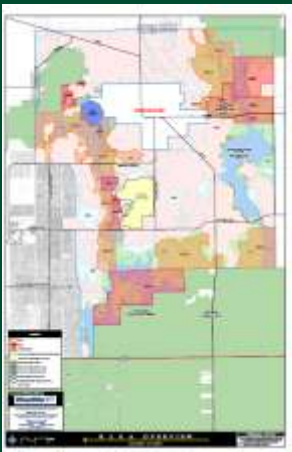


# **The Collier County Rural Lands Stewardship Overlay Five-Year Review Committee Report**

Presented to:

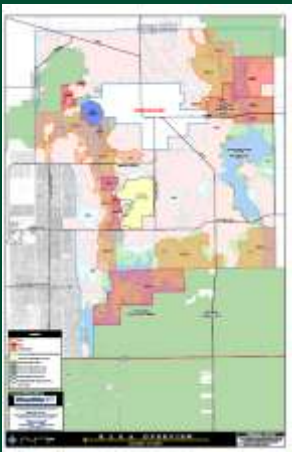
**Collier County Board of County Commissioners  
April 21, 2009**

[www.colliergov.net](http://www.colliergov.net)



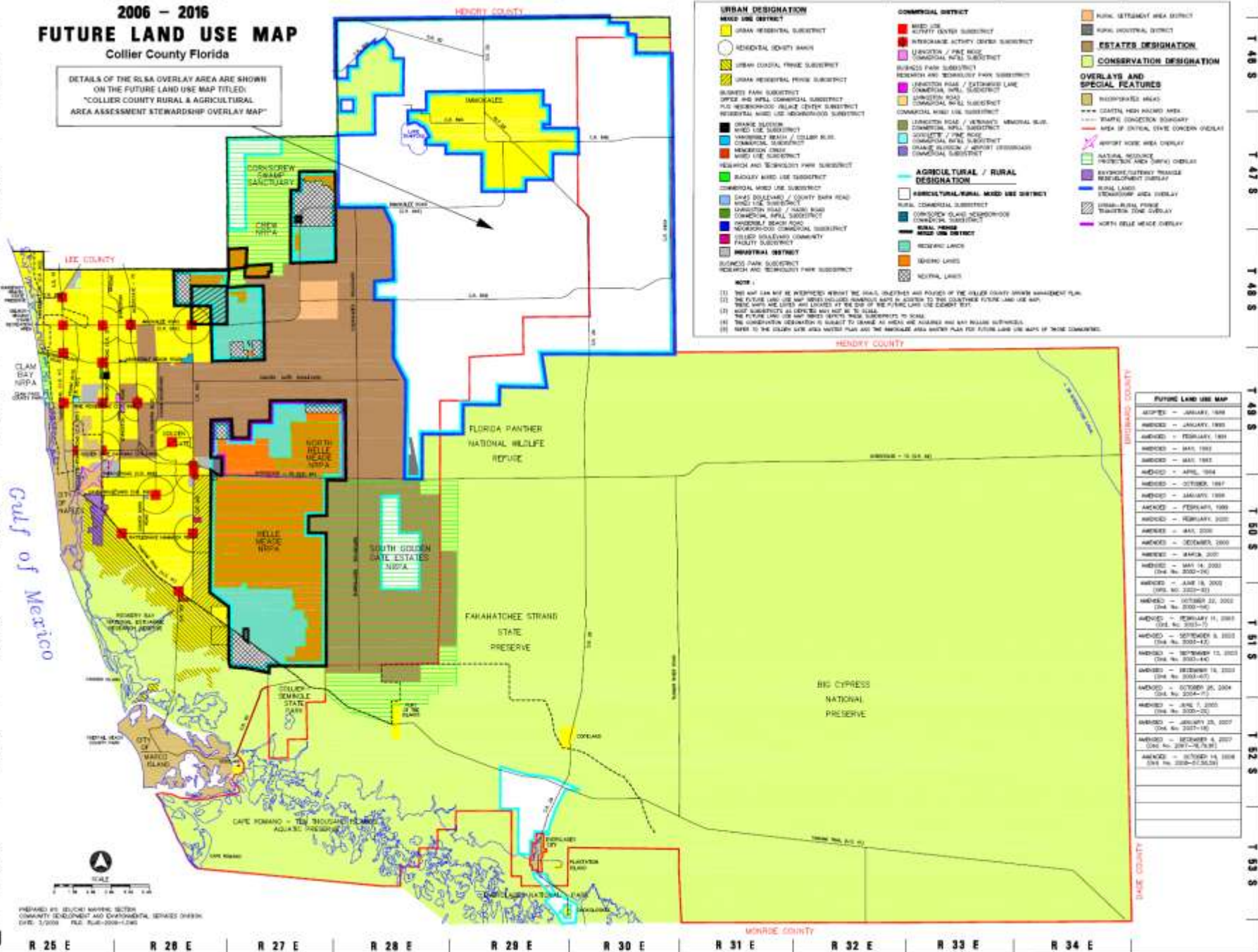
# Presentation Agenda

1. Staff Introductory Remarks
2. Committee Presentation
3. Questions and Answers



## Collier County Florida

DETAILS OF THE RLBA OVERLAY AREA ARE SHOWN  
ON THE FUTURE LAND USE MAP TITLED:  
"COLLIER COUNTY RURAL & AGRICULTURAL  
AREA ASSESSMENT STEWARDSHIP OVERLAY MAP"



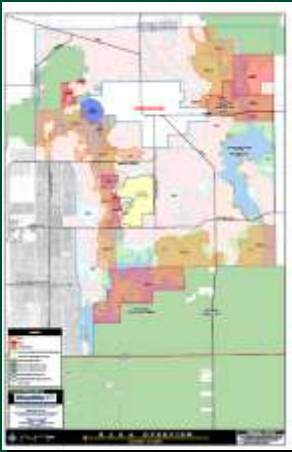
FUTURE LEASE LINE MAP	
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## Review Committee Members

Ron Hamel, Chairman	Gulf Citrus Growers Association Executive Director
Neno Spagna, Vice Chairman	Land Planner and Golden Gate Citizen
Brad Cornell	Collier County Audubon Society and Audubon of FL Policy Advocate
Gary Eidson	Former North Naples Activist and Former Chair of Citizens Transportation Coalition of Collier County
David Farmer	Land Planner, Engineer, ULI Vice Chair, Golden Gate Estates HOA Vice President
Jim Howard	Glassratner Consulting
Tom Jones	Barron Collier Companies Vice President
Bill McDaniel	Corkscrew Island Neighborhood Association President, Mining Excavator
Tammie Nemecek	Economic Development Council President
Fred Thomas	Immokalee Activist and Former Housing Authority Executive Director
Dave Wolfley	Member of the Collier County Planning Commission

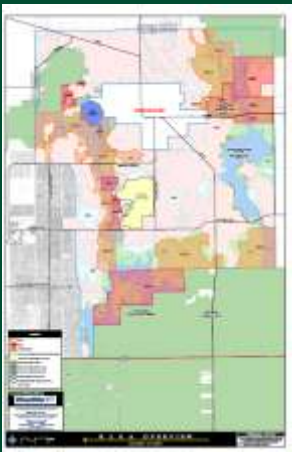
# Functions, Powers and Duties of the Review Committee (BCC Resolution 2007-305A)

1. Review data concerning the participation and effectiveness of the Overlay meeting the Goal Objective and Policies of the FLUE of the GMP;
2. Review the RLSA Overlay and make recommendations to increase the effectiveness of the Overlay;
3. Assist in determining the most effective venues and dates to hold public presentations; and
4. Assist in promoting public interest in the review process.



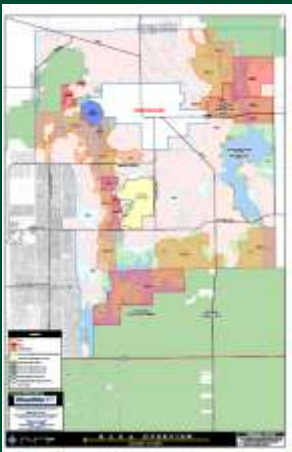
# Public Participation in the Five-Year Review Review Committee Meetings

- 25 Public Meetings – 3 hours each
  - 17 held at CDES
  - 5 held at the Town of Ave Maria
  - 3 held at North Naples Regional Park
- Public invited by advertisement
  - Through County Information Officer
  - In Naples Daily News
  - By e-mail to 65+ addresses
- Average public attendance: 20-30 persons
- Audio recordings and summary minutes available



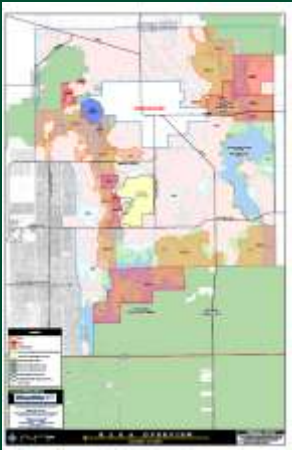
## Public Participation in the Five-Year Review EAC and CCPC Meetings (January – March 2009)

- CCPC public meetings
  - 6 days of advertised meetings
- EAC public meetings
  - 5 days of advertised meetings
- Committee members attended all open meetings, provided presentations and explanations as requested.
- The Committee's final report incorporates the majority of CCPC and EAC recommendations.



