

# **REPORT OF THE REDEVELOPMENT TASK FORCE**



**PRESENTED TO  
NAPLES CITY COUNCIL  
JULY 22, 1992**

## **TASK FORCE MEMBERS**

**Edward Verdesca, Chairman**

**John T. Conroy, Jr., Vice-Chairman**

**Richard A. Botthof**

**R. J. Cavallaro, M.D.**

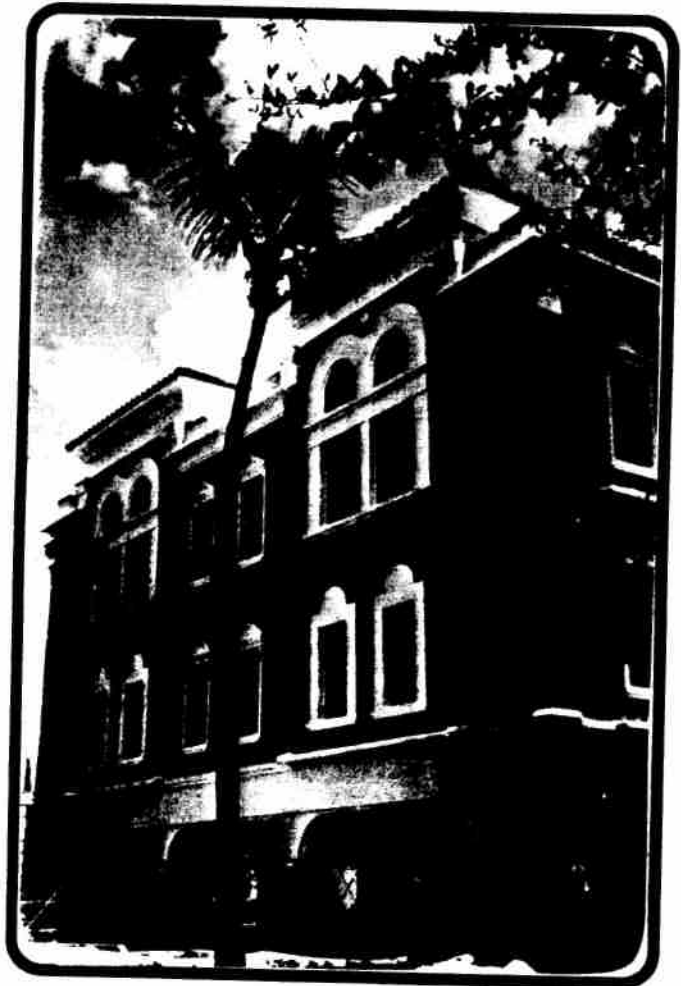
**Lance D. Donovan**

**J. Dudley Goodlette**

**Donald R. Johnson**

**Allen E. Salowe**

**Mark Weakley**



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## INTRODUCTION

In February of 1992 the Naples City Council adopted Resolution 92-6599 which called for the creation of a Redevelopment Task Force. The Mission Statement which was part of the Resolution charged the Task Force with the responsibility of preparing a comprehensive report dealing with various aspects of redevelopment along the U.S. 41 corridor in Downtown Naples. This mission statement laid out itemized areas of work under Phase I and Phase II for the Task Force. A copy of the Resolution and Mission Statement are attached as Exhibit I.

## MEMBERSHIP OF TASK FORCE

The City Council appointed 9 members to serve on the Redevelopment Task Force. In making these appointments City Council looked for specific disciplines of expertise which included legal, land appraisal, financial, engineering/architectural/land use, retail merchant, property owners, and general citizens. The members of the Task Force are shown below.

Richard A. Botthof  
R. J. Cavallaro, MD  
John T. Conroy, Jr.  
Lance D. Donovan  
J. Dudley Goodlette  
Donald R. Johnson  
Allen E. Salowe  
Edward Verdesca  
Mark Weakley

Ed Verdesca was elected by the membership of this committee as Chairman and Jack Conroy was elected Vice-Chairman.

## MEETINGS

The Task Force established Tuesday of each week at 4:15 P.M. as the meeting time and date for each of their meetings. It was further agreed that all meetings would occur at City Hall in the City Council Chambers. Minutes of all meetings were to be taken and made available for public review.

The Task Force held its organizational meeting on Tuesday, March 17, 1992 and has proceeded to meet a total of 17 times prior to the completion of the final draft of this report. This encompasses approximately 39 hours of meeting time specifically directed towards the fulfillment of the mission statement. In addition to these hours of public meetings each individual Task Force member has spent equivalent hours in reading and preparing for the meetings as well as personal tours of the Redevelopment District and individual discussions answering citizen questions and concerns.

At the organizational meeting the City Attorney reviewed with the Task Force the requirements under the Sunshine Law of the State of Florida. All meetings were held in compliance with the Sunshine Law and every meeting included the opportunity for public input. A formal agenda was prepared for each meeting which laid out the work program to be accomplished including a specified agenda item for public input.

## PUBLIC INPUT

The Task Force believed strongly that public involvement in this process was essential in order for the recommendations of the Task Force to be supported by the public and to be implemented by the public and the City government. For that reason the Task Force invited specific groups to come in and testify as well as provide citizen opinion and expert experience which would prove invaluable to the Task Force in its deliberations. Listed below are the various groups or citizens in our community who have spoken either through invitation by the Task Force or through the utilization of the agenda public input process. (See Exhibit II).

It is the opinion of the Task Force that public input has helped mold the report which follows and that efforts must be assured to include public input as the City Council proceeds with deliberation on this matter and future work towards redevelopment.

## REDEVELOPMENT DISTRICT - PROPOSED BOUNDARY

When the Task Force first began its work, it identified a study area which is generally described as including that area bounded on the north by 7th Avenue North, on the east by the Gordon River, on the south by 6th Avenue South, and on the west, 6th Street. It also included that portion of 5th Avenue continuing westerly to 3rd Street. A map of the Redevelopment Study Area is shown on Page 4 of this report. The total study area encompasses some 575 acres of land.

Based upon analysis of the conditions within the original study area and based upon public input received in this process, the Redevelopment Task Force recommends that the boundary of the study area become the boundary of any proposed Redevelopment District.

Although there are only pockets of "blight" within the study area requiring redevelopment attention, the Task Force recommends the full boundary be included in the Redevelopment District. This will recognize the interrelationships that exist between the properties throughout the entire district, will help improve the selected pockets of blight, and recognize the spill over impacts and benefits to adjacent neighborhoods and properties which will come from redevelopment.

