



City of Naples

City Council Chamber
735 Eighth Street South
Naples, Florida 34102

City Council Workshop Meeting – December 13, 2010 – 8:30 a.m.

Vice Mayor Sorey called the meeting to order and presided.

ROLL CALL.....ITEM 1

Present:

John Sorey, III, Vice Mayor

Council Members:

Douglas Finlay
Teresa Heitmann
Gary Price, II
Samuel Saad, III
Margaret Sulick

Absent:

Bill Barnett, Mayor

Also Present:

William Moss, City Manager
Robert Pritt, City Attorney
Tara Norman, City Clerk
Vicki Smith, Technical Writing Specialist
Roger Reinke, Assistant City Manager
Jessica Rosenberg, Deputy City Clerk
Robin Singer, Planning Director
Ron Wallace, Streets & Stormwater Director
George Archibald, Traffic Engineer
David Lykins, Community Services Director
Joe Boscaglia, Parks & Parkways Superintendent
Michael Bauer, Natural Resources Manager
Winona Stone
Robert Sullivan
Ted Soliday
Joseph McMackin
Ernest Linneman
Ted Baldwin
Alan Parker
Larry Schultz
Annette van Dongen
Deborah O'Brien
Cam Zarroli
Ted Trimmer
Scott Cameron

Keith Cullinan
Thomas Yeager
Scottie Yeager
Bill Confoy
Gene Gardner
Bob Barrows
Janice Miller
Judith Chirgwin
John Tobin
Chuck Patterson
Tom Perbix
Cormac Giblin
Judy Kaplan
Margot Hickson
Don Ryan
Mary Henderson
Homer Scoville
Jon Sewell
Richard Evans
Steve Harrison
Jean Moore
Cynthia Hodge

Media:

Tracy Miguel, Naples Daily News
Other interested citizens and visitors.

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PUBLIC COMMENT **ITEM 3**

None.

SET AGENDA **ITEM 2**

MOTION by Heitmann to SET THE AGENDA as submitted; seconded by Sulick and unanimously carried 6-0 (Finlay-yes, Heitmann-yes, Price-yes, Saad-yes, Sorey-yes, Sulick-yes, Barnett-absent).

..... **ITEM 4**

INTERVIEW WITH CANDIDATE FOR THE PUBLIC SCHOOL CONCURRENCY PROGRAM CITIZENS ADVISORY GROUP. Candidate Michelle Arnold was interviewed.

..... **ITEM 5**

COLLIER COUNTY REPRESENTATIVE'S PRESENTATIONS. Representatives of Collier County were invited to discuss its Productivity Committee and Rapid Process Improvement Program. Steve Harrison, Chair of the Collier County Productivity Committee, explained that this is an 11-member volunteer group operating since the early 1990's. Its work is based on requests by the County Commission and Constitutional Officers; it also initiates its own studies which must however be approved by the Commission. The membership contains what Mr. Harrison described as extensive and varied private sector, extra-government experience. The County provides administrative support via the Assistant to the County Manager.

Typically, committee involvement includes budgeting, growth management planning, and impact fees to assure relevance to level of service. At the Committee's behest, the County hired a process improvement staffer to identify efficiency improvements; the Committee's work has been credited with reducing the County budget by as much as 22%. However, a Committee proposal to consolidate back office functions for constitutional officers at a potential savings of \$50-million had not been positively received, Mr. Harrison said.

Should the City proceed with such a committee, Mr. Harrison cautioned that the activities tend to be intensive, including use of subcommittees and drafting its own reports.

Winona Stone, Corporate Planning and Performance Improvement Consultant to the County Manager, provided an electronic presentation of the technical aspects of the Rapid Process Improvement Plan and information on the Florida Benchmarking Consortium program. (It is noted for the record that a printed copy of this presentation is contained in the file for this meeting in the City Clerk's Office.) She defined performance measurement as "The regular collection of specific information about the effectiveness, the quality and the efficiency of government services and programs".

She then explained that benchmarking and performance measuring is generally resisted by those being examined due to demands on staff time, a lack of criteria for measurement, and the potential that the examination will result in criticism. Ms. Stone also reviewed benchmarking reference areas and explained that performance measurement is merely one part of overall effective improvement. With regard to the Florida Benchmarking Consortium, Ms. Stone recited the mission statement as, "Local governments collaborating to achieve service improvement by measuring and comparing performance". Collier County is one of the charter members, she noted; however, this membership does not cover participation by municipalities within the County.

In further discussion, various Council Members indicated interest in measuring performance in such areas as investments, the relationship between benchmarks and employee compensation

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and benefit packages, and the variety of aspects that must be measured in order to provide a complete picture of a particular service. It was noted that further consideration would be given to implementation of such a program for the City of Naples.

