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**STAFF REPORT  
COLLIER COUNTY PLANNING COMMISSION**

**TO:** COLLIER COUNTY PLANNING COMMISSION

**FROM:** GROWTH MANAGEMENT DEPARTMENT/ZONING DIVISION,  
COMPREHENSIVE PLANNING SECTION

**HEARING DATE:** November 16, 2017

**RE:** PETITION CP-2016-03/PL20160002360, LARGE SCALE GROWTH  
MANAGEMENT PLAN AMENDMENT (Companion to PUDA-  
PL20160002306) [*TRANSMITTAL HEARING*]

**ELEMENT:** FUTURE LAND USE ELEMENT (FLUE)

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**AGENT/APPLICANT/OWNER(S):**

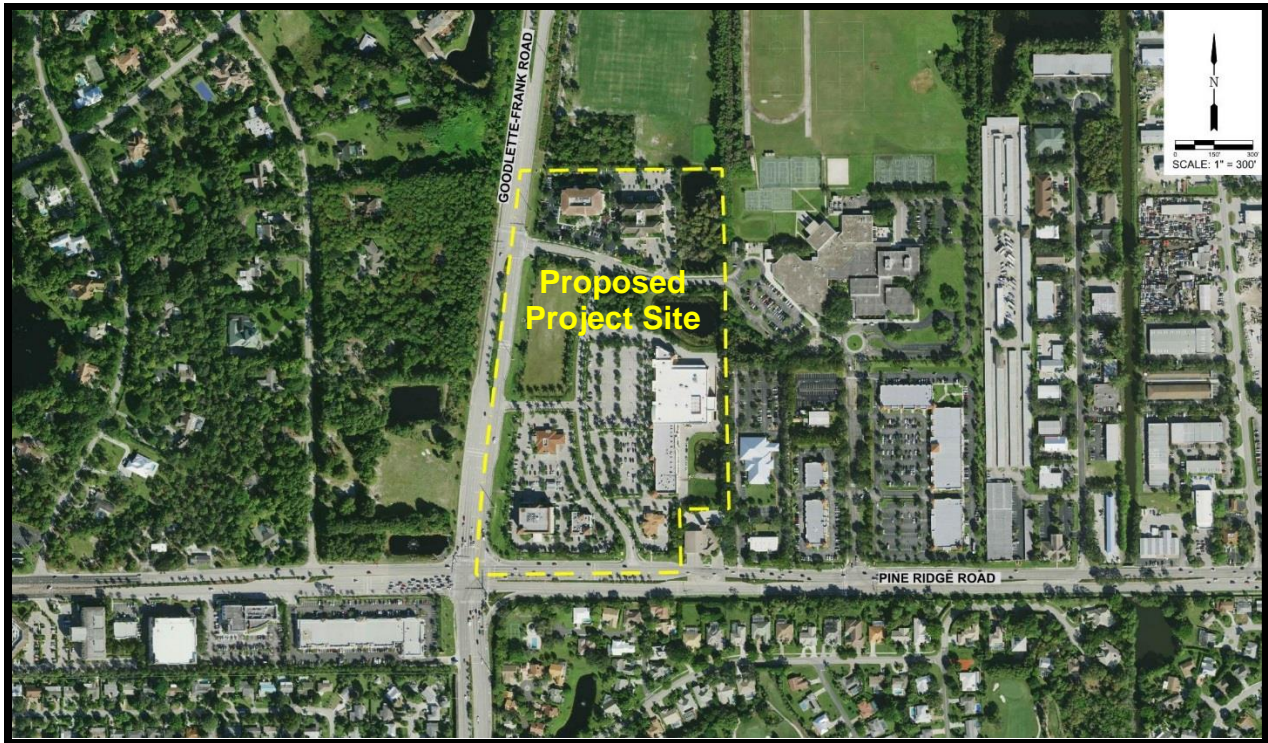
Agents: Wayne Arnold, AICP  
Q. Grady Minor and Associates, P.A.  
3800 Via Del Rey  
Bonita Springs, FL 34134

Owner/Applicant: Trail Boulevard, LLLP.  
2600 Golden Gate Parkway  
Naples, FL 34105

Owner: Goodlette Pine Ridge II, LLC  
2600 Golden Gate Parkway  
Naples, FL 34105

**GEOGRAPHIC LOCATION:**

The subject property, a ±30.65-acre planned unit development, is located in the northeast quadrant of Pine Ridge Road (CR 896) and Goodlette-Frank Road N. (CR 851) in Section 10, Township 49 South, Range 25 East. (Central Naples Planning Community).



