

DRAFT STAFF REPORT

TO: COLLIER COUNTY PLANNING COMMISSION

FROM: ZONING DIVISION; GROWTH MANAGEMENT DEPARTMENT

HEARING DATE: [Pending]

SUBJECT: LDCA-PL20200002306 VR Zoning on Chokoloskee Island, 376 Smallwood Dr.

APPLICANT/AGENT:

Applicant:

Richard Hawthorne Silver Sides Holding, LLC. One Independence Drive, Suite 1200 Jacksonville, FL 32202

Agent:

Brad Wester One Independence Drive, Suite 1200 Jacksonville, FL 32202

REQUESTED ACTION:

To have the Collier County Planning Commission (CCPC) consider a privately initiated application for a Land Development Code (LDC) amendment to LDC Section 2.03.02 – Residential Zoning Districts and more specifically, LDC section 2.03.02 F.1.c – Conditional Uses. This amendment proposes a new conditional use in the Village Residential (VR) Zoning District to allow for a waterfront sporting and recreational camp that is a water-related or water dependent use for fishing, boating and recreation with certain use restrictions. (See *Attachment D*-proposed LDC amendment)

GEOGRAPHIC LOCATION:

LDC amendments are not typically associated with a specific parcel or geographic location. However, the proposed LDC amendment is associated with a previously submitted companion rezoning request (PL20200000018) for a mixed-use development located at 376 Smallwood Drive, Chokoloskee Island, Florida. (See *Attachment B*-Aerial and Site Location)

PURPOSE/DESCRIPTION OF PROJECT:

The applicant's proposed LDC amendment request is to add a new conditional use in LDC section 2.03.002 F.1.c to read as follows:

"12. Waterfront sporting and recreational camp for water related or water dependent uses for fishing, boating and recreation on a property no less than 0.5 acres, which LDCA-PL20200002306-376 Smallwood Dr. Page 1 of 24 3-30-21 DSAC LDR

may include up to two (2) docks, (1) boat slip, four (4) recreational vehicles or park model trailers and (1) camp house for temporary overnight stay."

The project's description and summary, provided by the applicant, is described in *Attachment A*.

GROWTH MANAGEMENT PLAN (GMP) CONSISTENCY:

"Comprehensive Planning finds the proposed amendment to be consistent with the Growth Management Plan. Specifically:

The applicant is requesting to amend the Collier County Land Development Code (LDC) to allow the proposed uses and a minimum of 0.5 acres (instead of 1 acres) in the VR zoning district. The applicant will be required to submit a conditional use (and a site plan) after the LDC is amended. The Future Land Use Element (FLUE) allows water-related and water-dependent uses in the Urbanized area (FLUE page 25).

FLUE Policy 5.12 (page 19) states ... Additionally, the Copeland, Plantation Island and Chokoloskee Urban areas were exempted from the Zoning Re-evaluation Ordinance. Existing zoning on properties within these communities shall also be considered consistent with the Future Land Use Element."

STAFF ANALYSIS:

The applicant owns the property located at 376 Smallwood Drive on Chokoloskee Island with Village Residential (VR) zoning. Staff had reviewed PL20200000019 (GMPA) and Companion Rezone PL20200000018 (RZ) on March 30, 2020 for this property. Staff determined the current VR zoning would not permit the proposed uses, being less than one acre in land area and the transient housing/water-related activities camp is not a permitted use. Staff had identified the Future Land Use Element would permit the proposed uses, however, the zoning district would not and another plan of action was needed. Staff recommended and determined the only option available would be to amend the Land Development Code to allow a reduction in the property size and identify the uses as water related and water dependent by a conditional site development plan during the conditional use rezone process. While the impetus for the proposed amendment is a project for a specific property, the proposed conditional use would apply to other VR zoned properties within the County for similar water related and water dependent compatible uses.

There are four areas within the County that include properties that are zoned Village Residential (VR): Immokalee, Copeland, Chokoloskee Island and Goodland Island (See *Attachment C*). The FLUE lists all four areas as Urban designated areas. Urban designated areas accommodate non-residential uses including, water-dependent and water-related uses. The proposed conditional use change would be appropriate for the four locations and consistent with the FLUE.

