

*A White Paper on the Old 41 Redevelopment Overlay
Bonita Springs, FL
(2017)*

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**Appendices A-K as referenced in this report are provided in a separate document.*

ACKNOWLEDGEMENTS

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ABSTRACT

At the June 7, 2017 City Council meeting, the City Managers Office prepared a green sheet to discuss and receive direction on downtown revitalization, one of the Council's strategic priorities. Areas of discussion encompassed a variety of topics including the vision, infrastructure, uses, expansion of and targeted uses for the Industrial Street area, parking, signage, housing, Baxter Street connectivity, traffic calming at Dean Street and Old 41, approved private sector projects, bonus density, inventory of vacant property, and correspondence from the Bonita Springs Downtown Alliance. Discussion ensued on those topics listed in the green sheet with additional areas identified for future consideration. Given the wide array and interrelatedness of topics, the City Council directed staff to prepare a white paper report to provide information or proposals on the variety of topics related to downtown. This document is intended to provide a general synopsis of those topics identified at the June 7th meeting based on data and analysis obtained from a variety of city departments, consultants, and study archives. City staff will be prepared to discuss the report content at the December 18, 2017 public workshop and welcomes any additional information that the City Council wishes to discuss.

HISTORY OF DOWNTOWN AND REDEVELOPMENT INITIATIVES

The modern history of Bonita Springs spans back to the 1870's when the area was informally known as "Survey". Over the next several decades, homesteaders helped to develop Survey into a quaint village. In 1912, a Tennessean named Ragsdale purchased 2,400 acres around Survey and laid out a small town with streets and avenues named for potential buyers. The name Survey lacking sales appeal and a specific identity, was renamed to Bonita Springs and Surveyor's Creek was given the more attractive name, of Imperial River. Up through the 1920's the State of Florida and Bonita experienced a boom in the areas of fishing and boating and the industry was becoming well-known in the surrounding area. The City of Bonita Springs incorporated in 1926, but was financially forced to surrender its charter in 1934 and in return Lee County paid its Florida Power and Light Bill.

Until the construction of the Tamiami Trail, access to Bonita Springs was by rail or by ship. This new north-south route known as the Tamiami Trail (U.S. Highway 41) connected Tampa to Miami. As businesses located on the Tamiami Trail to take service the traveling public the downtown formed. Bonita Springs being 125 miles from Miami and 140 miles from Tampa made the area the perfect midway for two day travel between the two major trade centers, creating a need for gas stations and lodging for travelers. This fortuitous location spawned growth considered central fixtures of downtown including the Everglades Wonder Gardens, Dixie Moon, and the Shangri-La Hotel. Numerous other landmarks constructed during this period have since been lost.

In 1976, the State of Florida rerouted Tamiami Trail to the west, creating the new U.S. 41 bypass of the Old Downtown. With the advent of the U.S. 41, the original Tamiami Trail was then named Old 41. The rerouting of U.S. 41 helped to both establish and preserve the quaint and "off-the-beaten-path" motif for businesses and residences positioned along Old 41 which carried a certain charm. With the opening of Interstate 75 (I-75) from Nokomis to Naples, the transformation of Alligator Alley into I-75, and the continued expansion and widening of U.S. 41, new businesses and residents flourished in the area. This growth caused the Old 41 area to atrophy.



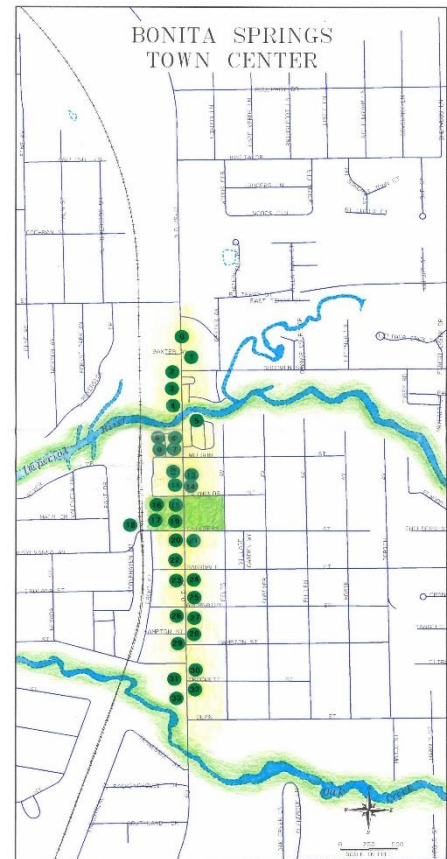
Description: 1995 Bonita Springs Town Center Overlay Zoning Master Plan Source: The RMPK Group

In the 1980's, the Bonita Springs planning area began to seek out opportunities under Lee County to redevelop the Old 41 area a Community Redevelopment Agency (CRA) and CRA Redevelopment Plan in the early 1990's. The intent was to initiate and guide redevelopment. The CRA hired Team Plan, Inc. to prepare a Master Plan Study. The Master Plan recommended the use of public owned lands at areas such as Depot Park, Riverside Park, and the former Community Hall property as an opportunity for a town center. The Master Plan proposed streetscape improvements along Old 41.

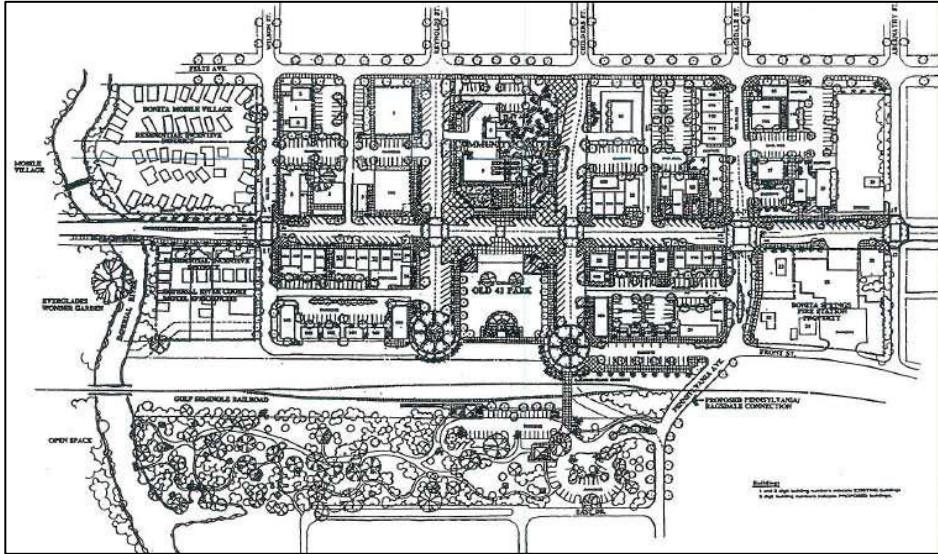
Through a series of sketches, which highlighted connectivity, and the architectural style for the area.

Local desires were not managed by County leadership and grand plans were reduced to sidewalks and lighting when the first and only revenue payment was received. While no more TIF revenue was shared the CRA survived for a few more years.

Redevelopment efforts continued when a portion of Old 41 was designated as a Florida Main Street Community in 1995 (Appendix A). The Florida Main Street Program is a technical assistance program administered by the Bureau of Historic Preservation, Division of Historical Resources, Florida Department of State, for traditional historic commercial corridors. The Bonita Springs Main Street is inactive; however, since it was previously designated as a Main Street, it may be reactivate in accordance with the Ten Criteria for Recognition by the National Trust Main Street Center. Additional research and coordination is needed to determine if the vision of downtown redevelopment meets the goals and intent of the Main Street Program.



Bonita Springs Florida Main Street Map Source: Department of State



Description: 2003 Park and Office Facilities Master Plan Source: Parker Mudgett Smith Architects, Inc.,

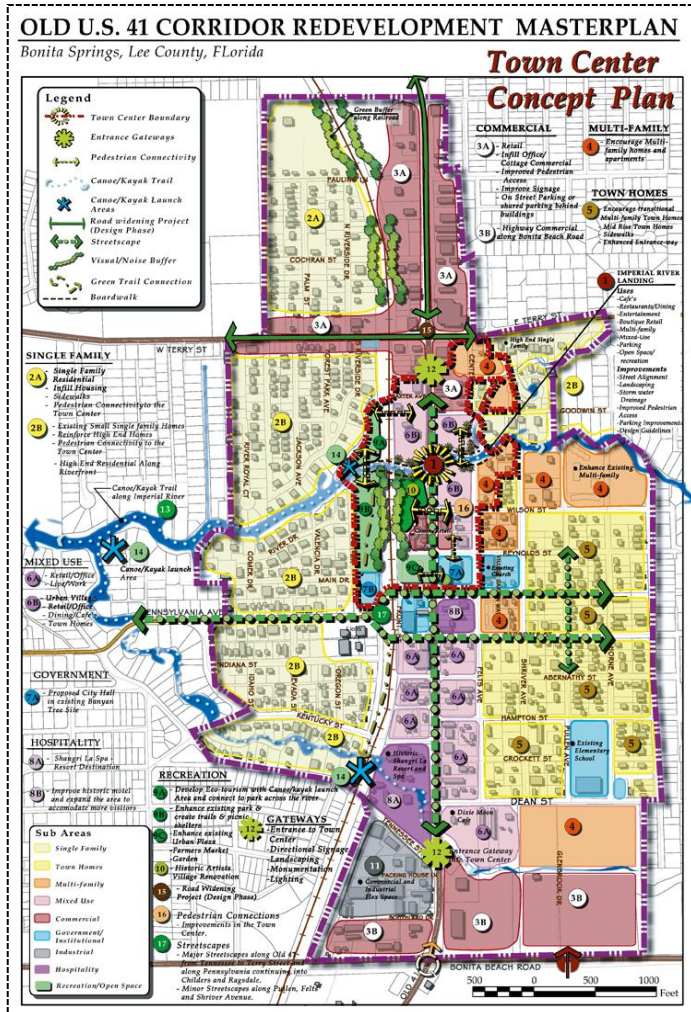
On December 31, 1999, the City of Bonita Springs incorporated for a second time and with that came a renewed desire to rethink, retool, and restructure the master plan for Old 41. A contract was awarded with the Ft. Myers firm, Parker Mudgett Smith Architects, Inc., for a Park and Office Facilities Master Plan (Adopted 2003). According to prior studies, the Plan was divided into eight

phases with plans for vehicular parking improvements, passive park uses and streetscaping, totaling in a conceptual estimate at over ten million dollars. The City implemented portions of the Plan with the construction and improvements to Riverside Park, Depot Park, Island Park, and the Lyles Hotel Plaza.

RMPK prepared other studies which included the Finding of Necessity to create a CRA (RMPK 2004), the Old US 41 Corridor Redevelopment Master Plan (RMPK 2005—Appendix B) and the 2005 Old 41 Corridor Redevelopment Master Plan Study. The Master Plan included the Town Center Concept Plan, which was used as the supporting data and analysis for amendments to the comprehensive plan in [2006](#). The amendments created Policy 1.1.11: "Old 41" Town Center Mixed-Use Redevelopment Overlay Area, which lists permitted land uses and their associated intensities/densities by Sub Area based on the areas shown on the Old 41 Corridor Redevelopment Master Plan. The amendments also expanded the City's redevelopment area from 234 acres to 447 acres; the acreage anticipated of a new CRA. The City Council ceased pursuing the CRA in September 2009.

The City of Bonita Springs approved the current Land Development Code (LDC) regulations for the Overlay in [2009](#). Prior to the enactment of these regulations, the redevelopment regulations set forth in the LDC allowed individual landowners to choose whether or not to build or rebuild consistent to the standards of the zoning district or the overlay. For about one year, the Local Planning Agency (LPA), Larue Planning & Management (the City's Planning consultant), and Barbara Barnes Buchannan (the Assistant City Manager), worked on updating development standards. Since that time the LDC regulations for the overlay have been amended multiple times to address items such as: the creation of the Felts Avenue Subdistrict, the adoption of a color palette, identifying acceptable architectural styles, amending permissible uses, appropriate style and design of signage, clarifying landscape standards, requiring pedestrian ways, addressing property development regulations, providing for administrative relief procedures, and providing clarity on bonus density and a conversion factor for the Mixed Use Sub Areas.

While some rehabilitation and redevelopment has occurred since the adoption of the 2006 comprehensive plan amendment, significant redevelopment has not occurred. This can be attributed to several factors including the 2008 decline in the housing and financial markets. Prior to the recession, the City's Imperial River Landing project located on the site of the former Bamboo Village property, was anticipated to be the catalyst to spark redevelopment downtown. The City chose The Antaramian Group as a partner to develop the site. However, after an extensive process to approve a master concept plan, the market had changed and the developer abandoned the project with only the planned development zoning secured. The associated master concept plan has since expired; however, the property remains zoned as a Mixed Use Planned Development (MPD).