**REQUESTED ACTION:**

The applicant proposes a large-scale Comprehensive Plan amendment to the Future Land Use Element (FLUE), specifically to rename the Goodlette/Pine Ridge Commercial Infill Subdistrict as Goodlette/Pine Ridge Mixed Use Subdistrict and amend the text to add a residential use for a maximum of 375 multi-family dwelling units for rental, while continuing to allow a maximum of 275,000 square feet of office and commercial uses to create a Mixed Use Subdistrict. The applicant also proposes to create a new map (“Goodlette/Pine Ridge Mixed Use Subdistrict”) to replace the map “Goodlette/Pine Ridge Commercial Infill” in the Future Lane Use Map series, which will identify the newly named and revised Subdistrict. Though the existing Subdistrict is deleted from the Urban Commercial District and the new Subdistrict is added to the Urban Mixed Use District, the substantive change is to add the allowance for 375 multi-family rental units and a maximum height for residential buildings – see below.

**The proposed amended Subdistrict text is as follows:**

(Single underline text is added, single strike-through text is deleted, and is also reflected in the Ordinance Exhibit A).

**A. Urban Mixed Use District**

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**19. Goodlette/Pine Ridge Mixed Use Subdistrict**

This Subdistrict consists of 31 acres and is located at the northeast quadrant of two major arterial roadways, Pine Ridge Road and Goodlette-Frank Road. In addition to uses generally allowed in the Urban designation, the intent of the Goodlette/Pine Ridge ~~Commercial Infill~~ Mixed Use Subdistrict is to provide shopping, personal services and

employment for the surrounding residential areas within a convenient travel distance. The Subdistrict also permits multi-family rental residential dwelling units. The Subdistrict is intended to be compatible with the neighboring Pine Ridge Middle school and nearby residential development and therefore, emphasis will be placed on common building architecture, signage, landscape design and site accessibility for pedestrians and bicyclists, as well as motor vehicles.

Access to the Goodlette/Pine Ridge ~~Commercial Infill~~ Mixed Use Subdistrict may feature a signalized traffic access point on Goodlette-Frank Road, which may provide for access to the neighboring Pine Ridge Middle School. Other site access locations will be designed consistent with the Collier County access management criteria.

Commercial ~~D~~development intensity within the Subdistrict will be limited to single-story retail commercial uses, while professional or medical related offices, including financial institutions, may occur in three-story buildings. A maximum of 275,000 square feet of gross leasable area for retail commercial and office and financial institution development may occur within this Subdistrict. Retail commercial uses shall be limited to a maximum of 125,000 square feet of gross leasable area on the south +/- 23 acres. No individual retail commercial use may exceed 65,000 square feet of gross leasable area. Residential development within the Subdistrict will be a maximum of 375 multi-family rental dwelling units. The maximum height for residential buildings shall be 4 stories over parking.

Unless otherwise required by the South Florida Water Management District, the 0.87± acre wetland area located on the northeastern portion of the site will be preserved. A total of 1.47 acres of native vegetation shall be provided within this Subdistrict.

## **PURPOSE/DESCRIPTION OF PROJECT:**

The purpose of the Growth Management Plan Amendment is to create text and a map for a new Mixed Use Subdistrict (Goodlette/Pine Ridge Mixed Use Subdistrict) to replace the commercial-only Subdistrict (Goodlette/Pine Ridge Commercial Infill Subdistrict). The Subdistrict boundaries and acreage will remain the same but will allow residential uses along with previously approved retail commercial and office uses.

