SECTION 5.1: MASTER MOBILITY PLAN RECOMMENDATIONS

As previously stated in Section 1, the primary goal of the MMP is to reduce GHG emissions specifically by reducing VMT and VHT, while at the same time conserving public resources and ensuring the protection and interconnectivity of environmentally-sensitive lands.

To support the overarching goal of the MMP, a series of recommendations have been developed for the Collier County Master Mobility Plan based on the building blocks presented in previous sections of this report: the county’s growth history, current development pattern, and projected build-out (Section 2; the extensive public involvement process conducted as part of this project (Section 3 and Appendix A); research on VMT-reducing concepts and strategies, and the results of the travel demand model tests and scenarios (Section 4).

Following the description of each recommendation, the geographic applicability is noted, indicating whether the recommendation applies on a countywide basis or to one or more sub-areas. Following the geographic applicability, descriptions and examples of potential strategies to aid in the support of the recommendation are provided, where appropriate.

In addition to mobility strategies to provide alternatives to single occupant vehicle (SOV) travel and improve the efficiency of the roadway network, land use strategies to reduce reliance on SOVs and shorten trip lengths are an important part of MMP recommendations. In addition to VMT/VHT reduction, many of the recommended land use strategies will help to directly protect habitats, environmentally-sensitive lands, and agricultural lands. Furthermore, strategies are recommended to address infrastructure coordination and cost-reduction objectives of the County.

The recommendations and supporting strategies presented in the remainder of this section form the basis for the policy recommendations to be considered as the MMP progresses into Phase Three. Upon adoption of the MMP, staff requests that the Board of County Commissioners (BCC) consider each recommendation and direct staff to proceed with the development of specific Growth Management Plan (GMP) and/or Land Development Code (LDC) amendments to implement any or all of these recommendations as part of Phase Three of the MMP.

For each of the below policy recommendations supported by the BCC, staff and the consultants will return to the BCC during Phase Three with a report outlining specific implementation strategies, including, where applicable, draft GMP and/or LDC language. These strategies, will be presented, as applicable, to the Environmental Advisory Council (EAC) and Collier County Planning Commission (CCPC) prior to the BCC review, such that the recommendations of these advisory boards will be part of the BCC’s consideration. Following the BCC’s final direction during Phase Three, any necessary GMP and/or LDC amendments will follow the usual and typical amendment process.

**RECOMMENDATION 1 – Use impact/mobility fee incentives based on calculated reductions generated by providing optional employment to population ratios and a full range of housing types and affordability that result in reduced commuter-related trips, both within specific mixed-use developments and within larger sub-areas.**

**CCPC approved this recommendation 7-0 as written above.**

**Recommendation 1 Geographic Applicability – Countywide**

**Description/examples of potential strategies that could be used to support Recommendation 1:**

A. Generally, mixed-use districts allow for diversity of uses, but code requirements or development conditions frequently do not require minimum or optimal ratios of residential, office, industrial, and retail uses. Often, non-residential entitlements within master-planned developments are partially developed or left entirely unbuilt. This diminishes the potential of these
developments to capture trips internally or within sub-area markets. Based on analysis demonstrating the ability of land use diversity within a sub-area to reduce VMT that includes a full range of housing types and affordability, impact/mobility fee discounts may be provided to incentivize balanced land use.

For example, the LDC could be amended to provide for optimal minimum ratios of various non-residential uses in a mixed-use development. Then, based upon voluntary compliance with these minimum ratios, impact/mobility fee discounts may be granted. The impact/mobility fee discounts would be applied to the non-residential uses as they are developed and achieve the optimal minimum ratios (such that the reduced trips generation/reduced VMTs are actually realized).

Another example would be retrofitting an existing project to interconnect to nearby non-residential uses (e.g., employment, shopping, recreation, and education), thereby providing access for residents to these uses and reducing trips on the county’s arterial network. This reduction in VMT can be calculated, and a reduction in impact/mobility fees can be granted based on these calculated, reduced impacts. A detailed analysis and public vetting of the potential incentives and related reductions in impact or mobility fees will occur as part of Phase Three.

