



Memorandum

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Date: January 9, 2017

To: Roger Reinke, Assistant City Manager
City of Naples/Naples CRA

From: Richard D. Cannone, AICP, Planning Administrator

Subject: Naples D-Downtown Zoning District - Preliminary Recommendations

Project: D-Downtown Zoning District Regulation Review (16-00071)

The purpose of the D-Downtown Zoning District Regulation Review is to analyze the previous studies, existing regulations and current market conditions, and recommend changes to the zoning regulations that will incentivize redevelopment and achieve the stated purpose of the CRA.

The primary goal of the City of Naples is to provide a tool through the CRA that will guide private and public initiatives for creating economic development, improved physical characteristics, encourage investment in Downtown Naples, improve the quality of life for residents, and establish a framework for the proper evolution of the CRA District.

Many times, the challenge to attracting new investment is to reduce the initial cost of that investment or provide for incentives. Incentives or cost reduction measures come in many forms. They can be as simple as eliminating or modifying regulations that increase cost. Based upon the analysis of existing land uses, current code requirements and the Market Analysis, we have prepared the following preliminary recommendations (8 total):

1. Change name to Naples Midtown Zoning District.
2. Base front setbacks on platted ROW widths and reduce front setback requirements.
3. Allow residential only buildings on 10th Street N/S as a permitted use.
4. Establish minimum unit size for an efficiency at 500 square feet but limit total amount allowed and create square footage for units with 3 or more bedrooms. Establish parking ratio of 1.5 spaces for efficiency units.
5. Expand Boundaries to the North, East and South and add additional units to the residential unit pool.
6. Revise Standards for Building Design as a result of the elimination of the setback zones.
7. Create New Parking Pool for South Expansion.
8. Create a Workforce Housing Floating Zone.



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Depending on the input and direction given for these preliminary recommendations, it is anticipated that additional changes relating to the detailed regulations may need to be adjusted.

This table below summarizes the eight (8) preliminary recommendations for the D-Downtown Zoning District. To aid in the review we have set up the recommendations in a chart format providing the current standard/item, the proposed change and the justification.

1. Change name to Naples Midtown Zoning District	
Current D-Downtown Zoning District	Proposed Naples Midtown Zoning District
<u>Justification:</u> It is recommended that the name of the D-Downton District be changed to the Naples Midtown Zoning District. Given the success of the 5th Avenue South Overlay and that area serving as more of the “downtown” it is recommended that Downtown Zoning be changed to Naples Midtown.	
2. Base front setbacks on platted ROW widths and reduce front setback requirements	
Front Setbacks (Min/Max) Zone A: 20’-30’ Zone B: 10’ Zone C: 10’-20’ Zone D: 10’-25’ Zone G: 50’ (Goodlette-Frank Road Corridor Management Overlay)	Front Setbacks (ROW Width) 60’ ROW: 10’ 70’ ROW: 10’ 80’ ROW: 10’ 100’ ROW: 10’-20’ (includes Goodlette-Frank Road)
<u>Justification:</u> While most of the existing setback zones establish a minimum front setback of 10 feet, the maximums are between 20 and 30 feet. These large setbacks provide the ability to promote parking in the front of the building, taking away from the pedestrian experience. The recommendation is to provide for a build-to-line of 10’ on 70 foot and 80-foot-wide rights of way, 10 feet on 60 foot rights of way and 10 to 20 feet on 100 foot rights of way. <i>See Exhibit A: ROW and Setbacks.</i> <i>See ROW Sections included in the Presentation.</i>	
3. Allow residential only buildings on 10th Street N/S as a Permitted Use.	
Current Conditional Uses Residential only buildings fronting US 41, Central, 10 th Street or Goodlette Frank Road	Proposed Permitted Uses Residential only buildings not fronting US 41, Central or Goodlette Frank Road
<u>Justification:</u> To assist in promoting redevelopment in the area allow for residential only buildings along 10 th Street. 10 th Street from 6 th Avenue North to US 41 is approximately 3,600 liner feet (less out ROW of cross avenues). Assuming 30 foot depths of commercial on both sides of the street would yield approximately 216,000 SF of commercial space.	
4. Establish minimum unit size for an efficiency at 500 square feet but limit total amount allowed and create square footage for units with 3 or more bedrooms. Establish parking ratio of 1.5 spaces for efficiency units.	
Current Minimum size: efficiency or one-bedroom,	Proposed Minimum size: efficiency, 500 square feet; one-bedroom, 700 square feet; two-bedroom, 900 square feet; three bedrooms or