The amendment is necessary in order to allow residential development of a maximum of 375 multi-family rental dwelling units in addition to the previously approved maximum of 275,000 square feet of retail commercial and office uses, as part of this proposed mixed use Subdistrict. A new map will be created of the Goodlette/Pine Ridge Mixed Use Subdistrict and included in the Future Land Use Map Series of the Future Land Use Element, while the Goodlette/Pine Ridge Commercial Infill Subdistrict Map will be removed from same.

## **SURROUNDING LAND USE, ZONING AND FUTURE LAND USE DESIGNATION:**

### **Subject Property:**

The ±30.65-acre subject site is zoned Pine Ridge Commons Planned Unit Development (PUD) allowing uses from the Commercial Professional and General Office District (C-1), Commercial Convenience District (C-2), and Commercial Intermediate District (C-3) zoning districts. The Future Land Use designation of the Subdistrict as shown on the Future Land Use Map is Urban Designation, Commercial District, Goodlette/Pine Ridge Commercial Infill Subdistrict. The site is

developed with approximately 205,000 square feet of the approved maximum of 275,000 square feet of commercial and office uses.

### **Surrounding Land Uses:**

North: To the north is the North Naples United Methodist Church Mixed Use Planned Unit Development (MPUD) that is designated Urban, Mixed Use District, Urban Residential Subdistrict; it is developed with a multipurpose field, sand volleyball courts, and parking lot. Further to the north is the North Naples United Methodist Church and Village School campus and single-family subdivision (Autumn Woods), all zoned 300 Acre Goodlette Road PUD and designated Urban, Mixed Use District, Urban Residential Subdistrict.

South: Immediately adjacent to the south (across Pine Ridge Road), are residential single-family units and recreation area zoned Northgate Village PUD and partially zoned within the Corridor Management Overlay; this area is designated Urban, Mixed Use District, Urban Residential Subdistrict. Further to the south is a golf course zoned GC, Golf Course, and designated Urban, Mixed Use District, Urban Residential Subdistrict, and residential single-family units, zoned Residential Single-Family 3 dwelling units per acre (RSF-3), designated Urban, Mixed Use District, Urban Residential Subdistrict, and the Moorings Park development with a mix of residential dwelling units, assisted living and nursing facilities, located in the City of Naples.

West: Immediately adjacent to the west (across Goodlette-Frank Road N.) are residential single-family units and undeveloped lots, zoned A, Rural Agricultural and designated Urban, Mixed Use District, Urban Residential Subdistrict. Further to the west are mostly residential single-family units, zoned Residential Single-Family 1 dwelling unit per acre (RSF-1) and designated Urban, Mixed Use District, Urban Residential Subdistrict, and beyond the residential there are parcels zoned General Commercial District (C-4), designated Urban, Commercial District, Mixed Use Activity Center #12 Subdistrict, and developed mostly with retail, office, and restaurant uses.

East: Immediately adjacent to the east is a North Naples Fire Station and offices, zoned Commercial Professional and General Office District (C-1) and Pine Ridge Middle School, zoned A, Agricultural with provisional use, designated Urban, Mixed Use District, Urban Residential Subdistrict. Further to the east is the Mission Square PUD developed with a shopping center containing restaurants, retail uses, etc., and designated Urban, Mixed Use District, Urban Residential Subdistrict, and a commercial PUD (Jaeger) and Heavy Commercial District (C-5), developed with a variety of commercial uses and designated Urban, Mixed Use District, Urban Residential Subdistrict, and the Pine Ridge Industrial Park, zoned I, Industrial, designated Urban, Industrial District, and developed with a variety of industrial uses.