Description: U.S. 41 Corridor Redevelopment Master Plan
Source: The RMPK Group

30,988 square foot library is scheduled to begin in early 2018. The RMPK Group cited that libraries are typically excellent activity generators used by residents, students, and visitors and that they are strong catalysts that generate additional private investment that further improve nearby areas.

The Master Plan and Town Center Plan is a byproduct of a study conducted 12 years ago, which contemplated the creation of a CRA as a funding source and as the entity to accomplish the CRA associated improvement projects. This CRA was never realized, but to that end, the City has entered into a Tax Increment Financing (TIF) based revenue sharing agreement with Lee County to fund improvements within the downtown area. This funding was pledged to implement a multi-million dollar drainage, roadway, and streetscape project to incentivize the private sector to reinvest in the downtown. This is a major portion of the public improvements necessary to accommodate a redeveloping downtown. Additionally the City has promoted the downtown through the provision of public gathering spaces through a variety of parks, open space, and other civic spaces. The Old U.S. 41 Corridor Redevelopment Master Plan, is the most recent, acknowledge the importance of public spaces and buildings in the downtown. Inclusion of public uses increases pedestrian activity and establishes a destination for citizens and visitors. They can also provide anchor destinations that provide the vehicular and pedestrian traffic necessary to support the area's commercial businesses. Construction of the two-story

Other changes since the 2005 RMPK Master Plan include the status of the Everglades Wonder Gardens (now identified as Sub Area 6B, Mixed Use) and the completion of the Evaluation Appraisal Review in 2016, which included recommendations to evaluate opportunities to increase density in the downtown area. Within the past few years, staff has been approached by interested parties requesting amendments to the downtown area. The areas of discussion include:

- Expansion of the "Old 41" Town Center Mixed-Use Redevelopment Overlay Area to include properties to the north and east.
- Expansion of Mixed Use Sub Areas (6A and 6B). Northern gateway at Old 41 and Terry Street intersection.
- Greater flexibility for uses in the Commercial and Industrial Flex Space Sub Areas (11)
- Increase in density
- Residential uses in the Commercial (3A and 3B) and Commercial and Industrial Flex Space Sub Areas (11)
- Consideration for how the Bonita Beach Road Vision recommendations creating the Historic Zone area impact redevelopment efforts.

Other areas relevant for discussion may include:

- Role of the Old 41 Corridor Redevelopment Master Plan Town Center Concept Plan
- Opportunities for use flexibility and increased density/intensity within the "Old 41" Town Center Mixed-Use Redevelopment Overlay Area. Investigate regulatory tools that address urban form of buildings.
- Consideration on including properties located west of Industrial Street, east of the railroad, and south of Oak Creek into the overlay.
- Impact of e-commerce on mass market retail (trends in shrinking retail) and internet proofing downtowns (attracting unique retail)
- Appropriate retail, food, entertainment, and housing mix to activate streets and bring “streets to life”
- Housing market study to understand housing absorption
- Impact of changing demographics associated with the millennial generation
- Parking needs based on the advent of ride sharing, car sharing, and autonomous vehicles

To address the types of business needed, and those that are assumed to directly contribute to the atmosphere of downtown, the City hired Robert Gibbs to analyze the business climate in south Lee County to north Collier County with a particular focus on the property development patterns in downtown Bonita Springs ([2015 Market Retail Study, \(Gibbs Study\)](#)). This study also included the current and future market needs to support the downtown area.

Retail Market Analysis Bonita Springs Florida, Gibbs Planning Group, July 2015

The City of Bonita Springs retained the Gibbs Planning Group to conduct a retail market analysis to better understand the retail demand for the historic downtown area. The study found that the downtown could likely support 43,800 square feet (sf) of new commercial development (infill development of approximately 40 to 55 new restaurants and stores).

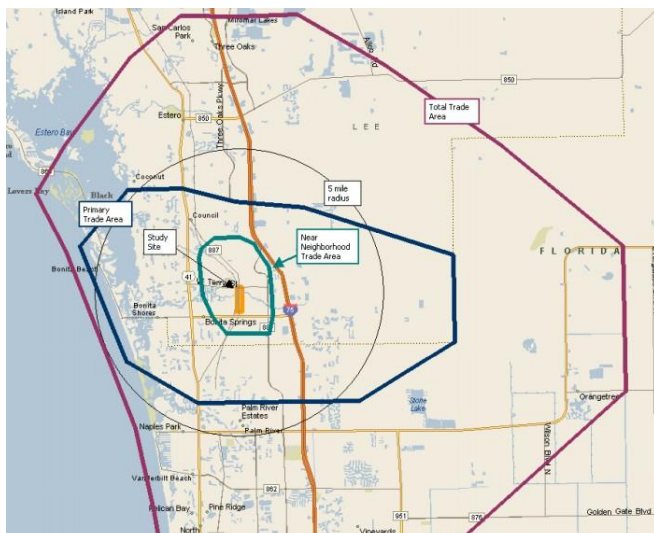
Development scenario recommendations include corner stores, two to three convenience centers (wide range of retailers such as apparel and shoes, bakeries, butcher shops, florists, financial services, hardware, limited service restaurant, gift store, etc.), and one neighborhood center (full service grocery store, general merchandise store, jewelry, sporting goods, home furnishing, pharmacy, and full and limited service restaurant).



Description: Gibbs Study Area

Source: The Gibbs Planning Group

Analysis found that the current location of City Hall and the Post Office presents a void of vital civic anchors in the downtown, which diminishes the ability to have a central business district. Bob Gibbs foresees the future downtown library will serve as a vital component and create synergy in the area for civic and business uses. The report indicated that the absence of commercial anchors and critical mass of retailers has stagnated redevelopment in the area.



Description: Bonita Springs Total Trade Area Figure
Source: The Gibbs Planning Group

To realize the commercial demand the report assumes that the downtown area is properly zoned to support infill and redevelopment with innovative standards and infrastructure. While specific uses and development standards are detailed later in the report, it should be noted that Community Development staff recommends further amendments to the Bonita Plan and LDC standards to allow for and just as importantly encourage the redevelopment the Gibbs report states the area can accommodate. The market conditions mentioned above were further clarified by Gibbs and identified three trade areas to better understand group characteristics of patrons likely to support the

downtown area. These areas include the Near Neighborhood, Primary Trade Area, and Total Trade Area. The Near Neighborhood Trade Area, located within a five minute drive of the main downtown area comprised 1/3 of the Total Trade Area and were assumed to visit the downtown area more regularly for a variety of their goods and services. This area's most primary patron is referred to as a "Silver and Gold" lifestyle group at 36.2% of the Primary Trade Area. This group is the second oldest senior market and primarily consist of married couples whom are empty nesters and have a well-funded retirement. The Study found that the Primary Trade Area consists of a strong service and retail sector economy with some high levels of finance, insurance, and real estate construction. The report acknowledges the area is a popular retirement destination with an influx of seasonal residents and tourism base.

The report highlights the vulnerability of downtown's viability based on visibility and competitive shopping venues along arterial roadways within the City, Collier County, and the Village of Estero. Gibbs recommends an effective signage program, strong marketing programming, an urbanization of the intersection at Bonita Beach Road and Old 41, and the need to create a critical retail presence in the downtown areas as a means to overcome downtown's visibility and location challenges. Another challenge identified in the report is the lack of public parking. While the recent downtown improvements provided on-street parking, they foresee additional public surface parking needed in order to retain downtown patrons so they are not inconvenienced and shop elsewhere. Other recommendations include limiting street closures and ensuring that downtown is easily accessible. This type of promotion is the focus of the Florida Main Street program.

The identified commercial need in the report is fact based, therefore the question is not need or desire but how can Bonita Springs capitalize on this need. This information if used properly provides the City an advantage in the redevelopment and economic planning of the downtown. The geographic location of downtown places it within one and a half (1.5) miles east of Census tract 0503.05. This tract which contains 3385 homes has a median family income over 2 times that of the highest group used in the retail market study, and is falls in the primary trade area for the downtown. It is clear that these households can have a substantial effect on the viability of the City's redevelopment efforts. The introduction of anchor businesses, into the downtown, frequented by these residents would stabilize the area and promote redevelopment of the surround residential areas. Anecdotally it can be deduced what these business types are, however, additional market data should be obtained and used in design and recommendations of future projects.

OVERALL VISION AND HISTORY OF THE CURRENT MASTER PLAN

The foundation for the downtown area set forth in the comprehensive plan and LDC is based on the Old U.S. 41 Corridor Redevelopment Master Plan dated August 2005 prepared by The RMPK Group (See Appendix B). This Master Plan was designed to address public concerns related to economic development, future land use, transportation, downtown development, housing, recreation and community aesthetics. The Master Plan was presented through graphic reference with mapping and photo illustrations depicting the intent of stated proposals. It was described through a series of objective statements that refer to the Old 41 Corridor Redevelopment Master Plan Town Center Concept Plan followed by appropriate action strategies and a description of proposed capital

improvement projects, plans, programs or studies required to fulfill the Master Plan objectives. Finally, the Master Plan described anticipated costs, funding sources and phasing of the various projects and programs that were identified.

Master Plan and Town Center Concept Plan

The Town Center Concept Plan identified and described elements such as Sub Areas (use), Recreational Areas, Canoe/Kayak Trails, Green Trail Connections, Boardwalks, Pedestrian Connections, Streetscape Corridors, Noise Buffer Areas, Historic Artist Cottages, and Gateways. The Concept Plan Section of the Master Plan provided a description of existing conditions and recommendations for redevelopment by defined areas, i.e. Sub Areas and other mobility elements such as trail systems (pedestrian and waterway) and streetscape improvements.

Integration of the Master Plan and the Comprehensive Plan

The Concept Plan Elements section of the Master Plan document was submitted as a part of the data and analysis for the comprehensive plan amendments establishing Policy 1.1.11 and the expanded overlay boundaries on the Future Land Use Map (FLUM). Policy 1.1.11(a), states the following:

The City shall adopt the Old 41 Corridor Redevelopment Master Plan and re-designate the area previously known as the "Old 41" Town Center Mixed-Use Redevelopment Overlay Area to reflect the boundaries contained therein... Permitted uses are discussed herein and illustrated with specificity on the overlay map...

Policy 1.1.11(a) lists permitted land uses and their associated intensities/densities consistent with those Sub Areas shown on the Old 41 Corridor Redevelopment Masterplan Town Center Concept Plan. While the Old 41 Corridor Redevelopment Masterplan Town Center Concept Plan was adopted by reference in the text, it was not adopted as part of the FLUM series. This apparent scrivener's error or oversight has been reviewed by outside legal counsel who has provided guidance to staff on ways to clarify this matter, which could include the following:

- I. Process a city initiated comprehensive plan amendment that adopts the Old U.S. 41 Corridor Redevelopment Master Plan Overlay Map as a part of the FLUM series. The adoption of this map would implement the list of permitted land uses and their associated intensities/densities by Sub Area as set forth in the associated policy; or
- II. Process a city initiated comprehensive plan text amendment to Policy 1.1.11 to allow an applicant to develop property in accordance with the underlying future land use map designation or in accordance with the Old U.S. 41 Corridor Redevelopment Master Plan Overlay Map; or
- III. Process a city initiated comprehensive plan text amendment to Policy 1.1.11 to continue to permit the land uses as described, but adopt the Old U.S. 41 Corridor Redevelopment Master Plan Overlay Map as a part of the Land Development Code (LDC), not as an amendment/overlay to the Future Land Use Map. This would remedy the map series adoption issue and provide greater flexibility to modify the LDC instead of the FLUM of the comprehensive plan. This option would:
 - a. Allow applications to proceed without an amendment to the comprehensive plan.
 - b. Provide the City more agility to address the demands of redevelopment.

- c. Maintain continuity with the proposed vision by keeping the Old U.S. 41 Corridor Redevelopment Master Plan Overlay Map as the zoning map.

In either circumstance, the Old U.S. 41 Corridor Redevelopment Masterplan Town Center Concept Plan is the guiding document staff uses to implement the Master Plan through the comprehensive plan and LDC. This practice has been viewed as a potential impediment to redevelopment where applicants require an extensive permitting process to amend the comprehensive plans and/or zoning map in order to accommodate a unique redevelopment project. In most redevelopment areas, successful implementation hinges on entitlement ready property (ies). Permitting can cost the private sector additional monies and time, thus affecting their pro forma and viability of a project. Staff is requesting that the City Council provide direction on how to address the Master Plan scrivener error.

DESIGN

Architectural Style

The “Old Florida” style of architecture has consistently been the most popular style in public workshops, however what is “Old Florida?” There are many styles that been a part the history of Florida architecture, for example:

- Florida was first settled by the Spanish and as such, Spanish Mediterranean could easily be considered an Old Florida style.
- As part of the old south construction styles were mostly influenced by the construction materials and techniques of the time, generally wood frame structures constructed from cypress and pine, with designs that promote ventilation were common.
- By the beginning of the 20th Century, railroads had come to Florida. The railroads brought a northern migration to the state along with building materials previously unavailable. Note at this time houses lacked air conditioning which directly affected architectural design.
- Depending what era picked one could consider old Florida design to be Spanish, Cracker, Acadian, Mizner, Art Deco, and/or Post War Masonry.