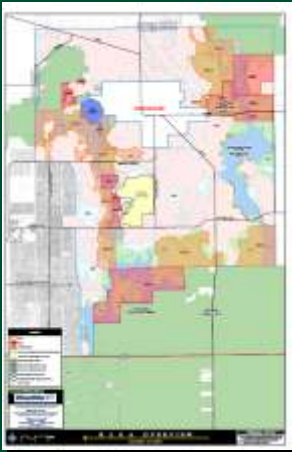
# Public Participation in the Five-Year Review

- Major Regular Contributors
  - Florida Audubon Society
  - Cheffy Passidomo
  - Collier County Planning Commission
  - Collier County CDES Division
  - Collier County Environmental Advisory Council
  - Collier County Transportation Division
  - Conservancy of Southwest Florida
  - Defenders of Wildlife
  - Eastern Collier Property Owners
  - Florida Gulf Coast University
  - Florida Fish and Wildlife Conservation Commission
  - Florida Wildlife Federation
  - Naples Backyard History
  - Sierra Club
  - South Florida Water Management District
  - University of Florida Institute for Food and Ag Sciences
  - WilsonMiller
- Media Coverage
  - *Collier Citizen*
  - *Fort Myers News-Press*
  - *Naples Daily News*



# Presentation Agenda

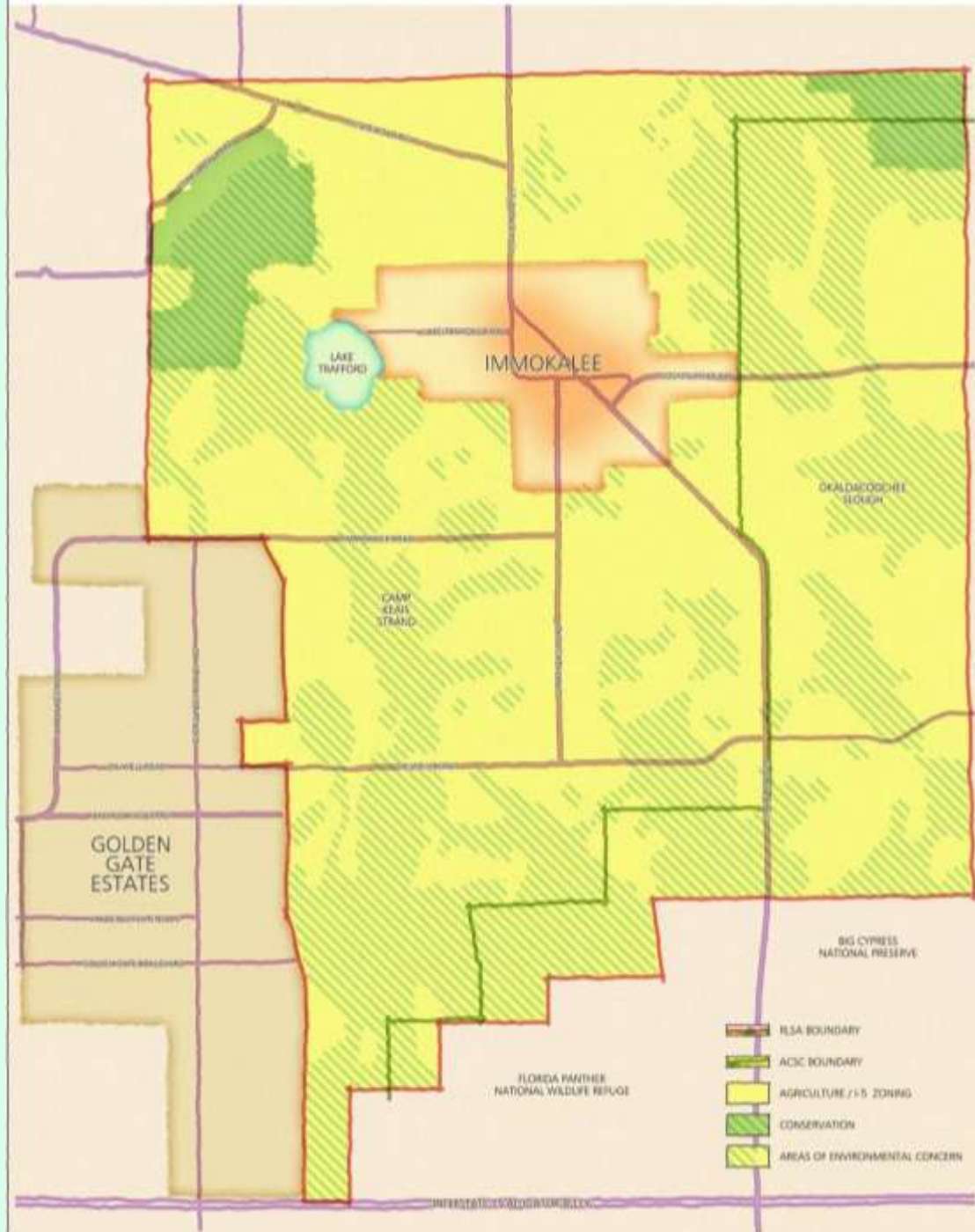
1. Staff Introductory Remarks
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# Collier County RLSA History

**1999**

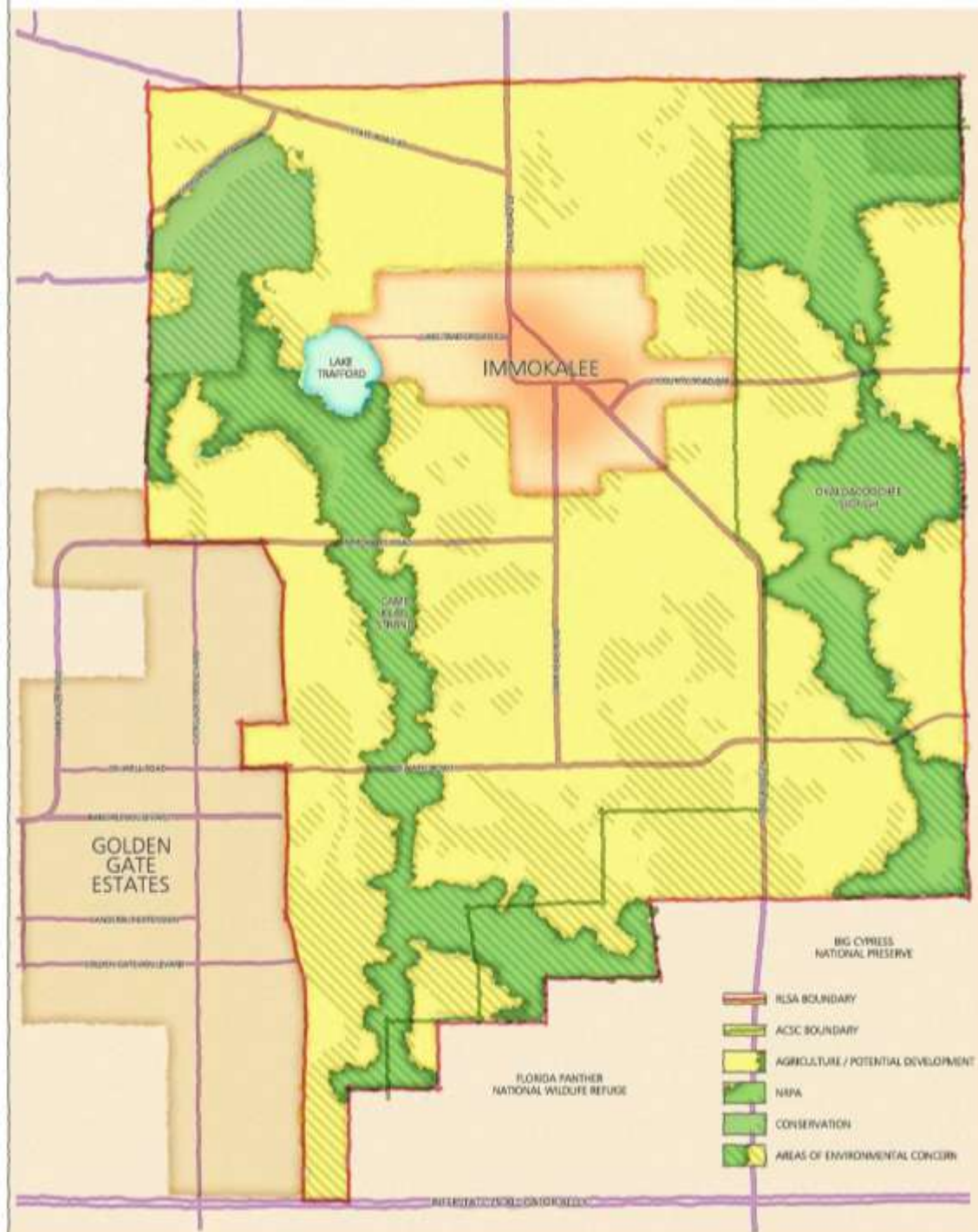
- Collier Comprehensive Plan challenged.
- Down zoning proposed.
- County, environmentalists and landowners head toward prolonged litigation.



