



# Memo

*Office of the City Manager*

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**TO:** Roger Reinke, Assistant City Manager  
**FROM:** Community Redevelopment Agency Board  
**DATE:** September 25, 2019  
**SUBJECT:** Supplemental Report to D-Downtown Garage Site and Project Evaluation Final Report

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On May 13, 2019, the Final Report evaluating the site offered by Gulfshore Playhouse for a public parking garage at 12<sup>th</sup> Street and 1<sup>st</sup> Avenue South was presented to the CRA Board at a public meeting. Construction of a public parking garage in the D-Downtown District is included in the Redevelopment Plan of the Naples CRA. During the presentation of the Final Report, two questions not covered in the evaluation were posed by the CRA Board.

1. Are the alternative sites mentioned in the report available for purchase?
2. Have the parking needs been analyzed?

This supplemental memorandum is intended to be read in conjunction with the D-Downtown Garage Site and Project Evaluation Final Report. A draft of this report was presented and discussed by the CRA Advisory Board on September 23, 2019. The draft was then amended to include additional information obtained during and following that meeting regarding availability of alternative sites for a parking garage.

### **Availability of Alternative Sites for a Parking Garage in the D-Downtown District**

Three sites were identified as potential alternative sites for a parking garage in the D-Downtown District.

1. 1010 Central Avenue.
2. Combination of two land parcels at (1) 100 10th Street North and (2) 160 10th Street North.
3. Parcel in the 800 block of 5th Avenue North, west of US41.

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- Parcel at 1010 Central Avenue.
  - The owner has informed staff that the property is not for sale.

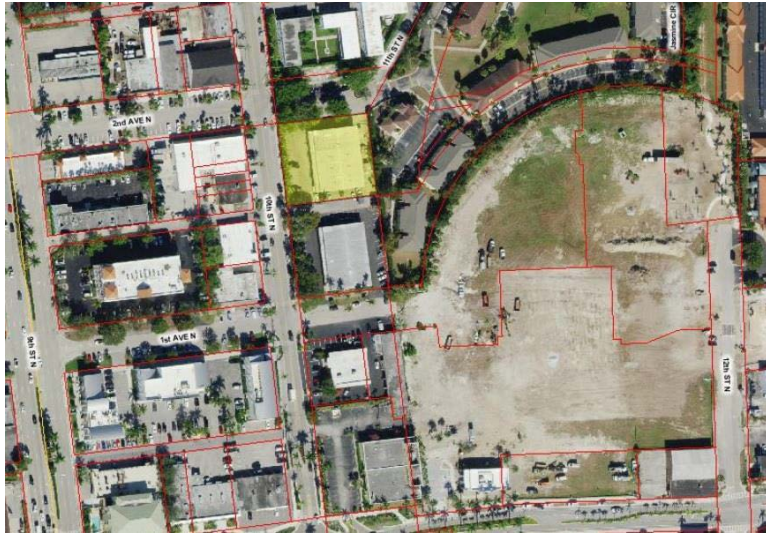


- Combination of two land parcels at (1) 100 10<sup>th</sup> Street North and (2) 160 10<sup>th</sup> Street North.
  - Parcel (1) at 100 10<sup>th</sup> Street North, the owner indicates the property is not on the market and that she refused an offer of \$1.8 million two years ago. The current market value listed on the Property Appraiser web site is \$1,312,810. The estimate of a potential purchase price listed in the final evaluation report was \$1,879,700. The owner indicated she open to considering future offers.