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700 square feet; two-bedroom, 900 square feet.	greater, 200 SF per additional bedroom. Efficiency units may not exceed 25% of the total units.
<p><u>Justification:</u> Reducing the minimum unit size for an efficiency from 700 square feet to 500 square feet may assist in providing more affordable units within the area while at the same time, by establishing a maximum percentage overall, will ensure a mix of unit types.</p> <p>It is also recommended that a parking ratio of 1.5 spaces per efficiency unit be established.</p>	
5.	<p>Expand Boundaries to the North, East and South and add additional units to the residential unit pool.</p> <p>a. Expand Zoning District Boundaries to the south for consistency with Downtown Mixed Use Future Land Use Land Use Category.</p> <p style="padding-left: 20px;">1. C2 and C2-A areas within the Downtown Mixed Use Future Land Use Category south of 5th Avenue but excluded from the 5th Avenue Overlay</p> <p>b. Change Land Use Category and Zoning District to Downtown Mixed Use and Naples Midtown on:</p> <p style="padding-left: 20px;">1. C2 properties fronting US 41 between S. Golf Drive/8th Avenue N and 7th Avenue N.</p> <p style="padding-left: 20px;">2. R3-12 properties on the east side of 8th Street N between 7th Avenue N and 6th Avenue N.</p> <p style="padding-left: 20px;">3. R3T-12 properties central to the District</p> <p>c. Increase the unit pool to include the property added at a density of 12 units per acre, if not already counted.</p>
<p>Current</p> <p>a. Current zoning for areas within the Downtown Mixed Use Future Land Use Category south of 5th Avenue and excluded from the 5th Avenue South Overlay:</p> <p style="padding-left: 20px;">1. C2 and C2-A.</p> <p>b. Land Use and Zoning</p> <p style="padding-left: 20px;">1. Properties fronting US 41 between S. Golf Drive/8th Avenue N and 7th Avenue N.: Commercial Highway/C2</p> <p style="padding-left: 20px;">2. Properties on the east side of 8th Street N between 7th Avenue N and 6th Avenue N.: Residential Medium/R3-12</p> <p style="padding-left: 20px;">3. Residential properties central to the District: Residential Medium/R3-12</p>	<p>Proposed</p> <p>a. Proposed zoning for areas within the Downtown Mixed Use Future Land Use Category south of 5th Avenue and excluded from the 5th Avenue South Overlay:</p> <p style="padding-left: 20px;">1. Naples Midtown Zoning District</p> <p>b. Land Use and Zoning</p> <p style="padding-left: 20px;">1. Properties fronting US 41 between S. Golf Drive/8th Avenue N and 7th Avenue N.: Downtown/Naples Midtown</p> <p style="padding-left: 20px;">2. Properties on the east side of 8th Street N between 7th Avenue N and 6th Avenue N.: Downtown/Naples Midtown</p> <p style="padding-left: 20px;">3. Residential properties central to the District: Downtown/Naples Midtown</p> <p style="text-align: center;"><i>See Maps included in the Presentation.</i></p>
<p><u>Justification:</u> The area south of 5th Avenue/US 41 currently has a Future Land Use Designation of Downtown Mixed Use. This Land Use category permits up to 12 units per acre as described below. The current zoning for parcels south of 5th Avenue and excluded from the 5th Avenue Overlay include C2, C2-A and R3-12. While the R3-12 permits up to 12 units per acre, C2 and C2-A districts do not. Surrounding Land Use Categories include:</p> <ul style="list-style-type: none"> • Residential Medium (12 units per acre) • Institutional • Recreation Open Space <p>It should also be noted that the C2-A Zoning District is primarily aligned with the Waterfront Mixed Use Land Use Category and therefore provides additional support for rezoning the C2-A properties Naples Midtown.</p>	



Stormwater Retention

Many of the existing C2 and C2-A properties contain large surface parking lots. Redeveloped property improves the stormwater conditions and reduces the discharge of stormwater into the city's conveyance system.