# Collier County RLSA History

**2000**

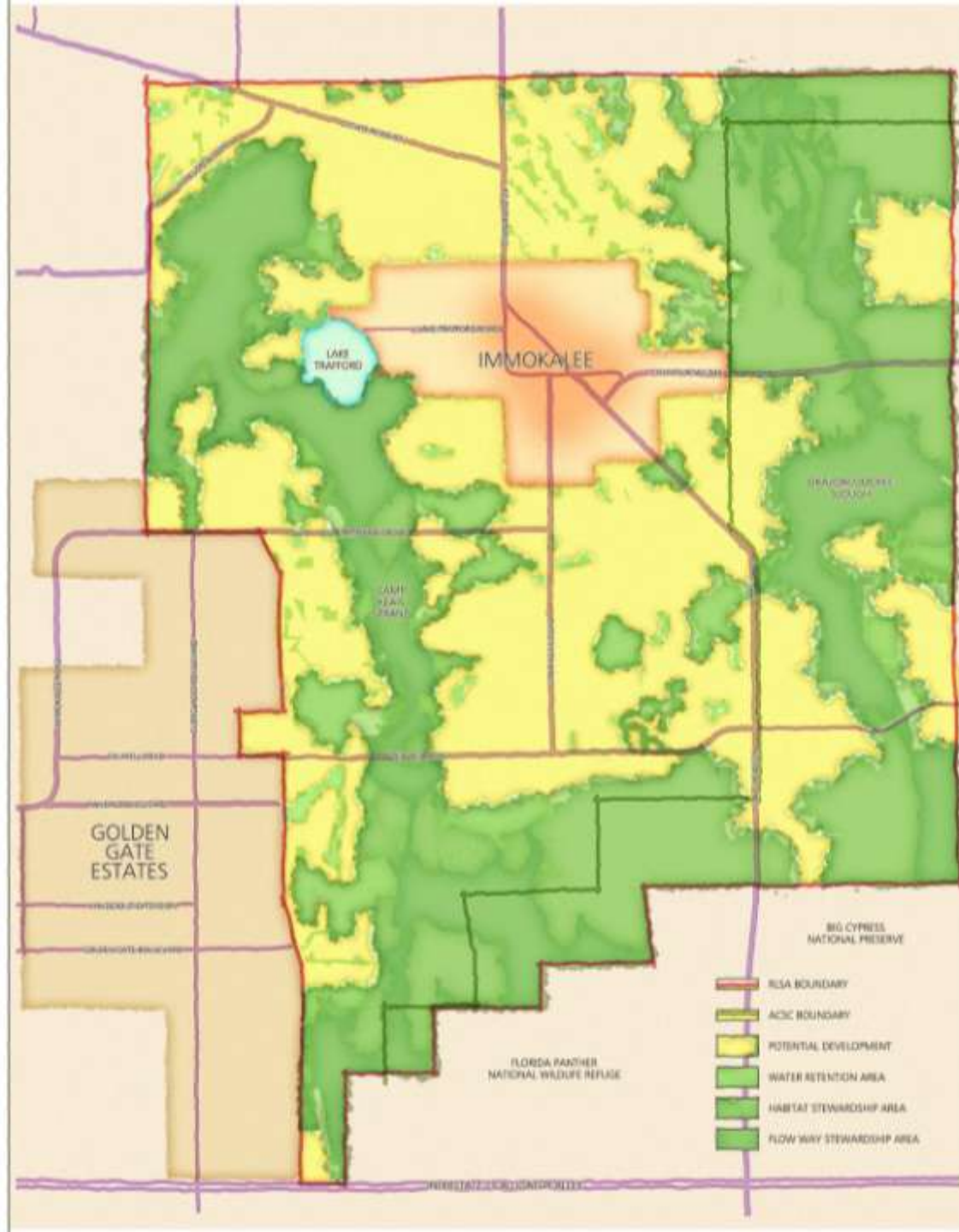
Under Governor Bush's Order, the Immokalee Area Study begins - a collaborative planning process to create a new long range plan for 195,000 acres.



# Collier County RLSA History

**2002**

- Citizen Committee recommends Florida's first RLSA Overlay
- RLSA Plan supported by all stakeholders
- **DCA finds RLSA Plan consistent with Final Order and in compliance with the Growth Management Plan Act.**



# Collier County RLSA History

## 2004

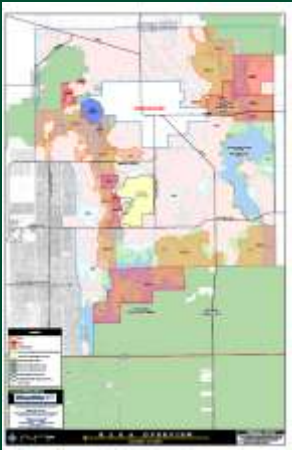
- Collier County approves first new RLSA town - Ave Maria
- 17,000 SSA acres approved

## 2006

- Ave Maria under construction
- Big Cypress Stewardship announced

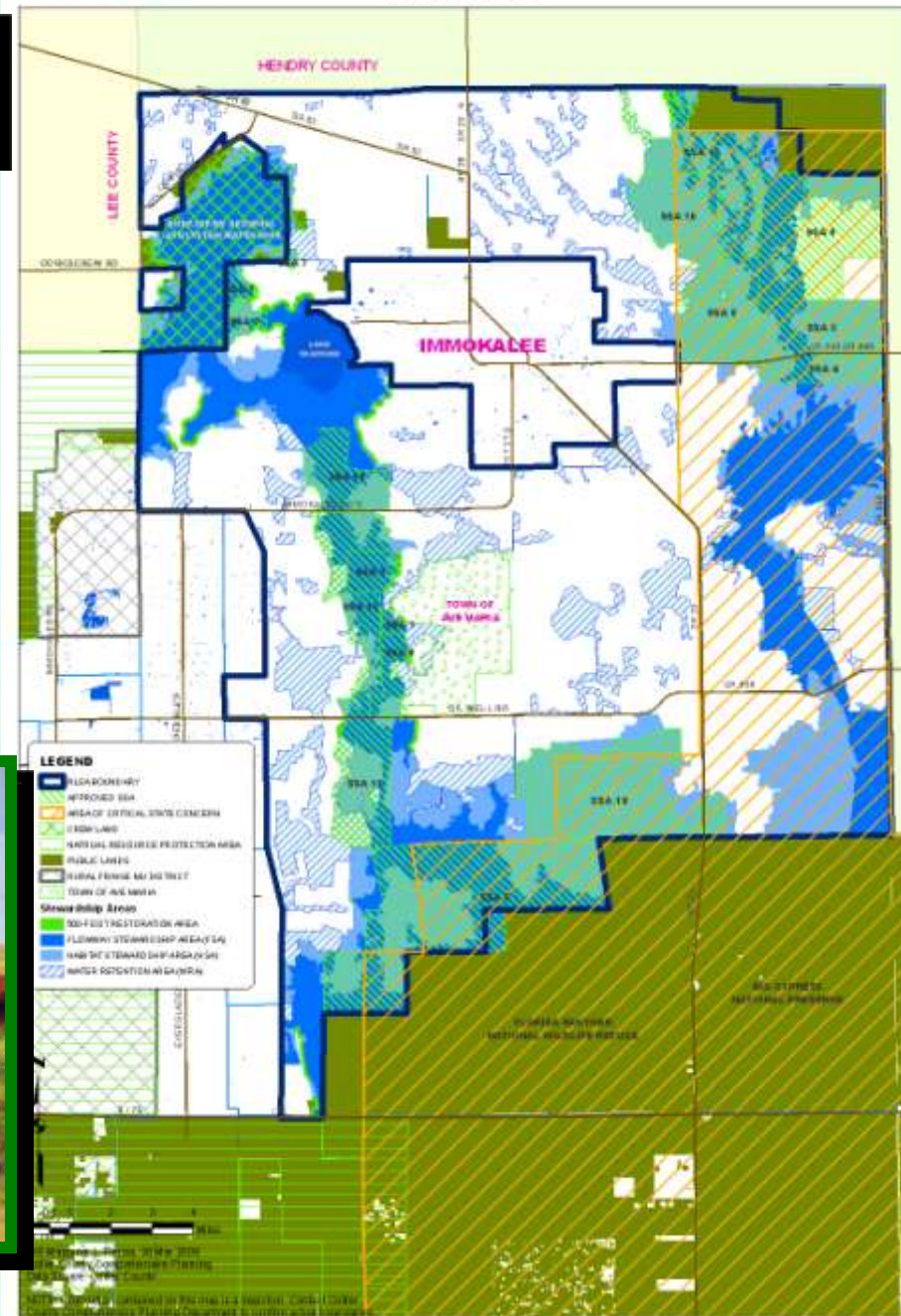
## 2007-2008

- Ave Maria opens
- 37,887 SSA acres approved
- 18,068 SSA acres pending
- Five-year review begins



# Rural Lands Stewardship Area

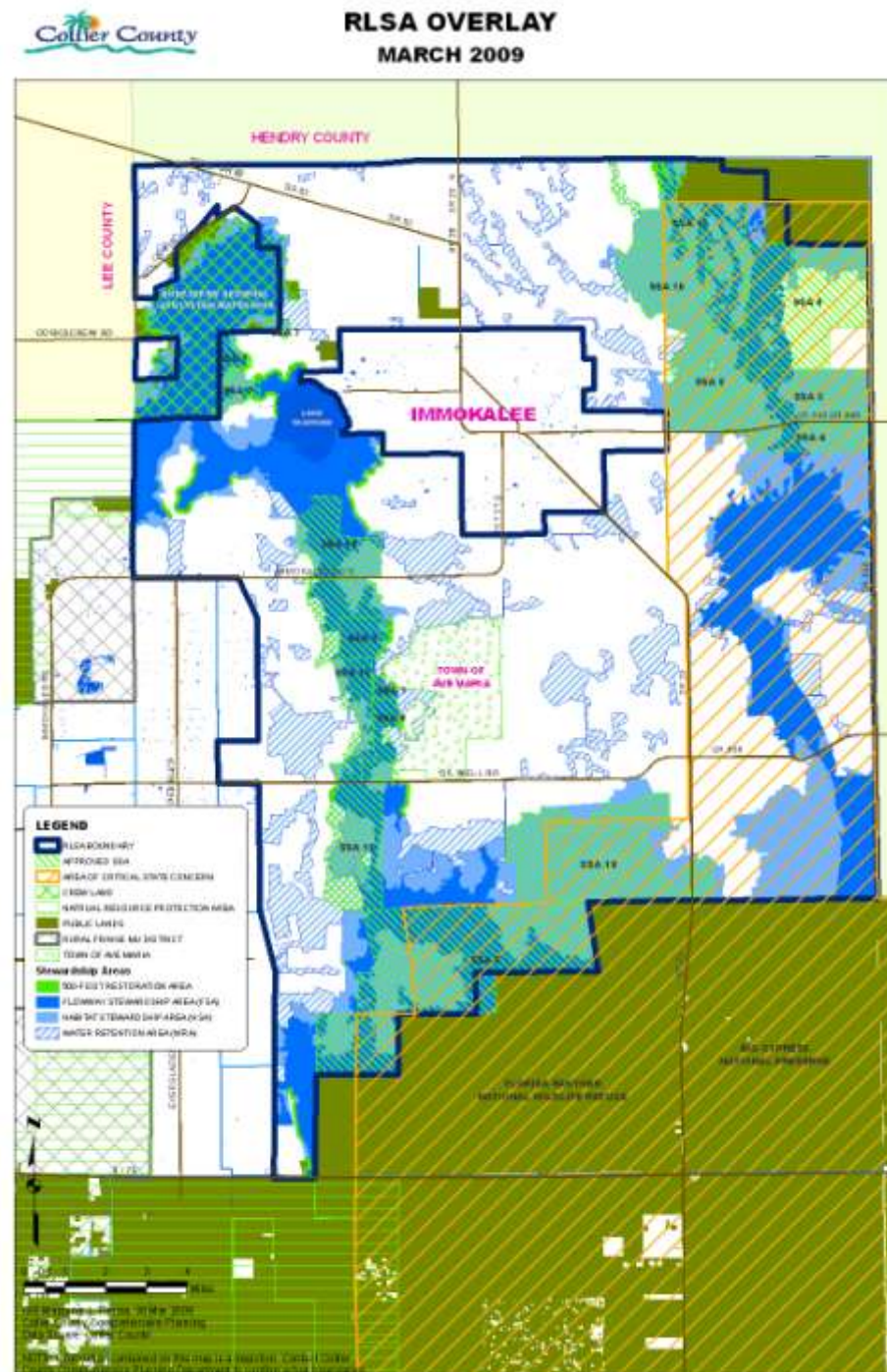
- The RLSA is an overlay to the existing agriculture land use.
- Participation is voluntary for privately owned lands.
- The system is based on incentives, not regulations.



