

**THE THIRD
EVALUATION & APPRAISAL REPORT
ON THE COLLIER COUNTY GROWTH MANAGEMENT PLAN ***

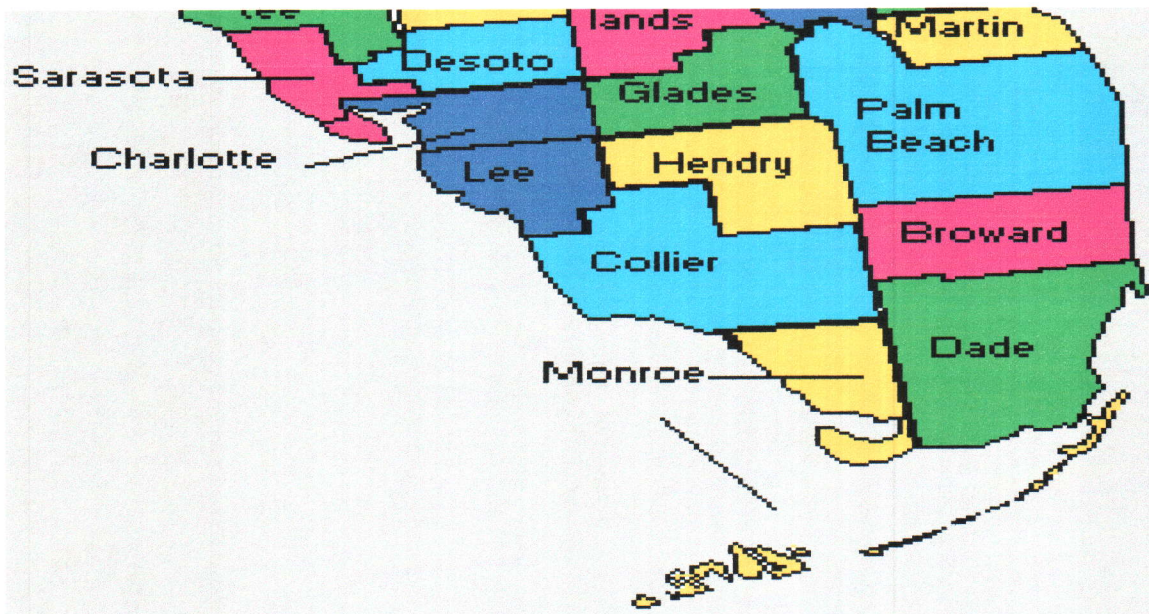
INTRODUCTION AND SUMMARY OF ACTIVITIES

I. Introduction & Process

In 1923 the Florida State Legislature created Collier County from a portion of Lee county. Collier County is located on the southern gulf coast of the Florida peninsula, due west of the Miami-Ft. Lauderdale area. Naples, located in the western coastal area of Collier County, is the most populous of the three incorporated cities in Collier County. City of Marco Island, the second most populous incorporated city, is a barrier island located on the Gulf Coast directly south of Naples. Everglades City located southeast of Naples and the gateway to Ten Thousands Islands is the smallest of the three incorporated cities both in size and population.

Collier County contains approximately 2,025 square miles of land area. The sub-tropical climate of Collier County enjoys an average annual temperature of approximately 75 degrees Fahrenheit, with January and June average temperatures of 67 and 82 degrees Fahrenheit, respectively.

The County is bordered by five counties: Miami-Dade, Broward, Lee, Hendry and Monroe.



Collier County Government

A five-member Board of County Commissioners, elected for terms of four years, governs Collier County. Each Commissioner is elected by and represents a particular district within the County. The Board of County Commissioners hires a County Manager, who oversees the County government departments and staff. It is the function of the County Manager's office to head the daily operations of the government in order to provide exceptional services to the citizens of and visitors to Collier County.

Chapter 163, Part II, Florida Statutes, F.S., also known as the Local Government Comprehensive Planning Act, requires all local governments within the State of Florida to maintain comprehensive planning programs based upon an adopted local government comprehensive plan. As part of this process, the local government must monitor changing conditions and must use this information to guide periodic amendments to the local comprehensive plan.

The periodic amendment process, which occurs once every seven years, as described in Chapter 163.3191, F.S., is a two-phase process. It begins with the preparation, by the local government, of an Evaluation & Appraisal Report (EAR). The EAR evaluates the performance of the various Elements of the local government comprehensive plan since the previous EAR-based amendment process. It assesses the successes and failures of the various Goals, Objectives, Policies and programs included within the local comprehensive plan and provides recommendations for necessary changes. Additionally, the EAR is the primary means by which the local plan can respond to changes in federal, state or regional planning requirements.

Ultimately, the recommendations contained in the EAR become the basis of proposed amendments to the local government comprehensive plan. These EAR-based amendments, as adopted by the local governing board and found in compliance with the Chapter 163, Part II, F.S., then become part of the Goals, Objectives and Policies of the local plan until the next EAR is prepared in seven years.

Collier County's first EAR was prepared and adopted by the Board of County Commissioners on July 16, 1996. The subsequent EAR-based amendments were adopted on October 18, 1997. The second EAR was prepared and adopted by the Board of County Commissioners on July 27, 2004. The subsequent EAR-based amendments were adopted on July 28, 2006. This third EAR reviews the performance of Collier County's Growth Management Plan (GMP) from July, 2004 to July, 2010.

***Note:** "Collier County Growth Management Plan" is the adopted title for the Comprehensive Plan as cited in Chapter 163, Part II, F.S. The two terms are in common use throughout this EAR and are interchangeable.

