

# Implementation

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## INTRODUCTION

The process of building communities of character will be the ultimate public-private partnership; individuals, developers large and small, and multiple government agencies will all make investments. The private dollars expended will greatly exceed the public ones. For their part, the development industry will have to seize the opportunity to regain the public trust and confidence, by building better places and more functional communities as the norm. If citizen activists, political leaders, and environmentalists want communities of character, they will either need to work collaboratively with the developers already active in Collier County to get them to try something new, or recruit developers from elsewhere who have demonstrated their skill at creating better places, or both. This will be much easier if the adversarial relationship between developers and everybody else, steadily escalating during the sprawl era, can be replaced with a mutually reinforcing culture of community building.

Yet the role of coordinating the efforts by so many groups on so many fronts falls to local government, and the county is the enabler, catalyst, and keeper of the vision. Therefore the whole process begins with Collier County, which wields enormous power over the outcomes through its regulations, public works projects, and coordination with other agencies. The county is the leader, and must act first.

Leadership and partnerships are particularly important because realizing the goals of the Community Character Plan will require a significant shift, on the part of both developers and government, away from a whole series of habits that create characterless sprawl. Government's part of the required retooling is outlined in this chapter.

Specific recommendations have been provided throughout the three manuals to describe how Collier County can begin converting the vision into reality. Many of these actions will require separate public hearings and legislative actions, such as amendments to Collier

County's growth management plan and its land development code. Some are budgetary in nature, requiring appropriations from various funding sources, while others involve planning activities or general governmental operations.

This final chapter of the plan compiles all the recommendations from the three manuals and organizes them by type of action. Thus, all amendments to the growth management plan are repeated here in a single section, with a reference to the page where each was initially discussed. This organization should prove useful to those carrying out these recommendations and those wishing to monitor Collier County's progress.

Implementation of this plan will be a multi-year process that will require the efforts of county staff members from many departments. The first recommendation below is for the County Manager to report to the Board of County Commissioners as to which departments will be responsible for implementing each task listed below. The second recommendation is to extend the life of the Select Committee On Community Character and Design, the advisory committee responsible for this plan, for two additional years to assist in the plan's implementation. The third is to allocate \$175,000 next fiscal year to carry out the required changes to the growth management plan and land development code. The remainder of the recommendations below are reprinted from the three manuals in this plan.

<b>RECOMMENDATION</b>	<b>PAGE</b>	
<b>1. DIRECTION TO COUNTY STAFF:</b>		Collier County's diverse communities and the special characters that are created by their physical settings, including roadsides, natural features, memorable buildings, and the public realm between buildings.2.26
a. Within 60 days after adoption of this Community Character Plan, the County Manager is to present the Board of County Commissioners with an outline of departmental responsibilities for carrying out the recommendations in this plan.	5.2	
<b>2. ADVISORY COMMITTEES:</b>		
a. Modify Resolution 99-203 (which established the Select Committee on Community Character and Design) to extend the committee's life for two additional years for these purposes:	5.2	
i. To oversee Collier County's progress in implementing the Community Character Plan;		i. Add a policy describing typical improvements for maturing neighborhoods, such as adding sidewalks and street trees, creating focal points within walkable portions of neighborhoods, improving street connections, improving pedestrian access to shopping, and traffic calming.
ii. To provide outreach to neighborhoods and other groups (developers, chambers of commerce, shopping center owners, industrial park tenants) to encourage involvement in pursuing the goals of the Community Character Plan; and		ii. Add a policy that would allow a greater variety of housing types in maturing neighborhoods, such as accessory apartments, live-work units, or townhouses.
iii. To provide a forum for discussing additional long-range planning ideas to further the goals of the Community Character Plan.		iii. Add a policy that describes the various levels of involvement that Collier County can use to improve or redevelop existing neighborhoods, including a municipal service taxing or benefit district, a community plan, a community redevelopment agency, or a dependent special district.
<b>3. GROWTH MANAGEMENT PLAN:</b>		
a. In the Future Land Use Element, adopt a new goal #2 stating that county planning efforts shall recognize the variations among	2.26	iv. Add a policy under objective #4 of goal #1 adding "community plans" as a new Collier County planning process that can be requested for existing neighborhoods or commercial/industrial developments. Community plans could include the

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following steps:

- (1) Collier County would declare that it wishes to assist neighborhoods in community planning and set out a process for individual neighborhoods to request professional assistance.
- (2) The process would typically include:
  - (a) neighborhood meetings to gather input and develop design and implementation ideas;
  - (b) preparation of a master plan;
  - (c) acceptance of this master plan by Collier County as part of the community plan;
  - (d) adoption of any amendments that are needed to the growth management plan or land development code;
  - (e) determination of cost-sharing requirements for capital improvements; and
  - (f) initiation of any capital improvements through normal

county channels.

- (3) An administrative code would be adopted with the details of the community planning process, such as the application process, suggested timeframes, and whether the group would be assisted by county staff, consultants selected for each neighborhood, or consultants on retainer; and
- (4) General guidelines for cost-sharing of community improvements would be provided. Improvements of community-wide benefit would generally be paid for by the county (such as new connector streets and associated sidewalks and street trees), whereas improvements of local benefit may require matching funds contributed by a private entity, another public source, or charged to property owners through a municipal service taxing or benefit district.2.26

- c. Add an achievable objective #2 under goal #2 about Collier County's commitment to improve typical subdivision techniques.
  - i. Add a policy establishing stricter terms before extending the life of unbuilt development approvals that are no longer consistent with the

2.31

## RECOMMENDATION

## PAGE

- growth management plan. This policy should also describe the type of modifications that are anticipated: moving gates away from major roads; improving connectivity to adjoining neighborhoods and within new neighborhoods; creating neighborhood centers or focal points within walkable portions of neighborhoods; adding sidewalks; and increasing the range of housing prices and types.
- ii. Add a policy that requires a technical evaluation of expiring PUD rezonings as to the spacing and connectivity of local streets, percentage of land behind gates, and interconnections with adjoining neighborhoods (see page 1-9 in the Mobility Manual).
- d. Add an achievable objective #3 under goal #2 regarding standards for planning new neighborhoods. 2.35
- i. Add policies endorsing the strategies for creating new neighborhoods as stated in this plan, including right-sized neighborhoods with walkable blocks, differing intensities, common public spaces, and sites for civic buildings.
- ii. Add a policy that requires master plans in proposed PUD rezones to show a conceptual street and block pattern for the entire site.
- iii. Add a policy that requires a technical evaluation of proposed PUD master plans and site development plans as to the spacing and connectivity of local streets, percentage of land behind gates, and interconnections with adjoining neighborhoods (see page 1-9 in the Mobility Manual).
- iv. Add a policy that requires street connections to all fronting collector and arterial roads, except where no such connection can be made without violating intersection spacing requirements of the land development code.
- v. Add a policy clearly supporting neighborhoods with a fine-grain mix of housing types, densities, and costs.
- vi. Add a policy encouraging most new lakes or ponds to be located at edges of neighborhoods so as to minimize interruptions to pedestrian connectivity. 2.46
- e. In the Future Land Use Element, establish a new goal #3 promoting “great streets” for Collier County and memorable commercial centers that combine resilient traditional buildings, customer convenience, diversity of offerings, and a complementary mix of uses. 2.61
- f. Add an achievable objective #1 under goal #3 of the Future Land Use Element regarding the design of great streets and adjoining buildings. 2.61
- i. Add policies that endorse the basic strategies for designing great streets as stated in this plan.
- ii. Add a policy that recognizes the following features as desirable for development along roads: buildings fronting sidewalks with little or no set-

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back; parking lots moved behind or aside buildings; and buildings more than one story tall.			
g. Add an achievable objective #2 under goal #3 encouraging the transformation of aging commercial developments into mixed-use neighborhoods.	2.71		
i. Add a new policy stating that activity centers or aging shopping centers may qualify for “community planning” assistance as potential “town centers” as described under objective #4 of goal #3.			
ii. Add a policy describing steps for transforming an aging commercial corridor as described in this plan.			
iii. Add a policy specifically encouraging aging shopping centers to include moderate-cost housing that can reduce travel demand by those currently priced into remote locations for housing.			
h. Add an achievable objective #3 under goal #3 committing to upgrade the county’s architectural and site design standards within one year.	2.86		
i. Add a new policy to maintain architectural and site design standards in the land development code and to improve them by refining the standards based on neighborhood type, mandating interconnectivity between adjoining parcels, and orienting most buildings toward public spaces.			
		ii. Add a new policy to create new site design standards for large building complexes that require a street-and-block pattern for new conventional shopping centers and other large retailers.	
		iii. Add a new policy to require special permission for any anchor store so large that it cannot fit on a standard block.	
		iv. Add a new policy to reduce the parking requirements for truly walkable, interconnected developments that have all three primary uses (dwellings, workplaces, and storefronts), whether they are freestanding neighborhoods or segments of activity centers.	
		i. Add an achievable objective #4 under goal #3 regarding the various “center” types in Collier County.	2.90
		i. Add policies under this goal that define and describe the variety of “center” types: rural crossroads, hamlet, neighborhood/village center, town center, and activity center.	
		ii. Add policies that incorporate the fundamental principles stated in this plan for the scale, land uses, building types, mobility needs, and site layouts for the various center types, including references to related standards for parcel-level connections, architectural requirements, and site design standards.	
		iii. Amend the description of the “urban	

