



THE HORIZON WEST RETROSPECTIVE
An Assessment of Florida's First Sector Plan

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2	EXECUTIVE SUMMARY
3	INTRODUCTION
4	HORIZON WEST IN CONTEXT <small>Origins of the Horizon West Concept—Horizon West Design Vision—Horizon West Implementation Tools—Horizon West Today</small>
10	CHALLENGES IN HORIZON WEST IMPLEMENTATION <small>Concept, Land Use, and Design Standards—Horizon West Town Center—Monitoring of Implementation Tools—Infrastructure Development and Financing</small>
16	THE FUTURE OF HORIZON WEST <small>Putting the Past in Perspective—Themes for Future Implementation and Monitoring</small>
21	CONCLUSION
22	REFERENCES
23	APPENDIX A—Sample Online Survey
24	APPENDIX B—Online Survey Results
26	APPENDIX C—Town Hall Meeting: Summary of the Comment Cards
27	APPENDIX D—A list of Interviewed Public Officials
28	APPENDIX E—Public Officials Interview Script
29	APPENDIX F—Developers Forum Participants
30	APPENDIX J —Developers Forum Script
31	APPENDIX K—Distribution of Lands by Property Use Codes

EXECUTIVE SUMMARY

The Horizon West Retrospective examines the successes and challenges of implementing the Horizon West sector plan over the past 15 years. As the state’s first sector plan, Horizon West was seen as an innovative planning alternative to the urban sprawl and the piecemeal development pattern formerly experienced in southwest Orange County.

The original plan called for the development of mixed-use villages surrounded by open space areas and anchored by a Town Center. Planners then created a series of implementation tools, or mechanisms, to help facilitate the plan. Implementation tools included the Specific Area Plans (SAPs) for each of the villages and Town Center that were supported by a sustainable land use pattern; an Adequate Public Facilities (APF) ordinance to facilitate development of public infrastructure, such as schools, roads, and trails; and a Transfer of Development Rights (TDR) ordinance to ensure preservation of natural areas. While these mechanisms were innovative, they had not been tested previously in Orange County.

Now, fifteen years later, public officials and developers remain challenged with applying the land use concept and design standards, funding needed infrastructure, and effectively implementing the APF and TDR ordinances to make them more responsive to the current needs of the community.

To understand Horizon West, staff delved into a variety of data sources including the original Horizon West Study Report (1995), the Village SAP documents, ordinances, and Property Appraiser records. The project methodology also used an extensive outreach strategy that included site visits, interviews with Orange County staff and other public officials, a Developers Forum with private and public sector representatives, a Town Hall meeting with area residents and property owners, and an online survey of residents.

Based on the information collected through the outreach process, staff organized the Horizon west project implementation challenges into four main categories: concept, land use and design standards; Town Center

development; infrastructure development and financing; and administrative monitoring. To summarize, some of the project’s land use and design principles were difficult to implement while accommodating the needs of suburban commercial planning techniques. As a result, current developments in Horizon West are not much different from development anywhere else in the County, and the overall design fails to foster a unique sense of community among area residents. While currently undeveloped, the Horizon West Town Center already faces strong competition from commercial and medical developments located in nearby communities. Moreover, time-sensitive funding mechanisms that ensure the construction of necessary infrastructure in Horizon West remain absent. In addition, the effectiveness of the APF and TDR ordinances needs to be evaluated.

There are several “take away for practice” suggestions for planners, developers, and elected officials who might consider taking on the process of sector planning.

First, it is important to keep in mind that Horizon West represents a long

-term buildout plan for the area. Therefore, it should reflect a built-in flexibility to account for changing market conditions. It is also highly recommended that proponents do an evaluation of the regional context for the project as a part of the vision development process. Second, unless there is a master developer, it is essential that property owners understand and accept the Horizon West vision. Such buy-in should be secured early in the development process. By the same token, the presence of multiple property owners can significantly complicate the development and implementation of the sector plan. Finally, the scale and complexity of the sector plan process requires a corresponding commitment to project compliance monitoring, and a clear implementation strategy should be developed and enforced throughout the planning and development of specific projects.

Now that sector planning has become the state’s new planning model, Horizon West can serve as a case study for other jurisdictions that are trying to create or implement their own sector plans.



I've lived in West Orange County since 1982. Horizon West was envisioned and planned with my input in the early 1990's. As it stands today, no single developer has taken the existing Horizon West planning model and code at face value and provided a development. Each and every developer has applied for and been granted some level of change to its zoning, mainly related to increases in density. If I could change one thing in Horizon West today, it would be to force each and every new development to live with, and develop to, the existing SAP without requesting changes that ultimately will make Horizon West just like every other development in all of Orange County and beyond.

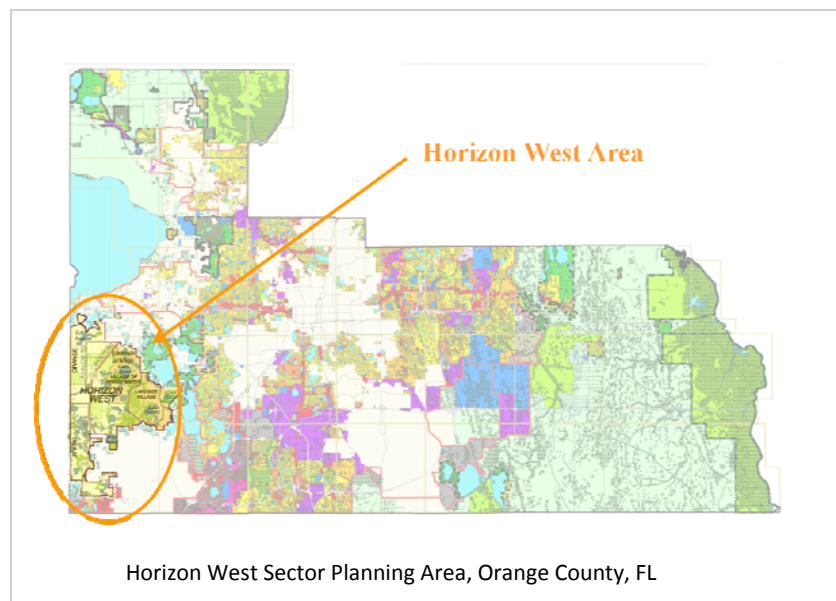
(An online survey response from a resident).



Horizon West today

INTRODUCTION

The Horizon West Retrospective project started with simple intentions. Staff was set to evaluate progress in the implementation of a local plan fifteen years after it was originally approved. However, unanticipated circumstances altered the outcome. On June 2, 2011, Governor Rick Scott signed into law HB7207, “a bill that (basically) upended the basic tenets of the state’s landmark 1985 Growth Management Act” (Pittman, 2011). Among many sweeping changes, the Community Planning Act (HB 7207) promotes large-scale sector planning from pilot program to conventional planning practice. Created in 1998 (Chapter 98-176, Laws of Florida), the Optional Sector Planning Program was originally limited to only five demonstration projects.



While the sector plan process has been in place for more than a decade, very little is known of the program’s effectiveness in achieving efficient long-term regional planning for urban form and environmental sustainability. Orange County’s Horizon West, the first sector plan adopted by the state and second largest in size, can serve as a strong case study for other jurisdictions unfamiliar with the sector plan process. These governments will find valuable lessons from the Horizon West experience.

At its inception, Horizon West was regarded as an innovative development model and seen as a new way of developing greenfields in the State of Florida. While visionary in its intent, Horizon West has grappled with a number of challenges including the reluctance of builders and other professionals to stray from the conventional suburban development model, fragmented land ownership, and the recent real estate boom and bust periods.

Horizon West spans over 23,000 acres, making its implementation highly complex. As a result, four themes emerged from discussions with Horizon West residents, development industry representatives, and County staff. The following themes offered insight into the Horizon West execution challenges and helped to provide context for the area:

1. Project Administration
2. Concept and Land Use Implementation
3. Implementation of Design Standards
4. Infrastructure Development and Financing

The subsequent sections of this Retrospective begin by explaining the Horizon West concept, continue by describing the four themes outlined above, and conclude with a “take away for practice” list of suggestions for planners, developers, and elected officials who might consider taking on the process of sector area planning is also included.

Florida’s Sectors Plans

“Sector plan” means the process... in which one or more local governments engage in long-term planning for a large area and address regional development-of-regional-impact issues through adoption of detailed specific area plans within the planning area as a means of fostering innovative planning and development strategies, ... reducing overlapping data and analysis requirements, protecting regionally significant resources and facilities, and addressing extrajurisdictional impacts.

(Chapter 2011-139, F. S.)

The original sector plan legislation created a two-tier planning process: a conceptual plan that would determine the long-term build-out of the area, and a more detailed specific area plan (SAP). Furthermore, this legislation also authorized the former Florida Department of Community Affairs (now part of the Department of Economic Opportunity) to enter into agreements with local governments to prepare plans that—once approved—allowed development to occur without being subject to the Development of Regional Impact (DRI) review process. A sector plan melds the DRI and comprehensive planning process by capturing what is addressed in a DRI process, but avoiding duplication of data and analysis requirements as the project moves through the entitlement process. Furthermore, the sector plan is adopted as a comprehensive plan amendment and involves a public comment and consensus-building exercise. Finally, this process also includes intergovernmental coordination procedures and guidelines and principles that address urban form. As of today, the State of Florida has approved the six sector plans listed below. It should be noted that Clay County terminated its agreement in 2008.

Florida’s Approved Sector Plans			
Name	Location	Year of Agreement	Acres
Horizon West	Orange County	1995	38,000*
Brannan Field Plan	Clay County	1998	23,000
West Bay Area Vision	Bay County	2002	75,000
Clear Springs	City of Bartow	2008	18,000
Escambia County Sector Plan	Escambia County	2011	16,000
East Nassau Community Planning Area	Nassau County	2011	24,000

**Original amount of land approved*

1. HORIZON WEST IN CONTEXT

1.1. Origins of the Horizon West Concept



In the 1980s, a series of devastating freezes decimated citrus groves on thousands of acres in southwest Orange County. At that time, Florida was the premier citrus producer in the nation, generating 90% of the U.S. supply of orange juice concentrate. The freezes, combined with the long-term nature of citrus crop recovery,

resulted in much citrus production relocating from Central Florida to warmer climates in South Florida. This event in the local citrus industry caused increased pressure to develop the former orange groves. This enhanced concerns of sprawl, as the existing land use regulations in the rural area permitted only one housing unit per ten acres or agricultural uses.

The area's proximity to the Walt Disney World theme parks properties and the renowned International Drive tourist corridor offered a compelling alternative to rural development. The area's rural entitlements promoted regional suburban sprawl by directing new population and residential growth into Lake and Osceola counties, and encouraged fragmented municipal annexations. Finally, during this time Orange County's Charter changed from Commissioners elected at large to new single-member districts. It is likely that the political dynamics of a newly formed commission district also contributed to a more thoughtful approach to proposed development.

To create a future that balanced these goals, a group of property owners, organized as Horizon West, Inc., partnered with Orange County to develop an entirely new planning alternative for the area. In 1993, Horizon West, Inc., and Orange County began development of a sector plan, or conceptual master plan, for the Horizon West area that committed to "full buildout" master planning of the entire Horizon West area. Horizon West, Inc. hired the firm Miller, Sellen, Connor, and Walsh, Inc., (now VHB MillerSellen) to

prepare the Horizon West sector plan, which included the project concept, design standards, and a planning overlay. On June 5, 1995, Orange County approved this framework through a document entitled "A Village Land Use Classification and Horizon West Study Report (Horizon West Study)."

The intent of the Horizon West concept plan was to create a more sustainable approach to growth management by avoiding suburban sprawl. The full buildout plan would create a village development pattern, preserve large quantities of open space and environmental features using "greenbelts", and use public/private partnerships to help provide community amenities and public infrastructure.

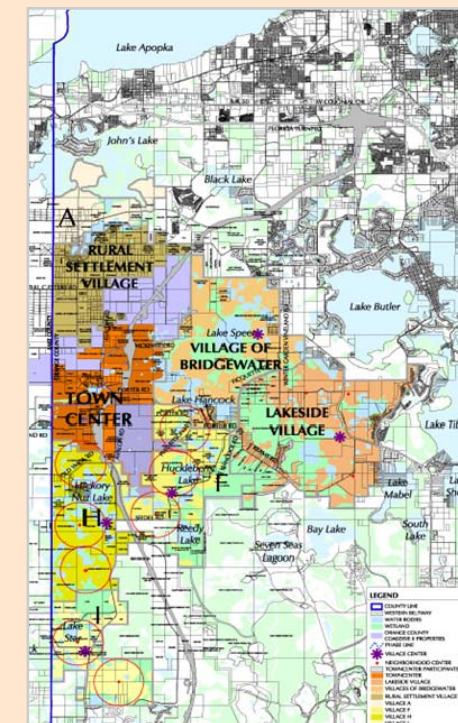
The original Horizon West concept plan also included Lake County as part of a larger regional growth vision, but, citing concerns about the level of growth, Lake County declined to participate in implementation of the concept. The northwestern portion withdrew to form the Lake Avalon

Rural Settlement, which was established in 2004 from what was originally Village A. In addition, the northernmost portion of the original planning area has withdrawn during the process of the Winter Garden Joint Planning Area negotiations. The development of planning area's remaining 23,000 acres is based on several community design principles and policy mechanisms that are meant to transform this rural area into an urban community.

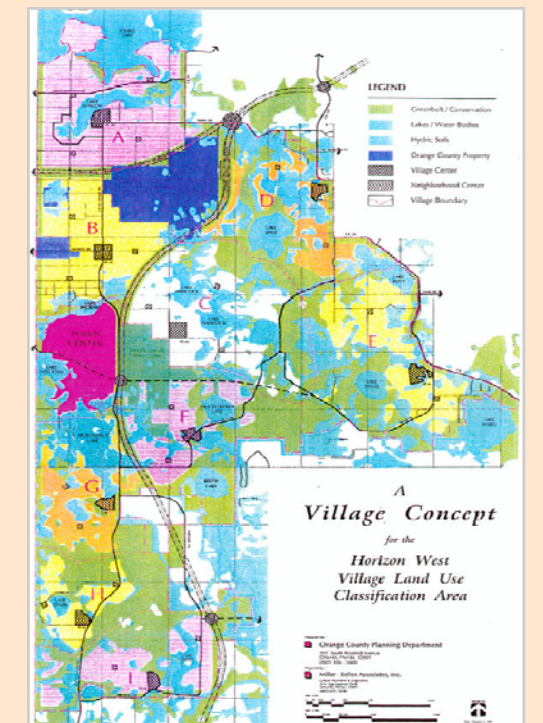
The Orange County/Florida Department of Community Affairs Horizon West Processing Agreement, dated July 18, 1995, set forth procedures for adoption of the first SAP. The agreement required that the first SAP be initiated by Orange County as an amendment to the Comprehensive Plan. Future villages could be initiated either by the County or private property owners. Based on this work, the Florida Legislature later adopted Statute 163.3245, *Optional Sector Plans*, in 1998.

Horizon West Timeline

- 1993**—Horizon West Inc formed a public/private partnership with Orange County
- 1995**—Framework policies adopted in Comprehensive Plan
- 1997**—Lakeside Village SAP, Village Development Code adopted
- 1997**—Adequate Public Facilities (APF) and Transfer of Development Rights (TDR) ordinances adopted
- 1999**—Village of Bridgewater SAP adopted
- 2004**—Town Center SAP adopted
- 2006**—Village H and Village F SAPs adopted
- 2008**—Village I SAP adopted



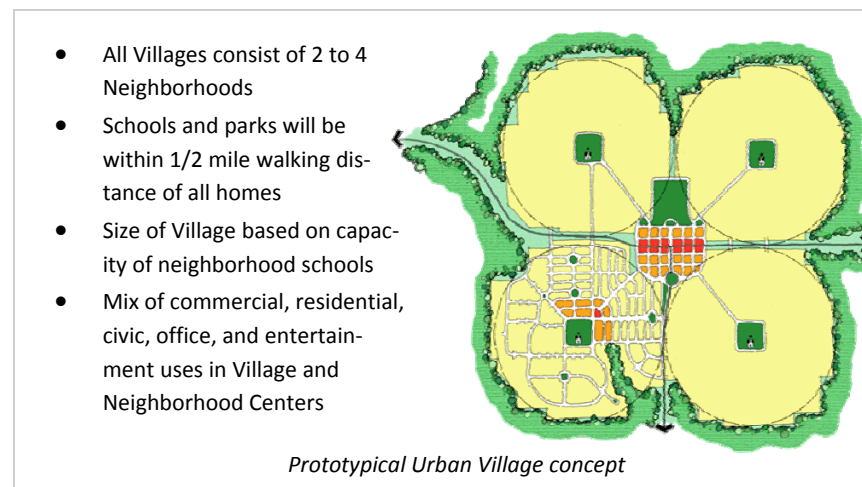
Horizon West Villages



Horizon West Study Report (1995)

1.2. Horizon West Design Vision

Horizon West's urban form was heavily influenced by Ebenezer Howard's Garden Cities model and Clarence Perry's Neighborhood Unit concept. Howard's Garden Cities model promotes the creation of self-contained communities surrounded by greenbelts that serve as satellites to a central city. Moreover, the Neighborhood Unit concept promotes the creation of self-contained residential areas supported by a school in the center and the inclusion of neighborhood-serving commercial and amenities. Instead of the Euclidean model where uses are separated, Horizon West communities would be organized into mixed use urban villages. This land use was incorporated into the Orange County Comprehensive Plan as the Village Future Land Use classification.



