

# CRA Master Plan Valuation

### **Phase III – Years 10–20 – Emphasis on Stabilization**

Phases I and II will accomplish the principal redevelopment and enhancement activities that are recommended for the program. Phase III of the program will concentrate on continued application of the Neighborhood Focus Initiative in coordinating community services, continued code enforcement efforts to retain housing quality, and implementation of the zoning overlay and other regulatory programs that will continue pursuit of the overall objectives of the program.

#### **Section 5.10 Neighborhood Impact Statement**

The structure of the Bayshore/Gateway Triangle Redevelopment Plan was specifically organized to minimize housing and residential neighborhood impacts while emphasizing neighborhood enhancement, particularly in those areas containing affordable housing stock. The intensive redevelopment activities recommended in the plan concentrate on existing commercial and semi-industrial areas including the western district of the Triangle, the Gulfgate shopping center and the Haldeman Creek entertainment area. These areas presently contain minimal housing. The current business in the west end of the Triangle area provide minimal services to the Shadowlawn neighborhood. However, these business actually impact Shadowlawn through the generation of intrusive traffic. The Gulfgate shopping center has declined in its ability to service nearby residential uses.

With the specific objective of enhancing the existing residential neighborhoods of the area, the Bayshore and Gateway Triangle Redevelopment Plan recommended that a "Neighborhood Focus Initiative" (NFI) should be created to coordinate the intensive application of a variety of services toward the improvement of the Shadowlawn Neighborhood and the existing older residential areas in the Bayshore area. This CRA plan extends that recommendation. The basic concepts of the Initiative are defined as follows:

- **Shadowlawn:** Illustration IX-12, Shadowlawn Neighborhood Focus Initiative, provides a set of recommended physical improvement actions that will support the overall services actions under the NFI. These include:
  - Connecting local streets to improve internal circulation.
  - Severing Linwood Avenue and installing a cul-de-sac on a line defined by the projected alignment of Pine Street to eliminate commercial traffic through the neighborhood.
  - Stimulating development of additional housing on vacant sites throughout the neighborhood.
  - Expanding Wild Pines, an existing multi-family area in the northwest corner of the neighborhood. This project appears to be underway, having recently obtained financing commitment for 104 units.
  - Improving stormwater management as a part of the broader stormwater management program for the Triangle.
  - Installing neighborhood gateways at the primary entrances to the neighborhood – both ends of Shadowlawn Drive, east end of Linwood Avenue, south end of Pelton Avenue – to provide further identity for the area (see Illustration IX-13, Proposed Gateway for Shadowlawn Neighborhood).
  
- **Bayshore Drive:** The Bayshore Drive Neighborhood consists of several residential streets and loops extending from both sides of Bayshore Drive. As a neighborhood, it is defined by and will take its character in large part from the improvements planned for Bayshore Drive. The potential catalytic effect of the Bayshore Drive Landscape program should be supplemented by NFI activities as presented on Illustration IX-14, Bayshore Neighborhood Focus Initiative.

General Impacts: Since the provision of supportive services to existing residents and the stimulation of additional low and moderate income housing in the area are primary objectives of the NFI, the overall impacts of the proposed redevelopment program are expected to be positive, with few negative impacts anticipated. The proposed direct redevelopment activities are anticipated to displace a minimal amount of residents of affordable housing.

Specific Impacts – Shadowlawn Neighborhood:

