



## INTRODUCTION & BACKGROUND

Recognizing resident, business and property owner desire to create a core activity area for Marco Island, the City Council confirmed as one of five top priorities during its strategic planning sessions the establishment of a Town Center and consideration of a Community Redevelopment Area.

Members of city staff and the Planning Board scheduled two public planning charrettes to begin the process of establishing community consensus on the most critical elements desired within a Town Center through two meetings held in April 2009. The charrettes reflected the initial public planning engagement process to allow all interested members of the community to actively participate in shaping the future vision and ultimate implementation of a Marco Island Town Center. Members of the community identified a variety of concerns relative to the functioning of core public facilities and services in the Town Center, together with desired improvements intended to create a better functioning community.



Town Center District  
Town Center Aerial

CITY OF MARCO ISLAND  
MARCO ISLAND, FLORIDA



SCALE: IN FEET  
1" = 100' 000'  
DATE: APRIL, 2009  
C: URBAN RESOURCE GROUP, 2009

  
Kimley-Horn and Associates, Inc.  
URBAN RESOURCE GROUP

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AERIAL FLIGHT DATA: NOVEMBER 2007



The first phase of this effort included a technical analysis, examining conditions within the proposed Town Center area that may hinder or support maintaining the quality of life and services needed for redevelopment.

Building upon the redesign of Collier Boulevard, city planning for Veterans' Community Park, and parking and landscaping enhancements along Elkcam Circle, the opportunity exists to strengthen local values and reinforce community design standards and the unique Marco Island identity.

The State of Florida recognizes the potentially negative impacts to cities created by areas that may be inferior to community standards and quantitative and value-based expectations. These areas tend to be unsustainable and ultimately may become a burden on the jurisdiction in which they exist. The Community Redevelopment Act was created and adopted through Chapter 163 Part III, Florida Statutes as a tool to assist in remedying areas to improve the general public welfare, local tax base, and for redevelopment of specific geographic areas. The Community Redevelopment Act declares that the rehabilitation, conservation, or redevelopment of deteriorated and distressed areas are necessary in the interest of public health, safety, morals, and welfare.



In order to qualify for establishment under the provisions of the Community Redevelopment Act, a city must prepare a "finding of necessity" determining that the rehabilitation, conservation, or redevelopment of an area meets criteria broadly described as "slum" or "blighted" and is necessary in the interest of the health, safety, morals, or welfare of the residents of the community. These terms carry specific statutory references and qualifiers distinct from their common understanding and use. In addition, the statute specifically identifies that coastal and tourist areas that have inadequate transportation and parking facilities, faulty lot layout, inadequate street layout or inadequate and outdated building density patterns can benefit economically and socially from a formal redevelopment program.

This report is intended to be consistent with the statutory requirements for establishing a Community Redevelopment Area pursuant to Chapter 163, Part III, Florida Statutes. In the late 1990's, Marco Island residents committed to incorporation partly in response to concerns that the local community did not have direct control or an ability to set its future in terms of land development and community design standards. Much of the existing Town Center area was developed prior to incorporation and establishment of the City's own regulatory framework. Generally this area appears to contain similar conditions – infrastructure deficiencies, development hardships, and stunted investment – as those found in other exiting community redevelopment areas within the State of Florida.

The Community Redevelopment Act provides that certain areas that reflect conditions unresponsive of community standards may be determined locally to fall under two broad categories defined in the statute as falling under criteria that may lead to or support the continuation of "slum" and "blight". It is important to understand that these terms have specific criteria that require a local analysis of conditions in order to determine whether a particular geographic area qualifies for the designation and benefits that come with creation of a community redevelopment area.





While the Community Redevelopment Act acknowledges the need for redevelopment in distressed areas, it also creates a mechanism by which a local government can administer change in a given area – the creation of a formal Community Redevelopment Area. Prior to its creation, the local government must adopt a resolution supported by appropriate data and analysis which allows for the legislative finding that the conditions in the area meet the criteria established by statute. The data and analysis is also required to find that the redevelopment of the area is necessary in the interest of the public health, safety, morals or welfare in order to eliminate, prevent, or remedy a shortage of housing affordable to residents of low or moderate income, including the elderly and to correct those deficiencies found to exist or be conducive to community deterioration. One or more of the following factors must be demonstrated through the data and analysis in order to meet the statutory criteria:



- Inadequate provision for ventilation, light, air, sanitation, or open spaces;
- High density of population, compared to the population density of adjacent areas within the county or municipality; and overcrowding, as indicated by government-maintained statistics or other studies and the requirements of the Florida Building Code;
- The existence of conditions that endanger life or property by fire or other causes;
- Predominance of defective or inadequate street layout, parking facilities, roadways, bridges, or public transportation facilities;
- Aggregate assessed values of real property in the area for ad valorem tax purposes have failed to show any appreciable increase over the 5 years prior to the finding of such conditions;
- Faulty lot layout in relation to size, adequacy, accessibility, or usefulness;
- Unsanitary or unsafe conditions;
- Deterioration of site or other improvements;
- Inadequate and outdated building density patterns;
- Falling lease rates per square foot of office, commercial, or industrial space compared to the remainder of the county or municipality;
- Tax or special assessment delinquency exceeding the fair value of the land;
- Residential and commercial vacancy rates higher in the area than in the remainder of the county or municipality;
- Incidence of crime in the area higher than in the remainder of the county or municipality;
- Fire and emergency medical service calls to the area proportionately higher than in the remainder of the county or municipality;
- A greater number of violations of the Florida Building Code in the area than the number of violations recorded in the remainder of the county or municipality;
- Diversity of ownership or defective or unusual conditions of title which prevent the free alienability of land within the deteriorated or hazardous area; or
- Governmentally owned property with adverse environmental conditions caused by a public or private entity.





Of particular note for Marco Island are specific statutory provisions finding that:

*“...coastal resort and tourist areas or portions thereof which are deteriorating and economically distressed due to building density patterns, inadequate transportation and parking facilities, faulty lot layout, or inadequate street layout, could, ... be revitalized and redeveloped in a manner that will vastly improve the economic and social conditions of the community.” [Chapter 163.335 (4)]*

The statutes further provide that a “community redevelopment area” is defined as:

*“a slum area, a blighted area, or an area in which there is a shortage of housing that is affordable to residents of low or moderate income, including the elderly, **or a coastal and tourist area that is deteriorating and economically distressed due to outdated building density patterns, inadequate transportation and parking facilities, faulty lot layout or inadequate street layout, or a combination thereof** which the governing body designates as appropriate for community redevelopment. For community redevelopment agencies created after July 1, 2006, a community redevelopment area may not consist of more than 80 percent of a municipality.”*

The statutes provide that prior to exercising the benefits created by the community redevelopment authority, the city must adopt a resolution supported by data and analysis that establishes ability for the City Council to find that the conditions in the Town Center area meet these criteria. Specifically, the statute provides:

**163.355 Finding of necessity by county or municipality.**--No county or municipality shall exercise the community redevelopment authority conferred by this part until after the governing body has adopted a resolution, supported by data and analysis, which makes a legislative finding that the conditions in the area meet the criteria described in s. 163.340 (7) or (8). The resolution must state that:

- (1) One or more slum or blighted areas, or one or more areas in which there is a shortage of housing affordable to residents of low or moderate income, including the elderly, exist in such county or municipality; and
- (2) The rehabilitation, conservation, or redevelopment, or a combination thereof, of such area or areas, including, if appropriate, the development of housing which residents of low or moderate income, including the elderly, can afford, is necessary in the interest of the public health, safety, morals, or welfare of the residents of such county or municipality.