NAPLES AIRPORT AUTHORITY (NAA) ITEM 7

City Council received concerns from citizens regarding the termination of the NAA Part 150 Noise Compatibility Study and the abolishment of NAA's Technical Advisory Committee. The Chair and Executive Director of the NAA have been invited to explain how and why these decisions were made by the NAA Board of Commissioners. A representative of the former NAA Technical Advisory Committee will also be present to provide additional information. Discussion may include other matters pertaining to the NAA operations and proposed capital improvements. Prior to commencement of this discussion, Vice Mayor Sorey asked that, due to the variations in opinions with regard to this matter, those participating be respectful of the needs and views of others. The purpose of that day's discussion, he said, was to gather factual information about noise issues and not the matter of the proposed increase in runway length on which the City Council sits in a quasi-judicial capacity. Later in the discussion City Attorney Robert Pritt confirmed that discussion of the proposed extension of runway 5/23 should be held for future action due to a pending petition in that regard; other issues may be discussed freely, he added.

Robert Sullivan, Chair of the Naples Airport Authority (NAA), enumerated materials that were provided to Council in preparation for this discussion. (It noted for the record that this information, as well as other materials provided during the course of this agenda item, are contained in the file for this meeting in the City Clerk's Office.) Mr. Sullivan indicated that these documents were intended to illustrate the process by which the NAA had determined not to proceed further with the Part 150 noise study at that time. Mr. Sullivan noted the presence of the following individuals who were available to participate: Ted Baldwin, noise consultant of Harris, Miller, Miller & Hanson; Ted Soliday, Executive Director of Naples Airport; various members of the airport senior staff; fellow NAA Commissioner Ernest Linneman who serves as the NAA liaison to the Noise Compatibility Committee (NCC) and the Part 150 study; NAA attorney Joseph McMackin; and Byron Mead, NCC member. Mr. Sullivan then pointed out that Mayor Barnett had served on the NCC since 2004.

Mr. Sullivan explained that the Part 150 noise study had been terminated by the NAA with the recommendation of the NCC, the noise consultant, and executive director for the following reasons:

- A 48% decrease in traffic at the Naples Airport had been experienced since 2005;
- Continuing the study would have established a negative benchmark that would have actually reduced future noise attenuation efforts, including cooperation from the FAA (Federal Aviation Administration); and
- A 2010 study finding was expected to have allowed residential zoning in closer proximity to the airport.

Mr. Sullivan further pointed out that the noise consultant had provided compelling reasoning to terminate the study and to utilize unspent funds to further implement noise improvements cited in the same study conducted in 2005. He also explained that with the reduction in traffic, the departure and arrival routes adopted as a result of the 2005 study would accrue to significantly less impact in 2010, making their continued utilization the most effective in addressing noise.

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Mr. Sullivan strongly asserted that cancellation of the Part 150 noise study was in no way used as a means of silencing the Technical Advisory Committee (TAC/advisor to NCC). The NCC, he said, had been in existence since the 1980's for the purpose of advising the NAA on noise compatibility issues. It had been allowed, at its discretion, to utilize a subcommittee (TAC) to study detailed technical matters such as the Part 150 study; some individuals serve on both committees, he added. In this instance, the NCC, three members of which also serve on the TAC, voted unanimously to endorse termination of the Part 150 noise study, Mr. Sullivan explained; subsequently the NCC voted unanimously to allow the TAC to dissolve.

In conclusion, he stressed that a cross-section of the community is represented on the NAA, NCC and TAC, allowing decision-making in the best interests overall. He said that the NAA is unanimous in its support of cancelling the Part 150 noise study so that the approximately \$250,000 saved may be diverted to noise attenuation.

Council Member Price noted the importance of developing an understanding on the part of the public with regard to the distinction between the current situation, which he said is quieter, and the level of airport traffic in 2005. Mr. Sullivan said that there were 162,000 operations in 2005-06 compared to 86,000 in 2010, making noise abatement measures based on the 2005 study more effective than if based on a measurement in 2010. In response to Council Member Saad, airport noise consultant Ted Baldwin echoed Mr. Sullivan's comments and defined a SID (standard instrument departure) as a safety measure to expedite traffic flow from the airport and therefore reduce the workload of control towers and pilots. SID's range in complexity, he said, from merely advising a pilot to turn to a magnetic heading at some point after leaving the field to RNAV (aReA NAVigation), which utilizes global positioning system (GPS) satellite guidance and provides a much stricter adherence to narrower departure corridors. Should the NAA pursue an RNAV SID, Mr. Baldwin predicted, Southwest Regional Airport in Lee County would be supportive since their air traffic control would have more assurance as to the location of aircraft departing Naples. Mr. Saad then questioned the advisability of terminating the Part 150 noise study if Southwest Regional has input into the location of a Naples SID. Mr. Baldwin explained that the corridor established over Fifth Avenue South, west to the Gulf of Mexico, had been determined by the Naples TAC to be the route affecting the fewest people and had been officially approved by the FAA; this route would not be changed absent a request by the NAA, he added.

Council Member Finlay asked whether the primary concern with using 2010 noise data would be a reduction in the area covered by noise contours. Consultant Baldwin reiterated that it does not seem prudent to present a new study to the FAA with revised data merely to confirm that the NAA wishes to continue its current program. Mr. Baldwin also pointed out that his firm's analysis had been based on exacting instructions from the TAC, and had resulted in confirmation of the identified corridors. He further distinguished for Mr. Finlay the reasons for variation in flight paths between categories of aircraft. Council Member Sulick confirmed with Mr. Baldwin that should the Naples Airport be granted an RNAV SID, the results would be planes adhering to a tightly defined corridor over Fifth Avenue South and not branching out over neighborhoods. The Fifth Avenue South procedure has been in place since the mid-1990's, he added.