B. By calculating the difference in VMT for integrated and isolated developments, alternative fees can be established and applied as a credit as non-residential uses are developed. This results in a normal fee for residential uses, reduced fees for non-residential uses, and a net discount for the development as a whole (compared to the base fee calculation)

To illustrate a “real-world” application of this concept, the following example is provided:

A mixed-use development with 200 single family units and 500 multi-family units is proposing to construct 650,000 square feet of retail space and 75,000 square feet of office space to support the assumed optimal employee per population ratio of 0.5 within the mixed-use development. The calculated VMT reduction for this development is 20 percent. The residential impact fee of approximately $2.9 million is collected (based on fee rates equal to 100 percent of the adopted fee schedule effective October 2011). Upon construction of the non-residential square footage, the impact fees for the non-residential (office and retail) square footage are collected at a discount of 73 percent of the adopted rates. The total fee amount collected results in a net fee reduction of 20 percent, equivalent to the reduction of VMT produced by this development. By providing the entire discount against the impact fees for the non-residential land uses, the discount for the overall mixed-use development is predicated on the construction of the non-residential uses that provide the land use mix needed to support this development.

RECOMMENDATION 2 – Recommend that the BCC appoint an advisory board or task force to be comprised only of residents or property owners within Golden Gate Estates to evaluate all viable tools and programs to reduce density in North Golden Gate Estates. As part of such evaluation, it is recommended that the advisory board or task force consider, at a minimum, the following:

- Financial feasibility and cost, both to individual private property owners and Collier County government Incentives that may be employed to promote the use of such tools and programs
- Balancing private property rights and public policy objectives
- Collateral benefits (in addition to density reduction and lower VMTs), including but not limited to, public safety, including
It is recommended that the advisory board or task force be tasked with making final recommendations for implementation, including any recommended GMP and/or LDC amendments, for consideration by the EAC, CCPC and ultimately for action by the BCC within 18 months of approval of this MMP recommendation by the BCC.

CCPC approved this recommendation 6-1 as written above. Staff recommends the composition be designated at the time the advisory board or task force is established by the BCC.

Recommendation 2 Geographic Application – Potential areas of applicability include portions of Golden Gate Estates, Orange Tree, and the Rural Fringe Mixed-Use District Receiving Areas

There are a number of tools or programs that may be used to preserve land in eastern portions of Golden Gate Estates to reduce VMT. An additional benefit besides a reduction of VMT could be the potential preservation of ecologically-sensitive lands and habitat. It is recommended that the BCC appoint an advisory board or task force consisting of property owners from affected areas and other stakeholders to consider any of the following tools or programs:

A. Transferable Development Rights (TDR) Program – A TDR is a voluntary, incentive-based tool that allows the transfer of development rights (most typically in the form of residential dwelling units) from places where a community would like to see less development (sending area) to places where a community would like to encourage development (receiving area). Explore the development of a TDR program (to transfer development from designated sending areas to one or more receiving areas. The exact location(s) of these area(s) should be determined through a future process that includes the creation of an advisory board or task force. This process should include significant public involvement. Potential sending areas include the North Golden Gate Estates Flowway, consistent with the recommendation of the Collier County Watershed Management Plan, and also an area south of the Flowway, north of I-75 between eastern edge of North GGE and the Panther Preserve to the east, as described in Section 4, Conceptual Land Use Scenario.

B. Targeted Mitigation Areas – Consider using the mitigation component of the existing impact fee or the potential mobility fee to acquire development rights or fee simple title of lands within targeted mitigation areas including those identified above.

C. Voluntary Seller Acquisition Programs – There are a number of existing and potential funding programs for acquisition of environmentally-sensitive land. Examples include Conservation Collier, Big Cypress Basin, and Comprehensive Restoration Program (CERP).

D. Density Relocation or Lot Combination Tools – The advisory committee or task force should also consider strategies in the target areas, in addition to those above, to accomplish the VMT reduction goal. Examples include 1) combining non-conforming lots (1.25-acre GGE lots) to create conforming lots (minimum of 2.25 acres) and allowing the extra development unit to be used to legitimize a guest house elsewhere in GGE or the Coastal Urban Area (outside of the Coastal High Hazard Area); 2) incentivizing the combination of non-conforming lots to conforming lots and the reduction of the number of developable lots by allowing density derived from such combination or reduction to be used in qualified urban infill and redevelopment areas outside of the Coastal High Hazard Area; 3) considering a program to allow exchange of development rights in the targeted area for development rights on foreclosed or county-owned parcels in more appropriate locations.
RECOMMENDATION 3 – Incentivize approved neighborhood-serving retail and service uses in Golden Gate Estates, Rural Fringe Mixed-Use District Receiving Areas, and Orange Tree to reduce trip lengths for neighborhood serving uses.