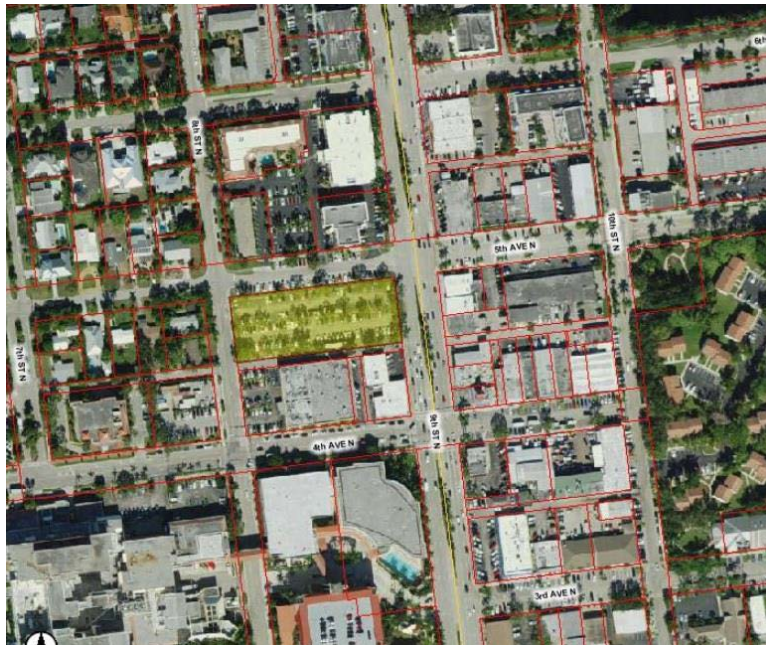


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- Parcel (2) at 160 10<sup>th</sup> Street North, is currently on the market with an asking price of \$3,100,000. The owner was contacted and affirmed the property is for sale. See Exhibit A to this memorandum for additional information.



- Parcel in the 800 block of 5<sup>th</sup> Avenue North, west of US41.
  - A letter was sent to the owner of record and no response has been received as of the date of this writing.



- While not identified in the site evaluation report, the FPL property at 1220 5<sup>th</sup> Avenue North has been discussed as a potential site to consider.
  - CRA Vice Chair Michelle McLeod informed the CRA Board at the CRA Meeting on September 4, 2019 that the property was not for sale.



## Discussion of Parking Needs

Parking in commercial and mixed-use areas is a topic studied frequently by many experts and organizations, including the American Planning Association (APA), Urban Land Institute (ULI), the Institute of Traffic Engineers (ITE), the Congress for the New Urbanism (CNU), and Smart Growth America.

The best management practices for parking in downtown mixed-use districts generally recommend shared parking whenever possible. Mixed-use is a planning and development approach based on the principles of how cities and towns had been built historically: walkable blocks and streets, housing and shopping in close proximity, and accessible public spaces, all focusing on human-scaled design.

Shared parking promotes the most efficient use of expensive land and promotes creation of an active mixed-use environment that encourages pedestrian traffic (walking from the parking garage to your destination). The common refrain is to park for a district rather than a project to obtain the best outcome. As parking consumes land and is expensive, it may be part of a larger redevelopment policy as evidenced in the 5th Avenue South Master Plan and Overlay District Zoning, recommended by Andres Duany, and the D-Downtown Zoning District, recommended by the Heart of Naples Committee, Chaired by the City Council Member Bill MacIvaine, after 33 public meetings over 27 months. Both recommendations were adopted by City Council and made part of the Land Development Code.

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Assessing parking needs relative to the proposed D-Downtown parking garage site requires a multi-factor analysis. Factors that may be considered include:

- Parking required by ordinance.
  - Three parking spaces for every 1000 square feet of commercial use.
    - Reserved parking is not allowed for commercial use.
  - Two parking spaces for each dwelling unit.
  - One and one-quarter parking spaces for each transient lodging unit.
  - One parking space per every four seats in places of seated assembly such as churches and theaters.
  - Fees to pay for parking in lieu of supplying the parking.
- Actual parking demand (how many cars will park in a place) is linked to.
  - Land use.
  - Success and popularity of businesses in the area.
  - Duration of parking time.
  - Parking turnover.
  - Availability and use of multi-modal transportation.
  - Fees to park, if any.
- Parking supply.
  - Properties that have been developed currently supply parking required by code.
  - Vacant properties will be required to supply parking as they develop. (There are six vacant parcels within one block of the site.)
  - Properties that may be redeveloped will be required to supply the parking mandated by code or implement an allowable alternative.

### **Analysis and Assessment of Parking Needs**

This analysis attempts to estimate the demand for the allocation of parking spaces and does not attempt to predict how many vehicles would actually park in this garage as that is a function of the land uses, success of commercial establishments, success of Baker Park, special event usage, and a multitude of other factors. In order to determine a potential demand for parking space allocation, staff conducted an analysis considering the following factors:

- Parcels in reasonable proximity (a five-minute walk).
- Parcels that may reasonably be expected to redevelop.
  - Existing properties are providing the required parking (e.g. The Collective is providing all the parking required for that development on their property).
- Existing zoning regulations (parking requirements, setbacks, etc.)
- Type of use (commercial, residential, seated assembly)
- Public policy (e.g. City Council may make public parking available for allocation to meet the required parking for new construction similar to the provision currently found in the Fifth Avenue South Overlay code.)
  - Coincidentally, the success of the Fifth Avenue model began with a public parking garage adjacent to construction of a performance theater.