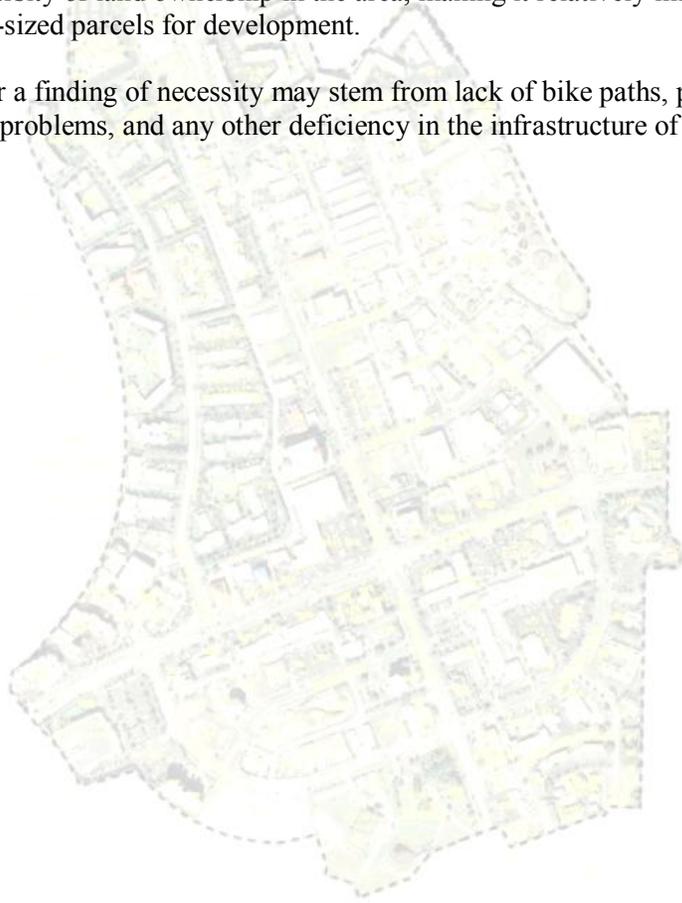




Some examples of evidence and testimony to establish that an area may be designated for redevelopment include:

1. An assessment of extent of nonconforming uses and structures, such as setbacks, parking, design and density.
2. Traffic accident frequency data.
3. Inadequate public utilities to support allowable zoning or existing use.
4. Evidence of building or life safety code violations.
5. Number and percentage of code violations.
6. General infrastructure inadequacies: deterioration of sanitary and storm sewers; inadequate alleys; or deterioration of streets.
7. Economic deficiencies, such as commercial vacancy rates.
8. Wide diversity of land ownership in the area, making it relatively impossible to acquire adequate-sized parcels for development.

Additional support for a finding of necessity may stem from lack of bike paths, pedestrian and bicycle accidents, circulation problems, and any other deficiency in the infrastructure of the community.

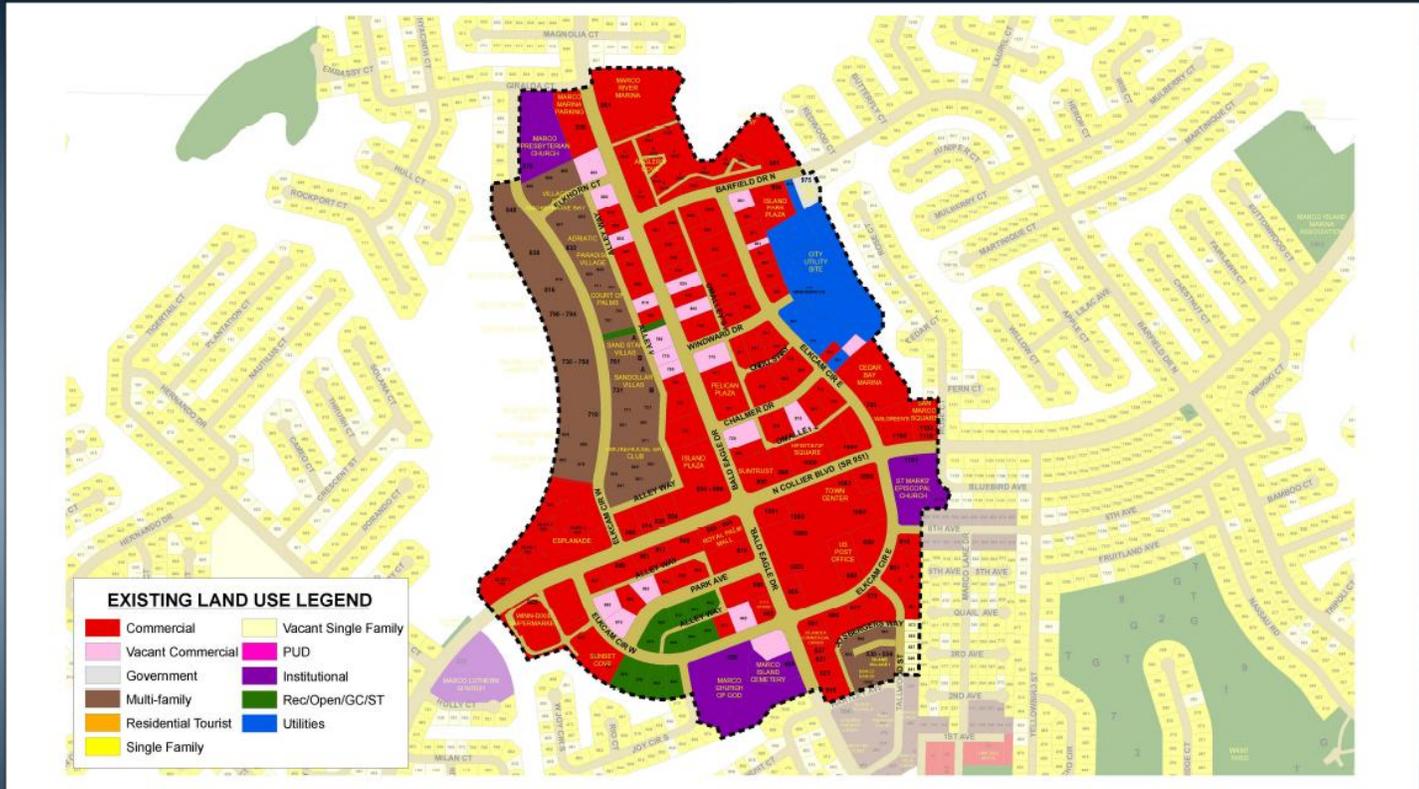




## METHODOLOGY

Over 1,100 individual invitations were sent to local residents, property owners and business owners asking that they attend one or both of the two initial public planning charrettes to help set the vision and goals for the Marco Island Town Center.