## EXISTING CONDITIONS - ANALYSIS

The Mission Statement has asked the Task Force to analyze the present conditions within the district to determine the reasons/causes for the present conditions within the district. Based upon land use information, public input, personal visits to the properties, and general discussion among the Task Force members, the Task Force has identified three principle reasons for the present conditions within the district. These are:

1. Dynamic events occurring within the district.
2. Dynamic events taking place outside of the district.
3. Public policy implementation and the absence of an overall vision.

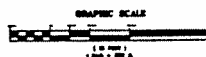


- AU AUTO/AUTO RELATED
- CH CHURCH
- FI FINANCIAL
- GOV PUBLIC/GOVERNMENT
- HS HOSPITAL
- ME MEDICAL
- MF MULTI-FAMILY RESIDENTIAL
- MO MOTEL
- MS MISCELLANEOUS/UNCLASSIFIED
- MU MIXED USE
- OF OFFICE
- PK PARKING
- RE RETAIL
- RS RESTAURANT
- SC SCHOOL
- SE SERVICE
- SF SINGLE-FAMILY RESIDENTIAL

- 15,000 SF OR LESS
- 15,000 SF - 43,000 SF
- 43,000 SF - 86,000 SF
- 86,000 SF - 217,800 SF
- MORE THAN 217,800 SF

## REDEVELOPMENT STUDY AREA LAND USE INDEX

TOTAL STUDY AREA - 575.74 ACRES



PREPARED BY:  
CITY OF NAPLES  
PUBLIC WORKS DEPARTMENT  
ENGINEERING DIVISION

Each of the reasons for the present conditions within the district is discussed in detail below.

Reason 1. Dynamic events occurring within the district

A. Economic values do not reflect the market

As the land area has filled, there has been a reduced frequency of new capital investment opportunities within the District. The expectations of property owners have kept land rents at unrealistic values. Pressures to increase densities and building heights are largely based on stated land rents rather than on supportable market demand.

B. Buildings have aged and land uses have changed

As structures have aged the use of commercial and light manufacturing buildings has also changed. This has extended the economic life of some buildings with increasingly marginal uses only supportable by the lower rents that tenants are willing to pay.

C. New housing opportunities remain scarce

To date, residential opportunities have been reduced as redevelopment thinking concentrates on trying to generate more commercial and office opportunities to justify perceived land values. Within the study area only a small amount of new market rate housing has trickled onto the market. Yet Collier County's population growth rate remains one of the strongest in the state.

D. Housing does not reflect the needs of the people - it is not affordable, even for average two-income working families

Though many portions of the study area could be desirable for living, single-parent households and starter families have found it prohibitively expensive to acquire moderate-priced housing. The 25-44 year age group has been the fastest population growth segment within the state for over a decade. In Collier County, that age segment has doubled during the 1980-90 decade and is expected to increase by another 23% rising to over 50,000 during the 90's. Low priced housing is virtually non-existent in the study area.

E. The future of 5th Ave So. and US 41 South are uncertain

The historically commercial business areas, both U.S. 41 and 5th Avenue South, suffer from being systematically by-passed by newer and more vehicle accessible updated shopping experiences. Neither 41 nor 5th Avenue South has sufficiently redefined its future role nor been encouraged to move in a direction supported by a future vision.

F. Community of Civic Centers

Four centers of community or civic activity exist within the study area. 1. The City Hall/Cambier Park area is recognized as well utilized. 2. Gulfview Middle School/Library has just recently received greater recognition with the completion of the new library building. The announced intention of the Collier County School Board is to build a new middle school on the same location. This will enhance the full recognition and use of this civic area by the community. 3. The third center is that of the Police station and City maintenance facilities. This property fronts the Gordon River, appears to offer much greater utilization as a community use area, and has been largely overlooked by most as a potential asset for the community. 4. Hospital -- The Naples Community Hospital has a significant presence within the study area. Expansions at the hospital have been the primary source of new construction activity within the study area for the last decade. These expansions have included the construction of a Blood Center, the Cancer Treatment Facility, and most recently the construction of a multi-level parking garage. Because of the magnitude of the hospital, its presence has affected development decisions on both sides of U.S. 41. Medically related land uses located on the west side of 8th Street South, between Central Avenue and 2nd Avenue North as well as on the south side of 2nd Avenue North between 8th Street and 6th Street North have resulted in land use conversions in this area. A small pocket of single-family homes remains and many of these homes now have either rear or side yards (or both) contiguous to these medically related facilities. Some homes are now deteriorating as the owners contemplate the difficulty of using them for single-family purposes adjacent to these medically related complexes.

G. 10th St. is at best overlooked and at worst neglected - the identity of the residential neighborhood is difficult to maintain

Tenth Street is used as a route for through traffic, especially during the winter season, when it serves as an alternative to going north and south on traffic-congested U.S. 41 or Goodlette-Frank Road. Commercial establishments located in older buildings in the area appear to receive only minimal exterior upkeep. Many establishments on the west side of 10th Street and on the avenues between U.S. 41 and 10th Street abut the street and do not conform to present-day landscaping, parking, and setbacks requirements. Older residences facing 10th Street have narrow yards and short driveways feeding directly onto the street. Cars back out on 10th Street and on the avenues between U.S. 41 and 10th Street, as others wait to make their way through the area. All of this results in traffic congestion, along with the appearance of older,



nonconforming commercial buildings, suggested a "blighted" condition as defined by law. The marginal appearance created by existing nonconformities and increased 10th Street traffic have eroded the residential character of neighborhoods along the street. As a result, the survival of the residential neighborhood is further jeopardized. The River Park neighborhood is inadequate to support the demand for expanded single family and multiple family residential needs. Second and third generation residents live in this area and provide a valuable contribution to the work force of the general downtown area as well as the Greater Naples community. The business activities of Tenth Street are generally those relegated to marginal buildings and land-uses with relatively low rent. Tenth Street is treated as out-of-sight and out-of-mind.

- H. U.S. 41 and Goodlette Road divide the study area as though each were a river - each roadway's development area needs a plan - better pedestrian ways are needed

A six lane roadway is inhospitable to pedestrian crossing and strolling, regardless of how beautifully the medians are landscaped. Both U.S. 41 and Goodlette Road separate portions of the study area dividing the District into three distinct redevelopment situations. Efforts to cross these roads with pedestrian ways would prove costly, little used, unsightly, and generally counter-productive.

The land uses along U.S. 41 South and Goodlette Road are largely an automobile destination. It would prove difficult to create pedestrian experiences adjacent to an aggressive six-lane highway. Development planning needs to recognize both the possible uses and access limitations.

- I. Lack of available property for sale continues to fuel unrealistic real estate value expectations

Reportedly, only isolated property turnover occurs throughout the District, and few properties are presently on the market. This has led to unrealistically high property value expectations. Rents have remained relatively stable with rising CAM (Common Area Maintenance) charges and tax pass throughs beginning to raise rental costs.