E.A.R. Requirements

As required by Section 163.3191 F.S., the EAR must address the following aspects of the GMP:

1. The planning program shall be a continuous and ongoing process. Each local government shall adopt an evaluation and appraisal report once every 7 years assessing the progress in implementing the local government's comprehensive plan. Furthermore, it is the intent of this section that:
 - (a) Adopted comprehensive plans are reviewed through such evaluation process to respond to changes in state, regional, and local policies on planning and growth management and changing conditions and trends, to ensure effective intergovernmental coordination, and to identify major issues regarding the community's achievement of its goals.
 - (b) After completion of the initial evaluation and appraisal report and any supporting plan amendments, each subsequent evaluation and appraisal report must evaluate the comprehensive plan in effect at the time of the initiation of the evaluation and appraisal report process.

- (c) Local governments identify the major issues, if applicable, with input from state agencies, regional agencies, adjacent local governments, and the public in the evaluation and appraisal report process. It is also the intent of this section to establish minimum requirements for information to ensure predictability, certainty, and integrity in the growth management process. The report is intended to serve as a summary audit of the actions that a local government has undertaken and identify changes that it may need to make. The report should be based on the local government's analysis of major issues to further the community's goals consistent with statewide minimum standards. The report is not intended to require a comprehensive rewrite of the elements within the local plan, unless a local government chooses to do so.
- (2) The report shall present an evaluation and assessment of the comprehensive plan and shall contain appropriate statements to update the comprehensive plan, including, but not limited to, words, maps, illustrations, or other media, related to:
 - (a) Population growth and changes in land area, including annexation, since the adoption of the original plan or the most recent update amendments.
 - (b) The extent of vacant and developable land.
 - (c) The financial feasibility of implementing the comprehensive plan and of providing needed infrastructure to achieve and maintain adopted level-of-service standards and sustain concurrency management systems through the capital improvements element, as well as the ability to address infrastructure backlogs and meet the demands of growth on public services and facilities.
 - (d) The location of existing development in relation to the location of development as anticipated in the original plan, or in the plan as amended by the most recent evaluation and appraisal report update amendments, such as within areas designated for urban growth.
 - (e) An identification of the major issues for the jurisdiction and, where pertinent, the potential social, economic, and environmental impacts.
 - (f) Relevant changes to the state comprehensive plan, the requirements of this part, the minimum criteria contained in chapter 9J-5, Florida Administrative Code, and the appropriate strategic regional policy plan since the adoption of the original plan or the most recent evaluation and appraisal report update amendments.
 - (g) An assessment of whether the plan objectives within each element, as they relate to major issues, have been achieved. The report shall include, as appropriate, an identification as to whether unforeseen or unanticipated changes in circumstances have resulted in problems or opportunities with respect to major issues identified in each element and the social, economic, and environmental impacts of the issue.
 - (h) A brief assessment of successes and shortcomings related to each element of the plan.
 - (i) The identification of any actions or corrective measures, including whether plan amendments are anticipated to address the major issues identified and analyzed in the report. Such identification shall include, as appropriate, new population projections, new revised planning timeframes, a revised future conditions map or map series, an updated capital improvements element, and any new and revised goals, objectives, and policies for major issues identified within each element. This paragraph shall not require the submittal of the plan amendments with the evaluation and appraisal report.
 - (j) A summary of the public participation program and activities undertaken by the local government in preparing the report.
 - (k) The coordination of the comprehensive plan with existing public schools and those identified in the applicable educational facilities plan adopted pursuant to s. 1013.35. The assessment shall address, where relevant, the success or failure of the coordination of the future land use map and associated planned residential development with public schools and their capacities, as well as the joint decision-making processes engaged in by the local government and the school

board in regard to establishing appropriate population projections and the planning and siting of public school facilities. For those counties or municipalities that do not have a public schools interlocal agreement or public school facilities element, the assessment shall determine whether the local government continues to meet the criteria of s. 163.3177(12). If the county or municipality determines that it no longer meets the criteria, it must adopt appropriate school concurrency goals, objectives, and policies in its plan amendments pursuant to the requirements of the public school facilities element, and enter into the existing interlocal agreement required by ss. 163.3177(6)(h)2. and 163.31777 in order to fully participate in the school concurrency system.

- (l) The extent to which the local government has been successful in identifying alternative water supply projects and traditional water supply projects, including conservation and reuse, necessary to meet the water needs identified in s. 373.0361(2)(a) within the local government's jurisdiction. The report must evaluate the degree to which the local government has implemented the work plan for building public, private, and regional water supply facilities, including development of alternative water supplies, identified in the element as necessary to serve existing and new development.
- (m) If any of the jurisdiction of the local government is located within the coastal high-hazard area, an evaluation of whether any past reduction in land use density impairs the property rights of current residents when redevelopment occurs, including, but not limited to, redevelopment following a natural disaster. The property rights of current residents shall be balanced with public safety considerations. The local government must identify strategies to address redevelopment feasibility and the property rights of affected residents. These strategies may include the authorization of redevelopment up to the actual built density in existence on the property prior to the natural disaster or redevelopment.
- (n) An assessment of whether the criteria adopted pursuant to s. 163.3177(6)(a) were successful in achieving compatibility with military installations.
- (o) The extent to which a concurrency exception area designated pursuant to s. 163.3180(5), a concurrency management area designated pursuant to s. 163.3180(7), or a multimodal transportation district designated pursuant to s. 163.3180(15) has achieved the purpose for which it was created and otherwise complies with the provisions of s. 163.3180.
- (p) An assessment of the extent to which changes are needed to develop a common methodology for measuring impacts on transportation facilities for the purpose of implementing its concurrency management system in coordination with the municipalities and counties, as appropriate pursuant to s. 163.3180(10).

