

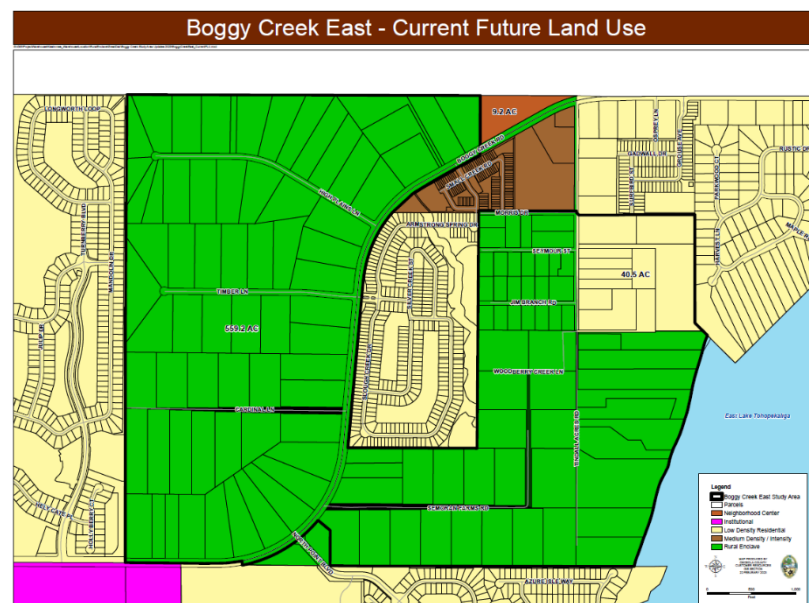
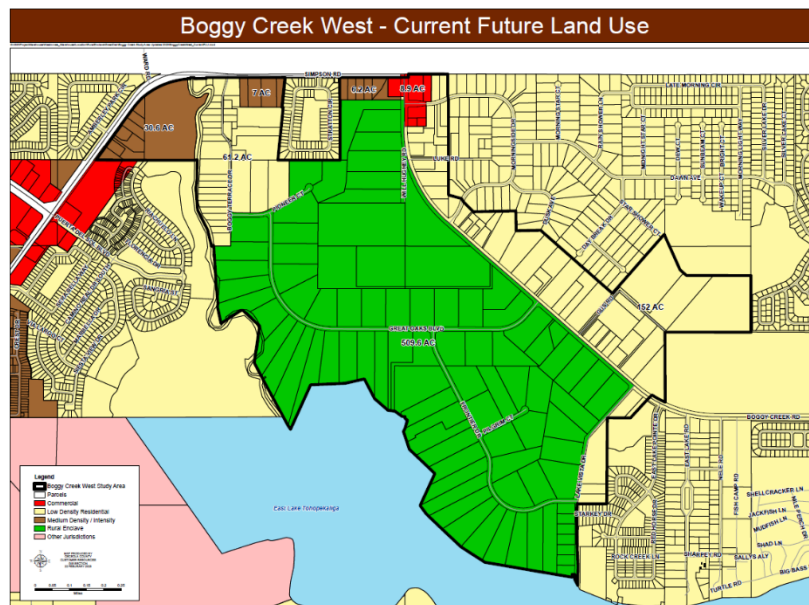
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# Boggy Creek Land Use Study Summary

CPA22-0011 was adopted by the board on March 20, 2023. The data and analysis of that report included a recommendation to study the Boggy Creek Road corridor for possibilities to expand industrial and employment opportunities available in the airport and Medical City area into Osceola County. Additional north/south transportation corridors planned by FDOT/CFX and private development warranted further study to determine the appropriate land use designations for the area. The recommendation included direction to conduct community outreach in the first quarter of 2023, as well as more in-depth analysis for consideration as part of the Evaluation and Appraisal Report amendments.

