134-1-22-01)
and
Boggy Creek Road/State Road 417 Access Road
(FPID: 432134-2-22-01)
Osceola County, Florida

ETDM No. 13789

Prepared for:

Osceola County Expressway Authority

June 2016

Prepared By:
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1.0 SUMMARY OF PROJECT

This Technical Memorandum describes the evaluation of corridors for the Osceola Parkway Extension, from west of Boggy Creek Road to the proposed Northeast Connector Expressway plus a two-mile extension and Boggy Creek Road/SR 417 Access Road (cumulatively called Osceola Parkway Extension). The study area of this Project Development and Environment (PD&E) Study includes portions of Orange County and Osceola County, Florida. This study evaluates a new expressway which is part of the Osceola County Expressway Authority’s (OCX) 2040 Master Plan. Osceola Parkway Extension is approximately 12 miles in length.

2.0 OSCEOLA PARKWAY EXTENSION PRELIMINARY FEASIBILITY STUDY

In March 2012 Osceola County completed the Osceola Parkway Extension Preliminary Feasibility Study that evaluated three corridors (see Exhibit 2-1). The Northeast District of Osceola County was recognized as a high growth area that will attract new residents and businesses as well as shopping and recreational areas. The following stakeholder meetings were held during the Feasibility Study:

<table>
<thead>
<tr>
<th>Date</th>
<th>Meeting With</th>
</tr>
</thead>
<tbody>
<tr>
<td>February 23, 2010</td>
<td>City of Orlando</td>
</tr>
<tr>
<td>March 4, 2010</td>
<td>GOAA, Court Street Partners, HDR</td>
</tr>
<tr>
<td>March 18, 2010</td>
<td>City of Kissimmee</td>
</tr>
<tr>
<td>April 21, 2010</td>
<td>City of St. Cloud</td>
</tr>
<tr>
<td>May 4, 2010</td>
<td>Renaissance Planning Group, Reich Properties, Inc., GOAA, City of Kissimmee, City of Orlando, FDOT</td>
</tr>
<tr>
<td>June 3, 2010</td>
<td>Farmland Reserve, Inc., McIntosh Associates, Broad and Cassel, Renaissance Planning Group</td>
</tr>
<tr>
<td>June 3, 2010</td>
<td>Renaissance Planning Group, Orange County, GOAA, RS&amp;H, FDOT</td>
</tr>
<tr>
<td>July 1, 2010</td>
<td>FDOT, ECFRPC, City of Orlando, City of Kissimmee, Orange County, GOAA, Lake Nona, Reich Properties, Renaissance Planning Group, HDR, Broad and Cassel, McIntosh Associates</td>
</tr>
</tbody>
</table>

Public involvement efforts for the study included development and maintenance of a project web site (www.osceola-parkway.com). The project web site included information explaining the project overview, the project location, the project schedule, study team contact information and information regarding public involvement activities. A newspaper article written about the project was published on Friday, April 30, 2010, in the Osceola News Gazette to ensure that the citizens of Osceola County would understand and be able to participate in the study process.

The Feasibility Study recommended that certain alignments (and combinations thereof) warranted consideration in a subsequent PD&E Study. However, Corridor A was recommended to be eliminated from further consideration because the land use and internal roadway structure that is planned for the Poitras Property Development is incompatible with the proposed high speed expressway. In addition, the
Exhibit 2-1. Corridors Evaluated as part of Feasibility Study
portion of Corridor C that extends across Fells Cove was recommended to be dropped from future consideration due to wetland impacts and the cost of construction associated with bridging Fells Cove.

3.0 OSCEOLA COUNTY EXPRESSWAY AUTHORITY (OCX)

The OCX was created by Florida Statutes in 2010. The OCX 2040 Master Plan (Master Plan) identified a freeway beltway system (see Exhibits 3-1, 3-2, 3-3, and 3-4) that will be funded by revenues generated by a toll system and through partnerships with other public agencies or private entities. The Master Plan also includes a proposed typical section (see Exhibit 3-5) showing a typical expressway with 400 feet of right-of-way that includes an area dedicated for transit.

