SPIKOWSKI PLANNING ASSOCIATES

1617 Hendry Street, Suite 416 Fort Myers, Florida 33901-2947

telephone: (941) 334-8866 fax: (941) 334-8878

e-mail: bill@spikowski.com *web site:* www.spikowski.com

MEMORANDUM

TO: Steering Committee, Greater Pine Island Comprehensive Plan Update

FROM: Bill Spikowski **DATE:** July 2, 2001

SUBJECT: Meeting of July 10, 2001

Enclosed is material for you to review prior to our next meeting on July 10, 2001, which will be held at 7:00 PM at the Episcopal Church near Flamingo Bay.

The following material is in this package:

- 1. First drafts of new sections for the final report:
 - a. Cap on building heights
 - b. Pine Island A vision for 2020
 - c. Pine Island population summary
 - d. Municipal incorporation
 - e. Jet-skis and air boats
- 2. A complete summary of responses to the April public survey
- 3. Three pieces of correspondence received since the previous meeting
- 4. Lee County's new administrative code governing community planning

At this meeting we will review and discuss this material. We will also have updates on our grant from the Department of Community Affairs and preliminary information on a proposal for traffic control at the Stringfellow/P.I. Road intersection.

At our August 14 meeting we will be discussing report drafts on environmental issues; and in early September we will have a final public meeting to present the complete plan.

CAP ON BUILDING HEIGHTS

At the urging of Pine Islanders, the Lee County Commission in 1977 declared Greater Pine Island as unique in scenic beauty and geography and adopted the first meaningful limitation on building heights. No buildings taller than 38 feet above ground would henceforth be allowed anywhere in Greater Pine Island. 12

This height limit has been fiercely protected since that time because the lack of mid-rise or high-rise buildings is a strong character-defining element for a Florida coastal island. (Figure _ shows a 1973 proposal—never built—for an out-of-scale condominium just north of St. James City.)

As an extra measure of protection, this height limit was added into the Pine Island section of Lee County's comprehensive plan, initially in 1989 just by committing to retain the existing code provisions, then in 1994 with the following more specific language:

POLICY 14.3.3: The county's zoning regulations shall continue to state that no building or structure on Greater Pine Island shall be erected or altered so that the peak of the roof exceeds thirty-eight (38) feet above the average grade of the lot in question, or forty-five (45) feet above mean sea level, whichever is the lower.

Despite this clear language, there is continuing concern among Pine Islanders that the building height cap might be



Pine Island Highrise

Pine Island's first highrise condominium project is St. Jude Estates, on a parcel lying between Stringfellow Boulevard and Long John Silver Canal just north of St. James City at St. Jude Harbor. The 244 apartments will be in an L-shaped 10-story structure. Also proposed is a two story building facing the highway for convenience-type stores and shops. Earlier this month permits for \$4.1 million worth of construction were issued by the Lee County Building Department. Developer of the proposed project is Joseph A. Leone Jr. of Lawrence, Mass. The St. Jude Estates project is expected to cost about \$10 million.

misinterpreted or overlooked, or be evaded through variances.

This cap might be misinterpreted because it measures building height from *ground level* and *sea level*, while in the rest of coastal Lee County, building heights are measured from the minimum flood level (the height above which all new homes must be elevated, which varies across the island from 8 feet to 11 feet above sea level).

This cap might also be overlooked by a new permit reviewer or by one not familiar with this one clause in an extremely long land development code. Another possibility is that one of the exceptions that Lee County allows to other height regulations might be incorrectly applied to Pine Island; or variances might be granted to this regulation without a showing of "exceptional"

¹² Lee County Ordinance 77-15, amended by 78-19, and 80-20; later codified into Lee County's land development code at section 34-2175: "*Height limitations for special areas*. The following areas have special maximum height limitations as listed in this section: ... (5) *Greater Pine Island*. No building or structure shall be erected or altered so that the peak of the roof exceeds 38 feet above the average grade of the lot in question or 45 feet above mean sea level, whichever is lower. The term "building or structure," as used in this subsection, shall not include a building or structure used for an industrial purpose.

or extraordinary conditions," which are legally required for variances.

Policy 14.3.3 now simply describes the Pine Island height regulations and forbids its repeal from the county's land development code. Stronger approaches can be considered to guarantee the continued success of this cap.

One stronger approach is to place the height restriction directly into Policy 14.3.3 (instead of by reference to the zoning regulations). If this change were made, it would become impossible for variances ever to be granted, because no variance can legally be granted to any comprehensive plan requirement. This is appealing, given the prevailing fear of careless granting of variances; however, it is fraught with danger because there may be some unusual situation where a variance *should* be granted. In that case, the only alternative will be to permanently change the rule, rather than allowing an exception in that single instance.

A better approach is to modify the current wording of Policy 14.3.3 to specifically disallow certain incorrect interpretations on building heights. For instance, the policy could forbid any "deviations" from this height restriction (deviations can now be granted *without* the showing of exceptional or extraordinary conditions, as is required for a variance). The policy could also explicitly forbid the substitution of flood elevations as the starting point for measuring height [see LDC § 34-2171], and could forbid increases in building heights in exchange for increased setbacks, an acceptable practice elsewhere in Lee County [see LDC § 34-2174].

These new prohibitions would cement Greater Pine Island's historic height regulations while still allowing the possibility of a variance in extreme circumstances.

SETTING THE COURSE

Building heights in Greater Pine Island have been carefully restricted since 1977. These restrictions have protected the community's character and must be maintained. Potential loopholes should immediately be closed.

GETTING THERE

- 1. Modify comprehensive plan Policy 14.3.3 as follows:

 POLICY 14.3.3: The land development code county's zoning regulations shall continue to state that no building or structure on Greater Pine Island shall be erected or altered so that the peak of the roof exceeds thirty-eight (38) feet above the average grade of the lot in question, or forty-five (45) feet above mean sea level, whichever is the lower. No deviations from these height restrictions may be granted through the planned development process. These height restrictions shall not be measured from minimum flood elevations nor shall increases in building height be allowed in exchange for increased setbacks.
- 2. Amend the land development code to specifically include the new restrictions added to Policy 14.3.3.