- Relocation: As stated above, the proposed redevelopment activities and the Neighborhood Focus Initiative were specifically developed to minimize residential relocation. For any relocation that is required, this plan contains a proposed relocation policy that will provide supportive services and equitable financial support to any individuals or families that are subject to relocation. The improvement activities proposed for the Shadowlawn Neighborhood are expected to impact only one residential unit – the proposed northward extension of Pelton Avenue to Linwood Avenue and the westward extension of Francis Avenue to Pelton will displace one unit at the present end of Francis. This unit should be evaluated for physical relocation to a nearby vacant lot. While the proposed stormwater improvement plan has not been completed, there is adequate vacant land within Shadowlawn to accommodate stormwater retention ponds that may be required and there appear to be adequate rights-of-way to accommodate improved stormwater conveyances. The residents of the one displaced unit should have relocation opportunities within the immediate neighborhood through the potential relocation of the specific unit, the development of additional units on the vacant sites in the neighborhood, the expansion of Wild Pines, or a vacancy through the normal turnover in the local housing stock.
- Traffic circulation: The proposed street improvements in the Shadowlawn Neighborhood were conceived with the specific intent of reducing the negative impacts of inappropriate through traffic. The severing of Linwood Avenue at the western boundary, where the neighborhood borders the semi-industrial area, will eliminate a significant amount of through traffic, including a large percentage of trucks, between the commercial uses to the west and Airport-Pulling Road to the east. The proposed connection of Pelton Avenue to Linwood and Francis will enhance both vehicular and pedestrian circulation in the neighborhood.
- Environmental quality:
  - Water Quality: The proposed redevelopment activities and the proposed stormwater master plan for the Triangle will serve to enhance stormwater quality in the area. The redevelopment activities will remove existing development that occurred without benefit of stormwater management rules that are now in place with development that complies with current rules. Within the Triangle, there are numerous automotive and boating related services that are likely releasing pollutants in excess of that associated with commercial development so that redevelopment will result in even higher reductions of water pollution. The results of the proposed actions should be a net improvement in stormwater quality.
  - Flooding: The proposed stormwater management plan is intended specifically to address current periodic flooding in the redevelopment area. The proposed redevelopment and infill activities will also reduce flooding potential through their compliance with current rules and regulations.
  - Air Quality: As is common in Florida coastal cities and since Naples does not have any significant industrial facilities, the primary source of air pollution is probably the automobile. While the proposed redevelopment and infill activities are likely to increase the intensity of development and, therefore, trip generation in the area, they are also intended to create opportunities for shorter shopping and working trips and increased pedestrian trips. These

latter characteristics are intended to offset impacts associated with increased intensity. With the intensive through traffic utilizing the three arterial roadways that define the area, the traffic associated with the redevelopment in the Triangle is likely to contribute a very small percentage of the automobile pollution in the area.

- **Vegetation:** The vegetation of the Triangle is essentially of an urban landscape character with minimal natural areas. Even urban landscape vegetation is minimal in the western, commercial/industrial sector of the Triangle. Redevelopment and infill activities will be subject to the County's current landscape code with an increase in overall vegetative cover. To the extent that invasive, exotic plant species exist within the area, activities that trigger application of the landscape code will result in the reduction of such species. Therefore, the proposed activities should have a positive impact on vegetative cover.
- **Wildlife:** As with vegetation, the existing urban pattern in the area has already greatly diminished wildlife species except for those that are adaptive to urban settings, birds and some mammals such as raccoons and squirrels. To the extent that the proposed activities enhance landscape vegetation, wildlife, particularly birds, should enjoy some increase.
- **Availability of community facilities and services:** A primary objective of the Neighborhood Focus Initiative is increased delivery of all types of community services. Therefore, the impacts of the proposed program should be positive. The primary community facility in the area is the Shadowlawn Elementary School. The proposed activities should have no negative impacts on the school.
- **Effect on school population:** With a proposed increase in the supply of housing in the neighborhood, an increase in school age population is expected. To the extent that the new school age population increase attends elementary school, the proposed activities should increase the percentage of students at Shadowlawn Elementary School who are able to walk to school, a very positive impact on transportation costs and community involvement activities. Since the School Board is tasked with planning for overall population growth in Collier County, the increases of school age population in the Shadowlawn area should already be accounted for in those growth expectations and plans.
- **Other matters affecting the physical and social quality of the neighborhood:**
  - **Neighborhood Identity:** The proposed gateway and other neighborhood identification improvements proposed for the Shadowlawn neighborhood should have a positive impact on neighborhood identity, and a sense of place and ownership by the residents.