The village pattern promoted connectivity between uses and pedestrian environment. The goal of the village framework was to “create an environment where automobiles do not dominate the streetscape” (Lakeside Village SAP, 1997). To promote walkability, housing would be located within one-half mile of a neighborhood center and generally no more than one mile from the village center. Automobiles were to be relegated to either a rear alley or a garage. Moreover, these neighborhoods would have a mix of lot sizes to allow the development of a diversity of housing types to “enable citizens from a wide range of economic levels and age groups to live within (the Village) (Lakeside Village SAP, 1997)”. The neighborhood center would have an elementary school and a neighborhood park as its central focus, and limited commercial development. The village center would have a mix of residential, commercial, civic, and public uses. Finally, each village would be surrounded

by permanently protected greenbelts and wildlife corridors that would give these urban developments a well-defined edge.

Multimodal planning and walkability are important concepts in Horizon West—for this reason, arterial roadways are not permitted to bisect villages and neighborhoods (Policy FLU4.1.12). The intent of this policy was to locate arterial roadways in Horizon West's perimeter or along greenbelt areas. Multimodal transportation connections between neighborhoods are important to the planning concept. For example, Sunset Park Elementary School and the adjacent neighborhood center, located at the southwest corner of CR 535 and Chase Road, eventually will connect to single-family housing to the south via a boardwalk. This project is an example of the interconnectivity of land uses envisioned in the Horizon West concept.

1.3. Horizon West Implementation Tools

A number of principles, policies, strategies and regulations were developed to take Horizon West from vision to reality. Each Horizon West village has been master planned through a Specific Area Plan (SAP) approved by the BCC and incorporated into the Orange County Comprehensive Plan. In addition to the SAPs, the Board of County Commissioners approved the Adequate Public Facilities Ordinance (APFO) to fund infrastructure such as roads, utilities and schools, and the Transfer of Development Rights (TDR) ordinance to promote land conservation. An overview of these mechanisms is provided below.

Specific Area Plan (SAP)

The intent of using the SAP process was to overcome the pitfalls associated with piecemeal planning and to require more detailed urban design, which was thought to ensure implementation of a village pattern of development. New development within an SAP is approved through a Planned Development (PD) zoning designation. This provides a more detailed review by the County staff to ensure that Horizon West goals and objectives are met and that the project is consistent with the applicable Village SAP. Each SAP was to maintain a few key design principles to develop and realize the overall vision. Each village also includes components unique to its location within the overall project. Therefore, the SAPs were intended to capitalize on features unique to their location within the overall development, while maintaining the principles common to all villages.

Horizon West Villages

The *Village Land Use Classification*, incorporated into the Orange County Comprehensive Plan, was created to provide for development of “separate, distinct, master planned Villages” in Horizon West. Each village consists of two to four neighborhoods surrounding a village center. The policies and performance standards for each village included keeping a pedestrian radius, creating a mixed-use character in any new development, keeping a well-defined village edge, and having a village center.

Horizon West comprises five villages and a Town Center, with each of these communities master planned. Currently, eighteen neighborhoods are planned, with Lakeside, Bridgewater and Town Center having the highest number of neighborhoods, and three villages with the minimum required number of two neighborhoods. As required by village policies, each neighborhood contains an elementary school and a neighborhood park as the central focus. Each village is expected to have close to 5,000 units. The 23,000 acres have been master planned for a total of 40,282 housing units, larger than the cities of Winter Park and Maitland combined.

Adequate Public Facilities (APF) Ordinance

To support the proposed densities and land use pattern, the original Horizon West Study recommended the adoption of an Adequate Public Facilities (APF) Ordinance as a growth management strategy to shape the location and phasing of future development. The study specified a number of elements to be included in an APF ordinance including regional roadway network, stormwater management, utilities, solid waste collection and disposal, regional and local park sites and environmental preservation, school sites, and police and fire protection.

This APF ordinance allows the Board of County Commissioners to set valuation and date of valuation for APF lands to determine available impact fee credits, which then are incorporated into a developer agreement. All APF cost valuations are set at \$22,500 per acre by several Future Land Use Element policies for the villages; the APF fee in lieu of property donations is indexed to the Consumer Price Index in developer's agreements. The most recent APF fee, set in November 2009, is \$27,180.71 per acre.

CPI increases since 2005 have ranged from 4.3 percent to 1.1 percent annually. Developer agreements that include the APF fee payment are processed by the County with the Planned Development Land Use Plan (PD-LUP). Preliminary Subdivision Plans and Development Plans submitted at later stages in the process are compared to the original PD-LUP. If there is a deficit in APF lands, the applicant may pay the established APF fee, unless otherwise established by the unique Village SAP policies.

APF agreements are specific to the Horizon West area; they do not occur in other areas of the County. Overall, there have been 43 road agreements approved to date including those for the study, design and construction of County Road 535 (CR 535), one of Horizon West’s main arteries. Also, most developments within Horizon West are contingent on the availability of schools, which has spurred the donation of school sites.

Since the adoption of the Horizon West Sector Plan, the County has administered APF dedications with limited issues or concerns from County staff or Horizon West property owners.

Transfer of Development Rights (TDR) Ordinance

The Horizon West Study listed *Transfer of Development Rights* (TDRs) as a potential growth management tool of development transfer for protection of environmentally sensitive areas. The concept was described as a “landowner whose land might otherwise be developable may simply sell the development rights to that land while retaining the land subject to a restriction against development. The purchaser of the development rights from that landowner can then use those rights to build additional development on another piece of property in a designated receiving zone” (Horizon West Study, 1995, p. 43). In general, the TDR program was designed to encourage the voluntary transfer of planned growth from places where a community would like to see less development (sending areas) to places where more development is desirable (receiving areas). The TDR system would also help to compensate landowners in the greenbelt areas surrounding each village by giving a certain value to their properties.

The Comprehensive Plan states that rights are transferred “to encourage the implementation of the greenbelt requirements..., preserve other important uplands, agricultural areas, water reuse area, Floridian aquifer

recharge, wetland connections and wildlife corridors...” (FLU 4.1.13). The policy also allows net density in village centers to increase from 5 to 16 dwelling units per net developable acre when TDRs are used. Limits are placed on the amount of development rights that can be transferred within any neighborhood. This was meant to ensure a compact and integrated development form that has a population density to meet the requirements of a neighborhood school while providing for a diversity of housing types. The use of TDR credits is subject to approval by the Board of County Commissioners on a case-by-case basis.

In addition, Policy FLU4.14.5 specifies that “TDRs may be used only to extent that they do not cause the capacities of the neighborhood elementary schools to be exceeded.” The TDR program allows for density increase (“buy up” option) or density reduction (“buy down” option). The maximum density increase is the number of units that would generate the maximum number of students that can be accommodated at the elementary school. The maximum density reduction applies to projects proposed at the lower-than-minimum density. The amount of density reduction approved cannot be lower than the overall village density, and it must be based on minimum and maximum student generation rates for the elementary school.

1.4. Horizon West Today

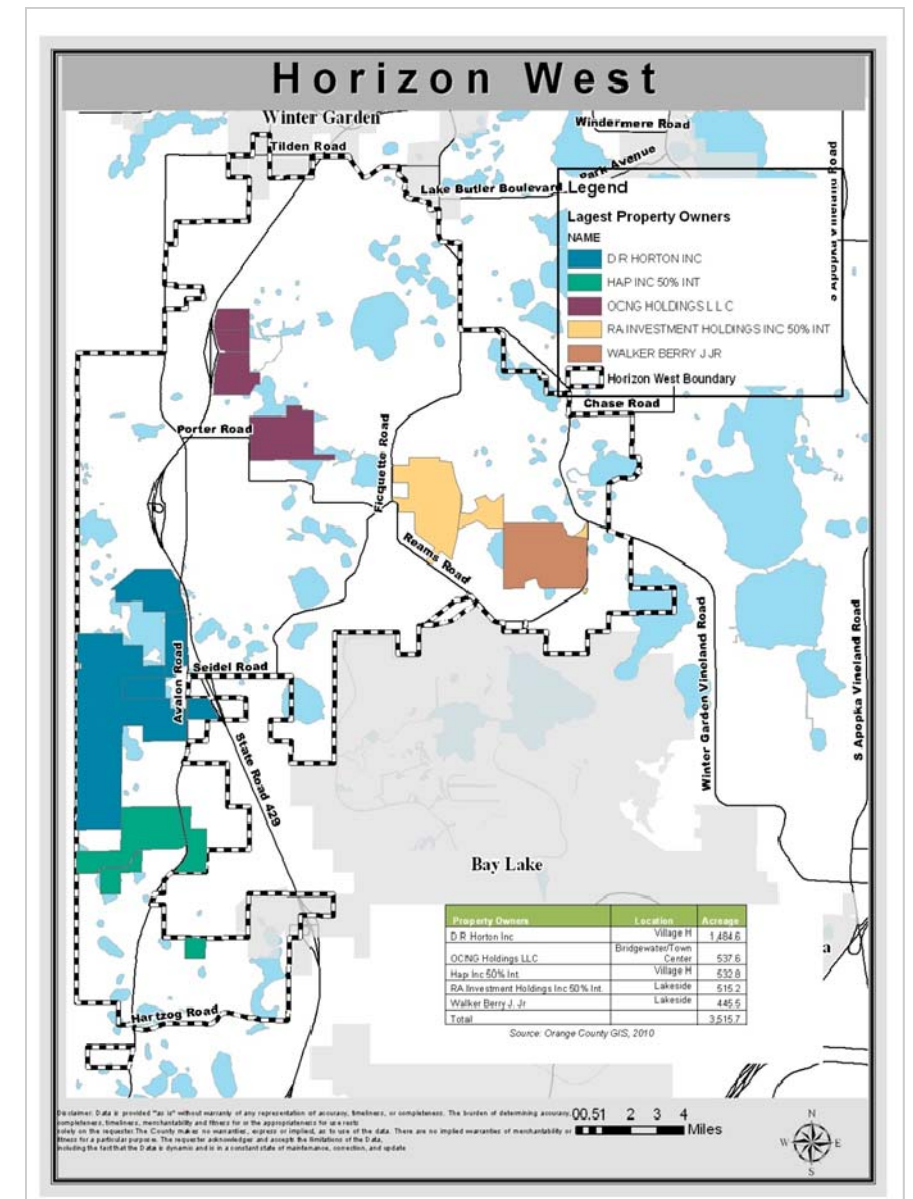
Today, Horizon West is still a community in its early stages of development. On one hand, there are well-established neighborhoods with attractive housing and recreational areas. On the other hand, there are vast expanses of vacant land with roads leading to no destination and empty lots as a result of the recent housing bust. The agricultural past is also present in Horizon West with townhome and apartment developments surrounded by former orange groves, unintentionally adding character to some of the neighborhoods.

The following land use information was generated from the Property Appraiser's Department of Revenue (DOR) codes. Since these codes are used to classify properties for taxing purposes, they provide the most current land uses. The properties in Horizon West are classified under 81 property use codes, which were consolidated by staff into five major land use categories: vacant and agricultural, residential, nonresidential, and institutional uses. A complete list of codes by land use category is provided

in Appendix K. The information provided by these DOR codes was supplemented with Orange County Building Permit and InfoUSA. data.

Vacant and Agricultural Land

Vacant and agricultural lands are the predominant uses in Horizon West. These categories comprise about 75 percent of the land in the Horizon



Horizon West Largest Property Owners
Source: Orange County Planning Division, 2011

West area, a total of more than 16,000 acres. The largest parcel of agricultural land (1,484 acres) is owned by a home building company, DR Horton. Before the 1980 freezes, most land in the Horizon West area was used to grow citrus, still a predominant use.

The groves are at various stages of their productive life. Agricultural land is also used for pasture, timber, horse breeding, and floriculture purposes. More than 2,000 acres are classified as non-agricultural acreage, or sites that lost their previous agricultural exemption.

While large tracts of land are still used for agriculture in Horizon West, there is also a large amount of vacant land owned by more than 270 property owners, including construction companies, homeowner associations, limited liability corporations, and individuals. This fractured ownership pattern is often seen in urbanized areas, not rural areas.

Horizon West also has multiple subdivision plats that remain empty. There are 1,645 lots under 5 acres that together account for just over 632 acres. These lots have been cleared for future development and may have some infrastructure, but no vertical development has occurred to date. These lots, which are most prevalent in the Village of Bridgewater, are owned primarily by large construction companies, such as Ashton Residential, Meritage Homes, Pulte, and Ryland Group. Several subdivisions have been

heavily affected by the market slowdown, including Signature Lakes and Summer Lake in the Village of Bridgewater, and Casa del Lago, and Lake Burden South in Lakeside Village.

Residential Development

Horizon West has 5,081 parcels classified as residential land that comprise 1,752 acres (2010). The largest parcel, at 47 acres, is owned by Reams Road Limited Partnership. There are currently about 40 subdivisions in Horizon West, most of which are composed of single-family residences. Some of the most prominent developments include Providence and Lakes of Windermere. These communities, which include public open space and recreation amenities, as well as mature landscaping, provide a good representation of the Horizon West’s original intent in community design.

The table on the right shows a summary of all Horizon West units built to date. This unit count excludes 55 vested properties and subdivisions with zoning classifications other than Planned Development (PD). Six of

Villages/ Unit Types	2002	2003	2004	2005	2006	2007	2008	2009	Total
Lakeside Village									
Single-Family	34	75	212	192	206	374	192	203	1,488
Townhomes		37	133	82	59	136	172	100	719
Condo Residential					220	146	50	36	452
Apartments								280	280
Lakeside Village Units	34	112	345	274	485	656	414	619	2,939
Village of Bridgewater									
Single-Family	26	203	313	410	647	84	28	21	1,732
Townhomes		80	45	165	271	152	35	12	760
Apartments								379	379
Village of Bridgewater Units	26	283	358	575	918	236	442	33	2,871
TOTAL units built by year	60	395	703	849	1,403	892	856	652	5,810

Summary of Horizon West units built to date
Source: Orange County Planning Division, June 2010

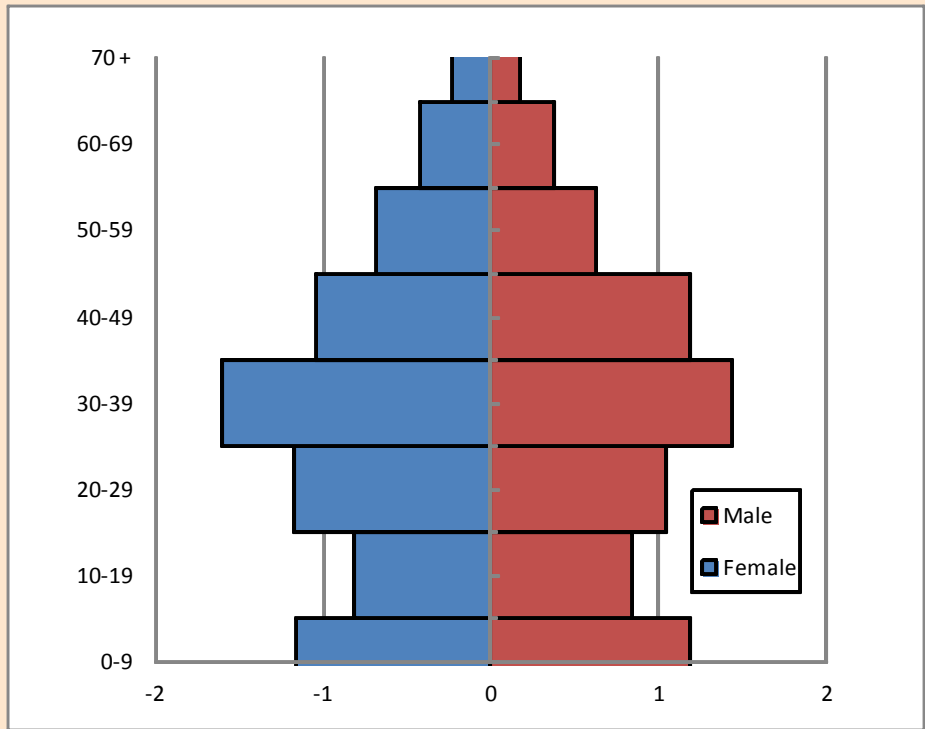
these properties are located in Lakeside Village and 49 properties are located in Bridgewater.