Organization of the EAR

The 2011 EAR is organized into a single-bound report containing an introduction and three (3) major chapters. These chapters are:

Chapter 1 – Public Participation & Issues Identified

Chapter 2 – Countywide Assessment

Chapter 3 –Evaluation of Major Issues

Chapter 1 details the issues that were brought to the process from the public during the “Public Participation” portion of the EAR process. Chapter 2 addresses required areas of analysis as required by Florida Statutes 163.3191, as well as reviews of the individual GMP elements. Chapter 3 evaluates

the eight (8) major issues, as agreed upon between Collier County and the Florida Department of Community Affairs (DCA).

Schedule

Completed Tasks To-Date:

- On August 26, 2009, County staff attended a workshop, at the offices of the Southwest Florida Regional Planning Council, in North Fort Myers to meet with DCA representatives and representatives from other state and regional agencies to discuss the EAR process, learn of issues considered important by the DCA staff, and to learn how neighboring local governments intended to respond to issues identified by the State.
- On September 8, 2009, Comprehensive Planning hosted an EAR intergovernmental meeting. The meeting offered an opportunity to fellow staff from local City agencies to identify and discuss areas of concern with respect to intergovernmental items or issues common to fellow governments. In addition, this meeting provided an opportunity to discuss sharing data, to discuss new data that must be generated, and the analysis necessary to address those issues identified as outdated, problematic, or where compliance has not occurred or is no longer practical.
- On November 24, 2009 the County's Draft Letter of Understanding was submitted to the DCA. The County and the DCA agreed to the Final Letter of Understanding on December 4, 2009. On December 15, 2009, at their regular scheduled public hearing, the Collier Board of County Commissioners approved the Letter of Understanding between the County and DCA.
- On January 25, 2010, the County held its first EAR public participation meeting at the North Naples Regional Park.
- On February 23, the County held its second EAR public participation meeting at the University of Florida/Collier County Agricultural Extension Office.
- On March 15, 2009, the County held its third and final public participation meeting at the Collier County main government complex.
- The varied locations of the three public participation meetings were designed to provide opportunity to participate in the EAR process to the greatest possible number of citizens. In conjunction with the public participation meetings, Comprehensive Planning staff coordinated the preparation of the EAR with other County agencies, while gathering and analyzing data to be used in the report.
- From January 2010 through July 2010, staff finalized the various sections of the Report.
- On August 11, 2010, the Environmental Advisory Council (EAC) held an EAR workshop at the Collier County main government complex.

- On August 25 and 27, 2010 the Collier County Planning Commission (CCPC) held EAR workshops. The public discussions at these publically noticed workshops formed the basis for a number of modifications to the report.
- On September 10, 2010, the County provided the post EAC and CCPC EAR workshop report to the DCA and various state agencies for a courtesy review.
- On October 15, 2010 the County received the DCA's comments based upon the post EAC and CCPC EAR workshop report
- On November 3, 2010 the EAC recommended to the BCC to adopt the EAR adoption report and to transmit to the DCA by unanimous vote.
- The CCPC will hold its adoption public hearing for the EAR on December 7 and 8, 2010. The BCC will hold its adoption hearing on January 31, 2011.
- The adopted EAR is being submitted to the DCA and the various review agencies after changes approved by the BCC at its January 31, 2011 public hearing have been incorporated into this EAR.
- Upon receiving the County's adopted EAR, the DCA will commence review of the report for sufficiency with Chapter 163.3191. The tentative date for the DCA's Sufficiency Letter determination is on or about April 27, 2011.

Before progressing to the individual assessments of the objectives and policies of GMP and analysis of the identified major issues for the 2011 EAR, the County would like to provide a brief description of long range planning efforts undertaken since the date of the last EAR effort. These described efforts were/are designed to improve the effectiveness of the GMP in attaining its stated goals within its various elements.

Horizon Study

The East of County Road 951 Infrastructure and Services Horizon Study was a five year long planning effort to assess the County's ability to accommodate growth within the County's rural eastern portion. Prior to the initiation of the Study, the regulatory framework for growth in the eastern portion of the County was established with the adoption of the Rural Fringe Overlay and the Rural Lands Stewardship Area Overlay within the Growth Management Plan (GMP). The Overlays were the regulatory solutions arrived upon by the County and the state in response to Final Order No. AC99-002. With the framework for growth in place and the consistent population increases in the 1990's and the first three years of this decade, the Collier Board of County Commissioners at its June 29, 2004 meeting recognized the need for a comprehensive, long range planning effort to evaluate the county's fiscal ability to accommodate growth permitted by the newly adopted regulations within the area East of County Road 951. A strong emphasis was placed on the County's ability to provide the potential necessary capital infrastructure and services while maintaining the financial feasibility as set forth in the level of service standards contained within the Capital Improvements Element (CIE) and the Annual Update and Inventory Report (AUIR). To accomplish the task, the Horizon Study was separated within two Phases.

The first phase, the Horizon Study Preliminary Report, was an effort of estimating the cost of providing infrastructure and services for the amount of growth our adopted regulations would permit. The Comprehensive Planning Department with the "2005 Build-Out Study" provided a projection of the maximum number of persons that the GMP would allow for the County and in particular, the portion east of CR951. From the population projections, the Study attempted to allocate cost associated with the projected infrastructure and services outlay to serve that population, based upon existing levels of service. Those infrastructure providers included: Transportation, Public Utilities, Parks, Schools, Stormwater Management, Libraries, Emergency Medical Services, the Fire Districts and the County's Chapter 189 Districts. The first phase, Preliminary Report was a twenty-four (24) month long assessment that developed three levels of potential infrastructure and service provision scenarios from the various infrastructure and service providing divisions/departments throughout the County to satisfy the projected population. The Preliminary Report was presented to the BCC at a May 24, 2006 workshop.