The initial analysis identified parcels along First Avenue South and along Central Avenue that may reasonably be expected to redevelop. The properties are identified on the map provided with this memorandum and labeled with a corresponding letter “A” through “V”. The initial assumptions for each parcel are:

1. Develop to the allowed setbacks.
2. Develop with a commercial use.
3. No parking provided on site; all parking provided in the proposed garage.
4. The Gulfshore Playhouse development requires 118 parking spaces.

Based on these assumptions there would be a demand for the allocation of 3023 parking spaces from properties “A” through “V” and 118 parking spaces from the Gulfshore Playhouse development, for a total of 3,141 parking spaces.

An additional scenario could be that private properties will develop with all parking provided on site. This is unlikely as parcels may be small or have irregular boundaries. Requiring parking on site would likely be a disincentive to redevelopment.

Acknowledging that the above scenarios are unlikely, staff considered alternatives to provide guidance and to develop a range for expected demand of parking space allocation.

Using the approved D-Downtown mixed-use development at 850 Central Avenue as a guide, and the property at 1090 First Avenue South as a representative property for redevelopment, a ratio was established to determine the potential request for public parking in a mixed-use scenario.

- Proposed mixed use development at 850 Central Avenue
  - Parcel size: .763 acres
  - 9942 square feet of commercial space
  - 22 dwelling units
  - 43 on-site parking spaces provided
  - 9 parking space allocated from the D-Downtown parking pool (Resolution 2018-14139)
- Potential parcel for redevelopment located at 1090 1<sup>st</sup> Avenue South
  - Parcel size: 1.24 acres
  - 1.625 times the size of the 850 Central parcel
  - Holding all else equal for this comparison, if this parcel redeveloped proportionally in the same manner, the allocation of 15 parking spaces from a pool of available parking may be required ( $9 \times 1.625 = 14.625$  or 15 spaces)
  - This same parcel would require 401 parking spaces do develop to the fullest commercial capacity.
  - 15 spaces are 3.74% of 401 spaces required for maximum commercial development.

Based upon this comparison it could be estimated that a low range demand for parking allocation in this two-street area, from properties “A” through “V”, may be 113 spaces (3.74% of the earlier parking space estimate of 3023 is 113). With the addition of the 118 parking spaces required for the Gulfshore Playhouse development the total demand may be 231 parking spaces.

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As an additional analysis comparing the approved D-Downtown mixed-use development at 275 8<sup>th</sup> Street to the property at 1101 1<sup>st</sup> Avenue South was undertaken.

- Proposed mixed-use development at 275 8<sup>th</sup> Street South
  - Parcel size: 0.29 acres
  - 3679 square feet of commercial space
  - 6 dwelling units
  - 11 on-site parking spaces provided
  - 6 off-site parking spaces were requested and approved.
- Vacant parcel for redevelopment located at 1101 1<sup>st</sup> Avenue South
  - Parcel size: 0.42 acres
  - 1.448 times the size of the 275 8<sup>th</sup> Street South parcel
  - Holding all else equal for this comparison, if this parcel redeveloped proportionally in the same manner, the allocation of 6 off-site parking spaces from a pool of available parking may be required ( $6 \times 1.448 = 8.688$  or 9 spaces)
  - 9 spaces are 7.76% of the 116 parking spaces required for maximum commercial development at this parcel.

Based upon this comparison it could be estimated that the range demand for parking allocation in this two-street area, from properties “A” through “V”, may be 235 spaces (7.76% of the earlier parking space estimate of 3023 is 235). With the addition of the 118 parking spaces required for Gulfshore Playhouse development the total demand may be 353 parking spaces.

These comparisons illustrate that determining the range is difficult and is likely to be property, use, and development specific.

The range of demand for parking allocation requests for a garage at this site may rationally be expected to be between a low range of 231 and a high range of 3141.

The final evaluation report indicated a garage built on the land offered by Gulfshore Playhouse, “might potentially include up to 343 spaces. This is only an estimate however. The number of actual spaces would be based on geometrics of the site that are not fully taken into account through these calculations.”