The table shows that from the time of SAP adoption for the Villages of Lakeside (1997) and Bridgewater (1999) 5,810 units have been built—

Horizon West Community Portrait

At 15 years of age, Horizon West is a young community still taking shape. Most of Horizon West residents live in family households, work for the hospitality industry, and own their homes. On average, Horizon West residents tend to be younger and wealthier than the rest of the County. The following profile uses 2010 Census data to present a general portrait of the community. Horizon West is its own Census Designated Place (CDP), which allows for better tracking of the community characteristics. Moreover, this information is complemented with information gathered from staff interviews and answers to the Horizon West community survey.

According to the 2010 Census, +/-14,000 people call Horizon West home. These people are distributed among 5,086 households, of which 70 percent are families (Census Bureau, 2010). Furthermore, greater than half of these families have young children. According to a staff survey, most residents have lived in the area for less than 10 years.



Horizon West Population Pyramid
Source: U.S. Census Bureau, 2010

The population pyramid, which depicts the distribution of population by age and sex, seems to support this argument. The predominant cohorts (age groups) are comprised of adults (ages 20-49) and children under ten years old. Based on this demographic information, one can infer that the majority of the residents are newly-formed families. This assumption which would be consistent with the type of housing built in the area— primarily townhomes and smaller houses. The median age for a Horizon West resident is 32.7, which is slightly younger than the County’s average of 33.7.

With easy access to theme parks, good schools, passive parks, and relatively affordable housing, it is not surprising that Horizon West has become an attractive place for families. During the community focus group, staff met Tory and Adam Parish, who live with their three kids in the Lakes of Windermere community. Besides the amenities mentioned above, they love the livability of the place, community design with streets and alleys, porches, and mature landscape. These same amenities were favorably mentioned by other Horizon West online survey respondents.

2,939 in Lakeside and 2,871 in Bridgewater. More than half the units built are single-family residential. Attached single-family units (townhomes) account for almost 25 percent of the total, and multi-family units (condominiums and apartments) account for almost 20 percent. Most of the multi-family units were built in Lakeside Village—no condominiums have been built in the Village of Bridgewater. The two condominium complexes in Lakeside Village are Lakeside at Lakes of Windermere and Oasis Cove at Lakeside Village. Two apartment complexes have been built, one in Lakeside Village (Altis at Lakes of Windermere) and one in Bridgewater (Falcon Square). The diversity of housing stock in both of these villages has kept with the original intent of the Horizon West plan, which was to provide a community with a diversity of housing options.

Non-Residential Development

Non-residential development, land used for commercial, office and industrial purposes, represents the smallest use in the Horizon West area. There are 11 parcels that total 121 acres. The small amount of commercial

and office space is expected because of the slow pace of residential development and the lack of requirements for timing of non-residential development.

One of the primary goals of the Horizon West concept was to create a live-work-play community. To do so, each village includes a commercial Neighborhood Center, while the Horizon West Town Center is planned to incorporate major employers. As with residential development, plans for commercial and office have been affected by the competition of nearby developments. There currently are two commercial developments in Horizon West: The Corner Store at Summerport and the Overstreet Market. Overall, these developments appear to be doing well. In addition to these, the Board of County Commissioners recently approved the Lakeside Village Center (Frye PD), which includes more than 150,000 square feet of commercial/retail space.

Currently, there are approximately 150 businesses within the boundary of

Horizon West, which includes home-based businesses, building contractors, and business service establishments such as banks, insurance offices, and administrative services. However, there are only 18 retail establishments in Horizon West. This limited number of retail can be explained by several factors, including the lack of sufficient housing to justify it. The existing commercial development nearby, which includes the Winter Garden Village at Fowler Groves, likely meets much of the regional commercial needs of existing Horizon West residents. As a result, there probably would not be any new commercial developments built until more residents move to the area. However, several respondents of the resident's survey mentioned that they would like to have more neighborhood-serving retail uses, like gas stations, closer to their homes.

Given that existing commercial space apparently meets current demand, the main objective for marketing the area may be directed to office and industrial users, including light manufacturing, wholesale trade, and transportation/warehousing industries. The Horizon West

Horizon West Community Portrait (cont.)



Adam Parish talks to staff about living in Horizon West.

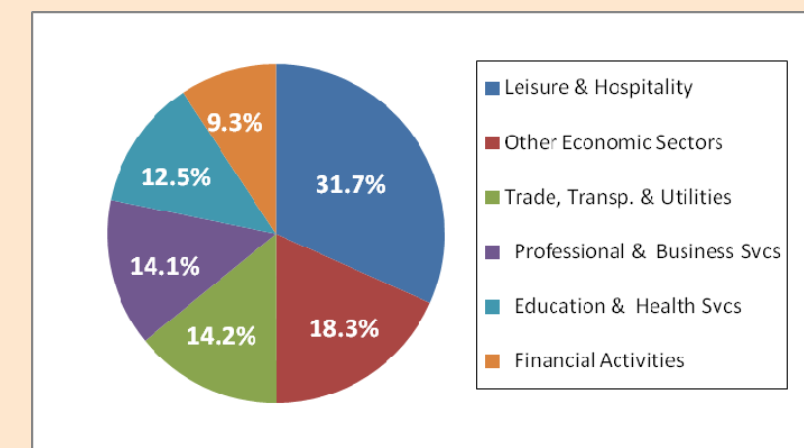
Not surprisingly, a significant number of Horizon West residents work in the Leisure and Hospitality sector (ACS, 2006-2010). In fact, the proportion of Horizon West residents working in this industry is much higher than the rest of the County. The pie chart shows the percentage of workers by industry sector. About 32 percent of all residents work in the accommodation and food services industries. This could be expected because of the community's proximity to the Disney theme parks, the area's largest employer. Moreover, west Orange County is also home to several hotels and restaurants near the Reedy Creek area. The next largest industries are Trade, Transportation, and Utilities

sector (retail, warehousing, and wholesale trade activities), and Professional & Business Services (management and technical services jobs).

Finally, with a median household income of \$72,196, Horizon West is more affluent than the rest of Orange County. This figure is more than 30 percent higher than the County's median household income of \$50,138 (American Community Survey, 2006-2010). This is very interesting because one usually does not associate the tourism industry with high wages. However, according to the ACS estimates, there are more than 2,500 households making \$50,000 or more a year. There are main two reasons why affluent people may be attracted to Horizon West. One is the community's location near the Town of Windermere. Several communities in Lakeside Village have either a Windermere zip code or include the town's name within the subdivision's name (for example Lakes of Windermere). The Windermere location and name appears to provide prestige to the whole area. Indeed, when prompted, 71 percent of survey respondents stated that they identify themselves with the Town of Windermere. The second reason is that there are several developments within Horizon West that cater to the affluent. For example, there are two gated communities located in Horizon West that pre-

cede the project. Moreover, several subdivisions have large lots (more than one acre) suitable for estate homes.

Horizon West is still a young community, that is far from reaching its full potential. The community's character would certainly keep evolving as the current villages build out, and the Town Center is completed.



*Horizon West Workers by Economic Super Sector
Source: ACS 5-year Summary, 2006-2010*

Town Center will be a key tool for such opportunities.

Institutional Development

Institutional land includes properties used for non profit or governmental purposes or that is owned by a government entity. There are 223 parcels designated institutional comprising 3,827 acres. Orange County is the largest owner of institutional land in Horizon West, with



Corner Store at Summerport Development



Orange County National Golf Course

Part 1—Points to Consider

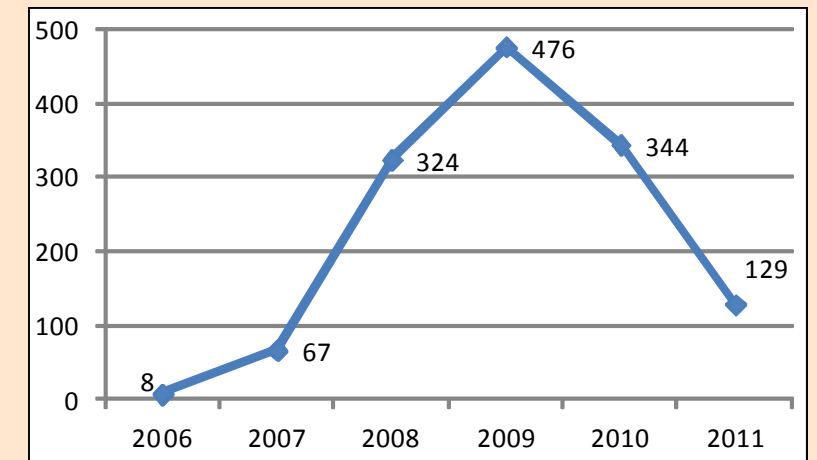
- The Horizon West Sector Plan was approved in 1995 as an alternative to traditional suburban development and a tool to combat urban sprawl.
- The Village Land Use classification was incorporated into the Comprehensive Plan. At that time, the Village concept was a new development pattern that encouraged self contained mixed-use developments.
- Horizon West now consists of five Villages and a Town Center.
- The Adequate Public Facilities Ordinance (APFO) and Transfer of Development Rights (TDR) Ordinance are two growth management tools used to ensure that adequate public facilities are in place prior to development, and preserve wetlands and greenbelts.
- Vacant and agricultural lands are predominant in the Horizon West area. Property ownership fragmentation presents a challenge to future development.
- Approximately 14,000 people live in Horizon West today. This community is younger and wealthier than other parts of unincorporated Orange County.

over 2,000 acres. This includes over 1,100 acres near S.R 429 and Maxwell Road that serve as the County's aquifer recharge area, the Orange County National Golf Course, and Orange County Fire Station #35, located near the Overstreet Market.

The Orange County School Board owns several parcels and three facilities in the area. There are two schools in the Bridgewater area (Bridgewater Crossing Elementary and Bridgewater Middle School) and one in Lakeside Village (Sunset Park Elementary). The School Board has also acquired five additional sites for future facilities. Finally, both Valencia Community College and Florida Hospital, have acquired sites within the Horizon West Town Center. These institutions can serve to diversify the area's employment base. However, the growth potential of these future users depends largely on the presence of sufficient population nearby.

Horizon West and the Housing Bust

Like many newer ex-urban communities, the current housing crisis appears to have hit Horizon West harder than the rest of the County. According to RealtyTrac data, about 18 percent of all residential properties in Horizon West are in some state of foreclosure, which is similar to other areas of the County. As shown in the chart below, foreclosure activity increased rapidly from 2006 to 2009, but has since begun to level off.



Number of Horizon West foreclosures from 2006-2011

The effect of the housing bust in Horizon West is mostly visual. Foreclosures, the large amount of undeveloped lots, and unused infrastructure has created an isolated landscape throughout Florida.



Stalled Horizon West development near the SR 429 interchange

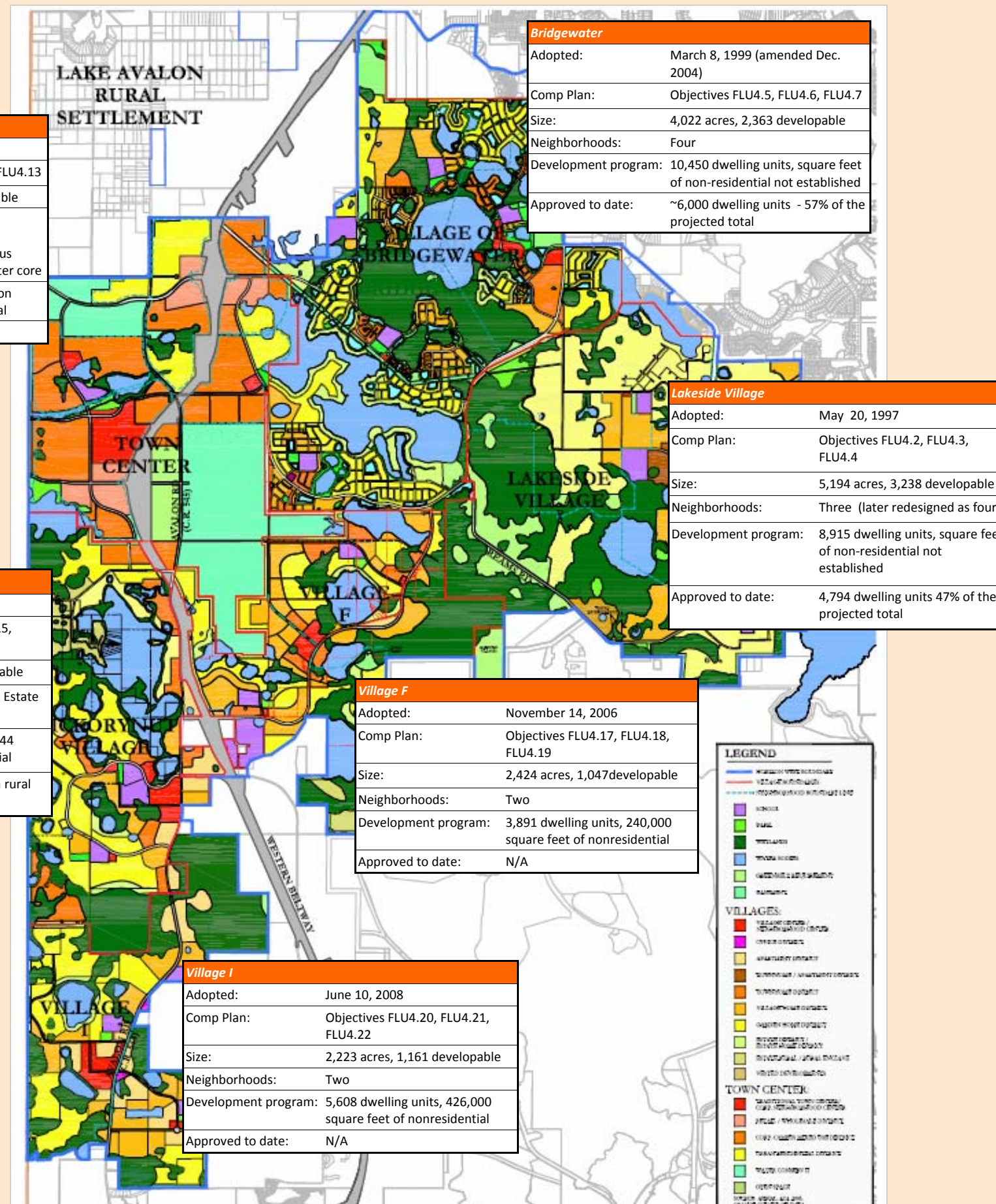
2. CHALLENGES OF HORIZON WEST IMPLEMENTATION

The first section of this report detailed the Horizon West concept and the area's current conditions. While the Horizon West SAPs and policies were guided by several ambitious goals, realizing the vision for the area often is subject to forces outside of Orange County's control. Therefore, an evaluation of the sector plan implementation can help staff to reexamine the plan's ideas and identify issues that could be affecting success of the original concept.

The project team used several methods to evaluate implementation. In addition to data collection, the staff gathered the insights of stakeholders who had vested interest in the success of Horizon West. The project outreach included three main groups: public officials; developers and area land owners; and Horizon West residents. The purpose of this outreach was twofold. First, staff wanted to identify major themes surrounding Horizon West implementation. Second, this feedback allowed staff to determine the main obstacles to the project's progress and make recommendations for the process improvement. During research and outreach for this Retrospective, several implementation-related themes emerged from discussions that can be summarized as implementation of the concept, land use, and design standards; Town Center development; infrastructure development and financing; and administrative monitoring.

2.1. Concept, Land Use, and Design Standards

One of the major implementation themes identified during the outreach process was a discussion of the area's vision and concept—master-planned villages surrounded by greenbelts. This was an innovative concept and several public officials noted that there does not seem to be a clear understanding of the project concept and vision. One of the main challenges to the Horizon West standards has been implementation of its urban design principles, which include connectivity between uses and walkability, a variety of housing types, and façade features.