PINE ISLAND - A VISION FOR 2020

Beginning in 1999, Lee County's comprehensive plan has included a brief "vision statement" for each of twenty segments of unincorporated Lee County. The Pine Island segment is worded as follows:

Pine Island - This community includes the major islands of Pine Island, Little Pine Island, and Matlacha, the surrounding smaller islands, and the previously mentioned enclaves in the City of Cape Coral. This community has an overall identity of Pine Island; however, there are four sub community centers within the overall community. The four areas within the Pine Island Community are: Bokeelia at the northern tip, St James City at the southern tip of the island, and Matlacha which is a small island between the mainland and Pine Island. The Pine Island community is similar to the other island communities in that the residents leave the islands to satisfy many of their commercial needs. However, unlike the other island communities. Pine Island does not have a substantial amount of tourist oriented commercial. Since the Pine Island community does not contain the gulf front beaches the other island communities have, this is not expected to change during the life of the plan. This community will add a small amount of new commercial by 2020 to meet the daily needs of residents; however, Pine Island community residents will still satisfy most of their commercial needs outside of their community. The population of this community will also grow from 8,400 permanent residents in 1996 to approximately 9,700 residents in 2020 and a total seasonal population of nearly 15,000. Pine Island is also different from the other island communities in that it has a much higher percentage of non-seasonal residents.

This language focuses on commercial development and expected growth almost to the exclusion of any meaningful vision of Pine Island's future.

The Lee County plan would be better served by replacing the current language with a succinct summary of the vision that Pine Islanders have articulated through this plan update.

SETTING THE COURSE

Pine Islanders have articulated their own vision for the future of Greater Pine Island through this comprehensive plan update; a summary of this vision should be placed in the opening chapter of Lee County's comprehensive plan.

GETTING THERE

In the "Vision for 2020" section of the Lee Plan, replace the current language for the Pine Island planning community with the following description (summarized from this plan update): Pine Island - This community includes Greater Pine Island as described under Goal 14 along with surrounding smaller islands and some enclaves near Cape Coral. The future of Pine Island is modest, devoid of high-rises, strip malls, and gated communities. Pine Islanders envision an oasis between urban sprawl approaching from the mainland and the ostentatious wealth of the islands; a quiet place of family businesses, school children, and retirees enjoying a quite life in diverse communities amidst nature's bounty. Architectural standards for commercial buildings will encourage "Old Florida" styles; wildlife and native vegetation will be protected; loss of wildlife habitat will be reversed; historic buildings will be treasured; sidewalks and bike paths will connect neighborhoods for young and old alike; and high-rises will never appear. Traffic constraints caused by the slim road link to the mainland will limit future development, allowing the islands to evacuate from storms and protecting natural lands from unsustainable development. Pine Island will continue to be a place where people and nature live in harmony, a place not very different from today, an island as state-of-mind as much as a physical entity, with its best features preserved and enhanced. Pine Islanders are historically vigilant about protecting their community and will work to ensure that their plans are carried out.

PINE ISLAND - POPULATION SUMMARY

Initial data is beginning to be released by the U.S. Census Bureau from the 2000 census; a brief summary is provided here.

Greater Pine Island's population for many years has been much older than Lee County or the state of Florida as a whole, reflecting the continuing influx of retirees to the area. There are now 9,306 permanent residents of Greater Pine Island; the chart below illustrates the age breakdown of these permanent residents.

Of the 9,306 permanent residents, 98.3% percent are white. Hispanic residents make up 3.7% of the permanent population.

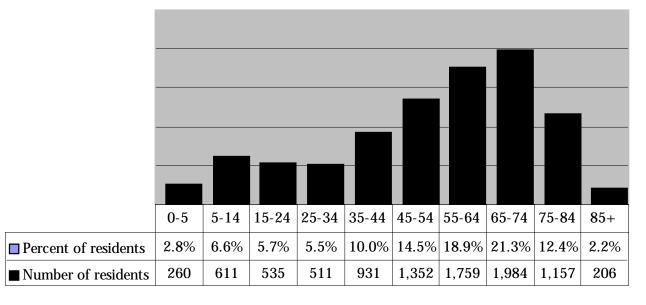
These 9,306 permanent residents live in 4,575 dwelling units. There are 1,766 additional dwelling units that were either used by seasonal residents or were vacant when the census was conducted on April 1, 2000. Compared to other islands in Lee County, Greater Pine Island has a much higher percentage of its dwelling units occupied by permanent residents. (The census does not include any meaningful data on seasonal residents.)

Of the 4,575 occupied dwelling units, 85.7% are occupied by their owners and the remaining 14.3% are rented out to others.

Additional data on the population and housing characteristics of Greater Pine Island is expected in late summer of 2001.

Age of Permanent Residents of Greater Pine Island

Year 2000, by Age Ranges



MUNICIPAL INCORPORATION

Florida law allows individual communities to "incorporate" to form their own city. New cities remain under the control of county governments for many functions but can independently provide certain services, including planning and zoning. (Cities can also choose to call themselves towns or villages.)

Since 1995, both Fort Myers Beach and Bonita Springs have incorporated. The large tax bases in those communities have been able to support city governments without additional taxes. However, in communities without such high property values, a city government would require higher property taxes.

The legislature has erected various hurdles to discourage a proliferation of new cities:¹³

- # A population density of 1.5 persons per acre is normally required, as well as a total permanent population of 5,000.
- # There must be 2 miles or "an extraordinary natural boundary" between the new city and an existing city.
- # A formal feasibility study must demonstrate the fiscal capacity of the proposed city. In order to qualify for important state revenue-sharing, the new city must impose at least 3.0 mills of property taxation, ¹⁴ whereas Lee County now charges only 1.2 mills for municipal services. (Fort Myers Beach and Bonita Springs have gotten around this requirement by convincing the legislature to count the property taxes now being imposed by their independent fire districts as part of this 3.0 mills.)
- # A special act of the legislature is required even when all of these requirements have been met, followed by a referendum of voters in the affected area.

City governments tend to become expensive, not just because

some duplication of services is inevitable, but because an effective city government will tackle problems that citizens wouldn't entrust to more distant levels of government. However, "minimum cities" are becoming a trend; instead of employing large staffs, they contract with outside service providers and allow county government to provide many traditional services.

If Greater Pine Island were to incorporate as a city, it would likely leave the water company and fire department as independent entities. Law enforcement, emergency management, building permits, and zoning enforcement could be contracted back to Lee County. However, planning and zoning decisions would almost certainly be made by the new government, and additional services could be provided as needs arise.