4.0 ADVANCE NOTIFICATION

On April 6, 2012, an Advance Notification Package was distributed to various federal, state and local agencies and local governments to notify them of the proposed project and to request their comments through the Efficient Transportation Decision Making (ETDM) process. Advance Notification Packages were sent to the following:

- Bureau of Indian Affairs
- City of Kissimmee
- City of Orlando
- City of St. Cloud
- East Central Florida Regional Planning Council
- FDOT District 5
- Federal Aviation Administration
- Federal Highway Administration
- Federal Transit Administration
- FHHS Central Office
- Florida Department of Agriculture and Consumer Services
- Florida Department of Economic Opportunity
- Florida Department of Environmental Protection
- Florida Department of State
- Florida Department of Transportation
- Florida Fish and Wildlife Conservation Commission
- Florida Inland Navigation District
- Florida's Turnpike Enterprise
- MetroPlan Orlando
- Miccosukee Tribe of Indians of Florida
- Muscogee (Creek) Nation
- National Marine Fisheries Service
- National Park Service
- Natural Resources Conservation Service
- Orange County
- Orlando-Orange County Expressway Authority
- Osceola County
- Poarch Band of Creek Indians
- Seminole Nation of Oklahoma
Exhibit 3-1. OCX Master Plan Map of Long-Range Improvements
Exhibit 3-2. Osceola Parkway Aerial Map

Legend
- City Boundaries
- Urban Growth Boundary
- Osceola County Boundary
- Existing Roads

Segments
- Osceola Parkway Extension

k:\wpb_design02 - design pd&e\040196005_osceola parkway\eng reports\per\ch 3 ope corridor selection.docx
7. Typical Expressway

These expressways are anticipated to have a typical, ultimate cross section as illustrated below. While the six travel lanes and associated drainage corridors are typical of existing expressways in the region, a dedicated transit easement is anticipated to be included as well.
5.0 ETDM PROGRAMMING SCREEN SUMMARY REPORT

The Programming Screen Summary Report was generated by the ETDM Coordinator on June 4, 2012 for the project after completion of the Environmental Technical Advisory Team (ETAT) Programming Screen review. The purpose of the Programming Screen Summary Report is to summarize the results of the ETAT Programming Screen review of the project; provide details concerning agency comments about potential effects to natural, cultural, and community resources; and provide additional documentation of activities related to the Programming Phase for the project. Available information for a Programming Screen Summary Report includes:

- Screening Summary Report chart
- Project Description information (including a summary description of the project, a summary of public comments on the project, and community-desired features identified during public involvement activities)
- Purpose and Need information (including the Purpose and Need Statement and the results of agency reviews of the project Purpose and Need)
- Alternative-specific information, consisting of descriptions of each alternative and associated road segments; an overview of ETAT Programming Screen reviews for each alternative; and agency comments concerning potential effects and degree of effect, by issue, to natural, cultural, and community resources.
- Project Scope information, consisting of general project commitments resulting from the ETAT Programming Screen review, permits, and technical studies required (if any)
- Class of Action determined for the project

As identified in the ETDM Programming Screen Summary Report, the need for the project is based on several factors including capacity / travel demand, increasing traffic volumes, historical growth and existing and planned development, roadway network / system linkage, social and economic needs and consistency with long range planning efforts. These needs are expanded upon in below.

Capacity / Travel Demand – One of the primary needs for the project is to provide additional east-west capacity within the study area and maintain an acceptable level of service (LOS) on the surrounding roadway network (Boggy Creek Road, State Road 417 [Central Florida Greeneway] and US 192). Preliminary travel demand forecasts developed during the feasibility study by Osceola County indicate that traffic volumes on the majority of roads in the study area will exceed existing capacity in the design year as discussed in the following section.

Traffic Volumes – The evaluation of traffic during the Osceola Parkway Preliminary Feasibility Study included projecting and comparing 2035 traffic volumes on the existing roadway network with and without the proposed extension of the parkway. Under a no-build scenario, all sections
of Boggy Creek Road within the study area are projected to operate at level of service (LOS) "F" in the 2035 design year. The primary traffic movement from Osceola Parkway to Boggy Creek Road (north) will continue to create excessive delays for motorists. Moreover, an additional east-west connection would provide relief to parallel facilities including State Road 417 (Central Florida Greeneway) to the north and US 192 to the south.

