EXECUTIVE SUMMARY

Recommendation to approve by Resolution the proposed amendments to the Golden Gate Area Master Plan (GGAMP) and related elements of the Growth Management Plan (GMP) for transmittal to the Florida Department of Economic Opportunity (DEO) for review and objections, recommendations and comments (ORC) response, and to provide direction to staff on any additional amendment language for further review at adoption. [Transmittal Hearing]

OBJECTIVE: For the Board of County Commissioners (Board) to review and approve the proposed amendments to the GGAMP and related elements of the GMP, direct transmittal to DEO for review and provide direction to staff pertaining to the inclusion of any additional amendment language for consideration at the adoption hearings.

CONSIDERATIONS: On February 10, 2015, the Board directed staff to initiate GMP restudies in four areas of eastern Collier County, focusing on complementary land uses, economic vitality, mobility and environmental sustainability through a public outreach effort. The Board appointed the Growth Management Oversight Committee (GMOC), which first convened in December 2015. The GMOC directs public outreach efforts and ultimately assures economic vitality, environmental sustainability and consistency among the four eastern area Plans.

The proposed Growth Management Plan (GMP) revisions found in Attachment A to this report (and Resolution, Exhibit A) are derived from the Golden Gate Area Master Plan (GGAMP) Restudy White Paper dated December 2017. These were presented at a public hearing before Collier County Planning Commission (CCPC) on July 19, 2018 in its capacity as the County’s Land Planning Agency and as convened as the County’s Environmental Advisory Committee (EAC).

The White Paper, Attachment B, provides the data and analysis underlying the revisions to Goals, Objectives, Policies and Land Use Designation Descriptions within the GGAMP (Attachment A). The substantive discussion of the recommendations appears in Attachment B, Section 3. Meeting summaries and survey results provide the foundation for recommendations (Attachment B, Appendix A).

The Golden Gate area is bordered on the west by the greater urban area of Collier County, on the north and south by the RFMUD and on the east by the RLSA. It includes three diverse geographic areas: the rural Estates (east of CR 951), the urban Estates (west of CR 951), and Golden Gate City, an unincorporated urban area. Outreach generally reflected these geographic areas. The outcomes of public participation and resulting recommendations resulted in re-organization of the Goals, Objectives and Policies (GOPs) with the intent to better define GOPs associated with the Estates and GOPs associated with Golden Gate City. Due to the similarity in outcomes between the urban and rural Estates, those areas are combined in Goals 4-7.

One might over-simplify the present recommended changes to the GGAMP as incremental changes favoring:
   (a) Economic development and redevelopment in Golden Gate City, and
   (b) Safety and environment in the Golden Gate Estates.

Comprehensive Plan changes alone rarely make these things happen. Rather, they foster the vision, communication and resources to allow the continued improvement of place-making, through future ordinances, budget expenditures and land use petition decisions. In some policies, interim measures such as feasibility studies and reports are called for. Additional comments on Golden Gate City and Golden Gate Estates are as follows:
(a) Golden Gate City contains several commercial areas that are centrally located to the population. The available acreage for commercial development is sufficient to support the residents of Golden Gate City and the surrounding area; therefore, there is not a need to designate additional areas. Instead, focus and attention are needed within the current commercial areas. For the community vision of a vibrant, walkable community to be realized, redevelopment and renewal in specific areas is needed. The proposed target areas for redevelopment include the Mixed Use Activity Center Subdistrict and the Downtown Center Commercial Subdistrict along Golden Gate Parkway.

The key proposed amendments to support the vision include measures to increase job opportunities by adding several specific land uses to the Mixed Use Activity Center designation. These uses support target industries such as, advanced manufacturing and computer and electronic manufacturing, or 3-d printing. By adding these uses, it is the intent to encourage economic development with a larger work force to support surrounding retail and entertainment. Staff is continuing to evaluate the proposed uses and will revise the list if necessary for the CCPC and BCC adoption hearings. A zoning overlay will be considered to implement these uses within the Mixed Use Activity Center, along with development standards that provide greater support to a pedestrian environment.

Redevelopment tools for Golden Gate City have already been initiated. The Collier County Water Sewer District’s assumption of services in Golden Gate City will significantly improve expansion and reliability to commercial property owners and residents, eliminating constraints caused by limited service. In May, Golden Gate City received a federal Opportunity Zone designation. This is a significant redevelopment tool that offers tax incentives for private development. Property owners have expressed great enthusiasm for this designation. Additionally, a local Economic Development Ordinance has been drafted for the Board’s consideration. If this ordinance is adopted, will create tax increment financing (TIF) to provide a funding source for infrastructure and other incentives in the proposed redevelopment area.

(b) In many ways, residents of the Rural and Urban Residential Estates Subdistrict were satisfied with the status quo. They favor a low density, rural character with limited commercial and conditional uses, along with architectural and lighting standards supporting their unique identity. Citizens voiced most support in creating or bolstering safety and environmental considerations.