Art Deco Style



Acadian Style



Florida Cracker Style



Post War Masonry



Spanish Style



Mizner Style

The public outreach of the RMPK Plan conducted in 2004 identified 1930's Cracker Style as the most preferred, with post war masonry vernacular as a second choice. While these are distinct styles the traditional representation of these forms are generally of a scale smaller than what is commonly seen in a downtown. Therefore, it is the interpretation of the style by ensuring the use of specific design elements are incorporated that will provide the sense place, scale, and community the city is looking for. Understanding that this is an interpretation of a style the city commissioned several renderings that highlight this concept. As Council revisits the issue, the question of style and scale is important.

In 2009, the City held an Old U.S. 41 Redevelopment Public Workshop addressing the following topics: Attracting Private investment in CRAs, Establishment of the Felts Avenue Overlay, Design, Historic Preservation, Opportunities and Impediments to Redevelopment, Zoning and Land Use, Height and Density, and Traffic Calming. This was a joint workshop that included the City Council, the Local Planning Agency, and the Zoning Board. At this workshop the City Council agreed to "suggest styles" rather than require style. Styles mentioned at the 2009 Workshop included: Old Florida Cracker, Key West, and Florida Vernacular. The City Council also chose not to create a design review board and maintain a design review process that entailed a single architect, the creation of simple design review standards, and an appeals process. Other recommendations included the creation of design guidance book.

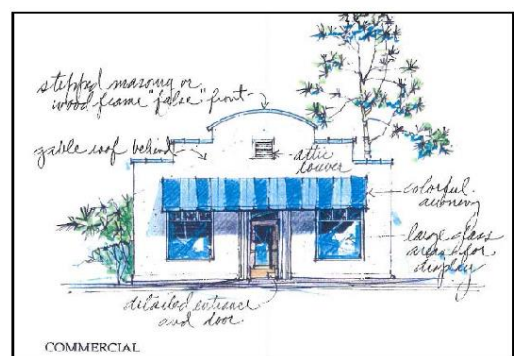
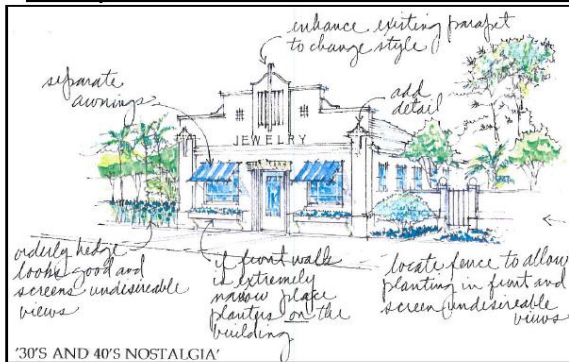
In 2013, the City Council adopted language to assist in establishing guidelines for architectural style downtown. The City Council did not want to eliminate design freedom, discourage innovative design, or mandate an artificial theme; therefore, the City Council adopted amendments that encouraged several architectural styles.

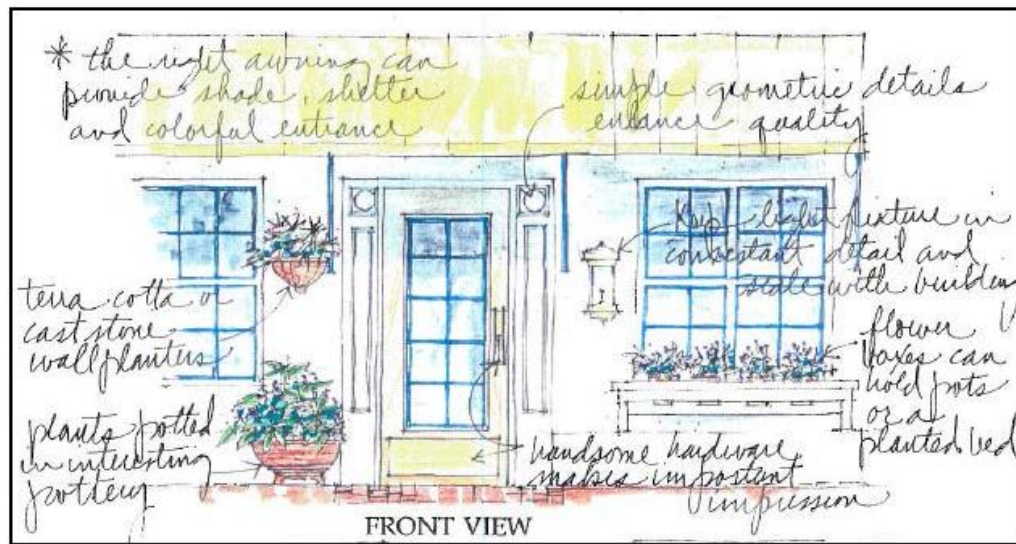
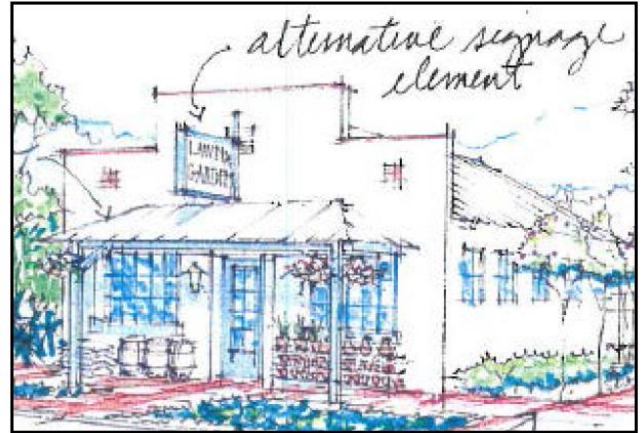
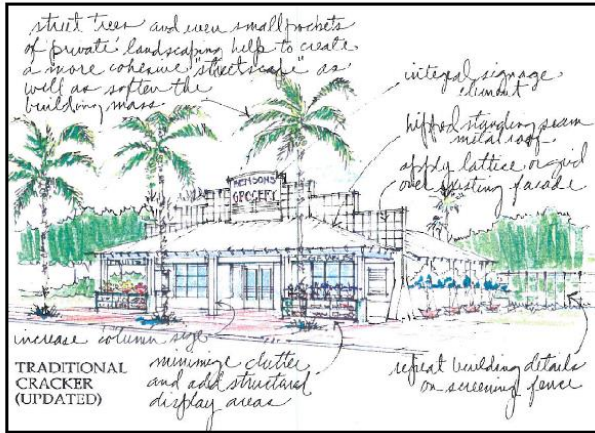
The language in LDC 4-867 (d) and LDC 4-867(e) sets forth the guidelines for the architectural style.

These images in Exhibit V illustrate acceptable building forms and architectural styles. These images are for informational purposes only and do not dictate actual design. However, they are representative of the intent of these regulations. These regulations encourage architectural style that demonstrates "Old Florida Coastal" vernacular, Mediterranean or the Bermuda/Island style.

Exhibit V

Examples of architectural elevations that illustrate human/pedestrian scale and articulation





Description: Architectural Elevations

Source: City of Bonita Springs (COBS) Ord. 13-09



Description: Single Family Development Example



Source: COBS Ord. 13-09



Description: Townhouse Development Example



Source: COBS Ord. 13-09



Description: Multi-Family Development Example



Source: COBS Ord. 13-09

The walkability of the Old U.S. 41 Corridor Redevelopment Area takes precedent as a design element. As part of the evaluation of walkability, human scale shall be considered. To this point, there are a set of minimum features for single-family and multi-family development. The code stipulates that new development should incorporate at least two of the following: (i) articulation and undulation, (ii) awnings or shutters, and (iii) porches and/or entryway features.

As part of the recognition of a specific style the City adopted a Color Palette in 2013 for all buildings in the downtown. Some have felt this limits design options, however, it is an important design element in that it provides continuity between existing structures that are not part of the selected design style and new development.

In order to help the citizenry understand the architectural language of a plan, communities often adopt a Design Guideline Book (also known as a beauty book). This book provides details and examples of the adopted designs. Other communities establish architectural design guidelines to help address many issues that are difficult to identify and enforce through LDC regulations. Some communities have adopted design guidelines that are intended to be applied as stated or that express

a more or less desirable design solution. The guidelines are not intended to supersede or bypass the LDC. In cases of contradiction or ambiguity, LDC regulations take precedence.

Art in Public Places

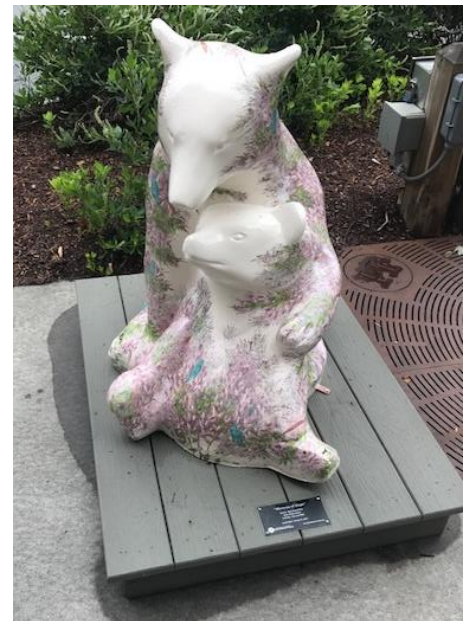
The City has a very active Art in Public Places Program. While the program has many facets the most recognizable efforts are:

1. Art in the Sun Along Old 41, Mural Program – The mural program started in 2014 with Alex Nunez’s *My Beautiful Town* on the north wall of Benson’s Grocery. The mural program is a public-private partnership where an artist prepares the mural rendering on an exterior wall of a property located within the downtown; the city provides the budget to cover the work. By agreement, the murals are on display for three years. After that, the property owner has the right to remove the mural, replace it with another one or enter into an agreement with the artist to maintain it for a longer period. This is a program that brings interest and vibrancy to an area; however, this is not Old Florida.
2. Art in the Sun Along Old 41, Art Pieces/Sculptures – This includes a wide variety of artistic pieces throughout the downtown in areas of Riverside Park, the Fire Control & Rescue District station, Depot Park, and the Liles Hotel Plaza. These artistic pieces serve as an effective wayfinding tool where they help to identify business locations and other activities while increasing aesthetics and interest in an area.

Other opportunities may exist for public/private/non-profit partnerships to expand artistic elements into the downtown. One example, may include a partnership with Art in Public Places, the Downtown Alliance, and possibly even the Centers of the Arts similar to the Hendersonville Bearfootin’ Public Art program. The program includes the locating bear art pieces at multiple blocks along the Main Street. Each pair has a sponsor and an artist and then at the end of the season the bears are set for auction. The money raised is then donated to local charities. This program appears to create community pride and acts as an attraction.



Description: Art in the Sun Along Old 41
Source: Art SWFL



Description: Bearfootin’ Public Art
Source: Jacqueline Genson

DENSITY/INTENSITY

Allowable Density/Intensity

Standard Density and bonus units are identified in the Comprehensive Plan. Three bonus density alternatives are available in the City with one specifically available downtown. The three methods are described in LDC 4-1317, 4-1318 and 4-1320 (updated pursuant to [Ordinance 16-01](#)). A summation of the three methods is shown as follows:

Option 1: The developer agrees to build affordable housing units and executes a contract with Council that binds the developer and their successors to rent or sell the units only to eligible households; said developer will deliver a bond or an equivalent performance guarantee in an amount equal to 110% of the contribution amount discussed in Option 2.

Option 2: The developer can pay a cash contribution on a per-unit basis for the additional density. The contribution, as the code currently states, is to be placed in an affordable housing trust fund. The per-unit amount is determined by a table in the administrative code.