**Historical Growth and Existing and Planned Development** – There are several planned Developments of Regional Impact (DRIs), Planned Unit Developments (PUDs) and Mixed Use Developments located in or within close proximity to the study area. These include developments such as the Northeast District, the Poitras Property - Greater Orlando Aviation Authority (GOAA), Lake Nona / Medical City, Moss Park, Boggy Creek and Greenway Park. These development projects account for several thousand acres of residential, commercial and mixed use development. The extension of Osceola Parkway is compatible with the planning efforts of several of the DRIs listed above.

**Roadway Network / System Linkage** – From a regional perspective, the existing Osceola Parkway abuts approximately 17.5 miles of existing and planned development throughout Osceola County. It provides a vital link between Disney World facilities on the west to a more suburban area on the east. The parkway also provides access to arterial corridors including Interstate 4, State Road 417 (Central Florida Greeneway), John Young Parkway (State Road 423), US 441 / US 17-92 / Orange Blossom Trail and Florida's Turnpike / State Road 91. As previously mentioned, there are several planned and programmed improvements and new facilities for the roadway network in the area, the most notable of which is the Southport Connector. The Southport Connector is identified in the Osceola County Comprehensive Plan and was generally a refinement of an corridor alignment study conducted by the Orlando-Orange County Expressway Authority (OOCEA) entitled the SR 417 Southern Extension Concept Development and Evaluation Study. The purpose of this study was to identify potential corridors to connect the SR 417 / SR 528 area in east Orange County southward to Florida's Turnpike in Osceola County and west to Interstate 4 in Osceola and Polk Counties. The concept for the Southport Connector has since been further evaluated and refined by Osceola County.

**Social and Economic Needs** – As previously mentioned, the current transportation network will fail to meet the needs of the study area and the region as a whole due to continued growth in population and the addition of vital employment centers. The traffic demand originating from future growth is reflected in future traffic projections. The extension of Osceola Parkway has the potential to alleviate congestion on the local and regional transportation network and improve access for emergency responders, residents and commuters. Additionally, the Osceola Parkway will also provide access to transit / multi-modal facilities including the Orlando International Airport, the Sunrail station (commuter rail) as well as other key facilities planned for Central Florida.

**Consistency with Long Range Plans** – The proposed Osceola Parkway Extension is documented in and consistent with the MetroPlan Orlando 2030 Long Range Transportation Plan (LRTP) Needs List as a new four-lane limited access facility. The project is also documented in the Osceola County 2025 Comprehensive Plan Future Transportation Plan.

The ETDM Summary Report also stated that the PD&E Study will consider the information collected during the Osceola Parkway Extension Preliminary Feasibility Study, which was a planning-level study conducted by Osceola County beginning in early-2010. The analyses for this study identified potential
fatal flaws for various corridor and roadway alignment alternatives, conducted travel demand forecasts and identified preliminary roadway concepts / typical sections. This information will serve as a starting point for the development of roadway concepts during the PD&E Study.

There were three alternatives presented in the Advance Notification Package, Alternatives 1, 2 and 3, as illustrated in pages 5, 8 and 11 of 52 in the ETDM Summary Report. From April through June of 2012, many comments were received through the ETDM process. Comments were received from the following:

- City of Orlando
- Federal Highway Administration
- Federal Transit Administration
- Florida Department of Economic Opportunity
- Florida Department of Environmental Protection
- Florida Department of State
- Florida Fish and Wildlife Conservation Commission
- Florida’s Turnpike Enterprise
- National Marine Fisheries Service
- National Park Service
- Natural Resources Conservation Service
- Osceola County
- Seminole Tribe of Florida
- South Florida Water Management District
- US Army Corps of Engineers
- US Coast Guard
- US Environmental Protection Agency
- US Fish and Wildlife Service

A summary of the ETAT review comments is provided below.
6.0 INITIAL PD&E SCREENING

A Public Kickoff Meeting was held during the PD&E Study in March of 2013 to present the three corridors evaluated during the Osceola Parkway Extension Preliminary Feasibility Study. Included below is a summary of the PD&E team’s analysis of the three alternative corridors and the logic used to select Corridor Alternative B (called Corridor Alternative 2 in the Feasibility Study) as the recommended corridor.

