



# EAST NAPLES

## COMMUNITY DEVELOPMENT PLAN

OCTOBER 2020



# ACKNOWLEDGEMENTS

## COMMISSIONER DONNA FIALA & THE EAST NAPLES COMMUNITY

Thank you to Commissioner Donna Fiala for your years of service to Collier County and to the East Naples area. Your work has been an inspiration for this plan.

Additionally, thank you to all the East Naples community members who provided guiding input.

## COLLIER COUNTY STAFF

Thaddeus Cohen

Richard Dawson

James French

Anita Jenkins

Troy Miller

Michele Mosca

Oscar Nieves

Trinity Scott

Other County Staff in Various Departments and Divisions

## CONSULTING TEAM STAFF

Ali Ankudowich—Tindale Oliver

Benjamin Cates—Tindale Oliver

Patrick Dougherty—Tindale Oliver

Bo Galloway—Tindale Oliver

Demian Miller—Tindale Oliver

Andrea Sauvageot—Tindale Oliver

Steve Tindale—Tindale Oliver

Maria Bendfeldt -PlusUrbia Design

Andrew Georgiadis—PlusUrbia Design

Juan Mullerat—PlusUrbia Design

Yvonne McClellan—Quest Corporation of America

Nannette Rodriguez—Quest Corporation of America

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## SUPPORTING DOCUMENTS

Public Involvement Plan

Technical Memorandum 1: Background & Needs Assessment

Technical Memorandum 2: Vision Elements, Land Use Concepts, and Recommendations

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# ES

## EXECUTIVE SUMMARY

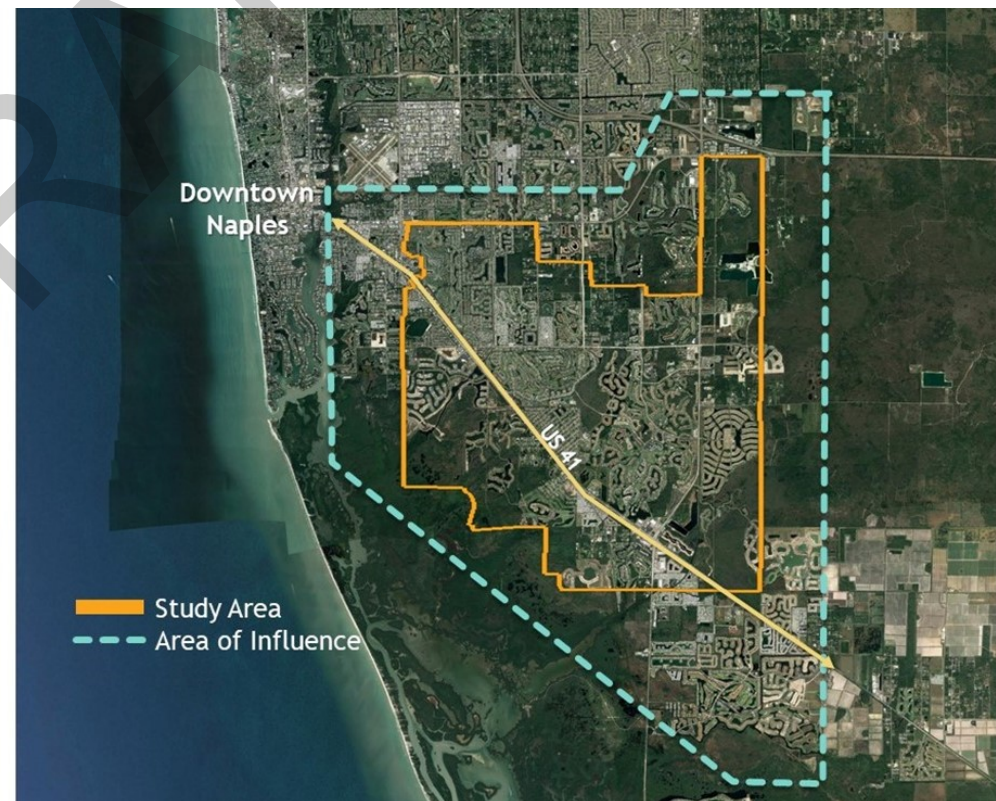
### INTRODUCTION

This Community Development Plan focuses on the East Naples Study Area (Map 1) and aims to embrace the area's assets, address current needs, and respond to growth and development trends in the area. Specifically, it provides a community vision for the long-term future to:

- Guide land uses and development
- Support multiple transportation types
- Highlight community assets/improvements
- Provide options for follow-up efforts to address other topics of interest to the community
- Provide steps on implementation

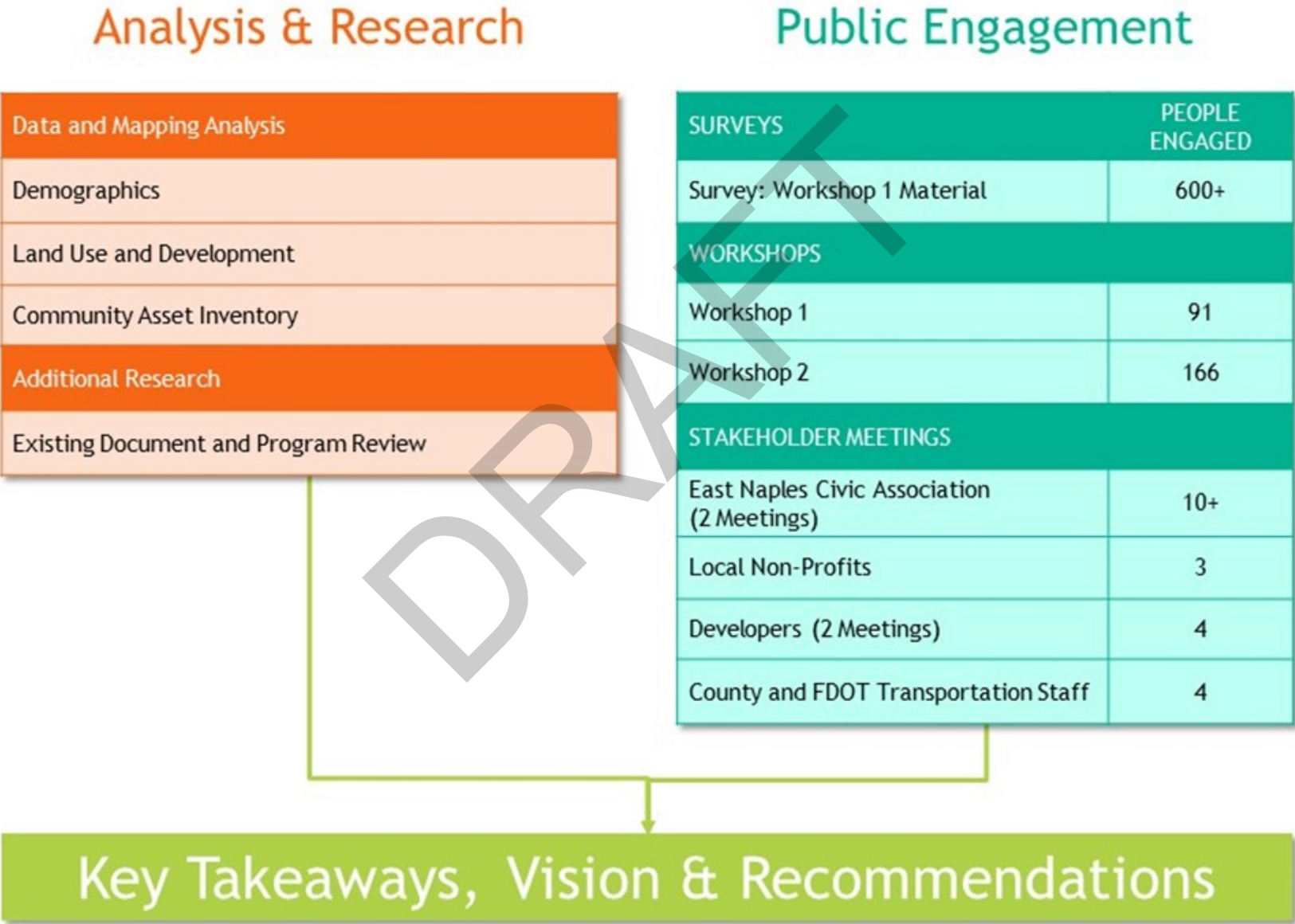
Figure 1 shows an overview of the planning process.

*Map 1: Study Area and Area of Influence*



EXECUTIVE SUMMARY

Figure 1: Overview of Planning Process





## EXECUTIVE SUMMARY

### KEY TAKEAWAYS & VISION

The area generally has good coverage by public facilities and services but would benefit from improvements to provide better transportation options, including non-motorized options such as walking and biking, for localized travel. The US 41 2018 Study recommended focusing on transportation network improvements for streets connecting to and running parallel to US 41; these recommendations have been considered for land use concepts developed as part of this plan.

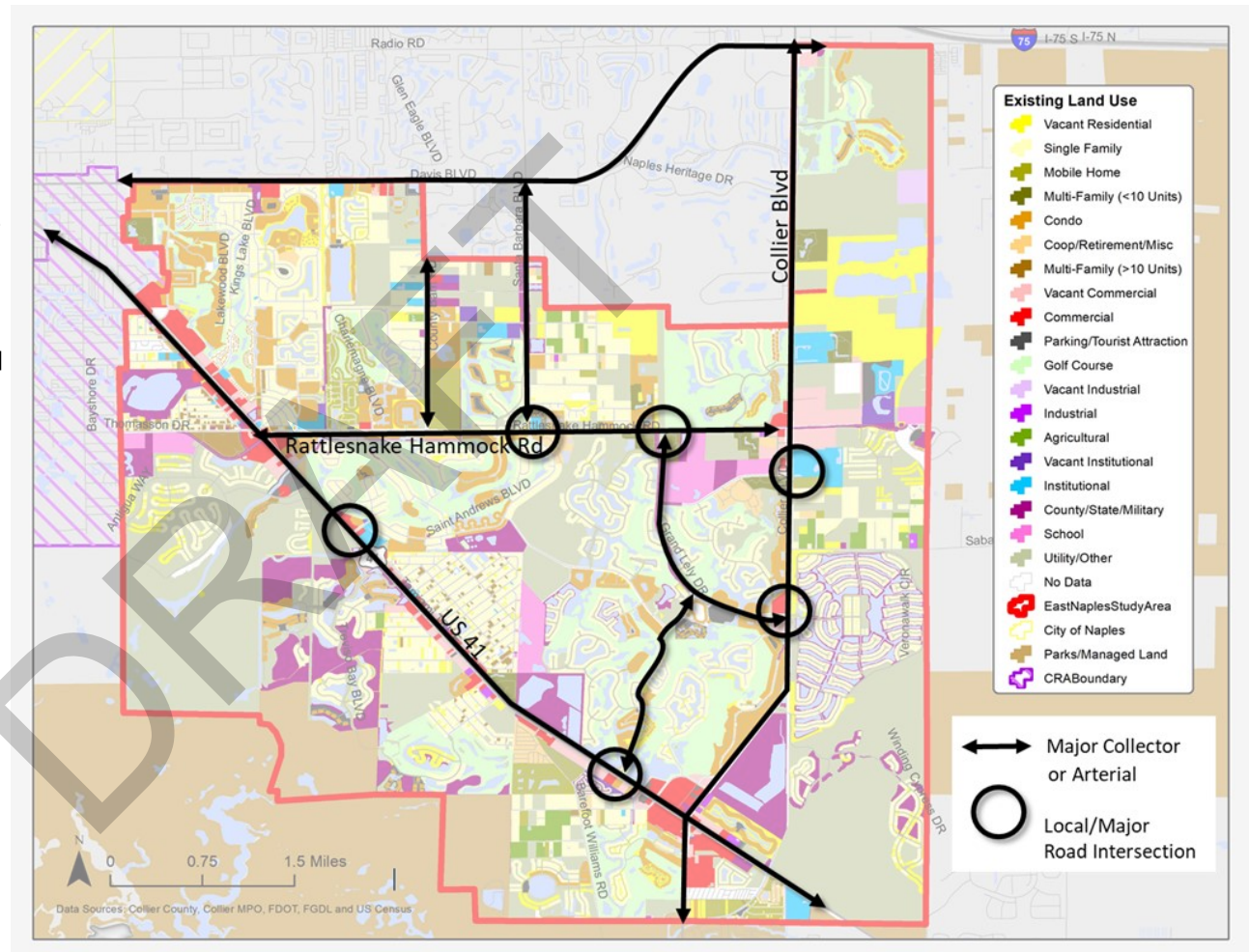
Outreach from prior studies and this current study indicate a desire in the community for more diverse and quality commercial establishments. Looking generally at the amount of non-residential development that would include commercial, the area is underserved, with only 11% of current square footage built as non-residential relative to the unincorporated county as a whole that has a share of 15% non-residential square footage. This plan looks at approaches to increase the share of non-residential development by focusing on increasing desired commercial and other uses that can be paired with commercial for mixed-use development.

The area may already face some potential limitations to adding more commercial uses, which include:

- Limited roadway connections between neighborhoods and commercial corridors
- Low population density
- Significant seasonal population
- Uncertainties related to general market demand

An important starting point for ensuring desirable future development is to implement limitations on undesired uses (such as gas stations, self-storage, car washes, fast food restaurants) and ensure that new development being built includes desirable uses (such

Map 2: Existing Land Uses and Roadways in the East Naples Study Area



Source: Florida Department of Revenue, 2019 with some exceptions



## EXECUTIVE SUMMARY

as restaurants, certain additional commercial uses identified during outreach, and green space) for the community.

Development and redevelopment options to provide additional desired commercial uses should focus primarily on the US 41 corridor and nodes but provide approaches that can be used at other development and redevelopment sites in the East Naples Study Area and beyond, such as the outlet shops on Collier Boulevard south of US 41 and developments under consideration near Collier Boulevard and Rattlesnake Hammock Road.

Design is a critical component of desirable future development for the community, including:

- Buildings set back from the roadway with landscaping
- Potential range of heights from one-story to low multi-story, being mindful of concerns about overbuilding
- Walkable developments

Preferred implementation measures include more moderate approaches such as a marketing campaign to promote the area and incentives, such as fee reductions/waivers and expedited permitting; additional approaches were considered as part of this planning process where they might align with other preferences and vision outcomes.

Housing affordability emerged as an important topic with a range of related themes; some community members were concerned about adding more affordable housing to the area, and others saw affordability and value of the area (what you get for what you pay) as an asset.

These takeaways were distilled into the vision elements of Figure 2 to guide land use concepts and recommendations included in the plan.

Figure 2: Vision Elements



# EXECUTIVE SUMMARY

## LAND USE CONCEPTS

For land use concepts, a range based on different build-out scenarios was considered at three different sites (see Map 3 and Figure 3) along the corridor, from the lowest intensity potential (US 41 at Naples Manor) to the greatest intensity potential (Towne Centre). The build-out scenarios can be paired with approaches to encourage desired uses and discourage undesired uses identified during the project analysis and outreach.

Based on feedback from public engagement activities, the **moderate** build-out scenario for each site received highest or second-highest ratings in terms of most preferred scenario and the lowest, by far, in terms of least-preferred scenario. **Implementing a moderate scenario at all sites would add an estimated maximum of approximately 1.5 million square feet of commercial and office development (assuming the mixed-use development is primarily a combination of these uses). This would shift the current 11% non-residential share of total development to 12–13%.** Note that residential could be considered for mixed-use depending on market demand.

Map 3: Land Use Concept Sites

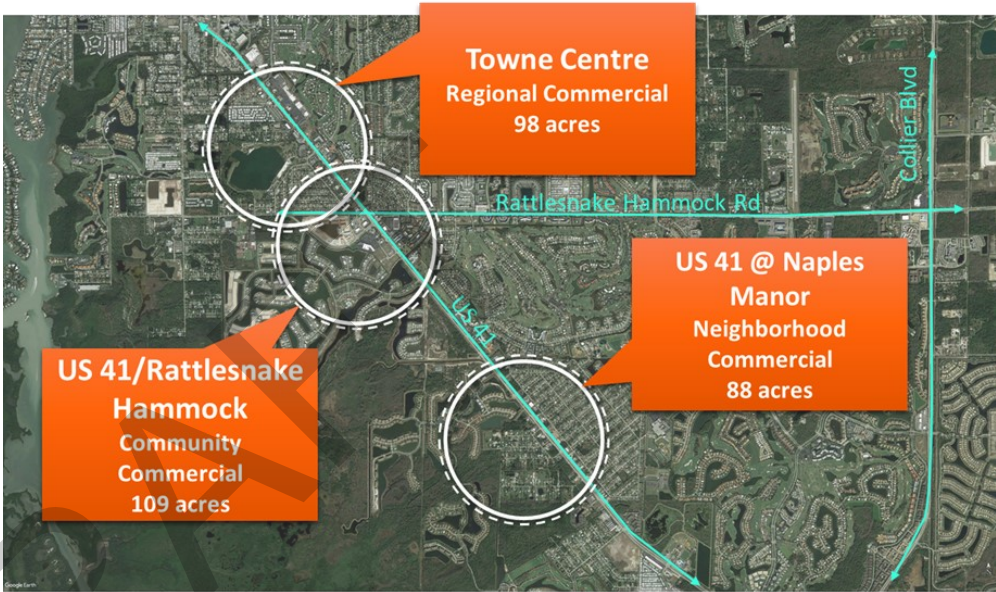


Figure 3: Build-Out Scenarios Descriptions

Light	Moderate	Robust
<ul style="list-style-type: none"><li>Focus on transportation, landscaping, and some development design improvements</li></ul>	<ul style="list-style-type: none"><li><b>Partial</b> site build-out</li><li>Multi-floor mixed-use (ground floor commercial, upper floor office/residential, max. 3 floors) and ground floor commercial</li><li>Transportation, landscaping, and development design elements</li></ul>	<ul style="list-style-type: none"><li><b>Full</b> site build-out, longer term</li><li>Multi-floor mixed-use (ground floor commercial, upper floor office/residential, max. 3 floors) and ground floor commercial</li><li>Transportation, landscaping, and development design elements</li></ul>

Note: each scenario can be paired with approaches to encourage desired uses/discourage undesired uses.