## Reason 2. Events outside the District

### A. Quality Growth Management has cut both ways

Collier County's Growth Management regulations have had a positive effect upon the lifestyle of the near eastern portion of the county. This has helped spawn newer, high-quality development which offers contemporary living standards and more convenient shopping alternatives to those formerly available only within the District. The new has replaced the old. The old has not kept up.

### B. Alternative shopping experiences mandate a need for repositioning the downtown

The 5th Avenue South area has been challenged for market dollars by newer shopping experiences at Third Street South, Villages at Venetian Bay, Neapolitan Shopping Center and the prestigious office locations in Pelican Bay. The soon to be completed Pelican Bay Waterside Shops will increase the market competition on the 5th Ave retail shops. Attracting away more customer traffic will further impact the remaining stores.

With only about 25% of the 5th Avenue commercial space in retail, and much of that in spot locations spread over more than 1/2 mile, end-to-end, there is less and less incentive for shoppers to explore the street. The street is largely a destination for financial and investment services.

### C. Seasonal beach demand affects 5th Avenue South

Collier County and Naples success as a seasonal beach attraction places increasing pressure on selected portions of the City. Winter visitors who do not have beach access available also need to be accommodated. While there is an abundance of beach access points west of 41 within Old Naples this increases pressure on the western end of 5th Avenue resulting in a difficult real estate positioning problem. Beach orientation directly relates to identifying appropriate, market-driven redevelopment opportunities and ultimately drives development standards.

### D. The eastern entrance to Naples needs a facelift

The U.S. 41 eastern approach to Naples does not reflect the quality which you find on U.S. 41 North. Limited landscaped medians and many vacant buildings have offset important retail, recreational, dining, motel, and other improvements which have been made along this area. These negative elements affect the perception of the downtown value and cause the travelling public and visitors to our community to overlook the positive improvements which are occurring between Davis Blvd. and Goodlette Road.

### Reason 3. Public policy in the absence of an overall vision

During the past decade the City of Naples has been the site of numerous studies. These have included RU/DAT, a Fifth Avenue Parking Study, a Fifth Avenue Redevelopment Plan conducted by the University of Florida, various versions of the City Comprehensive Plan, a waterfront study, and now a proposed redevelopment study. Although all of these studies have indicated a need for a vision and a public policy statement, none have resulted in a specific community adopted plan. The Comprehensive Plan of the City was the only study specifically adopted by City Council.

The delays in establishing a public policy statement and the lack of a community vision for this area have resulted in little direction for property owners, potential investors, merchants, and the City Government relative to this area.

From public input, it appears that a dichotomy exists relative to the future vision for the study area. This dichotomy seeks to keep Naples as it is on the one hand while on the other calling for extreme bold changes in zoning and land use necessary to accommodate taller buildings, increased density, and moderate-priced housing. Prolonged debate on these matters has led to; (1) delays in moving ahead with the UTS building (the daily impact of which reflects negatively upon the downtown and 5th Avenue South areas), (2) the absence of a clearly defined hospital zone with design guidelines that will encourage reinvestment in the area around the hospital while protecting encroachment into residential areas, (3) indecision on 5th Avenue South, its future market position in the community, and (4) inaction to clean-up obvious eyesores along U.S. 41. This specifically includes abandoned gas stations and other vacant properties. It should be noted that recent actions by the City Government have created a commercial maintenance code which will require clean up of the sites. It is further noted that recent private action has resulted in the demolition of two of these eyesores with one of them now being replaced with the Paragon Professional Center. The second is scheduled for a new building within the next year.

## PROPERTY DATA

The third charge of the Mission Statement was to compile and analyze property within the district. This would include:

- A. Land use inventory
- B. Lot dimensions
- C. Ownership patterns
- D. Age of developments
- E. Redevelopment efforts which have occurred in the last five years
- F. Redevelopment efforts presently proposed by private individuals.

The following charts provide a property data base which helps the reader understand the nature of the district as it presently exists.

# LAND USE INVENTORY

	<u>LAND USE</u>	<u>ACREAGE</u>	
AU	Auto related	7	1%
CH	Church	4	1%
FI	Financial	4	1%
GV	Public/Gov't	53	9%
HS	Hospital	20	3%
ME	Medical	21	3%
MF	Multi-family	35	7%
MO	Motel	11	2%
MS	Miscellaneous	25	4%
MU	Mixed use	56	10%
OF	Office	13	2%
PK	Parking	12	2%
RE	Retail	30	5%
RS	Restaurant	5	1%
SC	School	14	3%
SE	Service	18	3%
SF	Single-family	36	7%
ROW	Right-of-way	212	37%
<hr/>			
	<b>TOTAL</b>	<b>575+</b>	<b>100%+</b>

The land use of the district can be seen in the map on Page 4.

## LOT DIMENSIONS

SQ. FEET/ACRE	NUMBER OF PARCELS		
0 - 15,000 SF/.3 ACRE	357	61%	(184 Residential/ 173 Commercial)
15,000 - 43,000 SF/1 ACRE	178	30%	
43, 000 - 86,000 SF/2 ACRES	23	4%	
86,000 - 117,800 SF/5 ACRES	18	3%	
ABOVE 5 ACRES	11	2%	
<hr/>			
TOTAL	58	100%	

NOTE: THE SQUARE FOOTAGE/ACREAGE FOR THE ABOVE CATEGORIES SHOWS UP TO THE SPECIFIED DIMENSION (I.E., 15,000 SF = 0 SF UP TO 15,000 SF)

The map on Page 4 also displays the ownership patterns within the district. The chart on lot dimensions is based upon the utilization of property and in most cases represents ownership patterns. In isolated cases the ownership is larger than that shown in the chart because the chart is based upon tax parcel records of the tax assessor.

### Age of Developments

The age of developments in this district ranges from the earliest developments of the Central Business District which date back to the early 40's up to more recent developments in the 1990's. Generally speaking, the majority of the development within this district occurred during the period from 1955 through 1970. Since 1970, the only major developments to occur have been improvements around the hospital, including hospital facility and private medical complexes, the construction of the George Washington Carver housing development, the construction of Grand Central Station and the Comfort Inn on Goodlette Road, commercial and medical related activities on Goodlette Road lying north of Central Avenue up to 7th Avenue North, and recently, the new Public Library. Other areas within the district have experienced redevelopment and/or expansion of older buildings as well as the infilling of vacant properties.

## REDEVELOPMENT EFFORTS

Redevelopment efforts which have occurred within the last five years are listed below.