Notices were provided through the local media and on the city's website announcing the meeting dates, times and locations. An evening and weekend session were offered to allow for a cross section of the community to participate. At each charrette, members of the community were asked to identify those features of the Town Center that they would like to see improved, areas that should remain unchanged, clarify those elements that each participant would most like to see included in future redevelopment, and to suggest ideas for how the community can move forward with practical ideas for implementation. At the conclusion of the meeting, all participants were asked to identify a 'legacy' that they would like to see funded if they could each have one feature for the future that may not exist today.



Town Center District  
Existing Land Use

CITY OF MARCO ISLAND  
MARCO ISLAND, FLORIDA



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The initial public planning charrette included a brief introduction and overview of the process and ultimate goals for defining and encouraging appropriate redevelopment of the Town Center area. Attendees were broken into two smaller groups to facilitate active engagement and allow participants the full opportunity to better hear and comment on one another's suggestions and ideas. The concerns identified by the community clearly support several factors defined by statute for creation of a CRA.

The following areas for improvement and enhancement were identified:

- ✓ More, convenient parking (surface and maybe a garage)
- ✓ Better traffic and speed limit policing/enforcement
- ✓ Wider and more sidewalks, bikeways and paths
- ✓ Improved lighting and landscaping
- ✓ Safer and easier pedestrian crossings with longer lights
- ✓ Better traffic circulation and access, especially to shopping centers and post office
- ✓ More pedestrian-friendly design and interconnection of uses
- ✓ Appropriate scale and designed "mixed use"
- ✓ Improved directional signage, 'community way finding' and business signs
- ✓ Workforce and essential housing opportunities
- ✓ Create Veterans' Community Park as a public destination
- ✓ Improved stormwater management/flood control
- ✓ More opportunities for shopping and diversity of businesses

- ✓ Encouragement for artists - more public art and entertainment
- ✓ Improved use and function of alleys
- ✓ Comprehensive design and 'Marco' aesthetic, plus "Dress Up" Building Backs
- ✓ Protect existing needed services, including marina, boating & 'industrial' area
- ✓ Public transportation (bus and/or trolley route – not just for tourists/season)
- ✓ Kids/teens attractions and areas to 'hang-out'
- ✓ Limit building heights and preserve density/intensity provisions
- ✓ Consider activities and development for "Marco After 9"
- ✓ Examine possibility for a performing arts center
- ✓ Civic and civil courtesy – especially drivers
- ✓ Be family-friendly – emphasize multi-generational activities
- ✓ Provide more hotel/lodging opportunities
- ✓ **Make the Town Center "the heart of the city"**





The second public planning charrette followed the same format as the first session, with a brief introduction and overview of the process and ultimate goals for defining and encouraging appropriate redevelopment of the Town Center area. With a smaller number of attendees, all participants stayed in a single group through the engagement, allowing participants the full opportunity to hear and comment on all suggestions and ideas. The concerns identified by the community clearly support several factors defined

by statute for creation of a CRA.

The following areas for improvement and enhancement were identified:

- ✓ Improved pedestrian and bicycle routes
- ✓ Maintain economic sustainability for marina and waterfront uses
- ✓ Buildings closer to street – improve pedestrian ‘feel’
- ✓ Economic climate and incentives to stay in business
- ✓ Lower building profiles/improved view corridors to the water
- ✓ Individuality important - more variety of building appearances and ‘personality’ of sub-areas/quadrants
- ✓ ‘Green’ design and environmental sustainability, energy efficiency, recycling, build on existing city efforts
- ✓ Improved fishing and waterfront opportunities, including waterfront promenade
- ✓ Accommodate a variety of alternative transportation: mopeds, electric vehicles, bikes, smaller cars, public transit
- ✓ Alternative building facades and architectural designs, create diversity and interest in buildings
- ✓ Relocate utility plant/at least improve the odor (“the sewer lagoon”)
- ✓ More, better designed and better located public parking



- ✓ Create incentives for additional outdoor dining and businesses
- ✓ Bring all infrastructure up-to-date
- ✓ Maintain momentum of commercial successes
- ✓ Sign visibility and design enhancements, both public and private
- ✓ Consistent street and area lighting for people and roadways
- ✓ Protect history and legacy of the community
- ✓ Seek input and ideas from younger members of the community - families, teens, kids
- ✓ Create community/public gathering locations for unstructured activity
- ✓ Wireless access and communication services
- ✓ Maintain existing hardware, grocery and other shopping and services
- ✓ Maintain maximum access and parking in the “industrial quadrant”
- ✓ Create unique “Marco Island” entry and community signage
- ✓ More shade and more interconnectivity of properties
- ✓ Balance the ‘double-edged sword’ of season – economics and impacts
- ✓ Recognize important presence of religious institutions and community organizations





Funding needs without becoming too burdensome for local businesses and property owners was also highlighted as critical. City planning staff had previously begun an analysis of existing conditions that served to highlight potential areas of concern for sustainability of the Town Center area and its potential for economic and pedestrian activity. The results of the charrettes reinforced the original staff review and serve to define the focus of the analysis to determine whether the proposed Town Center meets the criteria for establishment of a community redevelopment area.

Participants highlighted a series of concerns for future redevelopment that support undertaking a more detailed planning effort to ensure that the Town Center area meets the expectations desired by the community and to reflect the desired Marco Island design characteristics. It is important to note that the community identification of concerns and deficiencies within the Town Center area closely matches those criteria set forth by the state legislature that serve as a basis for determining whether there is a necessity to find that the area is appropriate to designate for redevelopment. Through the early participation of the community in defining those features that are perceived to be deteriorating and contributing to economic distress, the technical analyses to classify eligibility will be focused on those areas most important to meet community expectations and to focus future planning efforts.

