



**LOCAL PLANNING AGENCY  
OLD LEE COUNTY COURTHOUSE  
2120 MAIN STREET, FORT MYERS, FL 33901  
BOARD CHAMBERS**

**MONDAY, NOVEMBER 26, 2012  
8:30 AM**

**AGENDA**

1. Call to Order/Review of Affidavit of Publication
2. Pledge of Allegiance
3. Public Forum
4. Approval of Minutes – October 8, 2012 and October 22, 2012
5. [Land Development Code Amendments](#)

Proposed regulations implementing compact communities in Lehigh Acres Activity Centers and North Fort Myers Town Center

6. New Horizon 2035: Plan Amendments
  - A. [CPA2011-00013 – Transportation Element](#)
7. Other Business
8. Adjournment – Next Meeting Date: Monday, December 10, 2012

Any person appealing a decision made at this hearing must ensure a record of the proceedings is made. In accordance with the Americans with Disabilities Act, Reasonable Accommodations will be made upon request. If you are in need of a Reasonable Accommodation or would like additional information, please contact Janet Miller at 239-533-8583.



**CPA2011-13  
LEE PLAN  
TRANSPORTATION ELEMENT  
BOCC SPONSORED  
EAR BASED AMENDMENT  
TO THE**

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**LEE COUNTY COMPREHENSIVE PLAN**

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**THE LEE PLAN**

Publically Sponsored Amendment and Staff Analysis

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**LPA Public Hearing Document  
For the  
November 26<sup>th</sup>, 2012 Public Hearing**

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**October 26, 2012**

**LEE COUNTY  
DIVISION OF PLANNING  
STAFF REPORT FOR  
COMPREHENSIVE PLAN AMENDMENT  
CPA2011-11**

**Text Amendment**

**Map Amendment**

<b>This Document Contains the Following Reviews</b>	
<input checked="" type="checkbox"/>	<b>Staff Review</b>
	<b>Local Planning Agency Review and Recommendation</b>
	<b>BOCC Hearing for Transmittal</b>
	<b>Staff Response to the Department of Economic Opportunity Objections, Recommendations, and Comments (ORC) Report</b>
	<b>BOCC Hearing for Adoption</b>

STAFF REPORT PREPARATION DATE: October 12, 2012

**PART I - BACKGROUND AND STAFF RECOMMENDATION**

**A. SUMMARY OF APPLICATION**

**1. APPLICANT/REPRESENTATIVE:**

Lee County BOCC, represented by Lee County Division of Planning, Department of Transportation, Department of Transit, Department of Parks & Recreation, Development Services Division and the Lee County Port Authority.

**2. REQUEST:**

Amend the Transportation Element of the Lee Plan to incorporate the recommendations of the March 1, 2011 Evaluation and Appraisal Report.

**B. STAFF RECOMMENDATION AND FINDINGS OF FACT SUMMARY**

**1. RECOMMENDATION:**

Staff recommends that the BOCC *transmit* the proposed amendment to the Transportation Element of the Lee Plan as shown on Attachment 1. The attachment shows the proposed Element in clean codified language.

## **2. BASIS AND RECOMMENDED FINDINGS OF FACT:**

- The BOCC initiated this plan amendment on March 1, 2011, with the adoption of the Evaluation and Appraisal Report.
- The BOCC adopted Resolution 09-11-13 on November 10, 2009 to establish complete streets, to integrate bicycling, walking and public transit with the county's transportation program goals, objectives and policies.
- The Lee County Metropolitan Planning Organization (MPO) has developed the 2035 Long Range Transportation Plan (LRTP) based on planning factors to: 1) support the economic vitality of the metropolitan area, especially by enabling global competitiveness, productivity and efficiency; 2) increase the safety of the transportation system for motorized and non-motorized users; 3) increase the security of the transportation system for motorized and non-motorized users; 4) increase the accessibility and mobility options available to people and for freight; 5) protect and enhance the environment, promote energy conservation, improve quality of life, and promote consistency between transportation improvements and state and local planned growth and economic development patterns; 6) enhance the integration and connectivity of the transportation system, across and between modes, for people and freight; 7) promote efficient system management and operation; and 8) emphasize the preservation of the existing transportation system. (NOTE: LRTP page 1-4)
- A diverse group of organizations and interests such as Lee County, the MPO, United States Department of Transportation (USDOT), United States Environmental Protection Agency (EPA), United States Housing and Urban Development (HUD), Institute of Transportation Engineers (ITE), American Planning Association (APA), American Public Health Association, and Smart Growth America have made better integration of transportation and land use coordination a priority to further the concepts of health, compact development, livability, sustainability, and complete streets.
- The LRTP identifies a deficit of over \$2 billion for unincorporated Lee County highway, transit, bicycle, and pedestrian facilities identified as capital improvement needs for the planned transportation system. There is a projected long term maintenance cost deficit for existing and funded facilities if the county relies only on existing funding sources. The Transportation Element provides options to address the deficit and prioritize capital and maintenance costs.
- The Transportation Element of the Lee Plan is intended to introduce a tiered street network structure (streets for vehicles, streets for people) based on urban, suburban and rural characteristics that recognize the tenets of complete streets as guiding principles for all transportation and land use decisions as well as capital expenditures

and decisions. The element also serves as a mobility plan to integrate all aspects of transportation form and function. (NOTE: EAR Executive Summary page iii)

- The adopted New Horizon 2035 Evaluation and Appraisal Report (EAR) found that the updated Lee Plan should include the following features: (1) focus on multi-modal systems that will support a more compact and sustainable development pattern, (2) strengthen linkages between land and transportation decision-making and investments, (3) establish complete streets policies that address retrofitting existing roads and include in new street projects mobility features for transit, bicycles, pedestrians and automobiles development, (4) strengthen connections within and between neighborhoods and activity centers, (5) revise roadway infrastructure standards to reduce energy use, costs and heat island effects, and green the county's transportation corridors. (NOTE: EAR Vision Framework page 2-44, 2-45)
- The proposed amendments to the Transportation Element are consistent with the EAR recommendations and are coordinated with the 2035 LRTP.
- The proposed amendments meet the statutory requirements of FS 163.3177(6)(b) for a transportation element.

## **C. BACKGROUND INFORMATION**

The Transportation Element of the Comprehensive Plan addresses the planning and development of airports, rail, roads, transit, pedestrian, and bicycle facilities within Lee County. The purpose of the element is to promote mobility through a transportation system that meets the varied needs of the residents and visitors. The Transportation Element was part of the original Lee Plan in 1984. Since that time the transportation element has contained the design features, LOS criteria, and transportation facility policies. This element also helps to ensure that public and private development efforts support the design and character of the county's different communities.

The Transportation Element is a required element as defined by Chapter 163.3177(6)(b), Florida Statutes (F.S.). In general the statute requires a transportation element that addresses "*mobility issues in relationship to the size and character of the local government.*" The statute also states that "*the purpose of the transportation element shall be to plan for a multimodal transportation system that places emphasis on public transportation systems, where feasible.*"

## **PART II - STAFF ANALYSIS**

### **A. STAFF DISCUSSION**

The 2011 EAR assessment and analysis of the Transportation Element identified a need for major changes and a reorganization of the element. The EAR identified four critical community issues (1) Livability, (2) Strong Connections, (3) Community Character, and (4) Sustainability. In response, significant policy changes are recommended relating to each of the four critical community issues and the existing 12 goals are consolidated into four goals.

The recommended element changes by community issue include:

- Livability (EAR page 3-5)
  - Alternative modes
  - Context-sensitive street design
  - Local connections
  - Land use and transportation integration
- Strong Connections (EAR pages 3-13, 3-14)
  - Balanced transportation modes
  - Land use and transportation integration
  - Local connectivity
  - Level of service (LOS) standards
- Community Character (EAR page 3-23)
  - Traffic Calming
  - Context-sensitive street design
  - Facility Types
- Sustainability (EAR page 3-30)
  - Transportation infrastructure
  - Multimodal options
  - Connectivity
  - Integrated land use and transportation
  - New technologies

Policy decisions which are discussed in greater detail below must be made concerning the following issues:

- Transportation concurrency;
- Funding priorities and options;
- Core los in mixed-use, urban, suburban, and rural areas;
- A shift from automobile movement priority to a more balanced multimodal transportation system emphasizing transit;
- Design for context, walkability, livability and complete streets;
- Parking; and
- Reducing pollution and energy use, new technologies.

The 2011 EAR (page 4-17) recommended that the existing twelve goals be consolidated into seven goals. Staff recommends reorganization into four goals as summarized in the tables below.

Current Transportation Element Goals	Recommended Goal Location	
	EAR	Staff
36 – Maps	None	2
37 – LOS Standards	3	2
38 – Capital Improvements Programming	7	3
39 – Development Regulations	2	3
40 – Safety, Energy Efficiency, Acquisition, Preservation,	1	1 and 3

and Protection Measures for a Multi-modal Transportation System		
41 – Community and Environmental Impacts	7	3
42 – Intergovernmental Coordination	1	3
43 – Mass Transit Service	1	1 and 3
44 – Transit Development Plan	1	3
45 – Marine Navigation Management	5	1
46 – Rail	6 and 7	1
47 – Aviation	4	4

Staff Recommended Goals
1 - Effective, Comprehensive Multimodal Transportation System
2 - Transportation Standards & Regulatory Framework
3 - Implementation Issues
4 - Airports

The EAR discussion highlighted the need for better integration of the Transportation Element with the Capital Improvements; Future Land Use; Character & Form; Community Safety and Wellbeing; Housing; Parks, Recreation and Open Space; and Economic elements.

The 2011 EAR (page 4-18) established that the targeted amendments to the Transportation Element needed to address the following findings and recommendations:

- Draft new goals to reflect the county’s shifting emphasis towards multi-modal transportation and livability. In some cases language can be drawn from existing goal statements as modified and/or carried over into the updated Lee Plan.
- Expand the element to include a multi-modal transportation section to address critical community issues through direct policy references to livability, connectivity, community character, and sustainability in the planning and implementation of transportation improvements.
- Establish policy linkages to the Future Land Use and Character and Form Elements of the New Horizon 2035 update of the Lee Plan.
- Establish context-sensitive roadway design and complete streets provisions that integrate with urban, suburban, and rural development forms, and that provide safe, convenient facilities for all users.
- Include policies that address the ongoing evaluation of existing transportation practices for consistency with complete streets provisions.
- Include a design component to address context-sensitive design and transportation-related urban design policies. This section should be cross-referenced to the new Character and Form Element.

- Expand policies that address transportation-related development regulations specific to site design and connectivity to include appropriate standards for urban, suburban and rural areas.
- Include policies addressing pedestrian-oriented design principles and standards.
- Include policies to address alternate concurrency systems for mixed-use centers which include a specific plan for mobility for these areas which establishes transportation alternatives, necessary capital improvement, and equitable financing options.
- Expand policies that emphasize Transportation Systems Management (TSM) to improve the efficiency of the existing transportation system.
- Include policies to address parking, such as shared parking reductions in mixed-use areas, potential parking reductions in areas served by transit, and parking facilities for bicycles.
- Include policies addressing the use of transportation-related stormwater facilities (e.g., green streets or trail corridors) as a community resource integrated into the design of neighborhoods.
- Add a sustainability goal and associated objectives and policies to address energy conservation linkages with transportation, including alternative fuels and vehicles.
- Add/modify policies to reinforce the role of compact development in supporting a stronger relationship between land use and transportation, recognizing the tenets of complete streets as guiding principles for all transportation and land use decisions.
- Expand policies that address the need to consider the safety of wildlife in the development of new roads, particularly roads in conservation or rural areas.

Since the EAR was adopted, the Community Planning Act effectively rendered transportation concurrency a planning rather than a regulatory tool.

### **LOS**

Transportation LOS is a quantitative measure of the quality of conditions in terms of service measures such as speed and travel time, freedom to maneuver, traffic interruptions and comfort and convenience. The concept that infrastructure must meet LOS standards concurrent with approval of development is generally referred to as concurrency. Proposed Goal 2 contains Lee County transportation LOS criteria. Regardless of whether Lee County opts to continue with transportation concurrency, Florida Statute 163.3177(3)(a), requires the county to establish levels of service criteria and provide adequate facilities to achieve the established LOS standards for transportation.

Transportation concurrency is no longer a statewide requirement since the adoption of HB 7207. Transportation concurrency is now an option for local governments. If the local government exercises the option, it must be consistent with the statute.

Policy language is presented in Attachment 1, under the heading “Transportation Concurrency Option, should the county opt to continue with transportation concurrency. This presents an opportunity to reexamine and reevaluate existing transportation LOS standards to consider transit, bicycle and pedestrian quality of conditions as levels of service standards. There is an opportunity to base the LOS standards on different modes in different areas. There also is an opportunity to identify different operational and maintenance levels of service. The element has



been reorganized with policies to address the EAR's findings regarding community character, connections, and services. All goals have been redrafted.

### **FUNDING PRIORITIES**

Funding priorities will require BoCC policy consideration in several aspects. The first aspect is in funding priorities between modes of transportation. The current Lee Plan LOS standards are for motor vehicles on highways. The existing capital improvements policies indicate that projects with a deficient LOS (highways) are funded with a higher priority. Until recently, the state did not support LOS standards for transit, bicycle or pedestrian modes of traffic. The Florida Department of Transportation (FDOT) now has established a multimodal LOS calculation methodology that may be utilized to determine LOS standards for all four modes of travel on transportation facilities. The existing Lee Plan policies do not emphasize the funding and prioritization of local transit, bicycle and pedestrian improvements.

