

**JOINT CITY COUNCIL/COUNTY COMMISSION WORKSHOP**

July 31, 1991 - 9:00 a.m.  
City Council Chamber  
735 Eighth Street South, Naples, Florida

**CITY OF NAPLES**

Present:

Kim Anderson, Mayor

John M. Passidomo,  
Vice Mayor

R. Joseph Herms  
Alan R. Korest  
Fred L. Sullivan  
Council Members

Absent:

William E. Barnett  
Paul W. Muenzer  
Council Members

Also Present:

Dr. Richard L. Woodruff,  
City Manager  
Ann (Missy) McKim,  
Comm. Dev. Director  
Adm.  
Jon C. Staiger, Ph.D.,  
Natural Resource Mgr.  
John Cole,  
Chief Planner  
Tara Norman,  
Public Info. Officer  
Susan Golden,  
Planner I  
George Henderson,  
Sergeant-At-Arms  
Marilyn McCord,  
Recording Secretary

**COLLIER COUNTY**

Present:

Michael J. Volpe,  
Vice Chairman

Max A. Hasse, Jr.  
Burt L. Saunders  
Commissioners

Absent:

Anne Goodnight  
Chairman  
Richard Shanahan  
Commissioner

Also Present:

Neil Dorrill,  
County Manager  
Tom Oliff, Asst. to  
the County Manager  
Martha Skinner,  
Public Services  
Jennifer Pike, Asst.  
to the County Mgr.  
Ken Cuyler,  
County Attorney  
Frank Brutt,  
Comm. Dev. Admin.  
Murdo Smith,  
Parks & Rec. Dir.  
Russell Shreene,  
Housing & Urban  
Improvement Director

See Supplemental Attendance List - Attachment #1

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NOTE: Mayor Anderson suggested that Items 1 and 2 be discussed simultaneously.

**ITEM 1**

**TOURIST DEVELOPMENT TAX**

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**ITEM 2**

**BEACH RENOURISHMENT COMMITTEE**

Mayor Anderson expressed the hope that Council would work with the County to form a unified committee to develop a comprehensive plan and make a ten-year commitment with regard to beach renourishment.

City Manager Woodruff commended the County staff, and agreed that there was no question the City and County must work together. Although legislation allows for 44% of the TDC (Tourist Development Council) funds to be used for beach renourishment, he reported that that would generate only approximately one-fifth of the funding actually needed. Dr. Woodruff remarked that the only way this project would work would be through a long-range venture, and the City would not be opposed to implementing a permanent plan.

Vice Chairman Volpe stated that for a successful ten-year commitment he would anticipate a pay-as-you-go approach or bond financing. The City Manager explained that County Manager Dorrill and his staff were currently working on those options. He commented that much of the financial power would be lost were beach renourishment to be broken into annual projects, and he would support comprehensive competitive bidding in

order to renourish larger sections of the beach.

Commissioner Saunders said that short-term funding sources would have to be found to supplement a long-range plan. He brought attention to the fact that a significant part of the TDC funds were contributed by Marco Island and must be used for Marco beaches. He suggested that the County and City Managers meet to discuss the actual funds available and what would be appropriate to spend on Marco.

Exactly what the TDC funds would be used for is the basic question in the minds of most people, remarked Commissioner Hasse. He noted that the popular opinion was that those funds were to be used for beach maintenance rather than renourishment. Mayor Anderson pointed out that beaches would not be renourished without subsequent maintenance, and that without renourishment there would be no beaches.

The County Manager suggested that some type of a sinking fund be included in the analysis of funds in order to have cash available for perpetual beach maintenance.

Council Member Sullivan reported that a survey, made by the Naples Civic Association, had revealed that the community did not place a high priority on beach renourishment, and he was unsure that the citizens would be eager to commit to a ten-year bond payment with the possibility that at some point in time large sections of the beach could actually disappear. He asked that careful consideration be given to the aforementioned survey. Mr. Sullivan added that past maintenance for navigation would not cease, and that such beach-related maintenance could be accomplished with TDC funds.