CCPC approved this recommendation 7-0 as written above.

Recommendation 3 Geographic Application – Golden Gate Estates, Rural Fringe Mixed-Use District Receiving Areas, and Orange Tree

Description/examples of potential strategies that could be used to support Recommendation 3:
Consistent with Recommendation 1, provide a discount for the non-residential component of mixed-use development upon its construction in areas where mixed-use development is allowed. The extent of discount will be tied to a methodology that calculates the effect of non-residential development constructed above and beyond any minimum requirements and/or a demonstrated internal trip capture rate. It is recognized that additional land use changes are required to be consistent with the Golden Gate Area Master Plan and the Collier County Growth Management Plan.

A. Review minimum and maximum development requirements (i.e., densities and intensities) within the Rural Fringe Mixed-Use District Receiving Areas to promote compact, mixed-use villages that support optimal employment to population ratios. Impact/mobility fee incentives would be provided for compact, mixed use villages based on analysis demonstrating reduced VMT to incentivize the desired type of development in areas targeted for infill and redevelopment. Providing for non-residential development within the Rural Fringe Mixed-Use District Receiving Areas would provide not only an internal benefit to the Receiving Area, but also would benefit nearby residents of the Estates.

B. Incentivize the incorporation of transit infrastructure to support regional transit service (e.g., park-and-ride lots, transfer stations, etc.) and Transit Oriented Development (TOD) in development located at existing commercial nodes or those approved in the future within Golden Gate Estates.

RECOMMENDATION 4 – Review and revisit requirements that already exist for self-sustaining Towns and Villages within the RLSA/RFMUD Receiving Areas to provide for internal capture and use of alternative modes.

CCPC approved this recommendation 7-0 as written above.

Recommendation 4 Geographic Application – Rural Land Stewardship Area

Description/examples of potential strategies that could be used to support Recommendation 4:

A. Maximize allowable gross densities and reduce the development footprint without increasing overall density.

B. Optimize mixture of uses and providing a full range of housing types and affordability within Towns and Villages by establishing and incentivizing targeted jobs to housing ratio.

C. Any impact or mobility fee incentive offered for the provision of commercial or other non-residential component or transit facility should be provided in part when such component or facility is constructed and in part when such facility or component is occupied or operational.

D. Locate town centers in close proximity to the arterial network to encourage timely development, take advantage of available pass-by trips, to facilitate transit access, and enhance connectivity (and efficiency) between land use and infrastructure.

E. Enhance connectivity for all modes through a local collector grid road network and enhanced transit service and bicycle/pedestrian connectivity.
F. Enhance building form/code requirements to encourage walking/biking within public spaces.

G. Develop impact/mobility fee incentives for TOD/mixed-use development located near major transit facilities or within activity centers and provide such facilities as integral components of their development.

H. Reduce parking requirements through shared parking arrangements and multi-modal parking credits (and allow higher floor area ratios) for Transit Oriented Design/mixed-use development located near major transit facilities or within activity centers.

**RECOMMENDATION 5 – Revisit policies within the Urban Areas to encourage: A) and further incentivize infill and redevelopment; B) internal capture; and C) Use of alternative modes within localized mixed-use developments.**

**CCPC approved this recommendation 7-0 as written above.**

*Recommendation 5 Geographic Application – Coastal Urban Area and/or Immokalee Urban Area*

**Description/examples of potential strategies that could be used to support Recommendation 5:**

A. Transition from a road-based impact fee to a mobility fee to provide the flexibility to expend impact fee revenue on capital infrastructure that support all modes of travel, including roadway, transit, bicycle, and pedestrian infrastructure. As a rule, a mobility fee minimally increases the overall magnitude of a transportation impact fee (typically 1-3%), depending on the value of non-roadway assets.