1. Hospital Day Surgery
2. Hospital Cancer Center
3. Hospital Parking Garage
4. Demolition of filling station/Four Corners
5. New medical facility (100 block of U.S. 41 North)
6. Demolition of Harbor Town Shopping Center
7. Construction of new library on Central Avenue
8. Redevelopment of UTS Building into Fifth Avenue Place
9. Merrill Lynch Center on Fifth Avenue
10. Regency Row on Fifth Avenue
11. Cambier Park - Bandshell
12. Cambier Park - War Memorial
13. Construction of Comfort Inn
14. Expansion at Naples Daily News
15. Construction of Victoria Square
16. Medical complexes - Goodlette Road/7th Avenue North

This is not intended to be an all inclusive list and it is recognized that other redevelopment efforts have occurred within the district.

Redevelopment efforts presently proposed through private or public efforts are listed below.

LOCATION	PROPOSED USE
Paragon Prof. Center/U.S.41/1st Ave. N.	Medical Prof.
Central Ave./U.S. 41	Office space
Gulfview Middle School	School
Fifth Avenue Place	Office Professional
Stoneburner Property/Goodlette Rd./Back Bay	Retail/Commercial
Elderly housing/3rd Ave. N./12th St. N.	
Hospital expansion/U.S. 41/4th Ave. N.	
Anthony Park	Public open space

In addition to these redevelopment efforts listed there are other redevelopments occurring on professional office buildings and individual properties throughout the district. This list is not intended to be all inclusive but rather to show the degree of redevelopment effort which is occurring in the area.

The major development corridor within this district appears to be Goodlette Road with major improvements occurring at the northern end between 5th Avenue North and 7th Avenue North. The planned Stoneburner project located at the south end of Goodlette Road will also have a positive impact in helping with the redevelopment of this area.



## MAGNITUDE OF REDEVELOPMENT EFFORT

The mission statement charges the Task Force with the responsibility of determining the magnitude of redevelopment effort needed within the redevelopment district. The magnitude ranges from a paint-up/fix-up project to demolition and reconstruction of land uses. Beginning with a philosophical discussion and leading to specifics, the following subsections provide information on the magnitude of redevelopment.

### A. What is Naples today?

Naples has been transformed from having served as Collier County's largest urban center to the equivalent of a large master-planned community. Naples 12.5 square miles (or 8,000 acres) compares in size with Westinghouse Gateway (5,000 acres) or Arvida Weston (10,000 acres) in Broward County. The study area (575 acres) is about 1/4 of the size of Pelican Bay. Regardless of Naples' municipal status, its economic and social role has changed dramatically over the years. Naples needs to keep pace with contemporary thinking in large-scale planned community development.

### B. What is its present relationship to the County's population centers?

First, Collier County and Naples are caught in rapidly changing social circumstances. Many areas of the county are now very desirable for living, work, and play. Naples needs to retain its traditional neighborhoods while also increasing its attractiveness to today's demographic mix. For the past decade the 25-44 year old age group has been Florida's fastest growing population segment. And today, more than 1/2 the nation's households are headed by a single person. Second, competition for seasonal retail customers has become head-to-head rather than conventional niche marketing. Convenience is measured by "around the corner" standards. A wide choice in shopping-experiences is presently available. And, much of the study area is unattractive to "seasonal" shoppers. Third, the study area falls short in most aspects of resident and neighborhood needs. For example, modern 150,000 SF community-level shopping centers, such as Venetian Village, Third Street and Park Shore offers as much variety of goods and services within walking steps as would be available through several automobile stops within the study area.

C. Everyone has a different definition of need

So where you stand depends on where you sit:

- . Community leaders voice the need for a new vision with small increments of change.
- . Driven by high land value assumptions, the real estate interests want greater density and height.
- . Development pursuits seek maximum floor area ratios (FAR) driven by optimistic market assumptions.
- . Planners and architects want alternatives and change to meet client and city interests.
- . Attorneys and financial institutions want certainty for their clients.
- . Residents of the proposed district want to avoid intrusions into this residential areas and to be included in the process.

D. Small actions that leverage results are preferred

Creating private sector incentives in conjunction with public sector initiatives is preferred. Different actions will be required depending upon the situation in a specific area. In some cases only paint/up and fix/up will be sufficient or even desirable. In other cases demolition is preferable to continuing to display eyesores that portray decay and decline. Reconstruction of land uses in selected areas is also desirable and is generally discussed in this report.

Particular attention should be given to; (1) pedestrian scale solutions and linkages, (2) providing density bonus for open space, outdoor eateries, and create people places, (3) encouraging sculpture and art in public places reinforcing existing landscaping requirements, (4) bolstering the Naples theme of quality, (5) bringing more ownership - housing of all kinds - market rate, moderate, and low-income - into the District, and (6) initiating a pilot study for intra-district public transportation.

E. Paint/up fix/up areas are wide spread

Every location within the study area deserves constant attention to paint/up and fix/up. The City should provide incentives to blocks and streets in a parallel effort to upgrade the area. For instance, selected east-west streets between US 41 and 10th, along 10th, and further to Goodlette Road should be selected for public improvements in sequence, with incentives for private paint/up fix/up actions. These public improvements should include incentives for creating people places; (e.g. streetscape, trees, lighting, accent paving, sidewalks, etc.)

F. Demolition

Eyesores require demolition. Abandoned gas stations, figuratively, have urban decay written all over them. They sit on prominent corners, and if they are not demolished, will most probably find their way into marginal uses. It is economically more productive to open this land for newer redevelopment opportunities, possibly aggregated with adjacent parcels. This is preferable to having a series of re-cycled gas stations used in "creative" applications. The open sites could be temporarily landscaped to enhance the street corners.

## FINANCIAL RESOURCES

Charge 5 of the Mission Statement requires the identification of financial resources that are available in our community or through state and federal assistance to help with the redevelopment efforts. As the Task Force looked towards this charge they included Phase II Section I, which was to analyze the creation of a community redevelopment agency as outlined in state law. They also included other sections of state law which dealt with the Safe Neighborhoods Act. For reference, the Community Redevelopment Act is found in State Statute Sections 163.330 through 163.350. The Safe Neighborhoods Act is found in State Statute Sections 163.501 through 163.522. The committee also gave limited consideration to the utilization of community redevelopment block grant funds as received by the City from HUD. However, due to the commitment of these funds, specifically to housing related issues as adopted by the City Council and the limited availability of only \$100,000 to \$120,000 per year, it was determined that these funds would be only an ancillary source of funding for improvements needed within this district.