#### Specific Impacts – Bayshore Neighborhood:

- **Relocation:** As stated above, the proposed redevelopment activities and the Neighborhood Focus Initiative were specifically developed to minimize residential relocation. For any relocation that is required, this plan contains a proposed relocation policy that will provide supportive services and equitable financial support to any individuals or families that are subject to relocation. The improvement activities proposed for the Bayshore Neighborhood are expected to impact no more than approximately thirty residential units. Since all of these potential impacts are associated with the proposed construction of townhouse residential units to the west and south of the proposed Town Center, some, and potentially all, of the units could remain in place as part of an expanded and upgrade residential community. The specifics of the relocation needs will be determined through the planning process associated with this development component. The residents of the these displaced units should have relocation opportunities within the

immediate neighborhood through the development of additional units on vacant sites throughout the neighborhood, the development of the proposed townhouse units (which will likely occur in a phased manner), the housing project that is proposed for the Naples Plaza site, or vacancies created by the normal turnover in the local housing stock. In summary, relocation impacts should be minimal and local resources are and will be available.

- Traffic circulation: The street system of the Bayshore neighborhood is already designed to minimize traffic impact on the residential areas. Bayshore Drive and Thomasson Drive are the only through streets in the area and there are very few residential units that front on either. The residential areas are situated on small loop street systems or dead-end streets that are served primarily by Bayshore. The ongoing streetscape improvements along Bayshore are specifically intended to give the street more of a neighborhood appearance than the open thoroughfare feeling that it presently conveys. The enhancement of the pedestrian space in the Bayshore right-of-way will also improve pedestrian safety and help link the residential areas that feed into Bayshore. While residential infill on the vacant sites in the area will increase traffic on Bayshore and Thomasson, these developments will occur in the same pattern as the existing residential areas and not impact existing residential sub-communities. Again the ongoing enhancements to Bayshore should mitigate the impacts of such increase traffic. The placement of the proposed townhouse community around the Town Center on the redeveloped Gulfgate site should provide increased pedestrian circulation that will mitigate the increased traffic from the infill activities. The improved range of commercial services proposed for the Town Center over those currently available in the neighborhood should serve to generate shorter shopping trips.
- Environmental quality:
  - Water Quality: The proposed redevelopment activities and the proposed stormwater master plan for the Triangle will serve to enhance stormwater quality in the area. The redevelopment activities will remove existing development that occurred without benefit of stormwater management rules that are now in place with development that complies with current rules. The result will be a net improvement in stormwater quality.
  - Flooding: The proposed improvements in the Haldeman Creek and canal system are intended in part to address current periodic flooding in the redevelopment area. The proposed redevelopment and infill activities will also reduce flooding potential through their compliance with current rules and regulations.
  - Air Quality: The air quality impacts in the Bayshore area should be similar to those anticipated in the Shadowlawn area.
  - Vegetation: The vegetation of Bayshore is largely of an urban landscape character. While there are large vacant areas, they have been highly altered in most areas outside of the Sabal Bay (Hamilton Bay) properties. Even urban landscape vegetation is minimal in the northern, commercial area around Gulfgate shopping center and along Tamiami Trail. Redevelopment and infill activities will be subject to the County's current landscape code with an increase in overall vegetative cover. To the extent that invasive, exotic plant species exist within the area, activities that trigger application of the landscape code will result in the reduction of such species. The Botanical Garden will be developing an area of at least 150 acres in predominantly native species, including the maintenance and enhancement of some wetland areas. The Sabal Bay development project has undergone full Development of Regional Impact review, which typically includes minimization of and/or mitigation for all environmental impacts. The wetland areas on this property will be maintained and protected. Therefore, the proposed activities in Bayshore should have a positive impact on vegetative cover.