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- residential subdistrict” (page 19 of the Future Land Use Element) which applies to 80% of all land west of the urban boundary, to state the conditions under which town centers and lesser-intensity centers including schools, day-care, and non-intrusive workplaces can be integrated into neighborhoods. Shopping centers and office parks would still not be allowed.
- iv. Amend the description of the “urban commercial district” and its subdistricts (pages 27-31) to state the conditions under which town centers and activity centers can be developed.
- v. Amend the description of the “mixed-use activity center subdistrict” (pages 27-30) to no longer permit an activity center to be devoted entirely to commercial uses; a complementary mix of uses, including housing, would be included in each activity center.
- vi. Add a policy encouraging mixed-use buildings and mixed-use developments by not excluding commercial land when calculating maximum residential densities.
- vii. Add a policy modifying Collier County’s policy on time extensions for unbuilt development approvals within activity centers.
- j. Add a policy that requires a technical evaluation of proposed residential PUDs and other larger rezonings as to the spacing and connectivity of local streets, percentage of land behind gates, and interconnections with adjoining neighborhoods.
- k. Add a policy that requires commercial PUD rezonings, plats, and site development plans to demonstrate reasonable integration and interconnection with adjoining developed or undeveloped land. 3.15
- l. Amend Policy 4.4 of the future land use element to expand the scope of corridor management plans to include plans conducted concurrently with, or integrated into, the project development process of major roadway improvements. The purpose of these expanded plans is to integrate land-use issues (including access management) with the selection of optimal right-of-way and cross-sections for road improvements. 3.41
- m. Amend the description of the “Urban - Mixed Use District and related subdistricts” (pages 18-23 of the Future Land Use Element) to reflect the county’s new strategies for creating neighborhoods. 2.35
- n. Amend the description of the “Traditional Neighborhood Design subdistrict” (pages 21-22 of the Future Land Use Element) to convert this subdistrict into an option that can be used throughout the urban designated area without need for rezoning, provided a proposed development plan complies with specific regulations to be placed into the land development code.2.35
- 3.15

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- o. Update the Golden Gate Area Master Plan, as follows:
- i. Develop a plan for land surrounding the future interchange of Interstate 75 and Golden Gate Parkway so that it can provide a dramatic entry into Naples and Golden Gate instead of conventional interstate commercial uses.
  - ii. Define generalized alignments for two-lane collector roads and “missing links” in the NGGE road system and illustrate cross-sections for these roads that include rows of native shade trees that will grow together to form a tree canopy.
  - iii. Delineate general subareas of Golden Gate Estates having differing characters so that the updated master plan can consider appropriate treatments for each.
  - iv. Identify suitable locations for minor commercial uses in the form of rural crossroads, hamlets, or rural villages.
  - v. Prepare general criteria for a design review system for all new commercial development in Golden Gate Estates.
  - vi. Identify any specific areas of environmental sensitivity where further development would be undesirable and other areas that may be suitable for a transfer of development rights into areas designated for minor commercial uses. Include the new “proposed publicly owned natural lands” acquisition area just north of Alligator

2.109

Alley as shown in the greenspace manual.

- vii. Include a refinement of the trail and greenway system and proposed neighborhood parks as shown in the greenspace manual.
  - viii. Develop strategies for raising groundwater levels and reestablishing at least parts of the original flowways that ran through Golden Gate Estates. Flowways could be reestablished on public lands as actual sloughs or could remain as forested greenbelts running across private lands.
  - ix. Identify potential locations for new neighborhood centers that could serve Golden Gate Estates. These locations could include land within or near the Orangetree settlement area or unplatted land west of 12th and 14th Avenues SE.
- p. When republishing the county-wide future land use map, include an outline or hatched pattern to indicate the regulatory area included in the Golden Gate Area Master Plan so that its special provisions would be immediately apparent.
- q. Add a policy that requires newly subdivided neighborhoods to limit gates and other access restrictions to individual blocks or portions of neighborhoods so that even communities with gates can have street interconnections with adjoining neighborhoods. Open street connections would remain about every quarter mile, if not more frequently.

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r. Add a new policy under objective 1.6 in the Public Facilities Element (drainage sub-element) to encourage the use of stormwater management techniques that return rainwater directly to the ground, such as pervious pavement, dry detention areas, exfiltration trenches, and other direct recharge concepts.	2.46		ment to provide an objective measure of progress toward the goal of providing an interconnected network of sidewalks, bike-ways and transit routes to provide multi-modal access to/between all greenspaces. Measures might include miles of sidewalks, bikeways, and trails constructed.
s. Amend Policy 9.3 of the Transportation Element to strengthen its requirement for interconnection of local streets between neighborhoods.	2.35	w. Modify Policy 4.4 to ensure that the five-year pathway work program is funded through the five-year capital improvements program.	4.37
t. Add a policy in the Transportation Element that commits to include the following basic amenities in the design and construction of new roads to be built by Collier County: ample sidewalks that are separated from curbs (except where parallel parking is allowed), street trees in uniform rows; attractive lighting fixtures that will not conflict with mature trees, and on-street parking along boulevards and collector roads and in other locations where buildings are (or are planned to be) close to the road.	2.61	x. Add policies to the GMP to describe the purpose of the thoroughfare map, direct its creation, and outline how it will be implemented, including: <ul style="list-style-type: none"> <li>i. Not issuing any development approvals that would block future roads;</li> <li>ii. Requiring unbuilt PUDs to modify their site plans upon expiration of their rezoning approval to provide future roads on the thoroughfare map and to improve internal connectivity; and</li> <li>iii. Requiring developers to build links on the thoroughfare plan that run through their properties at the time of development.</li> </ul>	3.20
u. Clarify and strengthen the county's policy on interconnections between neighborhoods by amending Transportation Element Policy 9.3 to recognize the great potential of connected networks to reduce traffic congestion and also to ensure that excessive or speeding through traffic will be limited by the layout and design of the connecting roads themselves.	3.15	y. Add a policy supporting improved parcel-level connections through future changes to the land development code.	3.15
v. Amend Objective 4 of the transportation ele-	4.37	z. Add a policy that new residential developments provide either a connection or the opportunity for a connection to support a col-	3.15

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lector road network at about one-quarter mile intervals.		rency management areas and authorize modification of the county's Adequate Public Facilities Ordinance to include techniques to implement this new system.	
aa. Add one or more policies supporting the frequent use of regularly spaced street trees throughout Collier County and requiring them on public road construction projects.	3.35		
ab. Modify GMP financing policies as follows:	3.20	ad. Unless specifically exempted by the board of county commissioners, the county would prepare a corridor management plan for major roadway improvements, especially for road expansions that are not shown on the 2010 or 2020 road expansion maps as adopted into the growth management plan (Maps TR-6AW and TR-7AW).	3.41
i. Establish an appropriate priority for public construction of links on the thoroughfare plan, by amending Policies 1.1.2.D and 1.1.4 of the Capital Improvements Element (CIE) and Policies 1.1 and 1.2 of the Transportation Element;			
ii. Delete the prohibition on borrowing funds to build any connector roads that might be deemed as providing "avoidable excess capacity," by amending CIE Policy 1.2.4; and		ae. Add a new goal to the recreation and open space element supporting a neighborhood park goal of complete the neighborhood park system to provide useable open space within a five-minute walk of residents in urban areas.	4.31
iii. Adopt a policy encouraging the use of development agreements (as authorized by F.S. 163.3220) to allocate costs of transportation improvements resulting from new development to the benefitting parties."		af. Add an achievable objective to the recreation and open space element that can be used to measure progress toward this goal. Measures might include: park sites identified; park sites acquired; park improvements installed; expenses incurred for neighborhood parks; etc.	4.31
ac. If warranted by the outcome of these studies, begin steps to amend the growth management plan to:	3.39	ag. Add new policies to the recreation and open space element about the following activities:	4.31
i. Formally designate and map the transportation concurrency management areas.		i. Require recreational or civic facilities in all new residential developments.	
ii. Modify Objective 1.5 and Policy 1.5.3 of the capital improvements element to explain the transportation concur-		ii. Carefully site new neighborhood parks for maximum integration into existing neighborhoods and/or in con-	

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<ul style="list-style-type: none"> <li>junction with schools, churches, or other recreational facilities.</li> <li>iii. Include a map showing generalized locations for proposed neighborhood parks over the coming ten years.</li> <li>iv. Increase the current public funding level for the Neighborhood Park Assistance Program.</li> </ul>			
ah. Add a new goal to the recreation and open space element supporting a community park goal to provide large community parks for active and passive recreation within a 15 - 20 minute drive of residents in urban areas.	4.34		
ai. Add an achievable objective to the recreation and open space element that can be used to measure progress toward this goal. Measures might include: park sites identified; park sites acquired; park improvements installed; expenses incurred for community parks; etc.	4.34		
aj. Add new policies to the recreation and open space element about the following activities: <ul style="list-style-type: none"> <li>i. By 2006, acquire three additional community park sites in the general locations shown on the greenspace master plan, with sufficient land to allow 50% of each site to remain in passive open space.</li> <li>ii. Design and construct four new community parks as quickly as impact fees become available.</li> <li>iii. Consider available options for combining community parks with new or</li> </ul>	4.34	<ul style="list-style-type: none"> <li>existing schools.</li> <li>iv. Regularly update the recreation and open space impact fee rates to match increases in land and construction costs.</li> </ul>	
		ak. Add new policies about the following activities: <ul style="list-style-type: none"> <li>i. Encourage shaded sidewalks along residential streets, especially near schools and commercial areas.</li> <li>ii. Explore the creation of an urban greenway network along existing major canal banks and powerline easements.</li> </ul>	4.37
		al. Expand Objective 10.2 of the conservation and coastal management element to include a measure of progress toward increasing public access to the beaches and waterways of Collier County. Measures might include: additional access points acquired in fee simple or by easement; access improvements installed, including parking lots; and public transit provided to access points.	4.39
		am. Add new policies under this objective about the following activities: <ul style="list-style-type: none"> <li>i. Aggressively seek additional public access points to the Gulf beaches.</li> <li>ii. Expand public transit to provide regular service from parking facilities to beach access points.</li> </ul>	4.39
		an. Add a new goal to the conservation and coastal management element supporting the acquisition of additional property rights where needed to protect regionally signifi-	4.43

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cant wetlands and flow-ways and to preserve habitats and corridors essential to the survival of the Florida panther and other listed species (endangered, threatened, special concern).

ao. Add an achievable objective that can be used to measure progress toward this goal. Measures might include: holding a referendum on funding sources; number of acres of natural lands purchased and protected; or number of acres of natural lands that other public agencies are able to protect within Collier County. 4.43

ap. Add new policies about the following activities: 4.43

- i. COUNTY LAND ACQUISITION:
  - (1) If presented with a credible proposal from a citizens' group, place a referendum on the ballot for a county-run program to acquire and manage natural lands.
  - (2) If approved by voters in a referendum, establish a county-run land-acquisition program and manage those lands in their natural state.