Reflecting the historic development pattern in the estates, lengthy streets and avenues typically end at canal locations. This factor raises safety concerns, both for emergency providers and for emergency evacuation. As documented in the previous study of the GGAMP, there is a strong desire for increased funding for and prioritization of bridge connections to foster mobility for safety reasons. Likewise, funding and coordination for wildfire prevention remains a high priority.

Citizens feel a close connection to environmental issues and display growing awareness of the difficult balance between flood protection and wetland conservation. New policies reflect this awareness by calling for feasibility studies related to dispersed water management and lot
An evaluation of the recommended changes resulted in a need to amend other GMP elements for consistency and clear communication to the reader. Accordingly, there are several recommended amendments that are also packaged under Exhibit A, “Other GMP Amendments”. These Objectives, Policies or Land Use Designation Descriptions mirror the GGAMP recommended text. Each will require a separate Ordinance at adoption because they are separate elements within the GMP:

(a) Conservation and Coastal Management Element (CCME). Single family preserve standards, appearing in GGAMP Policy 1.3.2; also at CCME Policy 6.1.1.

(b) Future Land Use Element (FLUE). Uses within Activity Center #15, appearing in GGAMP, Land Use Designation Description 1.B.1; also in FLUE Designation Description Section, Urban, C.1.2.

(c) Public Facilities Element, Solid Waste Disposal Sub-element (SWD): Septage disposal system improvements, appearing in GGAMP Policy 5.3.8; also in SWD Policy 2.15.

(d) Public Facilities Element, Stormwater Sub-element: Dispersed water management study, education and canal level of service in Policies 5.3.5, 5.3.6 and 5.3.7; also in Stormwater Sub-element Policies 5.4, 5.3 and 2.3.

(e) Transportation Element. Everglades Blvd. maximum number of lanes, appearing in GGAMP Policy 6.1.3; also in Transportation Element Policy 10.3.

The CCPC, by motion 6-0, recommended transmittal of the GMP amendments subject to certain changes. In all cases, staff agreed with these changes, which are incorporated into the strikethrough/underline documents at hand. Many of the changes were clarification of intent or improved wording. The most substantive changes recommended by the CCPC were as follows:

1. In creating greenways, eminent domain should not be an option, as was stated in the existing GGAMP provisions (Policy 5.1.3).
2. Neighborhood Centers should be upsized only through private GMP amendment (Land Use Designation Descriptions (2) (A) (2) (b) (i)).
3. Electrical substations should not trigger conditional use eligibility on adjoining properties. (Land Use Designation Descriptions (2) (A) (3) (d) (6)).
4. Cell towers as conditional uses should have locational restrictions, specifically, limited to parcels no smaller than 2.25 acres and adjacent to arterial and collector roadways (Land Use Designation Descriptions (2) (A) (3) (e) (5)).

The Board, at its meeting on September 11, 2018, directed staff to review an additional potential change to the GGAMP during the transmittal hearing process. The issue was whether the current size allocations for Neighborhood Centers is sufficient, or whether these should be “upsized” to account for past and future right-of-way takings and other sight constraints for purposes of land use efficiency and public expectations for goods and services at specific locations inside the rural Estates. Preliminary market analysis shows sufficient demand for upsized Neighborhood Centers by 2030 at the earliest, and only at one quadrant at each location. Given the timeframes for planning, due diligence, entitlement, permitting and construction, it is not unreasonable to include a GMP provision at this time. However, it is not essential to do so, as the private sector has been active and able in petitioning for such changes as a matter of course. Furthermore, at a public information meeting held on November 1, 2018, the majority of the approximately 130 people in attendance indicated that they did not support any additional acreage allocations regardless of market potential.

**FISCAL IMPACT:** The fiscal impact of the proposed GMPA process has been accounted for within
the approved budget for the Zoning Division.

GROWTH MANAGEMENT PLAN (GMP) IMPACT: The various Plan recommendations are expected to result in amendments to the respective elements of the GMP, to be considered by the state Department of Economic Opportunity, and again at adoption public hearings before the CCPC and the Board.

LEGAL CONSIDERATIONS: This Growth Management Plan amendment is authorized by, and subject to the procedures established in, Chapter 163, Part II, Florida Statutes, The Community Planning Act, and by Collier County Resolution No. 12-234, as amended. The Board should consider the following criteria in making its decision: “plan amendments shall be based on relevant and appropriate data and an analysis by the local government that may include but not be limited to, surveys, studies, community goals and vision, and other data available at the time of adoption of the plan amendment. To be based on data means to react to it in an appropriate way and to the extent necessary indicated by the data available on that particular subject at the time of adoption of the plan or plan amendment at issue.” 163.3177(1)(f), FS. This item is approved as to form and legality. It requires a majority vote for approval because this is a transmittal hearing of the GMP amendment. [HFAC]

RECOMMENDATION: To approve by Resolution the proposed amendments to the GGAMP and the GMP, direct transmittal to DEO for review and direct staff whether to include additional amendment language for consideration at adoption hearings.

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