- **Wildlife:** As with the vegetation of the area, the urbanization of Bayshore has likely reduced native animal species to the more adaptive birds and mammals as discussed above for the Shadowlawn area.
- **Availability of community facilities and services:** A primary objective of the Neighborhood Focus Initiative is increased delivery of all types of community services. Therefore, the impacts of the proposed program should be positive. While there are no community facilities presently located in Bayshore, Avalon School, Sugden Regional Park and the East Naples Community Park are located nearby. The proposed activities should have no negative impacts on the school or parks. If the County could elect to acquire part or all of the former site of the Botanical Garden and develop a link to Sugden Regional Park from the redevelopment area.
- **Effect on school population:** With a proposed increase in the supply of housing in the Bayshore neighborhood, an increase in school age population is expected. The proposed activities should increase the percentage of students attending Avalon School who are able to walk to school, a very positive impact on transportation costs and community involvement activities. Since the School Board is tasked with planning for overall population growth in Collier County, the increases of school age population in the Bayshore area should already be accounted for in those growth expectations and plans.
- **Other matters affecting the physical and social quality of the neighborhood:**

**Specific Impacts – Surrounding Area:**

- **Relocation:** The proposed redevelopment activities are not expected to have any relocation impacts on surrounding areas.
- **Traffic circulation:** The Gateway Triangle area is so well defined by the three major arterial roadways that traffic generated by the redevelopment activities will have little or no impact on surrounding areas. The proposed redevelopment activities in the Bayshore area should also have minimal impact on surrounding areas due to the configuration of Bayshore Drive and the recently enhanced traffic capacity of Tamiami Trail. An increase of traffic can be expected on Thomasson Drive with attendant reductions in the level of service that Thomasson provides to the development east of the Bayshore area. The widening of Thomasson has been proposed as has streetscape improvements similar to those being made on Bayshore. Such actions will mitigate the impacts of increased traffic from Bayshore. The County's concurrency ordinance is also designed to mitigate the potential impacts of new development.
- **Environmental quality:** The proposed redevelopment and neighborhood focus activities should not produce any negative impacts on the environmental conditions of the surrounding areas.
- **Availability of community facilities and services:** The proposed redevelopment and neighborhood focus activities should not produce any negative impacts on the community facilities and services of the surrounding areas.
- **Effect on school population:** Growth of the population capacity of the Shadowlawn Neighborhood may add students to Shadowlawn Elementary School with the consequent reassignment of students from outside the neighborhood to other schools. Since this is pupil reassignment is a constant activity of the school system, it is not possible to assess any negative impacts of this process.

**Section 5.11  
Valuation**

The current tax base of the Bayshore/Gateway Triangle area, based on tax assessment data from the Collier County Property Appraiser's Office is provided on Table 2. The tax increment projections proposed on Table 2 are based on expected redevelopment projects to take place within the area. A detailed analysis of the projections are include in Appendix E.

**Expected redevelopment**

Redevelopment in the Bayshore/Gateway Triangle Redevelopment area is expected to include four major catalyst projects plus related residential development. This development will include:

- § A 250 room hotel and 12,000 square foot restaurant in the Triangle
- § 67,200 square feet of flex-office space on Commercial Drive
- § An entertainment center on Haldeman Creek to include 35,475 square feet of commercial development and 62 residential units
- § A town center at Gulfgate Plaza to include 182,350 square feet of commercial development.
- § 387 residential units in Naples Plaza, Wild Pines, Windstar, Shadowlawn, and Bayshore.

Identified redevelopment, including related residential development is expected to include 449 residential units, 229,825 square feet of commercial space, 67,200 square feet of flex-office space, and 250 hotel rooms, having a total value of about \$95 million. In addition to identified projects, it can be expected that the existing \$300 million taxable base will grow steadily due to the favorable investment climate created by redevelopment, adding another \$6 million per year to the taxable base.