City Manager Woodruff indicated that the only way in which long-term beach renourishment could be achieved would be through a change in the

legislation. He suggested that it would be easier to institute a ten-year plan at this time than it may be in the future. Dr. Woodruff explained that a consensus should be reached stating that long-term beach renourishment was desired. He pointed out that such a consensus would place the City and County in a posture of approval at the State level. The City Manager said that he would strongly encourage a comprehensive approach whereby both staffs, the TDC, and the Beach Renourishment/Maintenance Committee would return with their recommendations.

Commissioner Saunders agreed that a long-term commitment would be best. He called attention to the fact that some of the largest expenses of beach maintenance are the mobilization and demobilization of dredging equipment, and that those tasks spread over many years would greatly decrease their efficiency. Mr. Saunders said that everyone present was committed to some form of beach renourishment and that the focus should be on how realistically it could be funded.

Vice Chairman Volpe referred to the fact that significant stretches of beach are in unincorporated areas of the County, and that those residents expect additional services. Utilization of the TDC funds should include maintaining the beaches in an orderly manner, and he suggested that consideration be given to using those monies for personal services, such as additional park rangers.

Council Member Herms proposed that the anticipated \$1.5 million in TDC funds may accomplish the desired results if creative alternatives such as flow-through groins and the Parker Sandweb Method were employed. His personal standpoint, he said, would be to commit a certain level of funds to beach renourishment and maintenance, and another level for other items including improvements and services, and that it was imperative to allocate funds to each

of those areas.

A framework of future discussion should be established, Vice Mayor Passidomo advised, and both unilateral and comprehensive approaches considered. Long-term beach renourishment was recognized as best serving the community, he said, and funding needs to be examined.

Council Member Korest stated that in his opinion the main purpose of this meeting was to arrive at the consensus that a long-term comprehensive plan was needed. Mr. Korest expressed support for revision of the County ordinance to commit 44% of the TDC funds for ten years to facilitate funding of a comprehensive plan. He suggested that Managers Dorrill and Woodruff and their staffs work together in order to identify the key issues and how to best address them, keeping in mind the needs of the entire County.

In answer to Vice Chairman Volpe's question, City Manager Woodruff stated that the entire beach renourishment matter needs to be driven by the comprehensive plan.

Mayor Anderson inquired whether everyone shared the opinion that a comprehensive County-wide plan should be developed, which would include beach renourishment and maintenance, beach access, methods to accomplish those goals, and methods of funding.

Council Member Herms said that he did not agree with the consensus and that it was important to understand that the City's needs and County's needs are different and are very separate issues.

He expressed the opinion that the County Commissioners should make their decisions as to how the TDC funds should be allocated, which would allow for a clearer understanding of what resources would be available. Mr. Herms remarked that this was a critical period in the community and that approving projects which involve large additional costs could put the City into a

political quandary.

Commissioner Saunders stated that it was necessary to all work together on this issue and that in his opinion the County Commission was being extremely fair in spending County funds for beach renourishment. "This is a County-wide benefit. To suggest we'll deal with ours and you will deal with yours is a step backwards. If the County starts waivering, I'd hate to see that happen," he added.

The issues relative to the City could possibly move forward at a faster rate, said Council Member Herms, however, he did admire the ability of the City and County to work together. Mr. Herms asked if the intent was to disband the Renourishment/Maintenance Committee. Mayor Anderson suggested that the Beach Renourishment/Maintenance Committee could set the cornerstone of the committee to be formed.

It is necessary to recognize, noted Mayor Anderson, that 80% of the beach is used by County residents, and that without unifying a comprehensive plan the City residents would be funding beach renourishment. A unified committee could identify the most critical areas in the County, the Mayor added.

Commissioner Saunders said that citizens' committees were not cognizant of the necessary technical information and that perhaps the best process for making decisions would be to establish a "truly technical" committee.

Council Member Herms stated that he would support going forward with a comprehensive plan as long as it would represent a continuation of what had already been established by the Beach Renourishment/Maintenance Committee. Commissioner Hasse agreed that the knowledge already accumulated must be utilized, and said that a melding of the community would be helpful in this process.