## EXECUTIVE SUMMARY



### US 41 AT NAPLES MANOR

#### MODERATE BUILD-OUT SCENARIO DEVELOPMENT ESTIMATES\*

- Commercial Square Footage Added: **254,000**
- Max. Office/Residential Square Footage Added: **59,000**
- Max. Employees/Units Added: **700 Employees/40 Units**

*\*See plan for calculation details and assumptions.*

#### TRANSPORTATION AND LANDSCAPING HIGHLIGHTS

- US 41 redesigned as multi-way boulevard, moving higher-speed traffic to center lanes and lower-speed traffic to side lanes with a high degree of access and parking; side and center lanes separated by median containing protected pathway with trees
- Improved connections to neighborhoods with additional landscaping; new connections between neighborhoods and US 41 via parking lots, helping reduce block size
- Enhanced street crossings and intersections to aid cyclist/pedestrian movement
- Street parking
- Native plants

#### LAND USE AND DESIGN HIGHLIGHTS

- Spaces along street frontage filled in with buildings that hug lot edges to support walkability
- Mix of ground-floor commercial and some multi-story mixed-use with commercial and office/residential (more limited build-out in this concept); warehouse space can be encouraged to redevelop as mixed-use
- “Gas backwards” gas station design – placement of fuel pumps at rear of site and store at front of site along roadway, making store easily approachable by pedestrians and cyclists



## EXECUTIVE SUMMARY



### US 41 / RATTLESNAKE HAMMOCK

#### MODERATE BUILD-OUT SCENARIO DEVELOPMENT ESTIMATES\*

- Commercial Square Footage Added: **372,000**
- Max. Office/Residential Square Footage Added: **372,000**
- Max. Employees/Units Added: **2,000 Employees/270 Units**

*\*See plan for calculation details and assumptions.*

#### TRANSPORTATION AND LANDSCAPING HIGHLIGHTS

- Enhanced intersection at US 41/Rattlesnake Hammock Road
- Other enhanced street crossings with adjusted signal timing to aid pedestrian crossings
- Wider sidewalks
- Bike lanes with buffer zone instead of conventional painted lanes
- Planting strips, native plants
- Hidden parking screened in mid-block lots
- Street parking
- Walkability enhancements to Cardinal Way: sidewalks, parallel parking, street trees, lanterns, and street furniture

- Large surface parking lots can be transformed into parking decks with mixed-use development

#### LAND USE AND DESIGN HIGHLIGHTS

- Spaces along street frontage filled in with buildings, shaping streets; corner properties developed to hug intersection, creating focal point for those traveling along US 41
- Mix of ground-floor commercial and some multi-story mixed-use with commercial and office/residential; anchor stores can be left in place; parking decks can create new space for retail, housing, civic uses, and open space. Anchor stores can be left in place.

## EXECUTIVE SUMMARY



### TOWNE CENTRE

#### MODERATE BUILD-OUT SCENARIO DEVELOPMENT ESTIMATES\*

- Commercial Square Footage Added: **770,000**
- Max. Office/Residential Square Footage Added: **770,000**
- Max. Employees/Units Added: **4,100 Employees/550 Units**

*\*See plan for calculation details and assumptions.*

#### TRANSPORTATION AND LANDSCAPING HIGHLIGHTS

- Existing parking lot broken into blocks with links between US 41 and retail at back of site
- More walkable connection along canal at northern end of site, creating open/gathering space
- Bike lanes with buffer zone instead of conventional painted bike lanes
- Enhanced street crossings and intersections to aid cyclist/ pedestrian movement
- Street parking and opportunity for parking decks lined with mixed-use development; improvements support parking once and walking between establishments
- Native plants

#### LAND USE AND DESIGN HIGHLIGHTS

- Buildings and green space along new connections
- Opportunity for ground-floor commercial or multi-story mixed-use with commercial and office/residential; mixed-use buildings up to three stories to line potential parking decks; opportunity to evaluate transition of trailer park at Neapolitan Circle to mixed-use development with relocation assistance for trailers
- Nearly every block has green space



## EXECUTIVE SUMMARY

This plan summarizes adjustments to the Growth Management Plan and Land Development Code for further evaluation and implementation of the preferred land use concepts, including topics of density and intensity, coastal and flood zone considerations, uses, building and site design, and parking. Aside from development regulations, the County can implement and promote incentives to encourage desired development, such as development review process incentives and funding tools such as a Tax Increment Finance (TIF) District to provide targeted public investments in support of the vision and desired development. The County can also raise awareness about funding support for certain projects along US 41 through the area's Opportunity Zone, a federally designated area to which taxpayers can make certain investments in exchange for tax incentives.

### TRANSPORTATION

Improvements can address deficiencies of sidewalks and bike facilities, while exploring opportunities for new connections between residential subdivisions and local destinations (Figure 4).

Figure 4: Pathway Connection Grand Lely Subdivision/Donna Fiala Eagle Lakes Community Park



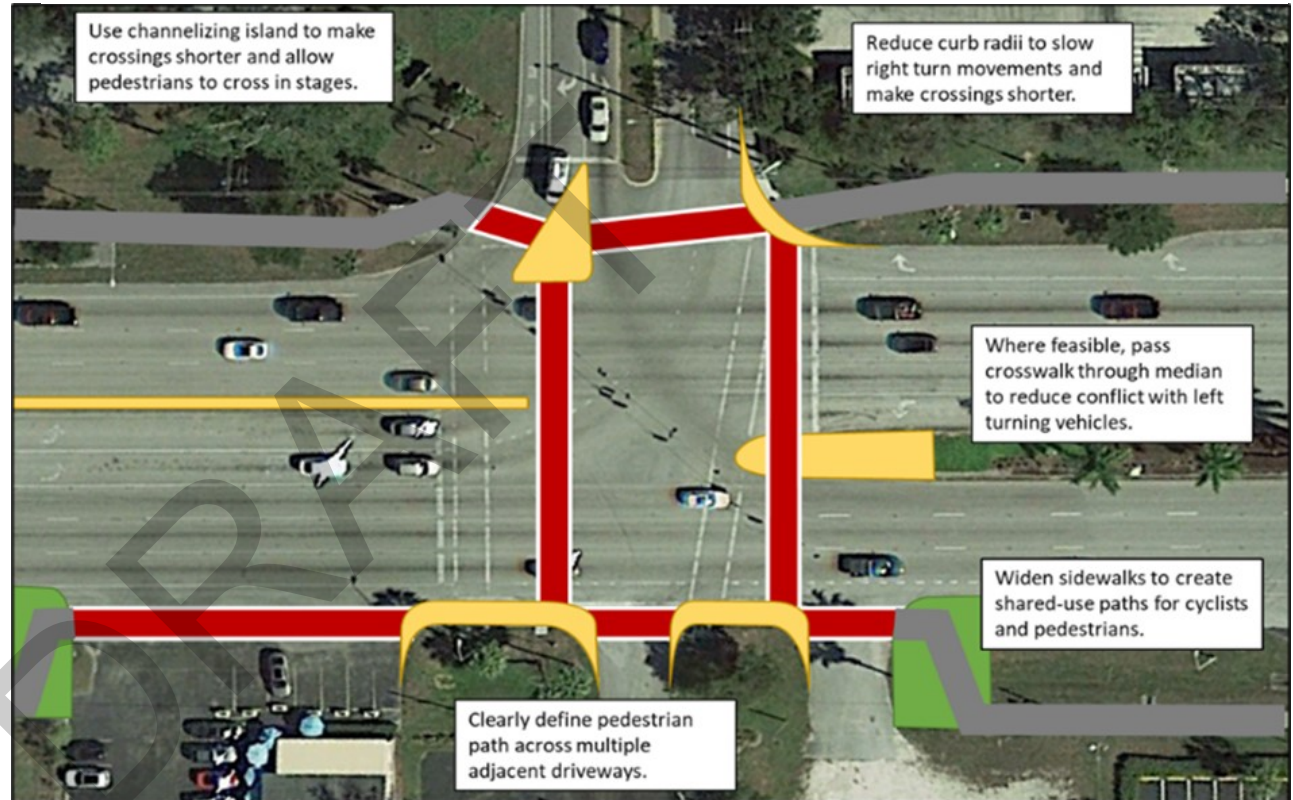


## EXECUTIVE SUMMARY

Figures 5 through 7 illustrate strategies that can be used to enhance thoroughfares, including:

- Implementing short- to mid-term intersection improvements based on design best practices for pedestrians; making major intersections safer, easier to cross, and more efficient consistent with Federal Highway Administration (FHWA) and Florida Department of Transportation (FDOT) Intersection Control Evaluation policies and procedures
- Widening existing sidewalks or constructing new shared-use paths for low-stress biking
- Applying FDOT context classification criteria to establish target speeds and identify short- and long-term design changes to maintain roadway capacity, manage speeds, and provide better, safer facilities for all travel types

Figure 5: Examples of Intersection Improvements



EXECUTIVE SUMMARY

Figure 6: Proposed US 41 Cross Section – Rattlesnake Hammock Road

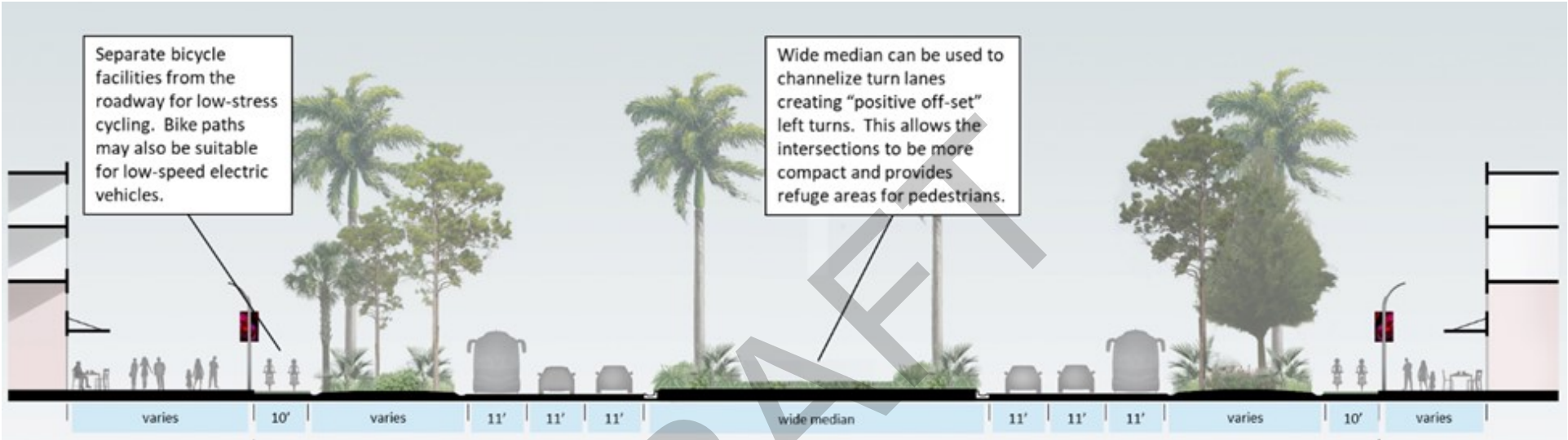
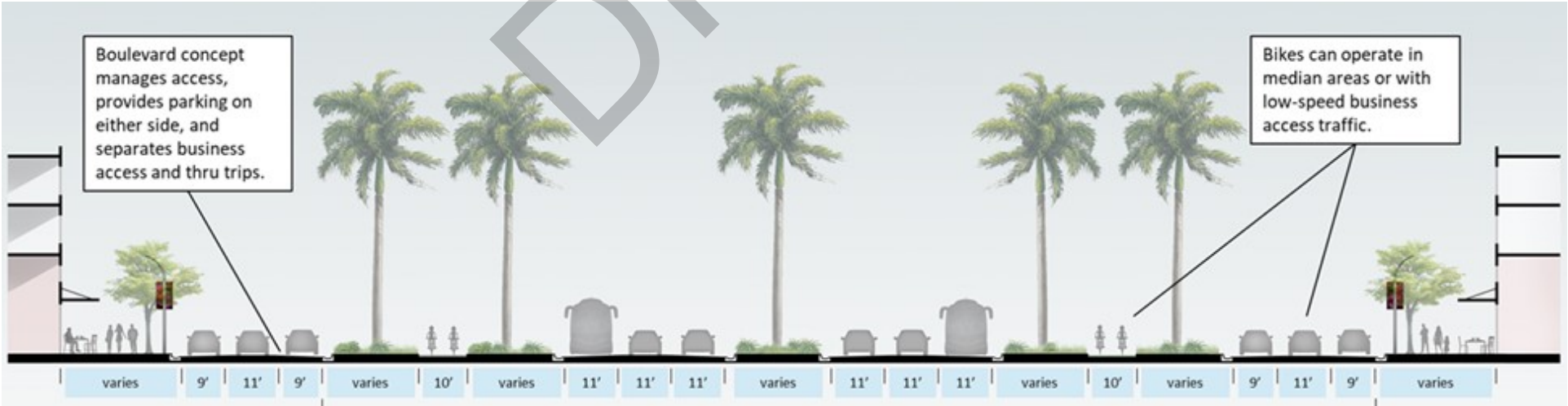


Figure 7: Proposed US 41 Cross Section – Naples Manor Area





## EXECUTIVE SUMMARY

### ADDITIONAL RECOMMENDATIONS

#### GREEN SPACE

Balance additional development with maintenance and increases in green spaces; this effort should be coordinated through the County's Parks and Recreation Master Plan updates and related processes, as well as Collier Metropolitan Planning Organization (MPO) bike and pedestrian planning to address trails. Options for funding public green space above and beyond typical County service levels include tools such as a Municipal Services Taxing Unit (MSTU), which would generate funds from properties in the community for further local green space and recreational improvements.

#### BRANDING AND MARKETING CAMPAIGN

Build on the general vision themes of this plan and work further with community members, businesses, and communications staff to create a brand and specific related elements and materials (logo, color scheme, gateway sign design, brochure, etc.) for the area; can also include raising awareness of investment opportunities via the area's Opportunity Zone.

#### RECYCLING DROP-OFF CENTER

Nearly 50% of attendees at the second public workshop for this project expressed support for a recycling drop-off center in the East Naples Study Area if it had supplemental design standards. This proposal should be evaluated in more detail as to specific siting and design requirements.

#### HOUSING AFFORDABILITY

Many community members were concerned about adding more affordable housing to the East Naples area, and others indicated that affordability and value of the area were assets. The mixed-use scenarios

provide an option for residential that can be further evaluated for use of existing County tools and tools under consideration to maintain quality housing at diversified price points in the future. Variation of unit types/sizes and upgrade programs for existing units can also be considered.

#### LANDSCAPING, ARCHITECTURAL STYLE, & SIGNS

Additional changes to landscaping, architectural style, and signs should be evaluated in further detail as part of follow-up regulatory amendments to the Land Development Code. These adjustments should account for detailed findings from the 2018 US 41 Corridor Study and specific design and branding styles that emerge from the branding and marketing campaign effort.

#### NEXT STEPS

These recommendations can be implemented through follow-up marketing efforts coordinated by the County with community stakeholders, amendments to the Land Development Code and Growth Management Plan, and proposal of capital improvements through County and regional long-range and capital planning processes.



Rookery Bay and surrounding natural areas are south of the East Naples Study Area. Image Source: <https://www.paradisecoast.com/>



Example of monument sign and gateway feature with landscaping from Treviso Bay community. Image Source: Google Maps



# 1.0

## INTRODUCTION

The East Naples community lies near the natural beauty of the Naples beaches, Rookery Bay, Picayune Strand State Forest, and other natural destinations. It encompasses serene neighborhoods and important travel and development corridors such as US 41. Development has spread east since the 1960s, with new developments proposed and coming online currently. This Community Development Plan aims to embrace the area's assets, address current needs, and respond to growth and development trends in the area. Specifically, it provides a community vision for the long-term future to:

- Guide land uses and development
- Support multiple transportation types
- Highlight community assets/improvements
- Provide options for follow-up efforts to address other topics of interest to the community
- Provide steps on implementation



*Picayune State Forest. Image Source: Fanny Kuhn, Google Maps*

# 1.0 INTRODUCTION

This plan focuses on the Study Area shown in Map 4 and accounts for surrounding areas of influence. It provides approaches that can also be used in other parts of East Naples and Collier County in general. This plan builds on the land use and development preferences identified in 2018 during the US 41 Corridor Study for this area, expanding on this study to consider surrounding neighborhoods. The remaining sections of this plan address the following:

**Section 2.0: Key Takeaways and Vision** provides an overview of the planning process, including analysis and public engagement, with resulting findings and vision elements that guide the plan recommendations.

**Section 3.0: Land Use Concepts** discusses preferred concepts for future development and redevelopment areas based on use, design, and implementation preferences and effective approaches identified from the planning process.

**Section 4.0: Transportation** presents additional options from Section 3.0 concepts to improve transportation safety, comfort, and connectivity for various travel methods.

**Section 5.0: Additional Recommendations** presents recommendations for other potential topics of interest for future efforts, such as green space, marketing and branding, a recycling drop-off center for the area, housing affordability, landscaping and architectural styles, and signs.

**Section 6.0: Implementation** indicates steps to take following the approval of this plan to implement recommendations.