In response to Council Member Heitmann, Mr. Soliday said that with establishment of a RNAV SID, compliance with a flight path would be required, not merely requested which is currently the case, by the Naples control tower. Utilizing smaller noise contours does not contribute to achieving FAA approval for implementation of a particular SID; this, Mr. Soliday pointed out, is a

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reason to utilize contours established from 2005 data which is greater than current forecasts of air traffic in Naples in 2020. This recommendation, he added, had also received the unanimous approval of the TAC. Mrs. Heitmann then inquired as to how compliance records are kept. Mr. Soliday indicated that this is the responsibility of the federal government, which is in charge of aircraft once they leave the ground. However, because of a computer linkage, this data will also be available to the NAA and violations of SID's would then be reported to the FAA, which has enforcement authority.

Recess: 10:23 a.m. to 10:32 a.m. It is noted for the record that the same Council Members were present when the meeting reconvened and discussion of Item 7 continued.

Noting a prior admonition by City Attorney Pitt, Vice Mayor Sorey advised those registering to address Council that while they would be free to mention the issue of the runway extension, the Council could not comment at that time.

Public Comment: (10:34 a.m.) **Alan Parker, president of the Old Naples Association, 408 16th Avenue South**, indicated that he had served on the TAC as well as the NCC. He then provided a document dated October 11th and prepared by the NAA's noise consultant, which he said the NAA had not provided to Council. (It is noted for the record that a copy of the aforementioned document, as well as others referred to by Mr. Parker, and a printed copy of his electronic presentation, are contained in the file for this meeting in the City Clerk's Office.) He clarified that the Fifth Avenue South flight path referred to above had been initiated some 14 years before when this, and an alternate path over Naples Bay, had been reviewed. He however questioned the population counts on which the choice was made. He then reviewed the rationale and background for conducting a Part 150 noise study, pointing out that the decision to fund the study locally actually freed NAA from any requirements which might have been imposed by the FAA should that agency have underwritten the cost. Mr. Parker then asserted that the NAA had actually terminated the study prior to a recommendation from the NCC and that NCC had not consulted its subcommittee, the TAC. This had foreclosed any opportunity for the TAC membership to reach consensus on the proposal. He also took issue with references to TAC contained in the aforementioned October 11th memorandum regarding alternatives to proceeding with the Park 150 noise study.

Mr. Parker went on to point out that current traffic volume at the airport should not be considered in any determination with regard to the Part 150 noise study, noting that the volume in fact is the same as the prior year, although no consideration of halting the study had been proposed at that time. He also made the following points:

- Total operations data has little bearing on noise;
- There is no line item specifically identifying jet aircraft which represent the primary source of noise;
- Data does not include a projection with regard to jet aircraft which might utilize the proposed 5/23 runway extension, although TAC had requested that this data be modeled, regardless of whether the FAA had required it;
- There is a difference in population of merely 126 people (based on number of dwelling units) between the area affected by a flight path over Naples Bay and the chosen Fifth Avenue South path;
- Flight paths however are not concerned with volume, only population and noise contours;
- A City estimate indicates that approximately 440,000 people are expected to attend the 140 special events between October and May in the Fifth Avenue South corridor although these people are not taken into consideration in establishing flight paths;

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- The City nevertheless encourages and supports the above events as well as attempts to draw visitors and shoppers through expenditures to enhance the redevelopment district, including new lighting and parking garages;
- The establishment of a SID will more or less formally institute a flight path over Fifth Avenue South and Old Naples;
- While the TAC endorsed the aforementioned SID (standard instrument departure) rule, Fifth Avenue South departures will be even more compressed, even though with a runway extension, planes will be slightly higher over Fifth; and
- Regardless of results which are forthcoming, the Part 150 noise study should be completed if for no other reason than to substantiate the noise abatement procedures which have been implemented to date.

Larry Schultz, a former member of both TAC and NCC, continued the presentation by further taking issue with the failure to recognize the impact of jet aircraft as a separate class in noise assessment. He said that an increase in jet traffic could be substantiated by a recent report at an NAA meeting that jet fuel sales had increased. He said he therefore did not accept that discontinuance of TAC could be attributed to a decrease in traffic volume at the airport. He reiterated Mr. Parker's concerns with regard to the potential noise impact on Fifth Avenue South. He also took issue with the NAA's assertion that Fifth Avenue South business owners and patrons are not concerned about increase aircraft noise, because those with whom he had spoken expressed alarm when he advised them of a potential for increased air traffic and noise.

In addressing the dissolution of TAC, Mr. Schultz described the intensity with which the group had worked, including meeting with various aspects of the community such as aircraft operators; he also stressed that the group provided important citizen involvement in the noise abatement process. The dissolution of TAC, he said, was wholly unexpected and took place without members' knowledge; in addition, he conjectured that this action was taken because TAC had become a hindrance to airport expansion, runway extension, and the aforementioned Fifth Avenue South flight path. He said he had also learned that in 2009, the NAA had been negotiating with Jet Blue to introduce planes of 120,000 pounds and had indicated to the airline that it was working aggressively to expand its runways. Although the airport currently has a 75,000-pound weight limit, the runways had tested at 150,000 to 200,000 pounds.