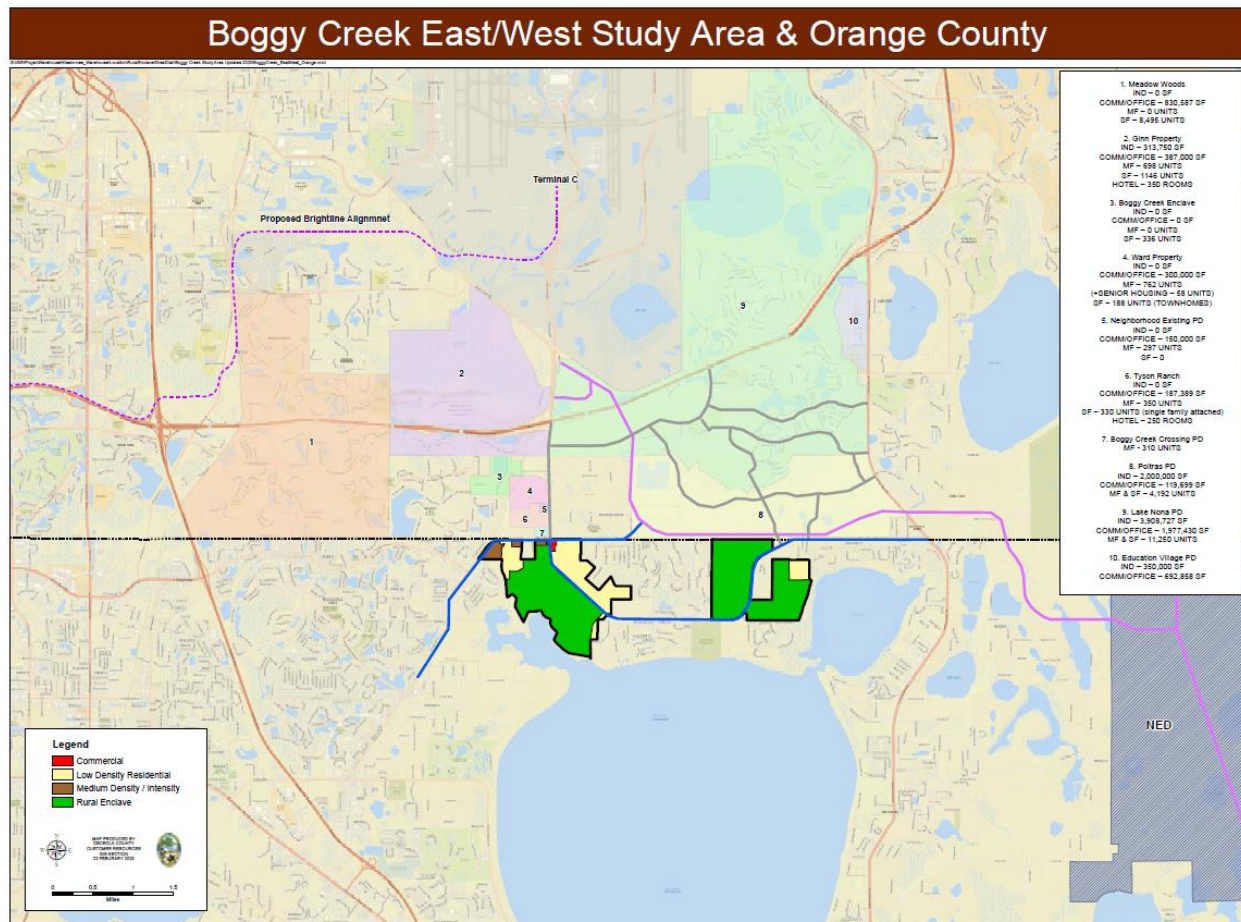
The areas of study included **Boggy Creek West** and **Boggy Creek East**.



## 1. Study Area Context

A Board of County Commissioners workshop was held on August 4, 2022, to discuss the findings of the industrial study submitted as data and analysis for CPA22-0011. Concern was expressed that the findings only identified land in the west of the County and more analysis was needed to evaluate areas in the east of the County, particularly related to growth around the airport summarized in Table 1.