Municipal incorporation isn't inherently good or bad. Pine Islanders should assume that taxes would have to be raised to support a city government (a revenue analysis could assess the likely costs), and that this fact would make it somewhat difficult for a referendum to succeed. Other costs to be considered are the divisiveness of most incorporation efforts (Captiva's experience in the past year is cautionary), and the potential costs of hurricane recovery and litigation to defend land-use decisions.

On the positive side, Pine Islanders face many distinctive issues that the current Lee County government finds to be outside its "core mission," issues which Pine Islanders would gladly involve themselves, given the proper forum. Greater Pine Island has a strong history of civic activism and a core of retired citizens who could devote a great deal of attention to municipal matters.

Thus discussion of incorporation can be expected on a regular basis. If Lee County is responsive to Pine Island issues, incorporation may never appeal to enough citizens to justify the costs. However, incorporation always remains as an alternative to governance by the county commission.

¹³ Chapter 165, *Florida Statutes*

¹⁴ Section 218.23, Florida Statutes

JET-SKIS AND AIR BOATS

It is no surprise that conflicts often arise over use of local waterways in a boating-oriented community such as Pine Island. County government has a limited role in resolving these conflicts, with most authority being retained by the state and federal government. For example, even in dock permitting, a traditional role of county government, federal agencies may take over due to the potential effects of boating on the endangered manatee.

Counties have traditionally exercised some authority over boating activities. For instance, power boats can be restricted from interfering with popular bathing beaches, and certain boating activities can be regulated under land-use authority (such as the rental of boats). In both cases, boating activities can affect or be affected by shoreline land uses, thus giving county governments a clear role in balancing competing uses.

In public meetings on Pine Island, there are two frequent complaints about the effects of boating on land use that might be addressed at the county level. One is the increased popularity of jet-skis (a trade name for what has become known generically as personal watercraft) and the other is the noise from air boats.

Personal watercraft use an inboard engine to drive a water jet pump that propels the boat by exhausting a large stream of water. Personal watercraft are noisy because they are built and marketed as high-speed "thrill craft" that are very maneuverable and can speed up quickly. The operators of personal watercraft ride them while standing, kneeling, or sitting *on* them, rather than sitting inside like conventional boats. For all of these reasons, accident rates for personal watercraft are very high.

Lee County now regulates mainly the *rental* of personal watercraft; state law controls the *operation* of personal watercraft. Future county regulations over the operation of personal watercraft would now be very difficult due to a new

state law that effectively bans local regulation of personal watercraft.¹⁵ While this state law remains in effect, local governments must ignore even legitimate distinctions between personal watercraft and other boats.

Lee County's current regulations keep personal watercraft rentals away from the bays and sounds by limiting rental locations to the barrier islands. ¹⁶ However, those renting personal watercraft, or owning them, are not restricting from operating them in the aquatic preserves around Pine Island. ¹⁷

Air boats also use an unconventional system of propulsion; their engines spin an *above-water* propeller. Thus there are two sources of noise. First in the engine itself, which often does not have a muffler installed. But most noise comes from the propeller, which greatly amplifies the engine noise, especially at high speeds. Air boats can traverse very shallow water (sometimes even dry land) but are extremely noisy and affect waterfront landowners and some wildlife, especially birds.

Regulations to control air boat noise could involve a ban on nighttime operations or a ban against operations outside marked channels (or within a fixed distance of the shoreline, except near boat ramps). In 1999 Fort Myers Beach banned all air boat operations in those portions of Estero Bay within town limits because of noise and wildlife impacts of air boats.

SETTING THE COURSE

GETTING THERE

¹⁵ "Any ordinance or local law which has been adopted pursuant to this section or to any other state law may not discriminate against personal watercraft as defined in s. 327.02." (Chapter 2000-362, section 20)

¹⁶ Lee County Ordinance No. 95-13, section 9

¹⁷ See an exception near St. James City in Ordinance 96-22

SETTING THE COURSE FOR PINE ISLAND'S FUTURE:	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree	ALL WRITTEN COMMENTS:
(1) EVACUATION. Even with <i>no</i> additional development, Pine Island exceeds regional standards for the time needed to evacuate when a hurricane approaches. Planned road improvements through Cape Coral may reduce evacuation times	81	19	3	2	1	
slightly. But as Cape Coral grows to its planned population of 350,000 people, evacuation problems will continue to increase. Lee County should pursue any measures that can improve evacuation times. Unnecessary rezonings and other development approvals that would exacerbate this situation must be avoided.	mair < No r < If th grow < How < Get < If "a stron < Defi < This Pine < Too < You shou < For and the o < Evac Islar < Perh invo < "Lee brid < Evac ansv < We < I bel	ntain evacue re-zoning e salary of the salary of the my measure of the salander often who can't keep a safer his serious accounty has county ge.	cuation to a provide the county of the cures" income a gree. I consider a cure of the cure	imes on Pation for a commiss on ads must nsity trail-lude another ave other ounty deed like they deep ruts. They show the could be a have to a portant but before we before we are at the could be a c	ine Islanda hurricar ioners is a not incre er courts, her bridge s. Should ursued. E options. ems unned are, you soon the slould be m mportant used in reals or return measure at I also her have a not have a no	the in the plan. Policies to allocate units and improve and it to less than 12 hours. The would be impossible, tied to population numbers, do you think they will limit ease our evacuation limits nor allow further development. In a choke point at the Matlacha bridge! The to the island or widening Pine Island Road, I would the "residential rezonings." Because of Matlacha's historic status & narrow roadway, the cessary is exaggerated to cater to the minority. The should realize that just because we are here no one else the moulder of Stringfellow Road have caused auto damage annual annual with blacktop or stabilizer rather than shell fill the but should not override maintaining the character of Pine elays to evacuate islanders and cut back on vehicles in them to their homes. S I hope one of them is not widening or adding another mate to see landowners' rights taken away. Hard question to major hurricane and many lives are lost!!