B. Establish specific criteria through which developments may qualify for a limited density-bonus program that requires no change in zoning (“by-right”) to allow additional land use entitlements in exchange for implementation of urban design that promotes alternative modes and integration of uses within development projects, including:

1. Interconnectivity of uses
2. Shared parking between uses
3. TOD/transit infrastructure and connections

C. Consider designating additional areas to be targeted for future mixed-use infill and redevelopment that are currently outside of the allowable mixed-use development footprint designated by the Future Land Use Map. Mixed-use development allows for interconnectivity of uses, shared parking between uses, and TOD/transit infrastructure and connections within the Coastal Urban Area.

D. Review minimum and maximum development requirements (i.e., densities and intensities) within allowable mixed-use areas to promote compact mixed-use developments that support optimal employment to population ratio and better support alternative modes. Impact/mobility fee incentives would be provided for compact, mixed-use developments based on analysis demonstrating reduced VMT to incentivize the desired type of development in areas targeted for infill and redevelopment.

E. Reduce parking and/or landscape requirements in exchange for enhanced interconnectivity to adjacent uses.

F. Provide financial and regulatory incentives, such as:

1. Discount impact/mobility fees for compact, mixed-use urban development/TOD that provide major transit facilities or are located near major transit centers or within activity centers based on analysis demonstrating reduced VMT to incentivize the desired type of development in targeted areas for infill and redevelopment.

2. Identify areas, such as those within adopted Community Redevelopment Area (CRA) boundaries, where final zoning approval may be granted by the CRA Advisory Board or Collier County Planning Commission (CCPC). For
example, within specifically designated areas of the Coastal Urban Area and/or Immokalee Urban Area targeted for redevelopment, TOD/mixed-use development projects could be approved by the CRA Advisory Board if within a CRA or the CCPC for targeted infill or redevelopment outside the boundaries of an adopted CRA.

3. A Transportation Concurrency Management Area (TCMA) includes a compact geographic area with multiple existing or proposed travel corridors for common trips. A TCMA supports the provision of more efficient mobility alternatives, including transit, by featuring an area-wide (rather than specific roadway) level of service standard for the approval of local development orders. To promote infill, redevelopment, and more efficient mobility alternatives (e.g., enhanced transit service) throughout a larger urban area, expand the two existing TCMA(s) (Northwest TCMA and East-Central TCMA) to encompass the entire Coastal Urban Area.

4. A Transportation Concurrency Exception Area (TCEA) allows an exception to transportation concurrency within a specific area, so long as the impacts to the transportation system are mitigated through other established means. Collier County currently has designed a TCEA within the Coastal Urban Area along South U.S. 41. Within the Immokalee Urban Area, consider implementing a TCEA, similar to the existing TCEA in the Coastal Urban Area, to provide automatic approval for concurrency review of conforming TOD/mixed-use development. Non-conforming developments would be required to conduct a full development review/concurrency review.

**RECOMMENDATION 6 – Coordinate county multi-modal planning efforts with land use strategies identified under Recommendations 1-5.**

**CCPC approved this recommendation 7-0 as written above.**

**Recommendation 6 Geographic Application – Countywide**

**Description/examples of potential strategies that could be used to support Recommendation 6:**

A. Coordinate land use strategies with transit planning efforts undertaken as part of the Transit Development Plan (TDP) process.

B. Coordinate land use strategies with multi-modal planning efforts undertaken as part of the Long Range Transportation Plan (LRTP) process.

C. Coordinate land use strategies with bicycle and pedestrian planning efforts undertaken as part of the Comprehensive Pathways Plan process (subsequently integrated into the LRTP).

**RECOMMENDATION 7 – Plan for the provision of multi-modal infrastructure through land development and roadway standards (e.g., complete streets) within large-scale planned developments and the county road network.**

**CCPC approved this recommendation 7-0 as written above.**

**Recommendation 7 Geographic Application – Countywide**
Description/examples of potential strategies that could be used to support Recommendation 7:

A. *Design future roadway corridors with adequate cross section for:
   1. Bike lanes and shared use side-paths as appropriate
   2. Bus bays and shelter areas
   3. Bus Rapid Transit (BRT) infrastructure such as queue-jump lanes and signal priority

B. Adopt complete streets guidelines for local roads within large-scale planned developments.

C. In the Coastal Urban Area activity centers, RFMUD Rural Villages, and RLSA Towns and Villages better define urban design guidelines to enhance the off-road bicycle and sidewalk environment, including furniture zone, sidewalk area, building façade, and shade features (street trees and building arcades). Cost-to-benefit ratio would be evaluated at LDC adoptions and at the time that individual construction projects are considered.