Discussions were also held with members of the financial community. It is obvious that the local financial institutions will play a major role in helping fund private improvements within the district. The Task Force concentrated on finding a funding source that would produce sufficient annual revenue to offset the magnitude of the public improvements that will be necessary to make the redevelopment effort successful. Consideration was given to a special taxing district. However, it was felt that an increase in property tax could result in an adverse reaction and that potential opposition to the special taxing district could result in immediate failure of this project. The Task Force also looked for a method that would enhance the investor environment. Again a special taxing district could dampen the enthusiasm of private investors in the proposed district. The preferred source of revenue was found to be tax increment financing which is available through the Community Redevelopment Act. This approach is preferred because it does not result in an increase in the taxes paid by property owners, yet it has the potential to produce sufficient annual revenues to offset the expenses of studies and capital improvements. A detailed discussion of the Community Redevelopment Act follows:

#### Community Redevelopment Act

- A. Florida's most commonly used method of financing downtown redevelopment is Tax Increment Financing (TIF). TIF uses the incremental increase in ad valorem tax revenues within a designated geographic area to finance redevelopment projects within that area.
- B. As property values rise above an established aggregate valuation (the so called "frozen" tax base), a tax increment is generated by applying the millage rate to that increase in value and then depositing in a trust fund an amount equal to the increased tax revenue.
- C. The source for repayment of indebtedness is the trust fund. Ad valorem taxes are collected in the normal manner, remitted to the local governments and appropriations are made by "taxing authorities" from any source in an amount equal to the ad valorem tax revenue increase.
- D. Designate a redevelopment area

First, there is the need for a finding of necessity supported by evidence. Designate the study area, in whole or in part, as "A Community Redevelopment Area" based on conditions of slum or blight. This action is an outgrowth of the Task Force effort and findings.

**E. Form a community redevelopment agency (CRA)**

The City Council should then appoint a CRA board which will operate as a distinct unit separate from the city. The Council may appoint itself as the board. The degree of time commitment and specialized dedication to the redevelopment effort may favor the non-council board composition approach. Among the redevelopment agency's actions are:

- (1) Preparing the Redevelopment Plan.
- (2) Preparing studies on issues of the district.
- (3) Acquiring and selling property.
- (4) Entering into development agreements.
- (5) Funding redevelopment projects.
- (6) Entering into inter-local agreements
- (7) Identifying and recommending public improvements.

**F. Preparing the redevelopment plan**

The Redevelopment Plan is a legal document and must be consistent with the Comprehensive Plan of the City. It will serve as the foundation for future CRA actions and will be the basis for future funding justifications. It is the feeling of the Task Force that it would be best to hire a consultant who specializes in economic/planning for the preparation of this Redevelopment Plan. This would help ensure the establishment of sound economic criteria as the basis for redevelopment. In preparing a redevelopment plan, it is essential to ensure public participation in order to build public for the adoption of the document.

**G. Detailed cost breakdowns**

A detailed breakdown of cost must be prepared for each component of the Redevelopment Plan. These costs would include but not be limited to studies, plans, surveys, administrative costs, capital improvements, land acquisition and related relocation cost, and condemnation costs, if any. The state statutes also permit the utilization of funds for bonding related purposes.

**H. Redevelopment Trust Fund**

Section 163.387 of the State Statutes requires each community redevelopment agency to create a Redevelopment Trust Fund. This must be done by separate ordinance of the City Council and is based upon the Redevelopment Plan as adopted by City Council. Until the governing body has by ordinance created the Redevelopment Trust Fund, no expenditures can be made using tax increment financing. However, expenditures made prior to the adoption of the

trust fund may become eligible for reimbursement by the trust fund if those expenditures are among the items listed as eligible expenditures under the law.

Based upon the review of financial assistance options, the Task Force unanimously recommends that Council proceed to adopt an ordinance creating a Community Redevelopment Agency in compliance with Florida's Community Redevelopment Act. Detailed findings necessary to support the creating of a Community Redevelopment Agency are enumerated in a later section of this report.

#### Subcommittees

Depending upon the selected redevelopment structure the City Council may conclude that a productive approach to implementation lies in establishing neighborhood advisory groups to help focus attention on specific issues unique to particular sub-areas of the redevelopment District.

### PUBLIC PARTICIPATION

#### A. Effective consensus building is rooted in the community because

The City is no longer the problem-solver of last resort. The local community is the focal-point of responsibility.

The City must today hold itself to a higher level of scrutiny.

Creative public-private partnerships are needed to increase governments efficiency.

The public's aversion to risk must be replaced by an environment for action with greater odds of success.

Everyone expects a seat at the decision table, thus the challenge is to find new ways to get to "yes".

A community's population diversity is an asset to build upon.

#### B. How to demonstrate the vision behind the recommendations

The intertwined complexity of the many issues the Task Force has dealt with and addressed during the study phase requires going beyond aesthetic and architectural language for solutions. At a minimum, it calls for; (1) an economic development plan for the District, (2) a set

of design guidelines for the future urban form of the District, and (3) communicating the physical implications of this enormous mass of interrelated information to the City Council and the citizens to achieve consensus. The communications challenge includes:

Demonstrating the vision of new residential and commercial building mass recommendations and the impact upon adjacent land uses.

Communicating the vision of the recommended aggregation, building setbacks and heights, floor area ratios, and facades from a "people place" perspective.

Visualizing pedestrian environments including open space, streetscape, lighting, side-walk paving, and landscape treatment, from the users viewpoint.

It is necessary to facilitate a deeper and more rapid understanding of the Task Force vision by the community to ensure that momentum is not lost. It is important that; (1) community concerns are directly addressed, (2) consensus is accelerated, (3) word recommendations are visualized, and (4) the physical implications of proposed policies are properly grasped.

Consensus building can be facilitated through advanced visual demonstration. By employing new forms of technology-based visualization, such as three-dimensional computer modeling and animation, it is possible to visually place a council person, an interested citizen, or affected property owner into the proposed future physical environment today.

C. Consensus building; avoiding premature conclusions

Collaborative problem solving requires a review process of data gathered, facts organized, and alternative considerations. There is need for discussion centered as follows:

What is the current state of affairs?

What will the future look like if no changes occur?

What is the preferred future?

If the preferred future is different from the predicted future, what changes are needed to reach the preferred future?

## VISION STATEMENT

The Mission Statement as adopted by City Council did not include a request of the Task Force to provide a vision statement. However, based upon the months of deliberation and substantive amount of public information gathered it is the unanimous opinion of the Task Force that a vision statement would be appropriate and potentially valuable to the City Council as they deliberate the future creation of a CRA. Furthermore, a vision statement could become invaluable to the members of the CRA as they proceed with fulfilling the requirement under state law of creating a Community Redevelopment Plan.

The vision of Naples is largely tied to actions that will encourage the re-use of land. Incentives need to be designed to help property owners join forces with developers to respond to contemporary and future definitions of market demand. At the same time, the integrity of the Naples experience needs to be protected and enhanced. What does that mean in the District?

First, the District is presently low elevation buildings framed against the Gulf and divided by two major north-south arterial roads. Neither the roadway frontages nor cross streets can accommodate high elevation buildings without severely disturbing the "human scale" of Naples.