The second aspect is in funding relative to the area context as mixed-use, urban, suburban or rural locations. The EAR recommends a higher investment in mixed-use and urban infill areas. Changes to the comprehensive plan requirements in FS 163.3177 recommend supporting compact development patterns and discouraging urban sprawl. The draft Transportation Element includes specific policies to prioritize infrastructure to direct new development to urban and mixed-use areas using incentives. Part of the incentives recommend prioritizing infrastructure, both capital and maintenance expenditures, to urban and mixed-use areas. Urban and mixed-use area streets have a higher level of usage and more features such as wider sidewalks, streetlights, streetscaping, on-street parking and closed drainage that require greater infrastructure investment and more frequent maintenance. Walkability in commercial and residential urban areas has been shown to be an economic benefit. There are fewer facilities and less frequent usage on suburban streets. Rural area streets have the fewest features and lower frequencies of use. This will mean that core LOS maintenance frequency in mixed-use and urban areas will be highest, while the rural area would be lowest.

The third aspect is the funding sources themselves. Current policy allows for exploring a variety of funding sources. The primary funding of transportation infrastructure is currently user fees such as federal, state, and local gas taxes, roads impact fees, and tolls. Ad valorem revenues are used only for roadway landscaping, and in a few instances for a revolving loan program. The MPO LRTP identifies over \$2 billion of needed, but unfunded highway, transit, bicycle and pedestrian facilities.

Gas taxes, roads impact fees, and toll revenues have limitations at the statutory or policy level.

There are a variety of gas taxes with limitations on capital and maintenance expenditures. Gas tax collections are based on a fixed amount per gallon sold at the gas pump. Gas tax collections have recently declined likely due to a combination of factors. These could include improved miles per gallon in newer cars, changes in driving habits due to reduced construction activity and rising fuel prices, an increase in the use of alternative modes of travel, and recent reductions in countywide traffic volumes. If Lee County is successful in reducing gasoline powered motor vehicle miles traveled and as motor vehicles become more efficient, then gas tax collections will be lower. Most gas tax revenues are spent on maintenance projects such as road resurfacing and

intersection improvements. Gas taxes are also used to partially fund multimodal improvements for transit, bicycle, and pedestrian facilities. In the long term, gas taxes will be inadequate to fund major maintenance and multimodal improvements.

Roads impact fees may only be spent on capacity increasing improvements related to roads. The existing methodology does not incorporate transit or maintenance costs into the fee structure. Accordingly, roads impact fees may not be spent on capital improvements for transit or any maintenance of transportation facilities. Transit, bicycle, and pedestrian facility expenditures are a major component in a mobility fee study.

Transit revenues and expenditures were evaluated by the Lee County Transit Task Force. The Task Force recommended developing the concept of a Transit Authority, funding sources, governances, and responsibilities. Task Force members supported the creation of a Transit Authority, but did not want to short-circuit the work of a Transit Authority by making funding recommendations. Aside from maintaining current LOS or better, Task Force members could not support or recommend funding options to immediately address the transit funding need.

The current Lee Plan policies prioritize and emphasize funding of highway improvements for the purpose of moving motor vehicles with no priority to capital improvements or maintenance of other modes of traffic. The recommended policies allow for a shift in funding options in order to provide infrastructure investment and incentives.

Current policies indicate that there may be a higher core LOS in urban areas. The current future land use map shows approximately 140 square miles of future urban/suburban areas in unincorporated Lee County. There is no distinction in services between types of urban areas. The revised policies propose to distinguish services provided to urban, suburban and rural with an emphasis on services to mixed-use and urban areas. These policies reflect changes being proposed in the updated Future Land Use Map.

Based on Census and local data, the prevailing mode of travel in Lee County is the motor vehicle. The majority of home-based work trips are made in motor vehicles with a single occupant. The draft policies recommend establishing levels of service and funding sources for transit, park-and-ride lots, bicycle, and pedestrian travel. Recommended policies reflect a shift from capacity for single-occupancy vehicles to emphasize transit and preserve roadway capacity for movement of goods and freight. A reduction in single-occupancy motor vehicle use optimizes and maximizes the current transportation infrastructure.

The recommended policies support priorities for transit. They include policies to implement changes in development and street design standards for context, walkability, livability and complete streets. This will include establishing Lee County design standards for public roadways in place of some Florida Greenbook standards.

The recommended policies will reduce the amount of parking spaces in three ways: 1) reduce the parking demand by reducing the amount of single-occupancy vehicle travel; 2) reduce the on-site parking requirement by provision of on-street and public parking in urban and mixed-use areas; 3) promoting shared parking for multiple uses and reduction of required parking spaces.

Below are the proposed amendments to the Lee County Transportation Element with an analysis of the proposed changes.

## **B. GOALS TO BE DELETED**

Staff recommends deleting the existing Transportation Element and replacing it with new goals, objectives and policies in order to address the EAR's findings regarding the element's organizational structure and policy content. Additionally, staff found that the policy language needed to be redrafted in order to address issues related to community character, connections, and services.

## **C. GOALS TO BE ADDED**

### **ELEMENT INTENT:**

It is the intent of the updated Lee Plan Transportation Element to: (1) address travel modes throughout the county by providing for the needs of all users and modes including pedestrians, bicyclists, transit riders, and drivers; (2) address principles and standards for complete streets and context-sensitive design and form of roadways and multi-modal facilities; (3) support a strong economy through an intermodal system that allows for the effective movement of goods via roadway, air, rail, or water; (4) connects transportation needs and demands to other plan elements in order to promote more compact patterns of development and increased connectivity; and (5) conserve energy through efficient transportation practices.

Staff recommends adding the above intent statement in order to outline key principles and address the EAR's finding regarding the need to better define and articulate the purpose of each element.

### **GOAL 1: MULTIMODAL TRANSPORTATION**

Provide for a comprehensive multimodal transportation system that efficiently transports people and goods through and within the county via a variety of interconnected transportation options.

Staff recommends that the above goal be added to the Lee Plan. This element will create a transportation system consistent with the directives in FS 163.3177(6):

- Is coordinated with the future land use map series;
- Supports all elements of the comprehensive plan;
- Addresses mobility issues;
- Emphasizes public transportation systems;
- Creates a safe and convenient multimodal transportation system; and
- Is coordinated with, supports and implements the MPO LRTP multimodal transportation system.

In addition, the goal supports creating a system that will enhance livability, connectivity, community character and sustainability while being aesthetically pleasing by:

- Including stakeholders in the development of the transportation system; and
- Defining the transportation system based on the community.

Land use and transportation are interdependent. A transportation system may have transit, bicycle, and pedestrian facilities for all uses however if the land uses are separated beyond typical walking or comfortable bicycle distances then the facilities will be underutilized. Conversely, the land use adjacent to roadways may have a full range of uses within walking distance however if the roadways have inadequate transit/bicycle/pedestrian facilities, high operating speeds or high traffic volumes, then the roadway acts as a barrier to transit, bicycling, or walking. This goal addresses transportation side and also supports the Character and Form and Future Land Use elements.

**GOAL 1: MULTIMODAL TRANSPORTATION.** Provide for a comprehensive multimodal transportation system that efficiently transports people and goods through and within the county via a variety of interconnected transportation options.

**OBJECTIVE 1.1: Land Use - Transportation Connections.** Develop a system that provides pedestrian pathways, bikeways, transit routes and facilities, and roadways to connect a variety of places and meet the diverse needs of all community members, business people, and visitors.

**POLICY 1.1.1:** By the year 2035, establish a multimodal transportation infrastructure system in support of the development of mixed-use places and urban, suburban, and rural communities.

**POLICY 1.1.2:** Encourage development practices that promote walkable communities, transit-oriented development, and active living, improve access to amenities and vital services, and connect people to activity centers.

**POLICY 1.1.3:** Create safe, affordable, accessible mobility and physical activity opportunities for all people by promoting the integration of land uses that encourage people to walk, ride bikes, and use transit as part of their daily routines by:

- Prioritizing the needs of pedestrians, bicyclists, and transit riders in areas where the county desires to promote walkable communities;
- Implementing pedestrian, bicycle, and transit facilities where shops, services, employment centers, parks, public facilities, and civic areas are within a ¼ mile of residential neighborhoods; and
- Reducing the size and operating speeds of streets in urban and mixed-use areas.

**POLICY 1.1.4:** Improve access and use of transit services to increase the annual unlinked passenger trips from 3,000,000 recorded in FY 2011 to 5,000,000 by 2025 through:

- Transit service accessibility for all—particularly youth, elderly, persons with disabilities, disadvantaged populations, and residents with special needs;
- Improved transit services that decrease headways on designated routes, improve connections within the system, and promote intermodal opportunities;

- c. Bus rapid transit routes to link higher density and intensity mixed-use, transit oriented developments;
- d. Strategically located park-and-ride facilities;
- e. Passenger incentives through local businesses, discount coupons, and employer funded programs;
- f. Technology, internet service, and mobile internet tools that disseminate information about transit scheduling and service;
- g. Education and advertising campaigns targeted to community members and businesses that promote transit as a cost-effective and efficient transportation alternative; and
- h. Provision of inter-county transit services, in collaboration with adjacent counties.

Staff recommends the above objective and set of policies in order to ensure the county provides for the mass-transit methods showing alternative modes of travel and proposed methods for the moving of people consistent with FS 163.3177(6)(b). This objective strengthens connectivity by allowing more choices for transit, bicycling and walking. It identifies transit goals for system ridership and headways, to help make transit more convenient and attractive.

**OBJECTIVE 1.2: Safe Travel System.** Protect the health, safety, and welfare of all users of the transportation system. Provide an efficient system through best practices, effective traffic regulations, public education, and other methods to create a culture of safe travel. The target is to have zero crash related fatalities.

**POLICY 1.2.1:** Consider the diverse needs, demands, and safety concerns of system users when conducting transportation planning and engineering studies. Balance concerns and conflicts to achieve an effective and efficient multimodal transportation system through:

- a. Facilities based on location and needs in mixed-use, urban, suburban, and rural areas;
- b. Safe bicycle, pedestrian, and transit facilities which may include lighting, landscaping, and shade, preferred or exclusive use lanes, and traffic calming;
- c. Block size and connectivity; and
- d. Meeting the needs of a multi-generational community and persons with disabilities.

**POLICY 1.2.2:** Maximize safety, capacity, and operational ability of all modes of travel along county-maintained roadways through the enforcement of traffic control; motor vehicle access control to private property; and reallocation of right-of-way to increase transit, bicycle, and pedestrian use.

**POLICY 1.2.3:** Maintain a Transportation System Management (TSM) program to identify high-hazard crash locations as well as structural and non-structural improvements that would mitigate hazards.

**POLICY 1.2.4:** Utilize TSM and transportation demand management (TDM) strategies that promote better utilization of the county's transportation resources (roadways, pedestrian pathways, bikeways, transit services, air facilities, railways, and ports) and allow for better movement of people and goods. Strategies include:

- a. Traffic signal progression programs (including synchronization);

- b. Improved transit premium service facilities such as exclusive bus lanes, high occupancy vehicle lanes, or signal priority for transit vehicles;
- c. Implement automated vehicle location systems on transit vehicles, including real-time arrival signage, and information kiosks at transfer facilities and human service agencies;
- d. Monitoring and improving signals, signs, street lighting, and lane markings for all users on all roadways;
- e. Restricting median cuts and driveways;
- f. Adequately funding maintenance programs;
- g. Maintaining existing highway facilities or reconstruction of existing intersections including the use of roundabouts;
- h. Development of a traffic signal system that improves transit route efficiency;
- i. Signing, marking, and other design improvements to increase awareness that roadways operate as shared bicycle and/or pedestrian facilities;
- j. Automatic detection and bike boxes at traffic signals that improve pedestrian and bicycle crossing;
- k. Pedestrian facility improvements in urban areas such as mid-block crossings;
- l. Ride sharing programs such as carpooling, vanpooling, multiple occupancy vehicle lanes, designated parking spaces, and other techniques;
- m. Employer-based incentives and programs to increase the use of TDM strategies in place of single-occupant motor vehicle travel;
- n. Park-and-ride or commuter lots;
- o. Variable work hours and teleworking; and
- p. Parking and road pricing.

**POLICY 1.2.5:** Ensure the county's transportation system is able to efficiently respond to the evacuation and emergency transportation needs of the community during an emergency event through:

- a. Development and maintenance of special roadway signalization, direction, and clearing plan;
- b. Establishment of alternative emergency routes;
- c. Coordination of evacuation planning and response with the county's emergency management, policy, and fire services; and
- d. Designated transit stop and shelters to ensure efficient evacuation of the transit dependent population.

Staff recommends the above objective and set of policies to ensure that the element provides for a safe multimodal transportation system, the county provides for the mass-transit methods with measurable objectives, showing alternative modes of travel and proposed methods for the moving of people.

The objective includes a goal of zero fatalities. Compared to other states, the State of Florida in 2011 had one of the higher highway traffic fatality rates (USDOT Bureau of Transportation Statistics 2011 State Transportation Statistics). Amongst states, Florida has had the highest rates of fatalities in automobile crashes with pedestrians and automobile crashes with bicycles (comparison of FHSMV Traffic Crash Facts to NHTSA data). Lee County has typically fared no

better than the rest of the state and sometimes worse (FHSMV Traffic Crash Facts). This objective shifts the emphasis from maintaining capacity and motor vehicle movement to the safety of transportation system users.

This policy also sets targets for transit ridership and mode split. Due to natural and man-made barriers limiting expansion as discussed in the transportation issue paper, the ultimate roadway system capacity for use by motor vehicles is limited. This objective supports a more efficient utilization of right-of-way by transit.

**OBJECTIVE 1.3: Intermodal Transportation System.** Promote a diverse regional economy by developing and maintaining a coordinated system of intermodal roadways, railways, aviation facilities, and ports to facilitate the safe and efficient movement of commerce.

**POLICY 1.3.1:** Facilitate the development of economic and employment centers by locating industrial, research, and logistic based land uses (e.g.: warehouses, cargo handling facilities, and transfer/break of bulk points) in close proximity to railways, roadway interchanges, sea ports, and aviation facilities.