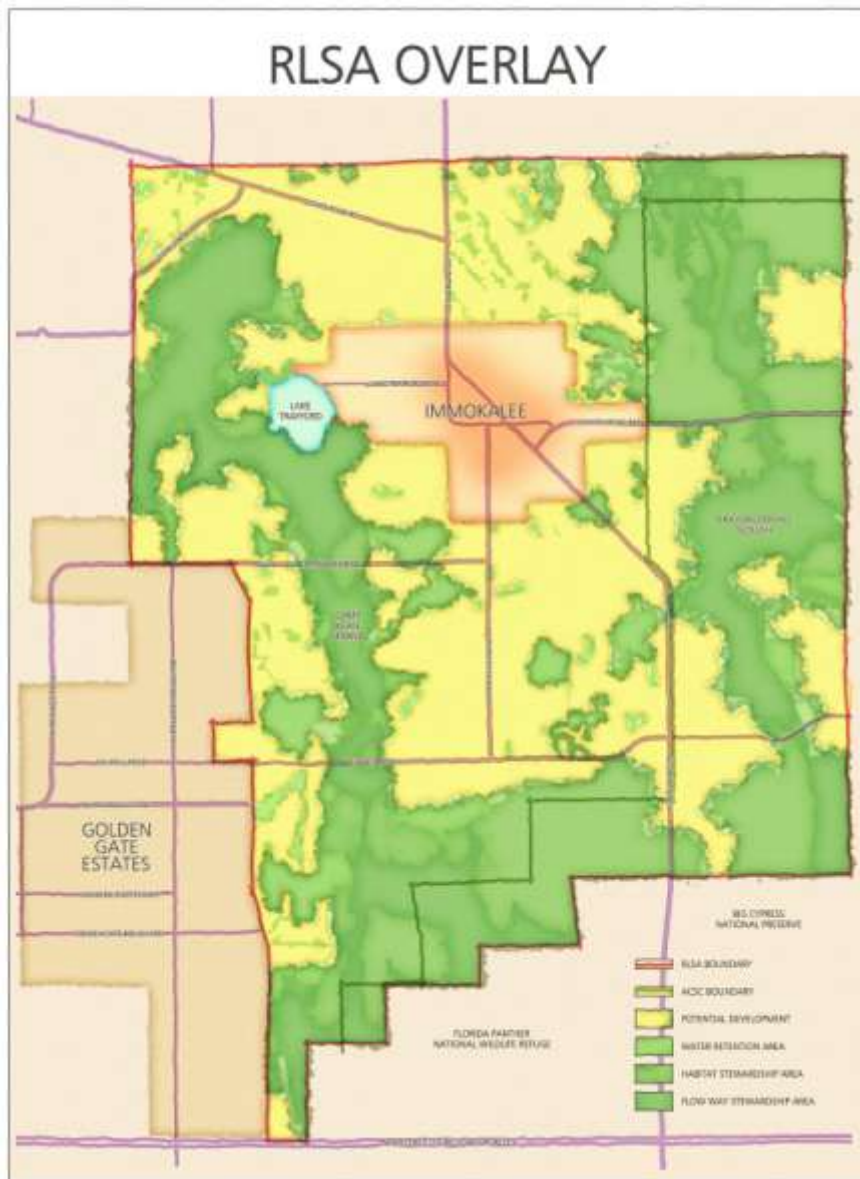
## Goal of the Adopted Rural Lands Stewardship Area Overlay

- Protect agricultural and prevent premature conversion of agriculture land to non-agricultural uses.
- Direct incompatible uses away from wetlands and upland habitat.
- Enable the conversion of rural land to other uses in appropriate locations.
- Discourage urban sprawl and encourage development that utilizes creative land use planning techniques.

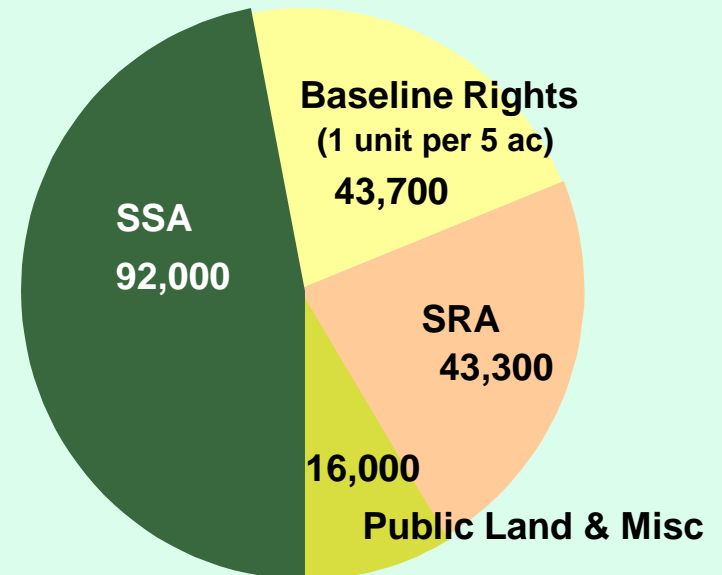
**The RLSA was found consistent with the Final Order and in compliance with the Growth Management Plan Act.**



# Adopted RLSA



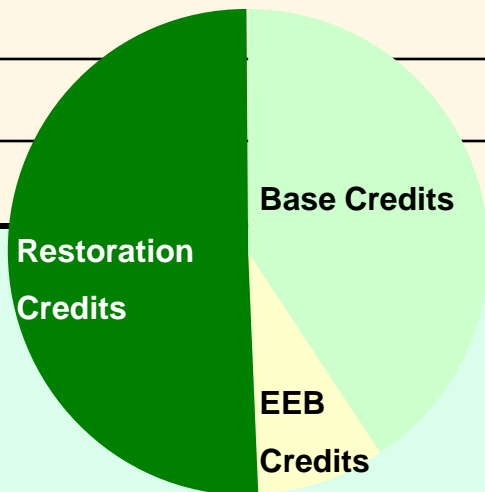
<b>SSA acres</b>	<b>92,000</b>
<i>Credits</i>	<i>315,000</i>
SRA acres	43,300
Open acres	43,700
<b>Total potential development acres</b>	<b>87,000</b>
Public lands/misc acres	<b>16,000</b>
<b>Total acreage</b>	<b>195,000</b>



Note: All acres are approximate

# Adopted RLSA Credit System

<i>Credit type</i>	<i>Credits</i>	<i>SRA acres</i> <i>(8 Credits per acre)</i>
Base Credits (established at transmittal)	128,000	16,000
Restoration Credits (revised during adoption)	160,000	20,000
Early Entry Bonus Credits (EEB) (revised during adoption)	27,000	3,375
		Sub total
		<i>Public benefit acres estimate at 10%</i>
<b>Total</b>	<b>315,000</b>	<b>43,312</b>



Note: All Credits and acre estimates are approximate assuming 100% voluntary participation