Properties developed after the 2007 ordinance are required to retain ½" of water quantity on site. Therefore, for properties with 100% impervious surface (similar to many old and new properties in the downtown area):

- During a ½" rainfall event, a redeveloped property should not discharge any water to the city's stormwater system. Older properties will discharge the full ½" to the city system.
- During a 2" rainfall event, a redeveloped property should discharge 1.5 inches of water to the city's stormwater system. Older properties will discharge the full 2' to the city's system.

Upon completion of the (redevelopment) construction of stormwater improvements and prior to receiving a certification of occupancy or completion, a certification with record documents shall be submitted by the design professional stating that the work has been satisfactorily completed in accordance with the plans and specifications.

The owner of the redeveloped property shall maintain the stormwater system in accordance with the stormwater plan certified at the time of issuance of a certification of occupancy; the system will be effectively maintained in perpetuity.

City of Naples Comprehensive Plan Generalized Future Land Use – Downtown (pg. FLUE 25)

To protect the integrity of the downtown area as it relates to surrounding neighborhoods, the area that is designated as Downtown Mixed Use bounded by 5th Avenue South, 8th Street, 7th Avenue north, and Goodlette-Frank Road shall be subject to the following development standards:

Maximum Aggregate density: 12 units per acre for 118 acres, or 1,416 units. Maximum Site Density: Up to 30 units per acre with provision for open space or payment into an open space fund, however, aggregate density limit of 1,416 units cannot be exceeded.

Other areas designated as Downtown Mixed Use shall be limited in to the standards in Policy 1-1 or by the more restrictive limitations imposed by zoning.

Future Land Use Element Policy 1-1 (pg. FLUE 6-7)

Residential Density for area within 5th Ave S, 8th Street, 7th Ave N, and Goodlette Rd is limited to 12 units/ac overall with open space provisions.

Residential Density for areas in the Downtown Mixed Use Land Use, outside of the above described boundary and further limited as being with the area south of 4th Avenue South, north of 6th Avenue South, east of 3rd Street South and West of 9th Street South, density and intensity shall be limited according to the parking requirements and by a height limitation of three stories and 42 feet and a floor area ratio of 3. Total number of dwelling units in this area shall not exceed 1000. Parking requirements are as follows:

Commercial uses – 3 parking spaces per 1000 square feet (gross) of building area.

Dwelling units developed as strictly residential – 2 parking spaces per unit.



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Transient lodging units – 1 parking space per unit.

Residential Density for areas in the Downtown Mixed Use Land Use, outside of the above described boundaries shall be limited according to the zoning regulations but not to exceed 12 units per acre.

6. Revise Standards for Building Design as a result of the elimination of the setback zones.

Current
Build-to line requirements. The following requirements shall apply within each setback zone:

a. In setback zone A, 100 percent of the lot frontage at the 1st-floor level, except for the required setback areas and building entry or access conditions, must be addressed either by building facade or referenced by use of porticos, arcades, or decorative walls to a minimum height of the 1st story. A minimum of 1/3 of the length must be building facade. The public sidewalk shall be placed on private property within an easement dedicated to the city, in a form provided by the city, and shall be a minimum of 8 feet wide, located within the zone between 10 feet and 20 feet from the property line. The area between the edge of the sidewalk and the building face shall be either widened sidewalk in matching pavement, or landscaped. No part of porches, stoops, or elevated terraces projecting beyond the building face shall project beyond the setback line. Refer to Diagram 2.

b. In setback zone B, 100 percent of the lot frontage at the 1st-floor level, except for the required setback areas and building entry or access conditions, must be addressed either by building facade or referenced by use of porticos, arcades, or decorative walls to a minimum height of the 1st story. The public sidewalk shall be placed on private property within an easement dedicated to the city, in a form provided by the city, and shall occupy the entire 10 feet of required setback. Arcades, awnings or overhangs may shelter the sidewalk. Columns may

Proposed
Build-to-line requirements.

Circulation Zone: If the existing sidewalk is less than 8 feet or the established width as part of an approved streetscape plan/design, the appropriate amount of area shall be established through an easement to extend the width of the sidewalk necessary.