Staff identified the A, CON, VR, TTRV and TTRVC zoning districts where the various uses would have to be located in and performed an analysis of these districts as follows.

- 1) Waterfront Sporting and Recreational Camp for Water-Related or Dependent Uses.
 - a. Presently, the LDC only allows Sports and Recreational Camps as a conditional use in the Rural Agricultural District (A) or by permitted use in the Conservation District (CON). The LDC does not provide for a waterfront sporting and recreational camp that is water-related or a dependent use for fishing, boating and recreation. During the applicant's pre-application meeting on December 03, 2020, staff advised the applicant to consider a similar use in combination with other comparable uses within the VR district.
 - b. Staff holds that the proposed "Waterfront Sporting and Recreational Camps for Water Related or Dependent Uses" are compatible with "Sports and Recreational Camps" conditional use in the A and CON districts. Therefore, adding the proposed use to the VR district as a conditional use is appropriate and provides an adequate safeguard to establish the locational criteria for the working waterfront sporting and recreational camp.
- 2) Recreational Vehicles, Park Model Trailers and Camp House.
 - a. Recreational vehicle trailers are typically located in the TTRV District where no permanent residency is allowed. The amendment proposes four movable air stream trailers and a camp house, restricted to overnight stay rentals and no permanent residency. The TTRV district does not allow the applicant's proposed mixture of water-related and-water dependent uses. There are no parcels zoned TTRV on Chokoloskee Island.
 - b. The Travel Trailer-Recreational Vehicle Campground District (TTRVC) allows for travel trailers, *park model travel trailers*, pick up coaches, motor homes and other *recreational vehicles* as a permitted use by right. It also allows for cabins and not a camp house or the applicant's proposed water-related, water dependent or waterfront property use. The VR district does not have similar uses which would allow for the combination of park model trailers, recreational vehicles, and a camp house. Further, the applicant has committed to adhere to the conditional use procedural process set forth by LDC section 10.08.00 should the LDCA be approved.

For staff's review and consideration, the GIS staff prepared a list of parcels on Chokoloskee Island, taken from the Collier County Real Property Appraiser's Office, zoned TTRVC and VR. There are 283 parcels, currently zoned TTRVC (all are developed or improved parcels) and 203 parcels zoned VR (several are vacant and are available for water related and water dependent conditional use).

c. LDC section 5.05.10 sets forth the design standards for travel trailer and recreational vehicle parks. LDC section 5.05.10 C. specifically sets forth the required facilities for campsites and TTRV lots. The proposed use for a waterfront sporting and recreational camp and recreational vehicle or park model trailers are

comparable to these uses and current property owners can not request these interrelated uses. If the amendment is approved, the conditional use process gives the applicant the right to request the uses and the County has the ability to review specific concerns or benefits of use for any given property in the four areas of the County. The applicant shall have to meet the applicable or pertinent requirements for sanitary facilities, water supply, trash removal collection service for the interrelated uses at the time of conditional use review and approval.

d. The proposed four recreational vehicles, park model trailers and camp house are interconnected for temporary overnight stays, fishing, boating and recreation. Staff holds the conditional use, versus permitted uses by right, would allow for each of the uses or the combination of these uses to be subject to the findings and granting of the conditional use. The satisfactory provision and arrangement of these uses shall be determined at the time of conditional use review and approval.

3) Boat docks and slips

- a. There is an existing boat slip on the subject waterfront property. The applicant seeks to limit the LDCA to one boat slip, two docks, and one fish camp house which shall be water related and water dependent uses. These uses would also become available for other properties zoned VR on Goodland Island, Copeland, and within the Immokalee areas. (See *Attachment C*)
- b. The proposed LDC use is not a boatyard, marina, or recreational use which would be allowed as a conditional use per LDC section 2.03.02 F.1.c.1 or per LDC 2.03.02.F.1.c.9. which allows: "Recreational facilities intended to serve an existing and/or development residential community as represented by all properties/lots/parcels included in an approved preliminary subdivision plat, PUD or site development plan. The use of said recreational facilities shall be limited to the owners of property or occupants of residential dwelling units and their guests within the area of the approved preliminary subdivision plat, or site development plan."