Recommendation 8 – Implement enhanced bicycle, pedestrian, and safety improvements.

CCPC approved this recommendation 7-0 as written above.

Recommendation 8 Geographic Application – Existing roads countywide

Description/examples of potential strategies that could be used to support Recommendation 8:

A. Identify opportunities to add marked bike lanes or shared lane arrows (as appropriate) concurrent with resurfacing projects.

B. Identify opportunities to add median and right-turn refuge islands to improve pedestrian safety as appropriate.

C. Identify opportunities for strategically sited cut-throughs between cul-de-sacs, residential, and non-residential development (including bicycle boulevards, retrofitting existing development, etc.) to allow more direct pathways for pedestrians and cyclists.

D. Develop and promote bicycle and pedestrian education and law enforcement awareness programs that foster appropriate use of facilities.

Recommendation 9 Geographic Application – Countywide

Description/examples of potential strategies that could be used to support Recommendation 9:

A. Require publicly-accessible grid networks in future Towns and Villages within the RLSA and Rural Fringe Mixed-Use District Receiving Areas.

B. Consider constructing bridge connections previously identified in the East of C.R. 951 Bridge Study in Golden Gate Estates.

C. Encourage internal connectivity within mixed-use developments and between residential and neighborhood commercial throughout the County.
RECOMMENDATION 10 – Evaluate the transition from a roads-based impact fee to a mobility fee to provide capital funding for multi-modal infrastructure, including buses, stop/station area infrastructure, Bus Rapid Transit (BRT) infrastructure (e.g., signal priority, queue jump lanes, etc.) and transit supporting bicycle features (e.g., bicycle racks, lockers, etc.).

**Description/examples of potential strategies that could be used to support Recommendation 10:**

A. As a rule, a mobility fee minimally increases the overall magnitude of a transportation impact fee (typically 1-3%, depending on the value of non-roadway assets), but allows flexibility for spending fee revenues for non-roadway modes.

B. Criteria may be established to manage the modal distribution of fee revenues such that greater emphasis may be placed on roadway infrastructure in suburban areas and non-roadway infrastructure in more urban areas.

**Recommendation 11 Geographic Application – Countywide**

RECOMMENDATION 11 – Continue to improve traffic operations by maintaining appropriate signal timing plans (including pedestrian movements) and through the use of Intelligent Transportation System (ITS) and Advanced Traffic Management System (ATMS) technologies.

**Description/examples of potential strategies that could be used to support Recommendation 11:**

A. Multi-modal corridors are designed to accommodate not only automobile users, but also transit, bicycle, and pedestrian users to varying degrees, depending on the function and location of the corridor. To develop a long-term plan for future multi-
modal facilities, identify necessary future or expanded multi-modal corridors and implement corridor preservation strategies.

**Recommendation 14 Geographic Application – Countywide**

*Description/examples of potential strategies that could be used to support Recommendation 14:*

A. County program to recognize work places that support transportation demand management.

B. Public-private partnerships for on-site transit infrastructure accessible to transit route in exchange for reduced parking requirements or off-sets (credits) to impact/mobility fees.

C. Reduced parking requirements in exchange for providing facilities to support multi-modal commuters (e.g., bicycle racks, lockers, shower facilities, etc.).

D. Reduced parking requirements in exchange for carpool program where preferential parking is provided for carpool vehicles.

E. Reduce parking in exchange for employer-subsidized transit passes for workers.

F. Reduced parking requirements in exchange for flexible work hour/week and/or telecommuting program.

G. Review home-based employment allowances to potentially increase work-from-home opportunities in targeted areas. Note: Some strategies would require monitoring.