**POLICY 1.3.2:** Ensure access routes to roadways, railways, aviation facilities, and ports are properly integrated with other means of transportation by working to make certain that those facilities are managed in close cooperation with one another as well as other public transportation related service providers such as the Lee County Metropolitan Planning Organization (MPO), Florida Department of Transportation (FDOT), Federal Aviation Administration (FAA), West Coast Inland Navigation District, Army Corps of Engineers, and others.

**POLICY 1.3.3:** Foster the development of a strong logistic, freight, and transportation business sector through:

- a. Location of intermodal facilities close to major transportation facilities—e.g.: rail lines, airport facilities, and ports;
- b. Encouragement of private investors to develop and use rail, roadway, aviation, and port freight facilities by promoting expansion and maintenance of existing facilities;
- c. Maintain and improve Lee County's rail link, interstate connectors, aviation facilities, and ports; and
- d. Coordinated intermodal transportation management programs for surface water, rail, roadway, and air transportation.

**POLICY 1.3.4:** Support economic land uses by requiring development proposals to demonstrate compatibility with existing or proposed ports, aviation, rail and other commodity movement facilities and suggest mitigation measures for potential adverse impacts during the rezoning and DRI process.

**POLICY 1.3.5:** Encourage discussions between the Florida High Speed Rail Commission and local groups on the location of high speed rail facilities in the county.

**POLICY 1.3.6:** Maximize through capacity of principal arterials (limited access facilities, expressways, controlled access facilities, and designated truck routes) outside of designated mixed-use centers using the following measures:

- a. Design limited access facilities, expressways, controlled access facilities, State Highways, and designated truck routes with heavy trucks (as defined in by Florida statute) as the design vehicle;
- b. Promote terminal transfer points at Lockett Road, Daniels Parkway, and Alico Road;
- c. Regulate access to the extent permitted by state law;
- d. Provide sufficient distance between land access and expressway/freeway interchanges;
- e. Synchronize and space signalized intersections on arterials and collectors for efficient traffic signal operation;
- f. Prohibit on-street parking;
- g. Develop a connected transportation network of streets, access or frontage roads with wayfinding signage, transit, and dedicated and separated bicycle and pedestrian facilities to provide system capacity and a preferred route for shorter trips; and
- h. Require access to meet forecasted use needs, including turn lanes, acceleration and deceleration lanes, and funding for future signalization.

**POLICY 1.3.7:** Monitor the maintenance of support facility and service systems of existing ports through:

- a. Coordination with the U.S. Army Corps of Engineers on the timing of maintenance dredging on federally maintained channels;
- b. Assessment of the possibility of instituting a private channel maintenance assessment on properties benefiting from the channels; and
- c. Examination of dredging needs on a rotating five year cycle beginning in 2013.

**POLICY 1.3.8:** Private ports, in cooperation with the U.S. Coast Guard and the state, will be prepared to contain spills of petroleum and other toxic materials. Petroleum ports will have containment devices on site. Evaluate the adequacy of proposed containment measures during the rezoning or DRI process.

Staff recommends that this objective to coordinate a balanced multimodal transportation system. This objective supports the Future Land Use and Economic Elements.

**GOAL 2: TRANSPORTATION STANDARDS AND REGULATORY FRAMEWORK**  
Establish and maintain specified transportation multimodal level of service (LOS) standards and regulatory framework, including LOS standards, land development regulations, and transportation maps, to optimize quality of life and to ensure that transportation infrastructure will be available for the existing and planned population.

Staff recommends that the above goal, moved and modified from existing Goals 36 and 37, be added to the Lee Plan. This element will create LOS standards for the transportation system that as required by FS 163.3177(6)(b).



**OBJECTIVE 2.1: General Standards.** Establish multimodal LOS standards on county and state transportation facilities within Lee County. Cooperate with municipalities on the facilities maintained by Lee County within the municipalities and with FDOT on state transportation facilities.

**POLICY 2.1.1:** LOS “E” is the minimum acceptable LOS for arterials and collectors. Meeting the standard will be determined through an assessment of all transportation modes including transit, pedestrian, bicycle, and motor vehicle. The minimum acceptable LOS on Pine Island Road between Burnt Store Road and Stringfellow Road is “D” on annual average peak hour and “E” on a peak season, peak hour basis.

**POLICY 2.1.2:** The measurement of LOS will be based on the modes indicated in Table 1 based on the transportation facility functional classification and whether the street segment or intersection is identified on Future Land Use Map 1 as a mixed-use, urban, suburban, or rural area. By 2015, evaluate an alternative multimodal level of service methodology that relies primarily on non-vehicular modes of transportation in designated areas in cooperation with the MPO.

Table 1: Transportation Modes for LOS Determination and Priorities

	<u>Mixed-Use</u>	<u>Urban</u>	<u>Suburban</u>	<u>Rural</u>
<u>Principal Arterials (Interstate, Limited Access, Expressway)</u>	<u>Transit</u> <u>Motor Vehicle</u>	<u>Transit</u> <u>Motor Vehicle</u>	<u>Transit</u> <u>Motor Vehicle</u>	<u>Motor Vehicle</u>
<u>Principal Arterials (State Roads, BoCC Controlled Access)</u>	<u>Transit</u> <u>Motor Vehicle</u> <u>Pedestrian</u> <u>Bicycle</u>	<u>Transit</u> <u>Motor Vehicle</u>	<u>Transit</u> <u>Motor Vehicle</u>	<u>Motor Vehicle</u>
<u>Minor Arterials</u>	<u>Transit</u> <u>Pedestrian</u> <u>Bicycle</u> <u>Motor Vehicle</u>	<u>Transit</u> <u>Pedestrian</u> <u>Bicycle</u> <u>Motor Vehicle</u>	<u>Transit</u> <u>Motor Vehicle</u> <u>Bicycle</u> <u>Pedestrian</u>	<u>Motor Vehicle</u>
<u>Major Collector</u>	<u>Transit</u> <u>Pedestrian</u> <u>Bicycle</u> <u>Motor Vehicle</u>	<u>Transit</u> <u>Pedestrian</u> <u>Bicycle</u> <u>Motor Vehicle</u>	<u>Bicycle</u> <u>Transit</u> <u>Motor Vehicle</u> <u>Pedestrian</u>	<u>Motor Vehicle</u>
<u>Minor Collector</u>	<u>Transit</u> <u>Pedestrian</u> <u>Bicycle</u> <u>Motor Vehicle</u>	<u>Pedestrian</u> <u>Bicycle</u> <u>Motor Vehicle</u>	<u>Bicycle</u> <u>Pedestrian</u> <u>Motor Vehicle</u>	<u>Motor Vehicle</u>
<u>Local Street</u>	<u>N/A</u>	<u>N/A</u>	<u>N/A</u>	<u>N/A</u>

**POLICY 2.1.3:** The measurement of LOS For the motor vehicle mode will be determined by motor vehicle traffic volumes on the transportation facility. Motor vehicle traffic volumes will be measured based on the peak season, peak hour, peak direction condition of the transportation facility. The peak season, peak hour, peak direction condition will be defined as the 100th highest volume hour of the year in the predominant traffic flow direction. The 100th highest hour approximates the typical peak hour during the peak season. Peak season, peak hour, peak direction conditions will be calculated using K-100 factors and “D” factors from the county permanent traffic count station identified by Lee County Department of Transportation (LCDOT).

**POLICY 2.1.4:** Develop multimodal link-specific service volumes (capacities) for arterials and major collector roadways based on specific conditions, for determination of the motor vehicle, bicycle and pedestrian LOS of transportation facilities. These link-specific service volumes are only for short-term analyses (five years or less, as measured from the date of the last update of those service volumes). Develop generalized service volumes for future year analyses. LCDOT will be responsible for maintaining up to date service volumes. Preparers of Traffic Impact Statements for DRIs, rezonings, development orders, and other transportation analyses must use the service volumes, recommended by LCDOT.

**POLICY 2.1.5:** Maintain permanent and periodic traffic count program, and collection of transit, bicycle and pedestrian data, on county arterials and collectors in Lee County. Use data developed by FDOT for state highways, as the basis for determining existing transportation facility conditions.

**POLICY 2.1.6:** Use the current Highway Capacity Manual and FDOT Quality LOS Handbook to calculate levels of service, service volumes, and volume-to-capacity ratios. Based on the Handbook, transit mode LOS will be determined based on the average time between scheduled weekday bus stops (headway) and presence of pedestrian facilities. Bicycle mode LOS will be determined based on the characteristics of bicycle facilities and the motor vehicle traffic characteristics. Pedestrian modes LOS will be determined based on the characteristics of pedestrian facilities and the motor vehicle traffic characteristics.

**POLICY 2.1.7:** Base connection separation standards on the functional classification of the transportation facility, mode of transportation, the community context and the land uses abutting the transportation facility. Outline the standards for connection separation in the LDC. Designate by Board action, certain roadways in the LDC as “controlled access,” to which permanent access points are restricted to locations established and set by a specific access plan adopted by the Board by resolution.

**POLICY 2.1.8:** Maintain motor vehicle connection separation standards, using a combination of the following: through streets, access roads, multimodal interconnections between developments, cross-access easements, reverse access, access from a lower functional classification/rear or side street and other methods. Specify these methods and exceptions hereto in the Land Development Code (LDC). Maintain an Access Road

Location Map to identify where access streets are the preferred method of maintaining the connection separation standards. Public and through street connections will be given preference over private driveways in order to develop networks with a block size of 660 feet or less in Mixed-Use and Urban areas.

Staff recommends the above objective and set of policies to provide multimodal transportation system LOS standards. Florida Statute 163.3180 FAC 14-94 was the basis for establishing LOS for roads on the State Highway System and county roads funded using TRIP funds. Florida Statute 163.3180 was amended as part of the Community Planning Act to remove the state from determining roadway level of service standards. FAC 14-94 is in the process of being repealed. This objective adds multimodal LOS standards, specifically for transit, bicycle and pedestrian modes of travel. The LOS standards will need detailed development in Land Development Code (LDC) and Administrative Code amendments. Implementation will include tracking and reporting of LOS for transit, bicycle and pedestrian modes of traffic. The county already collects this data and has the FDOT software to perform the calculations. This objective also supports the Capital Improvements element.

## **TRANSPORTATION CONCURRENCY OPTION**

The Board of County Commissioners will need to make a policy decision concerning transportation concurrency. Recent revisions to the Florida Statutes allow local governments to either eliminate transportation concurrency or to continue it with modifications. If the county elects to continue with transportation concurrency it must be done in accordance with Chapter 163.3180(5), provided below:

*(5)(a) If concurrency is applied to transportation facilities, the local government comprehensive plan must provide the principles, guidelines, standards, and strategies, including adopted levels of service to guide its application.*

*(b) Local governments shall use professionally accepted studies to evaluate the appropriate levels of service. Local governments should consider the number of facilities that will be necessary to meet level-of-service demands when determining the appropriate levels of service. The schedule of facilities that are necessary to meet the adopted level of service shall be reflected in the capital improvement element.*

*(c) Local governments shall use professionally accepted techniques for measuring levels of service when evaluating potential impacts of a proposed development.*

*(d) The premise of concurrency is that the public facilities will be provided in order to achieve and maintain the adopted level of service standard. A comprehensive plan that imposes transportation concurrency shall contain appropriate amendments to the capital improvements element of the comprehensive plan, consistent with the requirements of s. 163.3177(3). The capital improvements element shall identify facilities necessary to meet adopted levels of service during a 5-year period.*

*(e) If a local government applies transportation concurrency in its jurisdiction, it is encouraged to develop policy guidelines and techniques to address potential negative impacts on future development:*

- 1. In urban infill and redevelopment, and urban service areas.*
- 2. With special part-time demands on the transportation system.*
- 3. With de minimis impacts.*
- 4. On community desired types of development, such as redevelopment, or job creation projects.*

*(f) Local governments are encouraged to develop tools and techniques to complement the application of transportation concurrency such as:*

- 1. Adoption of long-term strategies to facilitate development patterns that support multimodal solutions, including urban design, and appropriate land use mixes, including intensity and density.*
- 2. Adoption of an areawide level of service not dependent on any single road segment function.*
- 3. Exempting or discounting impacts of locally desired development, such as development in urban areas, redevelopment, job creation, and mixed use on the transportation system.*
- 4. Assigning secondary priority to vehicle mobility and primary priority to ensuring a safe, comfortable, and attractive pedestrian environment, with convenient interconnection to transit.*
- 5. Establishing multimodal level of service standards that rely primarily on nonvehicular modes of transportation where existing or planned community design will provide adequate level of mobility.*
- 6. Reducing impact fees or local access fees to promote development within urban areas, multimodal transportation districts, and a balance of mixed-use development in certain areas or districts, or for affordable or workforce housing.*

*(g) Local governments are encouraged to coordinate with adjacent local governments for the purpose of using common methodologies for measuring impacts on transportation facilities.*

*(h) Local governments that implement transportation concurrency must:*

- 1. Consult with the Department of Transportation when proposed plan amendments affect facilities on the strategic intermodal system.*
- 2. Exempt public transit facilities from concurrency. For the purposes of this subparagraph, public transit facilities include transit stations and terminals; transit station parking; park-and-ride lots; intermodal public transit connection or transfer facilities; fixed bus, guideway, and rail stations; and airport passenger terminals and concourses, air cargo facilities, and hangars for the assembly, manufacture, maintenance, or storage of aircraft. As used in this subparagraph, the terms “terminals” and “transit facilities” do not include seaports or commercial or residential development constructed in conjunction with a public transit facility.*
- 3. Allow an applicant for a development-of-regional-impact development order, a rezoning, or other land use development permit to satisfy the transportation concurrency requirements*