The waterfront sporting and recreational camp requires the use of a boat slip (existing) and no more than two docks shall be utilized by guests during their temporary overnight stays. Staff holds the limitation to one boat slip and two docks shall provide adequate safety in that no more than two boats at each dock shall be used by these guests.

4) Minimum Lot Area

- a. For the TTRVC park, the required minimum lot area is 20 acres. This requirement is too restrictive to accommodate a small-scale project, such as the applicant's project and, as previously mentioned, the TTRVC zoned parcels are developed.
- b. The applicant provided evidence there are 82.66 total acres zoned VR, comprised of 244 parcels on Chokoloskee Island. These figures result in an average of 0.34

acres per parcel. GIS staff provided an update to the number of parcels and determined there are 260 parcels zoned VR of which 231 are less than 0.50 acres in size. The applicant also provided similar data for parcels zoned VR at Goodland Island, Copeland and in the Immokalee areas. The Goodland, Copeland and Immokalee areas indicate there exist waterfront properties zoned VR where the conditional use could be applied and satisfy the minimum parcel size.

- c. For Chokoloskee and Goodland Islands, the county's GIS team provided staff with a listing of all parcels by their respective zoning district and lot area. A review of the data indicate there are numerous parcels (0.50 acres but less than one acre in area per the current VR district standard) that can qualify for the proposed conditional use.
- d. In LDC section 4.02.02 E. Dimensional Standards for Conditional Uses and Accessory Uses in Base Zoning Districts: the VR District, a minimum lot area of one acre is required. The proposed conditional use approval procedure seeks to a reduce the minimum lot area to be no less than 0.50 acres. The properties on both Chokoloskee and Goodland Islands could not qualify for a PUD, since 10 acres is the required minimum lot area. Both Chokoloskee and Goodland Island are surrounded by waterfront, water dependent and water related uses. Many parcels on Chokoloskee Island (89%) are 0.50 acres or less in size and presently developed sites. Similarly, on Goodland Island most parcels zoned VR are less than 0.50 acres in size. For this reason, staff finds a reduction in minimum lot area is appropriate and limits the conditional use process to a minimum lot area of 0.50 acres or greater.

5) Conditional Use Procedure

- a. The applicant has committed to adhere to the conditional use procedural process set forth by LDC section 10.08.00. This procedure shall assure the proposed uses are compatible with the adjacent properties and other property within the VR district.
- b. Staff holds the conditional use procedure is the best way to assure compatibility with land uses, the design and arrangement of uses, and the effect upon surrounding properties. Although the uses complement the other similar uses in various zoning districts, there is a need to review each project proposed site by demonstrating the development proposal will be in harmony with the LDC, consistent with the GMP, and not be injurious to the neighborhood of adjoining properties, or otherwise detrimental to the public welfare.

When reviewing LDC amendments, LDC section 10.02.09 A.1 establishes that text amendments to "The LDC may only be amended in such a way as to preserve the consistency of the LDC with the Growth Management Plan." The FLUE of the GMP designates all four areas with VR zoning as Urban. As stated in the FLUE (XII) (XV), urban designated areas will accommodate non-residential buildings that are water-dependent and water-related uses and the uses associated with the applicant's proposed project would accommodate a variety of non-residential uses within the VR district. The proposed LDC amendment shall preserve consistency and be consistent with the

LDC and Growth Management Plan.

DEVELOPMENT SERVICES ADVISORY COMMITTEE RECOMMENDATION:

To be provided prior to CCPC hearing.

COUNTY ATTORNEY OFFICE REVIEW:

To be reviewed prior to CCPC hearing.

STAFF RECOMMENDATION:

Staff recommends the CCPC forward Petition LDCA-PL20200002306 to the Board of County Commissioners with a recommendation of approval.

Attachments:

- A. Applicant's Project Narrative and Summary Letter
- B. Applicant's Aerial and Site Location
- C. Zoning Maps
- D. Formatted LDC Text

PL202000002306 VR Zoning on Chokoloskee Island (LDCA)

February 11, 2021

INTRODUCTION

The purpose of this letter is to assist the County with a description and summary of the proposed sporting and recreational waterfront use and to request an amendment to the LDC as a follow up to the pre-application meetings for PL20200000018, PL20200000019 and PL20200002306 this year for the previously developed waterfront site at 376 Smallwood Drive ("Property") on Chokoloskee Island.