TAX DIFFERENTIAL ANALYSIS						
	BAYSHORE/GATEWAY	FROZEN		COUNTY-WIDE	Annual	Cumulative
YEAR	TAXABLE VALUE	TAX BASE	INCREMENT	MILLAGE	Tax Increment	Tax Increment
1999	\$320,261,428	\$320,261,428	\$0	4.0261	\$0	\$0
2000	\$328,089,700	\$320,261,428	\$7,802,272	4.0261	\$29,841	\$29,841
2001	\$334,793,219	\$320,261,428	\$14,531,785	4.0261	\$55,580	\$85,421
2002	\$377,794,447	\$320,261,428	\$57,533,019	4.0261	\$220,047	\$305,468
2003	\$405,391,639	\$320,261,428	\$85,130,205	4.0261	\$325,597	\$631,065
2004	\$418,831,492	\$320,261,428	\$98,570,064	4.0261	\$377,001	\$1,008,066
			\$0			
2005	\$452,187,098	\$320,261,428	\$131,925,670	4.0261	\$504,576	\$504,576
2006	\$461,654,642	\$320,261,428	\$141,393,214	4.0261	\$540,787	\$1,045,363
2007	\$471,207,783	\$320,261,428	\$150,946,355	4.0261	\$577,325	\$1,622,688
2008	\$480,849,091	\$320,261,428	\$160,587,663	4.0261	\$614,200	\$2,236,888
2009	\$490,581,210	\$320,261,428	\$170,319,782	4.0261	\$651,422	\$2,888,310
2010	\$500,406,864	\$320,261,428	\$180,145,436	4.0261	\$689,002	\$3,577,312

**Scenario Assumptions of Bayshore/Gateway Triangle CRA**

1. Frozen Tax Base- Assumes the Community Redevelopment Plan is adopted in June 2000 with a frozen Tax Base value from the 1999 Tax Rolls.
2. County-wide Millage Rate is based on FY99/00 General Revenue Rate of 3.5058 and the Unincorporated Rate of .5203
3. Annual Property value increase is based on 2% growth rate plus increases due to projects being developed in the area.
4. Annual Tax Increment Revenue is 95% of Total Tax Increment Revenue.

- Other matters affecting the physical and social quality of the neighborhood: The proposed redevelopment and neighborhood focus activities should not produce any negative impacts on other aspects of the physical and social quality of the surrounding areas.

**Section 5.11**  
**Program of Public Expenditures**  
**Phase I – Years 1-5**

This section focuses on the public sector investment costs and sources of funds to carry out the Phase I improvements for the Bayshore/Gateway Triangle Redevelopment Plan. Discussion of the mechanisms for managing and packing capital investments and the CRA redevelopment financing strategy is provided in Section 2 of this plan.

**TAX INCREMENT PROJECTIONS**

Tax increment is equivalent to the revenue that will result from application of the ad valorem millage to the change in the taxable value of property. As value of property rises due to redevelopment investments, increased property taxes that result will be available to repay the public infrastructure costs associated with redevelopment.

As redevelopment projects are completed, growth of the taxable base will accelerate over the first five years after adoption of the redevelopment plan. Within 10 years, the redevelopment plan identifies taxable projects that will result in a net increase to valuation of about \$90 million. The annual growth of revenues attributable to these projects will also accelerate during the first five years, and by the tenth year will be contributing over \$400,000 per year to the tax increment fund. In addition, improvements to the existing \$300 million tax base will grow steadily and by the tenth year can be expected to contribute about \$265,000 per year to the tax increment fund. By the tenth year, these combined revenues will result in nearly \$700,000 annually being deposited to the tax increment fund.

After the tenth year, each year's revenue will continue to rise, eventually reaching over \$1 million per year by the twentieth year and peaking at nearly \$1.5 million per year before the tax increment fund expires at the thirtieth year. Over the 30 year life of the redevelopment trust fund, incremental revenues deposited to the tax increment fund will total over \$25 million. These revenues can be spent as they accumulate. However, the common practice among redevelopment agencies is to invest in capital improvements early in the redevelopment process using borrowed money that will be repaid by the tax increment revenue stream.

**Repayment of indebtedness**

If the redevelopment agency were to borrow against the increment revenue stream in order to accelerate capital improvements, it would be important to know the *net present value* of the increment revenue stream. Assuming a 6% discount rate, the net present value of the 30-year revenue stream is nearly \$9 million. In other words, if indebtedness of nearly \$9 million were incurred in year one, its repayment could be supported with the expected 30-year revenue stream. (There are many other ways in which capital borrowing could be structured. For example, if \$6.3 million were borrowed in year one, it could be repaid in 20 years, allowing another \$8.6 million to be borrowed in year 20 and repaid in ten years.)