*of the local comprehensive plan, the local government's concurrency management system, and s. 380.06, when applicable, if:*

*a. The applicant enters into a binding agreement to pay for or construct its proportionate share of required improvements.*

*b. The proportionate-share contribution or construction is sufficient to accomplish one or more mobility improvements that will benefit a regionally significant transportation facility.*

*c.(I) The local government has provided a means by which the landowner will be assessed a proportionate share of the cost of providing the transportation facilities necessary to serve the proposed development. An applicant shall not be held responsible for the additional cost of reducing or eliminating deficiencies.*

*(II) When an applicant contributes or constructs its proportionate share pursuant to this subparagraph, a local government may not require payment or construction of transportation facilities whose costs would be greater than a development's proportionate share of the improvements necessary to mitigate the development's impacts.*

*(A) The proportionate-share contribution shall be calculated based upon the number of trips from the proposed development expected to reach roadways during the peak hour from the stage or phase being approved, divided by the change in the peak hour maximum service volume of roadways resulting from construction of an improvement necessary to maintain or achieve the adopted level of service, multiplied by the construction cost, at the time of development payment, of the improvement necessary to maintain or achieve the adopted level of service.*

*(B) In using the proportionate-share formula provided in this subparagraph, the applicant, in its traffic analysis, shall identify those roads or facilities that have a transportation deficiency in accordance with the transportation deficiency as defined in sub-subparagraph e. The proportionate-share formula provided in this subparagraph shall be applied only to those facilities that are determined to be significantly impacted by the project traffic under review. If any road is determined to be transportation deficient without the project traffic under review, the costs of correcting that deficiency shall be removed from the project's proportionate-share calculation and the necessary transportation improvements to correct that deficiency shall be considered to be in place for purposes of the proportionate-share calculation. The improvement necessary to correct the transportation deficiency is the funding responsibility of the entity that has maintenance responsibility for the facility. The development's proportionate share shall be calculated only for the needed transportation improvements that are greater than the identified deficiency.*

*(C) When the provisions of this subparagraph have been satisfied for a particular stage or phase of development, all transportation impacts from that stage or phase for which mitigation was required and provided shall be deemed fully mitigated in any transportation analysis for a subsequent stage or phase of development. Trips from a previous stage or phase that did not result in impacts for which mitigation was required or provided may be cumulatively analyzed with trips from a subsequent stage or phase to determine whether an impact requires mitigation for the subsequent stage or phase.*

*(D) In projecting the number of trips to be generated by the development under review, any trips assigned to a toll-financed facility shall be eliminated from the analysis.*

*(E) The applicant shall receive a credit on a dollar-for-dollar basis for impact fees, mobility fees, and other transportation concurrency mitigation requirements paid or payable in the future for the project. The credit shall be reduced up to 20 percent by the percentage*

*share that the project's traffic represents of the added capacity of the selected improvement, or by the amount specified by local ordinance, whichever yields the greater credit.*

*d. This subsection does not require a local government to approve a development that is not otherwise qualified for approval pursuant to the applicable local comprehensive plan and land development regulations.*

*e. As used in this subsection, the term "transportation deficiency" means a facility or facilities on which the adopted level-of-service standard is exceeded by the existing, committed, and vested trips, plus additional projected background trips from any source other than the development project under review, and trips that are forecast by established traffic standards, including traffic modeling, consistent with the University of Florida's Bureau of Economic and Business Research medium population projections. Additional projected background trips are to be coincident with the particular stage or phase of development under review.*

Staff does not recommend the continuation of transportation concurrency. Transportation concurrency was initially required by the legislature to place the responsibility on local government to provide infrastructure meeting LOS standards concurrent with new development. For transportation infrastructure this typically referred to roadway facilities. In Lee County the LOS is based on the operation of roadway facilities during the peak season daily peak hour and peak direction. If roadway infrastructure were not available on a facility, the county had the ability to deny applications for new development on that facility.

The 2011 legislation removed the ability of local government to deny applications for new development based on deficient transportation infrastructure and allows that development to go forward with payment of a proportionate share (usually less than impact fees). The legislation also places the full responsibility for deficient roadways on the jurisdiction. This now includes existing or projected deficiencies based on projected population and development approvals. This means that the county can no longer deny development approval solely based on concurrency. In addition, the county, not the developer, would be responsible for making improvements to the facility if there is an application for development on

- Roadways identified in the Concurrency report with an existing volume exceeding capacity (current practice);
- Roadways identified in the Concurrency Report with a forecast future volume (includes all projects with concurrency certificates) exceeding capacity; and
- Roadways shown to exceed capacity on future traffic analyses (with population increase and other approved development) without the proposed project for development order, zoning or DRI analyses.

Therefore concurrency no longer applies on any facilities meeting the criteria of being deficient based on existing conditions, existing conditions with approved development, or future conditions for additional population with approved development.

As an example: AAAA Road operates at an acceptable LOS. Based on the concurrency report (including all approved development) AAAA Road operates just above the adopted LOS standard in the future condition. Development 1 applies for an approval. The added traffic for the proposed Development 1 project puts the total traffic volume at a level that no longer meets the

adopted LOS standard. Development 1 cannot be denied approval solely on the basis of deficient transportation infrastructure and may pay (or construct) its fair share of the improvement and proceed. Development 1 uses 10 percent of the additional capacity of the needed improvement. Therefore Development 1 pays 10 percent of the improvement cost, receives impact fee credits for the 10 percent payment, and is able to go forward. The county is responsible for the full cost of making the improvement.

Then after Development 1 receives approval along AAAA Road, Development 2 makes an application. Under the legislation AAAA Road is now a deficient roadway. The county may not deny the application for Development 2 or require additional mitigation. The county is still responsible for making the improvement to improve AAAA Road to operate at an acceptable level or service.

If the county elects to continue with optional transportation concurrency the responsibility of improving the capacity on state roadways would continue with the county. Without concurrency staff has the understanding that the responsibility for improving state roadways goes back to the state. If AAAA Road in the example above were a state highway, with transportation concurrency in place, the county would be responsible for the cost of the improvement. Without transportation concurrency the state becomes responsible. Most of the existing deficiencies identified in the 2011 Concurrency Report are on the State Highway System.

However, should the Board elect to continue with concurrency staff has included the appropriate objectives and policies in Attachment 1, under the heading “Transportation Concurrency Option.” These objectives and policies are consistent with the requirements of Chapter 163.3180(5), F.S. (above), and are modified from Objectives 37.3(policy 37.3.1, 37.3.2, 37.3.3), 37.4(policy 37.4.1, 37.4.2, 37.4.3) and 37.5(37.5.1, 37.5.2, 37.5.3, and 37.5.4) of the existing Lee Plan.

**If transportation concurrency is not retained, as recommended by staff, the objectives and policies under the heading “Transportation Concurrency Option,” in Attachment 1, should not be transmitted. If transportation concurrency is retained the objectives and policies under the heading “Transportation Concurrency Option,” in Attachment 1, should be transmitted and the remaining objectives and policies in Goal 2 will be renumbered accordingly.**

**OBJECTIVE 2.2: Constrained Roads.** Certain roadway segments will be deemed “constrained” due to scenic, historic, environmental, aesthetic, and right-of-way characteristics and considerations and will not be widened to increase motor vehicle capacity. Reduced motor vehicle peak hour LOS will be accepted on those constrained roads as a trade-off for the preservation of the scenic, historic, environmental, and aesthetic character of the community. Constrained roads are identified in Table 2(a).

**POLICY 2.2.1: An Operational Improvement Program is established for the constrained roads identified in Table 2(a). The program identifies operational and capacity enhancing improvements capable of implementation within the context of a constrained system. Operational and capacity enhancing improvements may include adding transit facilities,**

bicycle lanes, paved shoulders, sidewalks, and motor vehicle turn lanes. The Operational Improvement Program for constrained roads is identified in Table 2(b).

**POLICY 2.2.2:** Develop a list of deficient roadways identifying roadway segments (transportation facilities) existing or projected to operate below the adopted LOS.

Staff recommends the above objective and set of policies be modified from Objective 37.2(policy 37.2.1, 37.2.3) in order to provide multimodal transportation system LOS standards required by FS 163.3177(6)(b)(1)(e). Constrained road improvements have been further refined to include multimodal improvements.

**OBJECTIVE 2.3: Transportation Maps.** Maintain and implement an integrated series of maps that provide a graphical depiction of the policies and programs for transportation facilities in this plan.

**POLICY 2.3.1:** Review the adopted Transportation Map Series every two years, and amend maps as necessary.

**POLICY 2.3.2:** Construction of new and improved transportation facilities will be based on a prioritized list of the improvements needed to create the network depicted in the Transportation Map series. Develop and update the list annually consistent with the policies in Capital Improvements Program.

**POLICY 2.3.3:** Incorporate the MPO's Long Range Transportation Plan Map (LRTP), and Bicycle and Pedestrian Master Plan (BPMP) series, as most recently amended, into the Lee Plan. The current adopted version of the following LRTP and BPMP Maps are included in this plan:

- a. The Transit Needs Network (LRTP Figure 8-1);
- b. The Cost Feasible Transit Network (LRTP Figure 12-4);
- c. Lee County Highway Needs Plan (LRTP Figure 10-1);
- d. The Cost Feasible Needs Network (LRTP Figure 12-3, most recently amended);
- e. The Feasible Pathways Network (LRTP Figure 12-5);
- f. Primary Network Needs Map (BPMP Exhibit WW);
- g. Secondary Network Needs Map (BPMP Exhibit WW);
- h. Pedestrian Priority Needs Map (BPMP Exhibit ZZ);
- i. Bicycle Priority Needs Map (BPMP Exhibit AAA); and
- j. Prioritized Needs Plan Table (BPMP Exhibit BBB).

**POLICY 2.3.4:** Include a Future Functional Classification Map in the Transportation Map series to identify the future functional classification of transportation facilities in county land development regulations. Identify the existing classification of transportation facilities further in an Administrative Code.

**POLICY 2.3.5:** Incorporate the Cost Feasible Transit Plan Map from the Transit Development Plan and the future mass transit facilities from the Transit Vision Plan in the Future Transportation Map series.



**POLICY 2.3.6:** Develop an interconnected pedestrian and bicycle system through the development of facilities consistent with the Pedestrian and Bicycle Facilities map series and the Greenways Multi-Purpose Recreational Trails Master Plan. Implementation of the system reflected in the transportation map series will include the incorporation of bicycle/pedestrian facilities into: 1) projects identified in the transportation and transit capital improvements plan (CIP); 2) requirements for new development to install facilities; 3) federal and state grant applications; and 4) annual county funding of improvements.

Staff recommends the above objective and set of policies to provide a map series showing the general location of the existing and proposed transportation system features and coordinated with the future land use map series as required by FS 163.3177(6)(b)1.

**OBJECTIVE 2.4: Planning and Development Tools.** Establish a set of planning and development tools—including the LDC, plans and studies, and development practices—to achieve the county’s goal of establishing a comprehensive, multimodal transportation network.

**POLICY 2.4.1:** Implement planning and development strategies and practices to address concerns related to mixed-use form, multimodal transportation design, and walkable communities through:

- a. Long-term strategies regarding multimodal alternatives, traffic calming, safe streets, urban design, land use mixes, and appropriate intensity and density standards;
- b. Area wide LOS standards not dependent on any single road segment function;
- c. Reduced transportation-related development fees to promote development within infill, redevelopment, mixed-use, and urban areas; multimodal transportation districts; or for affordable or workforce housing;
- d. Prioritization of pedestrian, bicycle, and transit facilities in areas designed for walkability, mixed-use, and community connectivity;
- e. Multimodal connections to existing and planned transit facilities; and
- f. Context-oriented transportation requirements based on specific geographic locations and community character place types.

**POLICY 2.4.2:** Require the interconnection of adjacent developments in the LDC. Where a developer proposes private local streets with access control, an alternate means of interconnection may be proposed provided the means does not require all local traffic to use the arterial network. Design interconnections to implement traffic calming.

**POLICY 2.4.3:** Establish and implement parking regulations that consider the context of the community when determining parking needs. Motor vehicle and bicycle parking will be specified in the LDC for:

- a. Urban and mixed-use centers: options including on-street parking, shared parking, off-site public parking, and on-site parking up to a maximum;

- b. Suburban areas: on-site parking standards with minimum and maximum parking amounts with reductions for shared and bicycle parking, transit connections, and pedestrian access;
- c. Rural areas: on-site parking meeting minimum standards.

**POLICY 2.4.4:** Implement land development regulations that require developers to provide and maintain the following multimodal features, as needed:

- a. Safe and accessible pedestrian facility connections;
- b. Bicycle storage areas and facilities;
- c. Bus shelters with route information displays; and
- d. Bus accommodations such as dedicated transfer/loading areas, adequate lane widths and turnarounds.

**POLICY 2.4.5:** Implement LDC regulations that ensure adequate fire and rescue access. New development with greater than ten residential parcels will provide a minimum of two access points to the development.

**POLICY 2.4.6:** By 2013, develop a pedestrian and bicycle safety action plan to identify and evaluate road segments and intersections with recurring pedestrian and bicycle accident patterns. Identify contributing factors, safety improvements, and transportation practices that would reduce the number and severity of crashes. The target is to reduce bicycle and pedestrian crashes by 20 percent in successive five-year periods.

**POLICY 2.4.7:** Incorporate innovative safety-oriented transportation measures and design features into planning documents, the LDC, and facility designs to improve safety conditions on all travel modes for all users. Development regulations for design will focus on safety.

**POLICY 2.4.8:** Through the zoning process, direct high-intensity land uses to parcels that abut designated future transit corridors identified in the transportation map series.