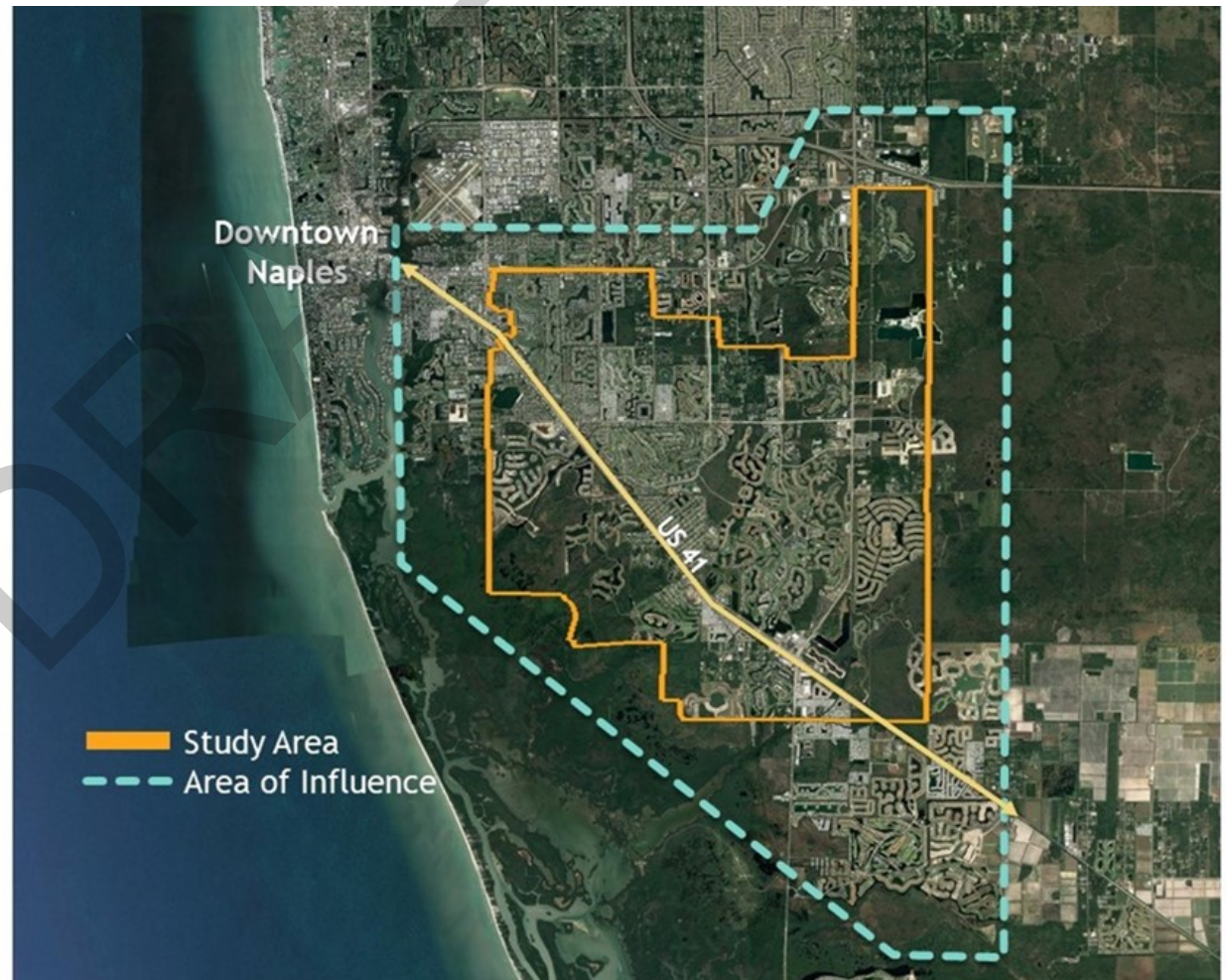
**Supporting Documents** include back-up information that served as the basis for the final plan:

- Public Involvement Plan
- Technical Memorandum 1: Background & Needs

## Assessment

- Technical Memorandum 2: Vision Elements, Land Use Concepts, and Recommendations

*Map 4: Study Area and Area of Influence*



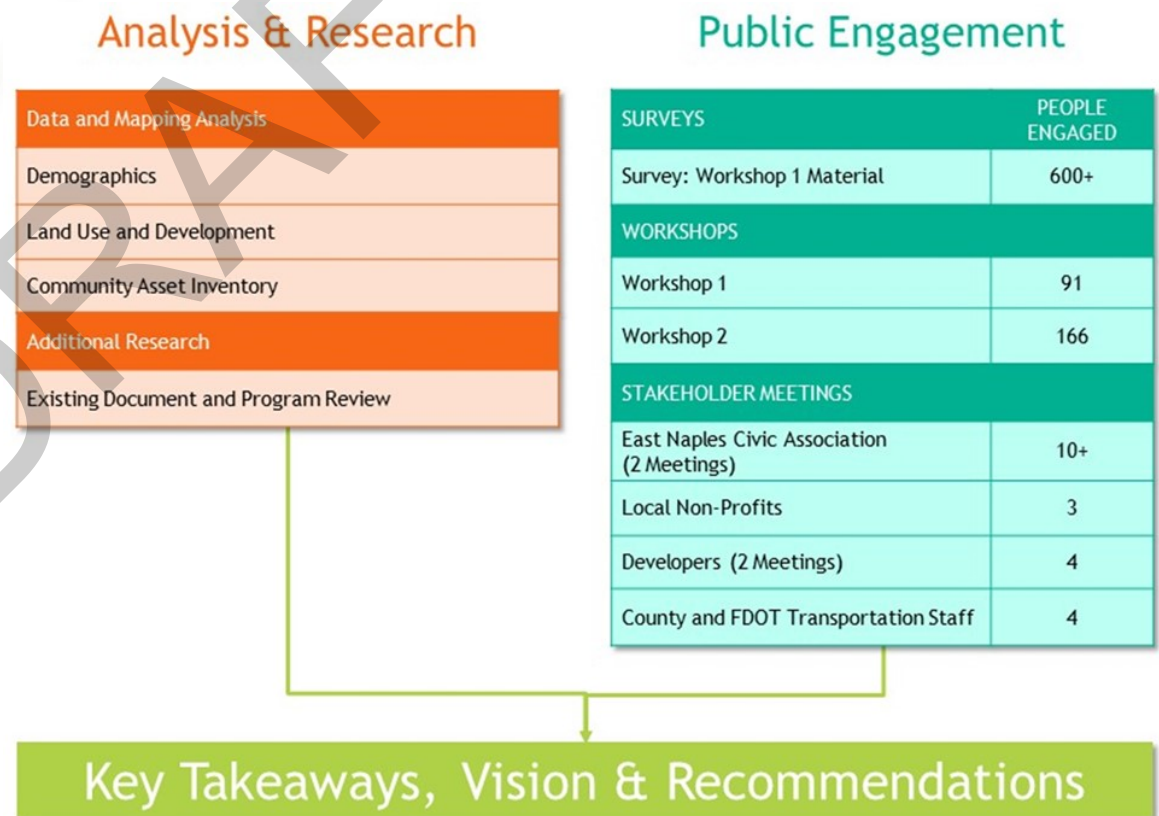


# 2.0

## KEY TAKEAWAYS & VISION

Figure 8 summarizes the analysis and outreach completed during the project to understand community priorities and effective strategies for development, and, ultimately, to craft vision elements. The project team spread public awareness about the project through different means, including emails, social media posts, and digital internet advertisements. The project email contact list reached over 600 subscribers by September, including over 60 contacts for local community organizations. The Public Involvement Plan supporting document provides more detail on the stakeholder and public outreach and engagement efforts.

Figure 8: Overview of Planning Process



## 2.0 KEY TAKEAWAYS & VISION

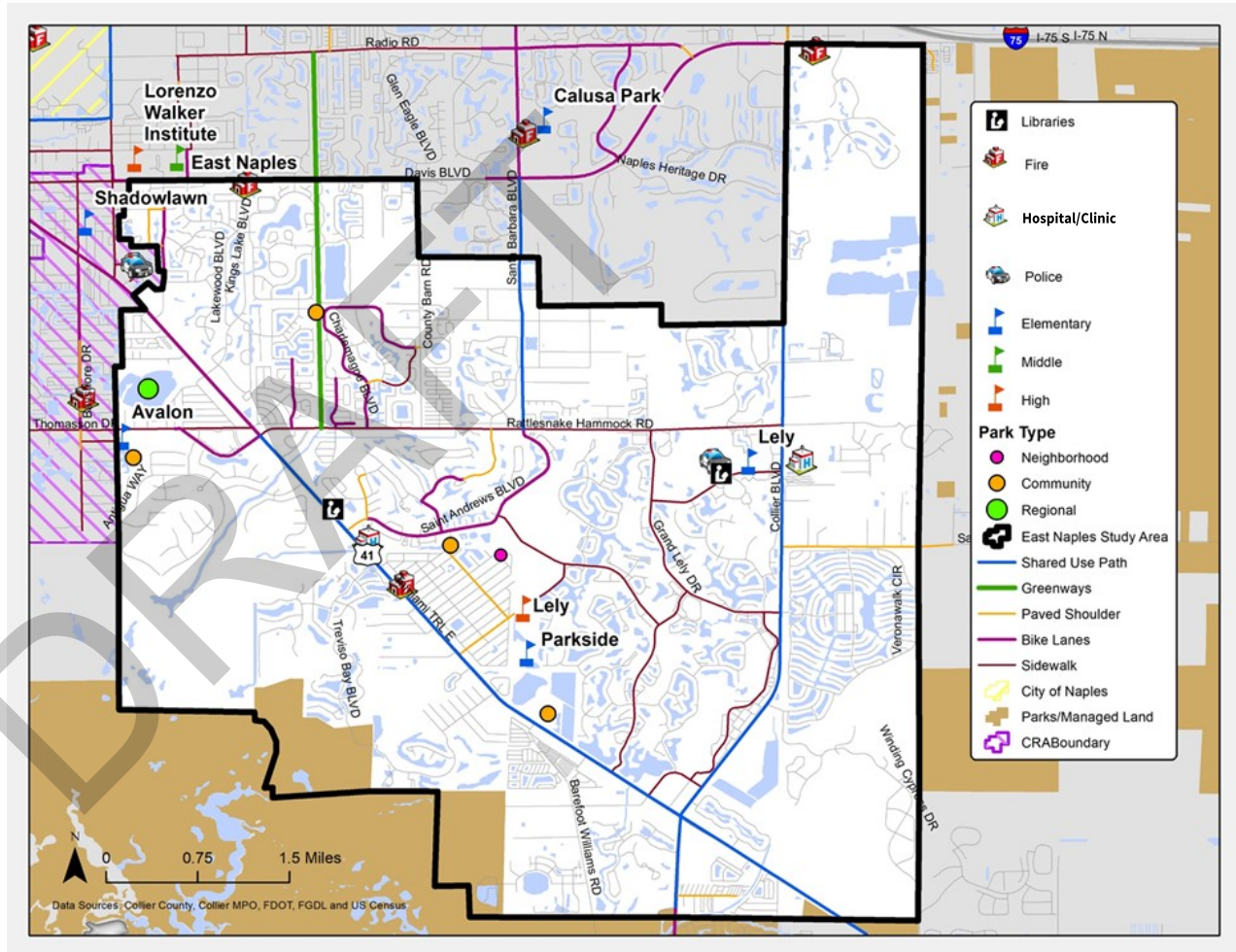
### KEY TAKEAWAYS

The area generally has good coverage by public facilities and services but would benefit from improvements to provide **better transportation options**, including non-motorized options such as walking and biking, for localized travel. The US 41 2018 Study recommended focusing on transportation network improvements for streets connecting to and running parallel to US 41; these recommendations have been considered for land use concepts developed as part of this plan.

Outreach from prior studies and this current study indicate a desire in the community for more diverse and quality commercial establishments. Looking generally at the amount of non-residential development that would include commercial, **the area is underserved in terms of non-residential uses**, with only **11%** of current square footage built as non-residential relative to the unincorporated county as a whole that has a share of **15%** non-residential square footage (Figure 9).

This plan looks at approaches to increase the share of non-residential development by focusing on increasing desired commercial and other uses that can be paired with commercial for mixed-use development. Some community members expressed concern about adding more commercial development to the area, likely linked to concerns about over-building and crowding the area. The points in the remainder of this summary help define how to guide future development to achieve desired development while limiting undesired development and preserving/enhancing green space.

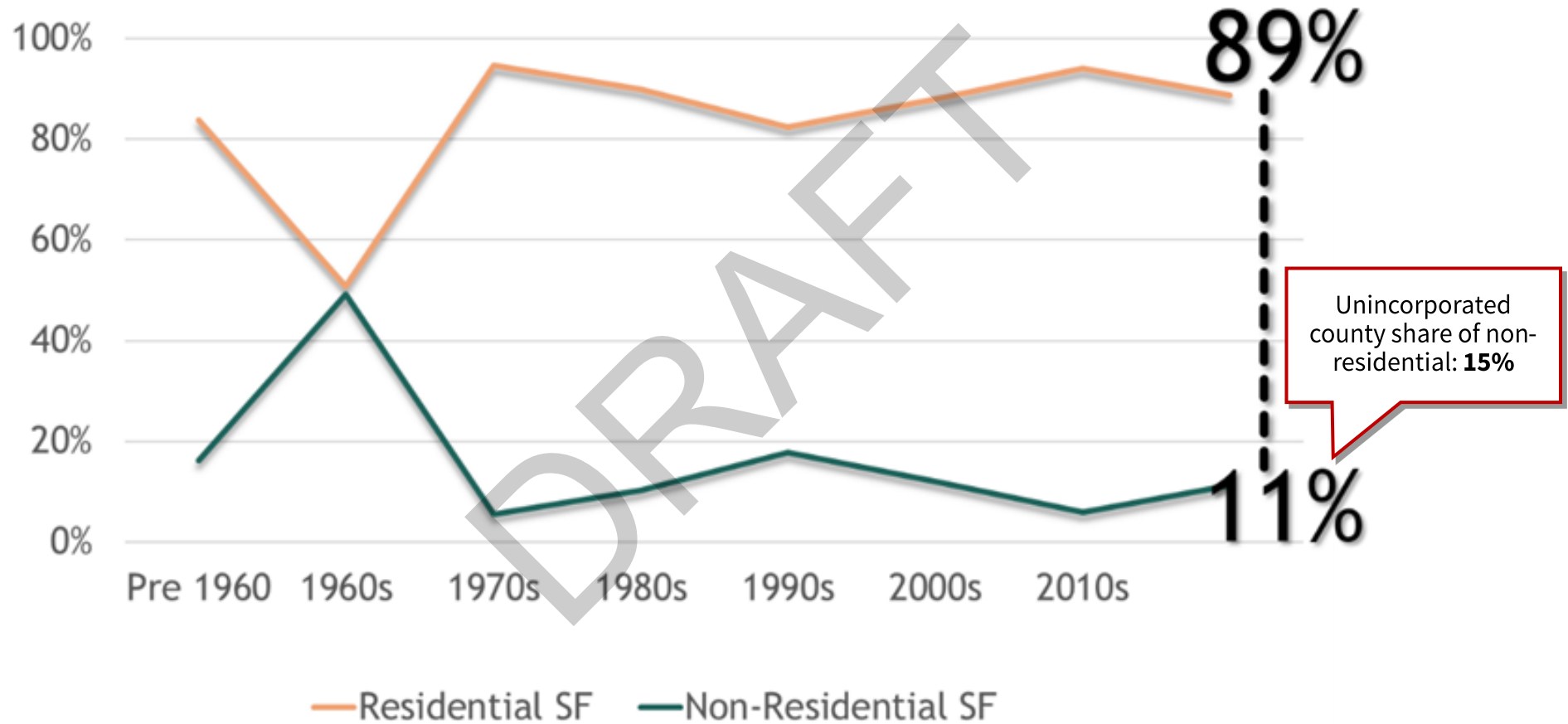
Map 5: Public Facilities in East Naples Study Area





## 2.0 KEY TAKEAWAYS & VISION

Figure 9: Residential and Non-Residential Share of Square Footage Built by Decade in East Naples Study Area



Source: Florida Department of Revenue, 2019

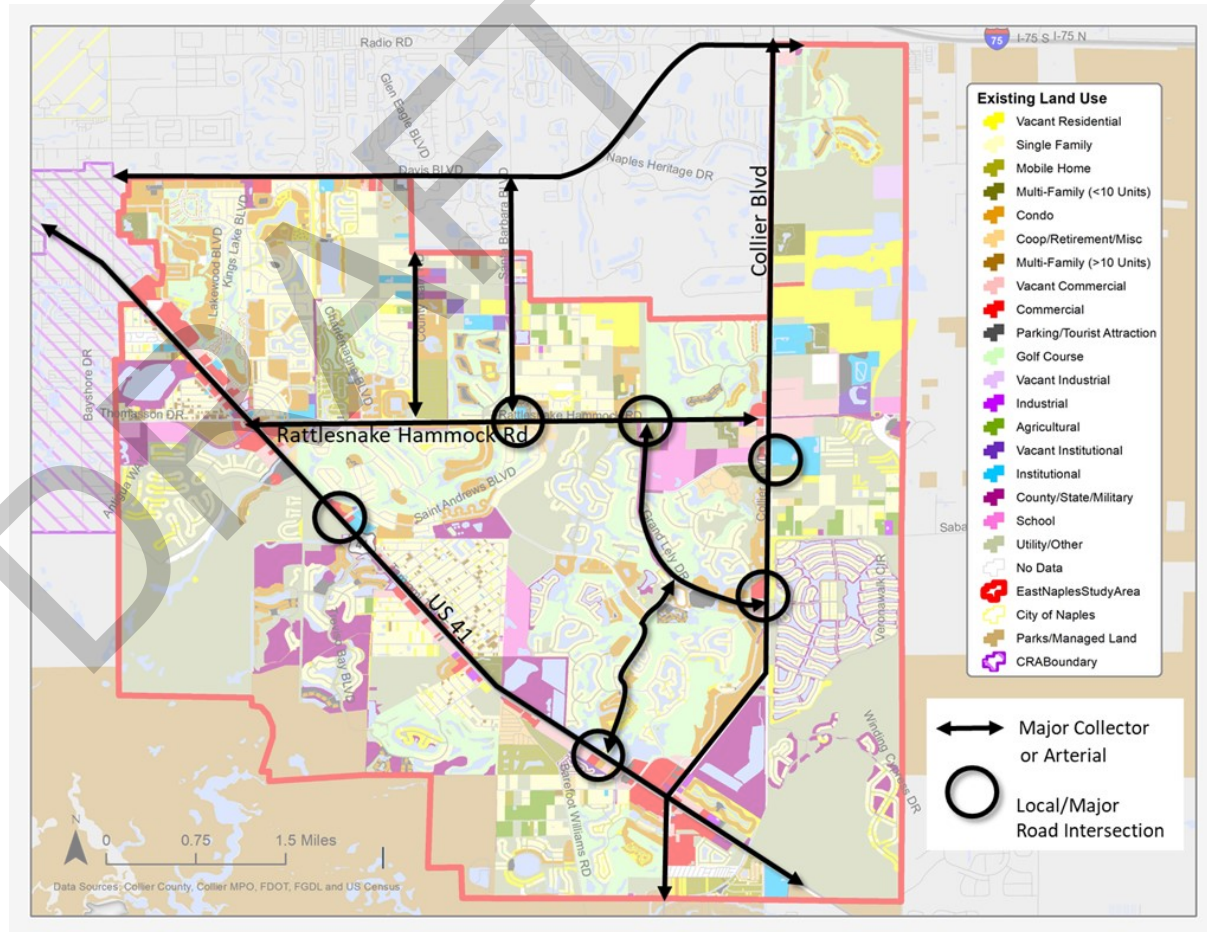
## 2.0 KEY TAKEAWAYS & VISION

**The area may already face some potential limitations to adding more commercial uses**, which may moderate the amount of development that could be reasonably anticipated. Although this planning effort did not involve a comprehensive market analysis, it did include some preliminary outreach and analysis to identify possible limiting factors to development in the area for further consideration:

- Roadway connections:** There are a limited number of connections between the large residential areas, particularly at the center of the study area and along larger roadways that contain most of the commercial businesses in the area. Although this land use and transportation pattern can help buffer residential areas, it also can create challenges for neighborhood residents to access commercial and other local destinations, particularly by non-motorized means. It can also limit the suitable places where new commercial businesses might locate and be compatible with surroundings.
- Population density:** East Naples is similar to Collier County as a whole in that most of the area is relatively low density (4 persons per acre or below); an interview with representatives of the development community noted this may be a limiting factor to having a local residential base that can support local commercial uses.
- Seasonal population:** East Naples is also similar to Collier County as a whole in that it has a high estimated seasonal population; this analysis estimated seasonal households at around 60% of total households, based on homestead exemptions and the limited share of rental units relative to total units. This finding indicates there may be some limits to the population that is in the area year-round to support local commercial uses full-time.