Increment revenues are commonly combined with other funds to finance infrastructure needed for redevelopment. When capital borrowing occurs, these several sources of revenues are often pledged



together to obtain the best possible financing terms. By combining several revenue sources, the size of a revenue bond may be larger than the amount indicated by the net present value of the increment revenue stream alone.

Local expenditures directly related to the Bayshore and Gateway Triangle redevelopment plan would include:

- § Street, streetscape, traffic calming, and parking improvements.
- § Neighborhood park development.
- § Acquisition of land for redevelopment.
- § Land acquisition, construction, and financing support for affordable housing.
- § The Triangle Stormwater Management Plan
- § The Haldeman Creek and Canal System Dredging Plan.

Expenditures directly related to implementation of the approved redevelopment plan may be funded with increment revenues, or funded by indebtedness which increment revenues have been pledged to repay. In the later case, the increment revenue projections that have been provided will serve as a guide to the amount of repayment schedule of such indebtedness.

**Table 2  
Program of Public Expenditures**

Action/Project	Total Costs	Funding Sources	
		TIF	Other
<b>Triangle – Hotel/Retail</b>			
Land Acquisition		TBDL	Grants/CDBG
Permitting/Development Fees		TBDL	Private
Road Improvements		TBDL	Grants/state/local
Stormwater Management Improvements	\$2,790,000	TBDL	Grant/private/MS BU
Business Relocations		TBDL	Private
Landscaping		TBDL	Grants/private
Environmental Assessment		TBDL	Grants/private
Site Cleaning		TBDL	Grants/private
Development Agreement		TBDL	
<b>Triangle – FlexOffice/Warehouse</b>			
Stormwater Management		TBDL	MSBU/grants
Land Acquisition		TBDL	Private
Environmental Assessment		TBDL	Grants
Business Relocation		TBDL	
Site Development		TBDL	
Road Improvements		TBDL	Private/grants
Permitting/Development Fees		TBDL	

**Table Two Continued**

<b>Action/Project</b>	<b>Total Costs</b>	<b>TIF</b>	<b>Other</b>
<b>Town Center</b>			
Land Acqulstion		TBDL	
Road Improvements		TBDL	Grants/local/private
Business Relocation		TBDL	Granats/private
Permitting/development fees		TBDL	Grants/private
Environmental Assessment		TBDL	Grants/private
Site Development		TBDL	Private/grants
<b>Entertainment/Commercial</b>			
Zoning Overlay			General Fund
Permitting/Development Fees		TBDL	
Parking Improvements		TBDL	
Haldeman Creek Improvements	\$1,250,000	TBDL	MSBU
<b>US41</b>			
Zoning Overlay		TBDL	General Fund
Landscaping		TBDL	State/Local/granst
<b>Davis Blvd.</b>			
Streetlighting		TBDL	State/local/granst/ MSTU
Zoning Overlay		TBDL	General Fund
<b>Bayshore Drive</b>			
Landscaping	\$1,300,000	TBDI	MSTU
<b>Neighborhood Focus Initiative</b>			
Land Acquisition		TBDL	Grants
Site development		TBDL	Grants
Permitting/Development Fees		TBDL	Grants
Road Improvements		TBDL	Grants/local
Landscaping		TBDL	Grants/MSTU/local
Sidewalks		TBDL	Grants/MSTU/local
Streelighting		TBDL	Grants/MSTU
Housing Rehabilitation		TBDL	Grants/local/state
Infill housing construction		TBDL	Grants/local/state
Stormwater Management Improvements		TBDL	MSBU/grants
Neighborhood Gateway Features		TBDL	MSTU
Neighborhood Parks		TBDL	Grants/local
<b>Botanical Gardens</b>			
Marketing		TBDL	Grants
Site Development		TBDL	Private
Permitting/Development Fees		TBDL	private

TBDL = To Be Determined Later