**POLICY 2.4.9:** Utilize the Lee County Transit Development Plan to enhance and improve the county's transit system so that it becomes a highly valued transit system that attracts a variety of users through the following practices:

- a. Evaluate enhancements to existing fixed route services;
- b. Develop fixed route service alternatives such as Flex Routes, Circulator Routes, High Occupancy Vehicle Lanes, Dedicated Transit Lanes, and Bus Rapid Transit;
- c. Transit ridership surveys that assess and identify changes in ridership profiles preferences and needs;
- d. Conduct a route and stop by stop analysis to determine functionality and adequacy of meeting transit customer needs; and
- e. Assess existing problems and needs.

**POLICY 2.4.10:** Complete a Comprehensive Operations Analysis every ten years to provide a complete understanding of existing transit service, its customers, and their needs.

**POLICY 2.4.11:** Enhance the multimodal transportation system and consider both roadside and median plantings through landscape practice and procedures adopted as part of the LeeScape Master Plan and LDC. The county’s landscape practices and procedure will provide for:

- a. Median plantings that emphasize tree canopy, high visibility, shade, and an overall foundation for site design;
- b. Roadside plantings with a primary purpose of providing a fifty percent tree canopy in urban and mixed-use areas by 2035, to provide shade for transit riders, bicyclists and pedestrians;
- c. Increased emphasis of roadside landscape development and maintenance in urban, suburban, and mixed-use areas;
- d. Landscaping levels that will include a “core level” and enhanced options that may be added to projects over time; and
- e. Road cross-sections that consider safety, beauty, and Florida-Friendly design that minimizes maintenance burdens.

Staff recommends the above objective and set of policies. The objective includes measurable goals for crash reduction and to support a balanced multimodal transportation system.

**OBJECTIVE 2.5: Babcock Ranch Community.** Minimize the development impacts of the Babcock Ranch Community (BRC) in Charlotte County on the Lee County transportation system, with the goal of protecting the rural nature of northeastern Lee County, and to assure the transportation impacts in Lee County, generated by the Babcock Ranch Community (BRC) approved in Charlotte County, are funded entirely by the BRC Independent Service District (ISD) or other BRC related funding mechanism. In addition, to provide a process by which these identified improvements are added to the Lee Plan Transportation Map Series and the Capital Improvement Program (CIP).

**POLICY 2.5.1:** Lee County views as a priority the proposed East-West Connector roadway and related interstate interchange and any other transportation/mobility improvements that will minimize the impacts in Lee County from the development of the BRC in Charlotte County. Support the use of the Lee County and Charlotte County MPO plan update processes in a comprehensive, coordinated, cooperative fashion to consider the need for, and location of, an East-West Connector roadway and related interstate interchange, as well as evaluation of transportation alternatives that might serve the projected need related to development of the BRC while minimizing the impacts to the rural nature of northeast Lee County. Upon inclusion in the MPO plan(s), funding for the East-West Connector roadway or transportation/mobility alternatives will be allocated in accordance with Policy 2.5.3(c) below.

**POLICY 2.5.2:** The comprehensive transportation analysis of the BRC has identified the potential need for numerous transportation/mobility improvements in Lee County. In

order to address the impacts of the development of the BRC in Charlotte County, additions to the Lee Plan Transportation Map Series and the CIP may be necessary.

- a. Lee County does not have the responsibility to fund the capital transportation/mobility improvements required by the development of the BRC in Charlotte County; and
- b. As contemplated in the Interlocal Planning Agreement dated March 13, 2006, and the Babcock Ranch Community Road Planning Agreement dated May 23, 2006, the capital transportation/mobility improvements required by the development of the BRC will be funded entirely by the BRC Independent Service District (ISD) or other BRC related funding mechanism (hereinafter the Developer).

**POLICY 2.5.3:** Analysis of the development of the Babcock Ranch Community in Charlotte County identified potential transportation/mobility improvements beyond the financially feasible improvements currently reflected in the Lee Plan Transportation Map Series; therefore future amendments to the Lee Plan Transportation Map Series related to the BRC will be consistent with the procedures set forth below:

- a. The funding necessary to construct the transportation/mobility improvements resulting from BRC development may exceed the proportionate share contribution anticipated from the BRC DRI increments. Developer contributions exceeding the DRI proportionate share assessment for a given increment may be necessary to satisfy the financially feasible standard required to support an amendment to the Lee Plan Transportation Map Series, as well as future amendments to the CIP.
- b. Prior to Lee County amending the Lee Plan Transportation Map Series and the CIP to include specific BRC-related transportation/mobility improvements, the ISD, or other BRC-related funding mechanism, will have to commit to fully funding these improvements if the proportionate share assessment does not fully fund these identified improvements.
- c. Developer contributions in excess of its DRI proportionate share assessment may be applied directly toward identified improvements through pipelining. The funding necessary to justify inclusion in the Lee Plan will be delivered via development agreements, interlocal agreements, or other mechanisms acceptable to Lee County, which mechanisms will coincide with each increment of the BRC. Upon execution of a development agreement, interlocal agreement, or other mechanism acceptable to Lee County providing for full funding of the identified transportation/mobility improvement, the County will include the transportation/mobility improvement on the Lee Plan Transportation Map Series and the transportation/mobility improvements will be included in the Capital Improvements Program (CIP) as funded by developer contributions.
- d. Failure of the developer of the BRC to fully fund the transportation/mobility improvements necessary to serve the BRC will prevent the inclusion of those transportation/mobility improvements as amendments to the Lee Plan Transportation Map Series and the CIP.

**POLICY 2.5.4:** In recognition of the environmentally sensitive nature of the area, any transportation/mobility improvements in Lee County or within two miles of the Lee County border must include an analysis of the location and design of wildlife crossings.

The wildlife crossings must be coordinated with federal, state and local agencies including: South Florida Water Management District (SFWMD), Florida Fish and Wildlife Conservation Commission (FWC), Charlotte County, U.S. Fish and Wildlife Service (USFWS), and Lee County Division of Environmental Sciences.

Staff recommends the above objective and set of policies be moved and edited from Objective 36.3(policy 36.3.1, 36.3.2, 36.3.3, 36.3.4) in order to minimize the Babcock Ranch Community future development impacts. This objective supports the Capital Improvements and Intergovernmental Coordination elements.

**GOAL 3: TRANSPORTATION INFRASTRUCTURE SYSTEM.** Establish a comprehensive multimodal transportation system that is well-managed, funded, and planned.

Staff recommends that the above goal be added to the Lee Plan. This element will create LOS standards for the transportation system as required by FS 163.3177(6)(b).

**OBJECTIVE 3.1: Infrastructure Demands and Priorities.** Ensure that site location, functional design, and services of future infrastructure projects address environmental, financial, and community development concerns of all users and all modes.

**POLICY 3.1.1:** Provide for the infrastructure and service needs and demands of pedestrians, bicyclists, transit users, and motor vehicle users by addressing the demands and priorities regarding the use, function, and operations of the county's transportation system. Consistent with the transportation map series, future transportation infrastructure will focus on:

- a. Improved connectivity and integration of transportation facilities;
- b. Development of diverse and interconnected public spaces that improve access and connectivity within local neighborhoods, economic centers, and civic areas;
- c. Improvements to the right-of-way for transit, bicycling and walking;
- d. Equitable distribution of transportation infrastructure, amenities and services to ensure local community needs are met and county-wide connectivity is improved;
- e. Infill and redevelopment of established transportation corridors and public resources;
- f. Improved roadways by directing vehicular access to interconnections, shared driveways and adjacent streets, and minimizing direct arterial connections;
- g. Traffic calming measures that improve roadway conditions, safety, and accessibility;
- h. Increased use of transit, bicycle, and walking for all trip types as well as reduced dependency upon vehicles for local commutes, errands, and social trips based upon estimates of latent demand for facilities; and
- i. Providing alternative transportation services within existing right-of-ways.

**POLICY 3.1.2:** Evaluate future infrastructure improvements including the following considerations:

- a. Need and demand for expansion of existing facilities;
- b. Expansion of other transportation alternatives and available system capacity;
- c. Allowance of peak period congestion; and
- d. Alternative improvements as part of a “no build option”.

**POLICY 3.1.3:** Improve the county’s character, facilitate the development of mixed-use areas, and promote the redevelopment of older development areas through transportation projects that:

- a. Support the character and improve the connectivity of the surrounding community;
- b. Better link land uses between arterials and major collectors;
- c. Expand multimodal system alternatives and improve existing transportation facilities;
- d. Improve safety for pedestrians and bicyclists and accessibility needs of all people consistent with the Public Right-of-Way Accessibility Guidelines;
- e. Improve the grid network by improving connections and bridging gaps within transportation infrastructure systems;
- f. Minimize the number of displaced businesses and residences;
- g. Incorporate stormwater facilities into community amenities; and
- h. Avoid the alignment of new arterials or expressways that penetrate or divide established residential neighborhoods with high bicycle and pedestrian use except where no feasible alternative exists.

**POLICY 3.1.4:** Promote increased transportation connections throughout the county by implementing a system of parallel reliever transportation facilities for use by local traffic in order to protect the inter-regional and intrastate travel functions of I-75.

**POLICY 3.1.5:** Construction of a new road or street may only be implemented by the county in suburban or rural areas when:

- a. Providing improved connectivity to or between designated future urban areas and it is specifically identified in the transportation map series;
- b. Specifically identified in a LDC Chapter 32 regulating plan street network; or
- c. Total project costs are fully reimbursed by MSTU/MSBUs or a similar funding mechanism initiated by property owners.

**POLICY 3.1.6:** Implement a landscaping program for county maintained roadways utilizing the guidelines for design implementation and long term maintenance set forth in the Roadway Landscape (LeeScape) Master Plan and Lee County LDC.

**POLICY 3.1.7:** Prioritize bicycle and pedestrian improvements by improving connectivity to transit stops. Encourage the construction of pedestrian facilities within ½ mile walking distance of a transit stop and bicycle facilities within 1 mile of a transit

stop. Prioritize connections to premium transit service such as intermodal transfer stations, BRT, and fixed routes utilized as transfer locations between routes.

**POLICY 3.1.8:** By the year 2025, expand fixed-route service and frequencies to develop and maintain headways of 15 minutes or less for public transit for regional mixed-use centers, 20 minutes or less for urban areas such as central Fort Myers and Cape Coral, and 40 minutes or less for other major centers of employment, airports, shopping, medical, educational, and recreation centers.

**POLICY 3.1.9:** Promote the use of transit by improving services and linkages between outlying suburban communities and large employment and economic centers through the development and expansion of:

- a. Park and ride lots;
- b. Multimodal transfer facilities;
- c. Various ridesharing techniques;
- d. Inter-county transit services;
- e. Convenient transit schedule; and
- f. Para-transit service.

**POLICY 3.1.10:** Increase transit services through scheduled service improvements that accommodate high-use populations including college students, elderly, persons with disabilities, and others. Coordinate transit services with local, regional, and state public and private agencies that serve such persons in order to ensure the appropriate services are put in place to serve targeted populations.

Staff recommends the above objective and set of policies to ensure a balanced multimodal transportation system as required by Chapter 163.3177(6)(b)F.S.. This objective supports the Character and Form and Future Land Use elements.

**OBJECTIVE 3.2: Fiscally Sound Transportation Infrastructure System.** Establish a well-managed and operated multimodal transportation system by establishing objective, predictable, and fiscally sound transportation budgeting, planning, and development practices.

**POLICY 3.2.1:** Develop and implement a transportation funding strategy that uses a variety of new and existing funding resources, options, and programs (e.g.: Capital Improvement Program, user fees and tolls, private financing and developer contributions, grants, and other transportation funding mechanisms) to construct and maintain current and future transportation infrastructure components.

**POLICY 3.2.2:** Ensure that transportation revenue sources are economically stable by developing and maintaining a long-term transportation funding strategy to implement the following transportation priorities:

- a. Provision of complete streets that include a variety of pedestrian, bicycle, transit, and vehicular facilities;
- b. Protection of community and neighborhood integrity through context-oriented transportation services, functions, and design;
- c. Increased connections and improved linkages between different community areas;
- d. Promotion of physical activity, healthy lifestyles, and safe streets;
- e. Development of better integrated mixed-use and urban areas; and
- f. Implementation of the transit development plan.

**POLICY 3.2.3:** Provide the transit, bicycle, and pedestrian facilities identified on the transportation map series through capital and privately initiated improvements including street and road extensions, additional lanes and turn lanes, new connections, street reconstruction, and resurfacing.

**POLICY 3.2.4:** Support the development of a well-functioning and funded intra-state transportation system, to connect people and goods to other people, places, and markets within the county, region, and state by participating in the funding and planning of improvements to state roads.

**POLICY 3.2.5:** Establish a capital improvements program (CIP) that assists in the budgeting and implementation of transit, pedestrian, bicycle, and motor vehicle improvement projects. CIP priorities will be determined based upon input received from advisory committees, stakeholders, and interdepartmental staff based upon the project ability to improve the overall function of the county's transportation system and to:

- a. Provide a variety of transportation options and improve connectivity throughout the county;
- b. Implement established local community planning priorities and community identified projects. Community funded projects (e.g.: grants, private contributions, MSTU/MSBU, and other sources) may be assigned a higher priority;
- c. Improve high-hazard crash locations and structural and non-structural improvements to mitigate hazards that reduce the number and severity of all crashes;
- d. Fund the Traffic Signal/Intersection Improvement program to make the transportation system safer and more efficient; and
- e. Fund transportation improvements related to traffic calming, transit stops, trails and greenways, pedestrian facilities, bicycle facilities, complete street initiatives, roadway access, and other transportation needs.



**POLICY 3.2.6:** Further direct transportation infrastructure improvements and maintenance with priorities based on CIP policy and the following hierarchy of evacuation routes and the future land use map:

- a. Hurricane evacuation routes on Map 3 (old 3H);
- b. Regional mixed-use centers;
- c. Urban areas;
- d. Suburban mixed-use areas;
- e. Rural mixed-use areas;
- f. Suburban areas; and
- g. Rural areas.