*“Things we **don’t** want to see happen in Marco Island:  
mega-stores, buildings too high,  
bland architecture, no diversity of shopping, too much regulation, not enough emphasis on sustainability...”*



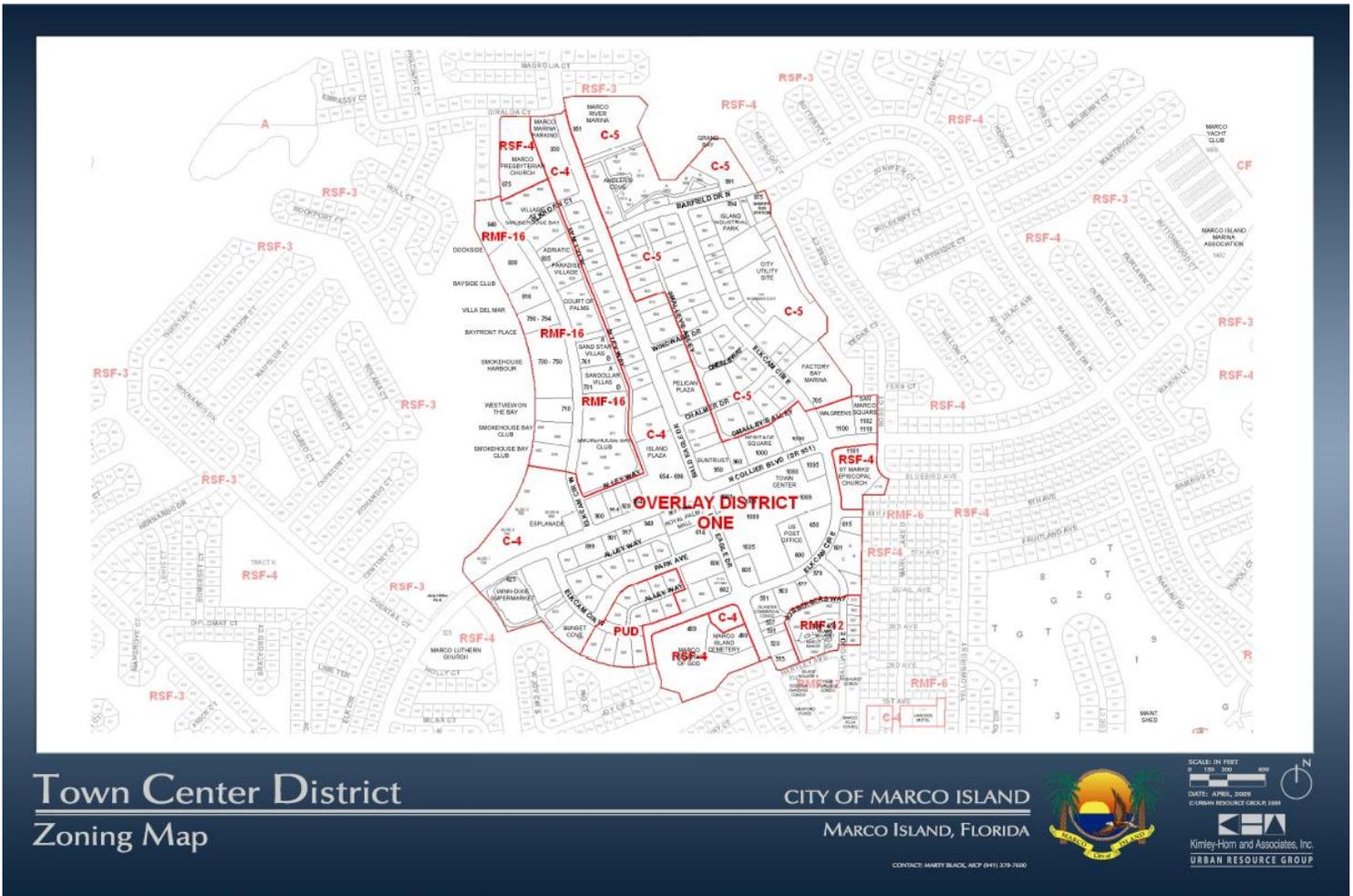
*“Things we **don’t** want to see happen in Marco Island:  
a casino, an amusement park, city hall moved to Town Center,  
grocery stores leave Town Center,  
traffic circles or roundabouts...”*





## EXISTING PLANNING CONDITIONS

Of a total of approximately 180 parcels within the Town Center area, only nineteen (19) remain undeveloped at this time. Many of the existing sites were developed prior to current building, planning, community design and environmental standards.