Horizon West Specific Area Plans and development programs
Source: Orange County Planning Division, 2011

Horizon West related Comprehensive Plan amendments

Plan Amendment No.	Location	Map/Text Change	Acres	Ord./ Approval Date
96-1-A-1-6	West of CR 545, North of US 192	Village Classification to Transitional Resort/PD	209	96-11
97-1-B-1-1		Lakeside Village SAP	622	97-07
99-1-A-1-5	Northwest intersection of Avalon Road and Hartzog Road	Village/Conservation to Growth Center Resort/PD/Conservation	24 (7 net)	99-04
99-1-A-1-6		Village of Bridgewater SAP	4,021 (2,331 net)	99-04
2000-1-A-1-4	Southwest Lakeside Village SAP at Reams Road	Lakeside Village SAP/Greenbelt to Growth Center/Medium Density Residential/Conservation	97	2000-10
2000-1-D-1-1	Orange Lake Country Club—North of US 192, East of SR 545	Village/Conservation to Commercial/PD/Growth Center	148 (93 net)	2000-26
2001-2-S-1-2	South of Lake Sawyer Lane, West of C.R. 535	Village to Rural Settlement 1/1	6 (3 net)	2001-21
2003-1-B		Establishing flexibility in Specific Area Plan densities, with a minimum of 4 DU/AC		2003-03
2004-1-B-1-2	North of McKinney Rd, south of Marsh Rd, west of Mann Rd and east of the Orange / Lake County line	Creation of Lake Avalon Rural Settlement (from Village to RS)		2004-06
2004-2-A-1-3		Town Center SAP	1,127	2004-21
2004-2-A-1-4		Expansion of Bridgewater SAP	761	2004-21
2005-2-A-1-2/2005-2-P-FLUE-3	West of the future Western Beltway, South of Schofield Road	Village H SAP	2,855	2006-08
2006-2-A-1-5/2006-2-P-FLUE-2	East of State Road 429, Adjacent to the Reedy Creek Improvement District	Village F SAP	2296	2007-06
2008-1-A-1-4	West of SR 429, East of the Orange -Lake County Line	Village I SAP	2,228	2008-09
2008-1-B-FLUE-3		Text amendment to Future Land Use Element Policy 6.2.20 adding language regarding designation of APF Parks in the Lakeside Village SAP		2008-09
2008-1-B-FLUE-4		Text amendment adding Policy (6.1.7.1) to the Future Land Use Element regarding maintenance and financing of trails within Horizon West		2008-09
2010-2-A-1-1 (fka 2008-1-A-1-2)	East of Avalon Road, North of Hartzog Road	Village to Growth Center/Resort/PD and Text Amendment to Policy FLU7.4.7 (1.)	17 (11 net)	2010-13
2010-D-1-1	Grand Palisades DRI	Village to Growth Center/Resort/PD	39	Awaiting adoption

Source: Orange County Planning Division, 2010

Horizon West vision and concepts may need to be adjusted to current conditions and the immediate needs and interests of the stakeholders. While the SAPs focused on the long-range prospects of Horizon West, stakeholders were more concerned with the immediate results of plan implementation.

Since Horizon West’s original concept approval, its implementation has required subsequent SAPs and detailed land use plans. A number of land use changes have taken place including the addition of a fourth neighborhood to the Bridgewater SAP, removal of land from Horizon West for rural uses, continued development pressure for tourist commercial uses to the south, and changes to minimum density requirements. While the ability to refine the Horizon West concept is essential over its decades of implementation, it is important to consider whether such changes materially alter the original Horizon West concept in some portions of the project area. Developer requests for waivers from Horizon West standards and their rate of approval also have been cited as an implementation concern. The side table lists some Comprehensive Plan amendments that have affected the Horizon West vision.

One of the tools used to promote the long-range vision of the Horizon West plan was the SAP process. Overall, the interviewed public officials were positive about this planning mechanism; however, they noted that the SAPs do not address project monitoring. Another critique was that the process is sometimes too specific, and it does not provide much flexibility to the developers. Moreover, even though SAPs were supposed to serve as the area’s master plans, this does not mean that all stakeholders were engaged or had completely bought into the process.

Horizon West’s original concept required that commercial uses within villages be oriented to, and have connectivity to, surrounding communities. In practice, this vision for retail development has been at odds at times with current development trends. Most neighborhood commercial uses were moved to Overstreet Road and Winter Garden Vineland Road, which are arterial roads. This has made these commercial developments more dependent on drivers, similar to regular suburban commercial developments. This is exactly what Horizon West originally sought to avoid.

According to public officials, interconnectivity is difficult due to the fragmented ownership of the land, and it could present a problem because of property rights and access to easements. Orange County staff has also expressed concern that prior changes from Horizon West’s planned neighborhood commercial locations to create additional residential lots have affected the walkability of surrounding Neighborhoods (B. Windom, personal communication, September 30, 2010).



County Road 535 in Horizon West

Other examples of suburban ethos in Horizon West are the width of alleyways, the inclusion of drive-thru facilities through special exception, and the distance separation for alcohol license—all of which impact the functionality of neighborhood and village centers. Recent code changes have addressed these issues by allowing bigger alleys, eliminating drive thru restrictions, and changing separation requirements to promote a more urban prototype.

While not aspiring to the specific design approaches of the New Urbanism movement, Horizon West included detailed design standards that are not common to other Orange County residential and commercial developments. Originally, urban design pattern books for Horizon West neighborhoods defined standards to be used during the plan review process, and several Villages adopted them as a part of their Planned Development—Land Use Plan submittal. Design standards included recommended build-to-lines; recessed garage structures; porches for single-family housing units; limits on the repetition of housing facades within same block; and other items. The intent of these design standards was to set the development framework and create a product expectation for developers and homeowners alike.

Despite the codified design standards, developments within Horizon West still vary from one builder to the next. Interviewed staff expressed concerns with some of the early subdivisions in Bridgewater, noting that their design and appearance conflicts with the intent of the original Horizon West regulations and resembles typical suburban development in Orange County. During a site visit staff observed several of these conflicts including gated subdivisions, garages that are prominent on the house façade, three-car garages, and/or recessed entrances, among others. Some interviewed officials also mentioned that there should be more variation in lots sizes and the housing types.

Inconsistency in the application of the design standards is in part a result of enforcement problems. Staff mentioned that it can be onerous to monitor design standards during construction, as it can extend review periods. Because of this issue, the responsibility to review such standards has been shifted to local homeowner associations.



Developers generally see the Horizon West design standards as too complex and costly. According to participants in the Developer’s forum, national builders are reluctant to mix housing types in a manner that may compromise labor efficiency, materials cost, and other aspects of their production. Moreover, maintaining standards is challenging when a project’s developer sells property to multiple production builders. Several forum attendees and public officials suggested that standards would have been easier to implement if the County accepted greater responsibility by assuming some of the roles typical of a master

developer, instead of solely a regulator. This could potentially be achieved by encouraging more innovative solutions in design and providing greater private sector incentives for public infrastructure construction. Finally, homebuilder representatives stated that they are not often informed about Horizon West’s design standards.

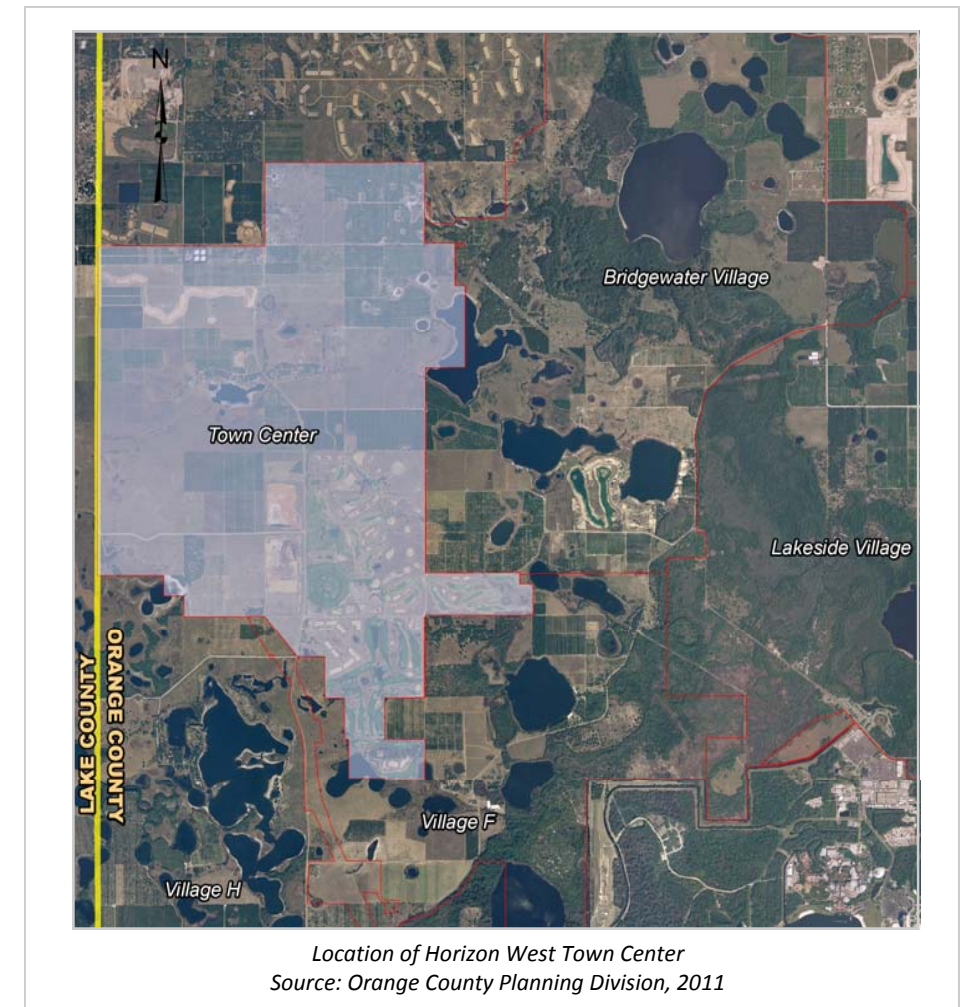
2.2. Horizon West Town Center

Horizon West Town Center is located west of the Village of Bridgewater and contiguous to the Lake/Orange County boundary, as depicted on the map to the right. It consists of 3,700 acres, which would be developed into approximately 4,870 new dwelling units and over 8 million square feet of non-residential floor area. The Town Center is subdivided into five land use districts described below.

- *Urban Residential District* includes a mix of attached and detached housing, civic uses, neighborhood parks, and recreational facilities.
- *Corporate Campus Mixed Use District* supports higher residential uses and a variety of non-residential uses including office, hotel, limited light industrial uses, hospitals and universities.
- *Corporate Neighborhood Center District* connects Urban Residential and Corporate Campus Mixed Use districts by providing gathering places such as passive parks, plazas, and squares.
- *Retail/Wholesale District* accommodates regional retail business, personal services, office, warehouse, and warehouse showroom.
- *Traditional Town Center Core* is the civic and retail heart of Horizon West and the surrounding area.

The purpose of the Town Center is to serve as a regional employment center to Horizon West and West Orange County. It would provide a full range of shopping, housing, educational, and recreational uses not typically allowed in the nearby Villages. It was also envisioned as a site for the location of corporate campuses and Class A office space, two uses that are not common west of S.R 429.

Since it is planned as regional activity center, Town Center’s success depends on how it will differentiate itself from the nearby competitors



and attract niche uses. The development of the Winter Garden Village at Fowler Groves on Daniels Road is a good example of a commercial development that might compete with the Town Center. With over 1.1 million square feet of retail space and 68 stores, this open air shopping center has certainly diminished Town Center’s potential to attract big box retail to the area. However, retail is not the only sector where Town Center would face fierce competition. The City of Ocoee has also entitled several acres near the Health Central Hospital for medical uses. Finally, the Four Corners area (the intersection of Lake, Orange, Osceola, and Polk counties) presents competition to Town Center industrial uses. Before the construction bust, the I-4/US 27 area interchange was becoming a popular location for heavy commercial and industrial. Moreover, Four Corners proximity to the Disney theme parks and Legoland could increase the pressure to develop more tourist oriented developments near Horizon West.

The adoption of the Town Center Code is essential for setting development

standards, design guidelines and an effective development review process. The new code needs to attract business and establishments not currently available in West Orange County, such as corporate campuses and Class A office space. It also needs to provide a unique environment and sense of place. According to Chris Testerman, Assistant County Administrator, Town Center is envisioned to include master block plans that avoid piecemeal commercial development (personal communication, May 12, 2010). This level of detailed planning would be the first for Orange County, and the process to implement and monitor this aspect of the development review process has not yet been defined.

As discussed previously, there are several characteristics of conventional commercial development. They represent challenges that have already been seen in the development of the neighborhood centers, such as having retailers front arterial roadways and dominance of car centered development among others. The new Town Center code should aim at striking a balance between the needs of the market and the original vision set for Town Center.

2.3. Monitoring of Implementation Tools

Horizon West proponents created several new mechanisms to finance infrastructure and protect the environment. However, the efficacy of these mechanisms have been somewhat compromised by Horizon West’s location in a greenfield area that traditionally lacks infrastructure. The following section discusses lessons learned from implementing these newly established mechanisms .

Adequate Public Facilities (APF)

As discussed previously, APF agreements have been an essential tool for the provision of public infrastructure in Horizon West. However, as land use prices and market values have decreased this tool has been less effective. While excess APF credits can be resold to other property owners with an APF deficit, County staff has observed that the open market price of such credits is too low to create incentives for providing the needed APFs (John Smogor, personal communication, May 25, 2010). The ease and affordability of purchasing APF credits from the County, as oppose to negotiating a nontraditional, real-estate-based transaction, has

also undermined the effectiveness of the APF program.

The need to consider allowable outcomes for projects with an excess of APF credits became apparent as early as 1999. For example, Ashton Woods in Lakeside Village (aka Black Amber) had to attribute its excess APF acreage to Lake Sawyer South and other previously approved subdivisions. Furthermore, these credits were applied on an area-wide rather than a neighborhood-wide basis. To establish a more fair distribution of APF credits and payments, staff added Policy FLU4.9.6, which specifies that “APF revenues shall be allocated first to re-payment to properties with excess approved APF credits, then for public facilities land acquisition, support, and maintenance within Town Center.” Future Land Use Element policies also direct the County to amend the APF to provide “repayment” to property owners with excess APF acres (FLU4.18.16) and to reimburse Village F property owners who funded the initial master infrastructure on a pro-rata basis (FLU4.18.17). Village I also has similar policies in regards to APF credits.

By the same token, APF requirements do not necessarily ensure that an appropriate balance of facilities is provided. County staff has expressed concern that the configuration of parks and recreation will be a future issue. According to David Heath, former Deputy County Administrator, the County may have too much passive park acreage and not enough active recreation acreage (such as ballfields and soccer fields) or adequate funding sources to develop these active sites (personal communication, October 29, 2010).

While the APF has been instrumental in obtaining required school sites, it has not expedited school construction. Some development interests have formed areawide consortia to provide additional funding that advance schools to earlier years in the school district’s construction program—one example of this is the middle school on Tiny Road (Bridgewater SAP). At times, school siting has required complex negotiations between property owners to ensure Horizon West policies can be met. For example, to accomodate second high school site needed for Horizon West, the Reedy Creek Improvement District (RCID) de-annexed 63 acres

Town Center Activity



Despite a slower real estate market in Orange County caused by economic crisis of recent years, there have been several activities in Town Center. Some local players and property owners are repositioning themselves to prepare for the market comeback. Currently, the only use in the area is the Orange County National Golf Course located on the southern part of Town Center, which is partly owned by Orange County. In addition, both Valencia College and the West Orange Health Care District have acquired sites in Town Center for land banking. Realistically speaking, these sites probably will not be developed until there is a sufficient population base. Probably, the biggest land transaction would be the recent purchase of 600 acres by the Stratford Land/Boyd Development partnership. This portion of the Town Center, known as “Town Center East,” is primarily located on the east side of S.R. 429. While this investment is good for Town Center, the area will have to cope with competition from other west Orange County communities. Staff is currently working on the land development code for the Town Center, which will help to position it as a regional activity center.

through an executed interlocal agreement with the County in 2007. Though physically located within the boundary of Village F, the developers of Town Center purchased the site, and the APF credits were allocated to the Town Center project (Policy FLU4.9.8).

Staff has discussed potential changes to the APF ordinance to also require additional lands for potable water facilities (sewer facilities already are noted in the ordinance), provide more detail relative to trail facilities, consider whether rights-of-way for portions of arterials should be included, and address APF transactions between properties.

Transfer of Development Rights (TDR) Program

The primary intent of the TDR program was to ensure an appropriate residential density in each village. At the time the TDR program was created, the average density for each village was 3.5 units per acre. Later, in 2001, the minimum average density within each Village was changed to a minimum overall net density of 4 dwelling units per net developable acre. For example, a 2006 analysis of TDR usage indicated that the use of TDRs helped to increase the minimum average density in Lakeside Village

from 4.9 to 5.6 dwelling units per acre. The Village of Bridgewater, however, had an average net density that was higher than the required minimum. Therefore, the minimum average density in Bridgewater was secured using tools other than TDRs.

The second major intent of the TDR program was to preserve the greenbelt by assigning values to the development rights of those properties and allowing those rights to be transferred to other locations within the village. In practice, however, the villages accumulated a large amount of unused TDRs that can only be sold within the same village. Because the overall density requirement was increased, the potential need to purchase TDRs in order to increase the density in the village has decreased. As of May 2006, a total of 1,904.5 TDRs were accumulated in Horizon West—380 in Lakeside Village and 1,524.5 in Bridgewater (Orange County Planning Division, 2006).

The 2006 analysis of the Horizon West TDR program indicated that while the TDR program was a promising initiative to help increase density within a village and protect greenbelts, changing regulations and market forces have had a

more significant effect. For instance, when Horizon West was first established, the County required approval of a special exception to build townhouses, which have higher density than single-family detached housing. This made it necessary for developers to buy TDR credits to increase density. However, the new Village Code allows townhouses by right and does not require a special exception. Finally, a past market preference for larger lots is no longer apparent in today’s market, which may also contributed to reduced TDR demand. Finally, TDRs can be transferred only within the village, but every village is limited by its SAP to a certain amount of development due to estimated capacity of schools.