**Figure 1.1 - Boggy Creek East/West Stud Area and Orange County**

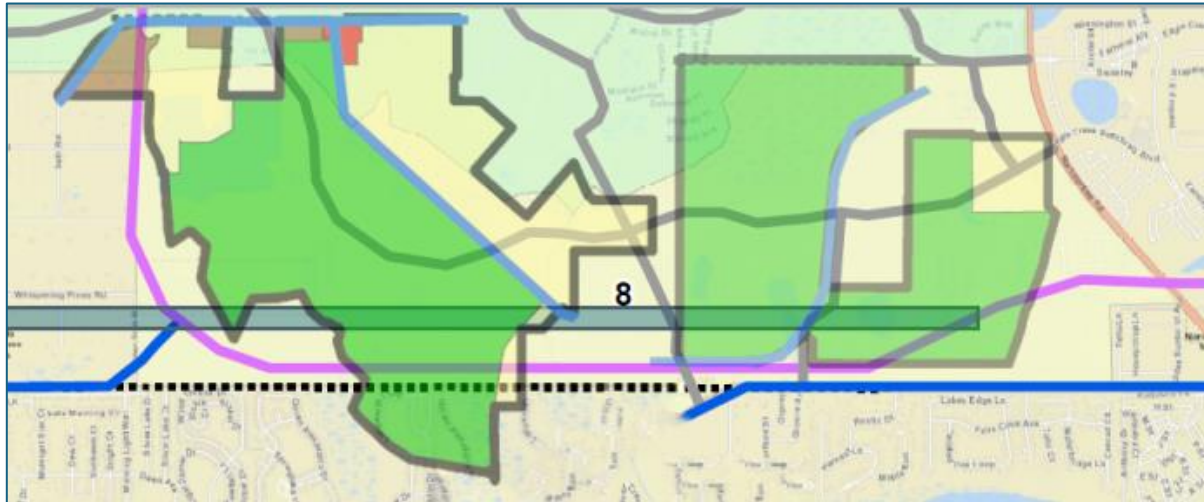


**Several characteristics of the study area stand out.**

### 1. Large-scale industrial and commercial/office developments are not present in Osceola County.

The presence of large Planned Developments and/or areas of land under single ownership within Orange County is conducive to the creation of major employment and commercial centers. This condition does not exist within the study area corridor. A visual comparison of the Rural Enclave land and the Poitras PD and related development programs illustrates the impact of disaggregated ownership and existing policy requirements.

**Figure 1.2 - Visual Comparison of Rural Enclave and Poitras PD**



**TABLE 1.1 - Boggy Creek Study Area Development Approvals**

Project	INDUSTRIAL	COMM/OFFICE	RESIDENTIAL (SF/MF)	HOTEL
1. Meadow Woods		830,587 SF	8,495 UNITS	
2. Ginn Property	313,750 SF	387,000 SF	MF – 698 UNITS SF – 1146 UNITS	350 ROOMS
3. Boggy Creek Enclave			336 UNITS	
4. Ward Property		300,000 SF	MF – 762 UNITS (+SENIOR HOUSING – 58 UNITS) SF – 188 UNITS (TOWNHOMES)	
5. Neighborhood Existing		150,000 SF	MF – 297 UNITS	
6. Tyson Ranch		187,389 SF	MF – 350 UNITS SF – 330 UNITS (TOWNHOMES)	250 ROOMS
7. Boggy Creek Crossing PD			MF - 310 UNITS	
8. Poitras PD	2,000,000 SF	119,699 SF	MF & SF – 4,192 UNITS	
9. Lake Nona	3,908,727 SF	1,977,430 SF	MF & SF – 11,250 UNITS	
10. Education Village PD	350,000 SF	692,858 SF		

While the dramatic difference in land utilization between Orange County and Osceola County can be attributed to ownership patterns, Boggy Creek West and Boggy Creek East do contain large lots that would not require large numbers of property owners to assemble an amount of land conducive to meaningful development.

**2. Austin-Tindall Park draws thousands of visitors to Osceola County, yet lodging and commercial centers which serve the park are located within Orange County.**

Appropriate support uses are critical to for the long-term success of this tourism tax funded Osceola County sports facility.