Option 3 (Old US 41 Overlay): Projects may be eligible for bonus density if they provide on-site or off-site improvements that benefit the public. For example, if a project is designed in such a way that it can store additional storm water beyond that of what is required for the on-site project and if the design is able to precipitate the movement of water from other sites to the subject site, this project may be eligible for bonus density units under this provision. *(Note: Policy 1.1.11 in the Comprehensive Plan also allows for potential bonus units if the project provides one or more of the following: (1) public water access; (2) unique design solutions; (3) contribution to the cost of proposed infrastructure or other improvements within the Old 41 area)*

LDC 4-868(c) provides a table that indicates the maximum standard density and the maximum bonus density by sub area. Sub Area 2A and 2B are denoted as the single-family sub areas, with a standard density of 5.8 dwelling units per acre. The current code does not provide bonus density for the single-family sub areas. Sub Area 4 is denoted as the multi-family residential sub area, with a maximum standard density of 10 dwelling units per acre and a maximum standard density with bonus of 15 units per acre. Sub Area 5 is denoted as the townhouse residential sub area, with a maximum standard density of 10 units per acre and a maximum standard with bonus of 14 units per acre. Sub Areas 6A and 6B are denoted as the mixed use sub areas, allowing commercial uses per LDC 4-869 and residential development. The commercial floor area ratio for these sub areas is 1.2, the residential density in these sub areas are 15 units per acre, with bonus units that allow a maximum of 20 units per acre. Additionally there is a conversion factor described in LDC 4-868(c)(3) as an alternative way to achieve a higher density:

- (3) *Intensity/density conversion factor. Mixed use development within sub-area 6A and 6B may convert allowable commercial floor area ratio to residential dwelling units subject to the following provisions:*
 - (a) *For the purposes of this section the intensity of 400 square feet of commercial is equal to the density of one residential dwelling unit.*

- (b) *A minimum of 60 percent of the overall intensity for any mixed use development within sub-areas 6A and 6B shall be derived from commercial uses.*

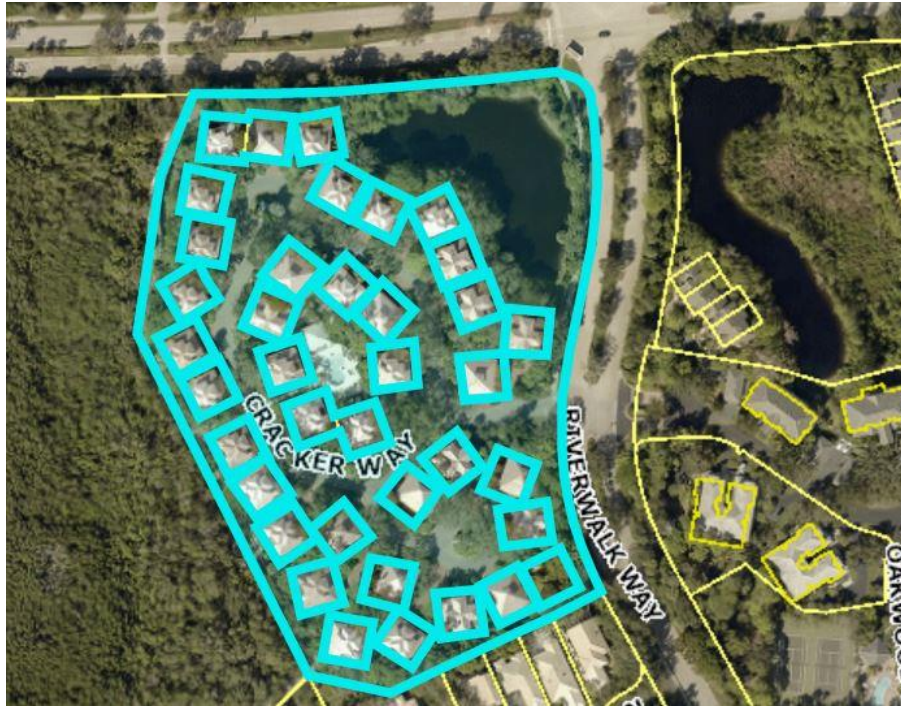
Also included on the table are two hospitality sub areas, 8A and 8B. Per the Old 41 Masterplan Map, 8A only includes the Shangri La Hotel and Spa Resort, which comprises just over 8 acres on the west side of Old 41 Road. Sub Area 8B is comprised of a city block on the east side of Old 41, with Childers Street to the north, Felts Avenue to the east and Ragsdale Street to the south. Currently, a parcel within Sub Area 8B is owned by the Bonita Springs Historical Society and serves as the location of the historic McSwain House. An adjacent property within this sub area is owned by the Café of Life and serves as an office and meeting space for their outreach efforts. There is a 1.2 floor area ratio (FAR) for these sub areas. It's important to note that while the comprehensive plan provides for residential density the use table in LDC 4-869 does not provide a residential allowance in the hospitality sub area. Correcting this discrepancy would not violate the provisions of the comprehensive plan, in which Policy 1.1.11 would permit residential uses in the hospitality sub areas. However, this raises a bigger concern in that the Masterplan map has not been appropriately adopted as a future land use map in the comprehensive plan. The currently-adopted map identifies only the boundaries of the redevelopment area and shows what staff considers to be the pre-existing future land use categories and not the applicable categories for downtown.

The remaining sub areas are either commercial, recreational, governmental or industrial in nature and do not provide density. However a maximum floor area ratio (FAR) of 1.2 is applicable.

An example of a project approved with density bonus would be the Preserve at Oak Creek (aka Mosaic), a mixed-use planned development that received zoning approval in [2016](#). The bonus density agreement (Appendix K) identifies that the developer agreed to provide public access trails to Oak Creek, parking spaces, a canoe/kayak launch and water quality treatment by using pervious parking and exfiltration trenches to the public benefit. Additionally one of the conditions of approval was the relocation of the historic Dixie Moon Café building, so that it may be repurposed utilized for commercial business. Based on the ratio/multiplier in the administrative code, this amounted to an additional 53 units for the project.

Visualizing Density

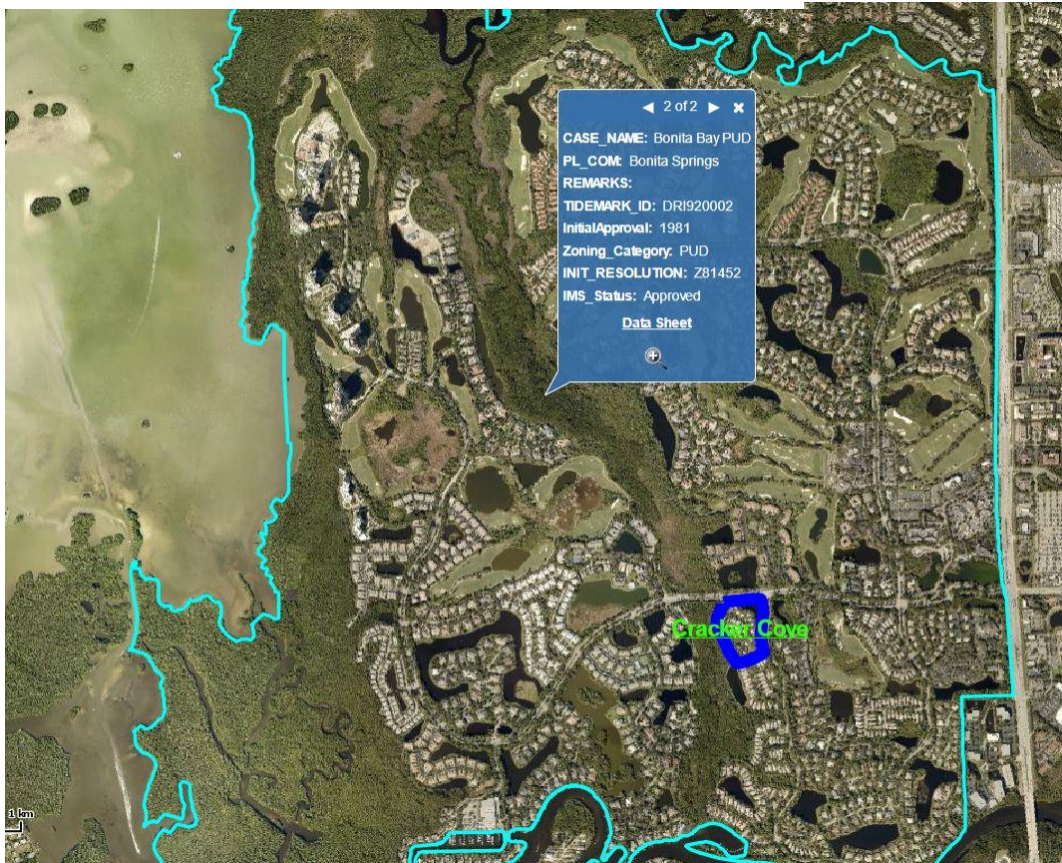
The word *density* can have both a positive and negative connotation. The LDC defines density as *the number of dwelling units within a standard measure of land area*, expressed as a per acre ratio in the code. It is a common planning practice to have higher densities in an urban or downtown area and lower densities in the surrounding suburban areas. The Old Redevelopment Overlay area generally follows this theme—the highest density concentration is located in and around the urban core.



Often times, density can be viewed as a big picture or a microcosm. A hometown example of this could be the Bonita Bay DRI. With approximately 2,424 gross acres, the project density is around 2.5 units per acre. As a big picture, this is a low density that would be common with a suburban area. However, if one were to look at an individual subdivision within Bonita Bay, such as Cracker Cove (shown left), the density is 5.4 units per acre—more than twice that of the overall project. The density suits the respective

Description: Cracker Cove, Bonita Bay

Source: Lee County GIS



Description: Bonita Bay DRI Boundary

Source: Lee County GIS



Description: Naples Square

Source: Naples Daily News

Downtown Naples serves as another example. While the standard density is 12 units per acre, their plan permits density to go as high as 30 units per acre if certain guidelines are met, such as buying into an open space fund. An example of a residential project that received a density higher than the standard would be Naples Square, which is a 300-unit mixed-use project on roughly 21 acres. This works out to just over 14 units per acre overall. However, when

looking solely at the 10.8 acre residential tract of the project, this would be a density of approximately 27 units per acre. The project was approved in 2014 and construction started soon after.



Description: Downtown Delray Beach, FL

Source: Next Avenue

The Delray Beach CRA is recognized as the most successful Redevelopment Agency, in the State of Florida. Their general core (similar to the Urban Core in the Bonita Plan) permits mixed use with a density of 30 units per acre, 40 dwelling units per acre are allowed when specific standards are met. While these densities are higher than those allowed in the downtown, however the City's commercial-to-residential conversion option allows more dwellings as long as a minimum commercial component is realized.

An example of how density could look downtown would be the Terry Street Assemblage MPD that is currently under review. This is a project comprising approximately 3.4 acres, proposing 80 dwelling units and approximately 29,000sf of commercial use. The dwelling units were calculated in accordance with the commercial-to-residential conversion, described in [LDC 4-868\(c\)\(3\)](#) and



earlier in this report. If approved, the project would be on the east and west sides of Old 41 with 50 multi-family units within the urban core and 30 townhome units east of Old 41, along Center Avenue.

Utilizing the conversion, the density works out to 23 units per acre. It's important to

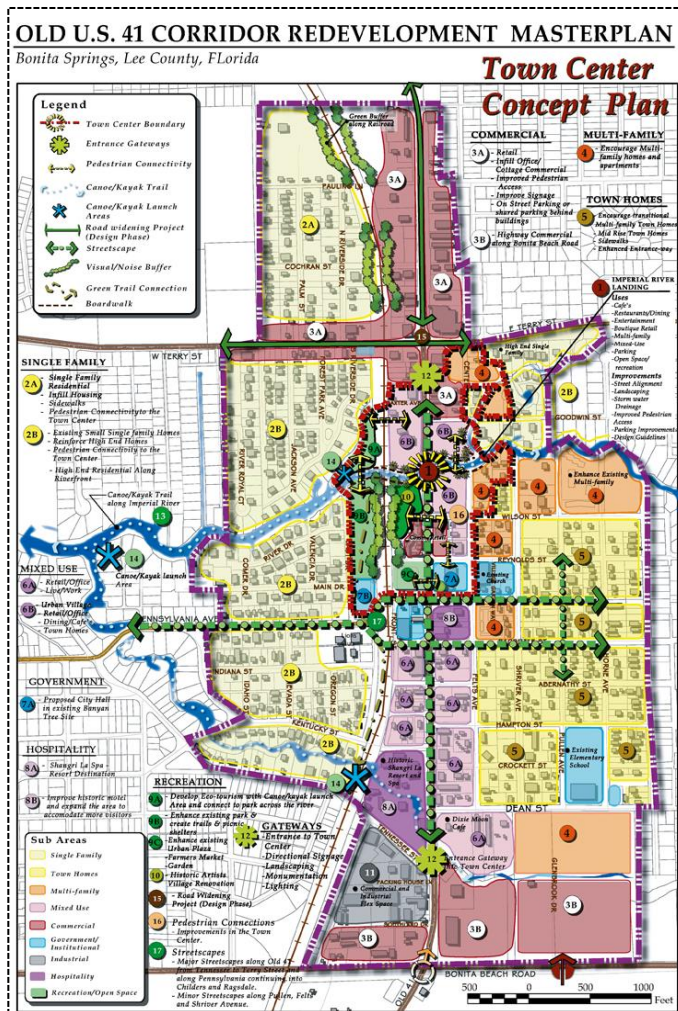
Description: Terry Street Assemblage

Source: PK Studios

note that under the current plans and regulations, the conversion factor is the only way to achieve a density higher than 20 units per acre within the Old 41 Redevelopment Overlay District.

USES BY SUB AREA

The following sub areas are included in the Old 41 Redevelopment Master Plan: 2A, 2B, 3A, 3B, 4, 5, 6A, 6B, 7A, 7B, 8A, 8B, 9A, 9B, 9C, 10, and 11.