SETTING THE COURSE FOR PINE ISLAND'S FUTURE:	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree	ALL WRITTEN COMMENTS:	
(2) TRAFFIC. Lee County made a sound decision in 1989 to slow development on Pine Island as the capacity of Pine Island Road through Matlacha is reached. This system should be maintained because no practical method of increasing road capacity has been identified. The specific regulations that govern this	95	7	1	1	2		
slowing should be clarified so that small-scale infill development isn't prohibited. However, additional larger-scale development rights should not be granted where there is no ability to provide basic services such as minimal evacuation capabili-	< God	bless Ma					
ties.	< The historic character of Matlacha should be preserved and encouraged – even at the ex easier access to Pine Island. < As long as infill is clearly defined						
	 < Please listen to <u>us</u> – the Islanders – and <u>not</u> developers. < Building permits not only be curtailed but halted until the present evacuation & crowded hig problems are solved. < Lee County can extend Cape Coral Parkway to Pine Island. For years this has been passed o projects in more "important" parts of the county. < Eventually we'll probably be forced to build a bridge similar to Sanibel's. Hope the federal government might help fund it. < How do we keep land and home prices appropriate for young families and average wage ear < If all current residential areas are built out, we will be in a world of trouble as it is. No new 						
	deve	be three lanes – during crisis, two lanes for evacuation,					
				_		trol through Matlacha (bottleneck) a must.	

SETTING THE COURSE FOR PINE ISLAND'S FUTURE:	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree	ALL WRITTEN COMMENTS:
(3) RURAL AREAS. The culture of community-making demonstrated by Pine Island's pioneers should be continued by enhancing its seven freestanding communities and keeping them from sprawling into rural areas. Pine Island's rural areas should be placed into a new Coastal Rural category on the future land use		22	2	4	0	
map. This category would have a sliding density scale that would reward landowners who preserve native upland habitats. However, it would not prevent them from pursuing agriculture or creating standard ten-acre homesites if they choose. Without major habitat preservation, smaller homesites would not be allowed in Coastal Rural areas. (Existing legal lots in rural areas would not be affected.)	< Sens mini < 1/3 wetl < We i < I like < I thin < It is Islar < Keep < I like < Limi need < This < A la < Exis < We i < We i < We i < Need	mizing yearer lots ands. need to per this identification the agrice this a lot is and is ndowner ting legal ting lots and be confully don't need to kefits in Pind more in the lot in the lot is a lot in the lot is land is ndowner ting legal ting lots.	ards and sare too sare too sare too sare too sare as good stoortant that coultural as to destruction one of the should be lots	saving wantall. Put at the per areas intalled and from the last from the	ater. native up itats. think we vading ru ct and ex ural vege ntiers. Its use his la nverted to ld not be more ad ut "Coast	land habitats in bold print so as not to be confused with meed even more standards. In all atmosphere be preserved; that is what makes Pine pand and control green spaces. No sprawl. Itation for purposes of development & agriculture are a "laid back" condition is a treasure. In as he wants. Otherwise the county should buy the land. To Coastal Rural wherever possible. Buildable if less than one acre. Lots less than one acre facent lots to equal or exceed the minimum. In al Rural" to answer this question. In atural — no large scale high-rise development. Agricultical.

SETTING THE COURSE FOR PINE ISLAND'S FUTURE:	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree	ALL WRITTEN COMMENTS:
(4) COMMERCIAL BUILDINGS. Lee County's new architectural standards are a major step forward but should be supplemented with specific standards for Pine Island. These standards should favor rehabilitation over demolition; small rather	68	19	10	7	1	
than large buildings; parking to the side and rear; large windows and no blank walls; and metal roofs and other features of traditional "Old Florida" styles.	of th < Add < Park < Indi < Flat build < Get < Any < Also towe < Wha < I hav boat from < Wha < No 6 there < No f < The < Pine etc. < Strice < Mor	rose ad be "coastal ing in reaviduality roofs shoulding. rid of the new conto, modify ers. d comme at about so we lived of some shoulder. It are you one shoulder. It alart roofs beauty of the ight in the ight i	enches. rural sty ar—side is is what r ould be a high-destruction ing any c rcial sign ign heigh on Rayma ers all on d be told should b f Pine Isl oes not n restrictio should be home sty	les" as on s very necessary seems a standard on the standard o	Sanibel. essary. e Island u ly if/whe er courts, iflect our towers, i s reform 24 years. lawn – di r house s on comment it hasn' hise busin be maint maintain	signage. We don't need any more ugly signs. And get rid unique – cookie-cutter houses should not be mandated. In the builder is making a delibate replica of a historic especially on the roads. island, not clash with its surroundings. island, not clash with its surroundings. island. It used to be beautiful now it's a slum. Trucks & vans & sgraceful. One place has made a parking lot out of their the to build? hould look like. If you want rules like Cape Coral, go mercial buildings. It been adulterated. It is been adulterated. It is been adulterated. It is cream parlors, ained. Pine Island's unique style, avoiding "mega-square-foot tole to clean up junk around property, especially in

SETTING THE COURSE FOR PINE ISLAND'S FUTURE:	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree	ALL WRITTEN COMMENTS:
(5) BIKE PATH. Lee County is to be congratulated for its success in building a bike path along Stringfellow Road. Completing this path across the entire length	76	16	3	4	6	
of Pine Island should continue to be a very high priority of all Pine Islanders.	mob < The < I do: < Add < We safe. < The < A ve < Exce < Half < Yes < The < Bike < Wou < A de < Bike < Wou < Impre < Befc < Lee "mar	guard rain't believe landscapeneed the path is grey, very ept – the fideneed bike path existing e path is called be a greefinite asset path to sail help coroves quare there County sergin of er	s pollution ils are verice it is wich ing to too bike path reat. I wishigh prionew and Cadillac son is used bike path critically ingreat additional set. I southern the create a sality of lift are any many mould also ror" for control of the create in the critical ingreate in the critical ingred in the cri	on. Speciary ugly & de enough en down all the wash we contrity. Wery ugly system & by out-off is not us needed fitting would afe area for all fore death o look at drivers.	alness! Let cout of sy h through the pipe r vay PAST ald keep r vailings, way over towners, ed enough com Barra he north ed improve of us! Yes hs! adding a	nc with the island environs. some places. ailings. the Y at Sanibel Blvd. so bikers and walkers would be naintenance trucks off. terrible! built. Do a Sanibel-type path to Bokeelia. paid for by Pine Islanders. n to justify the cost. It detracts from the Old Florida styles. ncas to Pineland Road. and. traffic and opportunities for St. James City.