The proposed use of the property is for a small fish camp type establishment with short term overnight accommodations for guests while boating, fishing and enjoying Chokoloskee Island, the local waterways and area. When complete, the improvements would be compatible with the coastal character of Chokoloskee Island. The guest quarters would include up to four (4) semi-permanent RV travel trailer for use and enjoyment (ex: Airstream Overlander) and would be hauled off of the site to a safe inland storage location prior to a hurricane or tropical storm (or other emergency flooding or surge type declaration), which will protect assets and lives. Specifically, the project is proposed to include the following elements: one (1) camp house with garage/storage on first level for skiff boats and/or vehicles, including a garage, screened porch, bathrooms, kitchen, bar, great room, deck, fly tying/tackle room; boat slip/ramp (existing); docks; outdoor amenities like pool, deck fire pit and hammock.

GMP CONSISTENCY

The Future Land Use designation Urban, Urban Mixed-Use, Urban Coastal Fringe Subdistrict on the Property allows mixed-use sites of water-dependent and water-related uses and other recreational uses, such as marinas (public or private), yacht clubs, and related accessory and recreational uses, such as boat storage, launching facilities, fueling facilities, and restaurants. Private boathouses and docks are allowed as an accessory use, and boat yards and marinas are allowed as a conditional use on the property (in the VR Zoning District such as the Property).

The Future Land Use designation, and Conservation and Coastal Management Element (as specifically cited in the Urban Mixed Use description) Policy 10.1 and subsequent Policies give priority to water-dependent land uses (such as ramps, recreational facilities, marinas and commercial fishing facilities) over water-related land uses based on the type of water-dependent use, adjacent land use, and surrounding marine and upland habitat considerations. The Property use is proposed to be a water-dependent use and its function, viability and enjoyment is strictly dependent on its orientation and location on the shoreline, and existing character and land use fabric within its surroundings.

Furthermore, Policy 10.1.2 of the Conservation and Coastal Management Element promotes strategies to implement water-dependent uses as recreational and commercial working waterfronts like the Property. In fact the criteria and priority rankings of the Future Land Use designation and Policy 10.1.4 provide even more consistency with the Property and GMP because of the existing conditions like being in a presently

developed/urbanized area (this is an infill site previously developed), water-dependency, shoreline improvements in place, minimization of impacts to the natural environment, and the proposed use is compatible and consistent with the overall character of Chokoloskee Island.

PROCESS FORWARD

Furthering the GMP for the proposed use on the Property is being implemented by way of a Land Development Code Amendment (LDCA) by adding a Conditional Use in the VR Zoning District (specifically a proposed text addition to become LDC section 2.03.03 F.1.c.12), which will include 'sporting and recreational' type uses as described in the application materials. Through discussions with Collier County staff, it has been determined that a modification to LDC Section 4.02.02 is not required as part of this LDCA submittal because dimension adjustments to site improvements standards will be addressed and included as a companion Variance request at the time of the preapplication meeting for the Conditional Use application to follow this process.

SUMMARY

The proposed use of the Property is consistent with the Chokoloskee Island community and the GMP. Innovative implementation strategies through a LDCA and Conditional Use permit would further the Goals, Objectives and Policies of the GMP. As a result of the consistency with the aforementioned, the LDCA process will help to establish specific uses and criteria for the Property in the VR Zoning District that can meet the established locational criteria for a sporting and recreational working waterfront.