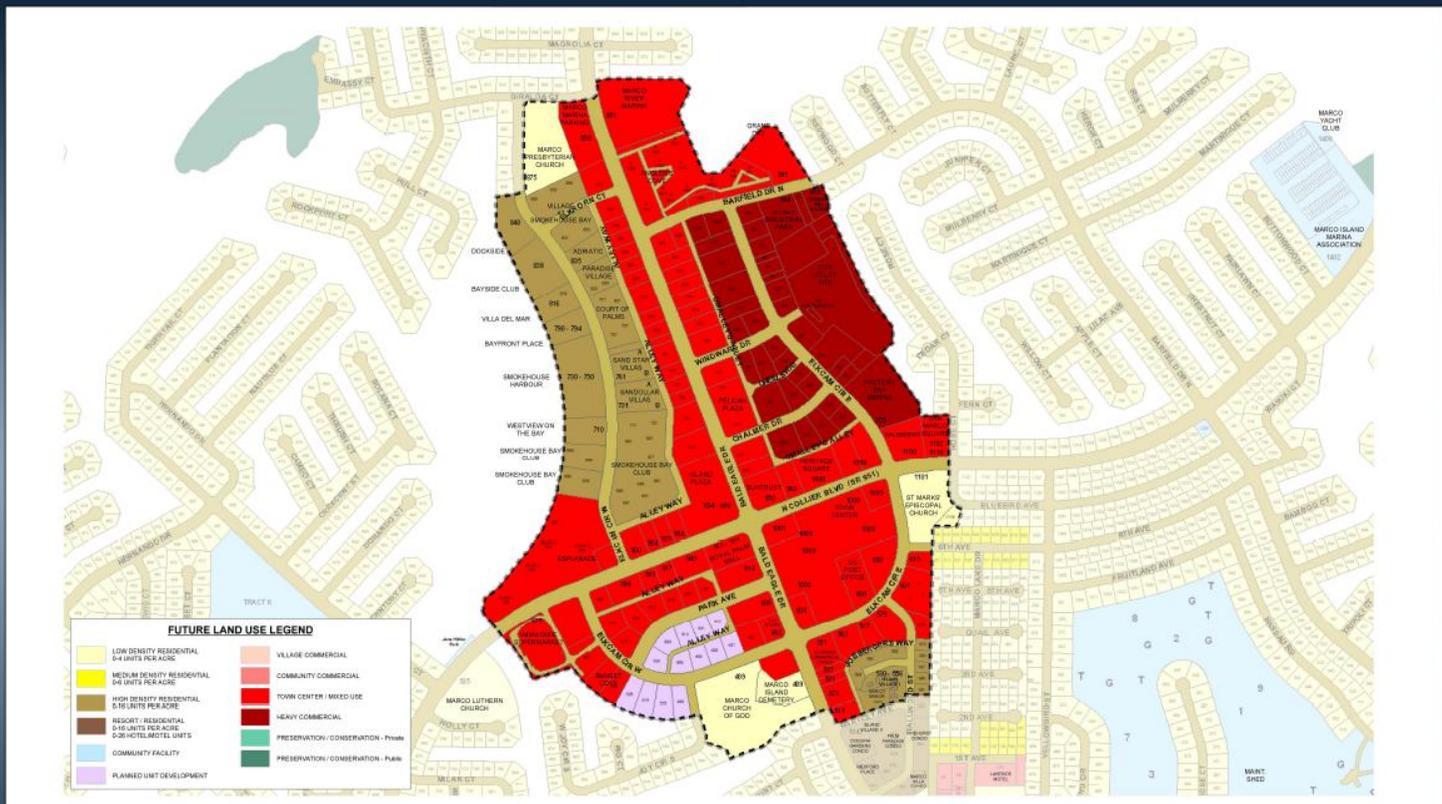
### Zoning

The Town Center area reflects a zoning pattern that provides for higher density multi-family residential use along the eastern boundary with the water; primarily commercial/retail along corridors established by Collier Boulevard, Bald Eagle Drive and Elcam Circle (C-4); a core industrial/service manufacturing sector in the northeast quadrant along Elcam Circle (C-5); and several low density residential (RSF-4) sites with existing churches. The future Veterans' Community Park is designated as a planned unit development and should be considered for rezoning as part of the implementation of the park final design and engineering.



**Future Land Use**

The City of Marco Island Future Land Use designations for the Town Center area include corridor designations of Town Center/Mixed Use along Bald Eagle Drive, Collier Boulevard and the southeast and southwest quadrants of Elkcarn Circle; high density residential along the northwest quadrant of Elkcarn Circle and Josbergers Way; heavy commercial in the northeast quadrant of Elkcarn Circle; and several low intensity currently occupied by existing churches. The future Veterans' Community Park is designated as a planned unit development and should be considered for comprehensive plan future land use map amendment as part of the implementation of the park final design and engineering.



**Town Center District  
Future Land Use**

CITY OF MARCO ISLAND  
MARCO ISLAND, FLORIDA



SCALE: IN FEET  
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## TRANSPORTATION NETWORK

The initial public planning charrettes served to highlight considerable concern among community residents for poor circulation, parking, bicycle, pedestrian and transportation conditions that have been identified as hindering the desirability for commercial visits to the Town Center area. In particular, the lack of limits on driveway connections to major roadways, conflicts within interior site parking areas, lack of or poor sidewalk and bicycle facility design, and lack of interconnected sites that allow for easy movement between destinations within block areas were identified by residents and business owners as areas needing correction.



## TOWN CENTER ACCIDENT LOCATION DETAIL 2008



The adjoining graphic serves to depict visually the intensity of accidents reported by the Marco Island Police Department within the Town Center area (see Appendix 1 for city-wide data). These data serve to strongly support the community's perception that the Town Center area is a high frequency area for transportation-related accidents. The Town Center area has the largest concentration of accidents reported on both public and private property in the entire city. The concentration of accidents along the segments of Collier Boulevard and Bald Eagle Drive within the Town Center clearly supports a finding that the following statutory conditions exist for meeting the criteria for creation of a redevelopment area: unsafe conditions, defective or inadequate street layout, parking facilities, roadways, bridges, or public transportation facilities and the existence of conditions that endanger life or property by fire or other causes.



An additional concern raised by the community through the charette process included the lack of interconnectivity between existing developed sites. These conditions are well documented in the Town Center area and are reflected in the historical design of the existing commercial shopping areas as well as newer commercial redevelopment that has been hindered from achieving vehicle interconnections due to existing adjoining lot placement, driveways and other physical features. The predominance of these design conditions in the Town Center area clearly meets the statutory requirement for demonstrating faulty lot layout in relation to size, adequacy, accessibility, or usefulness.

In addition, the lack of a viable, comprehensive system of accessible sidewalks, bicycle facilities and dedicated multi-modal facilities, creates additional support for finding that the statutory criteria for creation of a redevelopment area are supported for the Marco Island Town Center area. As an example, there are several links of existing sidewalks that are not only sub-standard in respect to current designs standards, but were previously designed to serve not only as sidewalk facilities, but also as drainage conveyances.



The Kimley-Horn team completed physical inspections of the Town Center area and identified a significant incidence of drive-way connections along Collier Boulevard, Bald Eagle Drive, Elckam Circle, and Barfield Drive that do not meet current driveway separation or intersection separation criteria of the City Land Development Regulations and accepted state right-of-way design standards. Multiple driveway connections within limited distances may contribute to poor traffic circulation by creating potential vehicle and pedestrian or bicycle conflicts, poor sight triangle visibility or difficulty in achieving accessible routes.

The results of the independent analysis of the existing transportation network conditions confirm that it contributes to the area's conditions to such a degree as to demonstrate that the following statutory criteria for creation of a redevelopment area are met for the proposed Town Center area:

- Predominance of defective or inadequate street layout, parking facilities, roadways, bridges, or public transportation facilities;
- Faulty lot layout in relation to size, adequacy, accessibility, or usefulness;
- Unsanitary or unsafe conditions;
- The existence of conditions that endanger life or property by fire or other causes;
- Police/emergency service calls to the area proportionately higher than in the remainder of the city.





## LOTS AND PROPERTY OWNERSHIP

Lot location, size and ability to support redevelopment are key determining factors when considering the likelihood of redevelopment. If lots are irregular in shape or size, it is difficult to meet current building, fire, land development and zoning code requirements. Irregular parcel configurations also make it necessary to acquire additional lands to accommodate a modest redevelopment plan. If ownership is fragmented as well, property acquisition is difficult and serves to stunt redevelopment activity.

The majorities of properties within the targeted redevelopment area are located within the C-4 and C-5 zoning districts and lie within the Overlay District One. These districts are intended to support intense development needed to meet the commercial and office needs of the Marco Island community, as well as to serve some of the multi-family needs along the waterfront.

When determining a parcel's ability to support commercial and multi-family redevelopment, location and lot width are critical determining factors. Existing city standards require parking stalls to have at least 20 feet of depth and drive aisles to have 24 feet of width. When considering a single driveway, double loaded with a row of parking on each side, the aggregated width of 64 feet. Depending on adjacent uses, a landscape buffer is also required on either side. In addition, driveway flares at the right-of-way to facilitate traffic flow into the adjoining roadways typically require additional width to accommodate entering and existing vehicles. Evaluating these existing standards for parking and landscaping, plus the potential for increased parking quantities necessary to serve proposed redevelopment, lots with less than 64 to 80 of frontage may fail to redevelop.



Over 20 properties within the targeted redevelopment area have widths less than 80 feet. Over time, there is a small likelihood that these parcels will be redeveloped. In order to ensure that desirable redevelopment occurs, these properties should be considered for aggregation with adjoining parcels, developed with less intense uses or considered for inclusion with shared parking facilities or on-street parking.