SETTING THE COURSE FOR PINE ISLAND'S FUTURE:	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree	ALL WRITTEN COMMENTS:
(6) FENCES & WALLS. Isolated gated communities and walled compounds are not consistent with the traditional neighborhood character of Pine Island. Any new	66	20	10	7	2	
neighborhoods should be connected to their surroundings at several points rather than being isolated. Perimeter fences, walls, and gates, if allowed at all, should be limited to individual blocks or small portions of neighborhoods.	< I do < Short < The < I am < Any from < The < Left < Wal < Aga < Peri < Hop nece < Cou < No § < No §	not want ald be str inmates of opposed proposed roads to one on S to the affiled and s in I see n meter fen efully we essary. nty-main gated area gated con	walled gicter – no of these p to gated 1 "walled provide outh Strifectedeparate dothing wices or walled will be a tained roas period munities	gated coolaces show and walled and walled and walled and matural mangfellow show evelopment on gwith alls shouled able to manads shouled	communition of the community of the conditions of the condition of the con	ome place else. opment of any kind of the Island. ermitted should have adequate set backs (say 50 - 100') etation buffer. nds out – seems ridiculous actually! erimary consideration. Also peace of mind. no place in the Pine Island community.

SETTING THE COURSE FOR PINE ISLAND'S FUTURE:	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree	ALL WRITTEN COMMENTS:
(7) HISTORIC BUILDINGS. The historic districts in Matlacha and Bokeelia have successfully protected the strong sense of place in both communities. Lee County	66	21	10	5	4	
should expand this program to include individual sites and concentrations of historic buildings in St. James City and Pineland.	< Any < Upd < Mor < Thes < Wor < Som < Don < Wha < Rest	ate – find e historic se areas leaderful. e of the leader think the it building ricting building. and. history is	them an protection protection on like jouildings his is a mages? I all ding he are the cour mosquor licer	d help set on for Ma junk yards being sav ajor conc eight to a City is wo at prized to asses should	t up. ttlacha; o s! yed are no ern. minimun rth restor reasure. I	Id have added off-street parking lots. ther areas not germane. It worth being saved for any reason. In will help to preserve the original atmosphere of Pine ing. The Pineland post office is OK. Protect it. wed or commercial/restaurant in Pineland residen-

GENERAL COMMENTS:

- < Overall excellent plan.
- < Are we going to have anything on signage restrictions to avoid looking like the Keys?
- < Should be restrictions on littered junk yards in single dwellings and other home sites.
- < I'm impressed with the land use committee. They seem to have thought of everything! Can't wait for the light pollution to go into effect. Our home is surrounded on 3 sides by this effect. It will be great to have some recourse.
- < You have done some good work! We have worked hard to build and maintain an "island look" by our gallery with open seating in front of our home on Charlotte Harbor. Some "no trespassing" signs could be removed there are ways of directing people without being offensive.
- < Hope the association sees fit to support wildfire control.
- < We think it's a great idea to ask residents their opinion on local issues via the weekly Eagle. Hope you continue to do more surveys and that the response is meaningful.
- < Thanks you for the opportunity to comment. Keep up the good work.
- < We like it just the way it is.
- < Smaller is better here on Pine Island.
- < Speed limits should be lowered north of September Estates on Stringfellow; this would be consistent with St. James City if lowered from 45 to 35 mph.
- < Individuals who purchase a piece of land should be able to do with it (within reason) what they want. This is a free country.
- < Thanks for a very good study.

Subject: Re: G.P.I. Community Plan / Matlacha bridge, P. I. Rd. widening

Mike -- thanks for your very thoughtful and articulate comments! I'll circulate them to those working on the plan before the next meeting. Be assured that everyone working on the plan considers Matlacha's fate fully as important as anything that will happen on Pine Island. We're all in this together!

By the way, the informal steering committee is continuing to meet over the summer, the next meeting is Tuesday July 10 at 7:00 PM at the Episcopal Church near Flamingo Bay. These meetings are open to the public and guests are always welcome to participate. If you can attend this month, let me know and I'll mail you any backup information that will be discussed.

I hope that county officials wouldn't take the meaning you suggest from the Pine Island plan regarding widening Pine Island Road -- but I'll reread it carefully with that in mind and see what wording changes would make that regrettable outcome less likely.

Bill Spikowski Spikowski Planning Associates 1617 Hendry Street, Suite 416 Fort Myers, Florida 33901 941-334-8866 phone 941-334-8878 fax http://www.spikowski.com

Mike Silberg wrote:

> Mr. Spikowski;
> My name is Mike Silberg, my wife and I own and operate Matlacha Art
> Gallery on Pine Island Rd. and also live down the street in Matlacha also
> on Pine Island Rd. So we as well as many other residents of Matlacha are
> very concerned about the part of the G. P. I. C. Plan that deals with
> discussing the options available to Lee county in dealing with the
> growing traffic problem coming through Matlacha to Pine Island proper. I
> recently talked to a friend of mine who is an engineer and has worked for
> and with Lee County on projects dealing with developing or improving the
> infrastructure of different areas of the county. It was his opinion
> that the way the plan is put together, whoever reads this from the county
> that has to make a decision on what to do with the traffic problem going
> into Pine Is. would most likely gleen from the report that putting a lane
> or lanes through Matlacha would be the most favorable option to use to
> solve the problem.

7/1/01 6:15 PM

> intended).