Avoid dramatic changes in building heights. Neither the present market demands it, nor does the city have the roadway capacities to support it. Rather, offer incentives in certain areas of the city encouraging aggregation for preferred land uses and some allowable increased building heights in relation to setbacks, parking, and immediate environs. Examples include:

### A pedestrian orientation

Create well-marked pedestrian crosswalks along 10th Street where cars must stop if a pedestrian is waiting to cross in order to minimize auto-traffic hazards to local residents and shoppers crossing the street south of 6th Avenue North. Efforts to foster pedestrian traffic may discourage drivers from employing 10th Street as an alternate thoroughway. All recommendations are based on the desire to achieve a continued and renewed pedestrian focus for Naples business, housing, and play.

### The hospital zone.

Tier building heights downward away from the hospital. A hospital zone should be designated to facilitate orderly expansion of this important health care resource and to help avoid unintended overflow development.



### Hospital Corridor

The Naples Community Hospital is the dominant employer in the redevelopment area. As such, land uses should facilitate the development of residential opportunities for employees of the hospital, and commercial land uses should anticipate the hospital's expansion needs. Consideration for public parking structures east of US 41 to accommodate medical construction, with developers being permitted to purchase parking space at cost, should be recognized, so that the area from Sixth Street to Tenth Street, and Seventh Avenue North to Central be permitted to develop over the next 20 years into a relatively high-density, people-oriented center for the practice of high-tech medicine.

### 5th Avenue South

Allow increased building heights on and near U.S 41 but retain the 35' limitation near the 3rd Street end. Introduce people experiences; benches, lights, public art, open cafes, public space, and remove parking meters along 5th.

### Four-Corners and Fifth Avenue

From Central south to the south boundary of Cambier Park, and from Third Street to the River should be oriented towards becoming once again the financial center of Naples. Land uses should be oriented towards facilitating office structures, restaurants and retail uses targeting the office users.

### Encourage a wider mix of ownership housing

The study area would benefit from an increase in the mix of housing. The Comp Plan housing element calls for affordable and moderate housing. However, by further blending a mix of affordable, moderate, and market rate housing into the area in a proportion of 1 to 1.6 to 3 it would result in comp plan compliance and new economic life for the area. Over the plan period this results in about 835 new units in a mix of 150-235-450 respectively.

### U.S. 41 South

Allow flexibility related to setbacks and building heights, based on property aggregation. Also, target destination restaurant usages.

### 10th Street

Identify areas for new ownership housing. Create new incentives to recycle some marginally used commercial land into new housing, and develop more of a neighborhood community. Do not encourage 10th Street as a U.S. 41/Goodlette high speed alternative.

### Tenth Street to Gordon River, Seventh to Central

This is Naples' most important residential redevelopment area. The CRA should consider acquiring the Florida Power industrial property on Fifth Avenue North, as well as the balance of the commercially zoned land between River Park and Gordon River. That land should be rezoned "High Density Residential" and developed into family condominiums, day-care centers, playgrounds and parks. Every government program for assisting in home ownership in the area should be explored to make this transition into a racially mixed, viable community.

### Goodlette Road

Orient development toward the river with a mixture of more residential, some office-commercial, and additional people places.

### A new Gordon River bridge crossing is needed - Naples' easterly entrance needs aesthetic improvements

A new Gordon River bridge crossing is needed to facilitate smoother traffic movement into and out of the downtown area. Moreover, better emergency access to the hospital is needed from the east, and storm emergency egress is needed from the west.

Providing aesthetic improvements and gracious entrance treatments from the east would significantly improve the attractiveness of downtown.

### Pedestrian and bicycle ways provide new linkages

Tie together disparate parts of the district and create new people level linkages. Plan to acquire right-of-way for a linear pedestrian and bikeway systems to run north-south (1) between US 41 and Goodlette Road, (2) between Goodlette and the river, and (3) west of 41. Such linkage systems are presently in place in much more urbanized areas than Naples and offer quiet relief from necessary urban traffic ways. These "people linkages" encourage renewed interest in housing development.

### Provide incentives to aggregate property

Special attention should be paid to proposed residential and commercial developments offering opportunities for aggregating small parcels into multi-block programs. Building height/setback ratios should be flexible in these situations.

### Extend Task Force findings to include waterfront areas

The waterfront areas were not included in the Task Force Study Area. However, the interrelationship between the Task Force findings, its recommendations and the waterfront became quite clear toward the end of our study. Future implementation of this report should be expanded to include portions of the waterfront.

### Central South to Financial District

This area, including the Naples Daily News operation, should be focused on the development of job opportunities for residents in the area. While no "industrial" use should be permitted, attractive "flex-space," landscaped, low-rise facilities similar to those in the Collier Park of Commerce just north of Airport, should be targeted.

The result of the above is a sub-community that is almost totally self-sufficient; it would have (in conjunction with the Mall) all its needs provided from within; jobs, recreation and shopping would be within walking or biking distance. We would, indeed, have a "Village of Naples" within the city limits.

## FINDINGS AND DECLARATIONS OF TASK FORCE

The Redevelopment Task Force finds and declares that the following conditions exist within the boundary of the redevelopment district, and that based upon these findings and declarations, it is the unanimous consent of the Redevelopment Task Force that a Community Redevelopment Agency be established.

### FINDINGS

1. The properties within the redevelopment district constitute an economic and social liability to Naples and the surrounding community because of the decrease in tax base and the reduction in tax revenues therefrom due to various conditions which exist within the district. These various conditions include:
  - A. Deteriorating land use conditions.
  - B. Small lot ownership patterns.
  - C. Vacant commercial structures.
  - D. A lack of modern landscaping improvements to provide incentives for redevelopment and add beauty to the community.
  - E. Lack of modern upgrades in street patterns and lighting which create incentives for redevelopment.
  - F. The age of the structures within the district is predominantly older than 30 years in age with marginal improvements made to these structures by the property owners.
  - G. A lack of public and/or private parking facilities thereby making it difficult for the transition in land uses to modern traffic generating activities.
  - H. The absence of pedestrian orientation for the various activities within the district thereby reducing the amount of public activity in the district.
  - I. Decline in residential housing conditions within the district thereby adding to the appearance of a neglected area and creating over concentrations of persons within the multiple family housing areas of the district.