- ii. ACQUISITION BY OTHER AGENCIES:
  - (1) Formally express support for legitimate efforts by other government agencies or non-profit entities to acquire lands for preservation purposes, including the use of less-than-fee acquisitions for the same purpose.4.41

**4. LAND DEVELOPMENT CODE:**

- a. Allow single-family lots to be split when a continuous alley can be provided behind the lots to allow vehicular access from the rear. 2.26
- b. Modify the required minimum depths of lots in situations where right-of-way acquisitions have reduced lot depths. 2.26
- c. Adopt the thoroughfare plan's map into the land development code. 2.35
- d. Amend the land development code to require newly approved developments to: 2.35
  - i. Include collector roads that are open to the public and not blocked by gates;
  - ii. Incorporate any road links shown on the thoroughfare map; and
  - iii. Provide detailed criteria for evaluating the connectivity and spacing of local streets in proposed developments.
- e. Require newly subdivided neighborhoods to establish a connected street pattern with only a minimum of cul-de-sacs. 2.35
- f. Adopt specific regulations to implement the revised A Traditional Neighborhood Design subdistrict. 2.35
- g. Amend the C-1, C-2, and C-3 zoning districts to no longer require "conditional use" approval for mixed residential and commer-

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cial uses and to eliminate the two-story height limit and other unnecessary barriers to mixed uses.			
h. Amend the C-4 and C-5 zoning districts to allow mixed residential and commercial uses.	2.90		
i. Adopt specific regulations to implement the county's new policy on gates in newly subdivided neighborhoods.	2.44		
j. Amend any provisions of the code that inappropriately restrict the use of stormwater management techniques that return rainwater directly to the ground.	2.46		
k. Amend the code wherever conflicts are found between its current provisions and the new growth management plan policies regarding great streets.	2.61		
l. Amend the code to provide "build-to" lines rather than mandatory front setbacks for commercial buildings.	2.61		
m. Amend §2.7.3.4 to shorten the period that unbuilt PUD approvals remain valid from five years to three years, and to substantially increase the amount of continuing progress that is required to retain PUD approval for unbuilt or partially built PUDs that are no longer consistent with the growth management plan or land development code. The purpose of this change is to require the design of unbuilt portions of PUDs to be modified to comply with regulatory changes before the PUD approval can be extended.	2.31 & 2.90		
		n. Upgrade the architectural and site design standards in §2.8 of the land development code to:	2.86
		i. Establish standards for differing neighborhood and building types, such as mixed-use shopfronts and live/work units.	
		ii. Include precise illustrations of desirable building types.	
		iii. Rewrite the site design standards to significantly improve pedestrian access and to orient buildings toward public spaces.	
		iv. Establish special standards for building complexes larger than 50,000 square feet that requires a street-and-block pattern so that their site designs can evolve over time, and that also requires special permission for any anchor store so large that it cannot fit on a standard block.	
		v. Mandate reasonable interconnection between adjoining commercial parcels and surrounding developed or undeveloped land; these connections should be aligned to serve as future streets or alleys.	
		vi. Establish a design review board that would be empowered to grant exceptions to these standards.	
		vii. Reduce parking requirements for walkable, interconnected, mixed-use developments.	
		viii. Modify the parking requirements to minimize parking between stores and streets and to require all sur-	

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face parking lots larger than the code's minimum requirements to provide substantial additional landscaping.		u. Amend §3.2.8.4.16.5 of the code to allow and encourage the use of the alley, lane, street, and connector cross-sections from the "Great Street" palette in this report.	3.35
o. Establish a design review system for new commercial development in Golden Gate Estates.	2.109	v. Make other changes to the land development code that are found necessary during the community planning process.	2.26
p. Amend §2.2.20.3.1.1 so that land in PUDs that is used for commercial purposes is encouraged to include dwelling units. For purposes of computing density, the number of such units is limited by parking, drainage and other development regulations and is not deducted from the residential density limits of the PUD.	2.90	w. Provide the detailed criteria for evaluating the connectivity and spacing of local streets in proposed developments.	3.15
q. Amend §2.2.20.3.4 so that on-street parking spaces within PUDs are no longer excluded when computing minimum parking requirements.	2.90	x. Require newly subdivided neighborhoods to: <ul style="list-style-type: none"> <li>i. Establish a connected street pattern with only a minimum of cul-de-sacs; and</li> <li>ii. Limit gates and other access restrictions to portions of neighborhoods so that even communities with gates can have street interconnections with adjoining neighborhoods and can be connected to collector roads at about one-quarter mile intervals.</li> </ul>	3.15
r. Amend §2.2.20.3.5 to reduce the usable open space requirements in PUDs with fully mixed uses and to no longer exclude planting strips between internal streets and sidewalks from open space calculations.	2.90	y. Amend current code provisions that unnecessarily restrict shared parking lots or provide insufficient criteria for shared driveways and cross access easements.	3.15
s. Amend §3.2.8.3.2 of the code to allow alleys to provide the principal vehicular access in residential subdivisions.	3.35	z. Amend the code as needed to require commercial PUD rezonings, plats, and site development plans to demonstrate reasonable integration and interconnection with adjoining developed or undeveloped land.	3.15
t. Amend §3.2.8.4.16 and §2.2.20.3.11 of the code to delete the ambiguity as to when street interconnections will be required.	3.15 & 2.35		

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| aa. Amend the land development code to require newly approved developments to:   | 3.21 |
| i. Include collector roads that are open to the public and not blocked by gates;   |      |
| ii. Incorporate any road links shown on the thoroughfare map; and  |      |
| iii. Prior to renewal of rezoning approval for unbuilt PUDs, require the modification of their site plans to provide collector roads that are open to the public.  |      |
| ab. Amend the land development code to implement corridor management plans when so indicated by the results of those plans.  | 3.41 |
| ac. Amend the land development code to require recreational or civic facilities in new neighborhoods; these facilities can be privately owned and maintained, or can be a publicly owned neighborhood park if the location and design is approved by Collier County. | 4.31 |
| ad. Amend the land development code to require community interconnectivity through pedestrian/bicycle facilities and meandering off-road pathways.   | 4.37 |

**5. ADMINISTRATIVE CODE:**

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| a. Adopt an administrative code establishing guidelines for community plans. | 2.26 |
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**6. FINANCING ISSUES:**

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| a. Allocate \$250,000 annually beginning next fiscal year from the unincorporated municipal service taxing district to fund community planning studies.    | 2.26 |
| b. Allocate \$175,000 next fiscal year from the general fund for Collier County's use in implementing the recommendations of the Community Character Plan. | 5.15 |
| c. If a land-acquisition referendum is approved by the voters:   | 4.43 |
| i. Dedicate a portion of the proceeds for restoration and continuing maintenance of acquired land.   |      |
| ii. Commit the remainder of the proceeds through the county's capital improvements program for the sole purpose of acquiring natural lands.                |      |
| d. If a land-acquisition referendum is not held or not approved by the voters:   | 4.43 |
| i. Seek whatever acquisition funding can be obtained from state and federal sources.   |      |
| ii. Work with private landowners to develop "best management practices" for privately owned buffers along "core" greenway lands.                           |      |

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<b>7. NEIGHBORHOOD TRAFFIC MANAGEMENT PROGRAM (NTMP):</b>			
a. Double the annual funding for the NTMP in order to:	3.15		
i. Expand the program to develop measures that would enhance sub-arterial connecting streets and prevent speeding;			
ii. Make the NTMP more comprehensive in scope, to examine neighborhood traffic patterns rather than individual streets in isolation; and			
iii. Prioritize future improvements on streets within and between neighborhoods.			
<b>8. THOROUGHFARE PLAN:</b>			
a. Prepare a thoroughfare plan identifying a secondary road network including potential collector and minor arterial roads, plus opportunities for interconnections between existing neighborhoods and future development.	3.20		
b. Include on the county's new thoroughfare plan:	2.109		
i. a series of two-lane collector roads that will provide alternate routes for travel between Golden Gate Estates and coastal Collier County; and			
ii. "missing links" in the Golden Gate Estates road system where short road segments or new bridges could be installed to make the existing road network more functional.			
		<b>9. ROAD IMPACT FEE ORDINANCE:</b>	
		a. Conduct a new impact fee rate study that includes an evaluation of the use of road impact fees to pay for the expanded road network shown on the thoroughfare map.	3.21
		b. Amend the road impact fee ordinance to:	3.21
		i. Increase impact fees to pay for these roads and for sidewalks and bike paths;	
		ii. Offer impact fee credits to developers who build these roads through their property;	
		iii. Regularly update the impact fee rates to match increases in construction costs; and	
		iv. Ensure that impact fee credits are not granted for road improvements that benefit only private parties.	
		<b>10. CAPITAL IMPROVEMENTS PROGRAM:</b>	
		a. Allocate \$750,000 from the same source beginning in the following fiscal year to be used in the capital improvements program as matching funds to implement community plans.	2.26
		b. Extend Collier County's 5-cent gas tax beyond its current expiration at the end of 2003 and pledge its proceeds to borrow funds, part of which can be used to immediately begin building links shown on the thoroughfare plan map.	3.21
		c. During each annual budget cycle, review a schedule of proposed capital improvements	3.21