I know in the report it basically concludes that there really is no > reasonable solution to the traffic problem and the underlying assumption > is that Lee County will agree with this assessment and leave things the > way they are and put some kind of restrictions on further developement in > our area. My gut feeling from looking at Lee Countys' track record with > other areas (especially Ft. Myers Beach) is that when push comes to > shove, the powers that be in Lee county will bend over backwards to the > developers and will implement whatever needs to be done to open the doors > to further developement. Which means they will probably do something to > handle the increasing traffic flow into our area and will probably end up > widening Pine Is. Rd through Matlacha. I think we need to direct Lee County into the direction that makes > the most sense. Putting another lane or lanes through Matlacha would at > best be only a temporary solution and it would have the negative effect > of basically tearing out the heart of Matlacha. Putting a bridge over > Matlacha Pass at Master's Landing makes the most sense to me and I think > we should direct Lee County in that direction. It may seem to be cost > prohibitive to do something like this now, but we all know when the > county puts up their little toll booths they will have another cash cow > for the milking. Those who might object to having to pay a toll can > still drive through Matlacha free of charge just like always. As far as > the concern about how building another bridge to Pine Is. will open the > floodgates to the developers; how are we going to stop them whether a > bridge is built or not? We've got a whole generation of baby boomers > just now entering into retirement age and the pressure is going to be on! > And that's not even talking about the property mentioned in this G.P.I. > Plan that is already in the private hands of potential developers which > will most likely double the population of our area in the forseeable > future. Another reason why it makes the most sense to direct the county in > this direction is the safety factor. Even as I was writing this a > terrible accident occurred taking the life of two young people, and Pine > Island Rd. was shut down in both directions for well over an hour. A > month prior to this there was a fire in Matlacha that closed down Pine > Is. Rd. for almost an hour and last September a tornado knocked down > power lines all over Pine Is. Rd. in front of my house and it also shut > down Pine Is. Rd. while a hurricane was sitting in the Gulf! To solve > the traffic problem by widening Pine Is. Rd. through Matlacha would not > solve the safety problem of the potential for the only way in or out of > the Pine Is. area being shut down by a storm depositing any number of > objects onto Pine Is. Rd. A bridge coming over to Master's Landing > would not be lined with trees and a town wrapped around it supplying > ammunition to any future storm to block the traffic flow on the bridge. > Even if traffic was blocked on the new bridge there would always be the > backup safety factor of Pine Is. Rd. as an alternate exit off of Pine Is. The bottom line is, I would love for things to stay the way they are > and for all of us to live happily ever after here in Pine Is. with > nothing changing. But with the very real potential for much further > development and the way our county deals with its island communities, > except for incorporating the greater Pine Is. community, I think we have > no other choice than to tell Lee county where to put their bridge (no pun

2 of 3 7/1/01 6:15 PM

> sincerely, Michael Silberg
> 4835 Pine Is. Rd.
> Matlacha, FL 33993
> 283-6453
> GET INTERNET ACCESS FROM JUNO!
> Juno offers FREE or PREMIUM Internet access for less!
> Join Juno today! For your FREE software, visit:
> http://dl.www.juno.com/get/tagj.

3 of 3

Subject: Re: G.P.I. Community Plan

Date: Sun, 01 Jul 2001 18:31:10 -0400

Joe and Donna,

Thank you for taking the time to send comments on the comprehensive plan update. I am taking the liberty of circulating them to those working on the plan before the next meeting (which is on July 10).

No one who has been working on this plan is recommending that additional right-of-way be acquired in Matlacha, either voluntarily or through eminent domain. As you point out, the effects on property owners would be devastating. Pine Island and Matlacha are in this together!

As to evacuating with two lanes leaving the island, yes in fact the county has been studying that, and one recent document even states that it would be done in the next big storm. I'm researching that further right now and hope to have more information in the final plan.

The federal government officially discourages development on barrier islands, so it seems extremely unlikely that they would provide funds for a new bridge at Masters Landing. The state also has official policies against providing any more access. I understand your point that this would improve evacuation, but they're aware that it would also spur development, negating the evacutation gains. Bottom line, a new bridge would have to pay for itself, meaning tolls on it and on Pine Island Road (since the county wouldn't be able to sell bonds to build a toll bridge when a parallel bridge is untolled).

Your suggestion on a stop sign at Island Avenue would have to be taken up by the county DOT folks, we're trying to focus in this plan only the bigger policy issues, plus we don't really have the expertise to evaluate something that is more engineering than planning!

By the way, the informal steering committee is continuing to meet over the summer, the July 10 meeting is at 7:00 PM at the Episcopal Church near Flamingo Bay. These meetings are open to the public and guests are always welcome to participate. If you can attend this month, let me know and I'll mail you the backup information for this meeting.

Bill Spikowski Spikowski Planning Associates 1617 Hendry Street, Suite 416 Fort Myers, Florida 33901 941-334-8866 phone 941-334-8878 fax http://www.spikowski.com

Joseph Loibl wrote:

```
> Dear Bill:
> I write to you not only as a property owner on Pine Island Rd. but also as
> the President of the Matlacha Civic Association.
```

7/1/01 6:31 PM

```
> The property that my husband and I own is 4547 Pine Island Rd. which houses
> the Matlacha Post Office, a Gallery and an appraiser. We also are home
> owners in Matlacha. As you know parking is a premium up and down Pine Island
> Rd. The thought of widening the road would be devastating to many business
> owners that rely on the area in front, side or behind their property for
> parking. Being familiar with the methods to obtain frontage from land owners
> to widen roads is not a pretty picture. I am sure you would have great
> opposition at your meetings.
>
> To come from another prospective, as President of the Matlacha Civic
> Association we have had discussions with the planning groups concerning this
> issue. The Civic Association has expressed their
> concern on evacuation. The current traffic problems in normal conditions
> need to be addressed also.
>
> The Civic Association would like the county to look into a three way traffic
> stop at the corner of Island Ave. and Pine Island Rd. Even though we have a
> crosswalk at this corner, 9 out of 10 vehicles do not heed the signs. Or a
> stop light, which in the off season could be a flashing yellow rather than a
> stop.
> We know this doesn't affect the evacuation but it is another concern of the
> citizens in Matlacha.
> On evacuation, has anyone thought of using Pine Island Rd-both lanes from
> the Center to Burnt Store Road as an egress from the Island. In the case of
> a storm (such as Hurricane George) the sheriff's department had a sheriff by
> the Pine Island Chamber office stopping people from going onto the Island
> unless they were residents. In an evacuation, the same could be done to
> prevent incoming traffic so that both lanes could be used as an evacuation
> route.
>
> Of course the other alternative is the bridge over Matlacha Pass at Masters
> Landing. Has the county look into Federal Government Grants or programs
> that address situations of disaster to a small Island like ours. Federal
> money seems to be out there for many projects. The Federal government has
> many low interest loan packages for numerous situations.
>
> All in all, the residents, business's and citizens in Matlacha are concerned
> over this issue. We want to be sure we are kept apprised of future decision
> making by the county. We also want to help in anyway we can.
> Thank you for your time.
> Joe and Donna Loibl
> 11653 Island Ave.
> Matlacha, Fl. 33993
> 283-6454
```

2 of 2 7/1/01 6:31 PM

Subject: Re: CLUP

Rhea Caswell wrote:

>

- > I have decided to ask if we could look at
- > the marina zoning here on PI and allow only
- > marina zoning. Apparently, Jug Creek has
- > industrial zoning. I question whether
- > this should be. The fisherman have
- > port zoning. Heaven only knows what the
- > others have. My guess a mish-mosh of
- > these plus probably others. I don't
- > know what Fuzzy has, but he does have
- > zoning that allows him to bring in
- > building supplies to PI.