### **STAFF ANALYSIS:**

#### **Background and Considerations:**

The Goodlette/Pine Ridge Commercial Infill Subdistrict was created via Ordinance #99-15, approved by the Collier County Board of County Commissioners on February 23, 1999. The intent of the Subdistrict was to provide shopping, personal services and employment for the surrounding residential areas within a convenient travel distance. According to Ordinance #99-

15, “retail commercial uses shall be limited to a maximum of 125,000 square feet of gross leasable area on the south ±23 acres and no individual retail tenant may exceed 65,000 square feet of gross leasable area. Development intensity within this district will be limited to single-story retail commercial uses, while professional or medical related offices, including financial institutions, may occur in three-story buildings.”

The applicant proposes to create a Mixed Use Subdistrict to allow residential development in the Subdistrict in addition to the previously allowed commercial development. The proposed text for the new Subdistrict includes the following statements: “Residential development within the Subdistrict will be a maximum of 375 multi-family rental dwelling units. The maximum height for residential buildings shall be 4 stories over parking.”

Residential density, building height and compatibility (including appropriateness of the location) for this project are identified by staff as the main areas of concern to address.

**Density:**

This petitioner is proposing adding a residential component of 375 multi-family rental dwelling units. Comprehensive Planning staff reviewed the FLUE’s density rating system to determine residential density eligibility for the Goodlette/Pine Ridge Subdistrict site. The Base Density in the Urban Designation Area of 4 dwelling units per acre (DU/A), plus 1 additional DU/A for access to two or more arterial roads, plus 3 additional DU/A for being within the Northwest Transportation Concurrency Management Area (depending on whether it is determined that it follows Policies 6.1-6.7) yields a total of up to 8 DU/A or 245 dwelling units ( $30.65A * 8 \text{ DU/A} = 245.2 \text{ DUs}$ ).

The FLUE states: “The County has designated Transportation Concurrency Management Areas (TCMA) to encourage compact urban development where an integrated and connected network of roads is in place that provides multiple, viable alternative travel paths or modes for common trips.” The project site is located within the Northwest Transportation Concurrency Management Area, which enables this project to be eligible for 3 additional DU/A, as stated in the Density Rating System of the FLUE. Northwest TCMA is bounded by the Collier – Lee County Line on the north side; the west side of the I-75 right-of-way on the east side; Pine Ridge Road on the south side; and, the Gulf of Mexico on the west side (See Map TR-5 in the Transportation Element of the FLUE). FLUE Policy 6.3 states: “Collier County’s designated Transportation Concurrency Management Areas (TCMAs) shall discourage the proliferation of urban sprawl by promoting residential and commercial infill development and by promoting redevelopment of areas wherein current zoning was approved prior to the establishment of this Growth Management Plan (January 10, 1989). Infill development and redevelopment within the TCMAs shall be consistent with Objective 5, and relevant subsequent policies, of this Element.”

The petitioner is requesting a maximum of 375 DUs. The requested 375 DUs would be a density of 12.23 DU/A ( $375\text{DU} / 30.65 \text{ A} = 12.23 \text{ DU/A}$ ), which is 4 DU/A higher than the number calculated by the Density Rating System.

The FLUE encourages Mixed Use developments. FLUE Policy 7.5 states, “The County shall encourage mixed-use development within the same buildings by allowing residential dwelling units over and/or abutting commercial development. This Policy shall be implemented through provisions in specific Subdistricts in this Growth Management Plan.” The FLUE goes on to say, “The Urban Mixed Use District is intended to accommodate a variety of residential and non-residential land uses, including mixed-use developments such as Planned Unit Developments.”

Although this Subdistrict is not located within a Mixed Use Activity Center, it does present many of the same characteristics (allows both residential and commercial retail/office uses; is located

at an intersection of two major roadways; may be developed at a human-scale; may be pedestrian-oriented; provides an interconnection with one abutting project (North Naples Middle School). Street, pedestrian pathway and bike lane interconnections with abutting properties, where possible and practicable, is being proposed with this Subdistrict. Also, this Subdistrict is located proximate to major employment centers and goods and services located along the Pine Ridge Road Corridor and along US 41 located ½ mile to the west.

