

2.28 Urban Development Pattern – Neighborhood Commercial

A. Introduction and Background:

In accordance with the Letter of Understanding between Collier County and the Florida Department of Community Affairs (DCA), the Evaluation & Appraisal Report is required to assess whether the lack of neighborhood (small-scale) commercial uses has prevented achievement of planning objectives related to mixed-use development. Currently, the Collier County Future Land Use Element (FLUE) contains no specific provisions for neighborhood-scale commercial development. Where such development occurs it either pre-dates adoption of the 1989 Growth Management Plan (GMP) or is within a particular future land use designation, such as a District or Subdistrict. In the latter instance, the neighborhood commercial development is usually part of a Planned Unit Development (PUD).

Any of the FLUE's commercial future land use designations would allow neighborhood-scale commercial uses as part of a larger mixed-use development. However, the following subdistricts allow "stand-alone" neighborhood-scale commercial uses subject to specific criteria: PUD Neighborhood Village Center Subdistrict, Office and Infill Commercial Subdistrict, Traditional Neighborhood Design Subdistrict, Orange Blossom Mixed-Use Subdistrict, Goodlette/Pine Ridge Commercial Infill Subdistrict, Vanderbilt Beach/Collier Boulevard Commercial Subdistrict, Buckley Mixed Use Subdistrict, Livingston/Pine Ridge Commercial Infill Subdistrict, Livingston Road/Eatonwood Lane Commercial Infill Subdistrict, Livingston Road Commercial Infill Subdistrict and the Rural Commercial Subdistrict.

The Golden Gate Area Master Plan Element (GGAMP) is much more restrictive than the FLUE with regard to commercial development. However, all of the commercial designations within the GGAMP would allow neighborhood commercial uses and are, for the most part, restricted to such uses. The Immokalee Area Master Plan (IAMP) allows neighborhood-scale commercial development within certain designated areas. Both the IAMP and the GGAMP recognize certain areas as having pre-1989 commercial uses, including those of a neighborhood scale.

Recently, the County amended the text of the Traditional Neighborhood Design Subdistrict in order to make this designation more attractive to small-scale commercial development.

B. Objective Analysis:

Objective 1 of the FLUE provides for small-scale and mixed-use development:

Objective 1:

Unless otherwise permitted in this Growth Management Plan, new or revised uses of land shall be consistent with designations outlined on the Future Land Use Map. The Future

Land Use Map and companion Future Land Use Designations, Districts and Sub-districts shall be binding on all Development Orders effective with the adoption of this Growth Management Plan. Standards and permitted uses for each Future Land Use District and Subdistrict are identified in the Designation Description Section. Through the magnitude, location and configuration of its components, the Future Land Use Map is designed to coordinate land use with the natural environment including topography, soil and other resources; promote a sound economy; coordinate coastal population densities with the Regional Hurricane Evacuation Plan; and discourage unacceptable levels of urban sprawl.

Policy 1.1:

The URBAN Future Land-Use Designation shall include Future Land Use Districts and Subdistricts for:

A. URBAN - MIXED USE DISTRICT

1. Urban Residential Subdistrict
2. Urban Residential Fringe Subdistrict
3. Urban Coastal Fringe Subdistrict
4. Business Park Subdistrict
5. Office and Infill Commercial Subdistrict
6. PUD Neighborhood Village Center Subdistrict
7. Residential Mixed Use Neighborhood Subdistrict
8. Orange Blossom Mixed-Use Subdistrict
9. Goodlette/Pine Ridge Commercial Infill Subdistrict
10. Vanderbilt Beach/Collier Boulevard Commercial Subdistrict
11. Henderson Creek Mixed-Use Subdistrict
12. Research and Technology Park Subdistrict
13. Buckley Mixed-Use Subdistrict
14. Commercial Mixed Use Subdistrict

B. URBAN - COMMERCIAL DISTRICT

1. Mixed Use Activity Center Subdistrict
2. Interchange Activity Center Subdistrict
3. Livingston/Pine Ridge Commercial Infill Subdistrict
4. Business Park Subdistrict
5. Research and Technology Park Subdistrict
6. Livingston Road/Eatonwood Lane Commercial Infill Subdistrict
7. Livingston Road Commercial Infill Subdistrict
8. Commercial Mixed Use Subdistrict

C. URBAN - INDUSTRIAL DISTRICT

1. Business Park Subdistrict
2. Research and Technology Park Subdistrict

Policy 1.2:

The AGRICULTURAL/RURAL Future Land Use Designation shall include Future Land Use Districts and Subdistricts for:

- A. AGRICULTURAL/RURAL- MIXED USE DISTRICT**
 - 1. Rural Commercial Subdistrict
- B. RURAL FRINGE MIXED USE DISTRICT**
- C. RURAL – INDUSTRIAL DISTRICT**
- D. RURAL – SETTLEMENT AREA DISTRICT**

Policy 1.3:

The ESTATES Future Land Use Designation shall include Future Land Use Districts and Subdistricts: as described in the Golden Gate Area Master Plan.

Policy 1.4:

The CONSERVATION Future Land Use Designation shall include a Future Land Use District.

Policy 1.5:

Overlays and Special Features shall include:

- A. Area of Critical State Concern Overlay
- B. North Belle Meade Overlay
- C. Natural Resource Protection Area Overlays
- D. Rural Lands Stewardship Area Overlay
- E. Airport Noise Area Overlay
- F. Bayshore/Gateway Triangle Redevelopment Overlay
- G. Coastal High Hazard Area Boundary
- H. Traffic Congestion Area Boundary
- I. Incorporated Areas

C. Data Assessment:

As a whole, the Collier County Growth Management Plan (GMP) is restrictive to neighborhood-scale commercial development. Such development, when it occurs, is either representative of pre-1989 commercial zoning or is part of a commercial or mixed-use Planning District or Sub-District. The GMP contains no provision that would allow the establishment of a commercial use within an existing residential neighborhood.

D. Objective Achievement Analysis:

General allowance for commercial uses is contained within Objective 1 of the Future Land Use Element. Both the GGAMP and IAMP also allow commercial uses, and the latter Element has specific criteria for neighborhood commercial uses (see Section 1.5.J of this report). The Neighborhood Commercial Center Subdistrict, within the Estates

Designation of the Golden Gate Area Master Plan was recently expanded to allow the establishment of a greater number of commercial sites within Golden Gate Estates (see Sections 1.5.I and 2.31 of this report). However, the greater portion of the Estates Area is still devoid of commercial uses.

E. Conclusion:

Collier County offers only very limited opportunities for the establishment of new neighborhood commercial zoning. The County would benefit from the creation of “stand-alone” commercial rezoning opportunities.

F. Recommendation:

The EAR-Based Amendments should include new provisions, within the Future Land Use Element, the Golden Gate Area Master Plan and the Immokalee Area Master Plan, that would allow the siting of neighborhood-scale commercial uses at suitable locations in or near residential areas. Such uses should be allowed, under appropriate conditions and siting criteria, independent of specific commercial or mixed-use districts or sub-districts.