Future Land Use Element Policy 4.1.13 requires the County to evaluate the effects of the TDR program upon Horizon West’s average minimum density. The policy states that “if the TDR program has influenced the overall density in such manner that may jeopardize the Village Concepts, the County shall amend the TDR ordinance. The County shall also consider other incentives to promote higher densities” (FLU4.1.13). The Planning Division is gathering the data required for this evaluation—both

Transportation Network

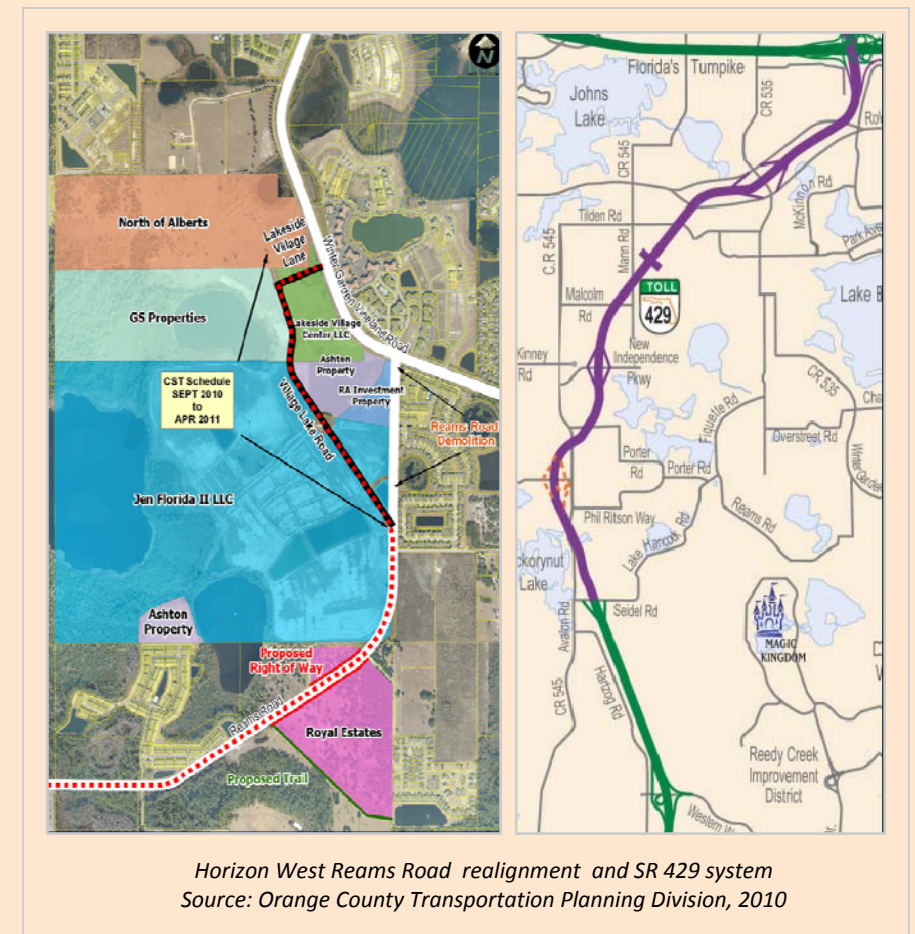
The basis for Horizon West’s transportation network planning is the Southwest Orange and Southeast Lake Counties Transportation Alternatives Study (Transportation Alternatives Study). Completed in 2001, this study envisioned a new limited-access toll facility operated by the Orlando-Orange County Expressway Authority (OOCEA) and Florida’s Turnpike Enterprise as the “spine” of an urban transportation network in West Orange County. This road is now known as the Western Beltway (SR 429), and it provides Horizon West with an interchange at New Independence Parkway and a future interchange site at Schofield Road. SR 429 provides important regional mobility, and it is a potential economic development corridor for all of west Orange County.

The Transportation Alternatives Study also prioritized east-west connections between Orange and Lake counties that have not been implemented to date. The only major roadway corridors providing east-west movement in this vicinity are West SR 50 (Colonial Drive) and US 192. The Florida Department of Transportation is planning to widen and reconstruct West SR 50 with several segments programmed for prelimi-

nary engineering, right-of-way acquisition, and construction over the next few years.

Relative to Orange County’s transportation network, the Transportation Alternatives Study identified programmed improvements to expand several arterials/collectors to four-lanes, including C.R. 535, Winter Garden-Vineland Road, and Reams Road, as well as identifying the four-laning of Porter Road as a potential improvement. C.R. 535 consists of five segments (A-E) with only segment D unimproved.

The Transportation Alternatives Study also prioritized Reams Road improvements as a key component of Horizon West’s transportation network, and that project is in progress. The realignment of Reams Road in Lakeside Village includes a new connection between C.R. 535 and a realigned Reams Road across from the Altis Apartments on C.R. 535. This connection at Lakeside Village Lane and Village Lake Road includes a new signalized intersection, and was completed in April 2011. Also, as projects enter the development review process, it is anticipated that future connections will occur, such as within the North of Albert’s property.



on a project-by-project basis and over time—and is working to complete this assessment.

2.4. Infrastructure Development and Financing

The provision of transportation infrastructure is probably Horizon West’s biggest implementation challenge. The original concept required the development of an extensive multimodal transportation network that integrated land use-transportation planning and a walkable setting. Since most project within Horizon West require new infrastructure, its implementation is based on a development model that relies heavily on cooperation between property owners who may or may not have incentives to work together. Moreover, with the lack of available financing, there are no common and agreeable financing options available to developers in Horizon West.

The County has looked at a number of financing options to accelerate infrastructure development in Horizon West. These include looking at such financing mechanisms as Municipal Service Taxing Units (MSTU) and Municipal Service Benefit Units. (MSBU). Moreover, Orange County has negotiated an overall road network agreement (often referred to as the *Global Road Agreement*) for roadway that requires improvements within a large portion of Horizon West.

The multimodal nature of the transportation network also required incorporating extensive trails, which has planning and maintenance challenges at this time based on jurisdiction. The Orange County Parks and Recreation Division is required to fund and maintain all multi-use trails that are 14 feet or wider. However, the County has also accepted paths between 5 and 14 feet in size, with funding and maintenance through a combination of Orange County/Parks and Recreation Division, homeowners’ associations, and non-standard Municipal Service Taxing Units (for Parks and Recreation Division maintenance).

Neither Orange County staff nor the area developers are satisfied with the current state of infrastructure development. According to staff, it has been difficult to get developers to donate the lands needed for infrastructure and recreational amenities, due to the land’s cost. Participants at the Developers’ Forum expressed

concerns that implementation of the Horizon West requirements was too complex and, in some cases, cost prohibitive. The infrastructure development negotiations are complicated by the fact that Horizon West has no master developer that can easily negotiate terms and implement development activity in a coordinated manner.

From the homeowner’s’ perspective, several residents that attended the Town Hall meeting and responded to the survey reported severe traffic congestion on SR 535 and Reams Road. Residents from Newbury Park and Grande Pines subdivisions have also expressed concerns to staff and the District Commissioner about the realignment of Reams Road. Overall, there seems to be concern with the lack of sidewalks and walkable destinations.

Notwithstanding some of these challenges, there are many other factors that promote optimism about the future. The area’s connection to major roads like SR 429, could provide a competitive advantage to the Town Center and the rest of the community. It should be noted that the majority of residents appear to be satisfied with the area’s quality of life .

Part 2—Points to Consider

- Four major implementation themes were identified: concept, land use, and design standards; Horizon West Town Center; infrastructure development and financing; and administrative monitoring.
- Land use and design standards have been difficult to implement, due to conflicting goals and a general lack of time designated for project review.
- Horizon West Town Center is likely to face competition from other developments in west Orange County when it starts developing its non-residential acreage.
- It has been difficult to identify funding sources and partners to build the transportation network.
- The effectiveness of the APF and TDR ordinances needs to be evaluated.

A list of Horizon West Implementation Requirements

Future Land Use Element Policy	Requirement*	Deadline in Policy
FLU4.1.3	Adopt an ordinance establishing a Master Utility and Transportation Network and a funding approach for the installation of the segments of the network benefitting Town Center	Before any Planned Development (PD) in the Town Center is approved
FLU4.1.13	Evaluate the effect of the Transfer of Development Rights (TDR) Program upon the average minimum density	January 1, 2011
FLU4.1.16	Incorporate Town Center design criteria into the Land Development Code	Within one year of the adoption of the Town Center SAP
FLU4.3.14	Consider the establishment of a Special Taxing District for Lakeside Village for the construction and maintenance of common open space, civic uses, and adequate public facilities	N/A
FLU4.6.16	Consider the establishment of a Special Taxing District for Village of Bridgewater for the construction and maintenance of common open space, civic uses, and adequate public facilities	N/A
FLU4.8.5	Amend the Village Land Use Classification’s Implementation, Adequate Public Facilities (APF), and TDR Provisions of the Orange County Code to incorporate the requirements for the Town Center SAP	January 2011
FLU4.8.10	Include provisions in the Town Center Development Code that allow for transfer of development units within and between proposed Town Center Neighborhoods	N/A
FLU4.10.1	Consider the use of special financing mechanisms in Town Center for the construction and maintenance of common open space, civic uses and public facilities required to support development	N/A
FLU4.12.8	Adopt and apply “Dark Sky” lighting standards for all development within Town Center	N/A
FLU4.12.8	Adopt a developers agreement addressing planning, funding, and scheduling of design, permitting, right-of-way acquisition, and construction of five specified roadway segments	Before any Planned Development (PD) in the Town Center is approved
FLU4.15.4**	Consider the establishment of a MSTU or MSBU for Village H for financing the construction and maintenance of common open space, civic uses and Adequate Public Facilities required to support development **	N/A
FLU4.17.10	Amend the Village Land Use Classifications Implementation, APF, and TDR Provisions of the Orange County Code to incorporate the requirements for the Village F SAP, “if deemed necessary”	January 31, 2007
FLU4.18.15	Consider the establishment of a Special Taxing District for Village F for the construction and maintenance of common open space, civic uses, and adequate public facilities	N/A
FLU4.18.16	Amend the APF Ordinance to provide repayment to those property owners who have provided more than their required APF acres needed to develop their property, and as a result, have excess APF credits	N/A
FLU4.18.17	Amend the APF Ordinance to create provisions to reimburse Village F property owners constructing or funding initial master infrastructure, through a pro-rata, fair share cost and carrying plan, which may include reimbursement to a designated escrow agent	N/A
FLU4.21.15	Consider the establishment of a Special Taxing District for Village I for the construction and maintenance of common open space, civic uses, and adequate public facilities	N/A
FLU4.21.16	Amend the APF Ordinance to provide repayment to those property owners who have provided more than their required APF acres needed to develop their property, and as a result, have excess APF credits	N/A
FLU4.21.17	Amend the APF Ordinance to make provisions for reimbursement to Village I property owners constructing or funding initial master infrastructure, through a pro-rata, fair-share cost and carrying plan	N/A

*Note: Various policies require conveyance of park and school sites by developer’s agreement prior to Planned Development approval within Villages (ex. FLU4.18.9 for Village F). These policies are not included in this table for brevity.
 **Note: FLU4.15.4 states “may consider”; all other policies in this table state “shall” relative to the requirements of each policy.

3. THE FUTURE OF HORIZON WEST

The last part of this document summarizes the history of the Horizon West project and issues related to project implementation, and offers some insight into the challenges identified during the data analysis and through the various outreach efforts.

3.1. Putting the Past in Perspective

Horizon West is the result of several events and ideas that came together during the past fifteen years. These include the freezes that decimated the local citrus industry and the population changes in the County and region. Public officials and other project supporters reacted to these events by promoting new communities that embodied traditional and sustainable values and principles, including pedestrian-friendly environments and the mix of land uses and building types. They also proposed a series of new methods and processes, such as the SAP process, to implement the Horizon West vision. It is important to consider all these factors, including the challenges of greenfield development and new models for the development industry, to be able to fairly evaluate Horizon West. The following section discusses these events and ideas in more detail and describes how they affected the project.

What is Horizon West?

Horizon West has been shaped by the interaction of historical, political, and economic factors. For the purposes of this section, these factors have been divided into three main categories: historic, value-driven, and technical. The historic factors include the events that preceded and occurred during the construction of the first Horizon West neighborhoods. Most of these events were beyond Orange County's control. The value-driven factors include all the ideas and values behind the principles of the Horizon West project. Finally, the technical factors include the procedures created to implement the Horizon West project.

Historic Factors

The main event that led to Horizon West was the depletion of Orange County's citrus industry. Losing its iconic industry was certainly difficult for the residents of west Orange County. Besides the Disney theme parks, the area lacked major employers. The area's property owners then turned to another major industry for investment: home building. Soon, several

property owners who lost their citrus groves sought to develop their land. The pressure for growth in the area was certainly compounded by the demographic and housing booms of the past fifteen years. Orange County added just over 200,000 residents between 1990 and 2000, and an estimated 30,000 residents per year since that time. This population growth led to an increase in the demand for new homes in Orange and its adjoining counties. Moreover, the housing boom that started in 2005 and the subsequent increase of housing prices that followed created a need for affordable housing in the County, which led to the numerous townhome communities in the area. Horizon West became an attractive place to develop, because of its newness and its location. The Western Beltway (SR 429) provided good access to the downtown Orlando and to the City of Apopka from S.R. 408. Several of the Lakeside Village communities were located next to the Town of Windermere, which added a certain prestige to the area. The area's proximity to the theme parks also made it an attractive location.



An example of a new Horizon West townhome development next to the existing orange grove

Economic, demographic, and location factors made the Horizon West area ripe for development. However, the pre-Horizon West land use patterns would have led to disconnected ten-acre "ranchette" subdivisions. The area's proximity to the Disney theme parks and the International Drive Corridor made this a poor development alternative for the area. To prevent this alternative, County staff and a collection of property owners known as Horizon West, Inc., began a conceptual plan for the area in 1993 to promote a better development pattern and urban form.

Values-Driven Factors

The 1995 Horizon West Study Report described the proposed plan as an

alternative to conventional urban sprawl that addressed growth issues by providing opportunities for an integrated community based on the principles of sustainability, housing affordability, transit readiness, job-housing balance, and neighborhoods supported by schools, shopping and services. The community's design principles were influenced by two planning movements: the Garden Cities model and the Neighborhood Unit concept. The main idea of these two movements is the opposite of the predominant Euclidean Zoning model (that promotes separation of uses) as both of the movements encourage creation of self-contained communities with residential areas supported by a school and neighborhood-serving commercial and amenities.

While both of these planning models are still very influential, they counter the prevalent suburban development model in unincorporated Orange County, which has made it difficult to implement the original Horizon West concept. As discussed previously, in some cases obtaining school sites and financing their construction has been a complicated process. Another issue has been the development of the neighborhood commercial sites, which, similar to regular suburban developments, are being located next to arterial roads. This challenge is articulated by District 1 Planning and Zoning Commissioner Rick Geller, who notes that

"The challenge comes from suburban conventional developers who do not know how to denote from what they have been doing for the past 30 years. (In the Lake Burden Neighborhood Center), County Road 535 acts as a barrier so you need to get on the car to travel across the street. The challenge is that commercial developers want highway visibility. Highway visibility rules the development model. (Therefore), we don't have a true neighborhood center yet (in Horizon West)" (R. Geller, personal communication, October 21, 2010).

Several residents expressed similar concerns about the area's high level of traffic and motorist's speed. When prompted what could be changed about Horizon West, one of the survey respondents mentioned "the ability for kids to walk or ride their bikes to school without contending with 55 mph traffic" (Horizon West Residents Survey, September 2010).

The proponents of Horizon West intended to create pedestrian-oriented communities within which automobiles would be relegated to the rear of the properties. However, this principle proved problematic during the implementation of the project because the greenfield area lacks major employers making the car still a necessity in Horizon West.

Most residents were also extremely critical of the separation of land uses in Horizon West. The Horizon West concept stated that commercial activities were to be concentrated and located within 1/2-mile of most residences. However, Horizon West's commercial sites are not designed at a neighborhood level that would allow or encourage walking. When asked where they walked, 51.9 percent of the residents surveyed answered that they did not walk anywhere (Horizon West Resident Survey, 2010). Survey respondents also expressed concerns about the lack of sidewalks and amenities like shops and restaurants within a walking distance. One of the respondents even brought up Horizon West's original concept when he asked "Where are the villages?" (Horizon West Residents Survey, September 2010).

Another design concept implemented in Horizon West is the mix of lot sizes within each neighborhood. According to the Lakeside Village SAP, the neighborhoods "should contain a diversity of housing types to enable citizens from a wide range of economic levels and age groups to live within its boundary" (1997, p. 10). Equity is a principle long held by the planning profession that promotes diversity as a way of creating better communities. A diverse community would consist of estate homes, single-family homes, and apartments. While some of the first communities in Horizon West embraced this concept, the current housing bust has eroded the implementation of this goal. According to David Heath, Former Deputy County Administrator, some developers are repositioning projects in a way that could create inconsistencies through development incompatibilities. For example, a project may have a mix of single-family homes, townhomes, and multi-family units. Because of market changes, the demand for townhome development has been diminished in favor of greater multi-family activity. This sometimes create a conflict with the single-family home owners in the area because there is no transitional use between the single-family and multi-family units (personal communication, October 29, 2010). This case

illustrates the inherent conflict between the short term needs of development interests and Horizon West's conceptual long-term goals.