Description: U.S. 41 Corridor Redevelopment Master Plan
Source: The RMPK Group

3B: This sub area is specific to commercial areas along Bonita Beach Road, within the Old 41 Overlay. A list of uses for this sub area can be found in LDC 4-872, and later in this report.

Mixed-Use

6A: A sub area providing allowances for retail and office uses and promotes a live/work component. The permitted residential uses would be multi-family and townhomes and shall only be permitted as part of a mixed-use project.

6B: This sub area is focused on providing allowances for a multitude of commercial uses, with an emphasis on retail, office and dining uses. The permitted residential uses would be multi-family and townhomes and are only permitted as part of a mixed use project as ancillary uses.

Residential

2A: A single-family residential area, with a focus on infill development and connectivity to the town center.

2B: A single-family residential area, intended to promote high end homes along the Imperial River and Oak Creek, and connectivity to the town center.

4: A multi-family residential area, intended to be promoted as such, but, due to the volume of existing single family homes, will allow single family development.

5: A townhouse residential area, intended to promote mid-rise development, sidewalks and enhanced entry way features. However, due to the volume of existing single-family homes, single-family development is also permitted.

Commercial

3A: A commercial sub area, with a focus on retail, infill-office, and cottage commercial. Additional focus is placed on improving pedestrian access, parking and signage within this sub area.

Government/Institutional

7A: Per the masterplan, this sub area is tied to 10520 Reynolds Street (Banyan Tree site) and is listed as a possible location for a future City Hall. Additional properties included are the future library site,

7B: Per the masterplan, this sub area is comprised of the parking area that abuts Depot Park, but also serves as both general and overflow parking for events that take place at Riverside Park (band shell).

Hospitality

8A: This designation is solely comprised of the Shangri La Hotel and Spa.

8B: Sub Area 8B is comprised of a city block on the east side of Old 41, with Childers Street to the north, Felts Avenue to the east and Ragsdale Street to the south. Currently, a parcel within Sub Area 8B is owned by the Bonita Springs Historical Society and serves as the location of the historic McSwain House. An adjacent property within this sub area is owned by the Café of Life and serves as an office and meeting space for their outreach efforts.

Recreational

9A: This piece, located at 27091 South Riverside Drive, is known as Island Park and is currently owned by the City of Bonita Springs. The park abuts the Imperial River and serves as a picnic shelter with walkways/shell pathways that lead to Depot Park on the south side of the river.

9B: This sub area is solely comprised of Depot Park, which provides restrooms and a playground facility.

9C: This sub area is solely comprised of the parcel in which the band shell is located, making up the heart of Riverside Park.

10: This sub area is solely comprised of the remainder of Riverside Park, north of the band shell, which includes the artist cottages, the Liles Hotel, the fountain and the canoe/kayak launch into the Imperial River.

Industrial

11: Intended to serve as industrial/flex space, located near the south portion of the Masterplan boundary.

Comprehensive Plan Policy 1.1.11 provides additional guidance with regards to uses, density and intensity. The Policy begins by providing a general synopsis of the land area that encompasses the redevelopment overlay. It also references the master plan map, which contains the zoning sub areas described previously. Brief descriptions are provided for the intent of the commercial, residential, industrial, government, hospitality and mixed use sub areas—with additional code explicitly provided in the LDC.

The use table for the aforementioned sub areas has undergone several changes over the last five years, with each iteration aimed at updating and expanding the uses in order to make the downtown area a more viable option for business uses. In general, the uses started off in their original iteration as a product of the data of the RMPK plan. When the Gibbs Study was completed, this helped to fill in the gaps of the market's desire/need versus what the code allowed. The current table, along with a copy of the applicable notes as referenced therein and codified in the land development code, are found in LDC 4-869, shown below.

Table Legend:

P = Permitted Use

SE = Special Exception Approval Required

AA = Administrative Approval Required

___ = Not Permitted

	Special Notes or Regulations	Urban Village Sub-Areas 1 and 6B	Urban Core North Sub-Area 3A	Urban Core South Sub-Area 6A	Public and Recreational Uses Sub-Areas 7 and 9	Hospitality Sub-Areas 8A and 8B	Commercial Industrial Flex Sub-Area 11
Antiques, retail		P	P	P			P
Animal hospitals with boarding of animals in completely enclosed building			P				P
Apparel and accessories, except second hand		P	P	P		P (1)	
Art galleries, studios and services		P	P	P	P	P	P
Banks and financial services (excluding drive through)			P	P			
Bed and breakfast inns						P	
Bed and bath boutiques		P	P	P			
Barber or beauty salons			P	P			
Billiard and pool establishments			P	P			
Bicycle shops (including repair)			P	P			P

Microbrewery, with ancillary tasting room	4-1023 et seq. Note (11)	P	P	P			P
Cards/gifts stationery		P	P	P			
Caterer	4-1023 et seq.	P	P	P	-	P(1)	-
Child or adult daycare center			P	SE	SE		
Community centers				SE	P		
Conference center		P				P	
Consumption on premises	4-1023 et seq. Note (13)	P	P	P	P	P(1)	P
Convenience food and beverage store (no fuel pumps)		-	SE	-	-	-	-
Crafts/fabrics			P	P			
Dance, martial arts or music studios		P	P	P			P
Decorative Arts, Manufacturing	Note (9)						P
Donated goods	Note (8)	-	SE	-	-	-	-
Drugstore/pharmacies			P	P			
Dry cleaning pickup stations, excluding drive-thru			P	P		P(1)	

Elementary/Middle School					P		
Entertainment courtyard or architectural arcade	4-1023 et seq.	P	P	P			
Fire and sheriff stations					P		
Flowers/florist		P	P	P		P (1)	
Furniture			P	P			
Furniture, Manufacturing	Note (9)						P/SE
Hardware			P				P
Health clubs/wellness centers (under 10,000SF)		P	P	P	P	P (1)	P
Hotel						P	
Interior decorators			P	P			P
Internet Café - No slot machine or devices under FS §849.16	4-1023 et seq.	P	P	P	P	P(1)	P
Libraries					P	P	
Luggage/leather goods		P	P	P			
Jewelry (including repair but not pawnshop)		P	P	P		P(1)	
Kitchenware; housewares		P	P	P			
Mail packaging services		P	P	P	-	-	-
Marine supplies, retail			P				P

Medical offices	Note (2)	P	P	P			
Indoor theaters	4-1023 et seq.	P					
Museums		P	P	P	P		
Musical entertainment	Note (10)	AA/SE	AA/SE	AA/SE			AA/SE
News/bookstores		P	P	P		P (1)	
Newsstand		P	P	P		P (1)	
Nightclub or similar entertainment venue	4-1023 et seq.; Note (10)	AA/SE	AA/SE	AA/SE		AA/SE (1)	AA/SE
Office supplies			P				
Open market building				P	P	P(1)	P
Optical goods		P	P	P			
Outdoor seating for dining purposes	4-1023 et seq. (Note 13)	AA	AA	AA		P(1)	AA
Package stores for sale of alcoholic beverages	4-1022 et seq.	P	P	P			P
Parking lot as a principal use			P		P	P (1)	
Parking structure	Notes (1) & (4)	P/SE	P/SE	P/SE	P/SE	P (1)	P/SE
Pet day care (indoor only)		SE	SE	SE	-	-	-

Pet grooming (no overnight boarding or kenneling)		P	P	P	-	-	-
Pet shops		P	P	P			
Photographic services/studios (including repair)		P	P	P			
Playground/park					P	P	P
Professional offices	Note (2)	P (2)	P	P (2)			P
Public building or use		P	P	P	P		P
Radio or television stations (but not wireless communication facilities)			P				P
Religious assembly/Place of worship		SE	SE	SE	EO/SE		SE
Residential Townhome		P		P (5)			
Residential multifamily	Notes (5) & (6)	P	P (6)	P (5)			
Restaurant excluding Group I (food stands under 4-408(c)(42) and mobile food vendors as governed in the supplementary regulations) and drive-thru	Note 13	P	P	P	P	P	P
Retail specialty foods (including incidental sale of prepared food)	Notes (1) & (12) 4-408 (c)(15)	P	P (12)	P		P (1)	

Shoes		P	P	P			
Shoe repair			P	P			
Sporting goods			P				
Tobacconist		P	P	P			P
Tailors, drapers or dressmakers			P	P		P (1)	P
Tavern	4-1023 et seq. Note (11)	P	P	P		P (1)	P
Television/camera and electronics (including repair incidental to sales)			P	P			P
Travel agencies			P	P			
Toys		P	P				
Universities, colleges, academies and similar post-secondary educational facilities			P				
Urban Gardens	Note (3)				P		
Upholstery shops (furniture refinishing limited to small shops, not to include full scale manufacturing facilities)	Note (9)		P				P
Zoo or Botanical Garden		P	P			P	P

Notes:

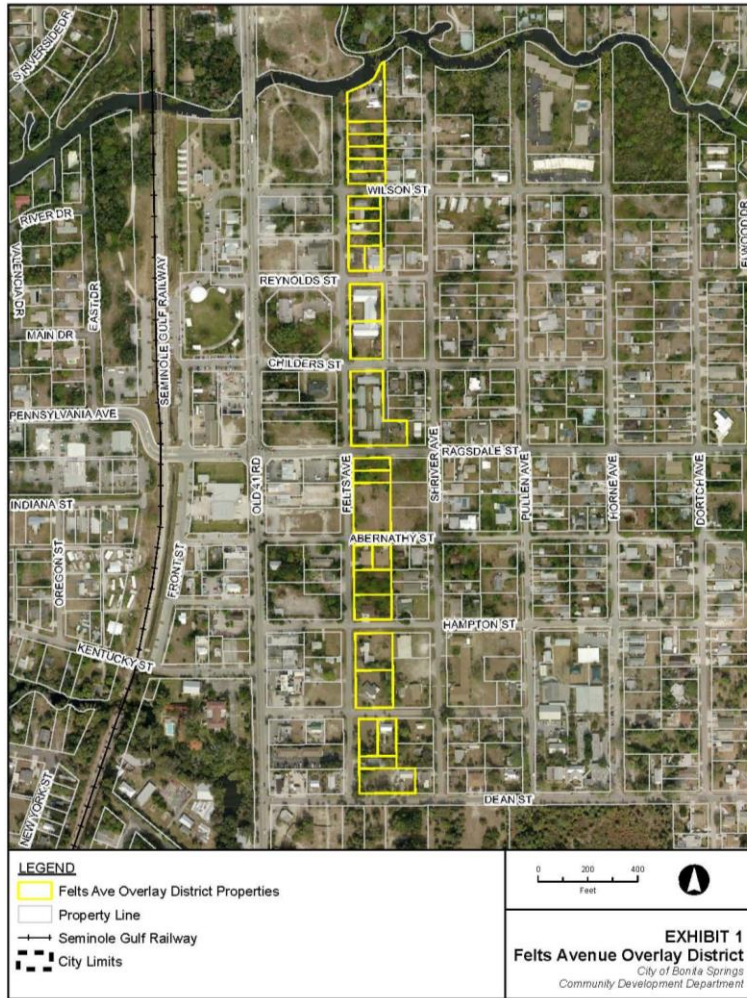
- (1) Permitted as an accessory use when designed and intended primarily for use by patrons staying at the hotel
- (2) Second story only.

- (3) Ancillary to public use.
 - (4) Public parking owned by government and parking for a mixed use project is permitted by right as an ancillary use, with private parking facilities as a primary use permitted by special exception.
 - (5) Residential uses are permitted as part of a mixed use project.
 - (6) A residential apartment is permitted by right as an ancillary use.
 - (7) Botanical gardens only.
 - (8) Donated goods store. A retail use for the acceptance and sale of new or used merchandise, excluding furniture and major appliances, subject to compliance with the following conditions:
 - a. No more than 20 percent of the total floor area shall be utilized for receiving, sorting and storage of donated goods and shall be separated by a solid wall from the retail area; and
 - b. The existing or proposed building and site shall be consistent with the urban core design guidelines subject to review by community development and the city's architect;
 - c. All applications for a donated goods store shall follow the development order review procedure outlined in LDC 3 unless stated otherwise herein.
 - d. The donated goods store shall be operated at all times by an organization that has been incorporated as a not-for-profit organization under the laws of Florida for a charitable purpose and that has been declared exempt from the payment of Federal Income Taxes by the United States Internal Revenue Service; and
 - e. Any and all donated goods must be accepted by personnel directly employed by or volunteers for the not-for-profit organization only during business hours; and
 - f. All monetary proceeds resulting from the sale of said merchandise must be used in accordance with the organization's charitable purpose to benefit Southwest Florida; and
 - g. The operation of the donated goods store, the collection and use of the donations and proceeds thereof must be conducted by the not-for-profit organization and not by a licensee, subtenant, subcontractor or agent of the not-for-profit organization.
 - (9) Manufacturing of furniture and decorative arts, including welding, is permitted indoors by right. If any display or manufacturing of items is to occur outdoors, then a special exception is required.
 - (10) Non-amplified indoor live entertainment may be reviewed administratively. If the director determines that administrative approval is not the appropriate action, the applicant must apply for approval as a special exception. Such circumstances may include the previous denial by the director or by a hearing board of a similar use at that location, the record of public opposition to a similar use at that location, and similar circumstances. All amplified music (indoors or outdoors) requires approval as a special exception.
 - (11) Permitted by right for indoor activities only. If planned for outdoor use, special exception is required. See also LDC section 4-1023.
 - a. Commercial and residential uses are required to a minimum depth of 30 feet, or the second layer, from the frontage line on all stories. The remaining depth may be used for parking. (See Exhibit III for visual of layer.) Parking exposure on a frontage line shall be an opening not wider than 25 feet.
 - b. Seating for outdoor dining shall be permitted to encroach the public sidewalks adjacent to the private property leaving a five-foot clear pedestrian passage between the outdoor dining and the right-of-way landscaping or paved roadway.
 - c. Uses such as bus shelters and public art shall be permitted throughout the corridor.
 - (12) Manufacturing of specialty foods, per LDC § 408(c)(15), Groups II and III, is permitted as an ancillary use.
 - (13) Administrative approval required for indoor and outdoor consumption on premises associated with restaurants, Groups II—IV. See also LDC section 4-1023.
-

It's important to note that the current use table is sufficient in providing allowances for businesses that will help drive traffic downtown. Allowing for restaurants and consumption on premises in almost all of the sub areas are examples of uses that are essentially non-ecommerce (i.e. one would need to physically go to a location to enjoy a particular item or service). Another example would be the allowance for specialty food stores, such as organic-only markets, currently permitted by right within the Urban Core.