- General market demand:** There may be other factors influencing the market demand for commercial space in the area; although the County does not have control over the private market, this analysis evaluated ways it might influence market demand to attract desirable development.

*Map 6: Existing Land Uses and Roadways in the East Naples Study Area*



Source: Florida Department of Revenue, 2019 with some exceptions



## 2.0 KEY TAKEAWAYS & VISION

An important starting point for ensuring desirable future development is to implement limitations on undesired uses and ensure that new development being built includes desirable uses for the community:

- Limit undesired uses:** Undesired uses include several auto-oriented uses, such as car washes, gas stations, fast food restaurants, and warehousing. Certain limitations are already in place or are under consideration, such as spacing requirements for gas stations and design requirements in C-4 commercial districts to incorporate warehousing into mixed-use development; this plan provides additional approaches for evaluation.
- Attract desirable uses:** Desirable uses as identified through outreach from the 2018 US 41 Corridor Study and efforts as part of this plan identified several desirable uses that tended to be commercial, including retail/shopping, mixed-use and live/work units, restaurants, grocery stores, hotels/resorts, entertainment, and services such as healthcare and businesses that create jobs; respondents to the public survey for this planning effort indicated that restaurants are a particular priority.
- Ensure green spaces:** Additional comments from the public survey for this plan indicated a desire to ensure ample green space and natural spaces in the area.

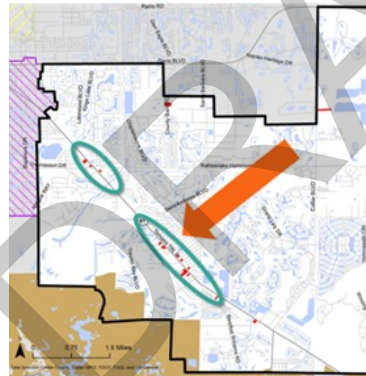
Note that although the 2018 study indicated the desired uses mentioned above as priorities, preferences identified through outreach activities indicated that a majority of outreach participants would support certain forms of residential development along the corridor, including live/work.

Development and redevelopment options to provide additional desired commercial uses should focus pri-

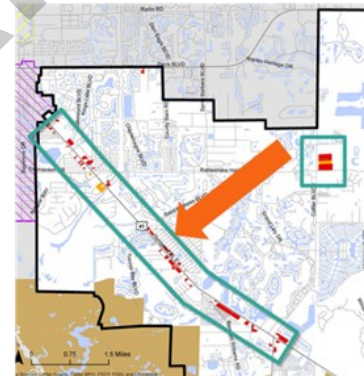
marily on the **US 41 corridor** and nodes (see Technical Memorandum 1 in the supporting documents) but provide approaches that can be used at other development and redevelopment sites in the East Naples Study Area and beyond, such as the outlet shops on Collier Boulevard south of US 41 and developments under consideration near Collier Boulevard and Rattlesnake Hammock Road.

### US 41 FOCUS

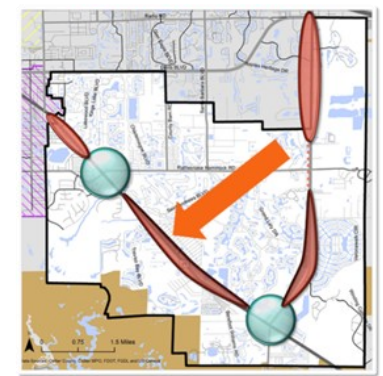
Likely Redevelopment Opportunities



Vacant Land Opportunities



Location Preferences from Public Survey



## 2.0 KEY TAKEAWAYS & VISION

**Design is a critical component of desirable future development for the community**, based on input from the public survey. Key points of desirable design to incorporate into land use concepts for the East Naples Community Plan include the following, based on visual preferences from the 2018 US 41 Corridor Study outreach efforts and the public survey for this plan:

- Buildings set back from roads with landscaping
- Potential range of heights from one to low multi-story, being mindful of overbuilding concerns
- Park once at a cluster of establishments and walk between them; walkable development concepts (e.g., an open mall)

**Preferred implementation methods** also influence the approach for attracting development and anticipated outcomes. Based on results from outreach completed as part of the 2018 US 41 Corridor Study and the public survey for this planning effort, more moderate measures of a **marketing campaign to promote the area and incentives, such as fee reductions/waivers and expedited permitting**, have more widespread support relative to more robust measures, such as allowing and encouraging more intense commercial and/or residential development. Some robust approaches and other approaches were considered as part of this planning process where they might align with other preferences and vision outcomes.

**Housing affordability emerged as an important topic with a range of related views.** Some stakeholders expressed strong concern over adding housing for low-income households in the study area. Other comments from outreach indicated that the area's value or affordability given its proximity to several local attractions (Naples, beaches, etc.) was an asset. Additional meetings with non-profit organizations that provide affordable housing indicated increasing barriers to serving lower-income households

in the county overall in terms of housing. Analysis for this plan indicated that renters in the study area already are experiencing burdens due to housing costs. This would be a particular issue for renters with lower incomes. Traditional multi-family apartments that are typically rented make up approximately 6% of the housing stock; there may be some additional rental units in other housing types (e.g., single family).

These takeaways were distilled to the vision elements in Figure 10 to guide land use concepts and additional recommendations in the plan.



*Examples of preferred images from the 2018 US 41 Corridor Study (the top image was categorized as “destination shopping”). Image source: 2018 US 41 Corridor Study*



## 2.0 KEY TAKEAWAYS & VISION

Figure 10: Vision Elements



# 3.0

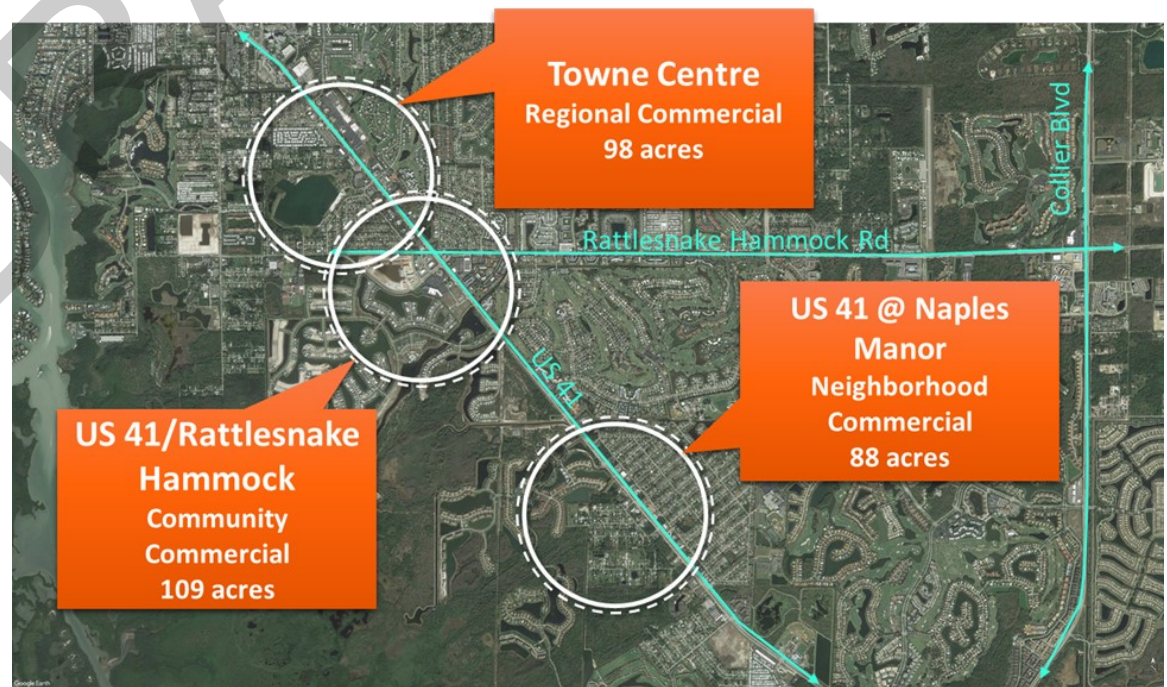
## LAND USE CONCEPTS

### OVERVIEW

To capture takeaways and vision elements in Section 2.0, the project team selected three sites along the US 41 corridor to highlight a range of conceptual build-out scenarios at each location. These scenarios illustrated some reasonable starting concepts based on conditions and constraints identified in the first part of the project and were used to gauge a response from the community as to whether they met priorities and preferences.

The sites, US 41 at Naples Manor, US 41/Rattlesnake Hammock, and Towne Centre (Map 7), graduate in terms of opportunity for intensity from the Naples Manor site, which is more neighborhood-scale and furthest from the urban node of Downtown Naples, to the Towne Centre site, which is closest to Downtown Naples, contains a relatively large potential redevelopment site with greater depths, and has the potential for a larger regional draw. Aside from this variety of characteristics, the team selected these sites due to their current potential development and redevelopment opportunities, their alignment with location preferences identified through public outreach, and the potential for applicability of concepts on these sites to other sites in the study area and beyond.

*Map 7: Land Use Concept Sites*





### 3.0 LAND USE CONCEPTS

Three build-out scenarios were created for each site, including Light, Moderate, and Robust (Figure 11). Incentives to promote desired uses and approaches to discourage/prohibit undesired uses, discussed in more detail later in this section, could be used with any of the build-out scenarios.

These scenarios provide options to help respond to:

- Uncertainties of market demand for different uses and how those may evolve over time
- An approach for transition from current development styles and transportation design based on current, more suburban conditions to desired more walkable options
- General community design, use, and density/intensity preferences summarized in Section 2.0
- Approaches that are repeatable at other development and redevelopment opportunity sites in the East Naples area and Collier County more generally.

Aside from market demand, actual build-out would also depend on a more specific development program that accounts in more detail for requirements such as parking. Additionally, build-out, particularly as scenarios get more robust, would likely occur in the long term, perhaps requiring a decade or more to be constructed.

As noted in Section 2.0, the East Naples Study Area is underserved by non-residential development, with non-residential currently only 11% of overall building square footage in the study area relative to the unincorporated county’s share of 15%. Figure 12 illustrates the additional square footage needed to move from 11% to 15%, assuming a focus on desired commercial uses and other office uses that can be paired with commercial for mixed-use development; it also shows which square footage benchmarks might be achieved

through the Light, Moderate, or Robust approaches (with a focus on commercial and office) if applied at all sites. Residential could be included in mixed-use, depending on market demand. However, these benchmarks are simply illustrative measures; even adding small amounts of these uses can still meet community vision elements if focused on desired commercial types and quality development. Note that these calculations do not include vacancies in existing commercial structures.

Figure 11: Build-Out Scenarios

Light	Moderate	Robust
<ul style="list-style-type: none"><li>• Focus on transportation, landscaping, and some development design improvements</li></ul>	<ul style="list-style-type: none"><li>• <b>Partial</b> site build-out</li><li>• Multi-floor mixed-use (ground floor commercial, upper floor office/residential, max. 3 floors) and ground floor commercial</li><li>• Transportation, landscaping, and development design elements</li></ul>	<ul style="list-style-type: none"><li>• <b>Full</b> site build-out, longer term</li><li>• Multi-floor mixed-use (ground floor commercial, upper floor office/residential, max. 3 floors) and ground floor commercial</li><li>• Transportation, landscaping, and development design elements</li></ul>

### 3.0 LAND USE CONCEPTS

The project team also analyzed these scenarios for each individual site, including estimates of the following factors that could be added through each scenario:

- Maximum amount of commercial added
- Maximum amount of office/residential added
- Maximum number of employees and residential units added

Maximum additional office or residential estimates were based on assumptions of upper-story build-out of all office or all residential; the actual built uses would depend on market demand, limitations when accounting more specifically for development requirements, and other external factors, likely resulting in some combination of residential and office.

The project team presented these scenarios at a public workshop to gauge preferences for each scenario at each site; the **Moderate** option at all sites generally received:

- the highest or second highest share of “most preferred” responses *and*
- by far the lowest share of “least preferred” responses (see Figure 13).

Implementing the Moderate scenario at all sites would add an estimated maximum of approximately 1.5 million square feet of commercial and office development (assuming mixed-use development that focuses on those uses). **This would shift the current 11% non-residential share of total development to 12–13%** (Figure 12).

The remainder of this section summarizes the Moderate scenario concepts for each site with a note on other build-out scenarios (see Technical Memorandum 2 supporting document for more details).

Figure 12: Non-Residential Square Footage Benchmarks

Res. Benchmark	Non-Res. Benchmark	Additional Commercial Square Feet Needed	Light scenario for all sites: assumes <b>existing commercial/office sq ft</b>
88%	12%	1.3 million	
87%	13%	2.0 million	Moderate scenario (commercial/office) for all sites: <b>1.5 million sq ft</b>
86%	14%	2.7 million	
85%	15%	3.4 million	Robust scenario (commercial/office) for all sites: <b>3.2 million sq ft</b>

Unincorporated county benchmark; East Naples Study Area currently at **11%**

Build-out not only depends on regulations and incentives, but also **market demand**.

Note: the benchmarks shown assume current levels of residential square footage and square footage/acreage added in addition to filling vacancies in existing commercial buildings.

Figure 13: Workshop 2 Polling Responses to Build-Out Scenarios

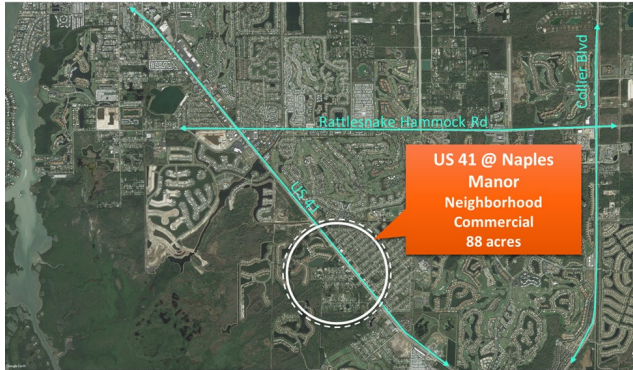
Most Preferred Concept			Least Preferred Concept		
Site	Build-Out	Share of	Site	Build-Out Scenario	Share of Responses
US 41 at Naples Manor	Light	24%	US 41 at Naples Manor	Light	51%
	Moderate	37%		Moderate	3%
	Robust	37%		Robust	45%
US 41/Rattlesnake Hammock	Light	22%	US 41/Rattlesnake Hammock	Light	67%
	Moderate	30%		Moderate	2%
	Robust	47%		Robust	30%
Towne Centre	Light	16%	Towne Centre	Light	52%
	Moderate	53%		Moderate	3%
	Robust	30%		Robust	44%

Source: responses gathered at public workshop held September 10, 2020; number of respondents for these questions ranged from 66 to 88. Note that percentages include responses submitted directly via polling program and responses typed on the workshop's virtual platform. See Technical Memorandum 2 in the supporting documents for more details.



## 3.0 LAND USE CONCEPTS

### US 41 AT NAPLES MANOR

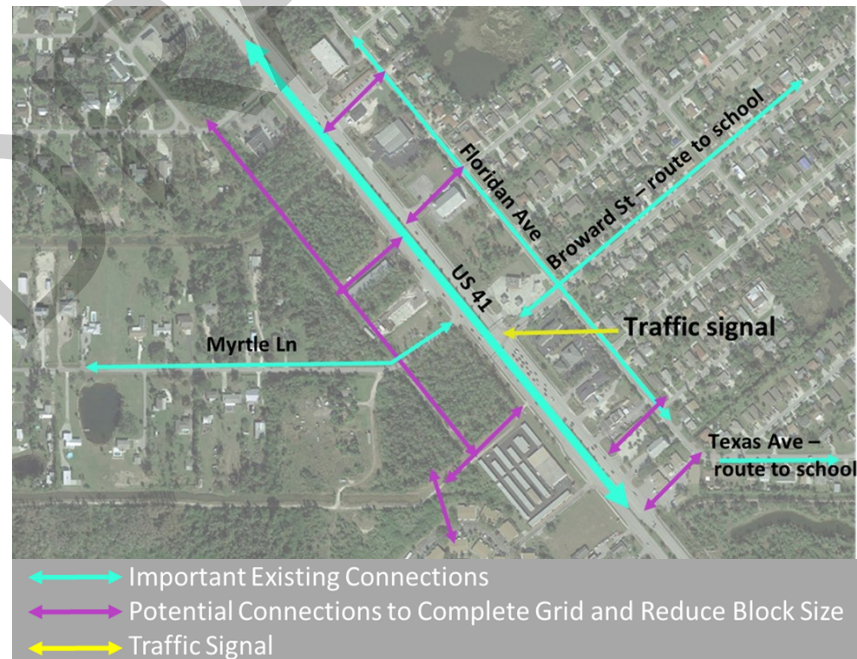


#### EXISTING CONDITIONS

This site is furthest from the more urban node of Downtown Naples. Many of the streets connecting to US 41 in this area are neighborhood roads, and these connections to neighborhoods such as Naples Manor are fairly regular. The commercial lots along this corridor are also relatively shallow. As a result, the project team considered the lowest levels of potential intensity for this site relative to the other sites.