ATTACHMENTS

Exhibit 1: VR Zoning Maps throughout County

Exhibit 2: Summary Request & LDC Excerpt (amended draft with highlights in red)



Exhibit 1: Page 1 of 4

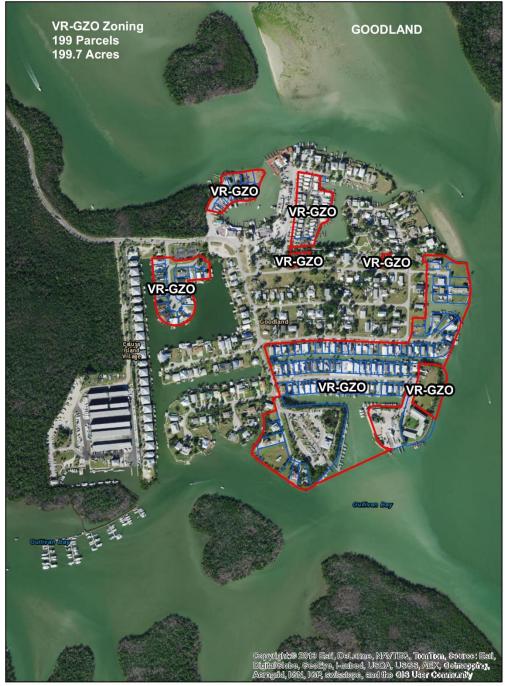


Exhibit 1: Page 2 of 4

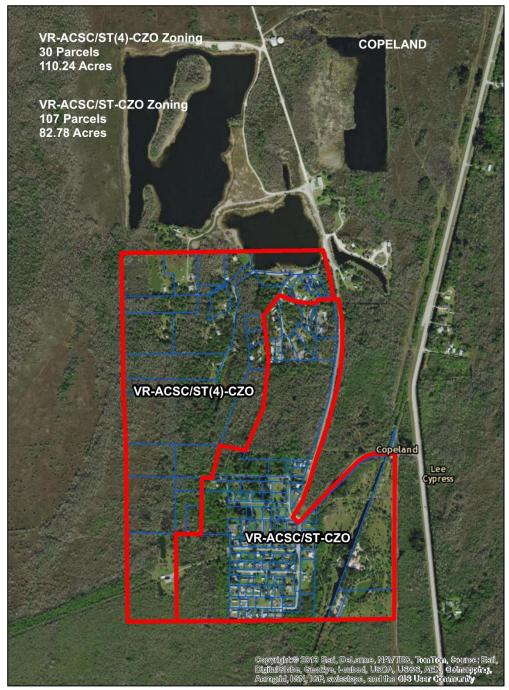


Exhibit 1: Page 3 of 4

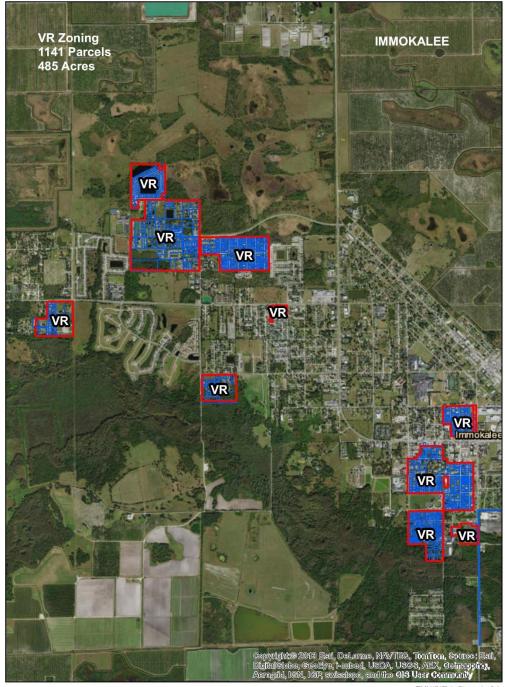


EXHIBIT 1: Page 4 of 4

Exhibit 2 Summary & LDC Excerpt Page 1 of 3

Request to amend the LDC Section 2.03.02 - Village Residential Zoning District (as highlighted and underlined in red on following page of Code excerpt).

LDC Section 2.03.02.F.1.a.12: Waterfront sporting and recreational camp for water related or dependent uses for fishing, boating and recreation on a property no less than 0.5 acres, which may include up to two (2) docks, one (1) boat slip, four (4) recreational vehicles or park model trailers and one (1) camp house for temporary overnight stays.