**POLICY 3.2.7:** Ensure that private development contributes to a comprehensive multimodal system that meets the travel needs of the entire county and mitigates the impacts their development has on the county's transportation infrastructure system.

**POLICY 3.2.8:** Develop and maintain standards, criteria, and fees to equitably define developers' obligations and costs associated with the development for necessary site-related and off-site improvements. Lee County policy guidelines and techniques to address potential impacts of development will address:

- a. Site-related impacts on the public road system must be funded by new development. The site-related improvements are not eligible for credit against the proportionate share payment of transportation impacts;
- b. Provisions that allow development agreements with developers and landowners who commit to provide improvements to public facilities beyond those required by the Lee Plan and other county regulations;
- c. Protection of existing and planned transportation corridors to meet state standards for future multimodal improvements consistent with the Transportation Map series;
- d. Requirements to provide access to existing or planned public transportation facilities and connections to adjacent existing or planned pedestrian and bicycle facilities; and
- e. Need to ensure proposed development within municipalities construct or pay for improvements to access county maintained transportation facilities as a condition of permit approval. Improvements may also include transit, bicycle, and pedestrian facilities along their frontage.

**POLICY 3.2.9:** Implement an effective and fair system of mobility fees, impact fees, or similar mechanisms to ensure that development creating impacts on transportation facilities pays a fair share of the costs to mitigate its (off-site) impacts. Issue credits against future fees consistent with county development practices and procedures.

**POLICY 3.2.10:** Roadway and intersection improvements mandated by development orders will be determined on the basis of demonstrated need resulting in part or in total from the impacts of that development. These improvements will be based on roadway and intersection improvement needs resulting from new development and will not be limited by jurisdictional responsibility for specific road segments. The use of Road Impact Fee revenues to improve state roads is an acceptable application of those funds.

**POLICY 3.2.11:** In order to acquire rights-of-way and complete the construction of the transportation facilities designated on the Transportation Map series, adopt regulations to encourage voluntary dedications of land and construction by developers as described below:

- a. Encourage voluntary dedication of rights-of-way necessary for streets, transit facilities, bicycle facilities, pedestrian facilities, and landscaping installations that are proposed to be county maintained;
- b. Encourage voluntary construction of transportation facilities that lie within or abut the development; and
- c. Grant Mobility, Park, or Roads Impact Fee credits consistent with the provisions of the Lee County LDC.

**POLICY 3.2.12:** Establish MSTUs/MSBUs to implement and maintain transportation facilities through innovative means to fund complete streets improvements for transit, bicycle, and pedestrian facilities, or maintain transportation facilities above the established LOS. Establish MSTUs/MSBUs to correct deficiencies in specific areas or neighborhoods. Regularly review MSTUs/MSBUs to determine whether existing units can be eliminated or new units should be created.

**POLICY 3.2.13:** Review on a regular basis and update all user fee revenue sources, such as tolls, mobility fees, and roads impact fees. Adopt the programs that reflect travel characteristics, construction and right-of-way costs. Determine if capital impacts and maintenance costs are met by the fees and if the fees are economically sustainable and applied fairly.

**POLICY 3.2.14:** Designate various transportation facilities (e.g.: causeways, expressways, bridges, arterials, and major collectors) as toll facilities and utilize toll revenues for operation and construction of those facilities. Employ efficiency measures such as the institution of automated toll collection and the Variable Pricing Program to encourage reduced-peak usage of toll facilities.

**POLICY 3.2.15:** Seek out new and innovative funding to supplement public funding for transit operations and cooperate with the private sector to increase privately funded transit service, especially in areas with large seasonal populations.

**POLICY 3.2.16:** Promote street connectivity by discouraging the use of dead-end streets that create inefficiencies in the transportation network by preventing the development of a connected, grid street network. Utilize the following practices to discourage the development of dead-end streets:

- a. Include connectivity criteria as a requirement for acceptance of private roads for county maintenance;
- b. Place a low priority on resurfacing and maintenance of dead-end local streets and encourage adjacent property owners to take on the maintenance responsibility;
- c. Implement reduced design standards, such as reduced width, for very low volume dead-end local streets; and
- d. Resurface and repair dead-end local streets to the reduced design standard or where feasible, connect to other transportation facilities.

**POLICY 3.2.17:** Explore joint funding mechanisms (such as an MSTU/MSBU) to pay for the widening of Alico Road east of Ben Hill Griffin Parkway to encourage economic development in the Alico Road area. Require properties that generate traffic on the segment of Alico Road east of Ben Hill Griffin Parkway that have not already fully mitigated traffic impacts to participate in the funding mechanism. Participation will be creditable against future road impact fees or DRI proportionate share obligations consistent with County regulations. Property that was subject to CPA2009-01 agreed to donate 75 feet of right-of-way along the entire frontage of Alico Road without compensation. The donation of right-of-way along Alico Road from that property will not be creditable against road impact fees or DRI proportionate share obligations. To facilitate large truck movement and volumes, consider designation of Alico Road east of I-75 as a controlled access facility.

Staff recommends the above objective and set of policies to ensure that there is adequate public funding and that future development efforts provides adequate mitigation and provides their fair share of infrastructure. This objective supports the Capital Improvement, Character and Form, and Future Land Use elements.

**OBJECTIVE 3.3: Environmental Impacts.** Diminish the negative impacts transportation facilities and systems have on natural environments by maximizing existing transportation facilities, promoting clean transportation alternatives, and utilizing TDM strategies to effectively manage transportation systems and resources.

**POLICY 3.3.1:** Develop and maintain an environmentally sensitive transportation system including consideration of the following practices:

- a. Alternative transportation modes that diminish the need for increased road capacity and vehicular trips. Coordinate the development of such facilities with the Lee County Bikeways/Walkways Facilities Plan, The Transit Development Plan, and Lee County Greenways Master Plan.
- b. Promotion of alternative fuel vehicles, mixed-use developments, walkable and bikeable communities, and transit to conserve energy, reduce air pollution, and manage natural resources;
- c. Transportation infrastructure that utilizes sustainable or recycled materials, uses innovative design techniques and technologies, stormwater areas as community amenities; and energy efficient components such as street lighting, traffic signals, and roundabouts;
- d. Reduce heat island effects by minimizing paved surface areas and maximizing planting areas with native canopy trees and other vegetation;
- e. TDM strategies to effectively manage transportation systems and resources, minimize system delays, reduce vehicle miles-traveled, and contain greenhouse gas emissions;
- f. Conversion of transit vehicles from diesel propulsion systems to alternative fuels or hybrid propulsion systems;
- g. Location of archaeological sites, which will not be destroyed unless full recovery of data and artifacts is included in the process; and
- h. Protection of natural habitats and protected or listed species.

**POLICY 3.3.2:** New roads or expansion of existing facilities will not be extended through environmentally critical areas except in instances of overriding public interest and unless:

- a. It is the only feasible route within mixed-use and urban areas;
- b. The crossing is culverted or bridged to the greatest degree possible, maintaining predevelopment volume, direction, distribution, and surface water hydroperiod consistent with county standards and providing adequate wildlife corridors; and
- c. Equivalent mitigation is provided in basin and in jurisdiction as the first preferred option.

**POLICY 3.3.3:** Include an environmental impact assessment (EIA) in the design phase of new or improved arterial and collector roads that affect protected or listed species habitat, wetland systems, or estuarine water bodies. Ensure an EIA addresses impacts on historic structures, archaeological resources, and environmentally critical areas.

**POLICY 3.3.4:** Consider the safe passage of wildlife across new or reconstructed county roads.

**POLICY 3.3.5:** Support low-carbon and high resource-efficiency transportation options through the development of supporting infrastructure, fuel purchasing, and local fuel production.

Staff recommends the above objective and set of policies to ensure consideration of environmental impacts. This objective supports the Conservation and Coastal Management element.

**OBJECTIVE 3.4: Intergovernmental Coordination.** Utilize intergovernmental partnerships to provide well-coordinated transportation services that meet the needs of all users and all modes. In particular, the county will work with the Lee County Port Authority, Lee County Metropolitan Planning Organization (MPO), Southwest Florida Regional Planning Council (SWFRPC), Florida Department of Transportation (FDOT), Federal Highway Administration (FHA), Federal Transit Administration (FTA), Federal Aviation Administration (FAA), United States Department of Transportation (USDOT), surrounding counties, and the cities of Sanibel, Cape Coral, Fort Myers Beach, Bonita Springs, and Fort Myers.

**POLICY 3.4.1:** Coordinate land use decisions and permitting processes affecting county and state transportation facilities with municipalities and FDOT.

**POLICY 3.4.2:** Promote non-motorized transportation greenway and blueway projects throughout the county. Coordinate multi-use trail projects whenever feasible with LCDOT and other agencies with jurisdiction over facilities identified in the transportation map series and the Greenways Master Plan (Map 22).

**POLICY 3.4.3:** Work with the MPO to plan, manage, and fund the development of a multimodal transportation system. Implement the efforts that result for this collaborative effort through the:

- a. Consideration of improvements identified through the MPO's Congestion Management System (CMS); and
- b. Amendment of the Lee Plan map series are incorporated into the MPO Plan so that the two plans remain consistent.

**POLICY 3.4.4:** Encourage municipalities to maintain a roads impact fee, mobility fee or similar program or to participate in the county's program.

**POLICY 3.4.5:** Improve transit services and provide for the needs of specific, targeted transit rider populations by coordinating transit services with the Lee County Port Authority, School District of Lee County, Florida Gulf Coast University, Edison College, Lee County Government, MPO, FDOT, Federal Transit Administration, and local employers, public service entities, and local governments.

Staff recommends the above objective and set of policies to provide coordination with state and local municipalities, trails and greenways, public transportation and multimodal systems. This objective supports the Intergovernmental Coordination and Parks Elements of the Lee Plan.

**GOAL 4: AVIATION.** Develop and maintain a coordinated system of aviation facilities to facilitate the safe, cost-effective, and efficient movement of commerce consistent with community values and economic objectives.

Staff recommends the above goal be added as modified from Goal 47. There is an application from the Lee County Port Authority for a parallel comprehensive plan amendment to Goal 47. The application is currently under review by staff. It is likely to be presented for consideration for transmittal during the time frame of review of the proposed EAR-based amendments.

**Objective 4.1. Southwest Florida International Airport.** SWFIA is the only commercial Service Airport in Lee County and is a major economic driver in the region. Given the valuable role the airport plays it is imperative to provide protections for the development and expansion of aviation and non-aviation related uses at SWFIA while ensuring surrounding development is compatible with growing demand of aviation in Lee County.

**POLICY 4.1.1:** SWFIA includes airport and airport-related development as well as non-aviation land uses. This mix of uses is intended to support the continued development of the SWFIA. The intensity of the proposed aviation and non-aviation land uses at SWFIA must be consistent with the Airport Layout Plan (Map 3F) and Lee Plan Table 5(a). Map 3F depicts the planned expansion of the SWFIA through 2020.

**POLICY 4.1.2:** Future airport expansion or development of aviation-related and non-aviation uses at SWFIA will offset environmental impacts through the Airport Mitigation Lands Overlay (Map 3M) or other mitigation.

**POLICY 4.1.3:** The SWFIA Master Plan and Airport Layout Plan will be updated as required by the FAA, or as determined by the Lee County Port Authority. If the airport master planning process precipitates a substantive change to the Airport Layout Plan (Map 3F), then the Port Authority must amend Map 3F, prior to obtaining local development approval. The non-aviation related development areas have been depicted on the approved Airport Layout Plan sheets (Maps 3F). These uses will be constructed upon Airport lands with long term leases.

**POLICY 4.1.4:** Development within the non-aviation area, as designated on Map 3F, is limited to a maximum of 300 acres north of runway 6-24 and approximately 52 acres within the midfield terminal area. All development must be in compliance with Map 3F and the intensities outlined in Table 5(a). Development of additional acreage will require prior Lee Plan amendment approval.

**POLICY 4.1.5:** Future airport expansion or development of aviation-related or non-aviation related uses will provide buffer areas, as determined by Lee County, for the

protection of groundwater resources in the Southeast and Northeast quadrants of the airport property.

**POLICY 4.1.6:** Design wetland mitigation for future expansion of aviation or non-aviation uses on Airport Lands so that it does not create wildlife hazards. Development and land management practices on airport property will be in accordance with FAA directives and other agency approvals.

Staff recommends the above objective and set of policies be modified from Objective 1.2 as required by FS 163.3177(6)(b), FS 333.06 and FS 380.06.

**OBJECTIVE 4.2: Page Field General Aviation Airport.** Page Field General Aviation Airport plays a vital role as a reliever airport facility to SWFIA. In its role as a reliever airport, Page Field reduces general aviation traffic from SWFIA, thereby increasing the capacity and efficiency of SWFIA This designation should include adequate land to accommodate the projected growth needs of Page Field General Aviation Airport in its continued role as an airport reliever, including the industrial, commercial and office uses necessary to continue viable aviation activity through 2025.

**POLICY 4.2.1:** In order to create the revenue source necessary to maintain Page Field General Aviation Airport as a viable aviation operation and reliever to SWFIA, the Port Authority seeks to establish non-aviation uses on the Page Field General Aviation Airport property. Suitable locations for these non-aviation uses are designated on the Page Field Airport Layout Plan adopted as Lee Plan Map 3G. The Page Field Airport Layout Plan sheet (Map 3G) was adopted by the FAA as part of the 2002 Page Field Airport Master Plan Update. This update and documents comprising the 2002 Master Plan approval are incorporated into the Lee Plan by reference as support for adoption of Map 3G and Table 5(b).