A closer look at traffic connectivity in this area (Figure 14) shows the near alignment of Myrtle Lane and Broward Street, intersecting with Tamiami Trail with the presence of a traffic signal. The fact that it is near the center of this node makes this intersection a natural place to start building a walkable, mixed-use center. Additionally, the west side of Tamiami Trail lacks a parallel lane to link the commercial properties in the way that Floridan Avenue links the parcels on the east side. Such a lane would provide connectivity for the western side of Tamiami Trail and reduce traffic pressure along Tamiami Trail.

Figure 14: US 41 at Naples Manor Existing Conditions and Connectivity Opportunities





### 3.0 LAND USE CONCEPTS

#### MODERATE BUILD-OUT SCENARIO

Figure 15: US 41 at Naples Manor Moderate Concept – Plan View



LEGEND

Existing Buildings

3 story Infill / Redevelopment

1 story Infill / Redevelopment

Demolished Structures

NAPLES MANOR—MODERATE BUILD-OUT SCENARIO	
DEVELOPMENT ESTIMATES	
Commercial Sq. Ft. Added	254,000
Max. Office/Residential Sq. Ft. Added	59,000
Max. Employees/Units Added	700 Employees/ 40 Units

Source: concept image: PlusUrbia Design; calculations—Tindale Oliver; notes on calculations:  
Numbers based on conceptual design and rounded. The calculations shown herein are conceptual and do not guarantee potential build-out.  
Maximum square footage of either office or residential indicates that which could be added given the concept design and based on whether net square footage added was all office or all residential, yet some combination of the two would be possible.  
Maximum employees or units indicate those that could be added given the concept design and based on whether net square footage added was all office or all residential, yet some combination of office and residential would be possible. Assumed 1400 sq ft unit, 300 sq ft of office per employee, 500 sq ft of retail per employee.



## 3.0 LAND USE CONCEPTS

### TRANSPORTATION AND LANDSCAPING HIGHLIGHTS

- US 41 redesign as multi-way boulevard as it passes to the west of Naples Manor. This design would allow for higher speed traffic to move in the lanes of the central thoroughfare and for lower speed traffic to move to side lanes with a high degree of access and parking (similar to Floridan Avenue on the east side); the side and center lanes are separated by a median that contains a protected multi-use pathway with trees.
- Improved connections to neighborhoods, including additional landscaping
- New connections between neighborhoods and US 41 via parking lots, which can help reduce block size
- Enhanced street crossings
- Protected intersection; may include elements such as: corner curb extensions where cyclists and pedestrians can wait for the crossing signal; clear crosswalks for pedestrians and a bike crossing zone, which are striped and positioned to maximize visibility for turning cars; stop bars for cars located slightly farther back than a conventional intersection's stop bars, allowing for wider crosswalks; and a textured area that assists with traffic calming
- Street parking
- Native plantings: multi-way boulevard can be planted with multiple rows of Florida Royal Palms; canopy trees on other streets might include: Florida Live Oak, Gumbo Limbo, Bald Cypress, Florida Maple, Paradise Tree, Satinleaf, Florida Slash Pine, Pigeon Plum, Dahoon Holly, and Wild Tamarind, supplemented by palms such as cabbage palm, Florida Silver Palm, Keys Brittle Thatch Palm, Bucanier Palm, and Saw Palmetto

### LAND USE AND DESIGN HIGHLIGHTS

- Spaces along street frontage filled in with buildings that hug the edge of parcels to support walkability
- Mix of ground-floor commercial and some multi-story mixed-use with commercial and office/residential (more limited build-out in this concept); warehouse space can be encouraged to redevelop as mixed-use
- “Gas backwards” gas station design- placement of the fuel pumps at the rear of the site and the store at the front of the site along the roadway, making the store easily approachable by pedestrians and cyclists

*Figure 16: US 41 at Naples Manor Moderate Concept – Perspective View*



Source: PlusUrbia Design



## 3.0 LAND USE CONCEPTS

### OTHER BUILD-OUT OPTIONS CONSIDERED

The Light and Robust build-out scenarios provided other options for this site. Figure 17 shows landscaping and transportation improvements in the light concept; this scenario could also include adjustments to building design as lots redeveloped. Figure 18 shows the Robust option, which would provide a further build-out of the site using the approaches mentioned for the Moderate scenario. Note that approaches to encourage desired uses and prohibit/discourage undesired uses could still be applied in these scenarios.

Figure 17: US 41 at Naples Manor Light Concept



Figure 18: US 41 at Naples Manor Robust Concept

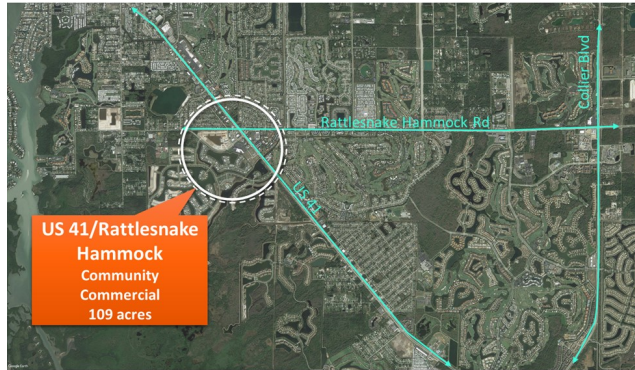


Images source:: PlusUrbia Design



## 3.0 LAND USE CONCEPTS

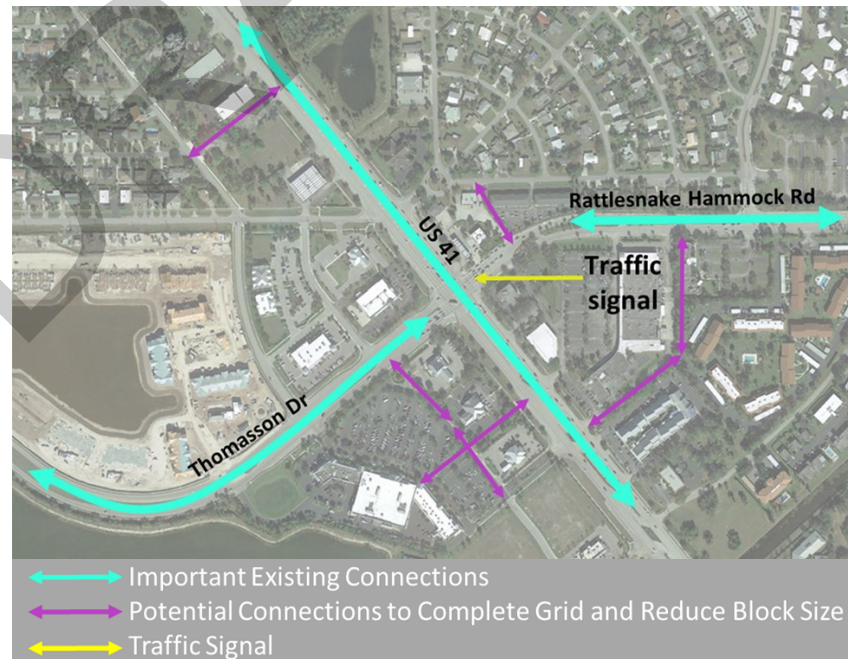
### US 41/RATTLESNAKE HAMMOCK



#### EXISTING CONDITIONS

This site lies at the intersection of US 41 and Rattlesnake Hammock Road, approaching the urban node of Downtown Naples; as a result, the project team considered it to have an opportunity for more intensity relative to the Naples Manor site, if desired. The unique roadway layout includes radial streets. A review of transportation connectivity on the site (Figure 19) shows potential opportunities to connect parking lots and parcels, reducing pressure on certain intersections and reduce the size of large blocks.

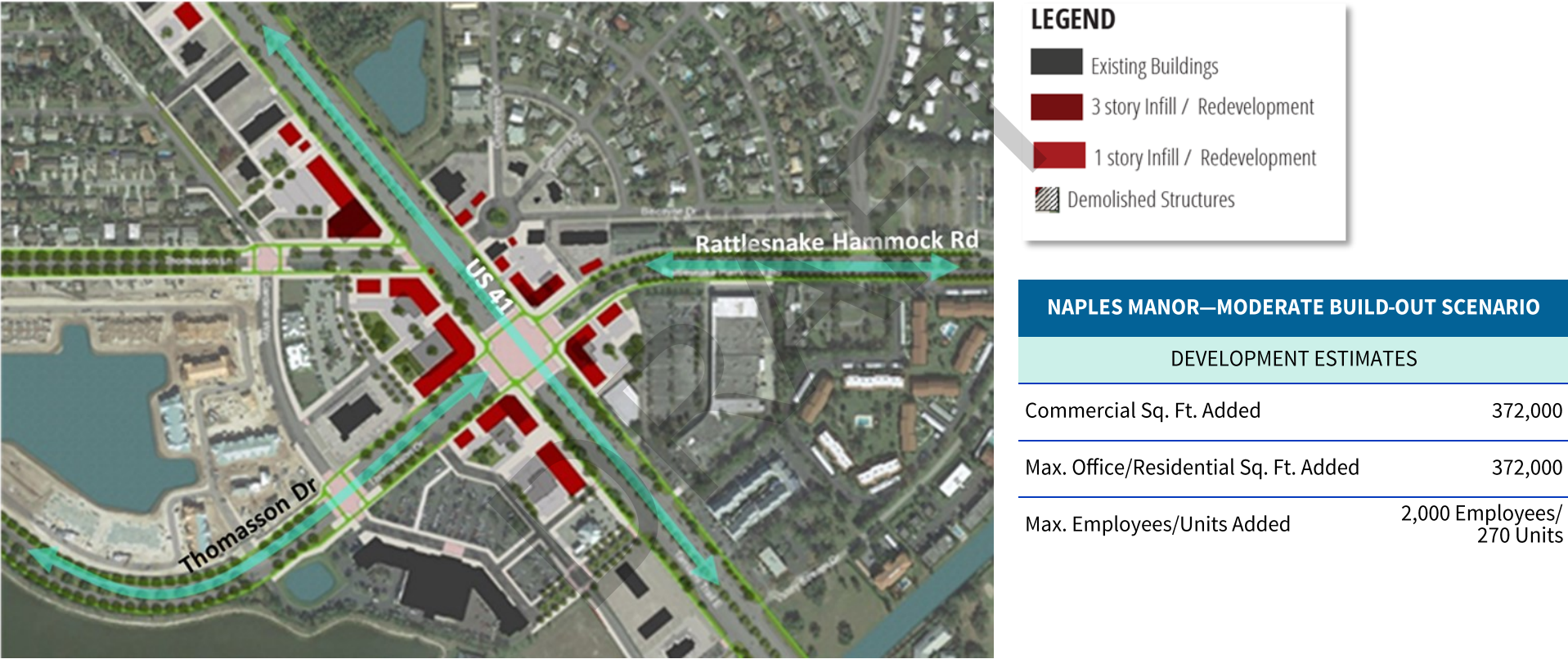
Figure 19: US 41/Rattlesnake Hammock Existing Conditions and Connectivity Opportunities



# 3.0 LAND USE CONCEPTS

## MODERATE BUILD-OUT SCENARIO

Figure 20: US 41/Rattlesnake Hammock Moderate Concept – Plan View



Source: concept image: PlusUrbia Design; calculations—Tindale Oliver; notes on calculations:  
Numbers based on conceptual design and rounded. The calculations shown herein are conceptual and do not guarantee potential build-out.  
Maximum square footage of either office or residential indicates that which could be added given the concept design and based on whether net square footage added was all office or all residential, yet some combination of the two would be possible.  
Maximum employees or units indicate those that could be added given the concept design and based on whether net square footage added was all office or all residential, yet some combination of office and residential would be possible. Assumed 1400 sq ft unit, 300 sq ft of office per employee, 500 sq ft of retail per employee.



## 3.0 LAND USE CONCEPTS

### TRANSPORTATION AND LANDSCAPING HIGHLIGHTS

- Protected intersection at US 41/Rattlesnake Hammock Road (see Naples Manor description for details)
- Other enhanced street crossings with adjusted signal timing to aid pedestrian crossings
- Wider sidewalks
- Bike lanes with buffer zone in place of conventional painted bike lanes
- Planting strips, native plants (see Naples Manor description for more details)
- Hidden parking screened in mid-block lots
- Street parking
- Cardinal Way is a local street that can be made for walkable with sidewalks, parallel parking, street trees, lanterns, and street furniture
- Large surface parking lots can be transformed into parking decks with mixed-use development, freeing up more space for new retail, housing, civic uses and open space

### LAND USE AND DESIGN HIGHLIGHTS

- Spaces along street frontage filled in with buildings, shaping the streets; corner properties developed to hug intersection, creating focal point for those traveling along US 41.
- Mix of ground-floor commercial and some multi-story mixed-use with commercial and office/residential; anchor stores can be left in place.

Figure 21: US 41/Rattlesnake Hammock Moderate Concept – Perspective View



Source: PlusUrbia Design

## 3.0 LAND USE CONCEPTS

### OTHER BUILD-OUT OPTIONS CONSIDERED

The Light and Robust build-out scenarios provided other options for this site. Figure 22 shows landscaping and transportation improvements in The Light concept; this scenario could also include adjustments to building design as lots redeveloped. Figure 23 shows the Robust option, which would provide a further build-out of the site using the approaches noted for the Moderate scenario. Note that approaches to encourage desired uses and prohibit/discourage undesired uses could still be applied in these scenarios.

Figure 22: US 41/Rattlesnake Hammock Light Concept



Figure 23: US 41/Rattlesnake Hammock Robust Concept

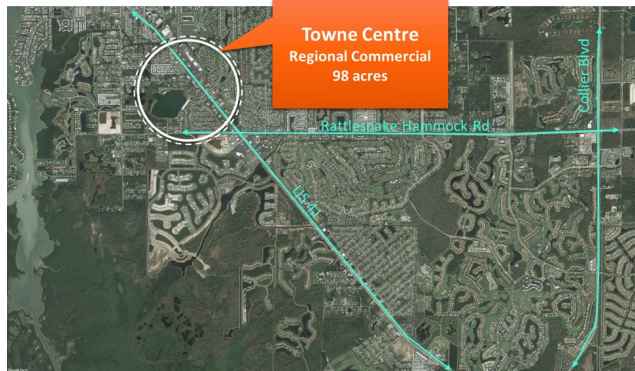


Images source:: PlusUrbia Design



## 3.0 LAND USE CONCEPTS

### TOWNE CENTRE



### EXISTING CONDITIONS

The Towne Centre site is a large open strip commercial mall that has been the topic of redevelopment discussions in recent years. The lot depths are approximately double the size of other commercial lots fronting the US 41 corridor, allowing more flexibility in its redevelopment. This site is also the closest to Downtown Naples. As a result, the project team considers this site an opportunity for the most added intensity relative to the other sites considered, if desired.

A connectivity analysis at the Towne Centre (Figure 24) illustrates how the large surface parking lot at the Towne Centre site can be broken up into smaller blocks to promote additional development opportunities and walkable connections. The canal may also be evaluated for a walkable connection and open space/gathering space along its route. Parcels along the west side of US 41 can also be better connected.

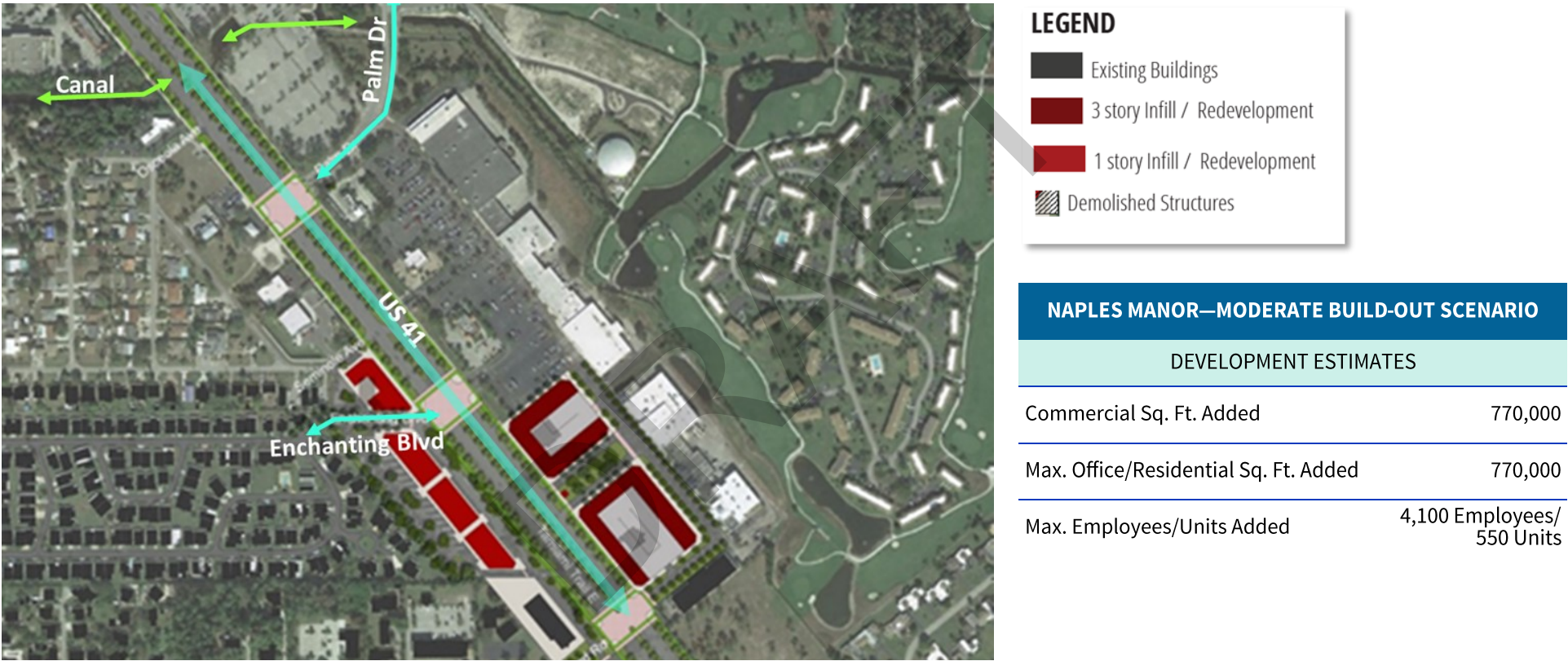
Figure 24: Towne Centre Existing Conditions and Connectivity Opportunities



3.0 LAND USE CONCEPTS

MODERATE BUILD-OUT SCENARIO

Figure 25: Towne Centre Moderate Concept – Plan View



Source: concept image: PlusUrbia Design; calculations—Tindale Oliver; notes on calculations:  
Numbers based on conceptual design and rounded. The calculations shown herein are conceptual and do not guarantee potential build-out.  
Maximum square footage of either office or residential indicates that which could be added given the concept design and based on whether net square footage added was all office or all residential, yet some combination of the two would be possible.  
Maximum employees or units indicate those that could be added given the concept design and based on whether net square footage added was all office or all residential, yet some combination of office and residential would be possible. Assumed 1400 sq ft unit, 300 sq ft of office per employee, 500 sq ft of retail per employee.