In conclusion, Mr. Schultz asserted that the NAA had prematurely terminated the Part 150 noise study and, by discontinuing TAC, had foreclosed the opportunity for citizens to participate in decision-making both with regard to the Fifth Avenue South flight path and the runway extension. Later in the meeting, he explained that Council was therefore being asked to request that NAA reinstate both the study and the TAC membership prior to resignations, as well as conducting a public dialog regarding the results of the Part 150 noise study once it is completed.

Council Member Finlay established with Mr. Schultz that the sole purpose of TAC was involvement with the Part 150 noise study; Mr. Schultz also concurred with Mr. Finlay's assessment that noise levels were more significantly impacted by a slight change in jet traffic than by a larger change in traffic by smaller aircraft, such as flight school operations. Mr. Schultz said that the TAC was also interested in the impact upon surrounding neighborhoods from single-event takeoffs, as well as the large disparity in the number of operations between the winter and summer seasons. Mr. Finlay then asked for further clarification of the TAC's support of a SID over Fifth Avenue South in light of what appeared to be unfavorable remarks by Messrs. Schultz and Parker. Mr. Parker said that while the idea of a SID was supported, the TAC had not adequately reviewed the specifics of one location; namely, Fifth Avenue South

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(Old Naples), which is also impacted by landings. He further asserted that departures at higher altitudes do not necessarily equate to reduced noise in areas closer to an airfield; however, improved economic conditions and availability of a longer runway should be taken into account when making projections for 2015, he added.

In response to Council Member Saad, Consultant Baldwin explained that the NBAA (National Business Aviation Association) close-in procedures and distant procedures involve complex elements for corporate pilots in order to reduce noise. These procedures had been analyzed in detail by TAC, which had recognized the close-in procedure as being appropriate for the local field. However, NBAA close-in procedures would still be in effect, regardless of whether a SID is implemented, he added, because SID's deal with routes and dispersion of aircraft. He also discussed efforts to work with the FAA to increase the height of approach on landings which has been determined to be quieter, he added.

Council Member Price expressed frustration that the issue of displaced thresholds/runway length could not be a part of the Council's discussion, particularly in light of the fact that concern exists on the part of the public in this regard. City Attorney Pritt reiterated that displaced thresholds was the subject of a quasi-judicial hearing which the Council had recessed and not completed; therefore, comments received at that day's meeting would be considered ex parte communications only.

Council Member Sulick stated that she did not concur with assessing the impact of airport noise in the same manner for visitors as for residents and asked Consultant Baldwin to review FAA standards for impact on areas surrounding an airport. He responded to the effect that, while detailed, the FAA standards are intended to be guidelines and not a substitute for local decision-making to deal with land use compatibilities. In fact, he noted, local regulations have been established which are more stringent than the FAA guidelines, a factor contributing to the NAA succeeding in banning Stage II jets.

Council Member Price sought clarification that when speaking of the Fifth Avenue South flight path, only those flights on IFR (instrument flight rules) are required to use that route; however, Mr. Parker pointed out that planes on IFR are the ones creating the greatest noise. Mr. Price stressed the importance of continuing to achieve a balance between the airport and the community and expressed appreciation to those who strive to achieve that balance.

Council Member Heitmann asked Consultant Baldwin to explain why the TAC had not received information about the NAA's proposal to lengthen runway 5/23 when it had been brought to Council in the spring. Mr. Baldwin said that in fact approximately three meetings as well as considerable written information had been devoted to TAC review of the runway proposal. He also noted that his consulting contract with the NAA, which had received extensive input from TAC, requires that he examine changes in airport layout. Mrs. Heitmann made the same inquiry as it applied to runway weight limits; however, Mr. Baldwin said that he had confirmed with Airport Executive Director Soliday that there is no intent to raise the 75,000-pound weight limit, which is also included in the FAA forecast and applies to the Part 150 noise study. Further, he said, the noise exposure maps just approved by the FAA would be required to be redone if there were a substantial change in airport operations, such as increasing the weight limit. Therefore, he said that he is constrained to forecasting within the parameters of FAA approved operations, although he had opined that increasing the displaced thresholds would have the greatest reduction in the day/night average sound level of any measure, large or small, that could be

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considered. Mrs. Heitmann then confirmed with Messrs. Schultz and Parker that the concerns which they had enumerated above had been submitted, but not addressed, by the NAA.

Council Member Sulick took issue with assertions that the issues enumerated above had not been exposed to public scrutiny since all meetings by the NAA and its committees are open to the public, some of which are televised, as well as there being periodic presentations by the NAA to Council. She however stressed that a previously referred to meeting held September 8th by the NAA at Norris Community Center had been merely to fulfill a fact-finding requirement to complete a report to the FAA and had not been intended as an informational session for the general public. She expressed appreciation to all who had participated throughout the aforementioned process.