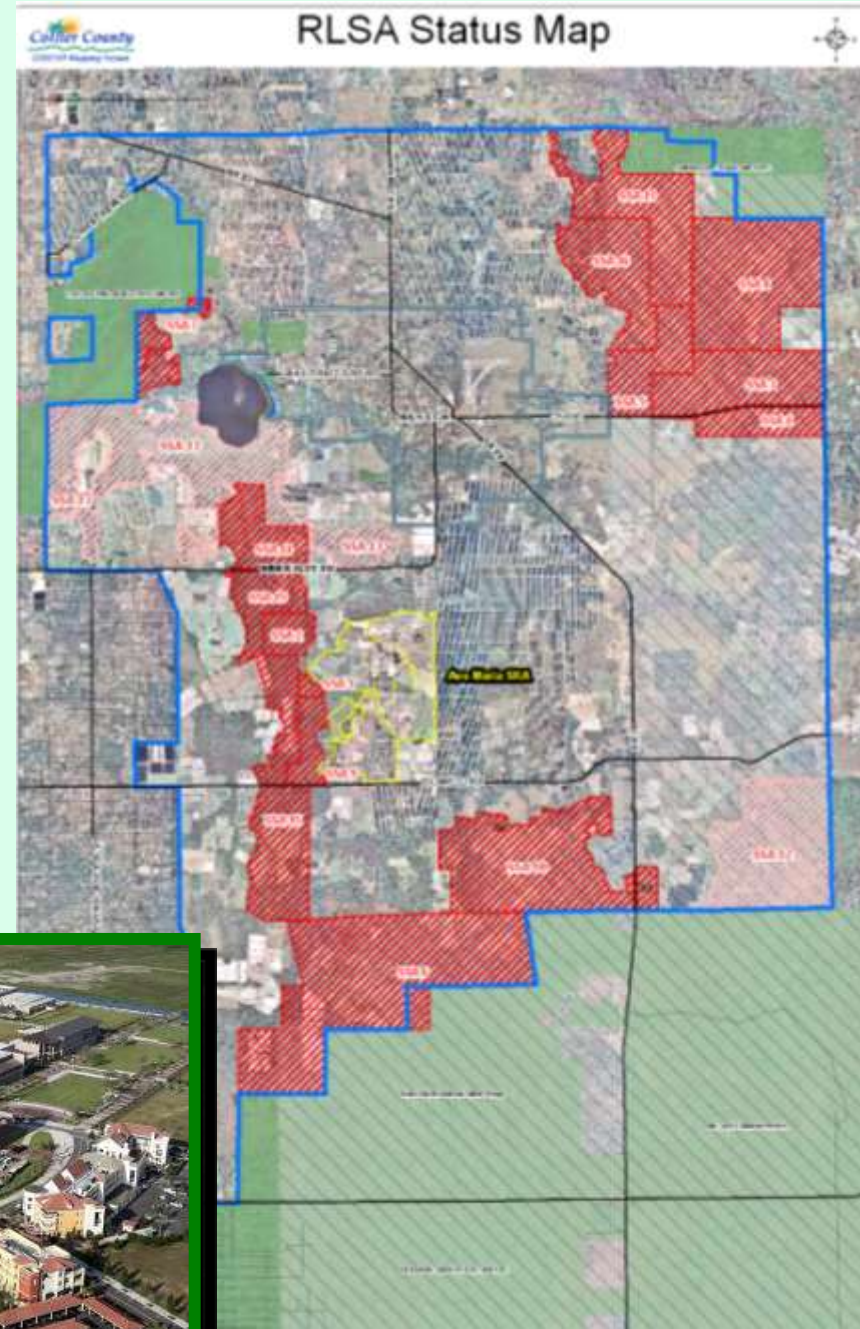
# Phase 1 Report – Technical Review Implementation First 5 Years

## Stewardship Sending Areas\*

- SSAs 1-11, 14, 15, 16 approved:  
43,540 acres
- SSAs 12, 13 under review:  
12,208 acres
- Total as of April 2009:  
55,748 acres

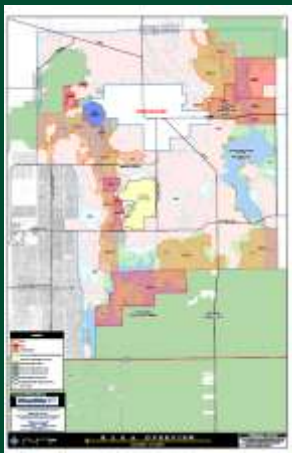
## Stewardship Receiving Areas

- Ave Maria approved -  
5,000 acres including  
Ave Maria University

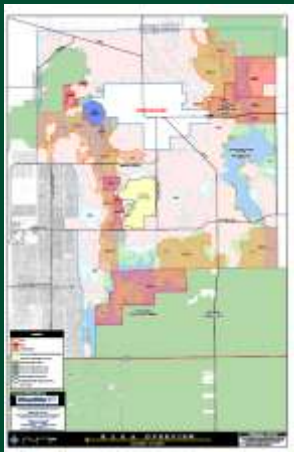


# Collier County RLSA is an Award Winning Program

- 1000 Friends of Florida, Better Community Award, 2005
- FICE, Engineering Excellence Awards, Honorable Mention, 2004
- Economic Development Council of Collier County, Innovation Award, 2004
- Governor's Council for a Sustainable Florida, Award-Winning Best Practices, 2003
- American Planning Association, Florida Chapter, Award of Excellence, 2003

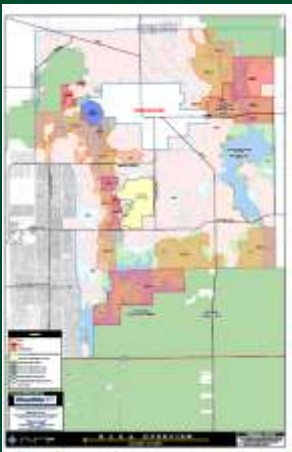


# Phase II Report – Committee Process and Basis for Recommendations



## Phase II Report – Committee Process and Basis for Recommendations

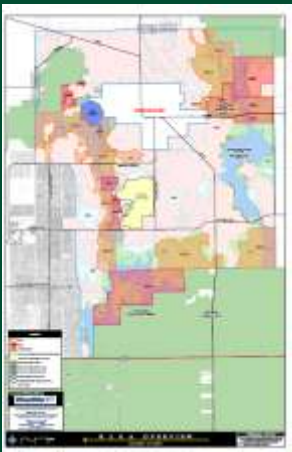
- Committee duty to “review the RLSA Overlay and make recommendations to increase the effectiveness of the Overlay” based on:
  - ✓ Adopted RLSA Program;
  - ✓ Phase 1 Technical Review Report;
  - ✓ Extensive public input;
    - Written comments included in Committee’s working draft under an associated policy.
    - Requested and received public input at every meeting on every policy and sub-policy.
    - All public input considered during deliberations; and
  - ✓ CCPC and EAC reports.



# Phase II Report – Committee Process and Basis for Recommendations

## Expert Presentations

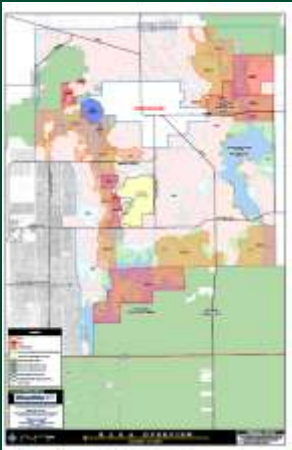
- Dr. Fritz Roka, Agriculture Economist, University of Florida Institute for Food and Agricultural Sciences
- Gene McAvoy, Regional Extension Agent, University of Florida Institute for Food and Agricultural Sciences
- Dr. Timm Kroeger, Economist, Defenders of Wildlife
- Clarence Tears, Director, Big Cypress Basin, South Florida Water Management District
- Eric Draper, Florida Audubon Society
- Darrel Land, State of Florida Panther Team Leader, Florida Fish and Wildlife Conservation Commission
- Nancy Payton, Florida Wildlife Federation
- Dr. Paul Van Buskirk, Van Buskirk & Associates
- Nick Casalanguida, Director, Collier County Transportation Planning Department



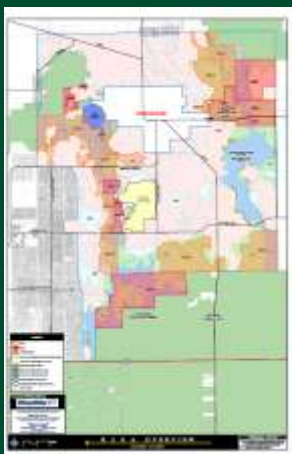
# Phase II Report – Committee Process and Basis for Recommendations

## Staff Participation

- Comprehensive Planning Department
- Environmental Department
- Transportation Department
- Legal Department



# Phase II Report – Recommendations



# Phase II Report – Recommendations

## Substantive Recommendations

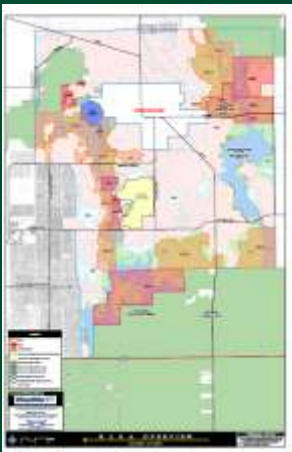
- SSA easement conditions
- Incentives for agriculture protection
- Restoration activities
- Panther corridors
- SRA characteristics and application requirements
- Economic development, diversification and job creation
- Listed species management plans



## Phase II Report – Recommendations

### Goal (recommended amendment)

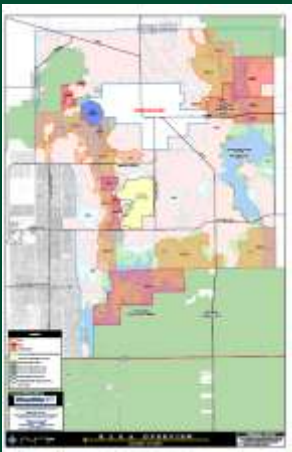
Collier County seeks to address the long-term needs of residents and property owners within the Immokalee Area Study boundary of the Collier County Rural and Agricultural Area Assessment. Collier County's goal is to **retain land for agricultural activities**, to direct incompatible uses away from wetlands and upland habitat, **to protect and restore habitat connectivity**, to enable the conversion of rural land to other uses in appropriate locations, **to discourage urban sprawl**, and to **encourage development that employs creative land use planning techniques through the use of established incentives.**



## Phase II Report – Recommendations

### Group 1 Policies: General purpose and structure of the RLSA.

- Revisions focus on greater assurance to property owners who voluntarily give up their property rights.
- Policy 1.6.1 provides property owners with a conditional period of 5 years in which they can use the SSA Credits, and if they are not able to do so, can revert back to their original Ag zoning.