## 3.0 LAND USE CONCEPTS

### TRANSPORTATION AND LANDSCAPING HIGHLIGHTS

- Existing parking lot broken into blocks with more connections between US 41 and large retail at back of site
- More walkable connection along canal at northern end of site, creating open/gathering space
- Bike lanes with buffer zone in place of conventional bike lanes
- Enhanced street crossings with curb extensions and cyclist-friendly signals to create protected intersections (see fuller description in Naples Manor or site description)
- Street parking and opportunity for parking decks lined with mixed-use development; improvements support parking and walking between establishments
- Native plants (see Naples Manor site description for more details)

### LAND USE AND DESIGN HIGHLIGHTS

- Buildings and green space along new connections
- Opportunity for ground-floor commercial or multi-story mixed-use with commercial and office/residential; mixed-use buildings are up to three stories to line potential parking decks; opportunity to evaluate the transition of the trailer park at Neapolitan Circle to mixed-use development with relocation assistance for trailers
- Nearly every block has green space

Figure 26: Towne Centre Moderate Concept – Perspective View



Source: PlusUrbia Design

## 3.0 LAND USE CONCEPTS

### OTHER BUILD-OUT OPTIONS CONSIDERED

The Light and Robust build-out scenarios provided other options for this site. Figure 27 shows landscaping and transportation improvements in the Light concept; this scenario could also include adjustments to building design as lots redeveloped. Figure 28 shows the Robust option, which would provide a further build-out of the site using the approaches mentioned for the Moderate scenario. Note that approaches to encourage desired uses and prohibit/discourage undesired uses could still be applied in these scenarios.

Figure 27: Towne Centre Light Concept



Figure 28: Towne Centre Robust Concept



Images source:: PlusUrbia Design



## 3.0 LAND USE CONCEPTS

### REGULATORY CONSIDERATIONS

This section indicates where adjustments should be further evaluated to implement the land use concepts and preferences presented herein, with a focus on facilitating mixed-use development given its inclusion in the preferred moderate scenarios. Land Development Code adjustments could be implemented as an overlay.

### DEVELOPMENT STANDARDS TO PROMOTE LAND USE CONCEPTS

#### ALLOWED DENSITY AND INTENSITY

As noted in Technical Memorandum 1, there are density restrictions in the Coastal High Hazard Area (CHHA), which contains the US 41 corridor in the East Naples Study Area. The Growth Management Plan and Land Development Code both indicate density restrictions to 4 units per acre (UPA), with an exception for use of the affordable housing density bonus. The mixed-use concepts presented in this plan would require increases in density allowances; language would also need to be evaluated to reflect the intent to target more dense/intense mixed use along this major corridor (aside from the currently formally-designated Activity Centers). Existing regulations do not apply significant restrictions on office and commercial development intensity (Floor Area Ratios, FAR), so those are not constraining to proposed concepts.

#### COASTAL CONSIDERATIONS

Given the timelines of the build-out scenarios, some of which may take 10 years or more, the County should evaluate the need to adjust criteria for long-term build-out/redevelopment in the CHHA, particularly as environmental conditions such as sea-level rise change or if the area experiences increased vulnerability to coastal hazards; this need may be accelerated if significant

increases to density were allowed and incentivized to facilitate more robust build-out scenarios. These factors may also have implications for Special Flood Hazard Areas defined by the Federal Emergency Management Administration (FEMA) and present in the Study Area.

At a minimum, the County will need to maintain consistency with existing State statutes and account for National Flood Insurance Program requirements from FEMA (the County affirms its participation in this program in Policy 12.2.3 of the Growth Management Plan); this effort could also help further analyze resources needed for proper design/construction in the area over time and how constraining these needs may be to overall development levels. This evaluation might include, among other factors, building design, infrastructure, evacuation, and flood zone designations and the related Community Rating System Classification. It can also account for changes in services/protections provided by natural elements, such as changes to natural buffers.

Note that there are existing requirements and guidance in place for flood plains and development in the CHHA; examples include those in the Conservation and Coastal Management Element for infrastructure design (Policy 12.2.6), structures that suffer certain types of foundational damage (Policy 12.3.6), and land acquisition by the County during post-disaster recovery (Policy 12.3.8). Additionally, there are construction standards for the Special Flood Hazard Areas and CHHA in Section 3.02 of the Land Development Code. These standards require elevation of new or substantially improved residential and non-residential development to base flood elevation/base flood level (non-residential has the option to waterproof), among other supplemental building design standards.

#### ALLOWED USES

C-3, C-4, and CPUD zoning categories are prevalent along the US 41 corridor. C-3 and C-4 capture many of the desired uses indicated in outreach; only C-3 allows for mixed-use with residential, with additional design requirements. This allowance can be evaluated for C-4 in this area where commercial and office uses are compatible with residential.

Regarding mixed-use requirements that pertain to C-3, the requirement that residential be limited to owners or lessees of retail would create a significant obstacle to creating upper floor residential and a mixed-use environment. Live-work buildings are only one type of mixed-use development, and the scale and phased build-out of development would be better supported by having upper floors that are financially independent of ground floor tenants (no lessor-lessee relationship).

Furthermore, requiring residential to be located above principal uses for mixed-use in C-3 (Sec. 2.03.03) would eliminate the possibility of urban flats or stoops or other building types that engage the ground floor with residential units. Allowing horizontal mix of uses with ground floor residential would be useful where there are frontages not suitable for retail.

The Towne Centre concepts also illustrates the transition of a Tractor Trailer-Recreational Vehicle Campground District (TTRVC) area to a mixed-use area along the corridor. Further outreach and suitable alternative locations for the existing use should be identified if this re-zoning option is pursued.

The heavier nature of commercial use types in C-5 zoning may be less suited to the desired uses identified from outreach. Remaining C-5 designations along this segment of the corridor could be evaluated for re-zoning to C-3 or C-4 as part of the implementation steps.

## 3.0 LAND USE CONCEPTS

Additional standards that can be applied for undesired uses are addressed later in this section.

### HEIGHTS

The two-story height limit for mixed-use development in C-3 (Sec. 2.03.03) would need to be increased to three stories to accommodate concepts provided. The C-3 district has a general height limit of 50 feet, and C-4 has a height limit of 75 feet. These are likely sufficient to facilitate multi-story mixed-use development at a maximum of 3 stories in moderate scenarios.

### SETBACKS AND BUFFERS

The amounts by which buildings must be set back from the lot line (setback) for C-3 are as follows:

- Minimum front yard: 50% of building height, but not less than 25 feet
- Minimum side yard (non-waterfront): 50% of building height, but not less than 15 feet
- Minimum rear yard (non-waterfront): 50% of building height, but not less than 15 feet

Setbacks for C-4 are as follows:

- Minimum front yard: 50% of building height, but not less than 25 feet. Structures 50 feet or more in height = 25 feet plus an additional 1 foot of setback for each foot of building height over 50 feet
- Minimum side yard (non-waterfront): 50% of building height, but not less than 15 feet.
- Minimum rear yard (non-waterfront): 50% of building height, but not less than 15 feet

Setbacks need to be re-evaluated to balance community preferences for setbacks and landscaping with the ability to create more walkable environments. Current standards make it difficult to front the streets in some of the concepts shown in this section and promote walkability. Front setbacks can range down to eight

feet in parts of certain concepts. Adjustment to a build-to line or build-to zone, which is not dependent on building height or a maximum front setback, would be more effective to deliver a more walkable environment. Additional provisions may be evaluated where larger front setbacks are retained to include sidewalk space or other amenities within the setback; this effort should include an evaluation of landscape requirements for foundation plantings to ensure that they do not create a barrier for pedestrian activity. Generally, commercial ground floors or even residential urban ground floors with stoops, dooryards, and entrance-way plantings can make pedestrian access to buildings difficult.

Additional special considerations include evaluating the setback requirements from the canal in the Towne Centre example to facilitate a walkway and open/gathering space along that corridor. Buffer requirements in the TTRVC district (10-ft minimum front yard, 5-ft minimum side yard for non-waterfront, 8-ft minimum rear yard for non-waterfront) may also make it difficult to create the multi-way boulevard streetscape shown in the Towne Centre concept, an issue which could be addressed through re-zoning and transitioning this area to mixed-use, as noted previously.

Finally, there are buffer requirements in Section 4.06.02 between C-3 and C-4 uses, which only apply to external boundaries of mixed-use projects in C-3. Reduced buffer requirements can be evaluated between similar types of commercial uses and any expansions of mixed-use in C-4, to promote more compact development.

### PARKING

Regarding the amount of parking required, requirements are generally high and can be evaluated for decreases. Evaluation for a set standard reduction for mixed-use development might also be considered; the

County Land Development illustrates an example of this approach with Planned Unit Development (PUD) standards: required off-street parking Code spaces in neighborhood village centers are reduced to 50–75% of typical standards, a requirement facilitated by their pedestrian-friendly design. Currently, the mixed-use provisions for C-3 allow for a reduction based on a shared parking analysis; if a standard reduction is not pursued, this sort of analysis might also be extended to mixed uses in C-4, particularly if mixed-use containing residential is allowed in certain instances.

Regarding parking structure and space design, an exception on the prohibition of parking structures facing the primary facade should be considered for mixed-use development in the C-3 district (Sec. 4.02.38). This would be useful if an existing strip mall may have a parking structure built facing the primary facade on the other side of newly built internal “street.” Furthermore, minimum 9-ft width for on-street parallel parking is excessive and should be re-evaluated. There are many successful examples throughout the US of 7-ft or 8-ft wide parking bays.

### OPEN SPACE

The 30% open space requirement for development in C-3 and C-4 districts would make it difficult to implement some of the proposed concepts unless pervious pavement, streets that can be closed for events and used as plaza space, and green roofs and amenity decks for parking structures are counted. Additionally, maintaining and preserving green space emerged as a key priority during outreach.

One option to evaluate is an *in-lieu* fee for open space, which can help keep development compact and concentrated in a walkable node while allowing for open space to be aggregated at a site nearby in the community. This approach may allow for a larger open space site with more options for what it will contain yet may



### 3.0 LAND USE CONCEPTS

also require more administrative efforts from the County to ensure the aggregated open space is located and properly maintained. These options should be weighed with additional options for public green space (discussed further in Section 5.0).

Alternatively, open space design standards can be evaluated to ensure quality green space; heightened open space design standards could also be the focus for incentives or financial support to obtain more naturally oriented open space and infrastructure on the site while offsetting additional costs to developers.

#### SITE CONNECTIVITY AND ACCESS

Regarding site connectivity, mixed-use design criteria for C-3 (Sec. 4.02.38) recommend a grid street system and bicycle, pedestrian, and pathway connections to the extent possible to support interconnectivity in the development; Section 6.06 encourages increased interconnectivity. More explicit provisions can be evaluated to facilitate the addition of connections to break up extremely large blocks.

Regarding site access, explicit requirements for shared access can be evaluated for owners of neighboring properties.

#### COMMERCIAL PLANNED UNIT DEVELOPMENTS

Much of the study area is zoned as PUD. PUD design criteria (Sec. 4.07.00) should be evaluated in light of the potential adjustments mentioned herein to guide development in areas under consideration for a re-zone to PUD with commercial uses or mixed-use, as well as redevelopment of existing commercial PUDs.

#### DEVELOPMENT STANDARDS FOR UNDESIRABLE USES

The 2018 US 41 Corridor Study identified gas stations and storage facilities as undesirable uses for the area based on outreach; many comments collected as part of this planning effort also noted carwashes and fast

food as undesirable.

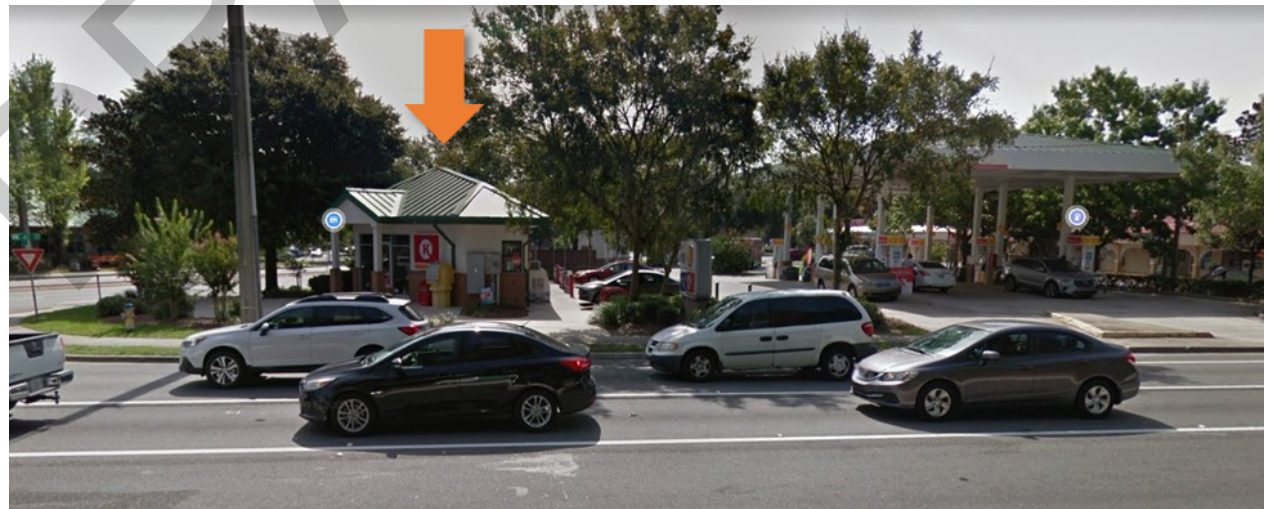
A full prohibition of new undesired uses in the area can require a strong legal basis and defense to implement; as a result, a more moderate approach is often used that involves placing limitations on the location, design, and operations for these new uses. This approach, in coordination with allowances and incentives for desired uses, helps bring a more favorable mix of uses into an area.

Regarding location and types of development with undesired uses, the following are adjustments already proposed to or under consideration by the County that can be continued through the review and/or implementation process:

- The Land Development Code already includes separation standards for facilities with fuel pumps, at 500 feet; the 2018 Study recommended increasing spacing to a quarter mile (1,320 feet) and spacing could range higher (e.g., 5,000 feet).

- Regarding warehousing, the County has already considered some options for placing some controls on this use. The latest effort for consideration, as detailed in Technical Memorandum 1, is to address concerns with the self-storage use by allowing it in C-4 commercial districts only in combination with other permitted uses as part of a mixed-use development and if it occupies less than 50% of the total area of the first floor.

Regarding design of undesired uses, the 2018 study noted in its summary of findings support for landscaping and screening. The County has additional design and site requirements for several undesired uses. Facilities with fuel pumps have special design standards that include additional buffer and landscaping requirements (Sec. 5.05.05); there are additional general design standards for self-storage buildings (5.05.08) and carwashes abutting residential districts (5.05.11). There may be some additional adjustments to these



Example of convenience store fronting the intersection with fuel pumps at the back in Gainesville, FL; image source: Google Maps

### 3.0 LAND USE CONCEPTS

standards to evaluate, including expansion of these design requirements to remaining undesirable uses and placement of fuel pumps in the back of the site with a convenience store fronting the main road. Given the existence of design requirements in conjunction with continued feedback from the community to further address these uses, efforts may need to be more focused on spacing, better integration of certain uses with other desirable uses, and generally increasing desirable uses overall to change the use landscape.

#### DEVELOPMENT REVIEW INCENTIVES TO PROMOTE LAND USE CONCEPTS

Development review incentives can be considered to help incentivize development based on the land use concepts for the study area and other appropriate areas. Specific incentives discussed during a stakeholder meeting with representatives of the development community include fee waivers and expedited permitting.