6.1 CORRIDOR A

This corridor begins on existing Osceola Parkway about two miles east of the intersection of Buenaventura Boulevard and Osceola Parkway (see Exhibit 2-1). As Osceola Parkway curves to the south, Corridor A proceeds in a northeast direction until it reaches the Osceola-Orange County line. It continues eastward along the county line and just west of Boggy Creek Road it turns in a northeast direction and then curves eastward. At this point Corridor A is between 2,000 and 2,600 feet north of the Osceola-Orange County line. It proceeds eastward to a point about 2,000 feet west of Narcoossee Road and curves southwest and then travels along the county line crossing Narcoossee Road. About 3,500 feet east of Narcoossee Road, Corridor A turns due south and then turns due east, just to the south of Cyrils Drive. It continues eastward to the proposed Northeast Connector.

The advantages and disadvantages of Corridor A are outlined below.

Advantages

- Satisfies the Purpose and Need of the project to respond to future travel demand, promote system linkage/network connectivity, and enhance overall traffic operations.
- Provides additional east/west capacity within the study area.
- Is compatible with the planning efforts of proposed planned unit developments and mixed-use developments approved within the area.
- Provides a vital link between existing developments to the west and proposed developments to the east.
- Is part of the OCX 2040 Master Plan that creates a beltway from I-4 (in the vicinity of SR 429) eastward to Florida's Turnpike, north through the Northeast District to Osceola Parkway/SR 417.
- Provides a transportation link that is needed to meet the demands of continued population growth and employment center development.

Disadvantages

- Relocations (ranging from 80 to 90) are required from the beginning of OPE at existing Osceola Parkway and to the Poitras property, which is owned by GOAA.
- It does not pass through the area reserved for a freeway within the Poitras property.
- The alignment passes through the center of the Poitras property where a 45 mph parkway-type road is already proposed with curb and gutter, median, sidewalks, and landscaping. OPE is a limited-access freeway that uses toll monies to fund its construction. A high-speed limited access freeway cannot be located in the center of the Poitras property.
- It intersects Narcoossee Road very close to its existing intersection with Boggy Creek Road. An interchange with Narcoossee is proposed and this would not meet safety and spacing requirements.
- The alignment east of Narcoossee Road requires two reverse curves, creating a curvilinear alignment. These curves will be designed in accordance with Florida Department of Transportation standards, however, long reverse curves with 70 mph design speed have shown higher incident of crashes compared to freeways with shorter and less shaper curves.
Relocations are required along the south side of Cyrils Road.

6.2 CORRIDOR B

The alignment of Corridor B is similar to Corridor A. Corridor B also begins on existing Osceola Parkway about two miles east of the intersection of Buenaventura Boulevard and Osceola Parkway. Like Corridor A it curves northeast until it reaches the Osceola-Orange County line. It proceeds east along the county line until it crosses Narcoossee Road. It then proceeds east and connects to the proposed Northeast Connector.

The advantages and disadvantages of Corridor B are outlined below.

Advantages

- Satisfies the Purpose and Need of the project to respond to future travel demand, promote system linkage/network connectivity, and enhance overall traffic operations.
- Provides additional east/west capacity within the study area.
- Is compatible with the planning efforts of proposed planned unit developments and mixed use developments approved within the area if constructed on the Orange County side of the county line.
- Provides a vital link between existing developments to the west and proposed developments to the east.
- Is part of the OCX 2040 Master Plan that creates a beltway from I-4 (in the vicinity of SR 429) eastward to Florida's Turnpike, north through the Northeast District to Osceola Parkway/SR 417.
- Provides a transportation link that is needed to meet the demands of continued population growth and employment center development.
- Passes through the area in Orange County within the Poitras property along the Osceola-Orange County line reserved for a freeway.