## Phase II Report – Recommendations

### Group 2 Policies: Retention of agricultural lands

- Revisions focus on strengthening incentives to preserve agricultural land that is designated as “Open.”
- Policy 2.2 provides for a new Credit assignment for lands designated as Ag SSA of 2 Credits per acre for Open lands outside of the ACSC and 2.6 Credits for Open lands within the ACSC.



## Phase II Report – Recommendations

### Group 3 Policies: Protection of natural resources

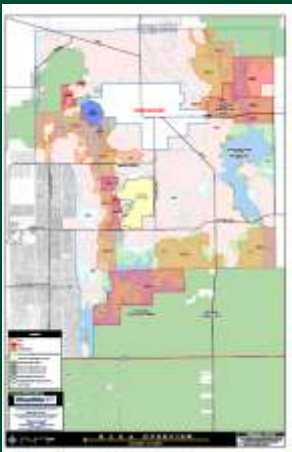
- Revisions focus on:
  - Restoration
  - Panther corridors, and
  - Use of Water Retention Areas.
- Policy 3.11 defines the specific number of Credits assigned to the type of restoration, and provides for the establishment of Credits for a north and south panther corridor.
- Policy 3.13 clarifies the use of a WRA for stormwater management -- if a WRA is used for the water treatment for a SRA, that portion of acreage of the WRA shall be included in the SRA acreage calculation.



## Phase II Report – Recommendations

### Group 4 Policies: Planning techniques, requirements, and development characteristics for Stewardship Receiving Areas (SRA).

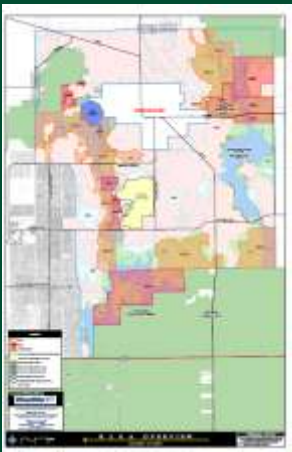
- Revisions focus on:
  - Refining SRA Characteristics,
  - Additional plan requirements, and
  - Strengthening economic development and job creation.



# Phase II Report – Recommendations

## Group 4 Policies: SRA Characteristics

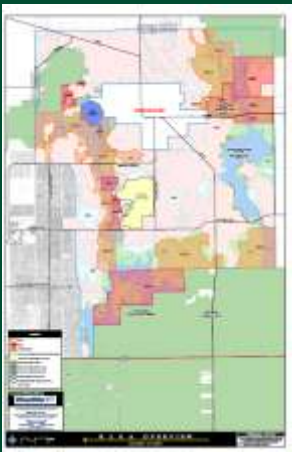
- Policy 4.2 establishes a maximum SRA footprint of 45,000 acres.
- Policies 4.7.1, 4.7.2, 4.7.3 revise the town and village acreage, eliminate hamlets, and redefine the use of CRDs to those uses that support agriculture, natural resources and economic diversity and are associated with research, education, tourism or recreation.
- Policy 4.19 changes the Stewardship Credit ratio from 8 Credits to 10 Credits per SRA acre.
- Policy 4.20 was revised so that public benefit use acres count towards the SRA acreage.



## Phase II Report – Recommendations

### Group 4 Policies: SRA Application requirements

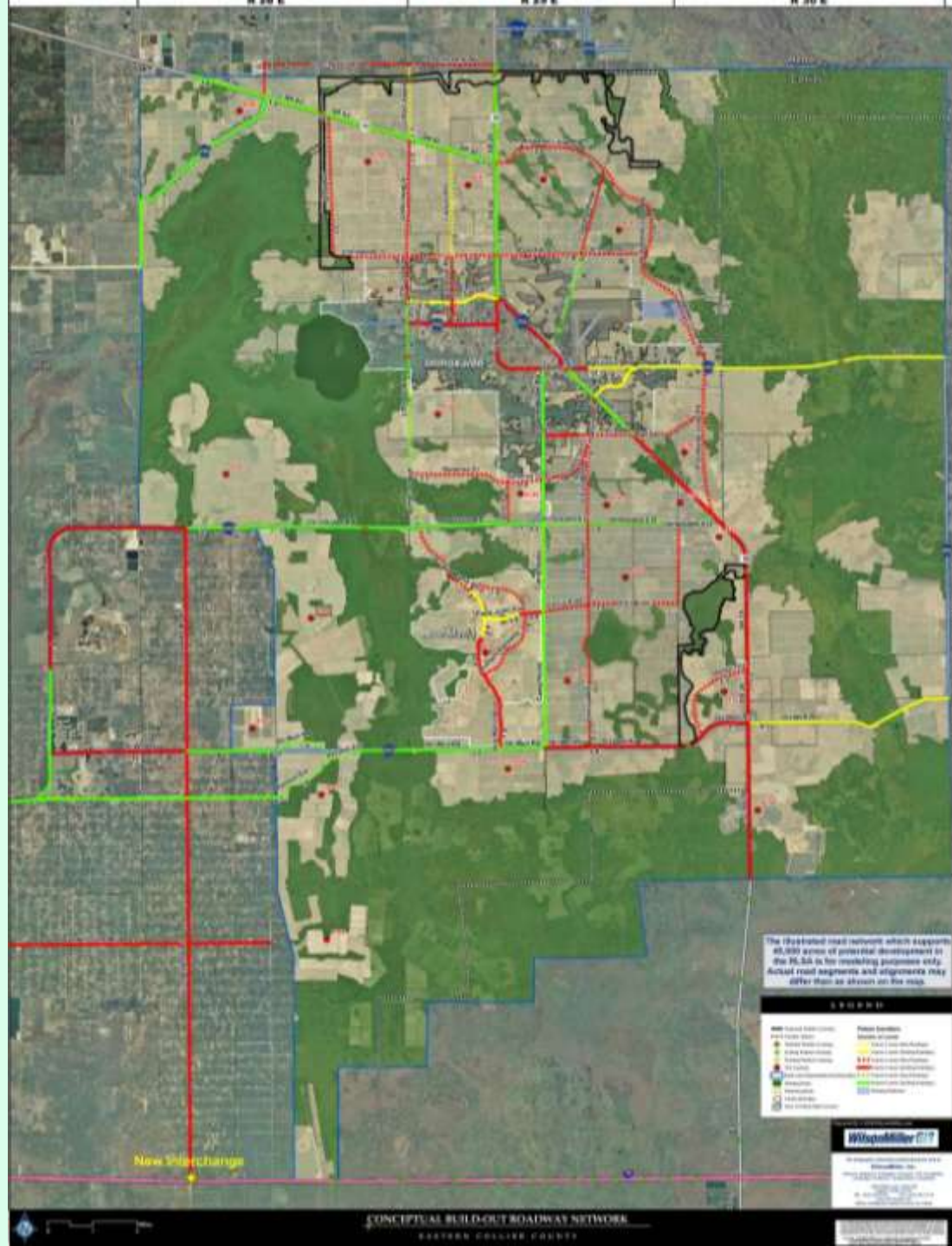
- Policy 4.5 now requires a SRA to provide a management plan to minimize human and wildlife interactions.
- Policy 4.6 now requires a SRA to provide a mobility plan that considers all modes of transportation.
- Policy 4.14 addresses SRA road connectivity, maintenance and mitigation.
- Policy 4.22 addresses the identification of historic and cultural resources within the RLSA.



## Phase II Report – Recommendations

# New Companion Policy: Transportation Element of the GMP

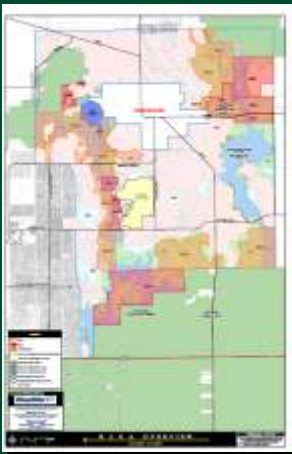
Within 12 months of adoption the County shall develop a county-wide plan for a transportation network that meets the adopted Level of Service. The plan shall consider the location of public services – government offices, jails, landfills, courthouses.