Public Comment: (cont.) (11:53 a.m.) The following speakers supported the NAA's decision-making: **Scott Cameron, Murex Drive; Thomas Yeager, 684 15th Avenue South; Scottie Yeager, 684 15th Avenue South; Cormac Giblin, NAA Vice Chair; and Tom Ryan, 1905 Eighth Street South.** The following supported both completing the Part 150 noise compatibility study and reinstating the TAC: **Richard Evans, 576 14th Avenue South; Annette van Dongen, 655 16th Avenue South; Deborah O'Brien, 450 Tenth Avenue South; Ted Trimmer, 134 16th Avenue South; Jean Moore, 1585 Airway Drive; Keith Cullinan, 410 Ninth Avenue South; Gene Gardner, 1004 Fifth Street South; Bob Barrows, Marina Manor I; Janice Miller, 628 Broad Avenue South; Howard Todd, 1014 Fifth Avenue South; Judith Chirgwin, Naples; Judy Kaplan, 380 Seventh Avenue South; and Margot Hickson, 2170 Gulf Shore Boulevard North.** **Bill Confoy, 130 Edgemere Way South, also a member of both the TAC and the NCC (Noise Compatibility Committee),** explained that he had voted to disband the TAC and suspend the Part 150 study based on his belief that measures such as imposition of SID's would in fact be more beneficial to residents, especially those living to the north of the airport as they create a more narrow flight path for aircraft leaving the immediate area and travelling that direction. The Fifth Avenue South corridor had been presented as one that could not be altered, he added, and he had been further led to believe that the runway 5/23 extension would be considered as a separate element. He also said that had he been aware of the correspondence referenced above regarding the ongoing pursuit of heavier commercial aircraft (Jet Blue), he would not have voted to disband the TAC. **John Tobin, 574 Broad Avenue South,** said he believed that individual Council Members should in fact express their opinions on the runway extension issue; City Attorney Pritt reiterated that this should not be discussed by Council as a quasi-judicial consideration remains pending. **Chuck Patterson, 520 Broad Avenue South,** waived comment when called. The following registered speakers did not respond when called: **Tom Perbix, 1601 Third Street South; Cam Zarroli, 878 Wyndemere Way; Cynthia Hodge, 842 Ninth Street South; and Mary Henderson, 777 11th Avenue South.**

Council Member Saad then requested further information with regard to whether the FAA is allowed to exercise greater control over the airport should the facility reach a certain passenger threshold. Airport Executive Director Soliday explained that in order to receive additional FAA funding as a primary service air carrier airport, 10,000 passengers, scheduled or unscheduled, must be achieved; at the present time, just \$125,000 funding per year is received from the FAA commensurate with the smaller number of passengers handled locally. Mr. Saad then asked for Mr. Soliday or NAA Chair Sullivan to describe those to whom the airport provides service. Mr. Soliday said that the airport is considered a community facility, including the surrounding Collier County area. Chairman Sullivan also said that the NAA is sensitive to all those affected by the airport, regardless of whether they live in the City or County. In further response to Mr. Saad, Chairman Sullivan expanded on this comment by stating the belief that the community desires

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commercial air service, not merely a facility for a privileged few; in fact, the NAA is mandated in its governing documents to bring commercial service to the airport. Mr. Sullivan said that should a survey indicate that there was no longer a desire for commercial service, the NAA's task would be greatly simplified. Council Member Saad recommended conducting such a survey funded jointly by the City of Naples and the NAA; he said he had received an informal quote for a community-wide survey of approximately \$6,500. Please see consensus below.

City Manager to work with NAA to develop recommendations for presentation at future workshop regarding a possible survey of the community to ascertain level of support for commercial airline service at municipal airport, including definition of community.

Noting that Council may only make a request of the NAA, discussion of various aspects of the consensus reflected below followed which pointed out the value of the TAC in gauging community sentiment and providing technical support. Council Member Sulick, the sole dissenter, said that while dialog and dissent are constructive, the Council should not step in the path of the NAA.

Consensus that Council requests the NAA, at its discretion, to reinstate and complete the Part 150 Noise Study and should the NAA deem it necessary, reconstitute the TAC, including prior TAC resignations, and provide full review of results of study in open public hearings / 6-1 (Sulick dissenting).

Recess: 1:16 p.m. to 1:39 p.m. It is noted for the record that the same Council Members were present when the meeting reconvened.

It is noted for the record that prior to discussion of item 8, consensus was reached due to time constraints to continue Items 6, 10, and 11 to that week's regular meeting.

(Continued to 12/15/10/see consensus above) ITEM 6

LAND USE / SUBDIVISIONS. Changes in State requirements for subdivisions, clarification of current City subdivision standards, and proposed revisions to the City Code of Ordinances will be discussed. These include administrative review of minor subdivisions; administrative approval of minor subdivisions of zero lot line properties within a perimeter plat; and a requirement to re-plat properties prior to development.

(Continued to 12/15/10 / see consensus above) ITEM 10

FIVE-YEAR GENERAL FUND SUSTAINABILITY ANALYSIS. The City of Naples, like most local governments, has been faced with significant fiscal challenges for the past three years. Revenues have declined substantially, and operating expenditures have been cut to allow adoption of balanced budgets. The City's General Fund provides many of the traditional City services, such as Police, Fire-Rescue, park and recreation programs, maintenance of landscaping and public buildings, planning, finance, and administration. The fiscal planning process includes a 5-year projection of revenues and expenditures for the General Fund in order to begin to address budget issues well in advance of the preparation of the annual budget. The analysis allows City Council to determine whether current expenses and levels of service are financially sustainable and what actions are required to insure an appropriate level of services within available financial resources.