**RECOMMENDATION****PAGE**

- to roads for the next five years:
- i. This schedule should include road improvements needed to avoid a concurrency moratorium and other priorities in the growth management plan, plus acquiring land and building those links shown on the thoroughfare plan that are not likely to be built by private developers;
  - ii. The full five-year schedule should be published in Collier County's annual budget book and incorporated into the growth management plan immediately after budget adoption. This schedule should include a map plus details for each road project such as:
    - (1) the starting and ending points for the project;
    - (2) the number of existing and proposed lanes;
    - (3) the general character of the project; and
    - (4) whether the project includes design, right-of-way acquisition, construction, or all three steps.
- d. Beginning in Fiscal Year 2001-2002, allocate \$500,000 annually for the Neighborhood Park Assistance Program to begin funding two new neighborhood parks per year. (Current-year funding for this program comes from the county's general fund, part of about \$8 million traditionally allocated to capital improvements. This \$8 million is fully allocated for FY 2001-2002, but has only been partially allocated for the remainder of the five-year capital improvements program.)
- e. Beginning in Fiscal Year 2001-2002, schedule the acquisition of one community park site every two years so that all three needed sites will be available in advance of demand (funding source: recreation and open space impact fees).
- f. Also beginning in Fiscal Year 2001-2002, schedule the design and construction of four additional community parks in accordance with anticipated recreation and open space impact fee collections.
- g. Beginning in Fiscal Year 2001-2002, include all projects on the five-year pathway work program in the county's five-year capital improvements program.

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**RECOMMENDATION****PAGE****11. LONG-RANGE TRANSPORTATION PLAN:**

- a. Direct the Naples (Collier County) Metropolitan Planning Organization to expand its computer modeling during the next update of its long-range transportation plan in order to:
  - i. evaluate the expanded collector road network and better-connected neighborhoods, as proposed in this plan; and
  - ii. test alternate land-use scenarios such as a trend toward more compact mixed-use neighborhoods.

3.21

- b. The MPO should continue its traditional role of integrating a wide range of land-use and environmental goals into transportation planning, and its staff director should report directly to the elected officials who comprise the MPO's governing board.

3.21

- c. Direct the Naples (Collier County) Metropolitan Planning Organization to expand its computer modeling during the next update of its long-range transportation plan to test the effects of different levels of service on the cost, size, and type of roads needed through the year 2025.

3.39

**12. ROAD CROSS-SECTIONS:**

- a. Replace the six-lane arterial cross-sections adopted by Resolution 2000-77 with the "Great Street" palette suggested in this report for arterials, parkways, and connector streets. These cross-sections would become acceptable road types for public construction projects and for privately built roads; they are

3.35

not intended to limit road designs, but to illustrate desirable features and right-of-way requirements for each type of roads.3.33

**13. MODIFIED CONCURRENCY APPROACH:**

- a. If any year's Annual Inventory and Update Report (AUIR) determines that a concurrency-induced building moratorium may occur within the next 2-3 years, Collier County should initiate the studies needed to support the establishment of one or more "transportation concurrency management areas" that would provide mobility alternatives and promote infill development.

3.39

# Resources

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## HOW THIS PLAN WAS CREATED - APPENDIX A

### PREVIOUS PLANNING STUDIES

One of the mandates for the designers of the Community Character plan was to create a plan that could move into the action phase missing in past efforts. The designers were also asked to build upon the consensus and goodwill that was created with many of these past planning efforts. The following is a summary of the most prominent of these efforts:

#### **FoCuS - The Future of Collier Created by Us (1994-1999)**

This grassroots initiative focused on seventeen goals that were addressed by five task forces. The task force charged with the most diverse scope was the Community Character Task Force, which looked at urban design, transportation, and greenspace in Collier County. This initiative and this particular task force laid the foundation for the Community Character Plan. Implementation of recommendations and citizen input were limited, however, despite widespread public involvement and support for its vision. Tools for implementation and physical change, necessary for the program's success, were incomplete. The Community Character Plan seeks to continue where FoCuS left off.

#### **Davis Triangle (1999)**

The Davis Triangle redevelopment study led by county staff and Landers-Atkins Planners outlines an initiative to redevelop a close-in neighborhood using tax increment financing. The intent is to create a town center and entertainment center in East Naples that will include

a mix of uses, plus model projects that would stimulate future healthy development. One goal of the Community Character Plan is to highlight similar implementation opportunities in other close-in neighborhoods in Collier while promoting the overall character of the county.

#### **Immokalee Master Plan (1997)**

The Immokalee Area Master Plan and associated comprehensive plan amendments of 1997 identified Immokalee and its environs as a unique location in greater Collier County. The demographics and economics of Immokalee differ significantly from the rest of greater Collier County. This sector's economic base is largely dependent on agriculture and a transient workforce. The plan sought to enhance the quality of life in Immokalee through improving environmental quality and the strength of existing neighborhoods. The plan is further defined by the Immokalee Future Land Use Plan, which specifies residential, commercial, and industrial land use designations. Given the completeness of that plan, it was not necessary to create a separate character case study for Immokalee in the Character Plan. However, the Immokalee planning initiative reflected an approach that became a hallmark of the Community Character Plan, which is that different parts of Collier County should be addressed in customized ways, respecting the character of each individual place.

#### **Golden Gate Area Master Plan (1991)**

The Golden Gate Area Master Plan, begun by staff and a citizen steering committee and updated several times in the 1990s, is a detailed 'sector plan' for Golden Gate Estates as mandated by the official

growth management system. The staff and committee identified several issues calling for amendments to the county's Growth Management Plan, addressing provisional uses, commercial uses, corridor commercial, and land uses in Golden Gate City. Recommendations were devised through public workshops and surveys circulated to residents. The Character Plan takes into account these recommendations.

#### **Collier County Comprehensive Pathway Plan (December 1994)**

Citing a need for increased mobility connections as well as humanizing the transportation network, the report lists specific projects for 2020 that support walking and biking in Collier County. For the county jurisdiction, the plan lists greenways in rural areas and sidewalks and bike lanes in Immokalee.

#### **Collier County Neighborhood Traffic Management Program (July 1995)**

This report effectively describes the rationale behind traffic calming techniques, including each technique's advantages and disadvantages. The program does not identify funding, and installation is based solely on independent citizen complaints.

#### **Collier County 1990 Model Validation and Long-Range Plan Update (June 1996)**

The 2020 Needs Assessment costs \$1.23 billion, compared to estimated revenues of \$582 million. However, even with full funding of 2020

Needs Assessment, the traffic that the Collier County model predicts for 2020 cannot be accommodated. While 87 percent of 2020 Financially-Feasible Plan investments is to be spent on highway improvements, the report calls for a reconsideration of transit, bicycling, and pedestrian facilities.

#### **FoCuS Roads and Pathways Report (1997)**

As a citizen-based review of the 2020 Needs Assessment, the FoCuS group recommended a more integrated transportation network that incorporates non-motorized travel. The report describes typical sections that support integrated and human-scale transportation facilities.

#### **Collier / Naplescape '90's (January 1997)**

The landscaping recommendations of this report are based on character zones, with particular emphasis on gateways and highly traveled routes. The inclusion of xeriphytic and native Florida plant materials lowers maintenance expenses and improves environmental fit.

#### **Collier County Growth Management Plan: Transportation Element (October 1997)**

This element of the GMP describes the current performance of the transportation network and lists scheduled improvements through 2020. All improvements are the widening of existing roads, with the exception of Livingston Road. The Transportation Element defers to Comprehensive Pathway Plan for non-motorized transportation planning.

### **Collier County Public Transportation Development Plan (June 1999)**

After a fairly thorough examination of 1990 census data and a 1997 update, the report recommends four deviated fixed-route services, a commuter assistance program, and a vanpool program. The demographic analysis points to a real need for public transportation in Immokalee, where the population is considerably younger and less wealthy and has less access to private automobiles.

Previous efforts can be separated by their concentration on solution sets. Two of these reports - the Growth Management Plan Transportation Element and the 1990 Model Validation and Long-Range Plan - concentrate on expanding the automobile-moving capacity of the network, primarily through road widening. The remainder looks to expand people-moving capacity of the network through the creation of transit, bicycle facilities, and walkable streets.

### **Recent Park Projects**

The Character Plan team reviewed the many parks initiatives underway. Recently, the county secured 208 acres near I-75 south of Immokalee Road to serve as the county's largest regional park. In addition, seven acres were added adjacent to Golden Gate Community Center. Max A. Hasse Jr. Community Park's community center is also in the design phase with a projected opening in June 2001. Finally, the county recently dedicated the new Eagle Lakes Community Park in East Naples.

### **Other Agency Efforts**

Since Collier County's territory includes large tracts of state and federal public lands, there are numerous planning efforts being conducted by these agencies that affect the county. The National Park Service, Florida State Park Service, Florida State Forest Service, the National Estuary Program, and the National Fish and Wildlife Service all have a dominant presence in the county, and their planning efforts for public access and natural resource management was reviewed.