At the May 24, 2006 workshop, the BCC after hearing the presentation of the Preliminary Report and the three levels of potential infrastructure and service outlay, directed for the second phase of the Study to gain insight from the property owners of the Study. Moreover, the intention of the planning effort was to better understand how the property owners in the area East of County Road 951 viewed the potential growth within the study area, and how those residents felt that growth could best affect the levels of service for governmental infrastructure and service providers. To direct the second phase of the Study, the BCC created the Horizon Study Public Participation Master Committee. The East of CR951 Horizon Study Public Participation process, steered by the Public Participation Master Committee was a 23 month long process of public presentations designed to inform the general public of the specifics of the provisions of the various infrastructure and service providers, while professionally polling and soliciting input from the residents of the Study area in relation to their perspectives related to those identified potential growth outlays and the cost identified within the first Phase.

As part of the public participation process, the Master Committee held two successive meetings to discuss the issue of Transportation planning. Like all components of the Preliminary Study, the Transportation component provided a working meeting to the Committee, which was held in Immokalee, and a public participation meeting. These meetings were held in December 2007, and January 2008. It was during these interactions between the Master Committee and the Transportation Department that the need for a Bridge Study materialized. As part of the discussions with the Transportation planning staff, the concept of increasing the mobility within the Golden Gate Estates through a series of strategically placed bridges resurfaced. During the 2003 update of the Golden Gate Area Master Plan, the concept of bridging strategic locations within the Subdistrict was promoted. These direct conversations between the Master Committee and Transportation initiated the Golden Gate Estates Bridge Study, which was designed to identify the prioritized locations for bridges which would provide the greatest benefit to overall system capacity. This specific effort will greatly enhance the county's effort in response to House Bill 697 and will contribute to reductions in overall vehicle miles traveled (VMT), as well as green house gas (GHG) emission reductions.

In addition to the Bridge Study, the public participation portion of Phase II was comprised of the development of the Collier County Interactive Growth Model (CIGM). At the inception of the East of CR951 Study, the BCC issued a policy directive that the study would not include a land use component. The intent behind the directive was that future land use changes should not be the impetus behind analyzing infrastructure needs in the area east of CR951. Although this intent was fundamentally sound in concept, generally accepted planning practices and principles recognize the

need to link land use planning with transportation planning and other infrastructure needs. Based upon this recognition, at the May 24, 2006 hearing of the Preliminary Report, the BCC directed staff to enter into a contract with Van Buskirk, Ryffel and Associates to initiate the development of a land use modeling tool, the Collier Inter-Active Growth Model (CIGM). The CIGM was designed to spatially allocate projected population to assist with the timing and locational decisions related to infrastructure and service provisions. On January 13, 2009, the BCC officially adopted the CIGM as an additional planning tool.

The resulting byproduct of the Horizon Study was/is:

1. An approved framework of position points established through the public process in regard to level of service preferences regarding the infrastructure and service provisions for the County's eastern rural area. These Position Points are expected to be utilized as a factor for consideration by the BCC as they are evaluating land use decisions and policies within the Study area.
2. The developed Collier County Inter-Active Growth Model (CIGM), which will assist in determination of efficient locational decisions for infrastructure and service locations. It should also be noted that the CIGM has been utilized by Comprehensive Planning as an additional tool to evaluate market demand for amendments to the GMP. The CIGM has and is being utilized by the County to evaluate the appropriate land use mix for the Eastern portion of the County as new Towns and Villages are proposed within the Rural Fringe District and the Rural Lands Stewardship Area Overlays and identify inefficiencies/deficiencies within the proposed land use allocation for the Eastern portion of the County.
3. The Horizon Study Oversight Committee, created by The BCC at their January 13, 2009 Public Hearing to ensure staff was maintaining and utilizing the CIGM in the most efficient and effective manner.
4. The Golden Gate Bridge Study was approved by the BCC at their January 13, 2009 Public Hearing and as funds become available the Bridge Study will establish the prioritization of locations for system improvements. The improvements or new bridge locations are designed to provide for a reduction in overall trip lengths within the Golden Gate Estates.

A final long range planning effort was initiated in collaboration with the Horizon Study and the RLSA 5-year Review Committee work, the Master Mobility Plan. That effort is currently on-going and will be described at the latter portion of the Introduction.

Rural Lands Stewardship Area Overlay 5-Year Review Committee

Collier County adopted the RLSA Overlay in the Land Development Code (LDC) as Section 4.08.00 on January 30, 2004 as the implementing regulation for the Growth Management Plan amendments known broadly as the "Rural/Eastern Lands Amendments" which were developed in response to Administration Commission Final Order No. AC99-002, which required a "Rural and Agricultural Assessment" and subsequent adoption of the Growth Management Plan amendment based upon that assessment.

The BCC established the Rural Lands Stewardship Area Review Committee per **Policy 1.22** of the RLSA Overlay, which required a Five-Year Review of the RLSA. Accordingly, the BCC established the ad hoc Rural Lands Stewardship Area Review Committee (Committee) by Resolution Number 2007-305A on October 24, 2007, and provided the Committee with the following functions, powers and duties:

1. "Review data concerning the participation and effectiveness in the Overlay meeting the Goal, Objective, and Policies in the Future Land Use Element of the Growth Management Plan.
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."