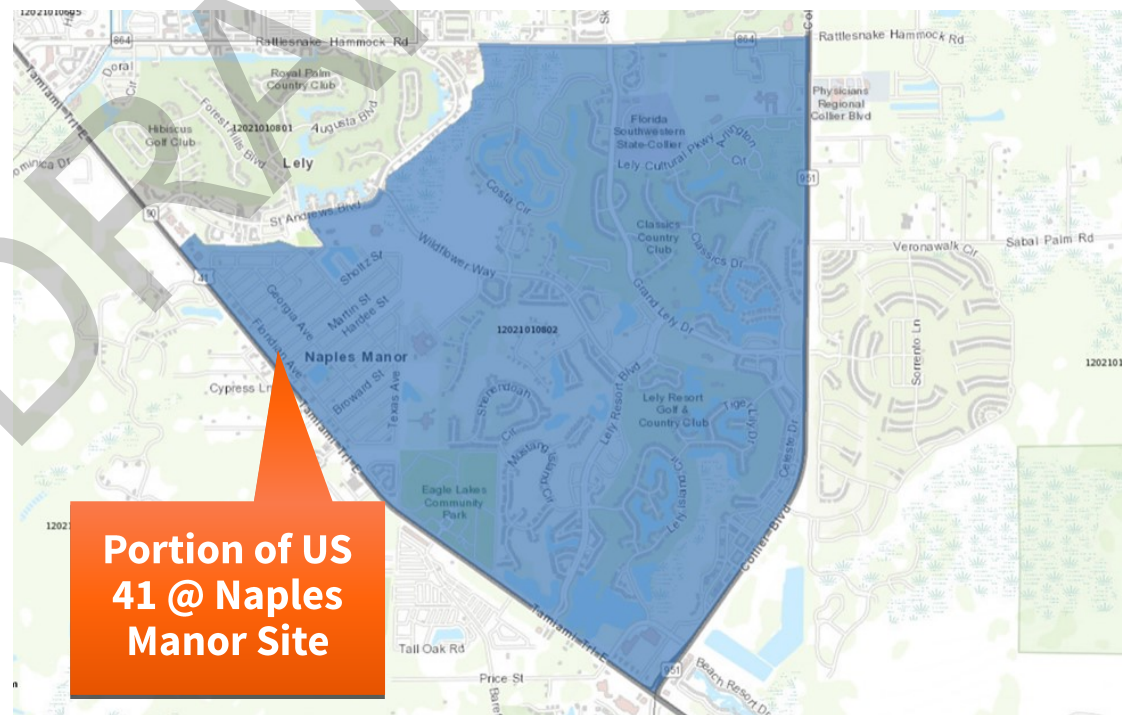
Developers also noted that funding tools specific to investment and improvements in this area may be helpful. One option specifically noted was Tax Increment Financing (TIF) for transportation, infrastructure, and other improvements. This approach takes a portion of property taxes generated in the area and ensure they are reinvested back into the specific boundaries of the area for a defined set of improvement types. These revenues are relatively flexible in terms of items they can be used to fund. TIF is currently used in several parts of the County, including Innovation Zones at Golden Gate City, Activity Center 9 at the Collier Boulevard/I-75 interchange, and Ave Maria. Adding a TIF District in East Naples should be weighed in conjunction with these existing districts and other under consideration.

Another tool for development financing specific to a portion of this area, shown in Map 8, that includes the

part of the US 41 at Naples Manor site is the Opportunity Zone. This option was created by 2017 federal tax reforms that allow tax incentives for those who invest eligible gains (capital and other) in a Qualified Opportunity Fund (QOF). These funds support investments of in qualifying business properties in areas identified as economically distressed and designated as Opportunity Zones; State governors have some discretion on where these zones are designated, with approval from the federal government. Opportunity Zones funds for collecting investment dollars are created by private sector taxpayers. Developers can identify and interface

with managers of these funds, with assistance from the County to market the vision for the area that includes the Opportunity Zone and specific investment opportunities. Regulations to guide development should be in place prior to attracting investment. Investors can contribute money from eligible gains reported for tax purposes through 2026, so marketing efforts would need to be in place prior to that time. Note that opportunities for this particular zone may be somewhat limited given that much of the area is taken up by established residential neighborhoods.

*Map 8: Opportunity Zone in the East Naples Study Area*



Source: US Department of Treasury

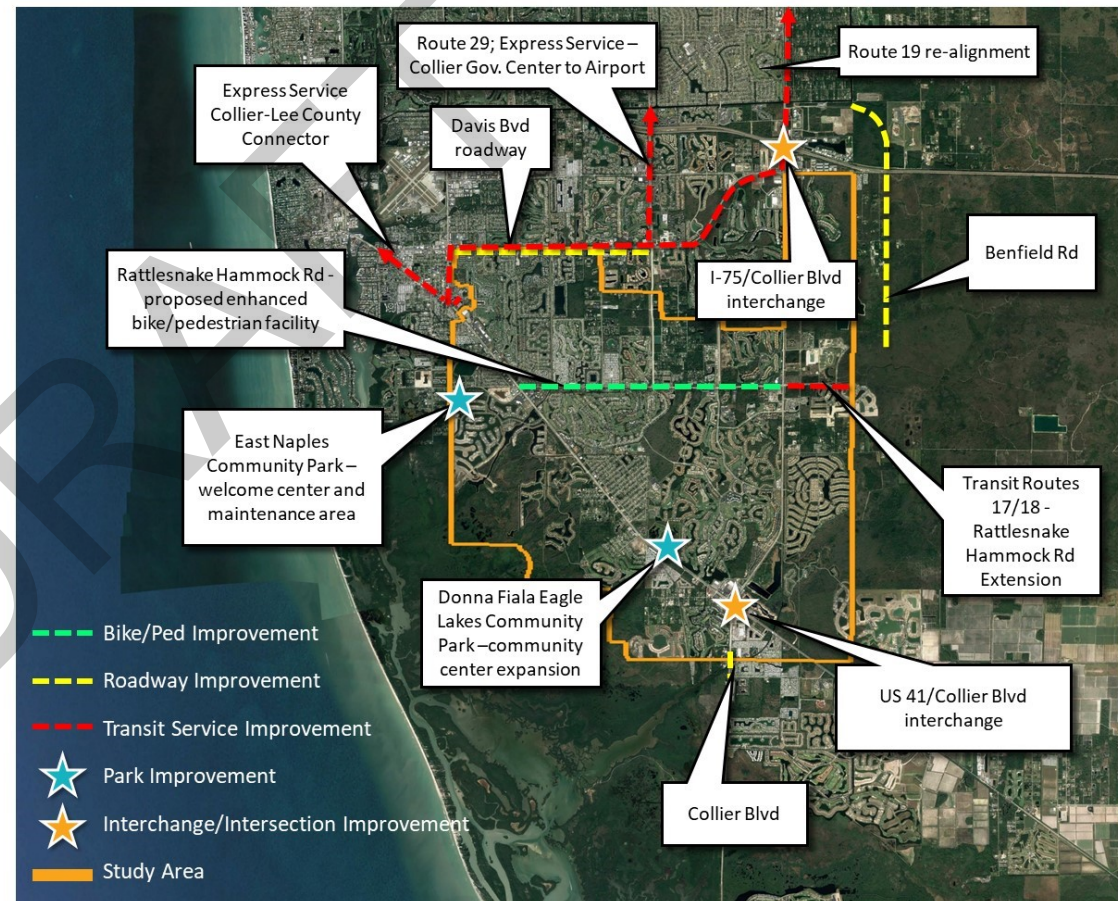


# 4.0

## TRANSPORTATION

Many transportation improvements are already planned for the East Naples Study Area; Map 9 focuses primarily on those that are programmed for funding or that could be brought forth for funding. This plan focuses in particular on additional improvement opportunities for bicycle/pedestrian connections and major roadway design improvements.

*Map 9: Highlighted Planned Transportation Improvements*



*Note: includes improvements for facilities and infrastructure of focus that are in the FY 2019 Annual Update and Inventory Report, FY 2020 Capital Improvement Program (5-year), the 2040 Long Range Transportation Plan Cost Feasible Plan (including improvements with at least partial funding) and Transit Cost Affordable Plan, and the 2019 Collier Metropolitan Planning Organization Bicycle and Pedestrian Master Plan.*

## 4.0 TRANSPORTATION

### BICYCLE & PEDESTRIAN CONNECTIONS OFF MAIN ROADWAYS

Regarding bicycle and pedestrian connections, generally most neighborhood roadways and all major roadways in the study area have complete sidewalks; however, many lack either on-street bicycle lanes or parallel multi-use path facilities. Notable deficiencies include:

- Rattlesnake Hammock Drive from US 41 to Santa Barbara Boulevard (bike facilities)
- Lakewood Boulevard (bike facilities)
- County Barn Road (sidewalks)
- Wildflower Way (bike facilities)
- Lely Resort Boulevard (bike facilities)
- Lely Cultural Parkway (bike facilities)
- Grand Lely Drive (bike facilities)

Additionally, the shared-use pathway shown along Collier Boulevard is more limited in width than is typically preferred, at about 6-ft wide instead of 12 ft.

Although roadways such as US 41, Collier Boulevard, and Davis Boulevard have on-street bike lanes, current guidance from FDOT and FHWA suggests that separated bicycle facilities are preferred along these higher-speed roadways. Along lower-speed roadways (35 MPH or less), on-street bike lanes or separate bicycle/shared-use paths are acceptable.

In addition to enhancing/completing the study area's major roadway bicycle network and addressing roadway segments with missing sidewalks, the East Naples community may wish to consider making strategic non-motorized network connections to provide access to amenities without requiring cyclists and pedestrians to rely on perimeter arterials such as US 41 and Collier

Boulevard.

Figure 29 imagines a new pathway connection between a private road in the Grand Lely subdivision and the Donna Fiala Eagle Lakes Community Park Complex. The path shown in red is the route from a home to the park (2.25 miles) and the Parkside Elementary School Campus (3 miles); the path shown in blue using the new trail connection reduces the trip to the park to only 0.75 miles and the school trip to less than 0.25 miles. Neither trip requires travel along busy arterial or

collector streets.

These types of improvements can add to improvements noted in the Section 3.0 land use concepts such as landscaped right-of-way along local street connections between commercial sites and neighborhoods and intersections noted for local streets. Other comments and options for implementation of recreational trails are noted in the green space discussion of Section 5.0.

*Figure 29: Pathway Connection Grand Lely Subdivision/ Donna Fiala Eagle Lakes Community Park*





## 4.0 TRANSPORTATION

### MAIN ROADWAY IMPROVEMENTS

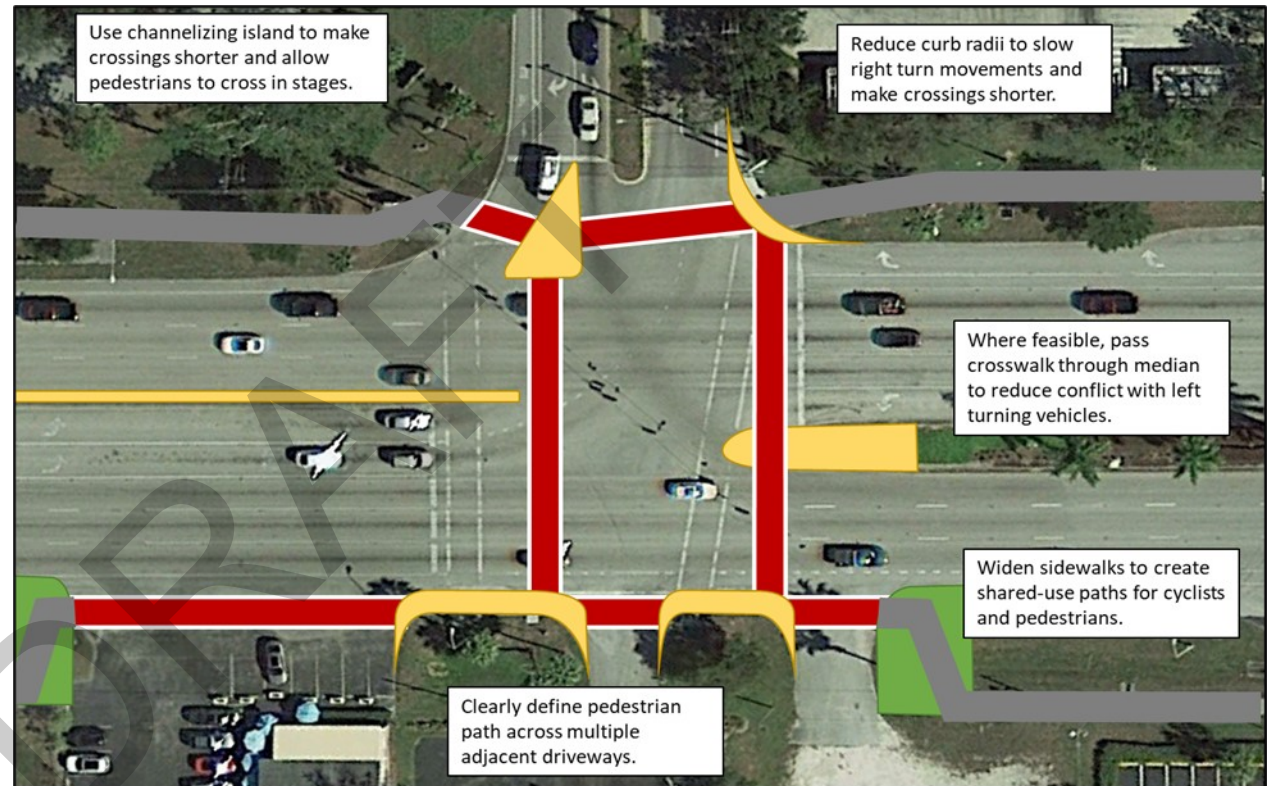
In addition to bicycle and pedestrian connections off the main roadways, there are major thoroughfare improvement options that complement and provide alternatives to those provided in the land use concepts; following are examples of how they can be applied to US 41.

General mobility strategies that can be used to enhance thoroughfares in this area include:

- Short- to mid-term intersection improvements to implement design best practices for pedestrians and widening existing sidewalks or constructing new shared-use paths to provide for low-stress bicycle facilities
- Applying alternative intersection concepts to make major intersections safer, easier to cross, and more efficient consistent with FHWA and FDOT Intersection Control Evaluation policies and procedures
- Applying FDOT context classification criteria to establish target speeds and identify short and longer-term design interventions to maintain roadway capacity but manage speeds and provide better, safer facilities for all travel modes

Figure 30 shows examples of short- and mid-term intersection improvements. These types of improvements do not change the fundamental operations or capacity of an intersection but create a safer environment for cyclists and pedestrians by making the intersection more compact and affecting changes to geometry to reduce turning speeds.

Figure 30: Short-Term Intersection Improvement Examples

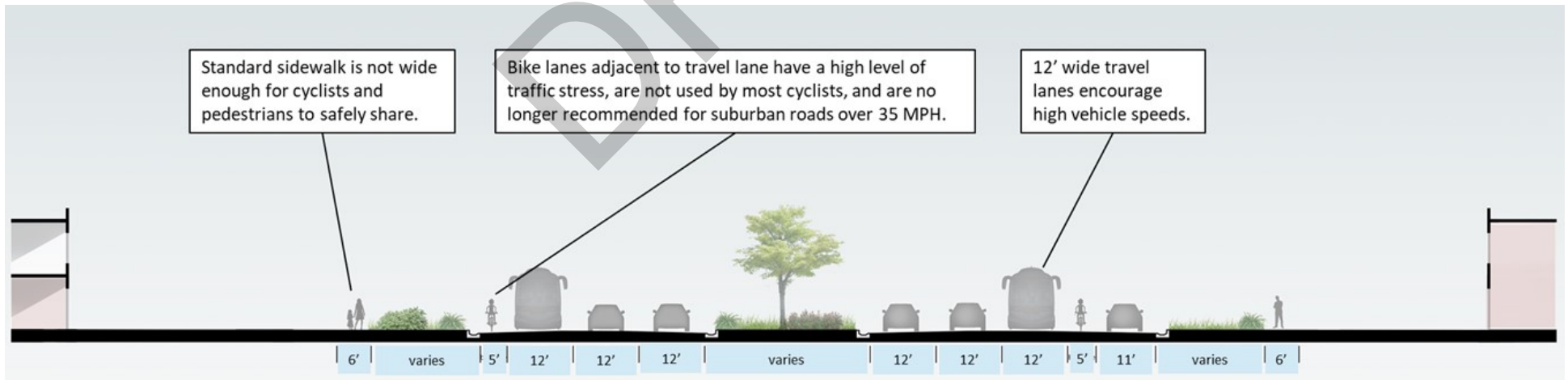


## 4.0 TRANSPORTATION

Figure 31 shows the existing cross section of US 41; the roadway has an approximate right-of-way width of 200 feet for much of the segment in this area. Figures 32 and 33 show two concepts of how to modify the roadway to reduce speeds and enhance livability while maintaining the roadway's capacity. In the first example a wide median is created by moving the bicycle facilities to a separated pathway, eliminating right turn lanes, and slightly narrowing travel lane widths. The wide median allows for implementation of alternative intersection concepts which can simplify intersections, reduce crashes, and increase roadway capacity.

The second example shows a more compact roadway with a frontage road system to handle local traffic and bicycle & pedestrian activity. Both examples use landscape features to create a sense of "enclosure" to help reduce traffic speeds.