Disadvantages

- Relocations (ranging from 70 to 80 if constructed in Orange County or from 510 to 530 if constructed in Osceola County) are required.
- It intersects Narcoossee Road very close to its existing intersection with Boggy Creek Road. An interchange with Narcoossee is proposed and this would not meet safety and spacing requirements.
- The alignment east of Narcoossee Road requires two reverse curves, creating a curvilinear alignment that is a safety concern for a freeway with a 70 mph design speed.
- Relocations are required along the south side of Cyrils Road.

6.3 CORRIDOR C

This corridor also begins on existing Osceola Parkway about two miles east of the Buenaventura Boulevard and Osceola Parkway intersection. It traverses existing Osceola Parkway, crosses over Simpson Road, proceeds southeast through open land and residential areas for about 2,500 feet, then turns east and ties to existing Boggy Creek Road in the vicinity of Lake Vista Drive.

Corridor C follows Boggy Creek Road westward but continues due east and crosses over Fells Cove. It then curves slightly southward and proceeds east along the south side of Cyrils Drive until it links to the Northeast Connector.
The advantages and disadvantages of Corridor C are outlined below.

**Advantages**

- Satisfies the Purpose and Need of the project to respond to future travel demand, promotes system linkage/network connectivity, and enhance overall traffic operations.
- Provides additional east/west capacity within the study area.
- Provides a vital link between existing developments to the west and proposed developments to the east.
- Is part of the OCX 2040 Master Plan that creates a beltway from I-4 (in the vicinity of SR 429) eastward to Florida's Turnpike, north through the Northeast District to Osceola Parkway/SR 417.
- Provides a transportation link that is needed to meet the demands of continued population growth and employment center development.

**Disadvantages**

- Land acquisition and relocations (ranging from 220 to 240) are required between the area OPE crosses over Simpson Road until it hits Boggy Creek Road.
- Land acquisition and relocations are required along Boggy Creek Road.
- OPE will be paid for using fees generated from tolls by those electing to use the facility. Corridor C is located along Boggy Creek Road for approximately two miles. There are 10 road connections and more than 20 driveways that connect to Boggy Creek Road in this area. A tolled freeway could not be utilized.
- This corridor passes through the center of Fells Cove, a natural lake. The bridge would be approximately 4,800 feet long and cost approximately $70 million.
- Stormwater cannot be discharged into Fells Cove, requiring a storm drainage system on the bridge and stormwater ponds on each side of the bridge to meet water quality requirements. Property acquisition will be required for the ponds.
- Land acquisition and relocations will be required from Fells Cove to the connection with the Northeast Connector.

### 6.4 CORRIDOR C-1

Corridor C-1 is a variation of Corridor C between Simpson Road and Boggy Creek Road, about 2,000 feet to the north of Corridor C. The advantages and disadvantages are similar to those of Corridor C.

### 6.5 CORRIDOR C-2

This corridor follows the alignment of Corridor C but turns northeast, following the alignment of existing Boggy Creek Road to its intersection with Narcoossee Road. East of Narcoossee Road, Corridor C-2 follows the alignment of Corridors A and B.

The advantages and disadvantages of Corridor C-2 are outlined below.

**Advantages**

- Satisfies the Purpose and Need of the project to respond to future travel demand, promotes system linkage/network connectivity, and enhance overall traffic operations.
- Provides additional east/west capacity within the study area.
- Is compatible with the planning efforts of proposed planned unit developments and mixed use developments approved within the area.
- Provides a vital link between existing developments to the west and proposed developments to the east.
• Is part of the OCX 2040 Master Plan that creates a beltway from I-4 (in the vicinity of SR 429) eastward to Florida's Turnpike, north through the Northeast District to Osceola Parkway/SR 417.
• Provides a transportation link that is needed to meet the demands of continued population growth and employment center development.

Disadvantages

• Land acquisition and relocations (ranging from 315 to 335) are required between the area OPE crosses over Simpson Road until it hits Boggy Creek Road and along Boggy Creek Road.
• OPE will be paid for using fees generated from tolls by those electing to use the facility. Corridor C follows Boggy Creek Road for approximately four miles. There are numerous road connections and driveways that connect to Boggy Creek Road in this area. A tolled freeway could not be utilized.
• The alignment east of Narcoossee Road requires two reverse curves, creating a curvilinear alignment that is a safety concern for a freeway with a 70 mph design speed.
• Relocations are required along the south side of Cyrils Road.