- F. Village Residential District (VR). The purpose and intent of the village residential district (VR) is to provide lands where a mixture of residential uses may exist. Additionally, uses are located and designed to maintain a village residential character which is generally low profile, relatively small **building** footprints as is the current appearance of Goodland and Copeland. The VR district corresponds to and implements the mixed residential land use designation on the Immokalee future land use map of the Collier County GMP. It is intended for application in those urban areas outside of the coastal urban area designated on the future land use map of the Collier County GMP, though there is some existing VR zoning in the coastal urban area. The maximum **density** permissible in the VR district and the urban mixed use land use designation shall be guided, in part, by the **density** rating system contained in the future land use element of the Collier County GMP. The maximum **density** permissible or permitted in the VR district shall not exceed the **density** permissible under the **density** rating system, except as permitted by policies contained in the future land use element, or as designated on the Immokalee future land use map of the GMP.
 - The following subsections identify the uses that are permissible by right and the uses that are allowable as accessory or conditional uses in the village residential district (VR).
 - a. Permitted uses.
 - 1. Single-family dwellings.
 - 2. Duplexes.
 - 3. Multi-family dwellings.
 - 4. Mobile homes.
 - 5. Family care facilities, subject to section 5.05.04.
 - Educational plants and public schools with an agreement with Collier County, as described in LDC section 5.05.14;
 however, any high school located in this district is subject to a compatibility review as described in LDC section 10.02.03.
 - b. Accessory Uses.
 - 1. Uses and structures that are accessory and incidental to uses permitted as of right in the VR district.
 - Private docks and boathouses, subject to section 5.03.06.
 - 3. Recreational facilities that serve as an integral part of a residential development and have been designated, reviewed and approved on a site development plan or preliminary subdivision plat for that development. Recreational facilities may include, but are not limited to, golf course, clubhouse, community center building and tennis facilities, parks, playgrounds and playfields.
 - Storage, repair and maintenance areas and structures for fishing and farming equipment, when used by the residents of the permitted use.
 - c. Conditional uses. The following uses are permissible as conditional uses in the village residential district (VR), subject to the standards and procedures established in LDC section 10.08.00.
 - 1. Boatyards and marinas, subject to section 5.03.06 and the applicable review criteria set forth in section 5.05.02.
 - 2. Child care centers and adult day care centers.
 - 3. Churches.
 - 4. Civic and cultural facilities.
 - 5. Cluster housing, subject to section 4.02.04.
 - 6. Fraternal and social clubs.
 - 7. Schools, private. Also, "Ancillary plants" for public schools.
 - 8. Group care facilities (category I and II); care units; nursing homes; assisted living facilities pursuant to § 400.402 F.Sand ch. 58A-5 F.A.C.; and continuing care retirement communities pursuant to § 651 F.S. and ch. 4-193 F.A.C.; all subject to section 5.05.04.

- 9. Recreational facilities intended to serve an existing and/or developing residential community as represented by all of the properties/lots/parcels included in an approved preliminary subdivision plat, PUD or site development plan. The use of said recreational facilities shall be limited to the owners of property or occupants of residential dwellings units and theiguests within the area of approved preliminary subdivision plat, or site development plan.
- Model homes and model sales centers, subject to compliance with all other LDC requirements, to include but not limited to, section 5.04.04.
- 11. Public schools without an agreement with Collier County, as described in LDC section 5.05.14. Additional standards in LDC section 5.05.14 shall also apply; however, any high school located in this district is subject to a compatibility review as described in LDC section 10.02.03.
- Materfront sporting and recreational camp for water related or dependent uses for fishing, boating and recreation on a property no less than 0.5 acres, which may include up to two (2) docks, one (1) boat slip, four (4) recreational vehicles or park model trailers and one (1) camp house for temporary overnight stays.
- d. Prohibited animals in residential districts. The following animals are to be considered farm animals and are not permitted to be kept in residential districts except as provided for in zoning district regulations: turkeys, chickens, ducks, geese, pigs, horses, cows, goats, hogs, and the like.