Figure 31: Existing US 41 Cross Section Example





4.0 TRANSPORTATION

Figure 32: Proposed US 41 Cross Section – Rattlesnake Hammock Road

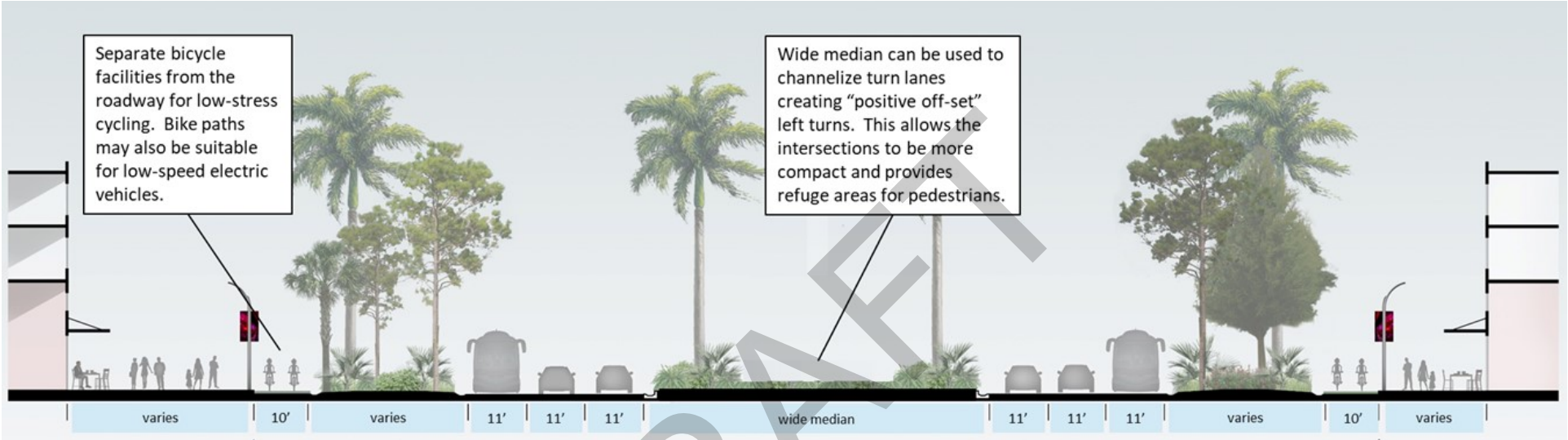
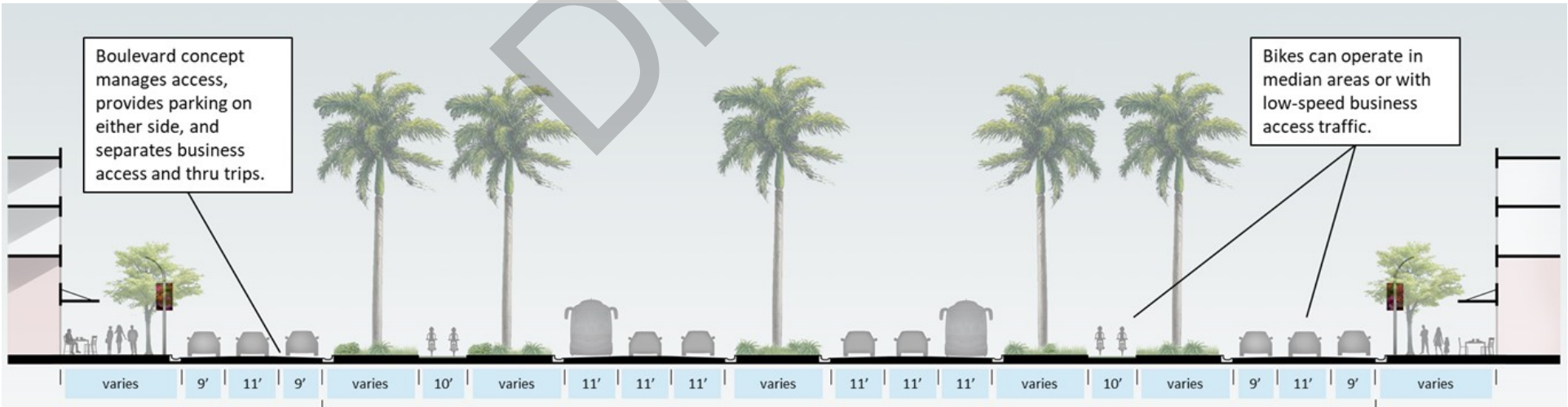


Figure 33: Proposed US 41 Cross Section – Naples Manor Area



# 5.0

## ADDITIONAL RECOMMENDATIONS

### GREEN SPACE

Preservation and increases of green space were noted often in public engagement activities such as the online public survey and workshop comments. There are important distinctions to be made between private and public green space as well as green space for more recreational purposes versus more preservation or conservation purposes (although both of those aims may be served by a common site).

In terms of private open space, many residential neighborhoods in this area incorporate private recreational spaces, such as golf courses. The land use concepts in Section 3.0 also highlight ways that green space and landscaping can be incorporated into new private commercial or mixed-use development and right-of-way design.

Regarding public open space, Technical Memorandum 1 measured access to the County's community and regional parks facilities, finding that many of these are accessible within a 20-minute drive or less. These facilities are also guided by Level of Service (LOS) standards laid out in the Growth Management Plan and analyzed in more detailed as part of the Parks and Recreation Master Plan, among other measures. Efforts to increase public recreation and preservation/conservation green spaces would need to be considered in the County's Parks and Recreation Master Plan update processes, the Collier Metropolitan Planning Organization MPO bicycle and pedestrian planning processes that include trails planning, and associated capital planning processes to incorporated these aims in broader planning and funding (both capital and operations/maintenance) considerations; more implementation details are provided in Section

### 6.0.

For desired improvements above and beyond the typical level of service standards, the community could pursue the option of creating an MSTU to finance additional green space/parks improvements and related maintenance. This option has been used for the Golden Gate area to support a community center.



*Rookery Bay and surrounding natural areas are south of the East Naples Study Area. Image Source: <https://www.paradisecoast.com/>*



## 5.0 ADDITIONAL RECOMMENDATIONS

### BRANDING AND MARKETING CAMPAIGN

Branding and marketing emerged as key topics of interest in the public engagement for the 2018 US 41 Corridor study as well as engagement efforts for this project. Several comments indicated an interest in renaming the area (for example, South Naples) and basing the branding on natural amenities of this area and other attractions such as parks, the Collier County History Museum, the botanical gardens, arts attractions, and other amenities that include those in the Community Redevelopment Area to the east. See supporting document Technical Memorandum 1 for more information.

These efforts can build on the general vision themes of this plan to evaluate, adjust, and/or create community names, associated logos, design and color schemes, architectural styles, marketing campaign materials (e.g., brochure, video), design and placement of branded signs (e.g., at gateway locations into the community), among other items. The marketing effort can also include raising awareness of investment opportunities via the area's Opportunity Zone, discussed in Section 3.0. This effort should include further coordination with community groups (e.g., East Naples Civic Association, BEONE merchants association, and other stakeholder from this study listed in the Public Involvement Plan), County planning and zoning staff, County communication staff, members of the development and financing community, and others

### RECYCLING DROP-OFF CENTER

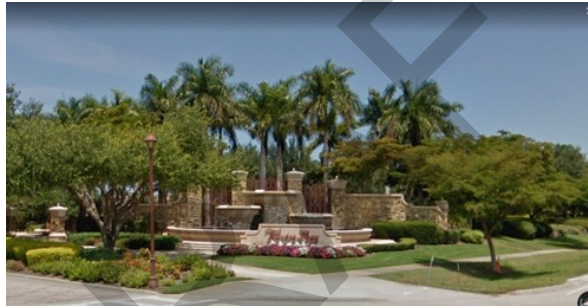
The current recycling drop-off center serving the East Naples area needs to find a new location due to an expiring lease at the current location. This is an operation that would require at least an acre of land, operate during daytime hours, and have trucks visiting twice weekly for hauling materials as well as an additional truck visiting five times monthly during low traffic times. Enhanced design, such as specific architectural

style elements, landscaping, screen, and other elements, could be considered for the site. During the second public workshop for this project, the project team presented information on such a facility and polled attendees to see if they would be in favor of having a well-design recycling drop-off center in the East Naples study area. The results indicated that 47% of 75 respondents indicated that they would be in favor to some degree of such a facility in the area (with 37% extremely in favor), and 33% indicated they would not be in favor to some degree (with 20% extremely not in

favor). There appears to be enough support for this idea to explore the option further. Note that these results include those gathered directly through the polling program during the workshop and those types into the virtual workshop platform (see Technical Memorandum 2 in the supporting documents for more details).

### HOUSING AFFORDABILITY

As noted in Section 2.0, there was input related to housing affordability during public engagement. Options to maintain housing at different price points could be explored in the future for residential units coming online as part of mixed-use developments. A few tools recently approved by the County that can be used to further the provision of housing at various price points include impact fee deferrals (limited to 225 units a year), a pilot program to allow payment of impact fees in installments, promotion of the existing affordable housing density bonus, an option to provide financial support by allocating funds to the Local Affordable Housing Trust Fund (Resolution 2019-207), and the option to add properties to the Community Land Trust the County is establishing (referenced in Contract 19-7577). The County may also promote smaller units as part of mixed-use development and programs for housing upgrades. The County is currently studying tiered impact fee rates based on a buy-down option for economic growth and that does not require reimbursement of covered fees by other funding sources, a *de-minimis* analysis for homes in relevant affordable price ranges, to see if certain home types can be exempt from fees, and identification of homes available at various price points in the county related to different income brackets.



*Example of monument sign and gateway feature with landscaping from Treviso Bay community. Image Source: Google Maps*



*Example of recycling drop-off center. Image Source: Collier County*

## 5.0 ADDITIONAL RECOMMENDATIONS

### LANDSCAPING, ARCHITECTURAL STYLE, AND SIGNS

The land use concepts of Section 3.0 provide guidance on certain landscaping and urban design regulatory needs and represent land use concepts using architectural styles such as those currently found in the area and supported by the Land Development Code. However, specific changes to landscaping, architectural style, and signs should be evaluated in further detail as part of follow-up regulatory amendments to the Land Development Code. This evaluation should account for detailed findings from the 2018 US 41 Corridor Study and specific design and branding styles that emerge from the branding and marketing campaign effort.



*Example of existing roadway landscaping. Image Source: Google Maps*



# 6.0

## IMPLEMENTATION

Implementation of concepts and recommendations in this plan will be a significant, multi-year process. This section focuses on the implementation steps that will be required with general tentative timeframes; a summary of implementation steps and how they relate to the main vision elements in Section 2.0 is shown in Figure 34. Timeframes provided are tentative estimates that may be subject to change depending on timing of different plan updates, development build-out timing, and other factors. Funding sources are assumed to be those typically associated with the implementation processes described below, unless otherwise listed for implementation in Figure 34.

### MARKETING AND BRANDING (ESTIMATED 1-2 YEARS)

Based on the vision elements of the East Naples Community Development Plan, the County can immediately begin to coordinate between community and business stakeholders (e.g., East Naples Civic Association, BEONE merchant association, and other stakeholders noted in the Public Involvement Plan in supporting documents) as well as County communications staff and external marketing and branding expertise, to develop more details around a branding and marketing campaign and related materials.

### GMP AND LDC UPDATES (ESTIMATED 1-5 YEARS)

Updates to the Growth Management Plan and Land Development Code (potentially as a zoning overlay) to reflect the changes highlighted primarily in Section 3.0. This may require

additional evaluation for items such as public facilities/infrastructure planning, as mentioned in that section. Code changes can take 6–12 months to implement. There may be a longer timeframe for adjustments to the Growth Management Plan; additional time may also be required for the creation of local funding source tools (e.g., TIF district, MSTU).

### CAPITAL PLANNING AND IMPROVEMENTS (ESTIMATED 1-5+ YEARS)

Improvements proposed in the Community Development Plan can be considered during initial stages of the following long-term and capital planning processes; note that some improvements, such as more straightforward safety adjustments to intersections and improvements previously identified as a need such as relocation of the recycling drop-off center, may occur more quickly than other improvements that need to go through the long-term planning and capital planning process described below. Technical Memorandum 1 in supporting documents provides more information on improvements that are already planned and programmed for the East Naples areas via the processes below.

### COUNTY

Long-term County planning documents that are periodically updated include the Parks and Recreation Master Plan and Master Mobility Plan. Part of the parks planning process is the Parks and Recreation Advisory Board, which advises the County Commission on matters related to the acquisition, development, and programs for parks facilities and provides input to the Parks

## 6.0 IMPLEMENTATION

and Recreation Department.

Capital projects from the planning efforts and other local efforts typically are implemented through the County's Capital Improvement Program, which includes, among other topics, parks, transportation, and other infrastructure such as the recycling drop-off center. These plans are prepared in five-year increments and are updated annually as part of the budget approval in the fall. In Collier County, this capital planning process is supported by updates to an additional document, the Annual Update and Inventory Report, which documents an inventory and Level of Service Standards for key facilities.

### MPO AND FDOT

A significant amount of transportation planning and improvements occurs through the Collier MPO, the regional transportation agency serving Collier County and municipalities (Naples, Marco Island, Everglades City) that oversees the Bicycle and Pedestrian Master Plan and the Long Range Transportation Plan (LRTP) for use of federal and State transportation dollars.

For the Bicycle and Pedestrian Master Plan, the MPO staff issues a call for projects to implement projects that are incorporated directly or by reference into the plan. The staff ranks projects based on a set of criteria for final approval by the MPO Board to identify prioritized projects. These projects are submitted to FDOT on or before June 30 to coordinate for implementation.

Changes to a roadway's cross section or even substantial changes to a major intersection can be costly and require a formal planning and development process. For State highways such as US 41, this process typically begins with the MPO identifying the project within its priorities and then working with FDOT to program funds to perform a Project Development &

Environmental (PD&E) study. PD&E studies include a formal statement of a project's purpose and need, a thorough analysis of the traffic and operational outcomes of various scenarios, public participation, environmental review, and preliminary design and costs estimates.

In some cases, prior to beginning a PD&E study, FDOT will conduct a multimodal corridor study or some other type of feasibility study to get a better sense of options and begin developing conceptual alternatives for further refinement and evaluation as part of a PD&E. These interim studies are especially common when the project purpose and need is focused on supporting changes to a roadway corridor's urban form or addressing subjects other than increasing a roadway's automobile capacity.

Long-term improvements are programmed for funding through the LRTP's Cost Feasible Plan, updated every five years (the MPO is currently updating the 2045 plan). More immediate improvements over five years are contained in the Transportation Improvement Program.

### OTHER APPROVALS BY THE COUNTY COMMISSION (ESTIMATED 1-5+ YEARS)

Other items requiring County Commission approval, if pursued, include items such as potential approval of additional housing affordability tools currently being studied; allocations and disbursement of funds to the Local Affordable Housing Trust Fund, which may be tied to budget approvals decided in the Fall of each year); and designation of lands to the Community Land Trust, which may be approved as land opportunities are identified.



6.0 IMPLEMENTATION

Figure 34: Implementation Summary

Balanced Development/Diverse & Quality Commercial
Short-Term (1-2 years)
Branding and Marketing Effort (Section 5.0)
<p>Growth Management Plan and Land Development Code amendment evaluation/implementation of overlay elements for promotion of land use concepts, discouragement of undesired uses, development review process incentives, and housing options (Section 3.0 and housing size/type diversity recommendations in Section 5.0):</p> <ul style="list-style-type: none"><li>• Density/intensity increases with evaluation of coastal building considerations</li><li>• Adjust permitted uses in C-3 and C-4 to facilitate mixed use and any desired uses not already captured</li><li>• Potential rezoning of certain TTRVC and C-5 designations on the corridor</li><li>• Height allowance adjustments to accommodate three stories in C-3 mixed-use projects</li><li>• Allowances for setback and buffer decreases in certain cases, with requirements for pedestrian-friendly improvements where larger setbacks are maintained.</li><li>• Parking minimum reductions and adjustments to parking structure/space requirements to facilitate mixed-use and multi-modal environment</li><li>• Explicit provisions on increasing site connectivity and requirements for shared access for neighboring properties</li><li>• Adjustments to PUD design criteria in support of adjustments noted herein</li><li>• Increased separation standards for gas stations</li><li>• Continued current effort of requirement in C-4 to incorporate self-storage into mixed-use development with certain amount restrictions on first floor</li><li>• Placement of fuel pumps at back of site and expansion of supplement design requirements for undesired uses that currently lack supplemental standards</li><li>• Expedited review and fee incentives for desired development</li><li>• Allow more diverse housing sizes/type through corridor mixed-use provisions</li></ul>
Housing affordability tool/program implementation based on outcomes of current study and use of existing housing programs (e.g., for housing upgrades; Section 5.0)
Recycling drop-off center relocation (Section 5.0)

## 6.0 IMPLEMENTATION

### Balanced Development/Diverse & Quality Commercial

#### Mid-Term (3-5 years)

Land Development Code amendment evaluation/implementation for additional incentives (Section 3.0): TIF district creation with language on use of funds

Housing improvements through longer-term housing affordability tools, such as allocations to/disbursements from affordable housing trust fund and dedication of land to community land trust (Section 5.0)

#### Long-Term (5+ years)

Continued development incentives and housing support to reach desired development outcomes (Sections 3.0 and 5.0)

### Beautification and Green Space

#### Short-Term (1-2 years)

Growth Management Plan and Land Development Code amendment evaluation/implementation of overlay elements for promotion of land use concepts (Section 3.0): Commercial open space in-lieu fee or open space design standards that promote quality open space without overly burdening development

#### Mid-Term (3-5 years)

Land Development Code amendment evaluation/implementation for additional site design requirements and green space funding support (Section 5.0):

- Additional landscaping, architectural, sign updates that reference, where applicable, outcomes from the branding effort
- Green space MSTU, if desired

Public green space improvement planning as part of Parks and Recreation planning and capital improvements processes; additional green space planning for special funds created (e.g., MSTU, in-lieu fee; Section 5.0)

#### Long-Term (5+ years)

Public green space capital improvements through County processes, MSTU, in-lieu fee funding (Section 5.0)



6.0 IMPLEMENTATON

Transportation

Short-Term (1-2 years)

Begin County bicycle and pedestrian connection improvements (Sections 3.0 and 4.0); deficiencies and opportunities noted:

- Rattlesnake Hammock Drive from US 41 to Santa Barbara Boulevard (bike facilities)
- Lakewood Boulevard (bike facilities)
- County Barn Road (sidewalks)
- Wildflower Way (bike facilities)
- Lely Resort Boulevard (bike facilities)
- Lely Cultural Parkway (bike facilities)
- Grand Lely Drive (bike facilities)
- Connections between residential subdivisions and local destinations
- Landscaped right-of-way along local street connections between commercial development and neighborhoods (see Section 3.0 concepts)
- Intersection improvements on local roadways (see Section 3.0 concepts)

Begin coordination with MPO and FDOT processes on more immediate and long-term adjustments on major roadways (Section 4.0)

Mid-Term (3-5 years)

Continue County bicycle and pedestrian connection improvements (Sections 3.0 and 4.0)

Immediate improvements, such as intersection safety improvements, along major roadways (Section 3.0 and 4.0)

Long-Term (5+ years)

Complete remaining County bicycle and pedestrian connection improvements (Sections 3.0 and 4.0)

Remaining improvements for more comprehensive change along major roadways such as US 41 (Section 3.0 and 4.0)



2800 N. HORSESHOE DR.,  
NAPLES, FL 34104  
PHONE: (239) 252-2466

[WWW.COLLIERCOUNTYFL.GOV](http://WWW.COLLIERCOUNTYFL.GOV)