The 3B Highway Commercial Sub Area has a separate schedule of uses, not contained in the foreshown table. The 3B area as shown on the masterplan map has significant overlap with the Bonita Beach Road Corridor. However, when it comes to uses, the uses shown in [LDC 4-872B](#) will prevail over the requirements of the Bonita Beach Road Corridor. The uses shown on the table include: *Antiques retail; Art Galleries, Studios and Services; Banks and Financial Services (excluding drive through); Microbrewery with Ancillary Tasting Room; Cards, Gifts/Stationary; Caterer; Conference Center; Consumption on Premises; Dance, Martial Arts or Music Studios; Entertainment Courtyard or Architectural Arcade; Flowers/Florist; Health Clubs and Wellness Centers (under 10,000sf); Hotel; Interior Decorators; Medical Offices; Indoor Theaters; Museums; Musical Entertainment; News/Bookstores; Nightclubs (requirement either administrative approval or a special exception); Open Market Building; Outdoor Seating for Dining; Photographic Services and Studios (including repairs); Professional Offices; Public Buildings or Uses; Radio or Television Stations; Religious Assembly/Place of Worship (requires a special exception); Restaurants (excluding food stands and drive-throughs); Retail of Specialty Foods; Sporting Goods Stores; Taverns; Travel Agencies; Toy Stores; and Universities or Academic educational facilities.*

The Felts Avenue Subdistrict

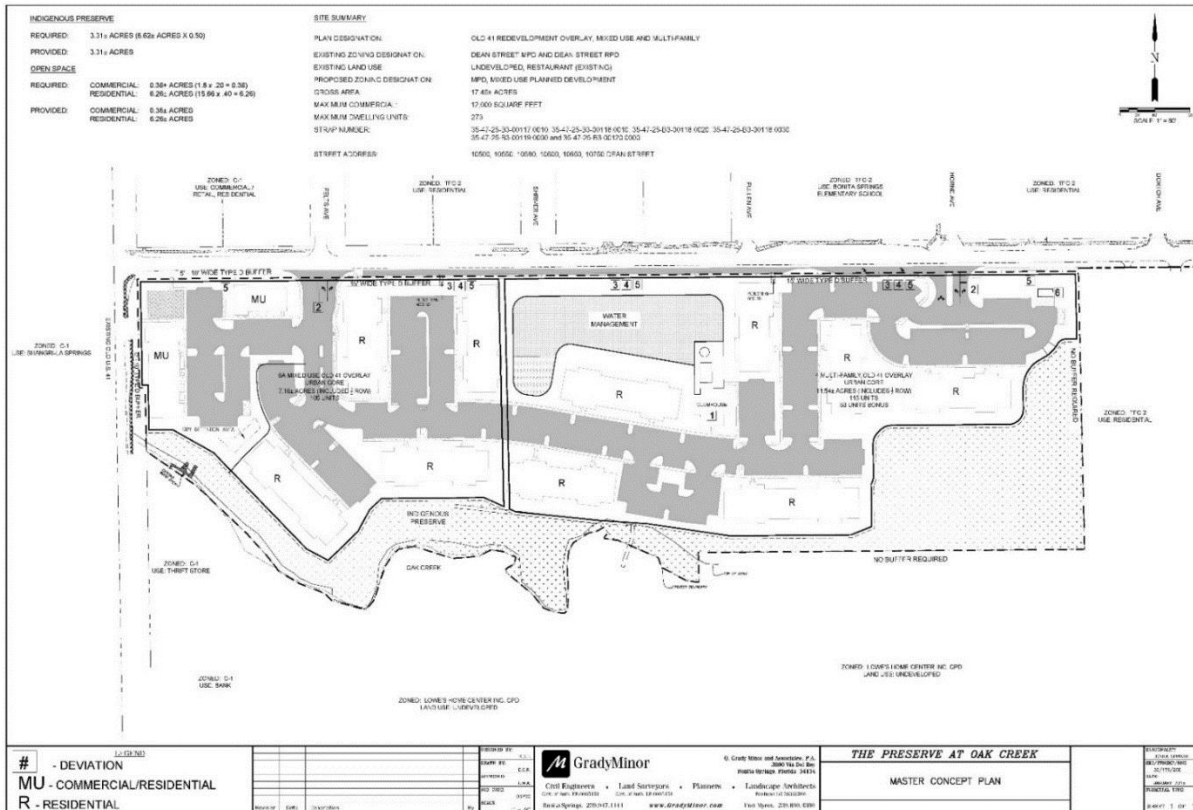


The Felts Avenue Subdistrict is located within the redevelopment area, but has a separate schedule of uses. The intent of establishing this subdistrict was to create a transition between more intense mixed-use development to the west and the established single-family neighborhood to the east. By permitting commercial uses to convert residential units or redevelop at a less intense adjacent to mixed-use development, the impacts of those uses could be reduced gradually creating a more integrated feel to the community. Permitted uses and development standards for this area are intended to establish a subdistrict that embraces the City's vision for redevelopment with consideration for adjacent residential uses. This subdistrict will consist of existing single-family residences while allowing for low intensity nonresidential uses. The uses included are: *Art Galleries; Bed & Breakfast (not to exceed 12 rooms); Dance, Art and Music Studios; Dwelling Units (as limited by the*

density of the comprehensive plan); Home Occupational Uses/Home Offices; Public Uses, Professional Offices; Recreational Facilities (public or private); Retail (within existing structures); Restaurants or Specialty Food Establishments (within existing structures).

The existing code also provides a method of recourse for applicants who desire a use that is not explicitly shown in the tables. If the proposed use is similar in traffic generation, intensity, patronage and characteristics to a use that is shown, the applicant can petition the Director of Community Development to allow the use. The Director has the discretion to make this determination.

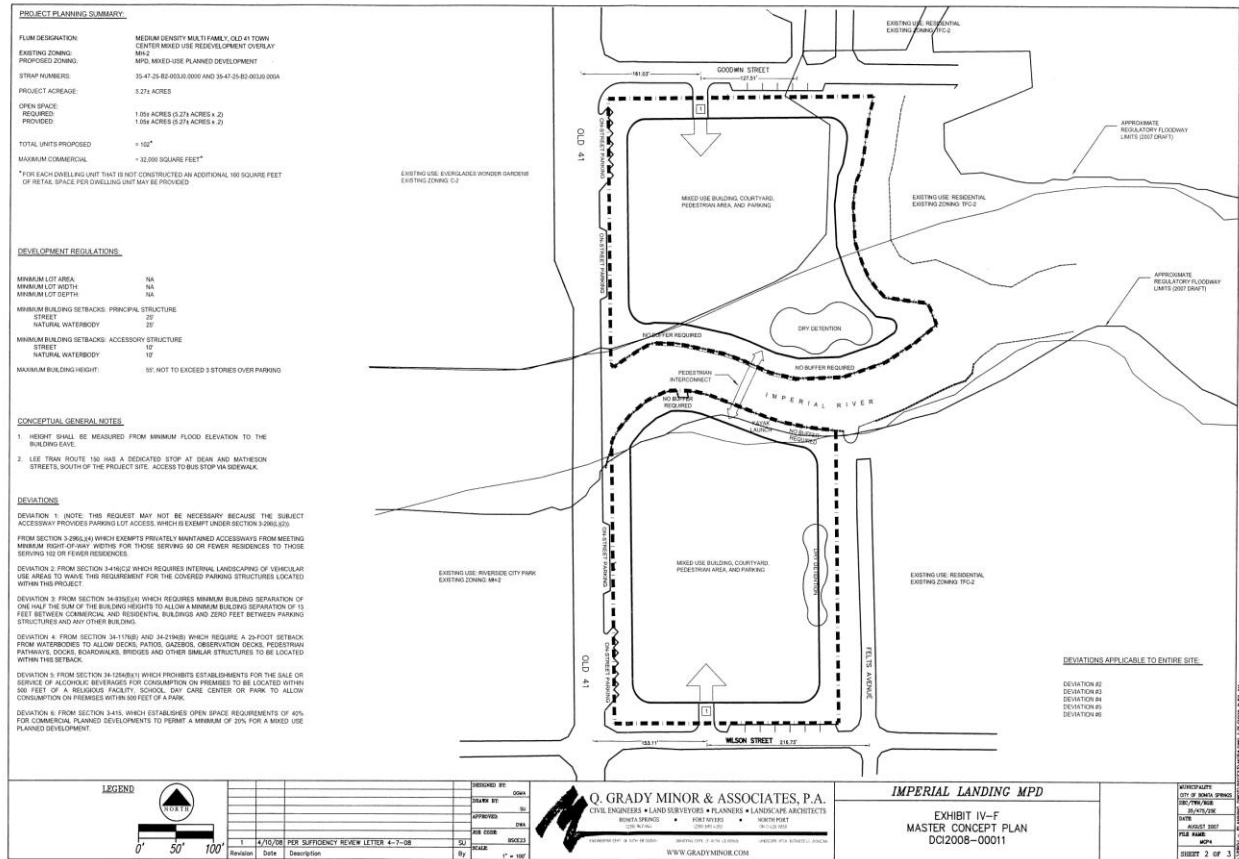
In addition to use determinations, applicants may also apply for planned development zoning. An examples of a planned development located in the Old 41 Overlay is the Preserve at Oak Creek (aka Mosaic). Mosaic is a mixed-use planned development located on the corner of Dean Street and Old 41. The project received MPD approval pursuant to [Bonita Springs Zoning Ordinance 16-02](#). The approval consists of 273 multi-family dwelling units and 12,000sf of commercial space. The commercial parcels contain rights for all uses within the 6A sub area, as shown in the aforementioned use table. A copy of the approved master concept plan (MCP) is shown on the following page, which identifies the Mixed Use (Commercial 6A) area being oriented toward Old 41.



Description: The Preserve at Oak Creek (aka Mosaic) MCP

Source: Q Grady Minor

Another approved planned development is the Imperial River Landing MPD (aka Bamboo), located on the corner of Old 41 to the west, Wilson Street to the south, and Goodwin Street to the north. The Imperial River bisects the parcel. The City of Bonita Springs owns the property and rezoned it to an MPD pursuant to [Zoning Ordinance 09-07](#). The zoning is approved for 102 multi-family dwelling units and a maximum of 32,000sf of commercial space. The ordinance stipulates that any ultimate use of the property must be reviewed and approved by the Bonita Springs City Council, in a public meeting. Additional details on the importance of that project in helping to establish and identify a true downtown area are detailed later in the report. For Bamboo, the original master concept plan (MCP) is shown as follows:



Description: Imperial River Landing/Bamboo MCP

Source: Q Grady Minor

One item to note is that the City has largely moved away from the “bubble” style concept plan and has required detailed depictions of building placement, parking areas, drainage, landscaping, etc. Therefore it may be in the interest of the City to request a more detailed plan before considering steps towards another RFP.

DEVELOPMENT STANDARDS

Development standards within the Overlay are regulated in a way to promote interconnectivity and promoting a more urban environment. The LDC calls for a design meeting in which Community Development staff and the City Architect are present, in an effort to guide an applicant/developer towards a plan that is sensible, well-designed and harmonious with surrounding buildings and structures while also maintaining its sense of distinctiveness. LDC 4-869(1)(a) says, “...The city's objective is to encourage high quality development that will be of benefit to its residents and others for generations to come. The purpose of the review is to encourage a design approach and product that is compatible with southwest Florida's cultural and geographical context. The design process should incorporate the natural and manmade environmental conditions, as well as the social and economic milieu that any development within or near the town center needs to accommodate. The

review is to encourage good design and good buildings that fit within the context of the downtown area.”