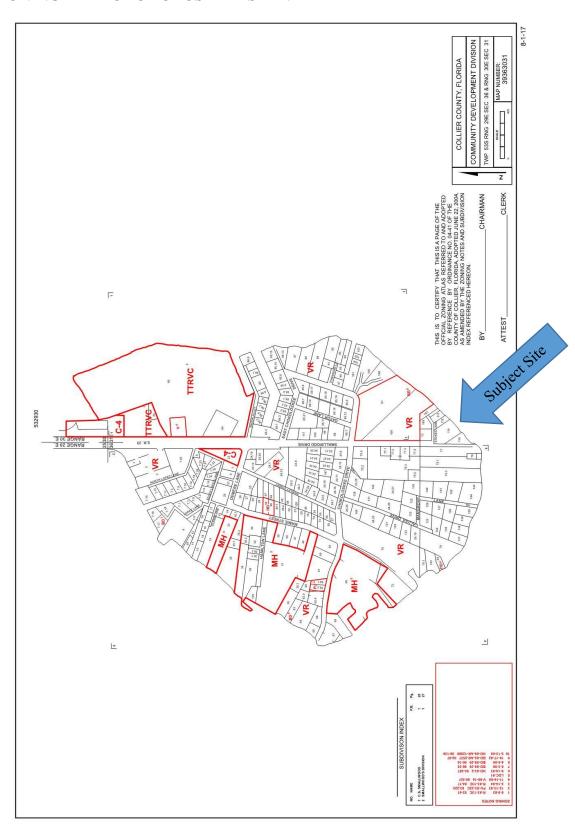
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ATTACHMENT B - AERIAL AND SITE LOCATION



ATTACHMENT C

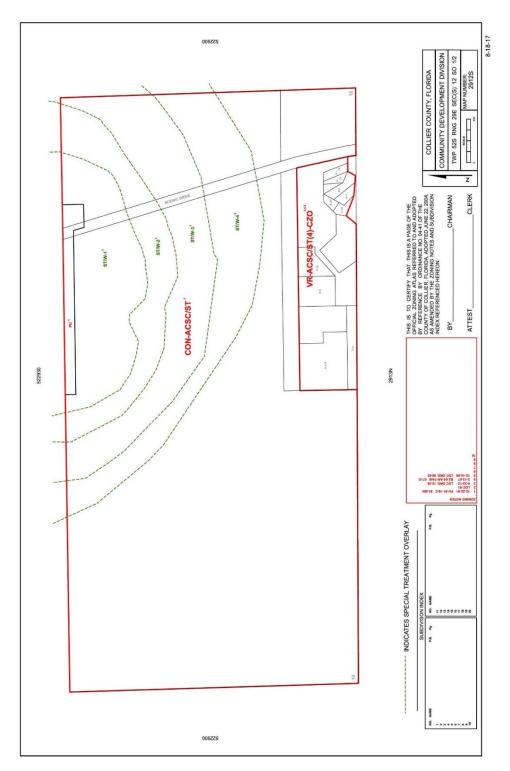
ZONING MAP- CHOKOLOSKEE ISLAND



ZONING MAP-GOODLAND ISLAND COMMUNITY DEVELOPMENT DIVISIO TWP 52S RNG 27E SEC(S) 18,19 COLLIER COUNTY, FLORIDA S IS A PAGE OF THE RED TO AND ADOPTED E NO. 04-41 OF THE DOPTED JUNE 22, 2004, PRES AND SUBDIVISION CLERK ATTEST JULL 16 BLOCK TT TRACT 1 CU 24.29 A-ST NAME 8-112122 8-112122 8-112122 8-112122 8-112122 8-112122 8-112122 8-112122 8-112122 8-112122 8-112122 8-112122 8-112122 8-11212 8 2488 EV- 5 H87F County source designating historic or archaeologic resources. OTHER LAST REVISION: ZONING 4/18/18 The Historic/Archaeological Probability Maps are the official