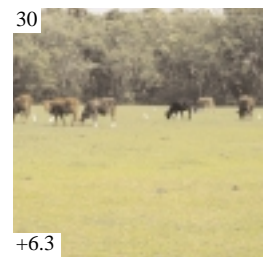
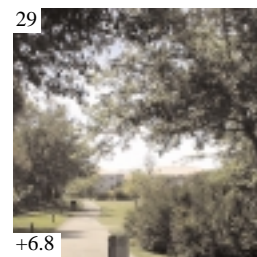
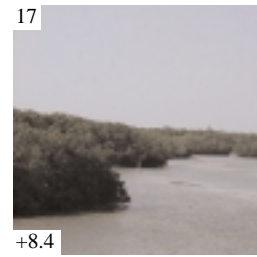
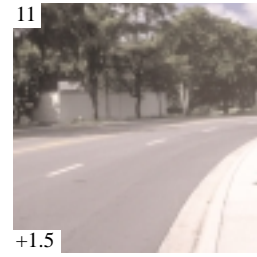
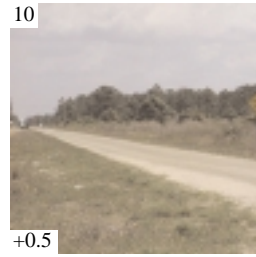
### **Marco Island Parks and Open Space System Master Plan**

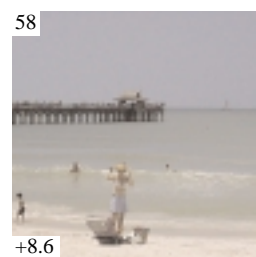
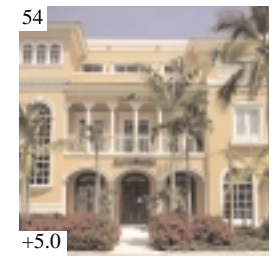
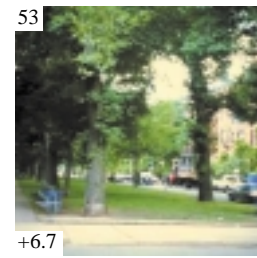
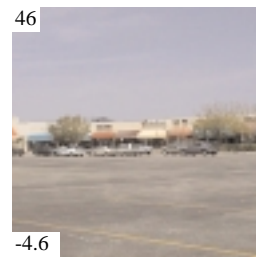
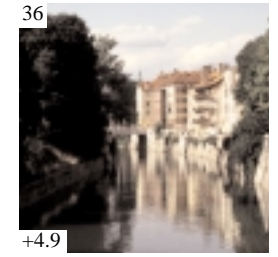
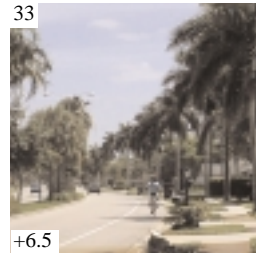
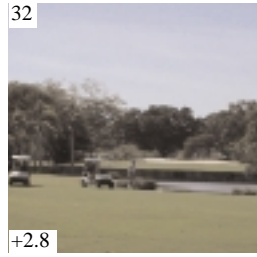
As the Character Plan was being created, Marco Island was in the process of identifying parks and open space needs and priorities for the island's residents.

**HOW THIS PLAN WAS CREATED - APPENDIX B**

Community Image Survey: list of images and scores







## MOBILITY - APPENDIX C

### Components of Corridor Management Plans

**1. PHYSICAL MASTER PLAN** - The overall vision for a road corridor is presented in a professionally rendered master plan at a scale where it is possible to reference changes in land development patterns. For specific areas of concern within the corridor, eye-level perspectives can illustrate the relationship between existing conditions and the planned future. The illustrations communicate existing trends, needed first steps, and the potential for an "in our generation" (50-year) realization of the plan.

**(a) Vision Plan** - The vision plan is a complete summary of the corridor that locates and illustrates specific projects and actions, including existing buildings, property lines, roads, driveways, medians, sidewalks, and typical landscaping. Future development may be placed on the plan but is visually distinguishable.

**(b) Perspectives** - Bird's eye and eye-level perspectives aid in the visualization of proposed strategies and provide a "sense of place" that aids citizens in locating specific improvements.

**(c) Cross-sections** - Cross-section(s) illustrate the fully dimensioned roadway design and the placement of adjoining buildings.

**2. ACTION PLAN** - The Action Plan contains implementation strategies, which can include land development regulations, design guidelines, development incentives, capital improvement program suggestions, and a monitoring program to track achievement of the plan's vision. These strategies can address three general categories of related transportation and land-use activities: non-roadway improvements, including capital investments such as streetscape

and lighting enhancements; roadway improvements, including roadway design guidelines; and land development actions, including access management and development regulations.

**(a) Roadway Design Guidelines** - The character of an area, the values of the community, and the needs of the highway users, are unique factors that designers must consider with each road project. Among the options available to achieve a balanced road design is a recognition that design expectations are more flexible than environmental constraints; decisions made during the planning phase may require adjustment prior to engineering design; lower design speeds than those initially anticipated may be appropriate; and alternate standards should be considered for scenic roads (U.S. Department of Transportation, *Flexibility in Highway Design*, 1997).

**(b) Land Development Guidelines and Regulations** - Land development regulations that are useful in the implementation of a corridor management strategy include sign guidelines, setback requirements, maximum parking requirements, minimum floor area ratios, architectural standards, landscape standards, and viewshed preservation guidelines.

**(c) Access Management Plans** - Each corridor management plan should include access management policies, implemented as needed through the county's land development code to ensure compliance by private development. Driveways, median openings, traffic signals, and their relative spacing should be balanced so that important roadways maintain an appropriate balance between local access and through trip capacity. A roadway's physical capacity can be increased through access management techniques such as driveway location and design, driveway spacing standards, corner clearance, joint and cross access, reverse frontage roads, frontage roads, and medians. See further details in Appendix B.

## MOBILITY - APPENDIX D

### Model Access Management Standards

Access management is a technique for balancing a roadway's dual role in serving both traveling motorists and adjacent land uses. It seeks to preserve a roadway's ability to provide through travel without decreasing the viability of the shops, places of business and neighborhoods fronting the street. With access management, a roadway's physical capacity can serve more vehicles without additional travel lanes, therefore maximizing the value of a community's infrastructure.

The following model access management standards are provided as a general guide.

#### **Corner Clearance**

1. Corner clearance for connections shall meet or exceed the minimum connection spacing requirements for that roadway.
2. New connections shall not be permitted within the functional area of an intersection or interchange as defined by the connection spacing standards of this code, unless:
  - a. No other reasonable access to the property is available, and
  - b. The connection does not create a safety or operational problem.
3. Where no other alternatives exist, construction of an access connection along the property line will be allowed farthest from the intersection. In such cases, directional connections (i.e. right in/out, right in only, or right out only) may be required.

#### **Joint and Cross Access**

1. Adjacent commercial or office properties classified as major traffic generators (e.g. shopping plazas and office parks) shall provide a cross access drive and pedestrian access to allow circulation between sites.
2. A system of joint use driveways and cross access easements shall be established wherever feasible and the building site shall incorporate the following:
  - a. A continuous service drive or cross access corridor extending the entire length of each block served to provide for driveway separation consistent with the access management classification system and standards.
  - b. A design speed of 10 MPH and sufficient width to accommodate two-way travel aisles designed to accommodate automobiles, service vehicles, and loading vehicles;
  - c. Stub-outs and other design features to make it visually obvious that the abutting properties may be tied in to provide cross-access via a service drive;
  - d. A unified access and circulation system plan that includes coordinated or shared parking areas wherever feasible.

*Source: City of Orlando, Florida*

**Reverse Frontage**

1. Access to double frontage lots shall be required on the street with the lower functional classification.
2. When a residential subdivision is proposed that would abut an arterial, it shall be designed to provide through lots along the arterial with access from a frontage road or interior local road. Access rights of these lots to the arterial shall be dedicated to the public and recorded with the deed. A berm or buffer yard may be required at the rear of through lots to buffer residences from traffic on the arterial but shall not be located within the public right-of-way.

**Access Connections and Driveway Design**

1. Driveway approaches must be designed and located to provide an exiting vehicle with an unobstructed view. Construction of driveways along acceleration or deceleration lanes and tapers is discouraged due to the potential for vehicular weaving conflicts.
2. Driveway width and flair shall be adequate to serve the volume of traffic and provide for rapid movement of vehicles off of the major thoroughfare, but standards shall not be so excessive as to pose safety hazards for pedestrians, bicycles, or other vehicles.
3. Commercial subdivisions shall be designed with shared access points to and from the highway.

**Connectivity**

1. The street system of a proposed subdivision shall be designed to coordinate with existing, proposed, and planned streets outside of the subdivision.
2. Wherever a proposed development abuts unplatted land or a future development phase of the same development, street stubs shall be provided as deemed necessary by the county to provide access to abutting properties or to logically extend the street system into the surrounding area.
3. Collector streets shall intersect with collector or arterial streets at safe and convenient locations.
4. Sub-collector and local residential access streets shall connect with surrounding streets to permit the convenient movement of traffic between residential neighborhoods or facilitate emergency access.

*Source: Model Land Development and Subdivision Regulations that Support Access Management for Florida Cities and Counties, 1994, Center for Urban Transportation Research / Florida Department of Transportation*

## GREENSPACE - APPENDIX E

### References

- Abbott, Gail C. and Ananta K. Nath. 1996. *South Florida Water Management District, Big Cypress Basin. Hydrologic Restoration of Southern Golden Gate Estates Conceptual Plan.* 205pp
- Tears, Clarence S. 2000. *South Florida Water Management District, Big Cypress Basin. Five Year Plan -2000-2004.* 91pp
- Cox, James, et al. 1994. *Closing the Gaps in Florida's Wildlife habitat Conservation System.* Office of Environmental Services. Florida Game and Fresh Water Fish Commission. 239pp
- Logan, Todd, et al. 1993. *Florida Panther Habitat Preservation Plan South Florida Population.* Prepared for the Interagency Committee. U. S. Fish and Wildlife Service. 44pp.
- Krakowski, Jim. *Florida Panther National Wildlife Refuge, Draft Comprehensive Conservation Plan.* 1998. U. S. Fish and Wildlife Service.
- Collier County Growth Management Plan. *Capital Improvement Element, Eighth Annual Update and Amendment.* 1998. Comprehensive Planning Section.
- Collier County Rural Assessment Notebook, *Board of Count Commissioners (BCC) Packet for March 19, 1999 Workshop on Density Reduction, Clustering, Natural Resource & Agricultural preservation Policies, and the Proposed Remedial Amendments in Response to DCA Findings of Noncompliance Assessment Area Oversight Committee ("Berry Committee"), and Final Order/comprehensive Plan noncompliance.* 1999.
- U. S. Department of the Interior National Park Service. *Economic Impacts of Protecting Rivers, Trails, and Greenway Corridors, A Resource Book.* 1995. Rivers, Trails and Conservation Assistance, National Park Service.