(Continued to 12/15/10/see consensus above) ITEM 11

FIVE-YEAR COMMUNITY REDEVELOPMENT AGENCY/CRA SUSTAINABILITY ANALYSIS. Like the above referenced General Fund Sustainability analysis, City Council will review a 5-year projected revenues and expenditures analysis for the Community Redevelopment Agency to determine appropriate balance of operating expenses, capital improvements, and financial resources.

ITEM 8

APPEARANCE OF US 41 CORRIDOR, FROM FOUR CORNERS TO SEVENTH AVENUE NORTH, AND RELOCATION OF A PORTION OF US 41 TO GOODLETTE FRANK ROAD. Presentation will summarize previous improvements made to the US 41 corridor from Four Corners to Seventh Avenue North and potential for additional enhancements. A presentation will offer a proposal to relocate US 41 to Goodlette-Frank Road. Conceptual discussions regarding connectivity and appropriate land use along the US 41 corridor have occurred numerous times over the years. Some believe US 41 unnecessarily divides the City and discourages advantageous use of land on the east side of the corridor. City Council will be asked to consider a strategy for a transportation planning analysis to determine the feasibility and desirability to relocate a portion of US 41 to Goodlette Frank Road. Such relocation, if ultimately deemed appropriate by the City Council, will require approval and support from the Florida Department of Transportation, Collier County, and the Collier County Metropolitan Planning Commission. (1:39 p.m.) Ronald Wallace, Streets and Stormwater Director, first described improvements which had occurred in 2005 along US 41 (Ninth Street) north as far as Seventh Avenue as a result of the Gateway Program developed in conjunction with the reconstruction of the Gordon River Bridge. Mr. Wallace however pointed out that the amount of work which could be accomplished was constrained by a limited right-of-way and the design criteria of the Florida Department of Transportation (FDOT) which has jurisdiction over the highway, as well as the fact that it is maintained by Collier County. Nevertheless, he said, the roadway represents such deterrents as:

- Due to its six-lanes it creates a barrier for pedestrians and businesses;
- It hinders connectivity, land use, redevelopment and downtown circulation; and
- It prevents a unified feel between eastern and western sectors of downtown.

Because over 70% of the traffic on the aforementioned section of US 41 has a local destination, he said, it would be advisable for the City to gain control of the roadway so that Council could be the decision-maker on its function such as reducing the number of traffic lanes; therefore, Goodlette-Frank Road would become US 41. In addition, this would require the following:

- Establishing the feasibility in partnership with the FDOT and County;
- Identification of level of service issues;
- Identification of needed intersection improvements; and
- Identification of economic impacts to each governmental jurisdiction.

Mr. Wallace however cautioned that the storm sewer utility remains in the jurisdiction of the FDOT since it conveys runoff from beyond the boundaries of the section of US 41 under consideration for relocation, and particularly since failures are already being experienced in the system which was completed as late as 2004. Otherwise, the financial impact upon the City would be significant, he added, noting that various jurisdictions have utility systems within the rights-of-way of others.

Mr. Wallace then pointed out that in 1974 US 41 was changed from four to six lanes; Council had opposed it at that time, also requesting that it be rerouted around the City, he added.

Mr. Wallace explained that Kimley-Horn & Associates, a firm which had done extensive work for the City, had made a proposal to provide a corridor analysis evaluation, and operation and maintenance analysis, develop a preliminary implementation plan, and solicit public involvement. The estimated cost for these activities is \$50,000.

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Council Member Price urged that staff confer with both the Trent Green study and the recommendation by urban planner Andres Duany for rerouting traffic away from Four Corners (US 41 and Fifth Avenue South) as part of his work in the Fifth Avenue district. In response to Council Member Heitmann, Mr. Wallace confirmed that should the City gain control of downtown US 41, the left turn onto 11th Street South east of the Four Corners could be reinstated.

Jon Sewell of Kimley-Horn & Associates stated that his firm concurs with the reasoning and objections to six-laning US 41 that had been described by Council in 1974. (It is noted for the record that a printed copy of Mr. Sewell's electronic presentation is contained in the file for this meeting in the City Clerk's Office.) There is in fact precedent elsewhere in the state for roadways under the jurisdiction of the FDOT being re-designated. He said the key impetus is to, through the transportation network, achieve improved support for existing and future downtown land uses; therefore, the project would be viewed as land use related rather than transportation focused. One of the causes of a less attractive look among businesses on US 41, he said, is the overpowering nature of the six-lane highway passing in front of their doors. However, since the 1970's the state's focus has been moving traffic, he said, but restoring US 41 to four lanes would allow various improvements in access and circulation, such as enhanced pedestrian and bicycle safety. In addition, he said that he believed that Tenth Street, despite streetscape improvements, has not shown the hoped-for vitality due to the barrier constituted by difficulty in crossing US 41. He further said that this proposal is consistent with the 1994 redevelopment plan, as updated and amended, notwithstanding the similar issues and concerns raised in the 1960's and 1970's.