ATTACHMENT B - AERIAL AND SITE LOCATION

ZONING MAP-COPELAND



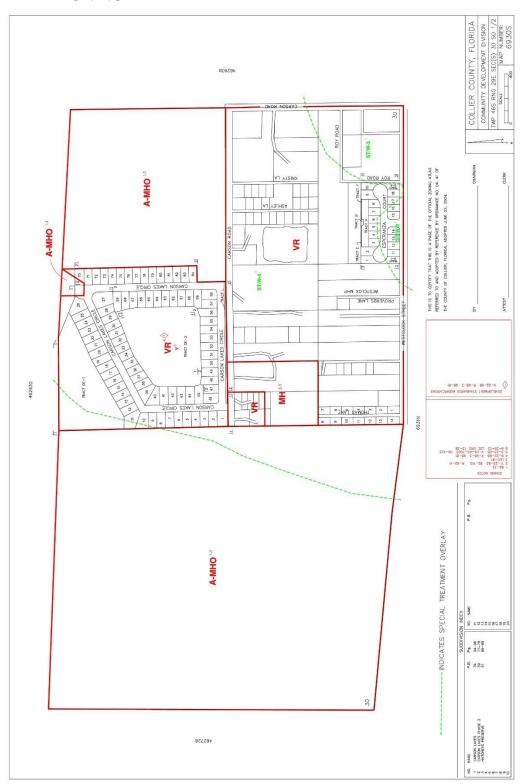
ATTACHMENT C

COPELAND AERIAL



ATTACHMENT C

IMMOKALEE ZONING MAP



Print Map

3/8/2021

IMMOKALEE AERIAL

2004. Collier County Property Appraiser. While the Collier County Property Appraiser is committed to providing the most accurate and up-to-date information, n for the data herein, its use, or its interpretation.

LDC PROPOSED TEXT

Amend the LDC as follows:

2.03.02-Residential Zoning Districts

* * * * * * * * * * * *

F. Village Residential District (VR).

The purpose and intent of the village residential district (VR) is to provide lands where a mixture of residential uses may exist. Additionally, uses are located and designed to maintain a village residential character which is generally low profile, relatively small **building** footprints as is the current appearance of Goodland and Copeland. The VR district corresponds to and implements the mixed residential land use designation on the Immokalee future land use map of the Collier County GMP. It is intended for application in those urban areas outside of the coastal urban area designated on the future land use map of the Collier County GMP, though there is some existing VR zoning in the coastal urban area. The maximum **density** permissible in the VR district and the urban mixed-use land use designation shall be guided, in part, by the **density** rating system contained in the future land use element of the Collier County GMP. The maximum **density** permissible or permitted in the VR district shall not exceed the **density** permissible under the **density** rating system, except as permitted by policies contained in the future land use element, or as designated on the Immokalee future land use map of the GMP.

1. The following subsections identify the uses that are permissible by right and the uses that are allowable as **accessory** or **conditional uses** in the village residential district (VR).

* * * * * * * * * * * *

- c. **Conditional uses.** The following uses are permissible as **conditional uses** in the village residential district (VR), subject to the standards and procedures established in LDC section 10.08.00.
 - 1. Boatyards and **marinas**, subject to <u>section 5.03.06</u> and the applicable review criteria set forth in section 5.05.02.
 - 2. Child care centers and adult day care centers.
 - 3. Churches.
 - 4. Civic and cultural facilities.
 - 5. Cluster housing, subject to section 4.02.04.
 - 6. Fraternal and social clubs.
 - 7. Schools, private. Also, "Ancillary plants" for public schools.
 - 8. Group care facilities (category I and II); care units; nursing homes; assisted facilities pursuant to § 400.402 F.S. and ch. 58A-5 F.A.C.; and continuing care retirement communities pursuant to § 651 F.S. and ch. 4-193 F.A.C.; all subject to section 5.05.04.

ATTACHMENT D

- 9. Recreational facilities intended to serve an existing and/or developing residential community as represented by all of the properties/lots/parcels included in an approved preliminary subdivision plat, PUD or site development plan. The use of said recreational facilities shall be limited to the owners of property or occupants of residential dwellings units and their guests within the area of approved preliminary subdivision plat, or site development plan.
- 10. Model homes and model sales centers, subject to compliance with all other LDC requirements, to include but not limited to, section 5.04.04.
- 11. Public schools without an agreement with Collier County, as described in LDC <u>section 5.05.14</u>. Additional standards in LDC <u>section 5.05.14</u> shall also apply; however, any high school located in this district is subject to a **compatibility review** as described in LDC <u>section</u> 10.02.03.
- 12. Waterfront sporting and recreational camp for water-related or dependent uses for fishing, boating and recreation on a property of no less than 0.5 acres, which may include up to two (2) docks, one (1) boat slip, four (4) recreational vehicles or park model trailers and one (1) camp house for temporary overnight stay.