The targeted development area has over 180 individual parcels. There are fewer than ten instances where a given parcel is under the same ownership as the property it abuts. This pattern of few parcel groupings underscores the opportunity to encourage redevelopment through parcel aggregation. In terms of reinvestment, the properties in the area may be difficult to consolidate into a more cohesive redevelopment plan.





In addition to private ownership, the City of Marco Island owns several sites within the targeted redevelopment area. Some of these sites are composed of a collection of individual parcels and some are irregular in shape with unusual ownership patterns that create adverse impacts to the likelihood of successful redevelopment of adjoining parcels. The existing city utility plant site is the largest public site and its irregular shape with outparcel ownership creates a unique challenge for successful redevelopment of the adjoining areas along Barfield Drive and Elkcam Circle.



The Kimley-Horn team completed an assessment of the existing Town center area and identified several existing instances of building or life safety code violations on existing properties and confirmed with city staff a relative preponderance of code enforcement cases. Included amongst these conditions were lighting and wiring fixtures exposed to the environment, vegetative overgrowth, unapproved parking surfaces, illegal right-of-way parking, damaged and non-functioning stormwater conveyances, sidewalks in need of maintenance or repair, and other general building and site conditions

not typical within the Marco Island community.

The results of the independent analysis of the existing lot and property ownership conditions confirm that they contribute to the area's conditions to such a degree as to demonstrate that the following statutory criteria for creation of a redevelopment area are met for the proposed Town Center area:

- Predominance of defective or inadequate street layout, parking facilities, roadways, bridges, or public transportation facilities;
- Faulty lot layout in relation to size, adequacy, accessibility, or usefulness;
- Unsanitary or unsafe conditions;
- Inadequate and outdated building density patterns;
- Diversity of ownership or defective or unusual conditions of title which prevent the free alienability of land within the deteriorated or hazardous area.





## VALUE

The targeted redevelopment area has been examined in terms of changes in historical taxable value in relation to the County and City as a whole. The most recent tax valuations reflect a profound impact of declines within the targeted Town Center redevelopment area. The 2007 taxable parcel valuation was \$201,003,434, declining to \$190,282,025 in 2008. A similar trend is exhibited for condominiums within the Town Center area, with 2007 taxable values declining from \$347,893,279 to \$238,576,891 for 2008, a 31.4 percent decline in one year. Total taxable valuation in the Town Center declined approximately 21.9 percent in the period 2007 to 2008. These compare with a 4.7 percent reduction in taxable value on a county-wide basis for Collier County from 2007 to 2008 and of 9.8 percent on a city-wide basis for Marco Island from 2007 to 2008. Taxable value data for 2009 support the findings from 2007 and 2008, with a combined Town Center property decline of 29.1 percent, as compared to a 15.2 percent county-wide reduction and a 19.9 percent city-wide reduction for the period 2007 through 2009.

MARCO ISLAND TOWN CENTER				
YEAR	TAXABLE PARCEL VALUATION	TAXABLE CONDOMINIUM VALUATION	TOTAL TAXABLE VALUATION	PERCENT CHANGE
2007	\$201,003,434	\$347,893,279	\$548,896,713	-
2008	\$190,282,025	\$238,576,891	\$428,858,916	(21.9)
2009	\$169,847,392	\$219,555,603	\$389,402,995	(9.2)
2007 – 2009 Reduction				(29.9)

Source: Collier County Property Appraiser and City Of Marco Island.

The results of the independent analysis of the taxable valuable conditions confirm that current trends suggest that the Town Center has been disproportionately impacted by changes to taxable valuation as compared to both the City of Marco Island and Collier County on a community-wide basis. Continuation of this trend would meet the statutory provisions of the Act that provide if an area's aggregate assessed values of real property for ad valorem tax purposes have failed to show any appreciable increase over the 5 years prior to the finding of such conditions as compared to the changes on the city or county-wide basis.





## NONCONFORMITIES

### Parking

The Areawide assessment of the Town Center confirmed numerous locations where un-approved parking is occurring. These instances include parking within or upon drainage and stormwater conveyance and treatment areas, sidewalk and pedestrian ways, as well as encroachments upon setback or buffers areas required by the City's land development regulations.



### Stormwater Management

As a result of historical development permitted and constructed within the Town Center prior to the City's incorporation and state/water management district current design standards, in most cases developed properties lack adequate stormwater management facilities.



### Landscaping

Marco Island landscape and buffer standards are evident upon some of the more recent redevelopment that has occurred but generally the Town Center area reflects design that pre-dates the City's land development regulations, including landscape and architectural treatments. The lack of compliance with these standards creates a legacy of nonconforming properties relative to these expected community design standards.



### Architectural Design

A predominance of the existing buildings do not reflect compliance with current City of Marco Island land development regulations. Redevelopment of the Town Center would be anticipated to create an area consistent with community design expectations and requirements.





The results of the independent analysis of the Town Center relative to existing nonconformities confirm that these conditions contribute to the area's meeting of the following statutory criteria for creation of a redevelopment area:

- Predominance of defective or inadequate street layout, parking facilities, roadways, bridges, or public transportation facilities;
- Faulty lot layout in relation to size, adequacy, accessibility, or usefulness;
- Unsanitary or unsafe conditions;





## SANITATION AND DRAINAGE



The results of the independent analysis of the existing stormwater management conditions confirm that it contributes to the area's conditions to such a degree as to demonstrate that the following statutory criteria for creation of a redevelopment area are met for the proposed Town Center area:

- The existence of conditions that endanger life or property by fire or other causes;
- Predominance of defective or inadequate street layout, parking facilities, roadways, bridges, or public transportation facilities;



- Faulty lot layout in relation to size, adequacy, accessibility, or usefulness;
- Unsanitary or unsafe conditions;
- Inadequate provision for ventilation, light, air sanitation, or open spaces;
- Deterioration of site or other improvements.

In particular, physical conditions were noted along significant lengths of Elkcam Circle, Barfield Drive, Bald Eagle Drive, Windward Drive, Chalmer Drive and Park Avenue where existing stormwater management facilities are not under proper maintenance and exhibiting conditions that contribute to on-street and adjoining property ponding or flooding. Examples include standing water, damaged inlet structures,

clogged piping and inappropriate use of facilities (parking, storage, etc.). Establishment of the community redevelopment area and evaluation of an area-wide, comprehensive stormwater management strategy are appropriate efforts in support of economic revitalization of the Town Center.





Other conditions noted in support of designation of the Town Center as a redevelopment area include sanitary conditions, in particular siting and placement of refuse collection consistent with City of Marco island design standards was noted as lacking in a majority of existing facilities and sites.