If a project is located within the boundaries of a Mixed Use Activity Center, which is not within the Urban Residential Fringe Subdistrict and is not within the Coastal High Hazard Area, the eligible density is sixteen (16) dwelling units per acre. Because this project has many of the same characteristics as a Mixed Use Activity Center, it could be appropriate to allow a density greater than that potentially allowed by the density rating system from 8 DU/A to 12.23 DU/A (which is still almost 4 DU/A less than allowed in the Mixed Use Activity Center).

Because this is a new Subdistrict, it is not limited by the Density Rating System and the petitioner may request 12.23 DU/A.

**Height:**

The maximum height for residential development (4 stories over parking) is proposed to be higher than the approved height for professional or medical related offices, including financial institutions (three stories not over parking). There are currently three 3-story buildings within the Subdistrict, including the offices for Raymond James Financial Services, and two other office buildings at the northern portion. The number of floors of underneath parking are not specified in this proposed Subdistrict. The closest distance from the Subdistrict's western boundary to the nearest lot to the west that could be developed residentially is approximately 165 feet and is zoned A, Rural Agricultural, which can only allow one single family dwelling unit, with a maximum building height of 35 feet. The closest distance to the nearest single family dwelling to the south is approximately 285 feet. The maximum building height for the closest dwelling units to the south of the site is 30 feet above finished grade of lot or from the minimum base flood elevation required by the Flood Elevation Ordinance, whichever is higher. Building setbacks on the subject property (and on the "A" parcel) would increase the separation beyond these stated distance figures.

**Compatibility:**

There are a wide range of uses in the area surrounding the Subdistrict. They range from Agriculture with single family homes to the west across Goodlette-Frank Road N., to a large church to the north, to the Pine Ridge Industrial Park and C-1 and C-5 uses to the east and residential single family to the south. The FLUE encourages development to transition from higher intensities to lower intensities. Use intensities diminish as development moves from the industrial lands to the east towards Goodlette Road and beyond to the west in this section of Pine Ridge Road.

One purpose of the transition of uses is to ensure that residential developments are not located next to high intensity uses. The proposed uses of this Subdistrict help produce this type of transition, with a proposed mix of residential uses and lower intensity commercial and office. The Subdistrict is presently approved for, and developed with, C-1 through C-3 uses, with retail uses limited to the southerly ¾ of the site. The addition of residential multi-family use further lessens the use intensity of the site.

Compatibility can be more specifically addressed at time of zoning, and may include building height and size limitations, setback and buffer requirements, etc.

### **Justifications for Proposed Amendment:**

The petitioner states, "The amendment is consistent with other Goals, Objectives and Policies of the Growth Management Plan, which promote mixed use development and connectivity." The applicant's justification for the requested amendment is to meet the market demands for multi-family rental housing, while continuing to offer opportunities for commercial development in this Urban Subdistrict. The petitioner believes this location will allow for residents to live, shop and work within a convenient travel distance.

The petitioner submitted a market study with his application that indicated that there is a demand in Collier County for multi-family rental housing that would be supported at this location. One recent development (Orchid Run located at the southwest corner of Golden Gate Parkway and Livingston Road) of new multi-family rental housing at market price has been well-received. The proposed residential component of this Subdistrict is anticipated to follow the success of Orchid Run.

The subject site is located in the northeast quadrant at the intersection of two arterial roadways, Pine Ridge Road and Goodlette-Frank Road N. This Subdistrict location is within 4 miles of high employment centers such as NCH North on Immokalee Road, NCH Downtown, multiple shopping areas (including Coastland Center), Naples High School, Pine Ridge Middle School, and many other employment locations. With easy access to two arterial roadways and commuting times and distances potentially reduced, this location can be attractive to prospective renters. This location is well situated for a mixed use development.