Based on long-standing planning concepts, the ideas behind the Horizon West design principles cannot be considered original. However, implementation of these principles on a large-scale greenfield development does merit calling Horizon West innovative. To achieve this vision, proponents of the Horizon West concept had to create a series of planning mechanisms. The advantages and shortcomings of the mechanisms used to implement Horizon West have helped shape the community we see today.

Technical Factors (or Planning Tools)

Horizon West helped inspire Florida's adoption of the sector planning model as an alternative to the existing Development of Regional Impact (DRI) process. The Florida Legislature adopted Statute 163.3245, Optional Sector Plans, in 1998, which gave the former Florida Department of Community Affairs (DCA) the right to enter into agreements to authorize local governments to prepare plans that are not subject to the DRI thresholds.

Project Outreach

As part of the implementation evaluation and analysis, this retrospective included an extensive outreach component to gather the insights of stakeholders who had vested interest in the success of Horizon West. These people were divided into three main groups: public officials, developers and area land owners, and Horizon West residents. The methods used to reach out to the different groups varied and are discussed in more detail below.

Public Officials

The Public Officials group consists of people that were either involved in the development of the Horizon West concept or that are currently evaluating projects in the area. Staff conducted 16 individual interviews with staff from County Administration and the Growth Management, Public Works, Fire Rescue, and Community and Environmental Services Departments. In addition, staff interviewed the current District 1 Planning and Zoning Commissioner. The interview consisted of ten open-ended questions based on the findings of the existing conditions and document analyses. The first set of questions asked the interviewees about their experiences working with Horizon West, in the context of the

plan concepts and their implementation. The next part of the discussion asked about the future prospect of Horizon West. The main objective of this outreach was to learn if Horizon West has differed from its original intent, how it has evolved and would continue to grow, what types of variances are requested by project applicants, among others.

Builders and Developers

Planning staff organized a round table discussion held on November 15, 2010 to understand the perspectives of professionals developing projects or working within Horizon West. District 1 Commissioner S. Scott Boyd and Orange County staff invited land planners, developers, lawyers, realtors, and business representatives to participate in a facilitated discussion using questions similar to those asked of the Public Officials group.

Horizon West Residents

Citizen outreach included a website specifically dedicated to the Horizon West project, which provided up-to-date information about Horizon West, including resources, publications, and a list of upcoming events. To get the residents' opinions about their community, District 1 Commissioner S. Scott Boyd and Orange County staff held a Town Hall Meeting on September 28, 2010. Staff sent 3,948 invitations to the meeting using



Horizon West Town Hall meeting

mailing addresses generated from the Orange County Property Appraiser's parcel layer. The invitation encouraged residents to fill a short online survey found at the Horizon West website. Over 80 people attended the Town Hall Meeting held at Bridgewater Middle School. This meeting served as a forum to discuss the Horizon West concept with area residents and to provide an opportunity for residents to ask questions and note any concerns. In addition, a total of 109 people answered the online survey. Finally, three residents participated in a focus group after the Town Hall meeting.

Sector plans identify the natural resources in the region, avoid the duplication of the data and analysis requirements as the project moves through the entitlement process, and include intergovernmental coordination procedures. Unlike the DRI process, the sector plan also includes guidelines and principles that address urban form. Moreover, sector plans are adopted as a comprehensive plan amendment and include a public comment and consensus building stage that is not typical of the DRI process. Orange County entered into a Sector Plan Agreement with the Department of Community Affairs in December 2000.

A sector plan requires two planning processes: a conceptual, long term build-out overlay and one or more detailed specific area plan (SAP). The purpose of the SAP was to overcome the pitfalls associated with piecemeal planning and require more detailed urban design and performance standards. Most of the public officials interviewed agreed that the conceptual plan and SAP processes had several advantages. According to David Heath, Orange County's former Deputy County Administrator, "the SAP was successful in showing how the project would look like. It's positive because it gives a visualization of the standards not seen in the Planned Development Land Use Plan and it helps with infrastructure planning" (D. Heath, personal communication, October 29, 2010). However, most developers feel that the process does not allow for flexibility and can be very complex.

Based on the Retrospective project findings, there are some limitations to these processes, including that the conceptual plan is a 20 to 30 year buildout plan which does not take into account the changing needs of the market. Within the DRI process, this flexibility to change uses often is achieved by using a land use matrix. Without such a matrix for Horizon West project, developers must request comprehensive plan amendments and Planned Development Land Use Plan changes, depending on their short-term needs. One example is the pressure to develop tourist-commercial development in Horizon West. This is the kind of piecemeal planning that the sector plan wanted to prevent.

In addition, the plan did not require a buy-in from the property owners, which has certainly affected the quality of the area's development. David Heath conceded that "the biggest mistake was that the Lakeside Village SAP, which was prepared by the County, had the largest number of individual property owners. The County paid for the SAP, which created

expectations for the property owners without having them work together or embracing the concept. Villages H and I had a different process and the property owners worked together" (D. Heath, personal communication, October 29, 2010). There are more than 300 owners of vacant land in Horizon West. This fragmented ownership may continue to hinder any progress in the long term planning of the area. The lesson here is that a sector plan may only be ideal when there are fewer property owners or one property owner involved, as normally occurs during the DRI process.



Examples of housing developments in Horizon West

Horizon West does not look much different than other ex-urban communities in unincorporated Orange County. Other than the general design standards, there was not any attempt to give each of the Horizon West Villages its own personality or character. The SAP documents show extensive similarities in content and format, which did not contribute to creating an image of Horizon West as a special location within the County. The relatively quick pace of new Village approvals may also have slowed Orange County's ability to provide the necessary infrastructure. This could have been better addressed if the County had set some development thresholds that would promote the development of one Village before the next one was approved, and if some mechanisms were put in place to require development of non-residential entitlements prior to housing development, similar to the Jobs-Housing Linkage Ordinance adopted for the Innovation Way area.

Finally, the mechanism used to address waiver changes to the Horizon West projects is seen as affecting the quality of the projects. Currently, most special exceptions are handled by the Board of Zoning Adjustment (BZA). Some public officials agreed that, in retrospect, this may not have been the best way of handling this process, as opposed to forwarding recommendations to the

Planning and Zoning Commission, which approved the original Horizon West concept. Several residents during the outreach process felt that waivers are only a way for the developers to stray from the original Horizon West vision.

The difficulties in implementing Horizon West illuminate the challenges of regional-scale planning in a greenfield area. A significant issue is that the area itself does not have a strong regional context. Building complete communities in place of the destroyed citrus groves may have been the right choice at the time, but the current economic climate requires an enhanced regional-scale vision for the area.

What is Next for Horizon West?

Since its approval in 1995, Horizon West has seen several future land use amendments to add a Fourth Neighborhood to the Bridgewater SAP and to remove land from Horizon West to create the Lake Avalon Rural Settlement and develop several properties near the Four Corners Growth Center. The area has and probably will continue to change over the next fifteen years. At the moment, however, it is a collection of neighborhoods, not very dissimilar from other developments in Orange County .

The Horizon West community would benefit from having a catalytic development, such as a major employer locating in Town Center. This community will eventually provide the majority or regional commercial activity in Horizon West. Its location near S.R. 429 is also an advantage for the area. Regional commercial development, however, likely will not be seen in the short term, due to the Winter Garden Village at Fowler Groves commercial development.

3.2. Themes for Future Implementation and Monitoring

The introduction to this report defined a number of indicators to assess the extent of Horizon West's implementation and its success over time. The following section outlines themes related to project implementation and identified during the research and outreach for the project.

Program Administration

The scale and complexity of the Horizon West project (23,000 acres organized in five Villages and the Town Center) require a corresponding commitment to administrative monitoring for compliance with detailed

comprehensive plan policies, land development code standards, and developers' agreements, as well as the Adequate Public Facilities Ordinance (APFO). Ongoing monitoring responsibilities call for a comprehensive implementation strategy that might include a variety of technological support tools.

The results of the Retrospective project outreach efforts to area residents and property owners indicated the overall importance of such efforts in facilitating the concept understanding and public "buy-in." Any new and ongoing issues should be thoroughly discussed with the community. Such outreach could be done in collaboration with the Neighborhood Preservation and Revitalization Division.

Concept and Land Use Implementation

The long-range planning and development process necessary to implement the Horizon West concept is likely to take decades to unfold. As a result, some modifications to the original Horizon West concept should be considered. It should be noted that the project is subject to certain market conditions, such as continued development pressure for tourist commercial land uses to the south. In terms of implementation, efforts to decrease rate of requests for waivers and exceptions from Horizon West standards and their rate of approval should be considered.

Compact and timely development in the area could be achieved by considering a phased development strategy or adopting a trigger mechanism for future development, similar to the Jobs-Housing Linkage Ordinance adopted for the Innovation Way area. In regards to the SAP process, the residents and public officials want the County to preserve a vision for the Horizon West community formulated by the SAPs and to develop distinct place concepts that would reflect an identity for each Village. At the same time, many developers and builders, as well as some public officials, would like the development process to be less complicated.

In terms of implementation, it is important to note the extent of waivers and their overall effect on the Horizon West concept. The analysis of the projects going through the Development Review Committee (DRC) indicates that most of the projects located in Horizon West require several waivers to the Village Development Code before receiving final

approvals. This raises the question of the degree to which waivers are more or less effective in implementing design standards and project concepts. For example, the Frye Center PD (fka Lake Side Village Center) obtained ten (10) waivers prior to its final approval in 2010. Most of these waivers addressed parking and lot standards, and were granted to facilitate the development of a mixed-use project. Therefore, it is necessary to determine if the Horizon West concept and the corresponding code standards are achievable in their existing form, and if the approach to delegate the enforcement of residential design standards to homeowners' associations is working. It is important to note that most residents seem to be against granting of waivers because they believe that waivers encourage deviation from the original Horizon West concept and community's vision for the area.

Finally, in order to ensure smooth project development, all planning tools related to implementation of the Horizon West concept—including SAPs, Comprehensive Plan policies, Horizon West Village Code, and the future Town Center Code—should be evaluated for consistency. Ideally, such evaluation and potential integration of these planning tools should be done on a regular basis to reflect amendment cycles, changing demographics, economic, and market conditions, and any future legislative changes.

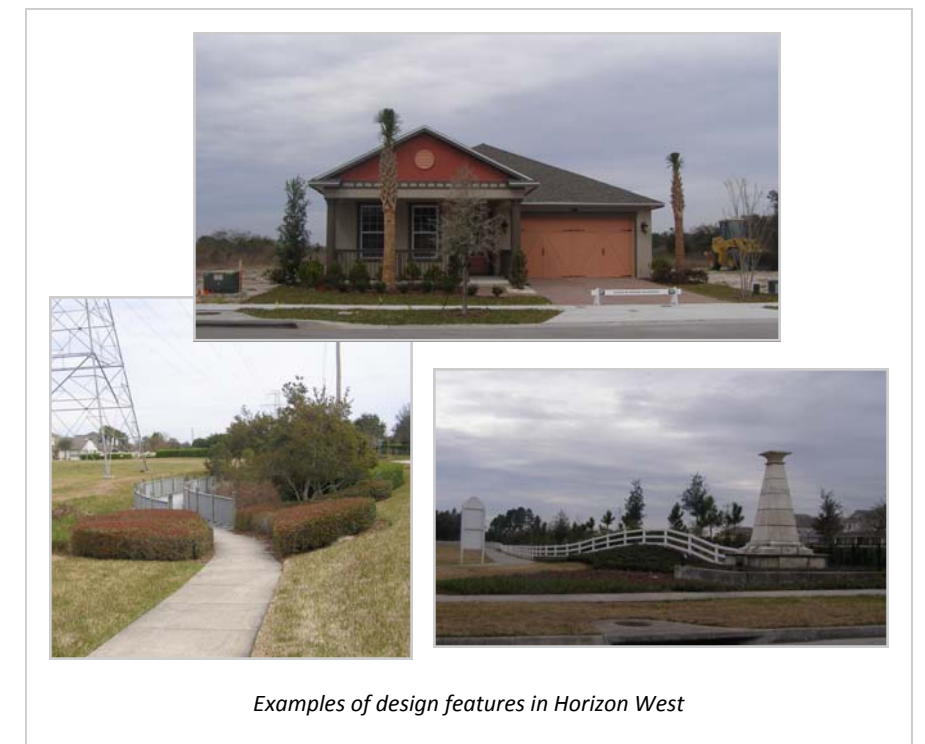
Implementation of Design Standards

According to the Development Forum's participants, the presence of multiple developers and production builders makes it challenging to maintain the original design aimed at mixing housing types in a manner that may compromise labor efficiency, material costs, and other aspects of production. In addition, quality of urban design can also vary widely based on the individual builders.

Another major concern is project density. Different stakeholder groups expressed opposite opinions on the issue of density with many residents being opposed to it, many developers convinced that a more dense housing product is not currently supported by the market demands and preferences, and most public officials being convinced that for the Horizon West project to develop to its full potential more dense development is necessary. It should be noted that any density variations from the standards established within SAPs might have an adverse effect on the school sites already designated though the SAP process. The density issue is particularly important for the future of the Town Center and its success in terms of having enough densities in the area to

support the amount of planned non-residential square footage.

Another issue related to project density is the future of the Transfer of Development Rights (TDR) program. Last evaluated in 2006, the program was found to generate close to 2,000 unused TDR credits. That evaluation indicated that while the TDR program was a promising initiative for increasing density within a particular Village and protecting greenbelts, changing regulations and market forces have had a significant effect on the program. Therefore, the program should be evaluated again in terms of its effectiveness and challenges, and possibly amended based on the results of the evaluation. Finally, the Future Land Use Element of the Comprehensive Plan calls for the TDR program



Examples of design features in Horizon West

evaluation (FLUE4.1.13), which will be conducted by a private consultant this year.

It is also necessary to evaluate development standards for commercial development in village and neighborhood centers (FLU4.1.6), including sustainability of center locations, their density and intensity. For instance, FLU4.1.6 states that the maximum Floor Area Ratio (FAR) in village and neighborhood centers, cannot exceed 0.4 FAR. In reality, two existing centers have much lower FARs. The Cornerstone at Summerport

village center has an average FAR of 0.12 and the Lake Burden/Overstreet neighborhood center has an FAR of 0.24. This indicates that project intensity should be looked at again to determine whether it is supported by current market demand.

Finally, the project outreach to public officials indicated that implementation of the design standards, which mostly takes place at the Zoning Division level, can be complicated by a lack of personnel resources and a constant demand for a timely review process. As a result, such design elements that are either made optional or are different from the typical conventional zoning designs are overlooked. The establishment of a local design review committee/group would remove the burden from the Zoning Division and place projects .

Infrastructure Development and Financing

The implementation of the Horizon West concept is based on a new development model that relies heavily on cooperation between property owners who may or may not have an incentive to work together. An absence of a master developer and a lack of existing funding mechanisms for financing of new infrastructure further complicates implementation of the concept.



Examples of unused infrastructure in the Horizon West area

The project outreach to developers and public officials made it clear that financing and development of infrastructure in Horizon West present a big challenge due to the lack of financing mechanisms in place. A number of financing strategies have already been looked at in relation to Horizon West (ex. Business Improvement District, MSTU/MSBU), but were not implemented in light of current economic conditions. Because of financial constraints there are still no common and agreeable financing

options available to developers in Horizon West. Some of the potential funding strategies could include one or a combination of the following:

- Establishment of priority funding areas;
- Phased project implementation strategy;
- “First come—first served” strategy; and
- Provision of matching grants.

Other mechanisms could include adoption of a phasing strategy for the Horizon West Villages, setting development thresholds, and establishment of adjacency requirements for infrastructure expansion. County staff is already in the process of considering several of these options.



Orange County fire station in Horizon West

Part 3—Points to Consider

- The long-range planning and development process necessary to implement the Horizon West concept is likely to take decades to unfold the project’s true potential.
- The scale and complexity of the Horizon West project require a corresponding commitment to administrative monitoring for compliance with detailed policies, code standards, and developers’ agreements, as well as implementing ordinances.
- Implementation of the project’s design principles, as well as financing and development of infrastructure in Horizon West, continue to present major challenges.
- Successful implementation of the sector planning process requires flexibility, buy-in from the community, and a commitment to project monitoring.

Take Away for Practice

To conclude, we provide a list of “take away for practice” suggestions for planners, developers, and elected officials who might consider taking on the process of sector area planning.

First, it is important to keep in mind that the sector area plan represents a long-term buildout plan for the area. Such plan could benefit from a built-in flexibility to account for changing market conditions. Proponents should evaluate the project’s regional context as a part of the vision development process.