## **GREENSPACE - APPENDIX F**

### Additional Funding Sources

- Lerner, Steve, and William Poole. The Economic Benefits of Parks and Open Space. 1999. The Trust for Public Lands.
  - Florida Department of Environmental Protection. Thinking Green, A guide to the Benefits and Costs of Greenways and Trails. 1998. Office of Greenways and Trails
- The following list provides potential sources for greenspace funding.

#### Pay as You Go

- Property Taxes
- Income Taxes
- Sales and Use Tax
- Real Estate Transfer Tax
- Special Assessments Districts
- Business Improvement District
- Benefit Assessment District
- User Charges
- Reserves
- Mitigation Financing
- Negotiated Exactions or Impact Fees (hookups, systems development or capital fees)
- Grants (\*see list of Florida grants on following pages)
- Public-Private Ventures

#### Borrowing

- General Obligation Bonds -- Limited or Unlimited Tax
- Revenue Bonds (or "rate-supported" bonds)
- Taxable Bonds
- Tax Increment Financing Bonds
- Lease Purchase and Certificates
- Revolving Loans
- Bond Bank

GRANTS**Recreation:****Name**

Artificial Fishing Reef Program  
 Beach Erosion Control Program  
 Conservation and Recreation Lands Acquisition  
 Community Services Block Grant Program  
 Derelict Vessel Removal Grant Program  
 Florida Coastal Management Grants Program  
 Florida Communities Trust Program  
 Florida Greenways and Trails Program  
 Fl. Inland Navigation District Waterways Program  
 Fl. Inland Navigation District - Cooperative Asst.  
 Florida Recreation Development Assistance Prgm.  
 Land and Water Conservation Fund Program  
 Transportation Enhancements Program  
 West Coast Inland Navigation District Project

**Agency**

Department of Environmental Protection  
 Department of Environmental Protection  
 Department of Environmental Protection  
 Department of Community Affairs  
 Department of Environmental Protection  
 Department of Community Affairs  
 Department of Community Affairs  
 Department of Environmental Protection  
 Department of Environmental Protection  
 Department of Environmental Protection  
 Department of Environmental Protection  
 Department of Environmental Protection  
 Department of Environmental Protection  
 Department of Transportation  
 Department of Environmental Protection

**Environment and Natural Resources:****Name**

Aid to Water Management Districts  
 Artificial Fishing Reef Program  
 Beach Erosion Control Program  
 Conservation and Recreation Lands Acquisition  
 Derelict Vessel Removal Grant Program

**Agency**

Department of Environmental Protection  
 Department of Environmental Protection  
 Department of Environmental Protection  
 Department of Environmental Protection  
 Department of Environmental Protection



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Ecotourism/Heritage Tourism	Department of Environmental Protection
Florida Advisory Council on Environmental Educ.	Department of Environmental Protection
Florida Coastal Management Grants Program	Department of Community Affairs
Florida Communities Trust Program	Department of Community Affairs
Florida Forests & Environmental Education	Dept. of Agriculture and Consumer Services
Florida Greenways and Trails Program	Department of Environmental Protection
Fl. Inland Navigation District Waterways Program	Department of Environmental Protection
Fl. Inland Navigation District - Cooperative Asst.	Department of Environmental Protection
Florida Recreation Development Assistance Prgm.	Department of Environmental Protection
Highway Beautification Grants Program	Department of Transportation
Institutional Conservation Program	Department of Community Affairs
Land and Water Conservation Fund Program	Department of Environmental Protection
Marine Resources Grants Program	Department of Environmental Protection
Nongame Wildlife Contracts Program	Game and Freshwater Fish Commission
Science Museum Program	Department of State
Urban and Community Forestry Matching Grant	Dept. of Agriculture and Consumer Svcs
Water Management District	Water Management Districts
West Coast Inland Navigation District Project	Department of Environmental Protection

The following tables summarizes additional general funding strategies:

### LOCAL

<b>FINANCING SOURCE</b>	<b>DEFINITION</b>	<b>PROVIDES FUNDS</b>	<b>REPAYMENT</b>	<b>ADVANTAGES</b>	<b>DISADVANTAGES</b>
<b>General Obligation Bonds -- Limited or Unlimited Tax</b>	Loan taken out by a city or county against the value of taxable property	Immediately	By all taxpayers over 10-30 years	Makes funds available immediately; distributes cost of acquisition; ties payment to benefits received; potentially lowers interest costs	Increases taxes; competes with other local services for limited resources; separates payment from benefit; involves finance charges, so may be politically difficult; constrained by debt ceilings
<b>Revenue Bonds (or "rate-supported" bonds)</b>	Loan paid from the proceeds of a tax levied for the use of a specific public project, or with the proceeds of fees charged to those who use the facility that the bonds finance	Immediately	By rate payers over 10-30 years	Makes funds available immediately; ties payment to benefits received; may not need voter approval; not constrained by debt ceilings	Increases rates or fees; interest costs potentially higher than GO bonds
<b>Taxable Bonds</b>		Immediately	By all taxpayers over 10-30 years	Not subject to requirements of Tax Reform Act;	Highest interest rates of all bond types

<b>FINANCING SOURCE</b>	<b>DEFINITION</b>	<b>PROVIDES FUNDS</b>	<b>REPAYMENT</b>	<b>ADVANTAGES</b>	<b>DISADVANTAGES</b>
<b>Property Taxes</b>	Tax on real property	Immediately	Commercial and residential property owners	Steady source of revenue, less affected by changes in the economy than other taxes; relatively easily administered; revenues easily predictable; tax burden is fairly equitably distributed	Least popular tax since it is paid in a large lump sum check as opposed to small additions to purchases; may not relate payment to benefits received
<b>Income Taxes</b>	Tax on individual income	Immediately	Individual taxpayers	Preserves borrowing capacity; saves interest cost	Funds may be insufficient; may not relate payment to benefits received; earmarked for general fund, causing parks to compete with other public services
<b>Sales and Use Tax (including school sales tax)</b>	Tax on sales of goods or services	Immediately	Purchaser of goods or services	Easy to collect; reporting costs are low; a small percentage can generate substantial revenue; most popular tax among taxpayers	Funds may be insufficient; may not relate payment to benefits received

<b>FINANCING SOURCE</b>	<b>DEFINITION</b>	<b>PROVIDES FUNDS</b>	<b>REPAYMENT</b>	<b>ADVANTAGES</b>	<b>DISADVANTAGES</b>
<b>Tax Increment Financing Bonds</b>	Financing mechanism used to stimulate economic development in a blighted area – assessed valuation of real property within the redevelopment area is frozen – taxes are paid at this base level while improvements are made-any increase in the assessed value of the property or additional sales tax revenues makes up the tax increment, which is used to pay project costs or repay the bonds or other obligations that helped finance the project	Immediately	By all taxpayers within subarea of county	Ties payment to benefit received within subarea	Revenues dependent upon growth in assessed value within subarea
<b>Lease Purchase and Certificates</b>	Lease-purchase arrangements that allow a government to pay over time	Immediate use of property or facility while being purchased	By all taxpayers over 5-10 years	Provides a means of buying on credit without issuing debt	High interest rates; may not relate payment to benefits received
<b>Revolving Loans</b>	Loan that is automatically renewed upon maturity	Immediately	By rate payers over 10-20 years	Makes funds available immediately; ties payment to benefits received; potentially lower interest costs	Increase rates; reporting and administration may be burdensome; may not be in accordance with county priorities
<b>Bond Banks</b>		Varies	By taxpayers or rate payers over 10-30 years	Particularly helpful for small communities; lowers cost of issuance	Issuance of bonds may be delayed while sufficient number of communities apply

<b>FINANCING SOURCE</b>	<b>DEFINITION</b>	<b>PROVIDES FUNDS</b>	<b>REPAYMENT</b>	<b>ADVANTAGES</b>	<b>DISADVANTAGES</b>
<b>Real Estate Transfer Tax</b>	Tax on the sale of property – increases with the size of the property being sold	Immediately	Sometimes the seller, sometimes the buyer	Proceeds often deposited into land banks; Florida has led the way in requiring that a portion of the funds be used for land conservation; can create substantial funds particularly in fast growing communities	Can Inflate real estate values and slow the market; since revenues from the tax fluctuate with the market, income can be difficult to predict; politically difficult
<b>Special Assessments Districts</b>	Separate units of government that manage specific resources within defined boundaries	Immediately	By assessed customers at time of construction. If bonded, over 10-30 years	Makes funds available immediately; matches payments and benefit; predictable stream of money	Requires legislative approval; may seriously impact assessed customers
<b>Business Improvement District</b>	Assess residents within set boundaries for additional services – establish a partnership between property owners and businesses in downtown or commercial areas for the purpose of improving the business climate in a defined area.	Immediately	Assessed residents or business owners	Created and funded with the approval of residents – gives a sense of ownership, responsibility and accountability; matches payments and benefits	Politically difficult if residents feel services should already be provided by existing government structure; no dedicated city or county-wide funding stream for park facilities (doesn't address the needs of the entire system); inequitable financing method (not found in poorer neighborhoods).