Rhea, the background to all this is that marina zoning allows developers to throw out the commercial fisherman and replace them with recreational boats. The marine-industrial and port zoning were put in place to protect commercial fishing from that fate, over the strong objection of many of the marina owners.

Now 10 years later, we find that the marine-industrial and port zoning might allow *garbage* to replace commercial fishing -- hardly an improvement over being displaced by recreational boats. Talk about unintended consequences!

It's still not clear to me how we can improve the situation through our comprehensive plan update. Let's see how the current events play out over the next 45 days, maybe a good solution will emerge that we can endorse in the comprehensive plan.

1 of 1 7/1/01 6:18 PM

ADMINISTRATIVE CODE BOARD OF COUNTY COMMISSIONERS

CATEGORY: Development/Planning/Zoning	CODE NUMBER: 13-3					
TITLE: Administrative Procedures Governing Community Planning Efforts Receiving Financial Support from the BOCC	ADOPTED: 6/26/01					
	AMENDED:					
	ORIGINATING DEPARTMENT: Department of Community Development					

Purpose/Scope: To provide procedures and criteria for community planning effort and to establish the minimum acceptable criteria for community plans in order to be eligible for public financial support.

Policy/Procedure: The Board of County Commissioners recognizes that unincorporated Lee County consists of many diverse communities with various visions of how their community should develop. The intent of a community plan is to propose goals, objectives, and policies applicable to a specific area of the County that may ultimately be incorporated into the Lee Plan. Upon completion of a community planning effort the information gathered and the common concerns identified will be considered for a formal amendment to the Lee Plan.

The following procedures are established by the Board of County Commissioners to assure public confidence in the grass root planning effort when public funds are provided to encourage the development of community plans by the residents of a community:

Section 1. Definitions:

- 1.1. "Community Panel" means the collection of community residents who volunteer to act as the group responsible for coordinating and overseeing the community planning effort. The Community Panel is encouraged to represent a wide variety of the community, including citizens, local business people, landowners, developers, and civic leaders. The Community Panel initiating a community planning effort must be a legal entity, either already existing or established expressly for the purpose of conducting the planning effort. The Community Panel may also be a committee or subset of a legal entity. If the Community Panel receives public funds from the Board of County Commissioners, they will be responsible for the financial accountability of the public funds granted for use in the community planning effort. The Community Panel is not an advisory body to the Board of County Commissioners. Their planning product is a compilation of the common concerns of the community containing suggested amendments to the Lee Plan and/or the Land Development Code to address those concerns.
- 1.2. "Planning Funds" means a grant, not to exceed \$25,000, that will be used for certain expenditures incurred by the Community Panel in the preparation of and the submission of the community plan.
- 1.3. "Seed Money" means an initial grant of public money, authorized by the Board of County Commissioners, to be used to initiate a community plan. Seed money will be disbursed only after the Community Panel has entered into a written grant agreement with the County describing the scope of the community plan and the limitations on the use of the grant.

Section 2. Initiation of a Community Planning Effort:

- 2.1. Residents wishing to serve as a Community Panel that is eligible to receive financial support from the County, must have at least one preliminary meeting with Planning Division staff to discuss the proposed community planning effort.
- 2.2. Following initial discussion with the Planning Division, the Community Panel must develop a written Community Planning Proposal that must contain, at a minimum:
 - a. The proposed name of the Community Panel including a list of the people who will act as the initial Community Panel, and information regarding its organization and composition, including, if applicable, a copy of its current budget and a list of its board of directors. (The membership of the Community Panel may be increased thereafter);
 - b. Copies of completed Form 1 "Statement of Financial Interests" for the previous year and, when applicable: Form 2 "Quarterly Client Disclosure" for the previous four quarters from those people wishing to act as the Community Panel and from any consultants that have been retained by the Community Panel to assist in the community planning effort;
 - c. A preliminary boundary description or a map of the area of the unincorporated County that the plan intends to cover;
 - d. An overview of the main issues that the planning effort intends to address and the expected resources needed to address the issues;
 - e. A preliminary timetable for the planning effort including target dates for project milestones such as completion of a visioning effort, completion of the data and analysis, workshops and public meetings, compilation of a draft study, and study completion date;
 - f. A description of the methods and procedures to be used to foster the maximum amount of public participation in the planning process;
 - g. A good faith estimate of the expected full cost of the planning effort;
 - h. A statement indicating the percentage of the projected costs that will be provided through the County funds; and,
 - I. A tangible demonstration that the planning effort will operated in a financially sound manner.
- 2.3. Planning staff will review and comment on the Community Planning Proposal to determine if it is sufficient for presentation to the Board of County Commissioners. Planning staff may require additional information, clarifications, or revisions to assure that the minimum requirements of this code have been met. Planning Staff will make a recommendation as to whether a Community Planning Proposal is sufficient to proceed before the Board of County Commissioners.

Section 3. Obtaining Seed Money and Planning Funding:

3.1 Once a Community Planning Proposal is determined by Planning staff to be sufficient, staff will initiate a blue sheet to bring the proposal, which includes a proposed grant agreement requesting the use of public funds, to a Public Hearing at a regularly scheduled Board of County Commissioner meeting. The grant agreement will set forth the terms and conditions that must be

- fulfilled prior to obtaining the Planning Funds and the seed money, if included in the request.
- 3.2. At the Public Hearing the Board of County Commissioners will solicit input from members of the community and the public in general.
- 3.3 Following public comment, the Board of County Commissioners will consider by motion whether to enter into the contract with the Community Panel.