6.6 RECOMMENDED CORRIDOR

Table 6-1 is the evaluation matrix for the corridors to assist in selecting the recommended corridor.

Table 6-1 Evaluation Matrix Corridors - Osceola Parkway Extension

<table>
<thead>
<tr>
<th>Evaluation Factors</th>
<th>2012 Feasibility Study Corridors</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>A</td>
</tr>
<tr>
<td>Meets Purpose and Need of the project</td>
<td>Yes</td>
</tr>
<tr>
<td>Provides a transportation system for future development</td>
<td>Yes</td>
</tr>
<tr>
<td>Consistent with OCX Master Plan</td>
<td>Yes</td>
</tr>
<tr>
<td>Ability to utilize toll revenues for funding</td>
<td>Yes</td>
</tr>
<tr>
<td>Directly impacts homes, requiring relocations</td>
<td>Yes</td>
</tr>
<tr>
<td>Number of potential relocations</td>
<td>80-90</td>
</tr>
<tr>
<td>Minimum Range (3)</td>
<td>15-25 (3)</td>
</tr>
<tr>
<td>Environmental Impacts</td>
<td>High</td>
</tr>
<tr>
<td>Community Cohesion impacts</td>
<td>Moderate</td>
</tr>
<tr>
<td>Wetland impacts</td>
<td>Moderate</td>
</tr>
<tr>
<td>Consistent with the Poitras Master Plan</td>
<td>No</td>
</tr>
<tr>
<td>Interchange intersection spacing provided along Narcoossee Road</td>
<td>Poor (4)</td>
</tr>
<tr>
<td>Desirable geometric alignment</td>
<td>Poor (5)</td>
</tr>
<tr>
<td>Relative construction/engineering cost</td>
<td>Base</td>
</tr>
<tr>
<td>Relative right of way cost</td>
<td>Base</td>
</tr>
</tbody>
</table>

Notes:
1 - If constructed on Orange County side of county line
2 - If constructed on Osceola County side of county line
3 - Impacts can be reduced by revising alignment around Fells Landing and Wyndham Lakes.
4 - Can become “Good” with realignment north of Fells Landing.
5 - Can become “Good” with straightening of curves on east end of alignment.
All corridors provide for the Purpose and Need of the project. Corridor B (on the Orange County side of the County Line) is the Recommended Corridor. It provides for the Purpose and Need of the project and utilizes the 250+/- feet of right of way (ROW) reserved for a freeway within the Poitras property adjacent to the Osceola-Orange County line. Discussions with GOAA confirm that placing OPE within this reserved ROW is acceptable and compatible with their proposed development.

Corridor A is very similar to Corridor B but it was not preferred because it traverses the center of the Poitras property. A limited-access tolled freeway would split the development and could not be used as an east/west parkway, which is necessary for the best use of the site. GOAA was not in favor of a freeway passing through the center of this development.

Corridors C, C-1 and C-2 were eliminated from consideration because a substantial portion of each corridor is located within existing Boggy Creek Road, which has many side streets and driveways. OPE must be a toll road to generate user fees to provide funding for the project and the portion along Boggy Creek could not be a tolled freeway.

6.7 OTHER CONSIDERATIONS

Corridor B is the Recommended Corridor, but the following refinements to the alignment should be considered.

- Utilize existing Osceola Parkway and Simpson Road rather than the alignment that leaves existing Osceola Parkway and proceeds northeast to the Osceola-Orange County line. This will eliminate the need to relocate existing homes from the Windsor Landing/Wyndham Lakes development.
- Consider reducing the OCX Master Plan typical section width of 400 feet to 250 feet +/- to fit within the 250-foot +/- area in the Poitras property reserved for a freeway.
- Move OPE at least 1,360 feet north of the existing Boggy Creek Road/Narcoossee Road intersection to provide a safe distance between this intersection and the proposed interchange of OPE and Narcoossee Road.
- Consider an alignment that goes through the Split Oak Preserve area to improve the horizontal geometry of OPE from east of Narcoossee Road to the Northeast Connector.