Second, ensuring that property owners buy into the concept is essential to the project’s success and to the overall implementation of the vision. Such buy-in should be secured early in process. By the same token, the presence of multiple property owners can significantly complicate development and implementation of a sector plan. To better position a project, a municipality considering adoption of a sector plan should also be prepared to assume a greater leadership role, and, in an essence, serve more like a master developer through implementation of a stronger infrastructure incentive program while playing a more active role in the future of a sector plan project.

Finally, the scale and complexity of the sector area planning process requires a corresponding commitment to project monitoring for compliance with various regulations. A clear implementation strategy should be developed early in process and enforced thru the development of the project.



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APPENDIX A—Sample Online Survey

You are being invited to take part in a research study. Whether you take part is up to you, as participation is entirely voluntary. You have been asked to take part in this research study because you live or work in, own a business in, or have participated in planning for Orange County's Horizon West planning area.

The purpose of the research is to discover how Orange County's Horizon West planning area has been implemented in the past fifteen years. The research will be incorporated into a report titled "Horizon West Retrospective" published by the Orange County Growth Management Department, Planning Division. The research also may be used in other published Planning Division products, such as white papers and newsletter articles.

To participate in this research, you can choose to complete a short online survey.

During the survey, you will be asked to answer fifteen questions about Horizon West, and the survey will take approximately ten to fifteen minutes to complete. If you choose not to complete the survey, you can withdraw at any time, and your responses will not be included in survey results.

There is no ongoing commitment or obligation to participate in this survey and research. No compensation is available for this study, but the study can be sent to you upon request.

Study Contact for questions about the study, your rights in the study, to report a problem, or to request a copy of the study: The researchers conducting this study are staff of the Orange County Planning Division. If you need to contact the researchers after your participation in the study, please contact Alissa Barber Torres of the Planning Division at 407-836-0924 or alissa.torres@ocfl.net.

Thank you for participating in the Horizon West Retrospective study!

1. Please, identify yourself as one of the following (check all that apply):
 - I live in Horizon West
 - I work in Horizon West
 - I own a business in Horizon West
 - None of the above (please specify)
2. If you live in Horizon West, what is the name of your subdivision?
3. If you live in Horizon West, how long have you lived there?
4. What was critical to your decision to locate in Horizon West? (check all that apply)
 - Availability of amenities
 - Family in the area
 - Housing design (porches, alleys, etc.)
 - Housing price
 - Location
 - New schools or school quality
 - Proximity to Walt Disney World or other theme parks
 - Proximity to Windermere
 - Other (please specify)
5. Would you identify yourself as a resident of (check all that apply)
 - Horizon West
 - Windermere
 - Winter Garden
 - Ocoee
 - Independence
 - Summerport
 - Other (please specify)
6. Do you walk to any of the following places? (check all that apply)
 - Recreation amenities (parks, trails, playgrounds)
 - Shopping
 - School
 - Work
 - To run errands
 - None
 - Other (please specify)
7. What area amenities do you enjoy the most? (please chose one answer)
 - Biking trails
 - Walking trails
 - Schools
 - Nature preserves
 - Does not apply
 - Other (please specify)
8. In your opinion, what other amenities could Horizon West benefit from?
9. What do you like about living or working in Horizon West?
10. What do you dislike the most about living or working in Horizon West?
11. What do you feel identifies Horizon West? (please chose one answer)
 - Physical amenities (housing design, alleys, trees, etc.)
 - Location
 - Good schools
 - Natural amenities (nature preserves, trails, etc.)
 - None (Horizon West is similar to many other communities)
 - Other (please specify)
12. If you could change one thing about Horizon West today, what would that be?
13. Are there any other comments you would like to add about your experience living or working in Horizon West?
14. In 5 to 10 years, what do you expect the Horizon West community to look like?
15. Would you be interested in participating in a focus group about Horizon West to provide more feedback and exchange ideas about the area?

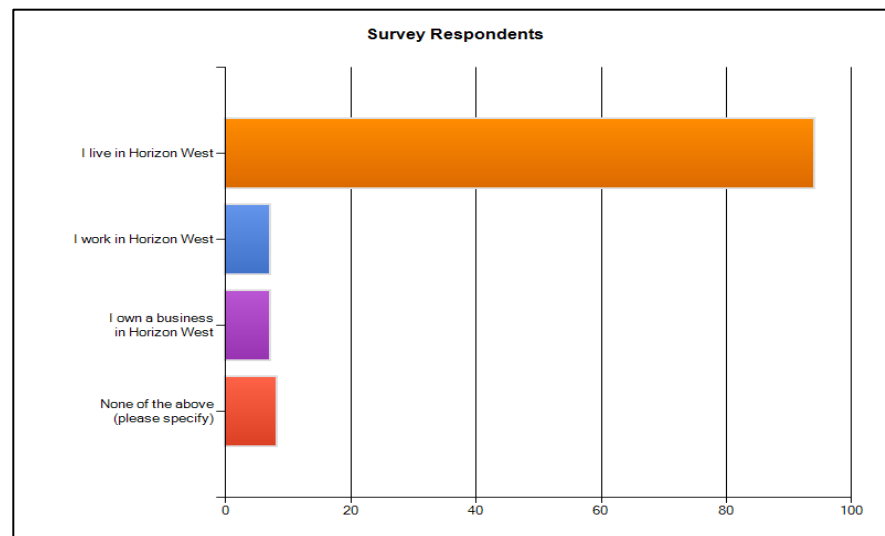
APPENDIX B—Online Survey Results

A little more than 100 people answered the Horizon West Opinion Survey, which represents about 3 percent of the total number of households that received the invitation. Responses presented below are organized in several categories to include the following: demographic characteristics, importance of place, branding of Horizon West, area amenities, and community and area vision.

Demographic Characteristics

Please identify yourself as one of the following...

The majority of the people who answered the survey were Horizon West residents (91.3%). About seven percent of the people that answered to the survey worked and owned businesses within the area. Eight respondents lived in one of the subdivisions adjacent to Horizon West, including the Lake Avalon Rural Settlement.



If you live in Horizon West, what is the name of your subdivision?

Ninety-four percent of respondents answered this question, with most respondents currently residing in the Summerport, Independence, and Thornhill subdivisions.

If you live in Horizon West, how long have you lived here?

Ninety-three people answered this question. More than half of the residents that responded have lived in the area for at least five years. Ten people have lived in the area more than ten years. Some of these people have been residing on their homes before the Horizon West concept was

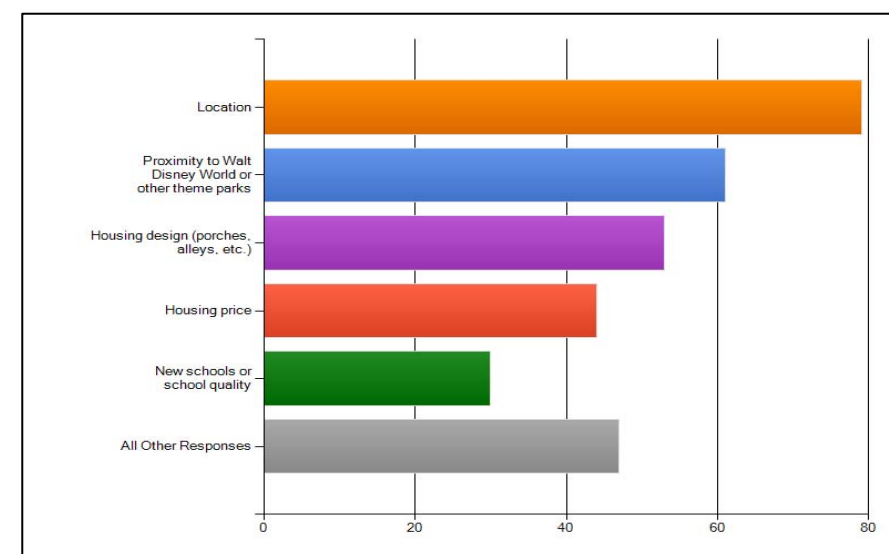
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Number of Years	Reponses
Less than one year	5
1-4 years	51
5-9 years	27
10 years and over	10

Importance of Place

What was critical to your decision to locate in Horizon West?

Eighty-eight people answered this question, and respondents could choose as many options as applied to them. The majority of them mentioned location (88%) and proximity to the theme parks (68%) as responses. Housing price and design also garnered at least 50 percent of responses. Staff also allowed respondents to name other reasons for choosing the area as their home. Twenty-seven people replied, and based on the responses, a majority of the residents that answered were long-time residents. Eleven respondents mentioned wildlife, low density, open spaces, large lots, and rural lifestyle as reasons that they bought their homes. Only three mentioned the vision or town center lifestyle as their reason. Other responses related to newness/cleanliness and natural and man created amenities.



Branding of Horizon West

Would you identify yourself as resident of Horizon West?

Ninety five people answered this question, and survey respondents were

allowed to respond to multiple options. The vast majority of residents identified with the Town of Windermere (71.6 percent). The next option was Horizon West, which gathered about 30 percent. All other options (cities of Winter Garden and Ocoee, Independence and Summerport subdivisions) received less than 20 percent of votes.

Other places mentioned but not listed in the survey include Orlando, Lake Buena Vista/Disney and Lake Avalon Rural Settlement.

What do you feel identifies Horizon West?

This question was answered by most respondents (99). This was a multiple-choice question, for which responders were only able to choose one option. While the majority of the residents mentioned that location was the main identifier (34.4%), a similar number of residents said that Horizon West was similar to other communities and had no special factors (25.3%). Natural amenities (19.2%) and physical amenities (13.1%) were also responses. There were also 15 responses to the other option. It appears that the "branding" of Horizon West, or establishing its own identity, is limited, based on these responses. One resident declared that "Horizon West" is just the name on the books. There is no lifestyle associated with the area". Another one claimed that "No one in my sub-division has any knowledge that we are a part of Horizons West, or even it exists; therefore how can it have any identity". Two of the responses mentioned that their communities are associated with Windermere. They are, however, located in unincorporated Orange County.

Area Amenities

Do you walk to any of the following places?

Ninety-six people answered this question. People were allowed to choose multiple options. Most people do not walk anywhere (54.2%) or only walk to the recreation areas (40.6%). The responses in the other section provide an insight on this answer. Most of the respondents mentioned that there is no nearby destination to walk to yet, and that the lack of sidewalks and C.R. 535, which is a major roadway, were impediments for walking.

APPENDIX B—Online Survey Results (cont.)

What area amenities do you enjoy the most?

Ninety-two people answered this question. Respondents could only choose one option. There was not a predominant answer. Walking and nature preserves had 24 percent of the vote. Twenty-two percent of respondents said that this question did not apply to them. Seventeen people answered the other option, but there was no clear theme to the responses.

In your opinion, what other amenities could Horizon West benefit from?

This was an open-ended question, and it was answered by 79 people. Staff received multiple answers, but the dominant themes in the order of importance were retail services (especially a gas station) with over 30 people, trails (bike paths or walking trails), parks, natural areas/open space, high school, and traffic improvements.

Community and Area Vision

What do you like about living or working in Horizon West?

This was another open-ended question, which was answered by eighty-four people. Some of the major themes in the order of importance were location/proximity, peace/quiet/safe, and neighbors/neighborhood.

What do you dislike the most about living or working in Horizon West?

This was another open-ended question that was answered by 85 people. The overwhelming theme of responses was traffic and roads with 37 responses. Nine residents mentioned the lack of nearby shopping destinations. A number of responses reflected the current economic downturn and housing crisis by mentioning foreclosures, abandonment, housing vacancies, and lower property values.

If you could change one thing about Horizon West, what would that be?

This was an open-ended question, and it was answered by 92 people. Six people urged for the project to keep its original vision and avoid variances to the development, and two asked for a return to the village concept established for the area. Sixteen had comments on the plan, with more positive than negative replies. Others wanted the Town Center or other commercial development. Few respondents mentioned the need for a high school and roadway improvements.

Are there any additional comments you would like to add about your experience living or working in Horizon West?

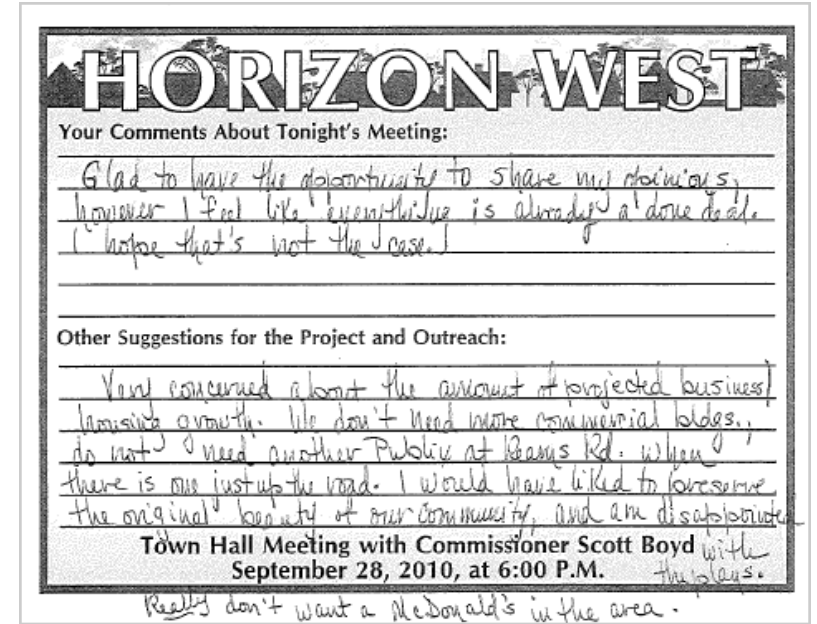
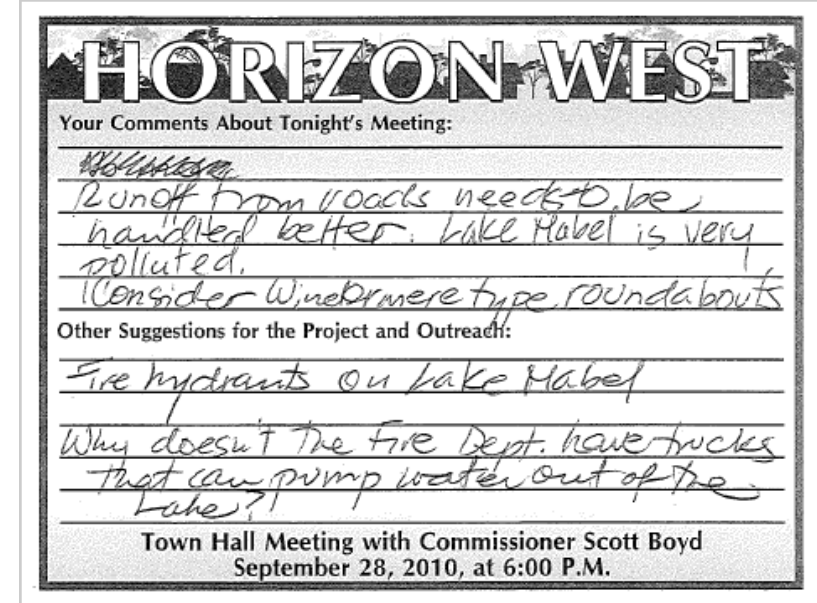
This was an open-ended question that was answered by 53 people. There were nineteen responses that included the word develop/developer/builder. Most of these respondents wanted the infrastructure to be developed before allowing new houses to be built or wanted to hold the builders accountable to the original plan. Twelve of the respondents were very positive about their neighborhood and community. Twelve respondents mentioned that traffic or roads as a concern. Three mentioned density as a problem, among other responses.

In 5 to 10 years, what do you expect the Horizon West community to look like?

This was an open-ended question that was answered by 87 people. The answers varied. Some of the respondents mentioned a specific place, such as Celebration, Windermere, Baldwin Park, Dr. Phillips, Hunters Creek, and Manhattan, NY. Other responses can be classified according to the adjectives. Five respondents hoped that it would be a complete project or that it will be completed. Eight mentioned that it would stay the same. Three expected it to look like urban sprawl. Seventeen people hoped that Horizon West will become a community.