On May 27, 2008, the BCC approved the "Phase I-Technical Report" (#1 of functions, powers, and duties of the Committee). The "Phase I-Technical Report" was a review of data concerning the participation and effectiveness in the Overlay meeting the Goal, Objective, and Policies in the Future Land Use Element of the GMP which is required by Policy 1.22 of the RLSA Overlay. The "Phase I-Technical Report" was presented and responded to by the Collier County Planning Commission (CCPC) and the Environmental Advisory Council (EAC) prior to presentation to the BCC. On May 27, 2008, the "Phase I-Technical Report" of the Committee was brought before the BCC, accepted by the BCC, and forwarded to the Department of Community Affairs (DCA) for its records in accordance with the directive contained in Policy 1.22 of the RLSA.

While Phase I was the technical report on the programs accomplishments to date, the Committee also generated a Phase II report which provided an assessment of the policies of the RLSA and potential amendments to those policies to increase their effectiveness. The Phase II report was generated over the course of twenty public meetings between March 4, 2008 and December 18, 2008. The BCC on December 2, 2008 provided direction to staff to facilitate the review of the Committee's Phase II report before both the CCPC and the EAC. Accordingly, a combined total of eleven (11) public meetings were held (6 CCPC public meetings and 5 EAC public meetings) between January 28 and March 10, 2009 of which a total of 8 were public hearing dates before the CCPC (January 28 & 30, February 5, 20, & 26) and the EAC (January 29, February 5 & 27). During these public hearings the public was encouraged to speak concerning the Report. All meetings of the CCPC and EAC were properly noticed public meetings, recorded with minutes taken, and most meetings were televised.

On January 6, 2009 the Committee issued its original 2-volume "Five-Year Review of the Rural Lands Stewardship Program" Report which includes the following:

- a. **Volume 1** of the Report contains the approved "Phase I- Technical Report" (to the BCC on May 27, 2008), as well as the "Phase II-RLSA Overlay" review and recommendations; and
- b. **Volume 2** of the Report contains the major appendices and support documentation which the Committee considered when forming and finalizing its recommendations to the BCC.

Prior to its issuance of the original January, 2009 Final Report, the Committee held a series of public meetings between November, 2007 and January 6, 2009 and received and reviewed information provided by experts, heard from representatives of several organizations and individuals and summary

minutes and taped recorded documents were developed and maintained for public record. Most of the Committee meetings were held in the Community Development and Environmental Services building, while several of the meetings were held at both the new Town of Ave Maria and at the North Collier Regional Park. These meetings led to the preparation of the Phase I and Phase II Reports. Most meetings were well attended with audience attendance/participation usually ranging between 15 and 30 persons. All persons were given an opportunity to speak and/or present information.

There are no time specific requirement in the GMP RLSA Goal, Objective and Policies that any amendments to the RLSA Overlay be made, but the Committee did arrive upon a list of modifications to the program based upon the Original Report. It should be noted that the proposed amendments to the RLSA Overlay were/are Committee-driven. At the time proposed amendments to the RLSA Overlay of the GMP have not been substantively reviewed by Staff for sufficiency, completeness, supporting data and analysis, proper "wordsmithing", and consistency with the GMP, Florida Statutes, and Florida Administrative Code. Moreover, the Committee was aware that not all of the data and analysis to support the amendments has been completed. The extensive two year review of the RLSA Overlay has formed the basis of the EAR review and analysis of the Overlay, which is specified as major issue #7 within the letter of understanding between the County and DCA.

Adoption of the Ten-Year Water Supply Plan

In anticipation of the rapid population growth and increasing water demands facing the State, and the potential threats to both the economy and natural resources, the Legislature amended the Florida Water Resources Act (Chapter 373, F.S.) in 1997. The amendment required the five water management districts to initiate regional water supply planning in all areas of the State where reasonable anticipated sources of water were deemed inadequate to meet year 2020 projected demands.