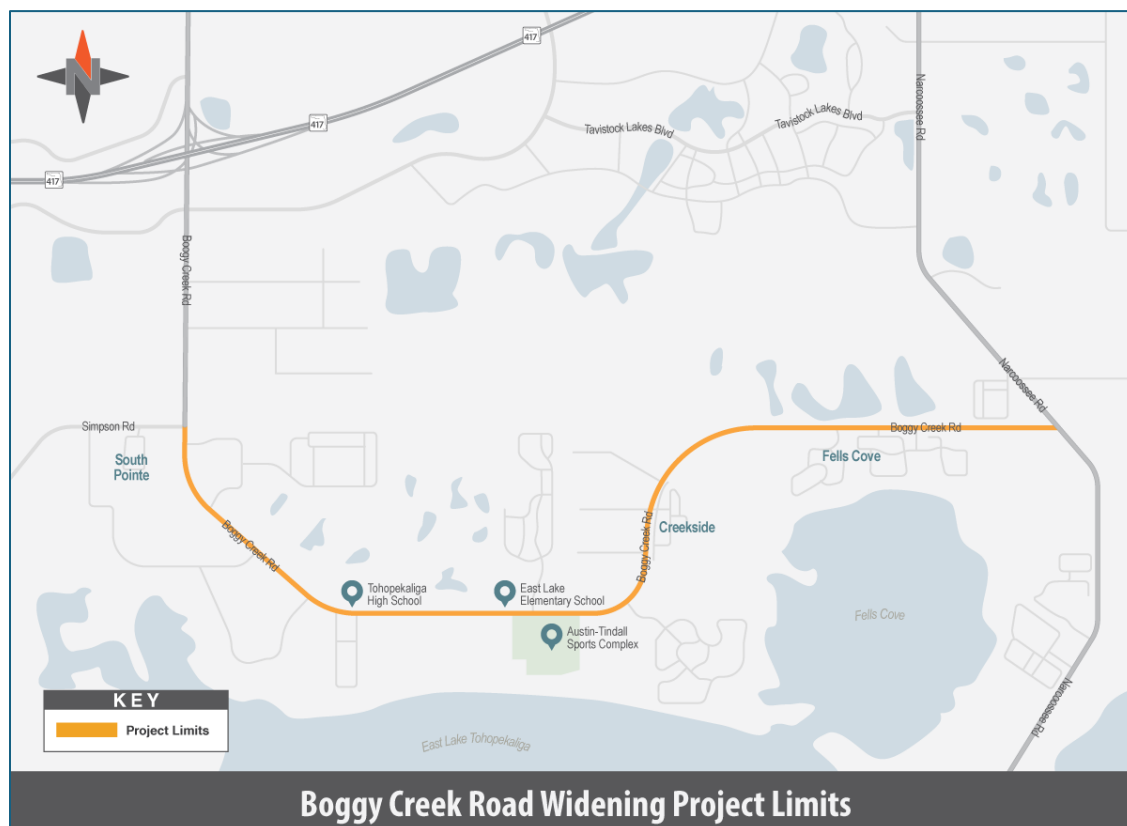
**3. Major transportation investments are being made by Osceola County and Central Florida Expressway Authority.**

Transportation investments have the potential to change the character of an area, as well as its suitability for more intense development. The following projects are funded for construction:

***Boggy Creek Road: Under Construction.***

This project involves construction of an urban section with curb and gutter, sidewalks, and bicycle facilities and widening from 2 lanes to 4 lanes, stretching from Simpson Road to Narcoossee Road, covering a distance of approximately 5.9 miles.

**Figure 1.3. Boggy Creek Road Improvements**





### ***Simpson Road: Under Construction***

This project includes construction of 10-foot wide sidewalks on both sides of Simpson Road between Myers Road and Boggy Creek Road, a distance of approximately 1.2 miles, to provide a narrower median, 11-foot travel lanes and wider, 10-foot sidewalks.

This Project is designed to coordinate with other improvements to Simpson Road (known as Simpson Road North and South) that are currently in construction south of planned of Osceola Parkway.

The existing bridge on the west of Boggy Terrace Drive will be modified to accommodate the new improvements. In addition to new roadway and sidewalk construction, the Project includes median width modifications, reconstruction of driveways and drainage modifications.

A new traffic signal will be constructed at the intersection of Simpson Road and Ward Road as part of this Project.

**Figure 1.4 - Simpson Road Phase I Improvements**



The project will tie into recent SR 417 capacity improvements and includes the addition of a new interchange east of Boggy Creek Road connecting SR 417 and SR 534 and extending SR 534 south to Laureate Boulevard. This project also includes extending Medical City Drive north over SR 417 and adding a full interchange to provide an additional access point to SR 417 from Lake Nona.

[illegible]

Drainage, flooding, and preservation of water quality and lakefront must be taken into account for any decisions concerning land use changes in the area due to the sensitive nature of these features.

## 2. Community Outreach

Based on Board direction and the study area context, conceptual development scenarios were presented to the Boggy Creek West and Boggy Creek East communities. Table 2.1 shows the community meeting schedule. All materials related to community outreach are contained in **Appendix A – Boggy Creek West**, and **Appendix B – Boggy Creek East**. The Boggy Creek West study concluded after one community meeting based on community feedback, particularly regarding environmental and drainage concerns, and direction given at the Board of County Commissioners meeting on March 20, 2023.

**Table 2.1 – Boggy Creek Land Use Study Community Meetings**

Study Area	Community Meeting Dates
Boggy Creek West	February 22, 2023
Boggy Creek East	February 23, 2023
	May 9, 2023
	August 8, 2023

The format of the first meeting presented three scenarios to each community respectively, which are shown in [Appendix A](#) and Appendix B. Feedback was gathered via direct verbal communication, comment cards, and written and visual surveys. The visual surveys allowed participants to circle a preferred scenario, if they had one. Attendees also had the opportunity to color a map showing where they thought Commercial, Industrial, Community Center, or Low Density Residential should be located. The written portion directed respondents to focus on preferred Industrial Uses.