Section 4. Seed Money, Planning Funds and Additional Grant Funding Assistance:

- 4.1. The Board of County Commissioners may initially authorize a grant of up to \$5,000 ("seed money"), to facilitate a community planning effort. No money will be disbursed by the Board until the required grant agreement is approved. The "seed money" will be disbursed pursuant to the written grant agreement between the County and the Community Panel. All disbursements of "seed money" will be deducted from the maximum amount of funds for which the Community Panel may be eligible.
- 4.2. A subsequent disbursement of public money Planning Funds will be available in accordance with the terms and conditions of the grant agreement. The County grant will be based on the size and scope of the planning effort and the Community Panel's ability to complete the effort. In no event may the total amount of funds disbursed exceed \$25,000.
- 4.3. All grants of public funds must be used solely for the creation of the community plan. Acceptable uses of these public funds will include: payment of professional consulting services; advertising of public meetings/workshops; and copying of draft and final documents. Public funds may not be used for the rental of office space, purchase of supplies such as computers and software, or phone service. Before receiving any funds, the Community Panel must document how the funds will be utilized to the Lee County Department of Community Development, Planning Division.
- 4.4. The County will have unrestricted access to all records of the Community Panel pertaining to the community planning effort. The County may conduct audits of the financial records of the Community Panel. Before disbursing a grant of Planning Funds, the County must independently ensure that the proposed expenditure is in accordance with the regulatory requirements set forth in this Code and may enlist the Clerk of the Courts to perform an audit of the Community Panel. The head of the Community Panel must attest that the entity has complied with the provisions of the grant agreement and this Code.
- 4.5 County Planning Staff will assist the Community Panel in identifying additional funding sources to support the community planning efforts such as state or philanthropic grants.

Section 5. Public Participation:

- 5.1. The Community Planning effort is subject to the Florida laws on Open Government. Therefore, there must be an adequate opportunity for public participation in the community planning effort, the Community Panel must encourage and allow the participation of residents, property owners, the school district, and other interested parties. In order to effectuate this purpose, reasonable notice of all meetings pertaining to the community planning effort must be provided to the public. All meetings of the Community Panel must be open to the public.
- 5.2. Proper notification of meetings of the full Community Panel will include the posting of the meeting date and time in several public places including, but not limited to local libraries, post offices,

banks, supermarkets, chambers of commerce, civic associations, and community recreation areas. In addition, these public meetings must be noticed in a local paper that is published daily or weekly. All posted and published notices must provide the date, time, and location of the public meeting. In lieu of a display advertisement, the notice could take the form of an article in a similar publication that provides the date, time, and location of the public meeting.

- 5.3. The Community Panel must maintain both recorded and written minutes of all of its full meetings. All records of the Community Panel pertaining to the community planning effort will be deemed public records and open for personal inspection by any person.
- 5.4 The Community Panel may establish sub-committees consisting of members of the Community Panel and/or other community members for the purpose of information gathering, information sharing, and the exploration of common concerns. The sub-committee meetings are required to be publicly noticed and recorded. The common concerns explored by the sub-committees must be presented to the full Community Panel at an informational sharing session during a properly noticed public meeting as outlined in section 5.2 above.

Section 6. Minimum Community Plan Requirements.

- 6.1. The Community Panel's suggested additions or revisions to the Lee Plan must be based on sufficient data and analysis to support the proposed amendments. Original data collection by the Community Panel to support the vision and unique character of a community is encouraged but not required.
- 6.2. Where data augmentation, updates, or special studies or surveys are deemed necessary by the Community Panel, appropriate methodologies must be clearly described or referenced and must meet professionally accepted standards for those methodologies.
- 6.3. The Community Panel's suggested additions or revisions to the Lee Plan must be based on resident and seasonal population estimates and projections. Resident and seasonal population estimates and projections must be those provided by the Planning Division, or can be generated by the Community Panel. If the local Community Panel chooses to base its community plan on its own projections, a detailed description of the rationale for this choice must be included in the Plan.
- 6.4. If a community plan includes suggested new Capital Expenditures or mandates County actions that will require additional or new public expenditure, the community plan must identify the funding source to achieve these expenditures.

Section 7. Submittal Requirements:

- 7.1. A completed Lee Plan Amendment Application form. (applicable comprehensive plan amendment fees will not be required.)
- 7.2. All text and maps submitted with a community plan must be in a format and size that is easily reproduced.
- 7.3. All maps included in the community plan must include major natural and man-made geographic features, and city and county lines, when applicable, and must contain a legend indicating a north arrow, map scale, and date.
- 7.4. As part of any proposed Comprehensive Plan Amendment, the Community Panel must provide a

written summary on the extent of citizen participation in the planning effort. At a minimum, the citizen participation report must include the following information:

- a. Details of methods the Community Panel used to notify and involve the public. The dates, location, and attendance of all meetings and workshops where citizens were invited to discuss the planning effort;
- b. Copies of all published and posted notices for meetings. A copy of the letters used for mailings, as well as the dates the letters were mailed and numbers of intended recipients. Copies of newspaper articles and newsletters discussing the community planning efforts.
- c. Copies of all Agency Minutes for all meetings and workshops;
- d. Copies of notices, newsletters, or other written materials distributed during the community planning effort;
- e. A tally of the number of people who participated in the process, and if possible, the names of those who attended meetings and workshops;
- f. A summary of the issues and concerns expressed by the participants in the planning effort;
- g. The substance of the issues and concerns;
- h. A description of how the agency has addressed or intends to address the issues and concerns expressed during the planning effort;
- I. A description of the issues and concerns the Community Panel does not intend to address and why;
- j. Copies of correspondence, including e-mail and facsimile transmittals; and
- k. The names and addresses of the members of the Community Panel and all consultants retained to assist the Community Panel, and their additional Form 1 and Form 2 disclosures for the time periods through the date of submittal of the Community Panel's suggested additions or revisions to the Lee Plan.

Section 8. Community Plan Amendment Review Process:

- 8.1 Following submittal of suggested amendments to the Lee Plan, Planning Division staff will conduct a complete evaluation and analysis of the proposal.
- 8.2. Lee County will consider comprehensive plan amendments suggested in community plans as part of the regular yearly amendment process. Those amendments will be reviewed, evaluated and considered in the same manner as any other proposed Lee Plan amendment. This review will follow the procedures and public notification required by Florida Statutes section 163.3187 and Lee County Administrative Code 13-6: Annual Plan Amendment Procedure to the Lee Plan.
- 8.3 The Board of County Commissioners reserves the right to adopt, not adopt or modify any and all of the community plan's suggestions.