FINANCING SOURCE	DEFINITION	PROVIDES FUNDS	REPAYMENT	ADVANTAGES	DISADVANTAGES
<b>Benefit Assessment District</b>	Assessment and provision of benefits to a defined community – not a separate unit of government – levy on property	Immediately	By assessed customers	Matches benefits to assessment; makes funds available immediately	No partnership, structure or separate government body which may make administration more difficult
<b>User Charges</b>	Fee that covers the cost of a service	Immediately	By rate payers immediately	Eliminates need for borrowing or reserves; exempt from tax limitation laws	Impractical for large projects; may make rates erratic from year to year; seldom covers entire cost of service
<b>Reserves</b>	Funds reserved/set-aside for specific use	In future	By rate payers each year until reserve is adequate	Eliminates need for borrowing; improves financial stability of system	Can be politically difficult; difficult to "protect" reserves for intended use; impractical for large projects
<b>Mitigation Financing</b>	Developer set-aside of land on or off-site	In future	Developers of a project	Eliminates need for borrowing; protects sensitive natural areas and has application for redevelopment including parks; one-time cost; gives local governments flexibility in their land use decisions; can protect larger areas rather than small scattered areas	Can be politically difficult due to unwillingness of private developer; may be seen as "anti-development"

FINANCING SOURCE	DEFINITION	PROVIDES FUNDS	REPAYMENT	ADVANTAGES	DISADVANTAGES
<b>Negotiated Exactions or Impact Fees (hookups, systems development or capital fees)</b>	One-time fee to offset costs of infrastructure caused by new development	Immediately	By developers or customers immediately	Requires new customers to pay for impacts they place on system	Political problems (viewed as "anti-development"); ineffective where there is little or no growth; affects housing affordability
<b>Public-Private Ventures</b>	Partnership between private investor and public sector to provide a service on public land	Varies	By private investors and by taxpayers	Total costs to county government are reduced	Coordination can be complicated and time-consuming
<b>County Road Program</b>	Funding for bicycle/pedestrian facilities and trails	Varies	Taxpayers	Coordinated effort to provide alternative transportation and recreation facilities	Coordination can be complicated and time-consuming

**STATE**

<b>Florida Forever</b>	Funding for acquiring Florida's natural and historic areas, water resources and wildlife habitat	Immediately	No repayment needed	Source of free money
<b>Florida Communities Trust</b>	Funding to local governments for various parks and recreation development and acquisition projects	Immediately	No repayment needed	Source of free money
<b>Florida Recreation Development Assistance Program</b>	Funding to local governments for various parks and recreation development and renovation projects	Immediately	No repayment needed	Source of free money

**FEDERAL (Grant Funding Sources)**

<b>Funding Source</b>	<b>Matching Requirements</b>	<b>Purpose</b>
<b>Recreational Trails Program (TEA 21)</b>	50% State/ 50% Local	Development and maintenance of recreational trails
<b>Land and Water Conservation Fund</b>	50% State/ 50% Local – (No funding currently available)	Acquisition, development & rehabilitation
<b>Urban Parks and Recreation Recovery Program</b>	70% Federal/ 30% Local	Rehabilitation of recreation facilities in lower income areas
<b>Community Development Block Grants</b>	100% Federal	Acquisition, development & rehabilitation of recreation facilities in lower income areas.

**PRIVATE**

Foundations
Individuals
Corporations
Real Estate Developers

Source: "Building Together: Investing in Community Infrastructure" by the National Association of Counties, the National Association of Homebuilders, the Government Finance Officers Association, and the Urban Land Institute and supplemented by information from the Trust for Public Land "Park Financing Techniques."

## GREENSPACE - APPENDIX G

### The Florida Panther

#### Panther Corridor Criteria

"Within the core of panther range or potential panther habitat, about dozen ranches in south Florida hold the key to the panther's future. In Collier and Hendry counties there may be as few as six. How can we explain the presence of reproducing panthers? Clearly the ownership of an area itself is insufficient when examined alone. Many of south Florida's small preserves or private ranches, 30,000 acres or less, exhibit excellent habitat quality Those that support panthers are adjacent to a larger preserve or form part a complex of privately owned panther habitat. Good habitat patches without panthers are generally islands of forest that are isolated from larger forest. Thus habitat quality alone does not tell us a lot. Even property size is not particularly helpful ? especially when we consider that panthers on the large preserve, Everglades National Park, are effectively extinct and that the second largest, Big Cypress National Preserve, has fewer panthers per unit area than anywhere else in occupied range.

There is only one factor that appears to explain consistent panther presence and steady reproduction in south Florida proximity to the

habitat core. The boundaries of this area encircle a zone of forest that supports the majority of panthers. This large habitat island, or "meta-preserve," has not experienced wide fluctuations in panther demographics like lands farther south and east where local populations have gone extinct or the land is too poor to support more than a handful of individuals. Panthers denied access to this core experience a more variable environment, exhibit irregular reproduction, have much larger home ranges, and often lead shorter lives. If a forested area falls within the core boundary, then panthers live and breed there regardless of the human activities that go on. The kind of forest that

makes up the core seems of much less importance than its context and connection to more forest. Panthers seem reluctant to traverse large tracts of treeless terrain - so the further an area is from this core and the more fragmented its forest becomes, the less likely are reproducing panthers to be found. Thus our largest public preserves cannot be expected to make significant contributions to panther recovery because these lands are mostly far from the habitat core and are themselves highly fragmented. Such lands are much more valuable for recreation, water conservation, and preservation of non-terrestrial wildlife species such as river otters, limpkins, and round-tailed muskrats. This is why the Fakahatchee Strand State Preserve, which consists mostly of avoided or tolerated wetland habitats, has continually supported panthers. Despite poor-quality habitat, it is an integral part of the habitat core." The Florida Panther, Life and Death of a Vanishing Carnivore. Maehr, David S., Island Press, Washington, D.C., 1997. (p. 210-211)

From the telemetry data it is apparent that panthers frequent the two



stretches of wetland that extend northward through Collier County. Panthers evidently use these wetland strands as movement corridors connecting to upland areas, public lands and the Big Cypress National Preserve in Lee and Hendry Counties. These corridors should be preserved in order to protect and preserve the range of the panther, and to ensure species viability. In view of the findings of Dr. Larry Harris as well as the research conducted in conjunction with this report it is recommended that a movement corridor that extends one-half mile from the center line of each of the two linear stretches of the wetland areas within the north-easterly portions of the County be purchased and retained as panther habitat preserve. Upland areas within this core area should remain as an undisturbed sanctuary, with minimal management activity. It is further recommended that a buffer area be designated that extends an additional 1,000 feet from the eastly and westly boundaries of these panther movement corridors. These buffer zones should be replanted with palmettos and live oak and managed as preserve. A secondary buffer zone should be established through zoning limitations. Land use within this buffer zone would be limited to low density single-family residential development or agricultural use. It is further recommended that any agricultural use be restricted to activities and engage in cultivation practices that will not degrade the quality of adjacent wetland areas.

**NOTES** from The Florida Panther, Life and Death of a Vanishing Carnivore, David S. Maehr, Island Press, Washington, DC, 1977

- Panther (Felis concolor coryi, or the currently preferred genus Puma (instead of Felis)) is a subspecies of cougar (or puma or mountain lion) and remains one of the thirty recognized subspecies within a species that enjoys the widest distribution of any mammal in the Western Hemisphere. Conditions tolerated by America's native lion range from deserts to rain forests to mountains (p 39-40)
- Bobcat (body size only about 15% that of the panther) is cousin to the panther. Bobcats, which share panther habitat but no interactions have been documented, have a home range which is tiny compared to the Florida Panther, males typically used 20 square miles, females used as little as 5 square miles (p.18)
- Panther habitat typically consists of either pine/palmetto forest or oak hammocks. Wetlands were distinctive feature of home range (p. 22)
- Everglades have never been an important panther habitat (p.24)
- Two common threads link all populations of cougar throughout their range: an abundance of remote, wild terrain and an abundance of large prey on which to feed (p.40).
- Solitary females had home ranges of between 40 and 50 square miles. When they give birth their home ranges shrink, often by as much as 80%, to less than 10 square miles to enable close supervision of kittens. As kittens grow, home ranges increase. But the size of the range tends to be directly related to foraging options and the availability and quantity of food resources and resource distribution (p.66)

- A prerequisite for permanent occupation is the availability of large herbivores, which, in Florida, tend to be white-tailed deer. These animals tend to be abundant on more fertile soils and more upland vegetation. (p.66)
- Estimated panther density at one per 42 square miles. Extrapolating this figure for the entire south west Florida range of 1,945 square miles suggests an adult population of 46, (give or take a few). Accounting for kittens, the total population is likely to be 74 (p.77-78)
- Panther activity tends to be highest around sunrise, tapers off during the day then increases toward sunset. (p.78)
- Panthers avoid certain landscape features regardless of cover, they don't like to swim. Males cross roads, females avoid them, they will occasionally cross large expanses of cattle pasture to reach other forested tracts or to pursue prey. (p.78-80)
- Human activity, increased road density, altered prey density, and removal of stalking cover may reduce range. In Golden Glades Estates a crisscrossing of roads and canals, out-of-town lot owners, unrestricted access, minimal enforcement of game laws and round-the-clock human activities have seriously degraded panther habitat, and may have caused panthers to abandon their established home ranges in this area (p.81)
- Panthers will use underpass road crossings as constructed along Alligator Alley (p.81)
- Average straight-line travel range for males is 3.4 miles and 1.4 miles for females. Maximum travel range is 24 miles for males and 15 miles for females. (p.83)
- Panthers move twice as far during the evening than during the day. (p.83)
- Because loss of resident adults is slow, there are few opportunities for young to establish home ranges (related to lack of habitat?) (p.96)
- Panthers possess high reproductive rates, their population growth is limited only by habitat quality and availability (p.96)
- Panthers have good reproductive rates and are able to increase their number rapidly (p.98)
- Ample reproduction, early female maturity and longevity all suggest a strong capability to replace and increase if and when new habitat is available (p.99)
- "Home Range" is defined as that area traversed by the individual in its normal activities of food gathering, mating and caring for young. Habitat is an aspect of home range that includes the environmental variables, such as vegetation, and topography, within which panthers interact, feed, rest and reproduce. (p.101)
- Home range areas vary from 20 to 456 square miles, with an average of 240 square miles for transient males and 67 square miles for sub-adult females. (p.102)