Examples include placement of additional dumpster facilities within designated parking or landscape areas, placement of dumpsters that block emergency access routes, and damaged or deteriorating enclosures. The existing design and use of alleys within the Town Center for service areas can support redevelopment efforts, but it is clear from existing conditions that access for sanitation removal has not been consistently considered to ensure placement of collection areas is compatible with alley access and neighboring property owner uses.





## CRA IMPLEMENTATION OVERVIEW

### Tax Increment Financing

Tax increment financing (TIF) provides most of the funding for the CRA. This special funding tool provides all increases in taxes within the CRA beyond the year the CRA was established into a redevelopment fund. The year the CRA was established is the "base year." Any increases in taxes beyond the base year are provided to the redevelopment fund. Therefore, as the property taxes increase due to redevelopment projects, the redevelopment also increases. Tax increment financing is not an additional tax to the property owner.

Since all the monies used in financing CRA activities are locally generated, CRA's are not overseen by the state, but redevelopment plans must be consistent with local government comprehensive plans and funds derived from within the CRA must be used to benefit the targeted redevelopment area.



It is important to note that property tax revenue collected by the School Board and any special district are not affected under the tax increment financing process. Funds are deposited to a CRA trust fund by the taxing entities (city and county), after monies are received from the tax collector. The tax increment revenues can be used immediately as they are received to undertake planning studies or capital projects or other programs that serve the CRA. In addition, these funds can be saved for a particular project, or can be bonded to maximize the funds available. All funds received from a tax increment financing area must be used for specific redevelopment purposes within the targeted area, and not for general government purposes.

Section 163.387(1), Florida Statutes provides the following guidance for determining the TIF:

The annual funding of the redevelopment trust fund shall be in an amount not less than that increment in the income, proceeds, revenues, and funds of each taxing authority derived from or held in connection with the undertaking and carrying out of community redevelopment under this part. Such increment shall be determined annually and shall be that amount equal to 95 percent of the difference between:

- (a) The amount of ad valorem taxes levied each year by each taxing authority, exclusive of any amount from any debt service millage, on taxable real property contained within the geographic boundaries of a community redevelopment area; and
- (b) The amount of ad valorem taxes which would have been produced by the rate upon which the tax is levied each year by or for each taxing authority, exclusive of any debt service millage, upon the total of the assessed value of the taxable real property in the community redevelopment area as shown upon the most recent assessment roll used in connection with the taxation of such property by each taxing authority prior to the effective date of the ordinance providing for the funding of the trust fund.



Funds deposited in the redevelopment trust fund may be expended only within the boundary of the redevelopment area and as described in the approved redevelopment plan. These requirements are articulated in Section 163.387(6), Fla. Stat., as follows:

- (a) Administrative and overhead expenses necessary or incidental to the implementation of a community redevelopment plan adopted by the agency.
- (b) Expenses of redevelopment planning, surveys, and financial analysis, including the reimbursement of the governing body or the community redevelopment agency for such expenses incurred before the redevelopment plan was approved and adopted.
- (c) The acquisition of real property in the redevelopment area.
- (d) The clearance and preparation of any redevelopment area for redevelopment and relocation of site occupants as provided in s. 163.370.
- (e) The repayment of principal and interest or any redemption premium for loans, advances, bonds, bond anticipation notes, and any other form of indebtedness.
- (f) All expenses incidental to or connected with the issuance, sale, redemption, retirement, or purchase of agency bonds, bond anticipation notes, or other form of indebtedness, including funding of any reserve, redemption, or other fund or account provided for in the ordinance or resolution authorizing such bonds, notes, or other form of indebtedness.
- (g) The development of affordable housing within the area.
- (h) The development of community policing innovations.

### Community Redevelopment Agency

The activities and programs offered within a Community Redevelopment Area are administered by the Community Redevelopment Agency that is locally established when the CRA is designated. Typically a five- to seven-member CRA “Board” created by the local government directs the agency or serves as an advisory board to the elected officials serving as the CRA Board. The CRA Board can be comprised of local government officials and/or other individuals appointed by the city.

The Marco Island City Council will need to determine the composition of the CRA Board and whether the City Council will serve as the CRA Board. Should the City Council elect to serve as the CRA Board, the City will need to develop specific policies and procedures to ensure that the CRA Board functions are appropriately and independently undertaken from the customary City Council responsibilities. Examples include special meeting notices, separate minutes of the CRA Board, and separate tracking of CRA expenditures and activities. Existing city staff may be assigned responsibilities to coordinate CRA actions as the program develops.

The CRA has certain powers that the city or county by itself may not do, such as establish tax increment financing, and leverage local public funds with private dollars to make redevelopment happen. The CRA term is limited to 30 years, 40 years if extended. After that time, all revenues (presumably much increased from the start of the CRA) are retained by each taxing entity that contributed to the CRA trust fund.





### Community Redevelopment Plan

The Community Redevelopment Agency is responsible for developing and implementing the Community Redevelopment Plan that addresses the unique needs of the targeted area. The plan includes the overall goals for redevelopment in the area, as well as identifying the types of projects planned for the area within a long-term capital improvements program specific to the CRA.

Projects may include a variety of elements or programs intended to spur private reinvestment in the CRA. Streetscapes and roadway improvements, building renovations, new building construction, flood control initiatives, water and sewer improvements, parking lots and garages, neighborhood parks, sidewalks and street tree plantings are typical of projects funded by community redevelopment agencies across the state. The plan can also include redevelopment incentives such as grants and loans to private owners and businesses within the CRA for such things as façade improvements, sprinkler system upgrades, signs, and structural improvements. The redevelopment plan is a living document that can be updated to meet the changing needs within the Community Redevelopment Area; however, the boundaries of the area cannot be changed without starting the process from the beginning.

### Steps to Formally Create the CRA

The City has commenced the process to create the Town Center CRA through its actions to engage the community in public planning charrettes earlier this year and the preliminary discussions held with County representatives. The following additional steps highlight next steps needed to formally establish the Town Center CRA:

- A. Adopt the Finding of Necessity. This will formally identify the conditions within the targeted area and establish the area boundary. This report can serve as the basis for considering the necessary formal actions to begin the process to engage the County in its review.
- B. Develop and adopt the Community Redevelopment Plan. The plan further defines the needs of the targeted area and includes a specific program for encouraging redevelopment in the area.
- C. Create a Redevelopment Trust Fund. Establishment of the Trust Fund enables the Community Redevelopment Agency to direct the increase in real property tax revenues back into the targeted area.