**POLICY 4.2.2:** Page Field General Aviation Airport includes airport and airport-related development as well as non-aviation land uses. This mix of uses is intended to support the continued development of Page Field General Aviation Airport. The intensity of the proposed aviation and non-aviation land uses must be consistent with the Airport Layout Plan (Map 3G) and Lee Plan Table 5(b) and will be required to comply with the Lee County LDC regulations, including, but not limited to, the impact fee regulations. Map 3G depicts the planned expansion of the SWFIA through 2020.

**POLICY 4.2.3:** If the Port Authority determines expansion of the Page Field General Aviation Airport boundaries is necessary in order to provide continued viability to Page Field as a reliever to SWFIA, then the Port Authority will submit to the BOCC the application and support documentation to amend Map 3G Table 5(b) and the Future Land Use Map to reflect the land added to Page Field General Aviation Airport.

**POLICY 4.2.4:** Environmental mitigation deemed necessary to support development of Page Field General Aviation Airport property will be addressed separately by each

development project and is not entitled to claim a benefit from the Airport Mitigation Lands Overlay area (Map 3M).

**POLICY 4.2.5:** The Page Field Airport Master Plan and Airport Layout Plan will be updated as required by the FAA, or as determined by the Lee County Port Authority. A comprehensive plan amendment will be submitted by the Port Authority to update Map 3G and Table 5(b) to reflect the updated Page Field Master Plan as approved. The planning horizon used for the master plan update should be consistent with the Lee Plan Horizon, which can be verified by Lee County as part of the Master Plan Update process. Lee County staff will be included in the Master plan update process as required under the terms of the existing memorandum of understanding regarding airport development.

**POLICY 4.2.6:** If the airport master planning process precipitates a substantive change to the Airport Layout Plan (Map 3G), then the Port Authority must amend Map 3G prior to obtaining local development approval. The non-aviation related development areas have been depicted on the approved Airport Layout Plan sheets (Map 3G). These uses will be constructed upon Airport lands with long term leases.

Staff recommends the above objective and set of policies be added or modified from Objectives 1.2 and 1.9 as required by FS 163.3177(6)(b), FS 333.06 and FS 380.06.

**OBJECTIVE 4.3: Economic Growth.** To aid in the diversification of the county's economic growth the capacity and long term development of the SWFIA and Page Field General Aviation Airport will be expanded in compliance with Maps 3F and 3G, and Table 5(a) and 5(b). Specific project implementation and approval of the proposed development will be coordinated through the annual Capital Improvement Program process and be consistent with the Airport Layout Plans (Map 3F and 3G). These expansions will be funded through user fees, airline contributions, and other funding sources not involving general county tax dollars. The Port Authority will strive to minimize impacts to surrounding land uses while maintaining a safe and efficient facility for airport operations.

**POLICY 4.3.1:** The Port Authority will coordinate the implementation of scheduled infrastructure and facility improvements for the SWFIA and Page Field General Aviation Airport consistent with the approved Airport Layout Plan sheets (Map 3F and Map 3G, respectively) and the Development Schedules (Table 5(a) and (b), respectively).

**POLICY 4.3.2:** The development potential of SWFIA will continue to be protected by the acquisition of additional land for runway and taxiway, road access, storm water management, and environmental mitigation use, consistent with the adopted Airport Master Plan and the Port Authority's Capital Improvement Program.

**POLICY 4.3.3:** The Port Authority will continue to expand existing and proposed aviation facilities such as the terminal building, airport aprons, cargo facilities, roadways and parking in order to meet the forecasted demand.



**POLICY 4.3.4:** The Port Authority will continue to investigate commercial and industrial potentials at Page Field General Aviation Airport and at SWFIA through market surveys and the solicitation and receipt of acceptable proposals for land lease at fair market value as well as efforts to cultivate public/private partnerships in pursuing this potential.

**POLICY 4.3.5:** The Port Authority will capitalize on its Port of Entry and Foreign Trade Zone status to encourage economic diversification. This will be accomplished by actively: (1) seeking to increase international commerce movement; (2) implementing an international marketing program designed to increase tourist activity; (3) continuing planning efforts to ensure availability of adequate airport facilities to accommodate increases in international air traffic; and, (4) pursuing development of international corporate activity.

Staff recommends the above objective and set of policies be added or modified from Objective 47.1 as required by FS 163.3177(6)(b), FS 333.06 and FS 380.06.

**OBJECTIVE 4.4: Development Compatibility.** Together with the Port Authority, evaluate development proposals for property located within the vicinity of existing aviation facilities to ensure land use compatibility, to preclude obstructions to aircraft operations, and to protect airport capacities.

**POLICY 4.4.1:** The safety of aircraft operators, aircraft passengers, and persons on the ground will guide the Port Authority in the operation of county airports, and hazardous wildlife attractants on or near the airports will be avoided.

**POLICY 4.4.2:** Coordinate with the Port Authority to ensure that regulations in the Lee County LDC restrict land uses in areas covered by the Airport Noise Zones (ANZ) to those uses that are compatible with the operation of the airport.

**POLICY 4.4.3:** Future updates of the Page Field General Aviation Airport and SWFIA Master Plans will monitor and incorporate development of non-aviation uses at the airports and suggest aviation-related uses.

**POLICY 4.4.4:** To the greatest extent possible, future airport master plans will retain the long term aviation expansion capability and capacity at both Page Field General Aviation Airport and the SWFIA.

**POLICY 4.4.5:** Future aviation and non-aviation development at Page Field General Aviation Airport must comply with the provisions of the Educational Restriction Zone established under Florida Statutes, section 333.03 and the School Zone Map adopted as part of the Lee County LDC.

**POLICY 4.4.6:** The Port Authority will seek to eliminate or modify existing uses on the Page Field property deemed incompatible with existing aviation activity or causing a diminution in the Page Field Airport capacity. In order to protect Page Field as a SWFIA

reliever, the Port Authority will use its capacity/authority as a reviewing entity to influence land-use decisions and approvals with respect to development of the lands surrounding Page Field in order to promote development that is compatible with the aviation activity at Page Field General Aviation Airport.

**POLICY 4.4.7:** Utilize the approved Airport Master Plans and FAR Part 150 Study, including updates, as a basis to amend the comprehensive land use plan and the LDC to prohibit development that is incompatible with the SWFIA or Page Field General Aviation Airport; and, to ensure future economic enhancement consistent with Objective 46.2.

**POLICY 4.4.8:** Maintain the tall structure permitting process to ensure that proponents of potential structural hazards to aviation coordinate with the Port Authority and the FAA to properly place, mark and light potential obstructions as necessary.

**POLICY 4.4.9:** Through an interlocal agreement, the Port Authority and the City of Fort Myers will continue to coordinate the review of new land uses that have the potential to create tall structure obstructions to aviation and to ensure compatibility with aviation within the City of Fort Myers.

**POLICY 4.4.10:** In the interest of the safety of air commerce, the county will not approve a temporary or permanent structure that exceeds the height limitation standards, or does not comply with placement, lighting and marking standards, established by the Port Authority, Florida Statutes, or the FAA rules and regulations.

**POLICY 4.4.11:** Consider land use compatibility when reviewing development proposals within the vicinity of existing or proposed aviation facilities.

**POLICY 4.4.12:** Coordinate with private investors by reviewing plans and otherwise providing technical assistance in the development of aviation facilities to ensure land use, airspace, and environmental compatibility.

**POLICY 4.4.13:** Protect existing and proposed aviation facilities from the encroachment of incompatible land uses by updating the Future Land Use Map as needed to achieve consistency with revisions to the respective FAR Part 150 Studies (if applicable), and Airport Layout Plans for SWFIA and Page Field General Aviation, as proposed by the Port Authority.

**POLICY 4.4.14:** In cooperation with local, state and federal regulatory agencies, the Port Authority will work to minimize and correct any wildlife hazards arising from existing wetlands located on or near airport property. Site improvements on airport property will be designed to minimize attractiveness to wildlife of natural areas and man-made features on airport property such as detention and retention ponds, landscaping, and wetlands, which can provide wildlife with the ideal locations for feeding, loafing, reproduction and escape.

Staff recommends the above objective and set of policies be added or modified from Objectives 1.2, 1.9, 47.2, 47.5, and 47.6 as required by FS 163.3177(6)(b), FS 333.06 and FS 380.06.

**OBJECTIVE 4.5: Future Demands.** The Lee County Port Authority will continually evaluate the projected demands for public aviation facilities and ensure their adequate provision.

**POLICY 4.5.1:** Efficient use of airport facilities should be ensured before expanding or developing new facilities.

**POLICY 4.5.2:** If the FAA/FDOT mandate navigational improvements (NAVAIDS) or require improvements related to Airport security or safety at SWFIA or Page Field General Aviation Airport, then the Port Authority may pursue installation of the improvement even though the improvement is not specifically identified on Table 5(a) or Table 5(b). However, the Port Authority must obtain all appropriate approvals and permits prior to installation, including approval from Lee County. If these improvements precipitate a substantive change to Table 5(a), Table 5(b), Map 3F, or Map 3G, then the Port Authority must pursue a Lee Plan amendment incorporating the changes in the next available amendment cycle.

**POLICY 4.5.3:** The Port Authority will plan to accommodate growth at the existing facilities and provide for the development of future aviation facilities as warranted.

Staff recommends the above objective and set of policies be modified from Objectives 47.1, 47.3 and 47.4 as required by FS 163.3177(6)(b), FS 333.06 and FS 380.06.

**OBJECTIVE 4.6: Access.** The SWFIA is an intermodal facility of significant value to the regional, state and federal transportation systems. Protecting this resource requires the provision of adequate landside and airside capacity.

**POLICY 4.6.1:** Access from Interstate 75 to the SWFIA is designated as a priority intermodal connector in the National Highway Plan and Florida Intrastate Highway System Plan. Together with the Port Authority, the county will work with the MPO, FDOT and the Federal Highway Administration to ensure that this access receives funding and is developed compatibly with the intermodal access needs of the region.

**POLICY 4.6.2:** Map 3F, as currently incorporated into the Lee Plan, includes transportation improvements that exceed those shown on the balance of the Transportation Map Series maps. The direct access improvements to I-75 depicted on Map 3F, which are being pursued by the Port Authority to benefit the midfield terminal, include an interchange at I-75 and grade separation at Treeline Avenue/Ben Hill Griffin Parkway. These future improvements are the Port Authority's desired access to the airport. The Port Authority will be responsible for achieving consistency between Map 3F and the balance of the Transportation Map Series concerning access to I-75. The Port Authority will serve as the lead agency for achieving direct access to I-75.

**POLICY 4.6.3:** The County and Port Authority recognize the significance and value of the SWFIA. The Lee County Port Authority will aggressively pursue Federal and State funding for access roadway improvements as identified on the Airport Layout Plan.

**POLICY 4.6.4:** Development of non-aviation related uses on airport property will be required to meet concurrency standards set forth in the Lee County LDC.

Staff recommends the above objective and set of policies be modified from Objectives 1.2 and 47.4 as required by FS 163.3177(6)(b), FS 333.06 and FS 380.06.

**OBJECTIVE 4.7: Coordinated Commerce Movement.** The Port Authority will provide facilities that are economically feasible and compatible with adjacent land uses, environmental standards and public safety, and that also meet the needs of commerce movement enterprises and facilities.

**POLICY 4.7.1:** The Port Authority will continue to coordinate plans for existing and proposed aviation facilities with transportation agencies such as the FAA, the Transportation Security Administration, the Lee County MPO, the FDOT, Lee Tran and the Lee County Department of Transportation.

**POLICY 4.7.2:** The county will monitor roads leading to Page Field General Aviation Airport and the SWFIA in order to facilitate efficient and convenient access for airport users.

**POLICY 4.7.3:** Locations adjacent to or near aviation facilities are identified in the Future Land Use Map as suitable for commerce movement support facilities such as warehouses, cargo handling facilities, and other transfer points, and will be periodically reviewed and updated.

**POLICY 4.7.4:** The Port Authority will encourage cargo and freight development at the SWFIA by implementing domestic and international cargo marketing programs and by expanding airport facilities, as needed, in order to accommodate large domestic and international cargo carriers.

**POLICY 4.7.5:** The county will encourage the provision of warehouses, cargo handling facilities, and freight transfer points at aviation facilities needed for the movement of commerce by local industries, trade, and commercial enterprises.

Staff recommends the above objective and set of policies be modified from Objective 47.5 as required by FS 163.3177(6)(b), FS 333.06 and FS 380.06.

**OBJECTIVE 4.8: Aviation Coordination.** Ensure that existing and future air system needs can be met safely and with a minimum of land use conflict by coordinating aviation facility plans with federal, state, regional, and local review and permitting agencies.

**POLICY 4.8.1:** The Port Authority will coordinate and obtain approval for airport development from the County through the annual capital improvement planning and programming process; local permitting process; Airport Master Plan Update process; and, the Lee Plan amendment process to ensure compatibility with other County programs. The Port Authority will provide Lee County copies of the annual Capital Improvement Plan or other similar document for the SWFIA and Page Field General Aviation Airport. Airport development will remain consistent with the MPO LRTP and will support the provision of regional transportation facilities for the efficient use and operation of the transportation system and airports. Additional specific coordination requirements are contained in Objective 151.4 and subsequent policies.

**POLICY 4.8.2:** While airport facilities will be operated in conformance with applicable state and federal regulations, the Port Authority will strive to ensure that Lee County environmental and other regulations are also implemented to the greatest extent possible.

**POLICY 4.8.3:** The Port Authority will develop plans for aviation in the county that are consistent with the Continuing Florida Aviation System Planning Process and the National Plan of Integrated Airport Systems.

**POLICY 4.8.4:** The Port Authority will coordinate efforts with aviation and other transportation interests at the SWFIA to establish multimodal transfer facilities.