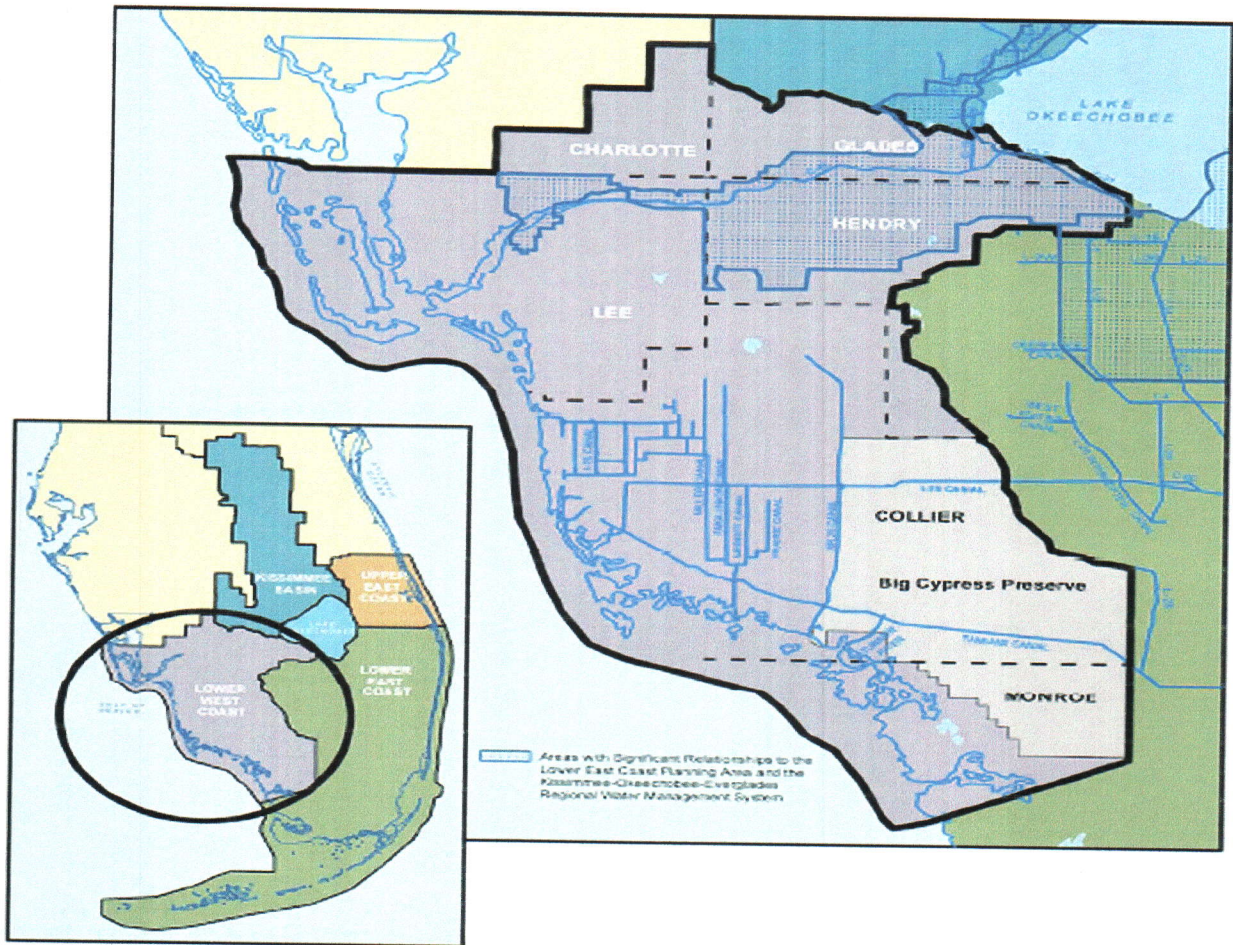
The purpose of water supply planning is to develop strategies to meet future water demands of urban and agricultural uses, while meeting the needs of the environment. This process identifies areas where historically used sources of water will not be adequate to meet future demands, and evaluates several water source options to meet the shortfall. As mandated by Florida water law, each regional water supply plan is based on at least a 20-year future planning horizon, and a complete update of each plan is required every five years.

The South Florida Water Management District (SFWMD) has developed a long-term comprehensive regional water supply plan update for its planning area. Collier County is within the Lower West Coast Water Supply Plan. Previous water supply plans for the Lower West Coast were completed in February 1994 (planning horizon 2010) and April 2000 (planning horizon 2020), which the County utilized to develop its 2002 Water Master Plan Update. The most recent water supply plan update is the 2005-2006 Lower West Coast Plan Update that has a planning horizon of 2025.

In 2002 the Legislature expanded the local government comprehensive plan requirements, known as Chapter 163 of the Florida Statutes, to strengthen coordination of water supply planning and local land use planning. One of the most significant requirements was a Ten-Year Water Supply Facilities Work Plan in order to project the local government's needs for at least a 10-year period, identify and prioritize the water supply facilities and sources of water that will be needed to meet those needs, and include in the local government's Five-Year Schedule of Capital Improvements the capital improvements identified as needed for the first five years.

To date, the County's Water Master Plan has been considered the County's official plan for water capital improvements and the basis for the 5-year Capital Improvement Schedule contained in the Capital Improvement Element.

Lower West Coast Planning Area Map



On February 25, 2003 the Board of County Commissioners adopted an update to the County's 2001 Water Master Plan. to provide an integrated approach for meeting the projected water system demands up to the year 2022. The "2002 Water Master Plan Update" provided for comprehensive overview of the entire water system, including emergency systems, water demand projections and demands and proposed conservation and reclaimed water projects, and provided a plan for future water supply and infrastructure needs to meet the requirements of growth, infrastructure renewal, replacement and enhancement over a course of five years. This plan utilized population projections prepared by the Collier County Comprehensive Planning Department that were approved at that time by the Florida Department of Community Affairs (DCA) and accepted by the SFWMD. Water demands were provided at five-year increments to be consistent with the 2000 Lower West Coast Regional Water Supply Plan. The 2002 Water Master Plan Update formed the foundation for the proposed County's Ten-Year Water Supplies Facilities Work Plan.

During the State of Florida's 2005 legislative session, lawmakers revised state water law to include a new statutory provision. Local governments within the Lower West Coast Planning Area are required

to prepare a Ten-Year Water Supply Facilities Work Plan that identifies water supply projects, and adopt revisions to comprehensive plans within 18 months following the approval of the 2005-2006 Lower West Coast Water Supply Plan Update.

On January 25, 2007, as part of the 2004 EAR-based amendments, and in preparation of the anticipated Ten-Year Water Supply Facilities Work Plan, Collier County adopted language to coordinate water supply planning with SFWMD. Modifications of various Goals, Objectives and Policies (GOPs), as required by these legislative actions, were addressed through the GMP amendment to the Potable Water Sub-Element, Conservation and Coastal Management Element and the Intergovernmental Coordination Element. The amendments referenced the 2002 Water Master Plan Update and any subsequent updates as the appropriate document for the County's water supply planning. On February 24, 2009, the County adopted the Ten-Year Water Supply Facilities Work Plan. The plan, and any subsequent updates, is the County's appropriate document for water supply planning.