## RECOMMENDATIONS

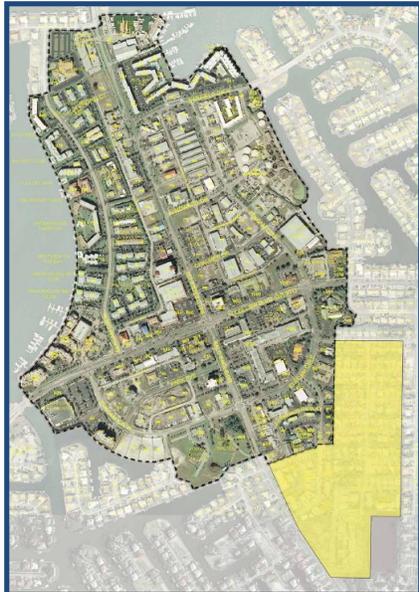
The Town Center area has the potential to attract private reinvestment and remerge as a walkable, destination and commercial heart of the community. In doing so, it is recommended that several conditions be remedied and that the City pursue a series of short-and long-range planning and implementation endeavors to ensure a sustainable future. The following highlights recommended initiatives that are believed to be supported by the data and analysis and that are believed can create improved conditions desired by the community.

*Community Redevelopment Area* – formal designation of the Town Center as a Community Redevelopment Area pursuant to Chapter 163, Part III, Florida Statutes is the first recommended step. The results of this report provide a sufficient basis for evaluating and determining that the Town Center area exhibits several of the indicators and criteria to meet the requirements for designation. Ultimately, the Town Center CRA designation will provide the City with alternative planning and financial tools to help cure identified deficiencies and improve the overall character of the area. The CRA designation will allow the City to pursue alternative financing and taxing approaches, property acquisition options, and improved administrative control to manage redevelopment of the area. The designation of the Town Center as a community redevelopment area will require the creation of a Community Redevelopment Agency or governing boards to oversee the area's more detailed planning and administration. It is recommended that the City opt to designate the City Council to act as the governing agency. Implementation will require separate meeting and agency action notices going forward but this can be facilitated with existing city staff and resources. The City should consider establishing a Town Center Advisory Board or assigning that responsibility to an existing City board to advise the City Council on recommended actions. Many of the future initiatives and redevelopment in the Town Center may require multiple funding sources and the CRA is an effective vehicle for implementing change in the area.

*Town Center Boundary* – Consideration of the following alternatives for setting the proposed Town Center community redevelopment area is recommended prior to finalization of the resolution formally establishing the CRA.

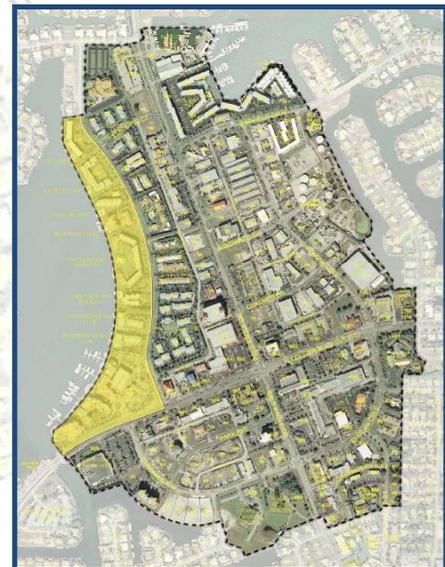
The initial Town Center boundary had been developed based upon the massing and transportation layout of development that generally includes Bald Eagle Drive, Elkcam Circle and Collier Boulevard. This initial boundary reflects an anchoring of the focus on redevelopment of the commercial and industrial areas and include primary community and social services with internal residential uses that set a clear community redevelopment area without gerrymandering of lines. This alternative is supported by the significant declines in both commercial and condominium taxable valuations and incorporates the linkages between existing residential areas and the more traditional town center retail and service uses.





The residential area along Marco Lakes Drive and commonly known as Marco Highlands contains some of the lowest income housing units in the city and adjoins the proposed Town Center CRA boundary along its southeastern border. While there have been some targeted reinvestments in the neighborhood utilizing Community Development Block Grant funds for sidewalk and stormwater management, additional improvements could benefit the residential enclaves accessing off Marco Lakes Drive. Inclusion of this area would further strengthen the community redevelopment designation and could serve as an area to consider as a future catalyst in support of the broader redevelopment initiative. Leveraging the existing CDBG investment with redevelopment funding can lead to further strengthening of the community stability and provide opportunities to establish closer links between the Town Center commercial areas and the Marco Lakes community.

An alternative consideration is to remove the recently constructed Esplanade area and existing primarily condominium development along Elkcarn Circle West fronting on Smokehouse Bay. While the condominium units in this area have experienced a considerable decline in taxable value, it is unlikely given the ownership pattern, that these units or the recently constructed Esplanade will provide short or mid-term redevelopment opportunities. Modification of the proposed CRA boundary to exclude these areas has the advantage of clearly focusing future redevelopment areas on those properties with the greatest potential for change. Retaining these areas has the clear advantage of including representation of both owner occupied and seasonal residents within the boundary of the proposed CRA and can serve to help guide future priorities for interconnectivity, desired activities to serve existing and future residents and retain the primary mobility features that can serve to induce redevelopment of the remaining area.





*Town Center Master Plan* – Building upon the initial public charrette process completed with this effort, it is recommended that a detailed master plan be created for the targeted redevelopment area consistent with the statutory requirements. The master plan should include further facilitation and refinement of the community goals and objectives identified through the preliminary public charrettes. The master plan will serve to define the implementation roadmap for the needed and desired improvements to the area and should address desired urban form, infrastructure improvements, and funding mechanisms. The master plan will serve as the basis for all future land use and public investment decisions in the area and can act as an effective consensus-building tool for achieving public and stakeholder support for the redevelopment vision. The master plan also serves as the legal basis for all Community Redevelopment Area and Agency actions and initiatives. Finally, the master plan should include a five to twenty year implementation strategy and program, as well as refine recommendations identified in this report.

*Tax Increment Financing* – It is recommended that the City establish a tax increment financing (TIF) district in cooperation with Collier County to assist with funding for necessary public improvements within the Town Center area. This form of public finance is commonly used in other redevelopment districts across Florida and the country. Collier County has successfully utilized this tool for its redevelopment areas and has supported their use by the City of Naples. Upon establishment of the TIF district, the City will identify a base tax year and, as the area redevelops, the increase in taxable value above the base year can be utilized for improvements solely within the Town Center CRA. The City can work cooperatively with Collier County to define an appropriate allocation of the incremental increase in tax revenues for projects within the CRA. Local governments are given the authority to allocate up to 95 percent or a smaller portion of the incremental increase to projects within the CRA upon establishment of the TIF district. Use of the TIF alternative financing tool in concert with the Town Center master plan and implementation strategy can have a powerful effect if used to leverage additional funding sources, and therefore is a substantial tool to encourage effective redevelopment.

*Marco Island Comprehensive Plan* – The City of Marco Island Comprehensive Plan should be reviewed to determine the extent of needed and desired amendments to support the future vision for the Town Center. In particular, the City should incorporate those projects and programs ultimately identified by the CRA Master Plan into the applicable sections of the Comprehensive Plan and capital improvements program.