APPENDIX C—Town Hall Meeting Summary of the Comment Cards

Your Comments about Tonight's Meeting	Other Suggestions for the Project and Outreach	Back of Card
The meeting location was difficult to find and not convenient. Be prepared for questions, have miscellaneous or repeated questions, have maps with laser pointer so all can benefit from what is shown. Speakers who answer question should introduce themselves.	We are very concerned about traffic on 535 from Winter Garden Village to Reams/Ficquette. Traffic is already congested particularly, am/pm (work traffic and construction underway has taken years thus far and seems it will continue for many years with little to no relief (not keeping up with growth and traffic patterns). Appreciate attention placed on this issue.	N/A
The plan looks good. Please stick with the plan.	Where are the bike trails in Lakeside Village?	N/A
I appreciate the interaction with the community and allowing communication.	N/A	N/A
Can't wait for all the asphalt, shopping centers, traffic, traffic lights, intersections, houses. Thank for ruining nature, all these green we have now is really ugly, not to mention deer, cranes who want them?	N/A	N/A
Thank you for the opportunity to express our concern and opinions. We should continue to have these on a regular basis.	With the number of foreclosures and unoccupied properties, we should hold the growth in the area until at least we have reached occupancy capacity of the existing residences. In addition, we should rezone areas that are currently planned as commercial to be green areas to keep our quality of life and beauty of the area from continuing to degrade.	N/A
KB Homes should supply or the county should provide.	KB Homes should supply or the county should provide.	N/A
Glad to have the opportunity to share my opinions; however, I feel like everything is already a done deal. I hope that's not the case.	Very concerned about the amount of projected business and housing growth. We don't need more commercial buildings, do not need another Publix at Reams Rd. when there is one just up the road. I would have liked to preserve the original beauty of our community, and am disappointed with the plans. <u>Really</u> don't want a McDonald's in the area.	N/A
You did not address what rights, remedies or input the community has with respect to the development of HW.	Community feedback and <u>VOTES</u> .	N/A
What can we do to fix this!!!	Orange County and Orange County Schools need to get on the same page—school district works on their own agenda—disregarding safety and previous comp plan.	Donate 535 School site to Parks and Recreation. Dept for Park.
Run off from roads need to be handled better. Lake Mabel is very polluted. Consider Windermere type roundabouts.	Fire hydrants on Lake Mabel. Why doesn't the fire department have trucks that can pump water out of the lake?	N/A
I was impressed that the (F)ire chief and (P)olice chief were here to answer questions. I totally appreciated Scott Boyd hosting this meeting. I liked the hand-outs, they were very helpful.	Continue to have these meetings and expand the Focus Group Meeting Discussions.	N/A
Difficult to hear with all the machines in the cafeteria running.	N/A	N/A
Information provided (is) too vague and lacks clarity about specific plans on the horizon. Community worried about reduction of nature and lowering of income demographic.	Reach out to the HOA boards to garner greater community feedback and involvement.	N/A
Lakeside Condos at Lakes of Windermere median openings and access to CR 535. Missing link off of re-aligned Reams Rd.	N/A	N/A
No addressing of what happens to the wildlife in the area when HW becomes <u>OVER</u> developed.	Also—didn't address specific standards for developments—for a premiere community—should have standards regarding neighborhood appearance and grounds maintenance.	N/A
N/A	N/A	Two high school sites. 535 east side, not approved. Village F.
N/A	N/A	Need post office information.
N/A	N/A	Disney's Golden Oaks



Examples of comment cards from the Horizon West Town Hall meeting



APPENDIX D—A List of Interviewed Public Officials

Interviewee	Department/Division/Organization	Title
Chris Testerman	Orange County Administration	Director of Intergovernmental Relations
David Heath	Orange County Administration	Former Deputy County Administrator
John Smogor	Orange County Planning	Planning Administrator
James (Jim) Ward	Orange County Planning	Chief Planner, Urban Design
Diana Almodovar	Orange County Development Engineering	Manager
Brian Sanders	Orange County Transportation Planning	Project Manager
Renzo Nastasi	Orange County Transportation Planning	Manager
Bob Windom	Orange County Zoning	Chief Planner, Project Review
Rocco Relvini	Orange County Zoning	Chief Planner, BZA Coordination
Carol Hossfield	Orange County Zoning	Chief Planner, Permitting
Gean Olin	Orange County Office of the Fire Marshall	Assistant Manager, Plans Review
Richard S. Geller	Orange County Planning and Zoning Commission	District 1 Representative
James (Jim) Harrison	Orange County Growth Management	Director
John Geiger	Orange County Environmental Protection	Engineer III
Andrew (Drew) DeCandis	OCPS, Planning and Governmental Relations	Senior Director

APPENDIX F—Developers Forum Participants

List of Attendees

Jeff Sedloff	June Engineering Consultants
Frances Pignone	NOA
Mike Holbrook	Bowyer Singleton & Assoc.
Scott Boyd	Orange County, District 1
Stina D’Uva	West Orange Chamber of Commerce
Butch Allen	Summerport Land
Mike Bobroff	Metro Orlando EDC
Bruce Gerlander	OCWG Holdings
Richard Jerman	Jen Florida
Bill Tew	Pulte Home Corp.
John Percy	AECOM
Amyr Meghani	Chancellor Investments
Don Phillips	Story Properties, LLC
Paul Sexton	Sexton Realty Advisors
Chip Webb	Tramell Webb Partners
Todd Duncan	Health Central
Fred Kittinger	University of Central Florida
Dan O’Keefe	Shutts & Bowen
Kendell Keith	Planning Design Group
Kurt Ardaman	Fishback Dominick, LLP
Doug Bowdoin	
Ed Hampden	Tallman Development Co.
Debbie Clements	Progress Energy
Tanja Gerhartz	City of Winter Garden
Gloria Seigel	Florida Golf and Beaches
Karan Freeman	Florida Golf and Beaches
Andrew DeCandis	OCPS
Chris Testerman	Orange County Administration
Olan Hill	VHB Miller Sellen
Jim Sellen	VHB Miller Sellen
Rick Baldocchi	Orange County, Planning & Zoning Commission
Virginia Whittington	Orange County, Planning & Zoning Commission
Momtaz Barq	Terra-Max Engineering
Matt O’Brien	Pulte Home Corp.
David Heath	Orange County Administration

Renzo Nastasi

Orange County Transportation Planning

Planning Staff

John Smogor

Orange County Planning

Jay Sargent

Orange County Planning

Alissa Barber Torres

Orange County Planning

Jim Ward

Orange County Planning

Jennifer Bryla

Orange County Planning

Luis Nieves-Ruiz

Orange County Planning

Althea Jefferson

Orange County Planning

Susan Caswell

Orange County Planning

Janna Souvorova

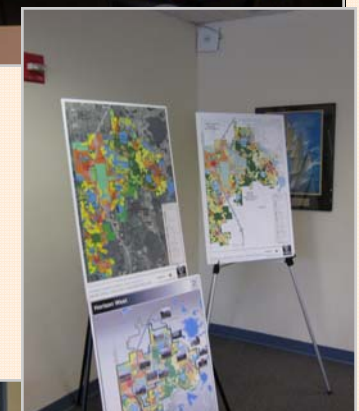
Orange County Planning

Horizon West Developers Forum



Developers Forum participants: private sector representatives, public officials, and Orange County employees

November 15, 2010





APPENDIX E—Public Officials Interview Script

Protocol Title

Horizon West Retrospective

Researchers (Listed Alphabetically)

Jennifer Bryla, AICP, Principal Planner, Orange County Planning Division

Luis Nieves-Ruiz, AICP, Senior Planner, Orange County Planning Division

Manan Pathak, Principal Planner, Orange County Planning Division

Janna Souvorova, Senior Planner, Orange County Planning Division

Alissa Barber Torres, AICP, Chief Planner, Orange County Planning Division

Researcher Focus Group and Interview Script and Questions

Thank you for your willingness to take part in this discussion and to participate in this research. The purpose of this discussion today is to discuss some of the experiences you had working with or developing in the Horizon West area. This discussion would help identify aspects of Horizon West that have worked well or changes that could be made to help improve the project. That is the subject of this research and part of our conversation today.

As a participant in this research, you may request that your identity remain confidential.

Do you want to this interview's comments to remain confidential?

Yes

No

For our discussion today, we will begin our conversation with a series of questions about your experience working with Horizon West. Please feel free to interject to make comments or ask questions through the process. *(Researcher, please note if there are any themes that come out of the conversation and feel free to ask additional questions not posted here.)* What has your experience been like working with or developing in Horizon West?

1. Would you say that Horizon West developments provide some competitive advantages in comparison to other projects in the area/ Orange County? If so, what are they (advantages)?
2. What design/development factors would you consider to be successful in Horizon West? What you consider to be the most challenging in implementing the Horizon West concept?
3. Do you think the SAP process was successful? Why? If not, how can it be improved?
4. Are there any comments you hear from development community about the Horizon West experience?
5. If you could change one thing about Horizon West today, what would that be?

These next set of questions focuses on the future and potential of the Horizon West area.

6. When do you think Horizon West will develop to its full potential?
7. Are there other projects in Central Florida you would like Horizon West to be similar to? Why?
8. Does Horizon West need to change in the future? If so, how?
19. In 5-10 years, what you expect the Horizon West community to look like? (good/bad/change is needed)

APPENDIX J—Developers Forum Script

Thank you for your willingness to take part in this discussion and to participate in this research to discuss your experiences working with or developing in Horizon West. This discussion will help Orange County identify aspects of Horizon West that have worked well or changes that could be made to help improve the project.

As participants in this research, you may request that you not be quoted or have comments attributed to you in our final report. Please let our staff know before leaving the meeting today if you would like your comments to remain confidential.

To start our discussion, please introduce yourself and briefly state your familiarity with the Horizon West concept.

Thank you. For our discussion today, we will begin with a series of questions about your experience working with Horizon West.

1. What has your experience been like working with Horizon West, relative to design, development, and implementation?
2. Do Horizon West developments have competitive advantages compared to other Orange County developments? If so, what are they?
3. Do you think the SAP process was successful? Why or why not?
4. When do you think Horizon West will develop to its full potential?
5. Are there other projects in Central Florida you would like Horizon West to be similar to? Why?
6. If you could change one thing about Horizon West today, what would that be?
7. Are there any comments you hear from others in the development community about the Horizon West experience?

OPTIONAL questions (if time permits)

8. Does Horizon West need to change in the future? If so, how?
19. In 5-10 years, what you expect the Horizon West community to look like? (good/bad/change is needed)

Developers Forum
 November 15, 2010 HORIZON WEST

Map of Developments within Horizon West

List of Subdivisions within Horizon West

- GASA DEL LAGO
- EDEN ISLE
- EDEN'S HAMMOCK
- ENCLAVE AT BERKSHIRE PARK
- GRANDE PINES
- HICKORY LAKE ESTATES
- ISLES OF LAKE HANCOCK
- JOINER GLENN ESTATES
- KEENES POINT
- LAKE AVALON GROVES
- LAKE BURDEN SOUTH
- LAKE CAWOOD ESTATES
- LAKE HANCOCK SHORES
- LAKE MARIE SHORES
- LAKE SAWYER SOUTH
- LAKE REAMS TOWNHOMES
- LAKE WINDERMERE BEACHES
- LAKE WINDERMERE
- LAKE WINDERMERE CONDO
- MERRICK LANDING
- MOUNTAIN PARK ORANGE GROVES
- NEWBURY PARK
- ORANGE COVE AT LAKE WINDERMERE CONDO
- PRESTON SQUARE
- PROVIDENCE
- SHELL POND ESTATES
- SIGNATURE LAKES
- SOUTHBRIDGE VILLAGE
- SUMMERLAKE
- SUMMERPORT
- SUMMERPORT VILLAGE CENTER
- TENNISON PARK AT SUMMERPORT
- THORNHILL
- WICKHAM PARK
- WOODBRIDGE ON THE GREEN

Source: Orange County Planning Division, 2010

HORIZON WEST

Developers Forum
 Monday, November 15, 2010
 9:30 am
 Disney Entrepreneur Center
 Training Room 2

9:30 a.m. – Introductions and Welcoming Remarks
Susan Caswell, AICP, Planning Manager

9:40 a.m. – Horizon West Group Discussion
Facilitator—Althea Jefferson, AICP, Planning Administrator

10:50 a.m. – Concluding Questions, Comments, Remarks

11:00 a.m. – Adjournment

ORANGE COUNTY GOVERNMENT

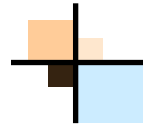
APPENDIX K—Distribution of Vacant, Agricultural, and Residential Land by Property Use Codes

Distribution of Vacant and Agricultural Land by Property Use Code			
Code	Description	Parcels	Acreage
0	Vacant Residential	6	33
1	Vacant Residential	1,362	1,204
4	Vacant Condo	4	2
19	Vacant Home Owners Association	500	1,287
30	Vacant Water	198	381
35	Vacant Lake View	9	3
1000	Vacant Commercial	9	33
1003	Vacant Multi-Family (10 Units Or More)	1	1
1019	Vacant Commercial Association	3	21
5400	Timberland - Site Index 90 And Above	14	246
5420	Timberland Class I - Slash Pine/Planted/Western Sandy Ridge	22	1,314
6100	Grazing Land - Improved Pasture	27	2,677
6101	Grazing Land - Improved / Hay Production	4	572
6200	Grazing Land - Semi-Improved Pasture	4	579
6300	Grazing Land - Native Pasture	5	463
6600	Miscellaneous Orchard / Grove Fruit	2	113
6611	Orange Grove - 11 To 15 Yr Eff Age - Starting To Produce	10	225
6612	Orange Grove - 16 To 20 Yr Eff Age - Producing Economically	14	1,336
6613	Orange Grove - 21 To 25 Yr Eff Age - Producing At Highest Level	12	1,731
6614	Orange Grove - 26 To 30 Yr Eff Age - Producing Well	6	220
6615	Orange Grove - 31 To 35 Yr Eff Age - Starting To Decline	1	19
6623	Grapefruit Grove - 21 To 25 Yr Eff Age - Producing At Highest Level	1	35
6632	Mixed / Spec Grove - 16 To 20 Yr Eff Age - Producing Economically	1	112
6801	Horse Farm - Bred Mare Operation	1	40
6900	Ornamental Landscape Plants / Trees	2	47
6930	Container Nursery - Above Ground Open, Shaded Or Greenhouse	1	33
7000	Vacant Institutional	8	7
9500	Submerged	3	12
9520	Lake	13	283
9600	Wasteland	17	359
9900	Non Agricultural Acreage	104	3,262
9930	Conservation/Wetland	2	64
9990	Future Development	31	94
Total		1,632	16,808

Source: Orange County Property Appraiser Data Analysis performed on September 17, 2009. The following DOR codes were assigned among the Vacant, Residential, and Institutional land use categories based on their location within Horizon West and proximity to similar uses: Wasteland (9600), Non Agricultural Acreage (9900), and Conservation/Wetland (9930).

Distribution of Residential Land by Property Use Code			
Code	Description	Parcels	Acreage
100	Single-Family	14	43
101	Single-Family	3,121	762
102	Single-Family Class Ii	228	251
103	Single-Family Class Iii	21	35
119	Improved Home Owner Association	25	41
120	Townhouse	1,420	106
121	Class Ii Townhouse	64	6
130	Single-Family Residential - Lake Front	73	202
131	Single-Family Residential - Canal Front	1	4
200	Manufactured Home	10	65
301	Apartment-Low Income Housing Tax Credit	2	51
310	Modern Apartment Complex	7	34
400	Condominium-Residential	60	1
499	Condominium Association	18	23
812	Duplex	1	2
3400	Recreational Meeting	1	5
9520	Lake	9	99
9530	Pond	3	13
9770	Recreation Tracts	1	0
9900	Non-Agricultural Acreage	2	9
Total		5,081	1,753

Source: Orange County Property Appraiser Data Analysis performed on September 17, 2009. The following DOR codes were assigned among the Vacant, Residential, and Institutional land use categories based on their location within Horizon West and proximity to similar uses: Wasteland (9600), Non Agricultural Acreage (9900), and Conservation/Wetland (9930).



APPENDIX K—Distribution of Non-Residential and Institutional Land by Property Use Codes (cont.)

Distribution of Non Residential Land by Property Use Code			
Code	Description	Parcels	Acreage
1600	Community Shopping	3	12
1700	Office Buildings	1	4.1
2300	Financial Building/Bank	1	0.9
2500	Flex Space	1	40
2510	Telecom/Data Center	1	2
4800	Warehousing	3	121
4900	Open Storage	1	36
Total		11	216

Distribution of Institutional Land by Property Use Code			
Code	Description	Parcels	Acreage
7100	Religious	2	55.2
8286	County Owned	4	108
8300	School	4	82
8400	College	1	155.2
8600	County (Other Than Public Schools, Colleges, Hospitals) Including Non-Municipal Govt.	43	738
8620	Utility, Gas, Electricity, Communications, Water & Sewer (Public)	33	1,331
8650	Stormwater / Retention / Drainage	77	249.1
8660	Landscape / Wall Buffer		
8670	Recreation Tracts: Access, Pedestrian, Bike Trails	2	5.6
8700	State (Other Than Military, Forests, Parks., Rec. Areas, Hosp., Colleges)	12	247.2
8750	Stormwater / Retention / Drainage	3	22
9400	Right-Of-Way	6	12.5
8900	Municipal (Other Than Parks, Rec Areas, Colleges, Hospitals)	16	199
3800	Golf Course	3	226
9000	Landscape/Wall Buffer	2	262.3
9100	Utility	1	3
9600	Waste Land	1	2
9900	Non Agricultural Acreage	5	130
9920	Utility, Gas, Electricity, Communications, Water And Sewer	8	0.11
Total		223	3,828

Source: Orange County Property Appraiser Data Analysis performed on September 17, 2009.

The following DOR codes were assigned among the Vacant and Residential, and Institutional land use categories based on their location within Horizon West and proximity to similar uses: Wasteland (9600), Non Agricultural Acreage (9900), and Conservation/Wetland (9930).