Floodplain/Watershed Management Plans

Beginning in 2004, Collier County developed its initial Floodplain Management Plan (FMP) as a part of its participation in the National Flood Insurance Program's Community Rating System (CRS). The FMP was incorporated into the County's overall Hazard Mitigation Plan. In 2006, Collier County established a Floodplain Management Planning Committee (FMPC) under the direction of the County Manager. The purpose of the FMPC was to provide input into updates to the FMP and annually review the FMP Action Plan for completion of the action items. Immediately upon the establishment of the FMPC, the County initiated a rewrite of the FMP to better address the requirements identified by FEMA in the CRS Coordinator's Manual. That rewrite was completed by late 2007 and the new FMP was adopted by the Board of County Commissioners in December 2007. The FMPC typically meets once a month. Throughout the year the FMPC reviews progress being made on the FMP action plan items, discusses desired floodplain management program ideas, and has been working on development and approval of a new Flood Damage Prevention Ordinance to comply with current Federal Emergency Management Agency (FEMA) requirements.

In addition to floodplain management as directed through the National Flood Insurance Program, the County has also committed to development of watershed management plans to address water resource issues (rainfall, runoff, flooding, water use, water quality, natural system needs, impacts of new development, correcting existing problems, etc.). That work started in 2007 with the establishment of a dedicated budget for development of the watershed management plans. A consultant was hired to assist staff in laying out a framework of activities that needed to be accomplished, and the interlinking of these activities as subsequent consultants were hired to accomplish the work by the end of 2010. Initial work began with contracting for a unified aerial topographic mapping of the County (this did not include the vast area of the Big Cypress National Preserve east of SR-29 which is all federal land and not subject to change from development interests) using Light Detection and Ranging (LiDAR). Coupled with that was the development of a detailed computer model of the vast network of publicly operated drainage facilities. This modeling was coordinated with the South Florida Water Management District by using their existing model as the starting model and providing more detail, coupled with the new LiDAR topography, and updated land use. The County hired a consultant firm to accomplish this work, and they are currently working on the modeling. The result will be an analysis of the existing conditions, and development of alternatives to address the identified problems as well as look toward the impacts of future development potential to ensure that additional problems are not created. The process of developing the watershed management plans includes extensive

coordination with other local and state agencies along with the public through periodic public meetings.

Energy Audit and Greenhouse Gas Inventory Report & Rebuilding Collier's Energy Use Task Force

The report presented the results of an energy use/greenhouse gas inventory for Collier County, for calendar year 2007, an accounting of both energy use and the amounts and sources of emissions of greenhouse gases (GHG) for the community as a whole, encompassing the area within the County limits, with a detailed look at Collier County government operations. Results are presented in terms of standard GHG units, but their magnitudes directly reflect the relative importance of differing forms of energy use in the County. The purpose of the inventory was to better understand the ways the County utilized energy so that effective policies and programs could be implemented to reduce costs and environmental impact. Additionally, the inventory provides a baseline against which future energy use and emissions reductions can be measured.

The project was funded by Collier County Audubon Society, The Conservancy of Southwest Florida and National Audubon's TogetherGreen grant program and utilized the software and protocol provided by ICLEI, the International Council of Local Environmental Initiatives.

The three primary motivations for the Energy Audit Report were:

- 1) Understanding patterns of energy use can lead to saving residents/taxpayers money.
- 2) It is widely accepted that fossil fuel energy use contributes to global climate change, the extent of which will be critical for low lying regions like Collier County. Assessing and reducing emissions demonstrates responsibility to present and future residents.
- 3) Increasing numbers of state and federal programs (and grant opportunities) require municipalities to address climate change. By following the established ICLEI protocol, Collier County joins twenty four communities in Florida and hundreds nationwide willing to take action and thus demonstrate responsibility and accountability.

The report provided specific recommendation recommendations and next steps for County as follows:

- 1) Establish the following reduction targets: 10% by 2020, 20% by 2030, and 50% by 2050.
- 2) Collate a summary of the baseline inventory, all energy savings related projects, together with additional programs (including but not limited to those described below) into a comprehensive Collier County Climate Action Plan. Identify within the plan how GHG reduction measures tie into other County and regional efforts (such as the Master Mobility Plan, Coastal Management Plans and Land Development Codes). Include an assessment of the impacts of climate change and energy management in existing plans and codes to ensure the County anticipates and budgets properly for all potential changes in Collier County through at least the next forty years.
- 3) Pursue the LFGTE project along with other waste management projects.
- 4) Continue government based work: i) building energy retrofits, ii) street lighting replacements to high efficiency bulbs, iii) alternative fuel vehicles, and iv) promote the commuter services program.
- 5) Continue the community focused transportation programs such as traffic signal optimization.

6) Establish new community oriented programs to include: i) a community focused “Be Green when Green makes Cents” program, or equivalent and ii) a Green Business Program. (Additional programs could be described within in the planned Master Mobility Plan and potentially be funded through additional grant monies or other sources).

7) Carry out an energy use/greenhouse gas emissions re-inventory in 3-5 years to measure progress.

The Energy Audit was presented to and accepted by the Board of County Commissioners in November of 2009. While the Board did not provide wholesale acceptance of all of the recommendations contained in the report, the Board did, based upon the acceptance of the Report, create the Rebuilding Collier’s Energy Use Task Force. The purpose of the Task Force is to explore the recommendations contained within the Report and bring suggestions back to the Board on the means to accomplishing the energy efficiencies contained in the Report.