**RECOMMENDATION 15 – Through regular and ongoing communication and coordination between Collier County and regulatory agencies and stakeholders, identify opportunities and implement strategies to enhance efficiency and reduce costs of the permitting process. This objective should be accomplished while balancing the protection of water, wildlife, other natural resources and private property rights, and with consideration for a particular sub-area’s socio-economic characteristics.**

**CCPC approved this recommendation 7-0 as written above.**

**Recommendation 15 Geographic Application – Countywide**

*Description/examples of potential strategies that could be used to support Recommendation 15:*

A. Pursue a memorandum of Understanding between Collier County and the U.S. Fish and Wildlife Service (FWS) regarding wildlife crossings and strategies for a cost-effective and coordinated approach to compensation.

B. Pursue federal grant money to develop a Habitat Conservation Plan for the Florida Panther and other listed species.

C. Pursue a fast-track program with outside agencies for projects that support mobility.
RECOMMENDATION 16 – Use the mitigation cost component of the County’s current roadway impact fee or future mobility fee to fund specifically identified mitigation strategies.

CCPC approved this recommendation 7-0 as written above, but with the deletion of examples.

Staff recommends the BCC consider keeping the following two examples:

A. Explore a countywide Habitat Conservation Plan (HCP) that specifies impact fees towards a regional mitigation program.
B. Consider tying wetland mitigation to the basin or impact area where the project is located.

Recommendation 16 Geographic Application – Countywide

RECOMMENDATION 17 – Recommend further research on and evaluation of cost-effective methods to address wildlife/vehicle collisions.

CCPC approved this recommendation 7-0 as written above.

Recommendation 17 Geographic Application – Countywide

Description/examples of potential strategies that could be used to support Recommendation 17:

A. Continue to work with Florida Fish and Wildlife Conservation Commission (FWC) and FWS to better define the optimum size of wildlife crossing to ensure they remain effective for target species and their prey.
B. Monitor the effectiveness of crossing alternatives, such as the Roadside Animal Detection System (RADS) to be deployed by FDOT at the US 41/Turner River Road area.

C. Identify planned roadway bridge improvements and new roadway bridges to determine if they are candidates to also serve as wildlife crossings.
D. Identify additional funding for wildlife crossings and other methods to address wildlife/vehicle collisions.

RECOMMENDATION 18 – Identify short- and long-term opportunities to increase efficiency of and access to County services and infrastructure.

CCPC approved this recommendation 7-0 as written above.

Recommendation 18 Geographic Application – Countywide (unless specifically noted)

Description/examples of potential strategies that could be used to support Recommendation 18:

A. In addition to employment and neighborhood serving uses, identify and plan for long-range needs for key public uses, such as:
   - Primary and secondary schools, vocational schools, and community colleges
   - Public buildings (satellite constitutional government offices), EMS, Sheriff’s office, fire stations, jails, landfill/transfer station, etc.
   - Medical facilities (hospital, urgent care, medical office, diagnostic and outpatient facilities)
B. Incentivize compact, mixed-use development as a method for supporting reduced VMT and efficiency/increased use and incorporation of County services and infrastructure.
C. Identify infrastructure co-location opportunities to consolidate infrastructure needs, potentially reducing VMT and reducing capital and operating costs.
D. Target centralized facilities and satellite facilities to serve future population growth east of CR 951. (Geographic Application:
Golden Gate Estates, Rural Fringe Mixed-Use District Receiving Areas, Rural Land Stewardship Area, Immokalee Urban Area).

E. Consider enhancing existing and implementing new paratransit and transportation disadvantaged services to further this recommendation.

**RECOMMENDATION 19 – Enhance e-government (Internet-based) services to reduce vehicle miles of travel and capital and operating costs.**

**CCPC approved this recommendation 7-0 as written above.**

*Recommendation 19 Geographic Application – Countywide*

*Description/examples of potential strategies to support Recommendation 19:*

A. E-government services not only reduce travel need, but they allow people who might otherwise not be able access county resources and services. Examples of existing e-government services provided in Collier County include virtual public library, e-permitting, virtual school/classrooms, and electronic bill payment. In an effort to reduce VMT and lower capital and operating costs, the County should continue to enhance e-government services.

**RECOMMENDATION 20 – Review MMP outcomes/measures as part of the Evaluation and Appraisal Report process and, as necessary, update the LDC/GMP or other regulatory instruments.**

**CCPC approved this recommendation 7-0 as written above.**

*Recommendation 20 Geographic Application - Countywide*