### **Identification and Analysis of the Pertinent GMPA Criteria in 2017 Florida Statutes Chapter 163.3177:**

(6)(a) 2. The future land use plan and plan amendments shall be based upon surveys, studies, and data regarding the area, as applicable, including:

- (a) The amount of land required to accommodate anticipated growth. *[The applicant conducted a market study to determine the number of multi-family dwelling units that might be supported at the project's location and what the demand might be on the 31 acres. The applicant determined that a density might exceed the Density Rating System's eligible density (potentially 8 DU/A) for this site and still be supported on this project site.]*
- (b) The projected permanent and seasonal population of the area. *[The consultant estimated that the total population that will reside within this Subdistrict might (with a maximum of 375 multi-family dwelling units) result in an estimated population of approximately 900 full time residents.]*
- (c) The character of undeveloped land. *[The Subdistrict land has been largely cleared and filled and supports a variety of retail and office development. A portion of an existing retail building will need to be raised in order to provide sufficient land area to support the proposed 375 units.]*
- (d) The availability of water supplies, public facilities, and services. *[Adequate infrastructure is available to serve the site.]*
- (e) The need for redevelopment, including the renewal of blighted areas and the elimination of nonconforming uses which are inconsistent with the character of the community. *[The proposed development of multi-family dwelling units would represent a redevelopment of*

*a site in order to respond to a changing market. The market study showed there is great demand for dwelling units in close proximity to other urban services and employment areas.]*

- (f) The compatibility of uses on lands adjacent to or closely proximate to military installations. *[n/a, no military installations are near the subject property.]*
- (g) The compatibility of uses on lands adjacent to an airport as defined in s. 330.35 and consistent with s. 333.02. *[n/a, the site is not proximate to an airport.]*
- (h) The discouragement of urban sprawl. *[The redevelopment of the site will discourage urban sprawl consistent with the goals, objectives, and policies of the State, Regional, and Collier County Growth Management Plan.]*
- (i) The need for job creation, capital investment, and economic development that will strengthen and diversify the community's economy. *[The proposed multi-family dwelling units support job creation and capital investment during construction and after construction, the dwelling units will provide needed housing for employees to support the local economy.]*
- (j) The need to modify land uses and development patterns within antiquated subdivisions. *[This project is not within an antiquated subdivision.]*

8. Future land use map amendments shall be based upon the following analyses:

- a. An analysis of the availability of facilities and services. *[The applicant has stated that he has analyzed the proposed impacts of the addition of dwelling units on all public facilities. There are no projected deficiencies.]*
- b. An analysis of the suitability of the plan amendment for its proposed use considering the character of the undeveloped land, soils, topography, natural resources, and historic resources on site. *[The 31 acre Subdistrict site is located at the intersection of two 6 lane arterial roadways. The site is located adjacent to additional commercial development and is within walking distance of public and private school. There are no natural resource constraints impacting development potential of the site.]*
- c. An analysis of the minimum amount of land needed to achieve the goals and requirements of this section. *[A market feasibility analysis shows that the demand for the proposed mixed use project on the 31 acres represents the minimum area necessary to support the proposed mix of residences and non-residentials developments.]*

**Environmental Impacts and Historical and Archaeological Impacts:**

The Environmental Planning Section reviewed the petition. The proposed revisions do not impact the previously recorded preserves within the Pine Ridge Commons PUD. The PUD Preserve requirement of 1.47 acres was finalized with the Pine Ridge Commons Site Development Plan, that included the preserve calculation for the entire PUD. The 1.47 acres of required preservation was based off the commercial development preservation standard of fifteen (15) percent of the existing native vegetation. With the proposed addition of residential use to the PUD and Subdistrict, **a preservation standard of twenty-five (25) percent would be required. As**



permitted site clearing impacts have occurred within the PUD, the redevelopment from commercial to mixed use will not be able to meet the 25% standard. Staff is not recommending additional preserve be required for this specific PUD as all the impacts to native vegetation (outside of the preserve areas) onsite have been previously permitted.

Summer Araque, Principal Environmental Specialist with Collier County Environmental Planning Section, completed her review and approved this petition in November 2016.

No historical or archaeological impacts were addressed in this application. This site is previously cleared and currently significantly developed.

**Public Facilities Impacts:**

Eric Fey, Senior Project Manager with Collier County Public Utilities Engineering & Project Management Division, completed his review and approved this petition in July 2017.