Vice Chairman Volpe agreed with the concept of a single committee, but added that representation on that committee would be important and that Marco Island and unincorporated Collier County should be represented. Commissioner Saunders said that he also would have no problem with a unified plan.

Council Member Sullivan commented that if the Beach Renourishment/Maintenance Committee had begun without technical skills, it had developed them, and that it was "common sense" to utilize what had been already accomplished.

Answering Commissioner Saunders' question, City Manager Woodruff explained that although application had been made for TDC funds, a presentation to the TDC had not yet been made. He stressed that application for the project had been submitted in order to emphasize the fact that a comprehensive plan was needed. The application submitted was not technically specific nor did it indicate using any specific area of the beach.

Vice Mayor Passidomo said that in his opinion beach renourishment in a coastal community was a political issue and that a citizens committee with technical advisors would be a viable way to approach the matter. He added that in his opinion anyone holding a political office should not be on the committee.

Council Member Korest said that he too supported the creation of a comprehensive plan, however the issue should be submitted to staff first in order to identify the key issues.

Mayor Anderson announced that it was the consensus of the County Commission and City Council to proceed with a comprehensive plan for beach renourishment.

Mr. Ron Pennington, Chairman of the Beach Renourishment/Maintenance Committee, reviewed the history of beach renourishment in the County.

When the Committee had been established, it was for the purpose of determining sand sources, techniques available, cost effectiveness, determining the most critical areas, and analysis of all funding sources available. Mr. Pennington reported that the Committee had originally included two technical advisors, Mr. Frank Blanchard from Marco Island, and City Natural Resources Manager Jon Staiger, both of whom are still involved with the Committee.

Mr. Pennington suggested that the new committee be comprised of one County Commissioner, one Council Member, four County citizens, and two technical advisors.

Much technical knowledge had been gained, commented Mr. Pennington, and the Committee had worked closely with Coastal Engineering Consultants, Inc. He distributed information to the group which illustrated beach renourishment project areas, a project timetable, and funding requirements. Mr. Pennington explained that the City had become educated with regard to ongoing beach renourishment activities, and that the intent of the Committee had been to build on that education. Because of State and Federal requirements, he added, beach renourishment was not an easy task.

Mr. Pennington reported that definite projects and their costs had been identified in the TDC fund application process. He explained that the County had submitted requests for State funding and that further funding was being sought.

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### **ITEM 3**

#### **BEACH PARKING PROGRAM**

City Manager Woodruff introduced Finance Director Harrison and said how fortunate the City was to have him on its staff.



The Finance Director briefly explained the beach parking program, whereby the County had agreed to pay one-third of the total costs of operating the program, one-half of that share to be paid at the start of each fiscal year and an amount not exceeding the other one-half of the obligation after an audit of the City's books. The Interlocal Agreement provides for the City's annual beach parking budget to be submitted for review by the County not later than June 1st annually, however Mr. Harrison acknowledged that due to changeovers in the City staff, the City had been delinquent in providing the 1992 budget to the County. He called attention to the fact that beach parking revenues had increased this past year and that all indications pointed to the County's share for 1992 being lower.

City Manager Woodruff reported that 45,000 permits had been issued during the past year, with approximately 80% of those being utilized by County residents. It is an expensive operation, he said, and when the County entered into this agreement there was no realization of what the true utilization would be. Dr. Woodruff said further that the number of employees needed to police the beaches created a much larger budget than either party had expected when the program first began. In addition, expanded trash and parking facilities were required.

County Manager Dorrill explained that the beach parking program was included in the County's Parks & Recreation budget and that it had been disputed whether the agreement had been fairly distributed. There had been a 500% increase in the County's contribution to the program, he noted, and from the County's perspective there had been many unrelated costs in the past. The City Manager assured the County staff and the Commissioners that a breakdown of all costs would be submitted. He agreed that the figures should be reviewed closely, however, the final cost to the County per permit is only approximately \$3

whereby the City's costs are substantially higher.