There are two types of design review projects: Major Impact Projects and Minor Impact Projects. Per LDC 4-869(1)(d)(1) & (2):

1. A minor-impact project is one that does not involve structural changes except replacement with identical materials. It can be accommodated by either an informal meeting or by providing the reviewer with simple illustrations, drawings, or diagrams that clearly indicate the intent of the design of the project in its relation to the streetscape. The reviewer can then determine whether a meeting is necessary. Examples of a minor impact project include the addition of a sign, an awning, replacing of windows or doors, or the repainting of a façade, or other such minor improvement to a building. An owner, or tenant, or a representative thereof, such as a sign company, awning company, graphics firm, etc., may make the presentation to the reviewer for the applicant, if needed.

2. All other projects not considered minor shall be deemed major impact projects. For any architectural projects determined to have a major impact, the Florida-licensed architect or engineer responsible for the design of the building or the project and its buildings shall make submissions and presentations to the reviewer. For a planning concept project, the Florida planner or planning entity, the Florida-licensed landscape architect or architect responsible for the planning of the project shall make submissions and presentations to the reviewer. For a landscape design project, a Florida-licensed landscape architect shall make submissions and presentations to the reviewer. The professionals involved in the design will be referenced throughout this article as the designer. For the first meeting (or others as required by the process or the reviewer) the designer shall be present at the meeting and make the presentation of the project to the reviewer. A dialogue between the designer and the reviewer shall follow the presentation in a cooperative and constructive manner: designer-to-designer. At the conclusion of the discussions, the reviewer will provide specific and general statements regarding the projects conformance with the regulations and design standards as set forth in subsections (b) (building and site uses) and (c) (architectural standards) of this section.

In both project types, the designer submits a contextual site plan of the project and surround area within 200’ of the subject property. The purpose of the 200’ radius is to help achieve the objective of providing harmony between projects. Photos, illustrations and elevations are also welcomed for review. Within three working days from the design meeting, the reviewers submit comments/recommendations to the designer for consideration. The reviewer's recommendations may include suggestions for more appropriate alternative allowable materials or standards. If the reviewer determines that a design aspect is appropriate but is otherwise prohibited or discouraged by the use provisions or architectural standards, the reviewer may include a recommendation to allow an administrative deviation. Such recommendations may involve, but are not limited to, elements such as automatic doors, colors and materials, awnings, the location of outside dining chairs and tables, etc.

LDC [4-869\(3\)](#) contains the architectural standards, building placement standards, water management, lot coverage and landscape standards. One item to note would be the building

placement standards. The LDC does not have a minimum front setback, but has a maximum setback of 12'. If the building is multi-story, the second story should have a setback of no more than 10' from the property line and the third story can align with the second story. There are no required side yard setbacks and the rear setback should be a minimum of 20' from the midpoint of the alley where an alley way exists, or 10' where no alley exists. The goal of the placement is to facilitate an urban design, with the buildings pushed up towards the front, close to the right-of-way to promote a walkable urban core, while the "back-of-house" operations (deliveries, maintenance services, etc.) can access the property from the rear alley interfering with walkability along Old 41 or side streets. The RMPK plan provided a diagram that shows an example of a redeveloped block that would meet the intent of the regulations proposed as part of the study.



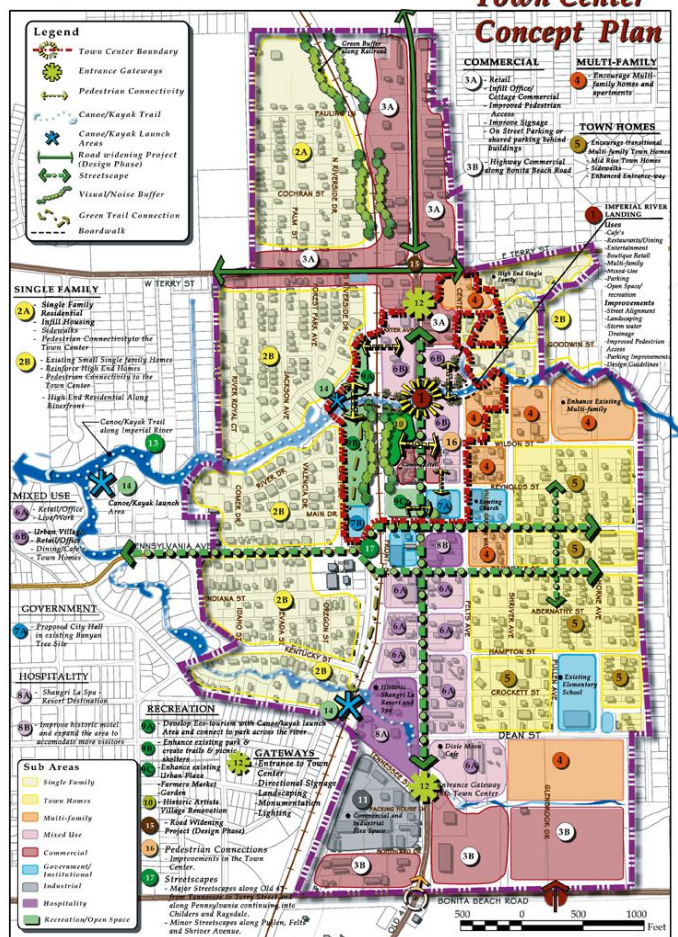
Source: 2005 RMPK Redevelopment Master Plan

Windows, roofing, paint colors, building materials, height, awnings, outdoor displays, outdoor seating, parking, dumpsters, buffers, pedestrian ways, lighting and signage are additional examples of areas that are regulated in the Old 41 Redevelopment Overlay section of the LDC.

OLD U.S. 41 CORRIDOR REDEVELOPMENT MASTERPLAN

Bonita Springs, Lee County, Florida

Town Center Concept Plan



The standards for residential development within the overlay are contained within [LDC 4-872](#), and are designed to facilitate walkability and interconnectivity to the downtown. There are four residential sub areas, as described earlier in the report: 2A/2B (Single Family), 4 (Multi-Family), and 5 (Townhome). On the map, these sections surround the urban core and are denoted by the gray, yellow and orange colors. While each of the sub areas contains a preferred building product, there's an allowance in the code to build single-family homes in Sub Areas 4 and 5, but, in order to encourage infill development, the maximum lot width of any single-family dwelling shall be the width of the existing platted lot or lot of record that the dwelling is to be constructed upon, (i.e., single-family dwellings cannot be centered or located on more than one lot unless the lots are combined pursuant to LDC Chapter 3). Additionally, all single-family dwellings shall have porches and/or entry features along street frontage. As referenced earlier in this report, there are a set of minimum

features for single-family and multi-family development. The code stipulates that new development should incorporate at least two of the following: (i) articulation and undulation, (ii) awnings or shutters, and (iii) porches and/or entryway features.

With regards to development regulations, single-family, townhome and multi-family development are regulated by [LDC 4-872A](#). For single-family homes, the following setbacks and development regulations would apply:

- Front Street Setback: 25' or 15' if the home incorporates a front porch or a side-loaded garage
- Side Street Setback (if applicable): 15'
- Side Yard Setback: 10% of lot width
- Rear Yard Setback: 10', but a combination of the front and rear yards should be at least 40'

Water Body: 25'

Detached Rear Accessory: 5'

Lot Coverage: 45%

Urban Open Space Zone: N/A

Height: 35' maximum

Lot Width: 75' maximum, 50' minimum

Maximum Dwelling Units, Per Lot: 1

Number of Building Forms, Per Lot: 1 primary structure and 1 accessory structure

Parking/Access: within a permitted driveway from the frontage street

Attached Garages or Carports: An attached garage or carport may be accessed from the front or corner side yard provided the garage door (or doors) is no wider than 50 percent of the front façade of the structure and setback at least 25 feet (front loaded) or 15 feet (side loaded) from the street facing building façade

For Townhome development (Sub Area 5), the following regulations would apply:

Front Street Setback: 0' minimum, 12' maximum

Side Street Setback (if applicable): 0' minimum, 12' maximum

Side Yard Setback: 0', with at least 10' between building forms

Rear Yard Setback: minimum of 20% of the lot depth, up to 20'

Water Body: 25'

Detached Rear Accessory: 5'

Lot Coverage: N/A

Urban Open Space Zone: 5'

Height: 40', maximum

Maximum Lot Width: 50'

Minimum Lot Width: 50'

Note: The lot width requirements can be waived if the building incorporates all three of the minimum features into their design (articulation, awnings/shutters, porches/entryway features)

Maximum Dwelling Units: minimum of 3, maximum of 12 per building

Number of Building Forms, Per Lot: 1 building form per 3,000sf of lot area

Parking: No surface parking permitted on front or corner yards where an alley exists for the lots. Where no alley exists, parking shall be permitted in the rear of the building, or along the street

Building Entry: Minimum of one entry facing a public street; side entries for building forms with two or more dwelling units are permitted, provided a minimum of one building entry faces a street

Pedestrian Connections: Required access to public walkways, for each unit

Attached Garages or Carports: Required to be in the rear yard if an alley exists; If there is no access or alley from the rear yard, an attached garage may be accessed from the front or corner side yard, provided the garage door (or doors) is no wider than 50% of the front façade of the structure and set back at least 5' from the street facing building façade. Side-loaded garages are encouraged.

For multi-family development (Sub Area 4), the following regulations would apply:

Front Street Setback: 0' minimum, 12' maximum

Side Street Setback (if applicable): 0' minimum, 12' maximum

Side Yard Setback: 0', with at least 10' between building forms

Rear Yard Setback: minimum of 20% of the lot depth, up to 25'

Water Body: 25'

Detached Rear Accessory: 5'

Lot Coverage: N/A

Urban Open Space Zone: 5'

Height: 55' maximum

Maximum Lot Width: N/A

Minimum Lot Width: N/A

Maximum Dwelling Units: Determined by the Comprehensive Plan, Policy 1.1.11

Number of Building Forms Per Lot: 1 building form per 3,000sf of lot area

Parking: No surface parking permitted on front or corner yards where an alley exists for the lots. Where no alley exists, parking shall be permitted in the rear of the building, or along the street

Building Entry: Minimum of one entry facing a public street; side entries for building forms with two or more dwelling units are permitted, provided a minimum of one building entry faces a street

Pedestrian Connection: Pedestrian access to public walkways required

Attached Garages or Carports: Required to be in the rear yard if an alley exists; If there is no access or alley from the rear yard, an attached garage may be accessed from the front or corner side yard, provided the garage door (or doors) is no wider than 50% of the front façade of the structure and set back at least 5' from the street facing building façade. Side-loaded garages are encouraged.

PARKING

Parking standards in the Old 41 Redevelopment Overlay are significantly lower than other portions of the City due to the walkable environment. In addition to the reduced required spaces, a number of parking alternatives are also available. A developer may also pay a fee in lieu of providing required spaces, provide required spaces through valet service, or a shared parking agreement with adjacent parcels that can now be approved administratively.

As part of recent infrastructure improvements, 150 new on-street parking spaces were created. There is also the opportunity to create additional spaces on publicly owned property. If parking demand exceeds surface area, parking structures can be constructed. The most logical location would be over the newly constructed bioreactor; however, due to the use of the site construction will be more expensive than a standard parking structure. The City of Naples was recently considering the construction of a new 350 space parking structure in their downtown at an estimated value of \$25,700 per space. Discussions with engineers that have priced parking structures in the past year, state that it appears the average cost per space is between \$24,000 and \$27,000. If the Council would like to consider the potential location of a future facility today, very few publicly owned properties other than the bioreactor parcel would be sufficient in size or location. Based on permitted density and vision, a location will need to be identified on the east side of Old 41, south of the river and north of Pennsylvania. Existing ownership patterns and parcel sizes will require the acquisition of multiple parcels. Ideally, an acquisition of property would be done in conjunction with a project approval. The two sites can then be developed in unison to work as a catalyst in that portion of the downtown. This can also be used to help incentivize redevelopment in that area.

STORMWATER UTILITY

The downtown redevelopment work will soon be completed by the City of Bonita Springs and the engineer of record will submit the necessary "Certification of Completion" to South Florida Water Management District (SFWMD) for Environmental Resource Permit (ERP) No. 36-08458, dated September 11, 2015. Based on recent conversations with District Staff, prior to construction of

individual tracts within the boundary of this conceptual permit, each applicant will need to submit to SFWMD a request for a “Notice General Permit”. Each permit application should include the signed and sealed drainage calculations and updated ledger sheets for (site specific) water quantity, quality and nutrient loadings. SFWMD will review each “Notice General Permit” for compliance with the ERP Conceptual Permit.