**Transportation Impacts:**

Michael Sawyer, Project Manager with Collier County Transportation Planning, completed his review and approved this petition in December 2016. He added one note: "Note: net decrease in trips (75 new non-pass-by-net decrease) proposed with residential use. Applicant intends to retain current use allowance (942 total trips, 736 non-pass-by trips)."

**NEIGHBORHOOD INFORMATION MEETING (NIM) SYNOPSIS:**

A Neighborhood Information Meeting (NIM), as required by Land Development Code (LDC) Section 10.03.05 A, was duly advertised, noticed, and held on April 24, 2016, 5:30 p.m. at Naples Area Board of Realtors, 1455 Pine Ridge Road, Naples, FL 34109. This NIM was advertised, noticed, and held jointly for this large scale GMP amendment and the companion Planned Unit Development Amendment (PUDA) petition.

The applicant's team gave a presentation and then responded to questions. A total of approximately 35 members of the public along with approximately 6 members of the applicant's team and County staff signed in at the NIM. The public asked questions about the project details. The consultant explained the application included a maximum of 400 multi-family dwelling units (DUs) either rental or townhomes; however, the petition was subsequently revised to provide for a maximum of 375 multi-family DUs, rental only. Many voiced concerns over the traffic and access points and opposed the petition for this reason. The consultants explained that the access points would remain unchanged from what is currently operating and that although the trips generated from the project would not increase beyond the previously approved total number of trips, the pattern of travel times might be different. Concerns were also voiced over the capacity in the nearby Pine Ridge Middle School. The meeting ended at approximately 6:10 p.m.

[synopsis prepared by Sue Faulkner, Principal Planner, Comprehensive Planning Section]

**FINDING AND CONCLUSIONS:**

- There are no adverse environmental impacts as a result of this petition.
- No historic or archaeological sites are affected by this amendment.

- Transportation-related concerns were brought forward by citizens at the Neighborhood Information Meeting; however, Transportation Planning has approved this project and determined there would be a net decrease in the number of trips.
- There are no utility-related concerns as a result of this petition.
- The Pine Ridge Commons PUD was approved via Ordinance #99-94 for commercial/office uses in December 1999, almost 18 years ago.
- The use is generally compatible with surrounding development.
- The proposed Subdistrict shares characteristics of the Mixed Use Activity Center Subdistrict, including mixed use, high density, location at a major intersection, proximity to residential development.

**LEGAL CONSIDERATIONS:**

This Staff Report was reviewed by the County Attorney's Office on November 3, 2017. The criteria for GMP amendments to the Future Land Use Element are in Sections 163.3177(1)(f) and 163.3177(6)(a)2, Florida Statutes. [HFAC]

**STAFF RECOMMENDATION:**

Staff recommends that the Collier County Planning Commission forward Petition PL20160002360/CP-2016-3 to the Board of County Commissioners with a recommendation to approve for transmittal to the Florida Department of Economic Opportunity.

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**PREPARED BY:**

Sue Faulkner  
SUE FAULKNER, PRINCIPAL PLANNER  
COMPREHENSIVE PLANNING SECTION, ZONING DIVISION

DATE: 11-3-17

**REVIEWED BY:**

David Weeks  
DAVID WEEKS, AICP, GROWTH MANAGEMENT MANAGER  
COMPREHENSIVE PLANNING SECTION, ZONING DIVISION

DATE: 11-3-17

Michael Bosi  
MICHAEL BOSI, AICP, DIRECTOR  
ZONING DIVISION

DATE: 11-3-17

**APPROVED BY:**

James French  
JAMES FRENCH, DEPUTY DEPARTMENT HEAD  
GROWTH MANAGEMENT DIVISION

DATE: 11-7-17

Petition Number: PL20160002360/CP-2016-3  
Staff Report for November 16, 2017 CPCC meeting

NOTE: This petition has been scheduled for the December 12, 2017 BCC meeting.

**COLLIER COUNTY PLANNING COMMISSION:**

Mark P. Strain, CHAIRMAN