Council Member Herms suggested that as a potential funding source the City consider issuing annual passes similar to those dispensed by the County at a cost of \$30 per year. Vice Chairman Volpe added that charging for passes could raise considerable funds for beach renourishment.

Vice Mayor Passidomo emphasized that serious questions had been raised with regard to the expense of the beach parking program, and agreed that a detailed report was needed. The City's constituents pay for beach privileges, he remarked, and perhaps others should pay for that privilege as well. Mr. Passidomo proposed that as the County reassessed its participation in the program, that the City also explore its opportunities.

Council Member Korest asked if the County would be agreeable to paying its 1991 charges even though the City was late in its billing. The County Manager noted that rather than simply paying the bill, the County may negotiate the second payment.

The City Manager pointed out that both parties had entered into an agreement without experience.

Now that the flaws in the agreement had been realized, some restructuring may be necessary. Dr. Woodruff emphasized that the City and the County need to be communicating within the next several weeks if either party plans to make changes to this agreement.

Mayor Anderson recommended that staff examine the beach parking program and that it be further discussed at a Council Workshop.

Commissioner Hasse expressed a desire to cooperate with the City in all aspects of County affairs, however, alternate options for County

residents should be investigated.

Council Member Herms suggested requesting volunteers to survey County residents to determine whether they would obtain permits if a fee was instituted.

City Manager Woodruff advised that complete, detailed information relating to the beach parking program would be provided to the County by August 15. The County will determine whether or not it will continue to participate in the beach parking program.

BREAK: 11:15 a.m. - 11:30 a.m.

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#### ITEM 4

##### AFFORDABLE HOUSING

Naples Community Development Director Missy McKim disclosed that the City does not desire to participate in the initial phase of the linkage and impact fee study because it appeared to be a duplication of the work already undertaken by the County. However, the City would be interested in participating in later phases involving the National Development Council's calculations of a recommended linkage fee. The City would like to be kept abreast of the County's timetable and implementation of a linkage or impact fee in order for the City to participate at a more appropriate time in the process, she added.

Ms. McKim informed the group that the formation of a joint City/County Affordable Housing Commission had been discussed at the last Joint Meeting. Press releases had been provided to the local media announcing the nine vacancies, with an August 23rd application deadline. Council and the County Commission will be appointing members to the Commission in September, with the first meeting scheduled for early October. She explained that the County had adopted an

ordinance establishing the Commission and outlining its functions and priorities.

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## ITEM 5

### CONTRACTOR'S LICENSING ISSUES

City Manager Woodruff reported that during the recent interview process for the Contractors Examining Board, attention was called to the fact that the Board was essentially handling mundane functions; primarily lawn maintenance licensing.

He said that better service could be achieved through a joint effort between the City and the County, and was asking for concurrence from staff to study this concept.

Commissioner Hasse agreed that consolidation of the licensing process would be "good sense," however, Commissioner Saunders expressed concern that the County Licensing Board would be overburdened.

Community Development Director McKim pointed out that the County's licensing system for contractors was far superior to what the City had to offer. The City would gain from the added service, particularly in the area of enforcement, she added.

In answer to Commissioner Hasse's question, Ms. McKim confirmed that the City honored County licenses, and vice-versa. However, the County does not license lawn maintenance businesses, whereby the City does require that they be licensed.

ADJOURN: 12:00 p.m.

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KIM ANDERSON, MAYOR

JANET CASON  
City Clerk

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Marilyn McCord  
Recording Secretary

These minutes of the Naples City Council were  
approved on \_\_\_\_\_.

Attachment #1

**SUPPLEMENTAL ATTENDANCE LIST**

July 31, 1991

Werner W. Haardt  
Ron Pennington  
Fern Aitchison  
Tom Riley

Charles Andrews  
Lyle Richardson  
Tom Morgan  
Mike Slayton

**NEWS MEDIA**

Traci Griffith, WNOG  
John Lunsford, Naples Daily News  
Jerry Pugh, Palmer Cable  
Paul Kenney, WBBH-TV  
Tim Engstrom, Fort Myers News-Press

