



Planning & Zoning Division
2800 North Horseshoe Drive, Naples, FL

To: Board of County Commissioners
From: Kris Van Lengen, JD, AICP, Community Planning Manager
Through: Mike Bosi, AICP, Zoning Director
Re: Rural Fringe Mixed Use District Restudy: Decision Points Workshop
Date: May 4, 2017

Introduction:

The Community Planning Section of the Planning and Zoning Division in the Growth Management Department serves as the project management team for the eastern area Restudies. This memo is accompanied by information supporting the captioned Workshop scheduled for May 11, 2017 at 1:00 PM.

On January 3, 2017, the Board of County Commissioners (Board) convened a Workshop to discuss the four area restudies, with emphasis on the Rural Fringe Mixed Use District (RFMUD). Staff presented the RFMUD White Paper, which describes the public process and rationale for the 41 Initial Recommendations for changes to the Growth Management Plan. The White Paper can be found on the Restudies webpage: <http://www.colliergov.net/your-government/divisions-s-z/zoning-division/community-planning-section>. The initial recommendations can be found in list form at Tab 5.

The January 3d Workshop discussion centered on three pivotal decision points put forward as part of the initial recommendations:

- Whether to pursue a “TDR Bank” as a catalyst for the TDR program;
- Whether to increase village and non-village density in support of public goals in Receiving Lands;
- Whether to accept donations of Sending Lands parcels if no other governmental agency is willing to accept them.

At that time, the Board directed staff to discontinue any further consideration of a TDR Bank. It also directed staff to provide further data and analysis related to Receiving Lands development patterns and Sending Lands donations so that additional direction could be provided.

Receiving Lands Development Pattern

Public feedback has been supportive of mixed-use development with density increases that support a form of development other than solely single family gated communities. Increased density within mixed-use villages makes RFMUD program goals and regional goals more attainable. This type of development pattern provides the backbone for diversified housing, mobility improvements, economic development and sustainability.

As an initial recommendation, the white paper suggested a village minimum density of four units per acre and a maximum density of seven units per acre. TDR requirements incentivize the higher (seven unit) density. A non-village community would be limited to less than 300 acres in size, at two units per acre. Although these are initial recommendations, staff is aware that other solutions may also support mobility options, economic growth, housing affordability and sustainable practices.

However, a key to any of these goals is both higher density and a mix of uses, including goods and services, office, light industrial, institutional, government services and recreation options. When looking at net new density, we must balance the need for additional infrastructure and associated funding with the more desirable development patterns that higher densities bring.

The updated data and analysis provides a series of buildout scenarios to test and envision what can be accomplished with different densities and mix of land use, taking into account complementary uses and populations in adjoining geographic areas. By reviewing and visualizing different residential densities along with non-residential needs, the effects on the surrounding areas, including the urban area, can be better understood. Likewise, the scenarios indicate the respective effects on key public policy goals. While each buildout scenario maximizes the receiving area development potential over the next fifty or more years, it is expected that ultimately there will be a blending of densities and mix of uses. Therefore, each future proposed development should be evaluated and measured to each the County's objectives. Scenario testing data can be found at Tab 3.

Sending Lands: Conservation Collier Ownership

One of the challenges in addressing the shortcomings of the RFMUD has been the lack of interest by public agencies in assuming ownership or management responsibility for approx. 65% of the remaining privately-held Sending Lands. The majority of citizens and stakeholders agree that the Conservation Collier should take on the responsibility for these ecologically important areas in the absence of other public agencies, most particularly in North Belle Meade. Funding for such an endeavor represents one hurdle.

As suggested in the White Paper, all or some of the following revenue sources could support the County's stewardship of North Belle Meade Sending Lands: donation of funds from Sending Owners along with the land donations; an additional TDR credit to the County redeemable at an

appropriate time; the sale of credits from a mitigation bank established by the County for its own use. Since publication of the White Paper, the Board embarked on a program to fund Conservation Collier acquisitions, and these funds could support and stabilize Conservation Collier ownership of RFMUD Sending Lands.

At its January 3, 2017 Workshop, the Board directed staff to return with results from the Phase 2 Feasibility Study related to the mitigation bank concept. By better assessing its viability, a more informed decision can be made regarding the overall concept of Sending Lands ownership, both inside and outside a mitigation area.

Through a County-owned mitigation bank, the County can mitigate its own capital projects such as road improvements, while serving other environmental goals. The potential advantages are threefold:

- The funds necessarily required for County capital projects, such as transportation, could be used to purchase wetland and listed species credits from the bank at a favorable cost;
- The County to County sale of wetland and listed species credits would create the funding in support of long term land management for a County asset;
- County land ownership will enhance TDR participation because all credits will be available to current Sending Lands owners.

Staff has completed a Phase 2 Feasibility Study, to include a more site specific analysis, define optimal project boundaries, conduct pre-application meetings with agencies, and provide data necessary for financial analysis and long term program viability.

Through field work, a better understanding of existing conditions emerged. A “focus area” of approximately 2,200 acres was identified based on stated factors. Estimates of costs to administer and complete both listed species and wetland mitigation compare favorably to the revenue achieved in the sale of the credits generated. The Phase 2 Feasibility Report is included in Tab 4.

List of Initial Recommendations:

A total of 41 recommendations were included in the White Paper. These recommendations are provided in list form at Tab 5. The Board may wish to comment on these items.

Staff Request:

1. Staff seeks direction for RFMUD Growth Management Plan amendments as to acceptable levels of density in light of various public policy goals.
2. Staff seeks direction on the Board’s willingness to accept ownership of Sending Land parcels from willing donors, and whether staff should pursue a mitigation bank through formal application to the permitting agencies.
3. Staff would like to entertain comments and questions related to any of the items included in the Initial Recommendations list.