Amenity Zone: The Amenity Zone is located between the back-of-sidewalk to the edge of the Activity Zone. The Amenity Zone is the section that is reserved for typical streetscape elements, such as street trees, benches, pedestrian lighting, furnishings, and bike racks. The minimum width of any Amenity Zone shall be 5 feet. Tree canopy coverage shall be provided along the sidewalk. Street Trees planted in landscaped areas, tree wells, or tree planters shall be located adjacent to the sidewalk and shall be a minimum of 5 feet in width. Where features such as arcades or entryways are part of the façade, the minimum width of the amenity zone may be reduced.

Activity Zone: The Activity Zone shall be the area between the building facade to the edge of the amenity zone. The Activity Zone is typically reserved for activities that commonly occurring immediately adjacent to the building façade, such as outdoor seating, outdoor dining, window shopping, and outdoor sales. The minimum width of any Activity Zone shall be 3 feet. Where features such as arcades or entryways are part of the façade, the minimum width of the arcade or gallery is 8 feet.

Building Massing
All buildings shall provide a combination of volumetric and massing modulation and articulations to prevent the construction of ‘big boxes’, but rather buildings that harmonize their architectural quality in a manner that is humanized but also recognizes local character. All buildings shall incorporate the following combined elements from all the articulation criteria identified below.

Criteria 1: A minimum of three (3) of the following volumetric elements shall be provided:



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support these elements so long as they provide a minimum passage width of 8 feet. Refer to Diagram 3.

- c. In setback zone C, no part of porches, stoops, or elevated terraces projecting beyond the building face shall project beyond the setback line. Refer to Diagram 4.
- d. In setback zone D, the sidewalk shall be located in the public right-of-way, abutting the property line in accordance with the city's streetscape master plan. At least 70 percent of the area between the property line and the building face shall be landscaped. Refer to Diagram 5.
- e. Standards for paving materials shall be recommended by the committee and shall be approved by council.
- f. 2nd and 3rd floor: 60 percent maximum of the building's facade length may be on the build-to line.
- g. The minimum facade step-back that constitutes a break from the build-to line is 8 feet. Any facade run that steps back less than 8 feet from the build-to line shall be considered as on the build-to line for the percentage calculations listed above. Exception: For properties with less than 50 feet of frontage, at least 4 of the following design features may be incorporated to qualify for the facade step-back:
 - 1. Recessed porches;
 - 2. Balconies with ornamental railing;
 - 3. Pilasters;
 - 4. Character line, such as a molding detail between stucco, to distinguish a break;
 - 5. Raised cornice parapets over doors;
 - 6. Peaked roof forms;
 - 7. Shutters surrounding windows and doors;
 - 8. Ornamental and structural architectural details, other than cornices, which are integrated into the building structure and overall design;

- Pitched roof forms whose sum covers greater than 30% of the overall roof area.
- Architectural roof overhangs 4 feet or greater in depth or cornices 12 inches or greater in height.
- Arcades. Arcades may be used as a means of sheltering the pedestrian areas way, and where provided, shall connect to entrances or accessible areas of the building.
- Accent elements such as tower elements, porticos, cupolas, domes, or belvederes.
- A building frontage ninety (90) feet or less in length shall provide the following minimum massing articulations:
- A minimum of fifty percent (50%) of each façade's cumulative frontage shall be setback a minimum of five (5) feet from the primary façade and shall be distributed throughout the building frontage and shall not be provided as a single aggregated setback; and
- A minimum of twenty percent (20%) of each façade's cumulative frontage shall be setback a minimum of eight (8) feet from the primary façade.

Criteria 2: A minimum of four (4) of the following architectural elements shall be provided:

- Stoops on the ground floor and balconies on all floors above the ground floor.
- Porches on the ground floor.
- Display windows.
- Pilasters, string courses, character lines, or other such means of subdividing the facade.
- Structural or ornamental details clearly distinct from the primary wall surface, for example, lintels, sills, door and window surrounds, decorative panels, etc.
- Decorative planters or planting areas a minimum of five (5) feet in width, integrated into the building design.
- Unit masonry in at least two (2) contrasting tones or textures, accomplished by a change in material or coursing such as brick, natural stone, brick or stone veneer, glass, masonry stucco, decorative concrete block, decorative concrete panels, tile glazing and framing systems, split face or fluted concrete masonry, factory glazed concrete masonry units, or architectural pre-cast concrete.