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EXHIBIT A

# FOR SALE

## available

### \$3,100,000



<b>Size:</b>	8,960 SF		
	160 - 2,400 SF (600 SF office and 2 restrooms)		
	170 - 3,200 SF (all air conditioned and 1 restroom)		
	190 - 3,360 SF (600 SF office and 2 restrooms)		
<b>Lot Size:</b>	.58 AC	25,265 SF	150' X 165'
<b>Year Built:</b>	1976		
<b>Eave Height:</b>	16'	<b>Center Height:</b>	20'
<b>Parking:</b>	12 spaces	<b>RE Taxes:</b>	\$11,692.50 (2018)
<b>Zoning:</b>	City of Naples - D	<b>Garage Doors:</b>	4 - 12' X 12' 3 - 10' X 12'

**CONTACT (239) 261-3400**

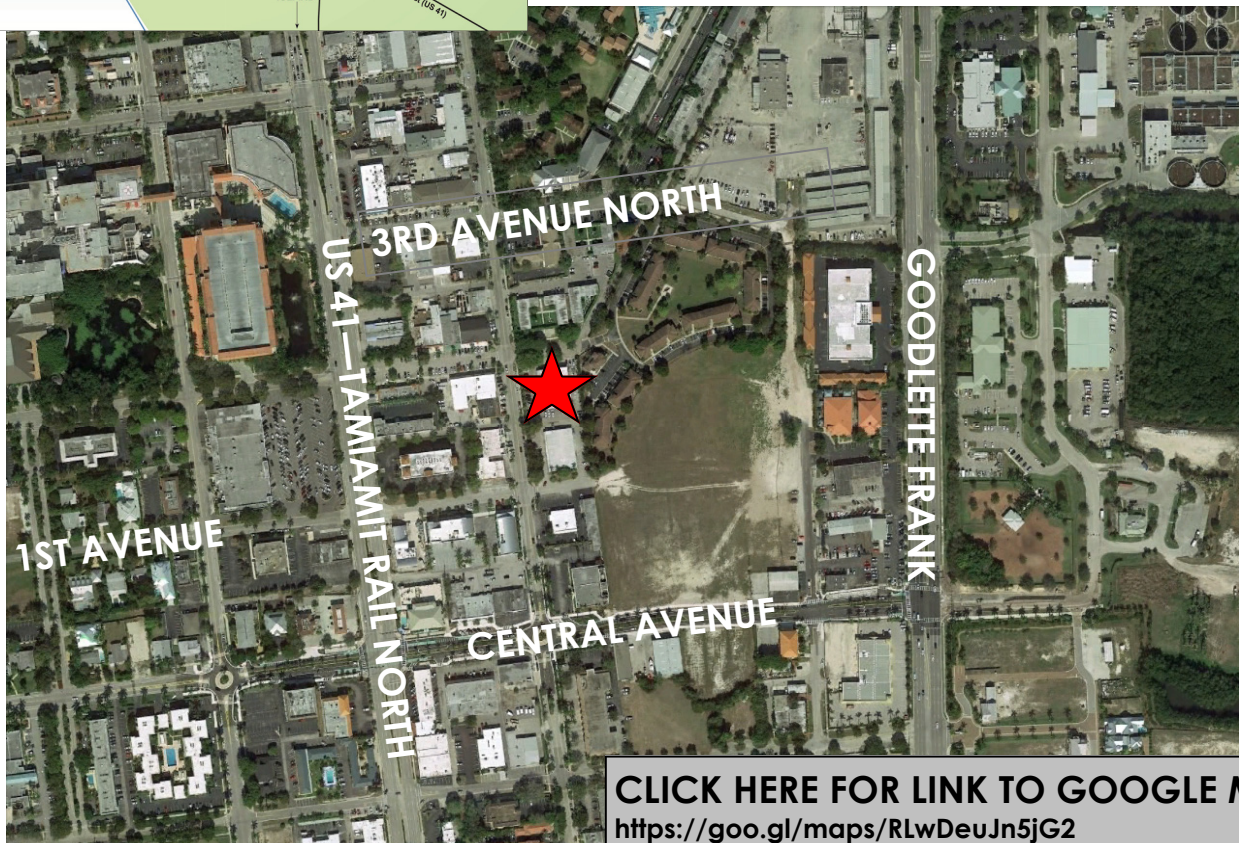
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