## Phase II Report – Recommendations

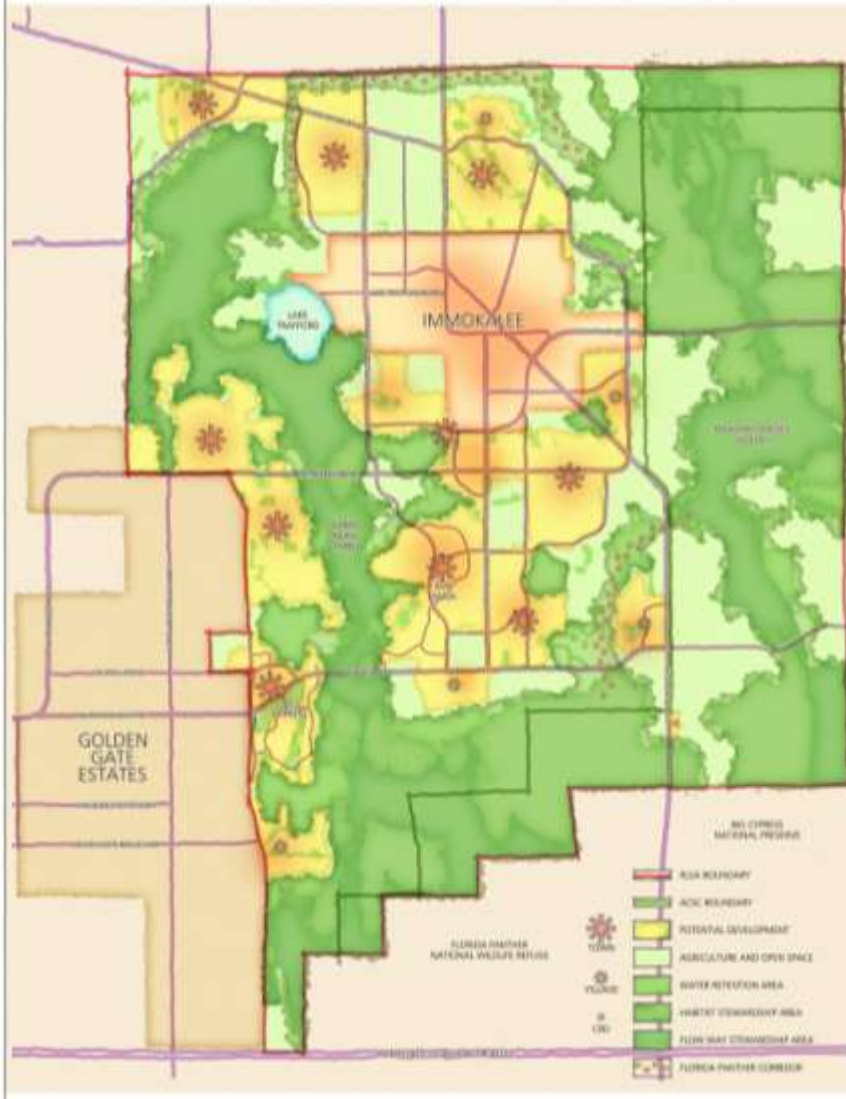
### Group 5 Policies: Protecting natural resources on land that does not utilize the RLSA program.

- Revisions focus on:
  - Identifying wildlife crossings,
  - Listed species management plans,
  - Compatibility, and
  - Historic and cultural resources
- Policy 5.4 provides for a map of potential crossings to be developed within 12 months of GMP adoption.
- Policy 5.5 now requires the use of the most current and complete data to be used to prepare management plans and calls for monitoring programs for areas greater than 10 acres.
- Policy 5.7 is a new policy addressing compatibility and outdoor lighting
- Policy 5.8 is a new policy to assess historic and cultural resources

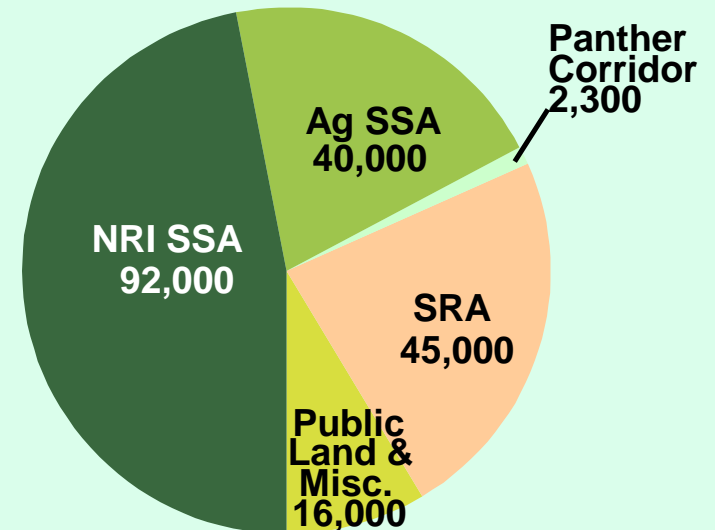


# Recommended RLSA

## 2050 RLSA CONCEPT PLAN



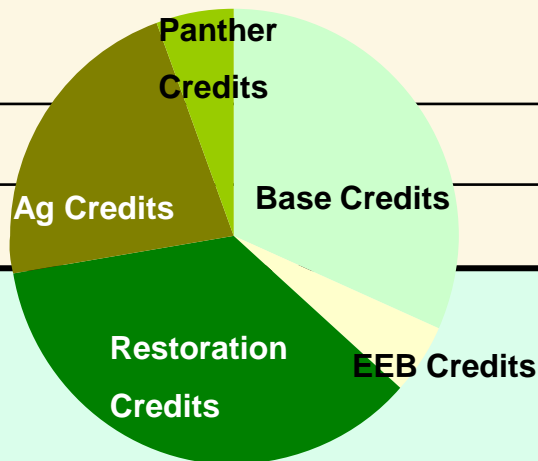
NRI SSA acres	92,000
Ag SSA acres	40,000
Panther Corridor	2,300
<b>Total SSA acres</b>	<b>134,000</b>
<i>Credits</i>	<i>404,000</i>
SRA acres	45,000
Open acres	0
<b>Total development acres cap</b>	<b>45,000</b>
Public lands/misc acres	16,000
<b>Total acreage</b>	<b>195,000</b>



Note: all acres are approximate

# Recommended RLSA Credit System

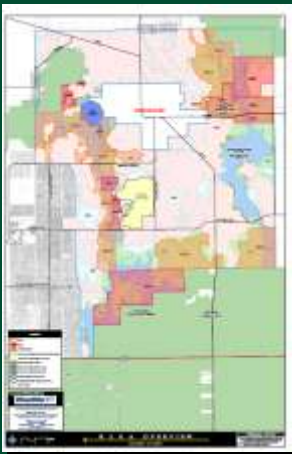
<i>Credit type</i>	<i>Credits</i>	<i>SRA acres</i> <i>(*assumes a blend of 8 Credits per acre for approved and pending SSAs and 10 Credits per acre for new SSAs)</i>
Base Credits	128,000	13,843*
Restoration Credits (adjusted)	144,000	15,294*
Early Entry Bonus Credits (EEB) (upon retirement Jan 2009)	20,000	2,500
Agriculture Credits (est. 40,000 acres)	89,000	8,900
Panther Corridors (est. 2,300 acres)	23,000	2,300
		Subtotal SRA 42,837
		Public benefit acres estimate at 10% 4,283
<b>Total</b>	<b>404,000</b>	<b>SRA acres capped at 45,000</b>



Note: All Credits and acre estimates are approximate assuming 100% voluntary participation. The estimates result in sufficient Credits, that together with public benefit acres, provides for an approximate 5% variance in total potential SRA acres. A number of factors could offset this potential "excess", i.e., less than 100% participation. The subtotal SRA acres and public benefit acres total 47,120, however recommended policy 4.2 caps SRA acres as shown.

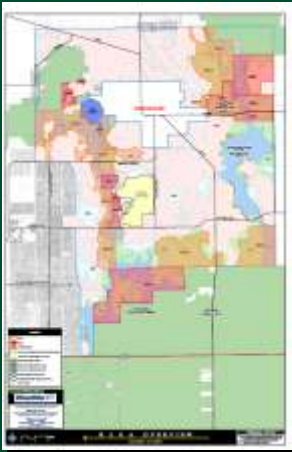
## RLSA Cap – Acres vs. Credits

- Capping Credits will limit the amount of land that will be preserved or restored.
- Capping Credits will not limit the total footprint of development because of the baseline zoning rights.
- 87,000+ Credits have been approved, while less than 29,000 have been assigned to SRAs. Once a Credit cap is reached, this beneficial situation is eliminated.
- A Credit cap is not needed to protect the program from too many Credits. A Credit does not vest its owner with any rights other than to hold it for future use, sell or exchange the Credit for compensation, use it to entitle an SRA, or terminate the SSA that generated the Credits.
- Capping Credits at the current level does not allow new incentives for agriculture or panther corridors without taking away existing rights.
- If Credits are capped, recalibration of the entire Credit system will be required.
- Capping Credits also creates inequity amongst RLSA property owners as who can capitalize first in claiming limited credits.



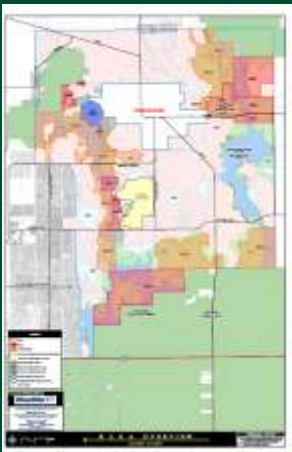
## RLSA Cap – Acres vs. Credits

- Capping SRA acres clearly establishes a maximum development footprint.
- Capping SRA acres provides clearer vision for long-range planning of infrastructure and public services.
- Capping SRA acres provides greater land use clarity for the public, landowners, and agencies.
- New SSA policy provides landowners an opportunity to reinstate baseline rights if SRA acre cap is reached.
- The Credit system has been recalibrated so that incentives for agriculture and panther corridors can be accomplished within the SRA acreage cap.



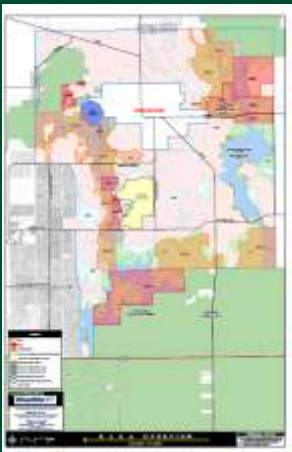
## Phase II Report – Summary Conclusions

- Achieve a balance of natural resource protection, agriculture and sustainable community development at the planning horizon year and at buildout.
- Provide new and meaningful economic incentives for agriculture to remain as a viable component of the economy of Collier County.
- Increase the total area of lands expected to be placed into Stewardship Sending Areas from 92,000 acres to 134,000 acres.
- Enable protection and restoration of critical natural resources on private land using incentives that do not require public dollars for acquisition or management.