Mr. Sewell then reviewed possible approaches, depending on the justification chosen for the re-designation. However, this will entail addressing a full range of questions prior to meeting with the other governmental entities involved; namely, Collier County and the FDOT. For example, the County would transfer to FDOT maintenance responsibility for Goodlette-Frank Road, which has capacity to accept a re-designation of US 41 up until as late as 2025. For the City to assume responsibility for US 41 from Golden Gate Parkway to the southern City limits, other matters must be addressed such as the FDOT's stormwater system mentioned by Mr. Wallace above. This will be among the factors examined in his firm's study, Mr. Sewell said.

Mr. Sewell then explained that because of decreased construction traffic and the trend for motorists to combine trips, traffic volumes all over the state have declined; in the case of local traffic, a shift from US 41 to Goodlette-Frank Road has already actually occurred. He then discussed examples of intersection enhancements which would be needed both in the short, and longer, (20-years) term. He then enumerated the following advantages of re-designating Goodlette-Frank Road as US 41:

- Allows for a roadway (Ninth Street) possibly designated as "Tamiami Trail" to serve as the community's Main Street with gateways to various other downtown segments;
- Addresses problems with pedestrian usage of the intersection at Fifth Avenue South and Ninth Street South (Four Corners), even possible implementation of a roundabout;
- Reduces Collier County's financial liability for maintenance of Goodlette-Frank Road;
- Facilitates the expansion of Downtown Naples and the community's redevelopment objectives by making sites east of Ninth Street more attractive in this regard;
- Resolves infrastructure conflicts (utilities, pedestrian facilities, parking);
- Improves community character; and
- Provides a highly supportive strategy for businesses and property owners.

In order to accomplish the above, Mr. Sewell listed the following:

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- Extend downtown streetscape design farther on Fifth Avenue South to the intersection of Goodlette-Frank Road (with possible restoration of the median cut at 11th Street South);
- Phase in additional landscaping and on-street parking along Ninth Street from Fifth Avenue South to Seventh Avenue North;
- Design and install gateway features on Fifth Avenue South near Goodlette-Frank Road and on Ninth Street near Seventh Avenue North; and
- Examine future streetscaping of Ninth Street in a phased-in process north and east from Four Corners.

In conjunction with his last point, Mr. Sewell referred to a road diet which occurs when travel lanes are converted to other uses such as on-street parking. He characterized this as the most effective traffic-calming device available since it slows traffic and thereby actually increases the carrying capacity of the thoroughfare. This, he reiterated, allows for safer pedestrian conditions. The proposed scope of services to be performed by Kimley-Horn was listed as follows:

- Transportation corridor evaluation and strategy development to identify operational issues and the feasibility of a state/county/city partnership;
- Transportation model and corridor alternative evaluation, utilizing much data already developed for other purposes;
- CRA (Community Redevelopment Agency) cost-benefit analysis of operations and maintenance, including from the standpoint of Tax Increment Financing (TIF) as approximately 50% of the district has yet to be developed; and
- Implementation plan development and recommendations.

In further discussion, Council Member Sulick, a City representative on the Collier County Metropolitan Planning Organization (MPO), stressed the need for the City to have control of the segment of US 41 that would allow restoration of unity in the redevelopment district and the City as a whole. Council Member Saad, also an MPO member, concurred and stressed that this is the primary opportunity to enhance the character of the City. He also suggested the possibility of routing US 41 over Vanderbilt Beach Road to Airport Road which, he said, could accrue to even greater benefit to the City. He stressed the difficulty for cyclists and pedestrians along US 41 and mentioned appearance issues on this thoroughfare, suggesting the possibility that the area now known as the Tenth Street/Design District might develop its own business improvement district (BID). Mr. Saad indicated his enthusiastic support for the proposal under consideration.

Council Member Finlay however cautioned that there might be substantial costs and hurdles not commensurate with the benefits which might be derived, particularly with regard to further reductions in through traffic which to some businesses would represent a negative. He urged therefore that future City maintenance costs be taken into consideration which would initially entail the care of six lanes of roadway for approximately three miles, notwithstanding the aforementioned drainage issues. He also noted that while Collier County would be relieved of its costs for Goodlette-Frank Road, the City would assume responsibility for additional roadway maintenance costs at a time when gasoline tax and other revenues are in decline. Mr. Finlay concurred with Mr. Saad's suggestion that the better location to begin re-designation would be Airport Road via Vanderbilt Beach Road, but also noted that the City would incur additional maintenance responsibility north to Pine Ridge Road. In conclusion, he said that the proposal as presented contained positives but did not sufficiently focus on the possible negatives involved; he also cited impacts of Naples High School and Lake Park Elementary School on the proposed Golden Gate Parkway/Goodlette-Frank Road re-routing. Therefore, he urged that a

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candid final report be provided and that the Community Redevelopment Agency Advisory Board (CRAAB) be consulted for its input prior to approving the study.