**Figure 2.1 – Example of Visual Survey**

**West Boggy Creek Land Use Study**

**Questions/Concerns/Suggestions**

Name: \_\_\_\_\_

COMMENTS:

*I strongly disagree with any potential changes to the rural enclave regarding future land use changes. The damage to the ecosystem can be substantial after any industrial or commercial development.*



Figure 2.2 – Example of Visual Survey

### East Boggy Creek Land Use Study

**Activity 1:** Color in the map with the colors representing the colors listed in the Legend.

Name: \_\_\_\_\_

**Activity 2:** Industrial Restricted uses are listed below. Circle the uses you approve of. ~~Strike through~~ the uses you do not approve of.

**Industrial Restricted Uses:**

- Asphalt or Concrete Batching Plant or Pug Mill
- Building Supply and Lumber Sales
- Bus or Train Station
- Communication Towers
- Educational Facilities (Private)
- Experimental Lab
- Government Building and Facilities
- Fertilizer or Feed Plants
- House of Worship
- Parks and Playgrounds
- Pet Rescue
- Lunch Truck
- Manufactured Mobile Home Sales
- Materials Recovery, Recycling and Composting
- Outdoor Storage
- Parking of Trucks, Recreational Vehicles and Trailers
- Renewable Energy Creation, Manufacturing, Research
- Utility Support Substations
- Wholesaling, Warehousing, Storage and Distribution
- Wind Farms
- Enclosed/Light Manufacturing

**Thank you for your participation.**

Boggy Creek East

The Boggy Creek West study concluded after one community meeting based on community feedback, particularly regarding environmental and drainage concerns, and direction given at the Board of County Commissioners meeting on March 20, 2023.

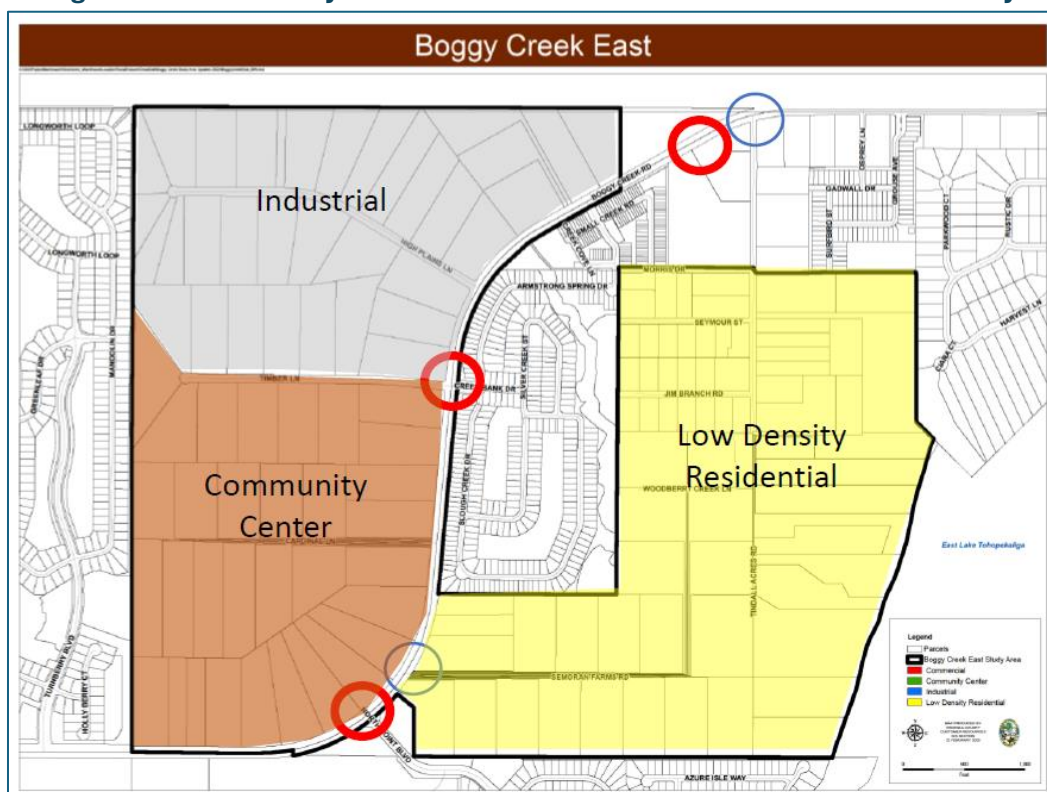
### 3. Boggy Creek East Findings and Preliminary Recommendations

The final community meeting presented a recommended scenario and potential implementation measures for feedback in a workshop format. Participants could visit tables where staff were present to address questions specific to the recommendations for their property.