Criteria 3: All building frontages greater than ninety (90) feet in length shall provide the following minimum massing articulations:

- A minimum of fifty percent (50%) of each façade's cumulative frontage shall be setback a minimum of five



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<p>9. Quoins on the corners of the building;</p> <p>10. Decorative light fixtures;</p> <p>11. Decorative landscape planters or planting areas, a minimum of 5 feet in width;</p> <p>12. Any other architectural detail approved by the committee.</p> <p><u>Roofing and projection requirements.</u></p> <p>a. Sloped roofs must be within a 4:12 to 12:12 slope range.</p> <p>b. Roof eaves and overhangs may extend no more than 4 feet from the build-to line. Roofs must continue a minimum of 8 feet back from the build-to line. Cantilevered mansard roofs are not permitted.</p> <p>c. Flat roofs must have parapets of solid construction; such parapets must be a minimum of 2 feet in height.</p> <p>d. Habitable balconies and other architectural facade elements may project up to 4 feet beyond the build-to line.</p>	<p>(5) feet from the primary façade and shall be distributed throughout the building frontage and shall not be provided as a single aggregated setback; and</p> <ul style="list-style-type: none"> • A minimum of twenty percent (20%) of each façade’s cumulative frontage shall be setback a minimum of eight (8) feet from the primary façade. <p>Criteria 4: All facades facing a public right-of-way shall provide a minimum of two (2) wall surface materials and two (2) visibly distinct colors, distributed throughout the entire façade (variations in stucco finishes shall not constitute different surface materials).</p>
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Justification: Update standards as a result of the setbacks changes and provide for additional flexibility.

7. Create New Parking Pool for South Expansion

<p>Current N/A</p>	<p>Proposed</p> <ul style="list-style-type: none"> • Create a separate pool for parking and allow allocations from the 6th Avenue South parking garage. • Prohibit the purchase of on streets parking spaces to satisfy the on-site parking requirement.
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Justification: Assists in the creation of and furthers the mixed-use nature of the area while providing for certain protections.

8. Create a Workforce Housing Floating Zone

What are Floating Zones?
 Floating Zones are Zoning Districts that are not pre-determined or fixed in advance on the Zoning Map. The zone “floats” over a specified area until the application is approved at which time the mapped district would be changed. Floating zones allow the City Council to enact new or different uses under certain circumstances and in certain geographic areas. While the boundaries of a floating zone are not fixed in advance, the uses authorized in the floating zone are defined in the text of the zoning text.

- Components of the Midtown Workforce Housing Zone:
- Geographic boundaries
 - North: 6th Avenue N
 - South: US41/5th Avenue



- East: Goodlette-Frank Road
- West: US41/9th Avenue
- No minimum lot size
- Limited to residential use only
- Minimum unit size: efficiency, 500 square feet; one-bedroom, 700 square feet; two-bedroom, 900 square feet; three bedrooms or greater, 200 SF per additional bedroom.
- Efficiency units may not exceed 33% of the total units.
- Targeted income 80%-120% of County Median (HUD 2016 Family Median):
 - 80% - \$52,560
 - Median - \$65,700
 - 120% - \$78,840
- Density Allocation
 - Base density of 12 units per acre from Downtown pool.
 - Up to 30 units per acre; additional units from Workforce Housing Unit Pool.
 - Initial allocation of 425 unit or 30% of original density pool.
 - Of the additional units 50% shall be Workforce units.
 - Example: 1 acre site
 - 12 base units
 - 18 additional units
 - 9 Workforce units
 - 21 Market Rate Units and 9 Workforce Units
- Height bonus (maximum of 2 floors)
 - 1 floor if 20% of workforce units allocated to 80% median incomes.
 - 2 floors if 50% of workforce units allocated to 80% median incomes.
 - 2 floors if employer located ¼ mile from the site participates.
 - 1 floors if employer located ½ mile from the site participates.
- Workforce units must be for those employed full-time within Collier County and would require income verification and annual certification.
 - Units would “reset” upon moving out or at the time of sale
- Affordability requirement would be in perpetuity.