The work of the Task Force is on-going at the time of authoring this report. In June of 2010, the Task Force began discussions with the Board regarding the development of a program to green up energy use at homes and businesses throughout the County. The program the Task Force envisions would take advantage of legislation called Property Assessed Clean Energy (PACE), signed by Gov. Crist in May 2010. PACE sets out a financing mechanism for local governments to create a pool of money homeowners and businesses can tap for projects from electric car chargers to energy efficient windows. Other possible uses for the money include insulation upgrades, solar panels, wind turbines and energy efficient air conditioning. The full specifics and applicability of the program were still in the development stage by the Task Force at the time of authoring this report, but the PACE program and other similar efforts to increase energy efficiency within the County are expected based on the Task Force’s work within the Energy Audit. The future recommendations of the Task Force, once approved by the Board are expected to intertwine with the regulatory environment of the County.

In a related effort, it should be noted that each of the Objectives and Policies contained in the GMP Elements have been reviewed in relationship to House Bill 697 and the proponents of energy efficiency. A copy of the Second Draft Rules for HB697 has been provided as supporting documentation for the EAR workbook.

Master Mobility Plan

The purpose of the Master Mobility Plan (MMP) is to guide the need and location of land use, public services (libraries, EMS, schools, etc), multi-modal transportation and various infrastructures while protecting environmentally sensitive land, habitat and agricultural land with the primary objective of reducing Vehicle Miles Traveled (VMT), as the County progresses to build-out. The Board of County Commissioners on July 28, 2009, provided approval to staff to seek a grant under the Energy Efficiency and Conservation Block Grant (EECBG) Program, which were funds made available for the first time under the American Recovery and Reinvestment Act of 2009. The County received the EECBG grant on September 8th and the BCC approved the grant on September 29th.

The MMP is intended to be a concise and practical plan that will manage growth in a sustainable, financially feasible and environmentally responsible manner. It is anticipated that the plan will be developed within a 24 month time frame. In addition, implementation of certain sub elements of the plan such as local street network connectivity, signal timing and other projects that reduce greenhouse gases and VMT will be initiated during the development of the MMP. This plan will inherently allow

for flexibility through the development and integration of Growth Management Plan goals, objectives and policies as well as Land Development Code criteria that will help accomplish the following:

1. Provide needed infrastructure and reduce redundancies by the establishment and incorporation of an Infrastructure Master Plan with the goal of reducing the VMT.
2. Strategically locate public services as well as private residential, commercial and industrial development by the establishment and incorporation of a Land Use Master Plan with the goal of reducing the VMT.
3. Incorporate multi-modal transportation alternatives by the establishment and implementation of a Mobility Master Plan with the goal of reducing the VMT.
4. Preserve environmentally sensitive land, habitat and agricultural land by the establishment and incorporation of a Wildlife Crossings and Habitat Preservation Master Plan
5. Secure MOU's (Memorandum of Understanding) that define, validate and document the commitments and expectations of Collier County Government and the primary stakeholders and agencies.

The development and implementation of the MMP will result in job creation, job retainment, a measurable reduction of fossil fuel consumption and less impact to the environment caused by future growth. The MMP will help guide Collier County through its next phase of growth efficiently and effectively. The investment in transportation, environmental protection, and other infrastructure will provide long-term economic and environmental benefits. Mobility investments and subsidies are justified in that they will promote financial feasibility by:

1. Increasing and improving cost-effective, environmentally responsible mobility options.
2. Result in more cost effective transportation facility and service investments.
3. Increase transport system efficiency (reduces total costs or increase total benefits).
4. Reducing resource costs, such as the amount of fuel consumed per unit of transport, and the amount of land devoted to transport facilities.
5. Significantly reduce VMT. The savings that results when motorist reduce mileage are widely distributed throughout the economy.

The Planning Objectives for the plan are: Congestion Reduction, Parking Costs Savings, Facility Cost Savings, Consumer Cost Savings, Reduced Traffic Accidents, Improved Mobility Options, Energy Conservation, Pollution Reduction, Physical Fitness & Health, Land Use Objectives and Community Livability

The MMP project scope is detailed below:

1. Build databases and GIS maps of existing and proposed stakeholder plans (utility, parks, fire, protection overlays, etc.).
2. Prepare Infrastructure Master Plan
3. Prepare Land Use Master Plan
4. Prepare Mobility Master Plan
5. Prepare Wildlife Crossings and Habitat Preservation Master Plan
6. Secures MOU's

7. Incorporate recommendations/changes resulting from public workshops into Draft Vision Plan Map.
8. Conduct evaluation of effects of vision plan/land use scenario (placement of public services) on transportation plan.
9. Document results of evaluation stating benefits and disadvantages.
10. Prepare Draft Vision Plan Report.
11. Submit Draft Vision Plan Report to Collier County for review.
12. Incorporate County staff revisions and recommendations into Final Draft Vision Plan Report.
13. Provide support to County staff for presentations to CCPC and BOCC.
14. GMP Recommendations
15. Final Map Set
16. MOU's signed

By the time of this transmittal of the EAR in January 2011, the MMP will be 14 months into development and the conclusion of the planning effort is fully expected to result in a number of amendments to the GMP and the Land Development Code directly related to the reduction of vehicle miles traveled and the corresponding green house gas reductions.

Conclusion

Each of these efforts have been highlighted near the beginning of the EAR document to demonstrate the County's efforts and undertakings to gain increased efficiency within the co-ordination of future private development, public expenditures, environmental protections and diverse broad based land use allocations. A number of the lessons learned from these past and on-going efforts have influenced and shaped this EAR report and have identified areas where the GMP could be amended to better accomplish the goals, objects and polices contained within. The premise of everyone of the County's efforts addressed within this section have been motivated by the same base motivation as the EAR process, to ensure that the regulator environment provided for within the Collier Growth Management Plan, is one that provides the County's citizens, businesses and natural systems the greatest chance at long term sustainability.