Preliminary land use and implementation recommendations were influenced by community input, transportation access requirements, and the presence of the lake.

1. General acceptance of changes for property owners along Boggy Creek Road, and consensus that changes should permit commercial development.
2. Very few acceptable industrial uses were identified; however, strongest support was for: Warehouse/distribution, Parks and Playgrounds, need for truck/RV parking recognized but generally not supported.
3. Strongest opposition to new development tied to flooding and character concerns particularly along lake front.
4. Three full access points meet spacing criteria for signalization. A signalized intersection will permit direct access into Orange County; however, no direct connection to the CFX project is available and trucks will need to use Boggy Creek Road.

**Figure 3.1 – Preliminary Land Use Recommendations Presented to Community**



Preliminary implementation strategies discussed with the community included land aggregation requirements, requiring Planned Development zoning, and no open storage along Boggy Creek.

Based on feedback and questions received from the community and County administration, additional transportation analyses were conducted prior to finalizing recommendations. A summary of the final meeting feedback is provided below:

**Property Owners West of Boggy Creek Road (CFX/Orange County side):**

- There are property owners who are interested in maintaining their lifestyle and want to know what protections they have from potential neighboring development.
- Property owners along Boggy Creek Road want to have commercial and multifamily development.
- Property owners in the Industrial area do not think industrial uses are marketable/feasible/desirable. (Transportation access concerns)

**Property Owners on the Lake side of Boggy Creek Road:**

- Property owners with 1 acre or smaller lots were the least supportive of change in this area; and wanted to maintain the overall character of the neighborhood.
- There was interest in limiting the scale of new development to ½ acre to 1 acre lots
- Property owners with larger parcels were not in support of limitations to lot size within Low Density Residential (LDR); some property owners were interested in greater density and intensity (as a matter of fairness).

## 4. Transportation Analysis and Final Recommendations

A transportation analysis was conducted to determine how the anticipated development program compared to the Boggy Creek Project Traffic Analysis Report (PTAR). Particularly as it relates to truck traffic and roadway conditions. The traffic volume forecasts associated with the proposed Boggy Creek Land Use Study which included background future developments consisting of 120,000 sf commercial and 2,500 multi-family residential units are consistent with those developed for the Boggy Creek Project Traffic Analysis Report (PTAR). As such, the proposed 4-lane capacity improvement for Boggy Creek Road remains valid. Or, stated differently, the specific development program associated with the Land Use Study showed a neutral result when compared to the generalized traffic model uses for the PTAR. The PTAR assumes a consistent T-factor of 7.5%, even in 2045. Based on information provided by the County and a review of the future land use map for Osceola County we were able to determine that the T-factor is likely to see a decline over time, leading to a lower truck volume than that which was estimated in the Boggy Creek PTAR. The anticipated downward trend is due to a higher growth of single-occupancy vehicles when compared to trucks, as well as an overall lower number of trucks when using the development scenario. **Appendix C – Boggy Creek Traffic Analysis** contains the full report.

Results of the Transportation Analysis validated the feasibility of proposed land use changes. Land use changes are also consistent with policy requirements of the Comprehensive Plan.

### Consistency with the Comprehensive Plan

#### **Policy 1-1.2.8: - Low Density Residential FLUM Designation Defined.**

##### **Low Density Residential (LDR)**

This designation is for newly developing residential areas within the Urban Infill Area of the adopted UGB.

- 1.This category is intended primarily for single-family residential neighborhoods, which may include detached or attached housing, with integrated neighborhood support uses such as schools, parks, and places of worship.
- 2.With the exception of existing development, residential density shall range from three to eight units per acre.
- 3.Densities can be modified through the Transfer of Development Rights as identified in the LDC.
- 4.Ancillary non-residential support uses shall be allowed in the LDR when integrated into a Site Development Plan.

*The area proposed for the Low Density Residential land use is currently characterized by large lot development, including properties which do not meet minimum lot size requirements for the Rural Enclave Future Land Use. In this respect, amending the land use to Low Density Residential will more accurately reflect some of the existing development patterns in the area. Low Density Residential land use includes correlating zoning districts and Land Development Code standards that can maintain the existing character of the area, consistent with community feedback. Access to Boggy Creek Road is constrained and more intense development is not appropriate for the*



*available infrastructure. Finally, this section of the study area is environmentally sensitive due to the immediate adjacent to East Lake Tohopekaliga and least suitable for intense development.*

**Policy 1-1.2.16.8: - Community Center FLUM Designation Defined.**

**Community Center**

The Community Center Future Land Use Map designation is intended for large-scale retail, office, and medium to high density residential.