2. With reasonable incentives from the local government, redevelopment of the area can occur through private investment. These incentives must include flexibility relative to heights of structures, siting of structures, and parking requirements to support the structures.
3. Housing opportunities within the district remain scarce and do not reflect the needs of people with a broad range of income.
4. There has been a substantial lack of turnover of ownership of the properties within this area. This is partly due to the fact that economic values do not reflect market prices.
5. There has been a lack of a clearly stated policy and vision for this area from City government and from the community in general.
6. Alternate shopping experiences now exist outside this district which make it clear that this district will continue to decline in economic viability unless specific actions are taken to help the properties in this district become more competitive with the modern shopping alternatives available throughout the urban area.
7. Due to the magnitude of financial effort necessary to create an environment that will encourage redevelopment of the area, a revenue source must be identified of sufficient magnitude to offset a large variety of expenditures. The only such available financing source which has the potential to create revenue sufficient to offset these expenditures is tax increment financing through the Community Redevelopment Act of the State of Florida. These expenditures include soft costs such as studies and plans as well as hard costs for capital expenditures such as road improvements, landscaping improvements, lighting enhancements, acquisition of property, condemnation of property, as well as potential parking facilities.
8. In order to have substantial impact within the district it will be essential to proceed with selected public improvements paralleled with other public/private improvements. These public improvements will need to be funded through bond issues thereby providing sufficient funds on an immediate basis to proceed to have an impact on the district.

## CLOSING REMARKS

The members of the Redevelopment Task Force thank the members of City Council for appointing each of us to this important community function. Not only have we found this assignment to be a challenge, but through it we have found that we have learned many facets and aspects of our community which we previously did not fully understand nor comprehend.

As a Task Force we are unanimous in the following:

1. The City of Naples as a community is committed to continuing its high quality of development while providing a diverse base from which to provide retail, service, professional, medical, leisure activities, and other essential services of our community.
2. As Task Force members we pledge to the City Council and the eventual CRA our support to work formally or informally for the adoption of the recommendations of this report.
3. As a Task Force we are unanimous in urging the City Council to proceed with the creation of a CRA. Too many studies have been produced with too little action. It is our belief that time is now running short and that failure by City government and the community to act on the recommendations of this Task Force could substantially result in continued decline in the quality of life in the Naples Central Business District. Action is timely and should occur immediately.
4. The Task Force unanimously believes that the general community has been supportive of the Task Force efforts and wants to thank the dozens of people who have come and testified to our Task Force. Through their input we have gained substantial and important information.

Resolution No. 92-6599

A RESOLUTION ESTABLISHING A REDEVELOPMENT TASK FORCE; APPOINTING NINE MEMBERS TO SAID TASK FORCE; AND PROVIDING AN EFFECTIVE DATE.

WHEREAS, at the Workshop Meeting of January 6, 1992, the City Council of the City of Naples outlined the responsibilities of a task force related to redevelopment and agreed upon a mission statement, which is attached hereto and made a part hereof; and

WHEREAS, it is the desire of the City Council to establish a Redevelopment Task Force and appoint nine members who represent a cross section of the community in home ownership, banking, the legal profession, land planning, development, real estate appraisal, and business or property ownership in the affected core area described in the mission statement; and

WHEREAS, interviews with candidates for the aforementioned positions were conducted on February 17, and March 2, 1992;

NOW, THEREFORE, BE IT RESOLVED BY THE COUNCIL OF THE CITY OF NAPLES, FLORIDA:

SECTION 1. That a Redevelopment Task Force is hereby established and nine members are appointed thereto.

SECTION 2. That said Redevelopment Task Force is charged with the responsibility of preparing a comprehensive report dealing with various aspects of redevelopment along the U.S. 41 corridor in downtown Naples as specified in the mission statement which is attached hereto and made a part hereof.

SECTION 3. That the Redevelopment Task Force shall complete its Phase I report to the City Council on or before June 15, 1992, and its Phase II report to the City Council on or before September 15, 1992.

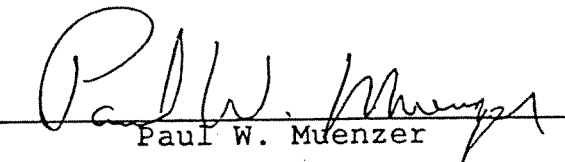
SECTION 4. That the Redevelopment Task Force shall schedule meetings and operate in accordance with the Rules of Procedure which are attached hereto and made a part hereof.

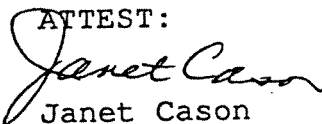
SECTION 5. That the following individuals are appointed to the Redevelopment Task Force in the categories listed above for a term to expire upon completion of Phase II of the mission statement, on or about September 15, 1992:

Richard A. Botthoff  
R.J. Cavallaro, M.D.  
John T. Conroy, Jr.  
Lance D. Donovan  
J. Dudley Goodlette  
Donald R. Johnson  
Allen E. Salowe  
Edward Verdesca  
Mark Weakley

SECTION 6. This resolution shall take effect immediately upon adoption.

PASSED IN OPEN AND REGULAR SESSION OF THE CITY COUNCIL OF THE CITY OF NAPLES, FLORIDA, THIS 4th DAY OF March, 1992.

  
Paul W. Muenzer Mayor

ATTEST:  
  
Janet Cason  
City Clerk

APPROVED AS TO FORM AND LEGALITY BY Maria J. Chiaro  
Maria J. Chiaro, City Attorney



## REDEVELOPMENT TASK FORCE

### MISSION STATEMENT

The Redevelopment Task Force is hereby charged by City Council with the responsibility of preparing a comprehensive report dealing with various aspects of redevelopment along the U.S. 41 corridor in downtown Naples. This work will be performed in two phases with the work proposed for Phase I being reported to Council on or before June 15, 1992. Work within Phase I will include individual meetings with City Council members to determine Council attitudes towards the degree of magnitude of redevelopment. Phase I report when adopted by Council will become the basis for work within Phase II with Phase II work being reported to Council by September 15, 1992. The components of each phase are listed below.

#### Phase I

1. Analyze and recommend the proposed boundary lines for the Redevelopment District.
2. Analyze the present conditions within the District to determine the reasons/causes for the present conditions within the District.
3. Compile and analyze property data within the District. This would include:
  - a. Land use inventory.
  - b. Lot dimensions.
  - c. Ownership patterns.
  - d. Age of developments.
  - e. Redevelopment efforts which have occurred in the last five years.
  - f. Redevelopment efforts presently proposed by private individuals.
4. Determine the magnitude of redevelopment effort needed within the Redevelopment District. The magnitude ranges from a paint up/fix up project to demolition and reconstruction of land uses.

5. Identify financial resources that are available in our community or through state and federal assistance to help with the redevelopment efforts.
6. Recommend public input strategy for Phase II.

## Phase II

1. Analyze various approaches to community redevelopment including, but not limited to, the creation of a Community Redevelopment Agency as outlined in Florida law. Based upon the analysis of these options, draft an outline of the recommended organization to accomplish community redevelopment.
2. Identify subcommittees that should be part of the organizational structure for community redevelopment.
3. Recommend a format to make provision to receive public input and present the ideas of the Task Force to the community.