The idea of creating a stormwater utility is a way other jurisdictions have financed their drainage improvements. These are usually done through connection fees. Connection fees can be based on lot size, building size, stormwater volume, or connection size. Other methods would include Munciple Service Taxing Unit (MSTU) or an Munciple Service Benefit Unit (MSBU) which will be an annual fee on tax bills. The difference between these two financing options are an MSTU is based on property values while an MSBU is a special assessment where all properties pay the same amount. The estimated value of drainage improvements is included later in this paper. This idea is currently being considered by the Council on a city-wide basis and

PARKS AND RECREATION

There are seven park sites located within the overlay boundaries, all owned by the City. A deed for Riverside Park (6.21 acres) and Depot Park (6.73 acres) was recorded in the official record in April of 2001. Previously, in February of that year, the City acquired the neighboring Liles Hotel and artist cottages from the John F. Whittle Trust. The cottages are rented out through the Parks and Recreation Department on an on-going basis. The third park is Island Park (2.13 acres), acquired by the City in 2002 for \$206,000. The fourth is known as Kentucky Street Park, which is a small 0.67 acre green area on the corner of Kentucky and Tennessee Street. The fifth is the Community Hall property, which is 1.63 acres and was acquired from Lee County in 2002. This site is adjacent to the new library site. The Community Hall building was demolished in 2015. The sixth park area is known as the Lemon Tree Property, located just south of Riverside Park, on the west side of Old 41. It is comprised of 0.23 acres and at one time, was a parcel of interest for the Bonita Springs Lions Club. The seventh park area is known as Forest Park, a 0.10 acre parcel located on South Riverside Drive near the offices for the Bonita Springs Historical Society.

There are two parks to note, due to their close proximity (less than half a mile) to the redevelopment overlay area:

1. Community Park; 39.06 acres, located off Pine Avenue, north of the middle school on West Terry Street; acquired in 2001.
2. Dog Park; 8.44 acres, located off East Terry Street.

SPECIAL EVENTS

The downtown has traditionally been promoted through a multitude of well-attended events. The majority of the events are held at Riverside Park. They are categorized based on size as either small (attendance up to 250 people), medium (251 - 3,000) or large events (3,001 – 10,000). Examples of some of the events would be *Star Spangled Bonita*, which is the July 4th celebration for the City. Attendance is between 6,000 and 7,000 people. Another example would be *Holiday in the Park*,

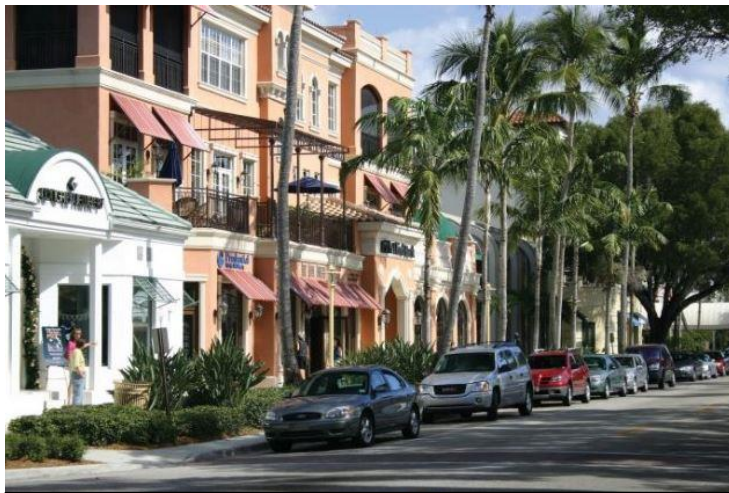
which takes place on the first Tuesday of each December. Attendance is on average, over 6,000 people. A third example would be Celebrate Bonita, which is coined as the official birthday celebration for the City. The event is held in April and attendance is in the range of 8,000 people. Examples of small to medium events would be *Keep Bonita Beautiful Neighborhood Cleanup* (approx. 300 people) and *Movies in the Park* series (approx. 200 people), which is held on three dates and begins each December.

SIGNAGE



Downtown Fort Myers

Source: ULI Southwest Florida



5th Avenue South, Naples, FL

Source: Downtown Different

The signage regulations for the Old 41 Redevelopment Overlay are located in [LDC 6-116](#). The primary contrasts between the Old 41 sign code and the code requirements for areas outside of the overlay would be that permanent ground signs are prohibited within the redevelopment area. Wall signage and window signage are permitted pursuant to the code, as are temporary signs such as banners, flags and sidewalk signs/A-frame signs. The prohibition on ground signs is conducive to urban development. The design standards promote commercial buildings pushed up the sidewalk/right-of-way line to help facilitate a walkable downtown. In terms of site design, this alleviates the need for a ground sign due to the increased visibility of the buildings immediately adjacent to the right-of-way. An example of a similar design scheme would be downtown Fort Myers (pictured on the previous page) and downtown Naples, Florida (shown below). In both instances, buildings are pushed up the right-of-way, with signage promoted on the buildings and windows.

Wayfinding Signage Plan



Description: Pedestrian Sign
Littleton, CO

Source: Denver Post (2016)

The City of Bonita Springs Downtown Alliance has expressed interest in creating a comprehensive wayfinding signage plan for the downtown area. Wayfinding signage is a coordinated system of signs that provide visual identity, orientation, and information about a district or community. Wayfinding is how people orient themselves and navigate from place to place. The ability for visitors and residents of the City to navigate themselves in the downtown to the various points of interest and

destinations is very important. As previously discussed, the Gibbs Market Study recommended an effective signage program and strong marketing programming to support the downtown area.



Description: Directory Sign
Bellevue, WA

Source: Downtown
Bellevue (2017)



Description: Side Street Sign
Downtown Hendersonville, NC

Source: Jacqueline Genson
(2017)

The downtown currently has some elements of a wayfinding signage, such as the gateway arch sign just south of Oak Creek and the Terry Street/Old U.S. 41 roundabout that visually announces the historic downtown district and the Rotary Clock near the Historic Banyan Tree. Gateway signage is intended to convey a sense of arrival and reflect the character of the downtown. Banners are also placed strategically along light poles that, which add charm to the streetscape.

Opportunities exist to enhance the wayfinding signage in downtown. Wayfinding signs that direct patrons to downtown points of interest and include detailed maps, signage for public parking, and side street signs could be considered as part of a wayfinding signage program. Wayfinding signage on the Old 41 sidewalks could provide a map of interest depicting recreational amenities, civic spaces, and other downtown destinations. Wayfinding signage for side streets would be located on Old 41 at intersecting side streets and are intended to guide people to establishments along those side streets.

PUBLICLY OWNED PROPERTY

The following table contains information on city-owned property, except parks (covered earlier in this report), that serve as a development or redevelopment opportunity for the City.

<u>Name</u>	<u>Acquisition Date</u>	<u>Cost</u>	<u>Reason</u>	<u>Sub Area</u>
Bamboo/Imperial River Landing	March 2003	\$2,600,000	Redevelopment opportunity	6B, Mixed Use
Lemon Tree Lot	March 2006	\$550,000	Redevelopment opportunity	7A, Government
Levin Property	November 2013	\$151,125	Redevelopment opportunity	1, Town Center Commercial
Liles	February 2001	\$10	Historic Preservation	10, Historic Artist Village
Everglades Wonder Gardens Parking (North)/Baxter	right of way	right of way	Connectivity and Parking opportunity	6B, Mixed Use
Library	December 2013	\$1,000,000	Redevelopment opportunity	7A, Government
Community Hall/Banyan Tree site	June 2001	\$100	Community Hall and Sheriff Substation	7A, Government

DOWNTOWN DEVELOPMENT

Bamboo RFP

The “Bamboo Property” is located at the heart of the redevelopment area and is the focal point of the “Core Area”. The timing of this project is critical to the success of the downtown efforts, and the

recapture of the City's investment. The right project at the right time on this parcel has long been projected as the catalyst for the entire downtown.

There is a natural desire (and need) to recapture the initial investment however properly incentivized development on a portion of the property could lead to a higher sales price on the balance of the property. However it is clear that prior to offering the property for RFP the following should be in place:

- All of the downtown improvements (roads, drainage, undergrounding of electric) need to be completed.
- Construction of the Library Vertical) should be well underway.
- Preferred uses for the property should be identified, including Intensities, Height and attraction. Consider the following:
 - Will this be the premier focal point of the downtown?
 - Will the proposed development promote the needs identified in the Gibbs report?
 - Will the City lease the land?

Prior to deciding whether to sell or own, a discussion and decision as to the desired use of the properties should be made.

DOWNTOWN INCENTIVES

Road Impact Fee Exemption Programs

The City of Bonita Springs adopted two economic development initiatives involving road impact fee exemptions. The Old 41 Redevelopment Overlay Road Impact Fee Exemption Program was approved in 2009, extended in 2011 and 2014, and expired January 1, 2017. This program was for properties located in the Urban Core boundary and eligible for uses that enhanced and contributed to redevelopment. Only one project, Family Dollar (now Dollar Tree) utilized this program. Another incentive tool was the Commercial Redevelopment Program, approved in 2010 and was also extended 2012 and 2014, with an expiration of January 1, 2017. This program applied to businesses that obtained permits for a change of size or use for existing commercial redevelopment that had previously paid road impact fees. Approximately eleven businesses participated in the Commercial Redevelopment Program with a request to change the use from general office to medical office.

Façade, Landscape, and Historic Preservation Matching Grants

In 2013 the city embarked on an incentive program for the downtown area in the form of matching grants for façade, landscaping beautification, and historic preservation. The Façade and Landscaping Matching grants were available to existing, expanding and relocating businesses within the City limits. The City funded 80% of the project with a match of 20% by the owner with City matching funds not to exceed \$10,000 for façade projects and \$5,000 for landscaping projects. The Bonita Springs Historic Preservation Grant was designed to incentivize the preservation of structures designated within the Bonita Springs Register of Historic Places. The City funded 80% of the project with a match of 20% by the owner with City matching funds not to exceed \$10,000. Several property

and business owners applied for and obtained matching grants to beautify and improve the area resulting in the issuance of approximately \$190,508 in grant monies.

	Number of Projects	Grant Monies Issued
Downtown Bonita Springs Façade Matching Grant	15	\$134,330.70
Bonita Springs Beautification and Landscaping Matching Grant	3	\$15,065.50
Bonita Springs Historic Preservation Grant	7	\$41,112.23
Grand Total	25	\$190,508.43

The grant programs are not funded for fiscal year 2017/2018

Downtown Incentives:

For the purpose of this discussion we will separate the incentives into three areas:

1. Previous Incentives focused on the appearance and rehabilitation of structures in the Core area of downtown. These incentives were offered as a matching grant where the owner of the property would make desired Façade and/or Landscape improvements after which the City would refund 80% of the cost of those improvements up to a maximum of \$15,000 (\$10,000 Façade- \$5000 Landscape).
2. Ongoing or continuing Incentives include Drainage and On Street Parking. The redevelopment improvements made by the City allow property owners to more fully utilize their property, thereby decreasing the amount of land required for a specific use thus incentivizing the businesses to move to the downtown.
3. Targeted development and or anchor development. These are Incentives or opportunities that provide stabilization of the downtown. An example is the construction of the new Library. The City incentivized this by providing the land for the construction. The evidence is that certain public uses and buildings help to stabilize neighborhoods. Stable neighborhoods attract more businesses which in turn makes an area a more desirable place to live. (Gibbs Report—Appendix C)

The City as a landowner can be selective in the type of business they allow to construct on their property. Example: Using the Gibbs report as a guide the City could incentivize a tenant to come into the downtown to further promote the redevelopment and stabilization of the area. One form of this type of incentive could be a long term land lease were the owner of the property (City) accepts a low introductory rate for a desired business. The advantage is that also provides income to the property owner (city). This could be accomplished by maintaining ownership and allowing the tenant to construct, build to suit and allow the City to keep ownership and control of the property and building, or transfer ownership and establish long-term regulations through zoning.

There are several incentives along this concept that could be explored.

COST OF PROJECTS

The anticipated final cost of the Road Drainage and Utility is approximately \$19,000,000.00, the acquisition of the Library site and Levin properties bring the projected total to \$20,147,358. Of this amount \$16,000,000¹ is directly or indirectly related to providing for the drainage in the area.

Future Projects

As redevelopment takes place the need for additional improvements specifically parking will become self-evident.

Future Parking Needs

If current transportation trends continue, it is anticipated that additional public parking for the downtown would be needed. This could be addressed in a number of ways, such as building a linear Parking Structure over Front Street, or provide a trolley service that would allow parking pods at the northern and southern extreme of the redevelopment area. However with services such as uber, autonomous vehicles, and a density that promotes a walkable bike-able area, the need may not be as great as projected.

¹ Direct costs included in this statement include piping, excavation, exfiltration trench, previous pavement etc... Indirect costs included in this statement include restoration of curb, pavement and existing improvements that required restoration and or modification to allow the drainage improvements to be installed. Not included in this statement are costs associated with water and wastewater improvements made by Bonita Springs Utilities.