1.Center Core: The Community Center shall be most intense within the Center Core, which shall be an area greater than ten and up to 70 acres. Development intensity within the Center Core shall ultimately achieve a minimum Floor Area Ratio (FAR) of 0.5, as identified in the LDC, and shall generally accommodate between 40,000 and 300,000 square feet of non-residential use. Residential density shall be a minimum of 18 dwelling units per acre and a maximum of 40 dwelling units per acre. Non-residential and mixed use buildings shall have a minimum height of two stories. The height of non-residential uses shall be limited to a maximum of five stories.

2.Center Perimeter: Within the Center Perimeter, generally extending one-half mile outside of the Center Core, development intensity shall ultimately achieve a minimum Floor Area Ratio (FAR) of 0.35, consistent with the requirements of the LDC. Density shall be consistent with the density requirements of the MDI Future Land Use Map designation. The height of non-residential uses shall be limited to a maximum of three stories.

3.New Community Centers shall not be located within four miles of any existing or approved Community Center.

4.New Community Centers shall be permitted only when adjacent to two avenues, boulevards; or premium transit corridor.

*The closest Community Center is located at the intersection of Fortune Road and Simpson Road approximately 4.5 miles away in a straight-line distance. The proposed Core area is comprised of 25 acres, which will require a minimum of 100,000 square feet of non-residential development per adopted Land Development Code standards. The land use is adjacent to Boggy Creek Road, designed as a four-lane boulevard. A roadway leading into Orange County, Centerline Boulevard (see Figure 1.5), meets avenue design standards; however, the roadway is not immediately adjacent to the proposed change. The locational adjustment is necessary based on the overall context of the area and consistent with the policy intent to provide large-scale retail and office development to serve the surrounding area residents and anticipated employees generated by Industrial development. Importantly, the proposed Community Center is adjacent to Austin Tindall Park, a sports complex funded by tourism tax dollars. The park attracts thousands of sports teams participants and spectators who need lodging, food, and services. Locating the Community Center adjacent to the facility, which is slated for expansion, reduces trip lengths and makes the most efficient use of infrastructure, including a new fire station.*

**Figure 4.1 - Justification for Community Center Core Location**



**Policy 1-1.2.22: - Industrial FLUM Designation Defined.**

**Industrial (IND)**

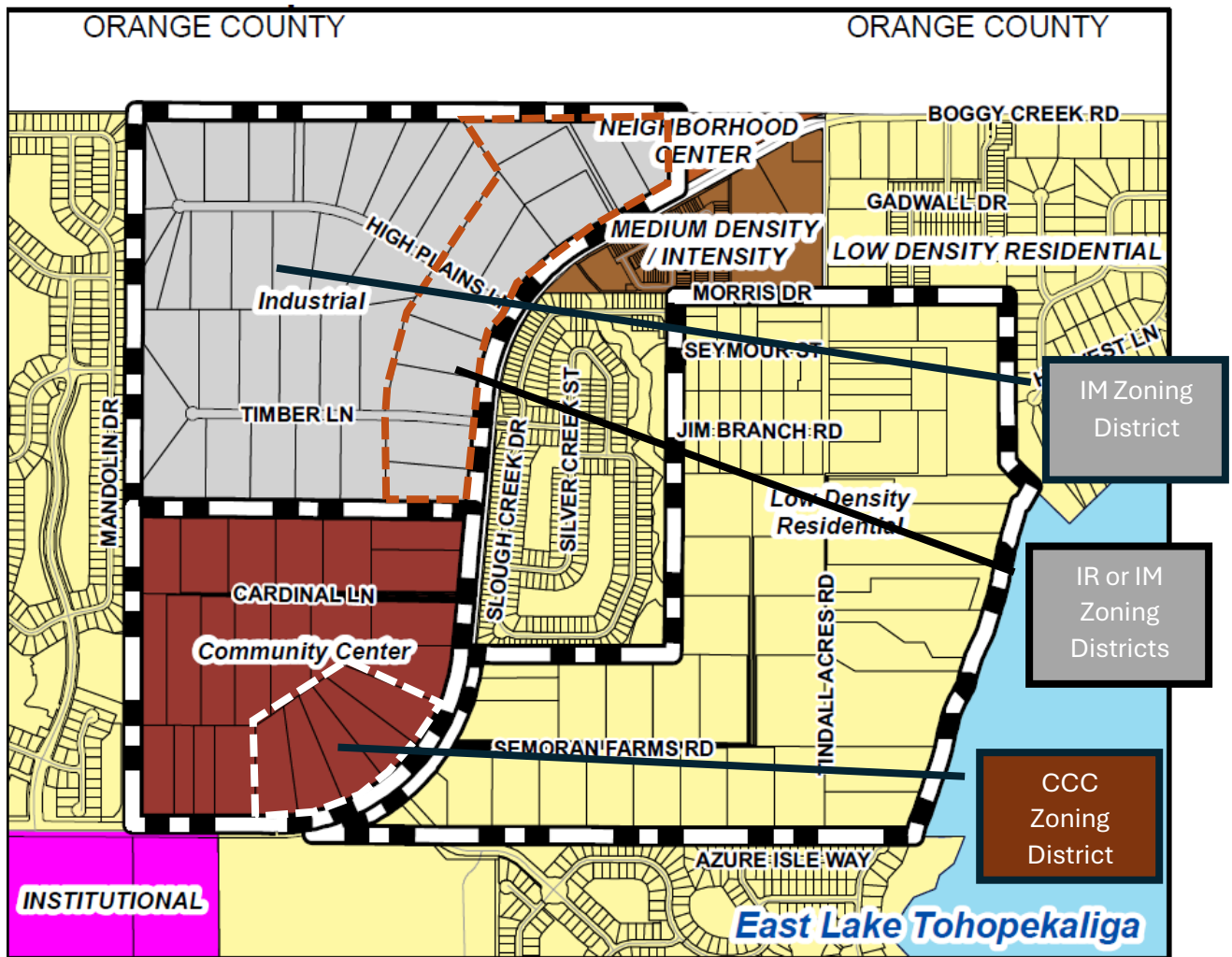
The Industrial land use category applies to development within the Urban Infill Area where centers are not feasible and is intended for intensive non-residential land uses that are not generally compatible with residential areas. It allows for uses such as distribution centers, business parks, manufacturing and other intensive non-residential uses. Development within this category shall have direct vehicular site access onto an avenue and/or boulevard; an existing or planned multimodal corridor; or limited access freeway or interstate. FAR shall be a maximum of 1.5.