- Females tolerate home range overlap males do not. (p. 102-103)
- Females exhibit great stability in home range use, only death tends to wrest a female from her home, when they do shift it is apparently to avoid undue pressure on local deer populations. Males maintain a relatively larger home range and their range tends to shift frequently, typically precipitated by the presence of a neighboring male. Permanent home range shifts in adult panthers were usually related to the death of the resident. (p.104-105)
- Home tenure system, the "fabric" of home range dynamics, seems to have evolved to encourage the occasional shuffling of individuals while maintaining an overall pattern of order. The land tenure system for panthers is characterized by extensive home range overlap among females and minimal home range overlap for males. (p.105)
- Native upland forests, especially hardwood hammocks were sought out by panthers to the exclusion of all other vegetative communities. Pine, flatwood, cypress swamps and cabbage palm woodlands were also used, but not nearly to the degree of hammocks. Agricultural lands, freshwater marshes, thicket swamps and mixed swamps were usually avoided. (p106)
- The most frequented parts of panther range are associated with large, distinctive forest systems, where soil fertility, dense forest cover and habitat diversity increase, panther abundance increases (p.106-107)
- Habitat conditions in eastern Collier county and the Everglades are not capable of supporting permanent reproducing populations of panthers, forests and prey are too scattered (p.107)
- Panthers seek concealing vertical and horizontal screens such as fern beds, cabbage palms, fluted tree trunks, limestone solution holes for daytime cover. But the single most important plant species is saw palmetto which is associated with pine flatwoods and hardwood hammocks and which is found in well drained, sandy soils (p.108)
- **The suitability of panther habitat is directly proportional to the distribution and abundance of saw palmetto** (p.109)
- Soil texture, moisture and elevation are directly responsible for the patterns of plant distribution. These same factors influence lushness, productivity and palatability of plants and how they are used by herbivores. This system of interdependence is the thread that defines panther viability. Working less for more allows panthers to have a smaller home range and reproduce at higher rates. More food and less work equals larger body size and more progeny (p.109-110)
- Dense vegetation offers day beds and denning opportunities as well as stalking cover. (p110)
- Because of Florida heat food spoils quickly requiring panthers to kill more frequently than their western relatives. (p.110)
- Based on energy demands, a panther needs to kill the equivalent of one adult deer per week (p.112)
- Panthers are more abundant and have smaller home ranges where

larger prey (deer) is abundant (p.113)

- Panthers prefer wild prey to large domestic animals (such as cows) so they don't tend to be a threat to Florida ranchers (p.113)
- Maehr discovered one panther that delivered and raised kittens in a den that was located within 50 yards of a heavily used swamp buggy trail, which suggests great adaptability and a capability for coexistence. However, he points out that human activity along the trail was primarily confined to daytime hours whereas the panther tended to forage at night. The panther managed to adjust to the human activity patterns. So the issue is that human activity levels need to be compatible with panthers to ensure viability. (p.150)
- Florida Panthers make excellent wildlife creatures but they do not require wilderness for their survival...a broad range of human activity is endured by panthers so long as food and cover are adequate. (p. 161)
- In order to minimize environmental impacts on wetlands and wildlife, including panthers, U.S. Army Corps would require developer to leave significant areas of forest on the property that would adjoin neighboring conservation lands. (p. 186)
- Sunniland Farms, in northern Collier County, was a panther Eden where more kittens were reared than on any other comparable parcel, perhaps in the U.S. 50% of the property had been used for intensive land use since before 1943. However, current development on the parcel has intensified, consuming vast portions of habitat. (p. 195)
- Loss of forest cover is a primary cause for localized panther aban-

donments. Government agencies can be good at preserving isolated tracts of preserve. However, panthers require large home ranges. Nearly every panther ever captured used private land - some nearly to the exclusion of public property. The key is to look for large patches of forest and the most logical connections between them. (P. 198)

- From the perspective of panther conservation, public lands need private lands as much as the reverse. (p. 199)
- Extinction will result, not from poaching or roadkills or inbreeding or disease or competition with hunters, but from habitat loss. Given the pattern of landownership in Florida, it is clear that the private sector holds all the keys to panther recovery. The inexorable chipping away at habitat by private landowners and the inaction of natural resource agencies are a dangerous combination. (p. 200)

[see Ken Alvarez "Twilight of the Panther"]

- Many landowners may want to help in the recovery of the Florida panther but few can afford to participate unless they are compensated for the use of their lands or programs that may take portions of their property out of productive use. (pp. 200, 210)
- Mitigation programs that merely permit substitution of undevelopable lands for developable parcels are clearly unacceptable. The primary reason why the National Park Service administers two of the largest tracts of land in south Florida is that their previous owners could not profitably grow tomatoes. Bad soils for vegetables will not grow productive forest cover and Florida panthers. The ultimate in south Florida wildlife mitigation would be to physically reunite

the known range of the panther with the forests of Charlotte, Glades and Highlands counties. We know that underpasses have successfully mitigated some of the influence of highway impacts in Collier County, so why not a Caloosahatchee River over-pass spanning this barrier. Plant it with palmettos and live oaks, link it with existing forest on both sides of the river, and suddenly the envelope would open and ease the pressure within the panther habitat core. (pp. 206-207)

- The most common causes of extinctions, in descending order of importance, are "contraction and modification of habitat; increased predation or hunting; competition for resources with species new to that habitat; a poison in the environment; and a disease, particularly one new to the environment" (A.R.E. Sinclair/Graeme Caughley). As far as panthers are concerned, poisons and disease seem to have little influence, they are no longer intentionally hunted, and the only new predator in the area, the coyote, has not been shown to compete. (p. 209)

From "Florida Forever Advisory Council Conservation Needs Assessment, Ranking of Strategic Habitat Conservation Areas and Lands Needed for Florida Black Bear and Florida Panther", Randy S. Kautz, Florida Fish and Wildlife Conservation Commission, June 27, 2000

- "Maehr estimated panther densities at one panther per 110 km<sup>2</sup> (1/27,000 acres) of habitat. Priority one lands include 268,562 acres, enough to support about 10 panthers....Priority two lands include 87,667 acres, enough to support 3 panthers..."

## GREENSPACE - APPENDIX H

### Comparison to State and National Standards

Table 1							
<b>Population Guidelines for User-Oriented Outdoor Recreation Activities</b>							
1997 Collier County Population 165,608							
	Median Population Served	=	Needed Facilities	=	Existing Facilities	=	Surplus/ Deficiency
Tennis (court)	2,000		83		37		-46
Baseball/softball (field)	5,000		33		29		-4
Football/soccer (field)	6,000		28		14		-14
Handball/racquetball (court)	10,000		17		22		5
Basketball (court)	5,000		33		20		-13
Swimming (pool)	25,000		7		4		-3
Shuffleboard (court)	3,600		46		18		-28
Volleyball (court)	6,000		28		8		-20
Jogging/hiking (trails)	15,000		11		3		-8
Play area	10,000		17		23		6

Source: *Level of Service Guidelines - State of Florida Comprehensive Outdoor Recreation Plan, 1994*

Table 2							
Population Guidelines for User-Oriented Outdoor Recreation Activities							
1997 Naples Population							
21,202							
	Median Population Served	=	Needed Facilities	=	City of Naples	=	Surplus/Deficiency
Tennis (court)	2,000	=	11	=	20	=	9
Baseball/softball (field)	5,000	=	4	=	7	=	3
Football/soccer (field)	6,000	=	4	=	4	=	0
Handball/racquetball (court)	10,000	=	2	=	8	=	6
Basketball (court)	5,000	=	4	=	8	=	4
Swimming (pool)	25,000	=	1	=	1	=	0
Shuffleboard (court)	3,600	=	6	=	6	=	0
Volleyball (court)	6,000	=	4	=	11	=	7
Jogging/hiking (trails)	15,000	=	1	=	5	=	4
Play area	10,000	=	2	=	6	=	4

Source: Level of Service Guidelines - State of Florida Comprehensive Outdoor Recreation Plan, 1994

Table 3							
CITY OF MARCO ISLAND							
Population Guidelines for User-Oriented Outdoor Recreation Activities							
2000 Marco Island Population (Off-Peak)							
12,670							
	Median Population Served	=	Needed Facilities	=	City of Marco Island	=	Surplus/Deficiency
Tennis (court)***	2,000	=	6	=	19	=	7
Baseball/softball (field)***	5,000	=	3	=	3	=	0
Football/soccer (field)	6,000	=	2	=	2	=	0
Handball/racquetball (court)	10,000	=	1	=	2	=	1
Basketball (court)***	5,000	=	3	=	3	=	0
Swimming (pool)***	25,000	=	1	=	1	=	0
Shuffleboard (court)	3,600	=	4	=	4	=	0
Volleyball (court)	6,000	=	2	=	0	=	-2
Jogging/hiking (trails)	15,000	=	1	=	2	=	1
Play area***	10,000	=	1	=	2	=	1
Multipurpose field	3,750	=	3	=	0	=	-3
Multipurpose court	3,500	=	4	=	0	=	-4

\*2000 Population - Bureau of Economic and Business Research, University of Florida  
 \*\* = Based on median population guidelines, except tennis and shuffleboard which are based on high or "minimum served" guidelines  
 \*\*\* = Include YMCA facilities (9 tennis courts, 1 basketball court, 1 baseball court, 1 play area, 1 swimming pool)

Source: Level of Service Guidelines - State of Florida Comprehensive Outdoor Recreation Plan, 1994