Council Member Price supported examining the proposal, and Vice Mayor Sorey said that at this stage a conceptual report was needed prior to examining the matter in greater detail. Council Member Heitmann asked City Manager William Moss for information on the source of revenue to accomplish the various changes described. Mr. Moss said that the costs could be shared by the CRA and the City's streets fund, although road transfers can in fact result in funds coming into the jurisdiction which is assuming responsibility for a highway. Mrs. Heitmann then sought comment from Streets and Stormwater Director Wallace as to any rearrangement of budget priorities that would be necessary to accommodate this proposal. Mr. Wallace said that this would be more clear once a preliminary study is completed, although he mentioned that the County would not wish to utilize Airport Road because level of service issues already exist in that location.

In further discussion, Council Member Sulick expressed the view that the proposed redesignation of US 41 could have the most profound affect on the community of any other decision; therefore, she strongly recommended determining whether such action is in fact possible. She also said that she had learned that the FDOT is considering similar situations elsewhere in the state such as the City of Sarasota. Council Member Saad concurred, but said he too had considered school crossing issues which could entail construction of overpasses. He also said that his contact with business owners on US 41 had indicated the belief that rerouted traffic would not be that which has a local destination.

Consensus that CRAAB/Community Redevelopment Agency Advisory Board review this proposal (6-1 Price dissenting) and that staff return in January to address funding of the study (unanimous).

.....ITEM 9

LEVEL OF SERVICE FOR LANDSCAPING AND VEGETATION ON BEACH ENDS. Seeking means to provide efficient and cost-effective services, the discussion will summarize the level of services for the landscape maintenance of public rights-of-way, medians, parks, and beach ends. The discussion will summarize current policies regarding the maintenance of trees and other vegetation at the City's 38 beach accesses and whether such policies should be amended. (3:09 p.m.) Community Services Director David Lykins provided background on the City's landscape maintenance program, including statistical data. (It is noted for the record that a printed copy of his electronic presentation is contained in the file for this meeting in the City Clerk's Office.) He explained that a primary source of citizen contact received by his department has to do with this issue, pointing out that in the 1990's the City outsourced landscape maintenance, resulting in approximately a 50% reduction in staff dedicated to this function. Parks & Parkways Superintendent Joe Boscaglia then responded to specific questions from Council Members relative to various areas of maintenance, such as frequency of tree trimming, trash collection in landscaped areas, and median mowing and spraying; Council also received specific information with regard to corner visibility and beachend maintenance. Mr. Boscaglia noted that in the last outsource contract a price was requested for a four-week maintenance schedule to allow for comparisons. At that time, he said, staff was seeking Council's concurrence with undertaking a trial program; a \$32,000 annual savings was projected if some trimming elements of the program were scheduled on a four-week basis, he explained.

In further discussion of beachend maintenance, Vice Mayor Sorey pointed out what he described as inconsistencies in the manner in which vegetation is trimmed at individual sites,

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particularly in regard to dune lines. Mr. Lykins displayed photographs of various locations and pointed out that some vegetation is intentionally left untrimmed so that it shields lighting from the beach during turtle nesting season. Natural Resources Manager Michael Bauer also explained that trimming vegetation which sheds additional light on the beach could result in fines and criminal penalties under the Endangered Species Act due to the danger of causing sea turtle disorientation. Mr. Lykins recommended that the current level of landscaping and maintenance remain unchanged and Council concurred.

Consensus to maintain current program.

REVIEW OF ITEMS ON THE 12/15/10 REGULAR MEETING AGENDA.....ITEM 12

As noted above, due to time constraints, Item 6 (land use/subdivisions), Item 10 (five-year general fund sustainability analysis) and Item 11 (five-year CRA sustainability analysis), were continued from this agenda to that week's regular meeting. Additionally, Item 7-b (Open Air Farmer's Market) was removed from the Consent Agenda for separate discussion by Council Member Price. Mr. Price also requested further specifics on the items which were to be bid separately with regard to Item 12 (contract for the purchase of a 75-foot aerial fire apparatus).

CORRESPONDENCE / COMMUNICATIONS

Council Member Heitmann suggested that the City recognize Governor-elect Rick Scott since Naples is his hometown; City Manager William Moss explained that Mr. Scott had been approached to be the grand marshal of the Christmas parade, but this had not been possible due to a scheduling conflict. Mrs. Heitmann then expressed concern that moneys that will be assessed merchants on Fifth Avenue South for advertising, marketing and management might have been used for infrastructure in conjunction with the re-designation of US 41. Council Member Sulick noted the southeast corner of Fifth Avenue and Second Street South where a hedge is obscuring corner visibility; she also said that on-street parking may be contributing to visibility difficulties and suggested that one space on each of the four corners on Fifth Avenue South be removed. Council Member Finlay expressed concern that presenters under Item 7 (Naples Airport Authority/NAA and Technical Advisory Committee/TAC) were allowed to comment on the pending displaced threshold issue while Council was constrained from responding due to a pending quasi-judicial matter. Council Member Saad urged that the issue of preemption with regard to the displaced threshold (runway extension) matter be addressed as soon as practicable in the interest of the community. It was noted that the public survey noted in Agenda Item 7 could be completed in February so that this matter could be revisited for final determination in March.

ADJOURN

4:03 p.m.

Bill Barnett, Mayor

Minutes prepared by:

Tara A. Norman, City Clerk

Minutes Approved: 01/19/11