*The proposed area for industrial development is bound by two major transportation facilities which create a boundary between nearby residential development. In particular, the northern boundary of the proposed land use change is comprised of a limited access freeway. While the area generally meets the locational criteria for an Urban Infill Center, the scale of available acreage is not appropriate for a Community Center. The area is not suitable for an Urban or Employment Center are based on available infrastructure and compatibility with the surrounding area. A Community Center is proposed on an appropriately scaled portion of the study area.*

**Final Recommendations**

The Industrial and Community Center land use boundaries were refined to address access. The adjusted boundary would more effectively separate access to Industrial and Community Center development, reducing potential conflicts between trucks, passenger vehicles, and pedestrian/bicycle movements and allowing for proper design of the local street network.

Figure 4.2 Final Recommended Land Use and Zoning Changes



#### Recommended Implementation Strategies

The following implementation strategies are recommended, more may be identified prior to adoption.

##### 1. Recommended Zoning Districts

- a. In addition to the Core area identified in Figure 4.1, staff recommends that the Industrial Manufacturing (IM) Zoning District be supported throughout the Industrial Land Use, and support for the Industrial Restricted (IR) Zoning District be limited to parcels directly adjacent to Boggy Creek Road. The IR zoning district is the most permissive in terms of Commercial Uses and therefore provides an appropriate transition from residential development across Boggy Creek Road, and accommodates a uses which could serve the area while preserving the viability of the Community Center for a walkable urban environment for commercial and office development. See **Figure 4.2 Recommended Land Use and Zoning Changes**

**2. Creation of Boggy Creek East Overlay**

- a. Require minimum lot aggregation of 15 acres for development.*

The assembly of 15 acres helps ensure development occurs in a predictable manner that respects compatibility with existing development. Fifteen acres does not create an onerous requirement for property owners, and promotes higher quality development due to the ability to design more efficient parking and storm water.

- b. Require buffering and architectural design criteria for Industrial development along Boggy Creek Road.*

Boggy Creek Road is characterized by residential development. Treatment of the roadway frontage along the Industrial segment of Boggy Creek Road should maintain the character of the entire corridor.

- c. No open storage visible from Boggy Creek Road.*

**3. Industrial Uses more focused on industrial category.**

*Current permitted uses conflict with the goals of Commercial and Urban Infill land use categories and have the potential of reducing the amount of land available for Industrial uses.*

**4. Develop required circulation standards within the overlay.**



## Appendices