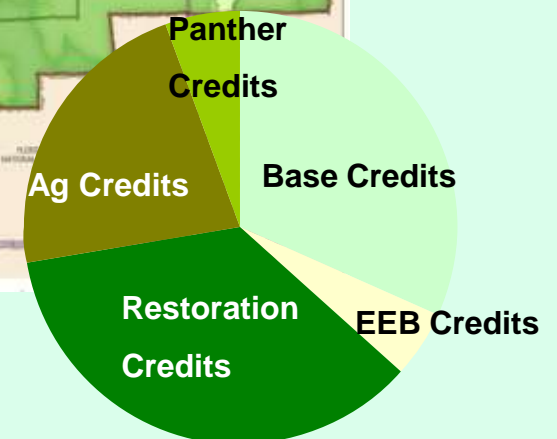
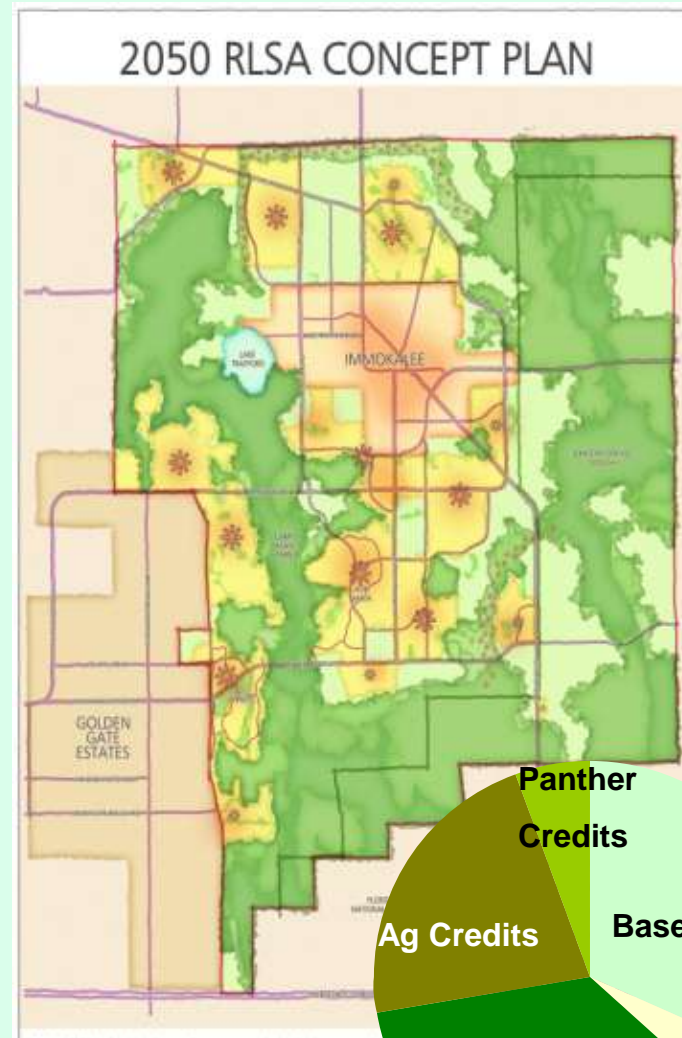
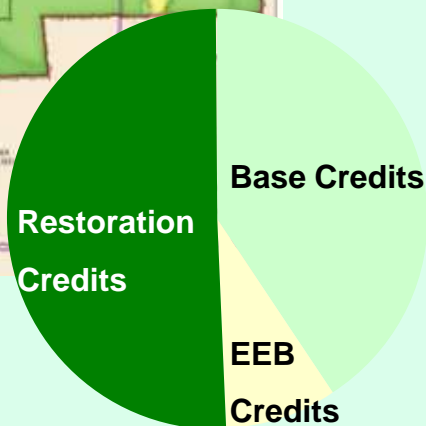
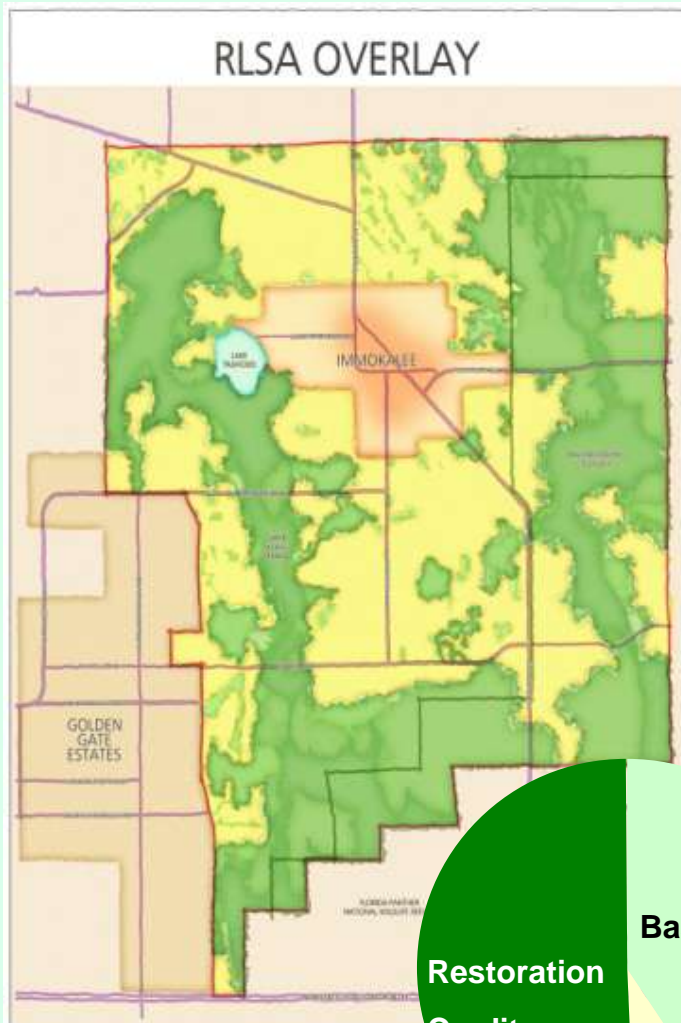


## Phase II Report – Summary Conclusions

- Establish a maximum SRA development footprint of 45,000 acres - less than 1/4 of the total RLSA; or 15% when open space within new communities is accounted for.
- Reduce the potential for conversion of open lands to non - RLSA baseline development, thereby reducing potential sprawl.
- Accommodate forecasted population growth in a sustainable manner and ensure that supporting public facilities, services, and infrastructure are provided.
- Create new opportunities to site new businesses in proximity to places for employees to live.
- Accommodate a long range interconnected transportation network plan that serves eastern Collier County.

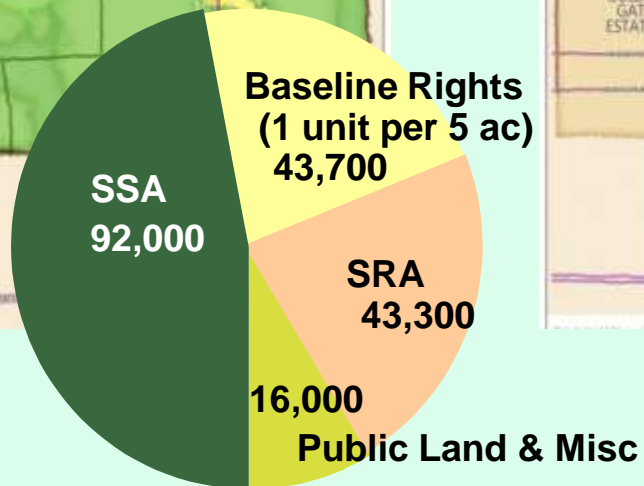
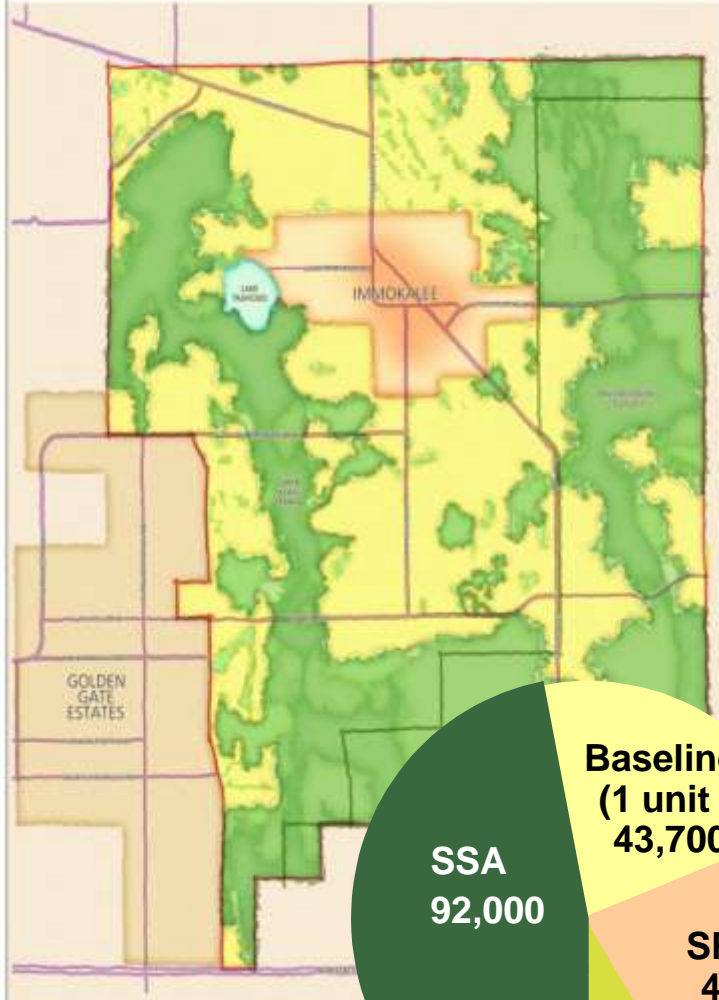


**Recommendation: For the BCC to establish a special cycle for GMP amendments to consider implementation of recommended policy changes**



# Questions?

RLSA OVERLAY



2050 RLSA CONCEPT PLAN