Mission Statement adopted by City Council  
January 6, 1992  
Revised March 2, 1992

**Rules of Procedure  
City of Naples Redevelopment Task Force**

**I. Purpose:**

To establish procedures for organizing the business of the City of Naples Redevelopment Task Force, hereinafter termed "Task Force," for completing Phase I and Phase II of the Task Force mission statement adopted by the Naples City Council and incorporated herein by reference.

**II. General Rules:**

The Task Force shall be governed by Chapter 286, Florida Statutes ("Government In The Sunshine Law"). The Task Force may also incorporate the current edition of Robert's Rules of Order.

**III. Members, Officers and Duties:**

The Task Force shall be composed of nine members as appointed by the City Council.

**A. Chairperson**

A chairperson shall be elected by the members of the Task Force to serve for the duration of Phases I and II of the aforementioned mission statement and conclude on or about September 15, 1992. The chairman shall be the presiding officer and act as liaison between the Task Force and the City Council, City staff and citizens.

**B. Vice-Chairperson**

A vice-chairman shall be elected by members of the Task Force from among its members in the same manner as the chairman. The vice chairman shall serve as chairman in the absence of the chairman, and at such times shall have the same powers and duties as the chairman.

**C. Attendance at Meetings**

Faithful and prompt attendance at all meetings of the Task Force and conscientious performance of the duties required of members shall be a prerequisite to continuing membership on the Task Force. A member shall be entitled to two unexcused absences from regularly scheduled meetings while the Task Force is in existence, or until approximately September 15, 1992.

- C. **Attendance at Meetings (cont.)**  
After the third unexcused absence, the City Council may at its discretion replace that member.

An excused absence, as used herein, shall be an absence for medical reasons, family emergencies, business or professional reasons. Notwithstanding the above, an absence for personal reasons, travel or any other discretionary activity shall not be considered an excused absence. A member shall give reasonable notice to the chairman of any impending absence.

D. **Meetings**

The Task Force shall establish a regular meeting schedule. Notices of meetings shall be prepared and posted in accordance with Chapter 286, Florida Statutes, and in accordance with City of Naples Resolution No. 83-4227.

The Task Force may call special meetings as needed with two hours' notice, provided that the above statutory requirements are adhered to.

Whenever practicable, Task Force meetings shall be in the City Council Chambers. Reservations to use this facility are to be made with the City Clerk's Office.

F. **Conduct of Meetings**

In accordance with Chapter 286, Florida Statutes, all meetings must be open to the public. The order of business shall be as follows: (1) roll call; (2) approval of minutes from previous meetings; (3) reports from committees; (4) unfinished business; (5) new business; (6) public input; and (7) adjournment.

Minutes of all meetings will be prepared in accordance with the guidelines adopted by the City for all advisory boards and committees, filed in the Office of the City Clerk, and made available for public inspection.

G. **Staff Assignments**

All requests for staff work shall be made through the City Manager or the City Manager's designee.

**Public Input at Redevelopment Task Force Meetings**

3/10/92  
None

3/17/92  
Jaime Guitierrez

3/24/92  
None

3/31/92  
Christian Jueris  
Sue Smith

4/7/92  
None

4/21/92  
Sue Smith  
Bernie Warner, Community Development Corporation

4/28/92  
Michael Watkins

5/5/92  
Betty Young, Naples Art Association

5/12/92  
None

5/26/92  
George C. Mohlke, EDC Blue Chip Committee

6/2/92  
Fred Nerone, Investment Properties Corp.  
Alfred French, Architect  
Bernie Warner, Community Development Corporation  
Molly Root, Fifth Avenue Business Association  
Sue Smith  
Teresa Heitmann  
Wilma, Ferguson, First Church of Christ Scientist  
John Bean  
John Ribes, Landscape Architect

6/9/92

None

6/16/92

None

6/23/92

Sue Smith

6/30/92

George C. Mohlke, EDC Blue Chip Committee

Sue Smith

**Guest Panelists  
Redevelopment Task Force**

Willie Brice, President (4/28/92)  
NAACP  
2298 50th Terrace SW  
Naples, Florida 33999

John Breit, Senior Vice President (5/5/92)  
Sun Bank  
P.O. Box 413002  
Naples, Florida 33942-3002  
(Asked to speak on behalf of Fifth  
Avenue Business Assoc., but did not  
attend)

John A. Smith (5/5/92)  
Old Naples Preservation Society  
P.O. Box 2962  
Naples, Florida 33999

James Whittaker, President (5/5/92)  
River Park Association  
384 11th Street North  
Naples, Florida 33940

Robert E. Noble, President (5/5/92)  
Old Naples Association  
1100 Ninth Street South - #101C  
Naples, Florida 33940

Bruce Fluegeman (4/21/92)  
Commercial Realty of Southwest Florida, Inc.  
4501 Tamiami Trail North  
Naples, Florida 33940

Carl Fernstrom (4/21/92)  
Diversified Investments of Naples, Inc.  
4501 Tamiami Trail North  
Naples, Florida 33940

Joseph M. Hovland (4/21/92)  
J. M. Hovland & Associates, Inc.  
11983 Tamiami Trail North  
Naples, Florida 33963

Craig D. Timmins (4/21/92)  
Investment Properties Corp.  
840 Goodlette Road  
Naples, Florida 33940

Bill Poteet Andrews & Associates 999 Ninth Street North Naples, Florida 33940	(4/21/92)
Julian L.H. Stokes, MAI 2629 Horseshoe Drive South Naples, Florida 33942 (Invited to speak at 4/21/92 meeting but was unable to do so)	
J. R. Humphrey, President International Packaging Machines, Inc. 3963 Enterprise Avenue Naples, Florida 33942 (EDC Blue Chip Committee)	(5/12/92)
George C. Mohlke, Jr. Fraser & Mohlke Associates, Inc. P.O. Box 2312 Naples, Florida 33939-2312 (EDC Blue Chip Committee)	(5/12/92)
Stephen E. Thompson, Esq. Frost & Jacobs 4001 Tamiami Trail North Naples, Florida 33940-8703 (EDC Blue Chip Committee)	(5/12/92)
David Cardwell, Esq. Holland & Knight 200 South Orange Avenue - Suite 2600 Orlando, Florida 32801	(6/9/92)
Lee Einsweiller Siemon, Larsen & Marsh 433 Plaza Real - Suite 339 Boca Raton, Florida 33432	(6/9/92)
Howard Landers, President Landers-Atkins Planners, Inc. 201 North Hogan Street - Suite 400 Jacksonville, Florida 32202	(6/9/92)