**POLICY 4.8.5:** The Port Authority Executive Director will coordinate all expansion plans contained in approved airport master plans with the FAA and the FDOT to ensure that projects of interest to the Port Authority are included in the federal and state funding programs.

**POLICY 4.8.6:** The County and Port Authority will coordinate aviation facility expansion costs and demand, consistent with the Airport Layout Plan and approved Port Authority Capital Improvement Program, through the County's annual Capital Improvement Program in conjunction with regular briefings by Port Authority staff to County staff.

**POLICY 4.8.7:** Ensure that adverse structural and non-structural impacts of aviation facilities upon natural resources and wildlife are mitigated consistent with FAA policies and procedures and in coordination with federal, state, regional and local environmental agencies.

**POLICY 4.8.8:** The Port Authority will abide by all other relevant parts of this comprehensive plan in the construction and operation of Page Field General Aviation Airport and the SWFIA.

**POLICY 4.8.9:** The Port Authority will coordinate surface transportation planning for Page Field and the SWFIA with the Lee County MPO, the county Department of Transportation, Lee Tran, and the FDOT to ensure adequate access to the airports.

Staff recommends the above objective and set of policies be added or modified from Objectives 47.1, 47.2, 47.3, 47.4, 47.6 and 47.7 as required by FS 163.3177(6)(b), FS 333.06 and FS 380.06.

#### **D. CONCLUSIONS**

The Transportation Element, as proposed, directly relates to the critical community issues identified through the EAR process (livability, strong connections, community character, and sustainability). The proposed Transportation Element achieves the following key goals of the EAR:

- Addresses the balance of travel modes within areas of the county, as well as potential conflicts between roadway policies and the movement of pedestrians, bicyclists and transit users.
- Addresses principles and standards for complete streets and context-sensitive design and form of roadways and multi-modal facilities.
- Provides stronger linkages between the Transportation Element and the Future Land Use Element.
- Provides stronger linkages between the Transportation Element and the Parks, Recreation, and Open Space Element; the Conservation and Coastal Management Element; and the Capital Improvements Element.
- Establishes a more clear and concise organizational structure.

#### **E. STAFF RECOMMENDATION**

County staff recommends that the BOCC *transmit* the proposed amendments to the Lee County Transportation Element as provided in Part I(B)(1) on page 1 of this report.

**PART III - LOCAL PLANNING AGENCY  
REVIEW AND RECOMMENDATION**

DATE OF PUBLIC HEARING: \_\_\_\_\_

**A. LOCAL PLANNING AGENCY REVIEW**

**B. LOCAL PLANNING AGENCY RECOMMENDATION AND FINDINGS OF  
FACT SUMMARY**

**1. RECOMMENDATION:**

**2. BASIS AND RECOMMENDED FINDINGS OF FACT:**

**C. VOTE:**

<b>NOEL ANDRESS</b>	_____
<b>WAYNE DALTRY</b>	_____
<b>JIM GREEN</b>	_____
<b>MITCH HUTCHCRAFT</b>	_____
<b>RONALD INGE</b>	_____
<b>ANN PIERCE</b>	_____
<b>ROGER STRELOW</b>	_____

## Transportation

It is the intent of the updated Lee Plan Transportation Element to: (1) address travel modes throughout the county by providing for the needs of all users and modes including pedestrians, bicyclists, transit riders, and drivers; (2) address principles and standards for complete streets and context-sensitive design and form of roadways and multi-modal facilities; (3) support a strong economy through an intermodal system that allows for the effective movement of goods via roadway, air, rail, or water; (4) connects transportation needs and demands to other plan elements in order to promote more compact patterns of development and increased connectivity; and (5) conserve energy through efficient transportation practices.

**GOAL 1: MULTIMODAL TRANSPORTATION.** Provide for a comprehensive multimodal transportation system that efficiently transports people and goods through and within the county via a variety of interconnected transportation options.

**OBJECTIVE 1.1: Land Use - Transportation Connections.** Develop a system that provides pedestrian pathways, bikeways, transit routes and facilities, and roadways to connect a variety of places and meet the diverse needs of all community members, business people, and visitors.

**POLICY 1.1.1:** By the year 2035, establish a multimodal transportation infrastructure system in support of the development of mixed-use places and urban, suburban, and rural communities.

**POLICY 1.1.2:** Encourage development practices that promote walkable communities, transit-oriented development, and active living, improve access to amenities and vital services, and connect people to activity centers.

**POLICY 1.1.3:** Create safe, affordable, accessible mobility and physical activity opportunities for all people by promoting the integration of land uses that encourage people to walk, ride bikes, and use transit as part of their daily routines by:

- a. Prioritizing the needs of pedestrians, bicyclists, and transit riders in areas where the county desires to promote walkable communities;
- b. Implementing pedestrian, bicycle, and transit facilities where shops, services, employment centers, parks, public facilities, and civic areas are within a ¼ mile of residential neighborhoods; and
- c. Reducing the size and operating speeds of streets in urban and mixed-use areas.

**POLICY 1.1.4:** Improve access and use of transit services to increase the annual unlinked passenger trips from 3,000,000 recorded in FY 2011 to 5,000,000 by 2025 through:



- a. Transit service accessibility for all—particularly youth, elderly, persons with disabilities, disadvantaged populations, and residents with special needs;
- b. Improved transit services that decrease headways on designated routes, improve connections within the system, and promote intermodal opportunities;
- c. Bus rapid transit routes to link higher density and intensity mixed-use, transit oriented developments;
- d. Strategically located park-and-ride facilities;
- e. Passenger incentives through local businesses, discount coupons, and employer funded programs;
- f. Technology, internet service, and mobile internet tools that disseminate information about transit scheduling and service;
- g. Education and advertising campaigns targeted to community members and businesses that promote transit as a cost-effective and efficient transportation alternative; and
- h. Provision of inter-county transit services, in collaboration with adjacent counties.

**OBJECTIVE 1.2: Safe Travel System.** Protect the health, safety, and welfare of all users of the transportation system. Provide an efficient system through best practices, effective traffic regulations, public education, and other methods to create a culture of safe travel. The target is to have zero crash related fatalities.

**POLICY 1.2.1:** Consider the diverse needs, demands, and safety concerns of system users when conducting transportation planning and engineering studies. Balance concerns and conflicts to achieve an effective and efficient multimodal transportation system through:

- a. Facilities based on location and needs in mixed-use, urban, suburban, and rural areas;
- b. Safe bicycle, pedestrian, and transit facilities which may include lighting, landscaping, and shade, preferred or exclusive use lanes, and traffic calming;
- c. Block size and connectivity; and
- d. Meeting the needs of a multi-generational community and persons with disabilities.

**POLICY 1.2.2:** Maximize safety, capacity, and operational ability of all modes of travel along county-maintained roadways through the enforcement of traffic control; motor vehicle access control to private property; and reallocation of right-of-way to increase transit, bicycle, and pedestrian use.

**POLICY 1.2.3:** Maintain a Transportation System Management (TSM) program to identify high-hazard crash locations as well as structural and non-structural improvements that would mitigate hazards.

**POLICY 1.2.4:** Utilize TSM and transportation demand management (TDM) strategies that promote better utilization of the county's transportation resources (roadways, pedestrian pathways, bikeways, transit services, air facilities, railways, and ports) and allow for better movement of people and goods. Strategies include:

- a. Traffic signal progression programs (including synchronization);

- b. Improved transit premium service facilities such as exclusive bus lanes, high occupancy vehicle lanes, or signal priority for transit vehicles;
- c. Implement automated vehicle location systems on transit vehicles, including real-time arrival signage, and information kiosks at transfer facilities and human service agencies;
- d. Monitoring and improving signals, signs, street lighting, and lane markings for all users on all roadways;
- e. Restricting median cuts and driveways;
- f. Adequately funding maintenance programs;
- g. Maintaining existing highway facilities or reconstruction of existing intersections including the use of roundabouts;
- h. Development of a traffic signal system that improves transit route efficiency;
- i. Signing, marking, and other design improvements to increase awareness that roadways operate as shared bicycle and/or pedestrian facilities;
- j. Automatic detection and bike boxes at traffic signals that improve pedestrian and bicycle crossing;
- k. Pedestrian facility improvements in urban areas such as mid-block crossings;
- l. Ride sharing programs such as carpooling, vanpooling, multiple occupancy vehicle lanes, designated parking spaces, and other techniques;
- m. Employer-based incentives and programs to increase the use of TDM strategies in place of single-occupant motor vehicle travel;
- n. Park-and-ride or commuter lots;
- o. Variable work hours and teleworking; and
- p. Parking and road pricing.

**POLICY 1.2.5:** Ensure the county's transportation system is able to efficiently respond to the evacuation and emergency transportation needs of the community during an emergency event through:

- a. Development and maintenance of special roadway signalization, direction, and clearing plan;
- b. Establishment of alternative emergency routes;
- c. Coordination of evacuation planning and response with the county's emergency management, policy, and fire services; and
- d. Designated transit stop and shelters to ensure efficient evacuation of the transit dependent population.

**OBJECTIVE 1.3: Intermodal Transportation System.** Promote a diverse regional economy by developing and maintaining a coordinated system of intermodal roadways, railways, aviation facilities, and ports to facilitate the safe and efficient movement of commerce.

**POLICY 1.3.1:** Facilitate the development of economic and employment centers by locating industrial, research, and logistic based land uses (e.g.: warehouses, cargo handling facilities, and transfer/break of bulk points) in close proximity to railways, roadway interchanges, sea ports, and aviation facilities.

**POLICY 1.3.2:** Ensure access routes to roadways, railways, aviation facilities, and ports are properly integrated with other means of transportation by working to make certain that those facilities are managed in close cooperation with one another as well as other public transportation related service providers such as the Lee County Metropolitan Planning Organization (MPO), Florida Department of Transportation (FDOT), Federal Aviation Administration (FAA), West Coast Inland Navigation District, Army Corps of Engineers, and others.

**POLICY 1.3.3:** Foster the development of a strong logistic, freight, and transportation business sector through:

- a. Location of intermodal facilities close to major transportation facilities—e.g.: rail lines, airport facilities, and ports;
- b. Encouragement of private investors to develop and use rail, roadway, aviation, and port freight facilities by promoting expansion and maintenance of existing facilities;
- c. Maintain and improve Lee County's rail link, interstate connectors, aviation facilities, and ports; and
- d. Coordinated intermodal transportation management programs for surface water, rail, roadway, and air transportation.

**POLICY 1.3.4:** Support economic land uses by requiring development proposals to demonstrate compatibility with existing or proposed ports, aviation, rail and other commodity movement facilities and suggest mitigation measures for potential adverse impacts during the rezoning and DRI process.

**POLICY 1.3.5:** Encourage discussions between the Florida High Speed Rail Commission and local groups on the location of high speed rail facilities in the county.

**POLICY 1.3.6:** Maximize through capacity of principal arterials (limited access facilities, expressways, controlled access facilities, and designated truck routes) outside of designated mixed-use centers using the following measures:

- a. Design limited access facilities, expressways, controlled access facilities, State Highways, and designated truck routes with heavy trucks (as defined in by Florida statute) as the design vehicle;
- b. Promote terminal transfer points at Lockett Road, Daniels Parkway, and Alico Road;
- c. Regulate access to the extent permitted by state law;
- d. Provide sufficient distance between land access and expressway/freeway interchanges;
- e. Synchronize and space signalized intersections on arterials and collectors for efficient traffic signal operation;
- f. Prohibit on-street parking;
- g. Develop a connected transportation network of streets, access or frontage roads with wayfinding signage, transit, and dedicated and separated bicycle and pedestrian facilities to provide system capacity and a preferred route for shorter trips; and

- h. Require access to meet forecasted use needs, including turn lanes, acceleration and deceleration lanes, and funding for future signalization.

**POLICY 1.3.7:** Monitor the maintenance of support facility and service systems of existing ports through:

- a. Coordination with the U.S. Army Corps of Engineers on the timing of maintenance dredging on federally maintained channels;
- b. Assessment of the possibility of instituting a private channel maintenance assessment on properties benefiting from the channels; and
- c. Examination of dredging needs on a rotating five year cycle beginning in 2013.

**POLICY 1.3.8:** Private ports, in cooperation with the U.S. Coast Guard and the state, will be prepared to contain spills of petroleum and other toxic materials. Petroleum ports will have containment devices on site. Evaluate the adequacy of proposed containment measures during the rezoning or DRI process.

## **GOAL 2: TRANSPORTATION STANDARDS AND REGULATORY FRAMEWORK**

Establish and maintain specified transportation multimodal level of service (LOS) standards and regulatory framework, including LOS standards, land development regulations, and transportation maps, to optimize quality of life and to ensure that transportation infrastructure will be available for the existing and planned population.

**OBJECTIVE 2.1: General Standards.** Establish multimodal LOS standards on county and state transportation facilities within Lee County. Cooperate with municipalities on the facilities maintained by Lee County within the municipalities and with FDOT on state transportation facilities.

**POLICY 2.1.1:** LOS “E” is the minimum acceptable LOS for arterials and collectors. Meeting the standard will be determined through an assessment of all transportation modes including transit, pedestrian, bicycle, and motor vehicle. The minimum acceptable LOS on Pine Island Road between Burnt Store Road and Stringfellow Road is “D” on annual average peak hour and “E” on a peak season, peak hour basis.

**POLICY 2.1.2:** The measurement of LOS will be based on the modes indicated in Table 1 based on the transportation facility functional classification and whether the street segment or intersection is identified on Future Land Use Map 1 as a mixed-use, urban, suburban, or rural area. By 2015, evaluate an alternative multimodal level of service methodology that relies primarily on non-vehicular modes of transportation in designated areas in cooperation with the MPO.

Table 1: Transportation Modes for LOS Determination and Priorities

	Mixed-Use	Urban	Suburban	Rural
Principal Arterials (Interstate, Limited Access, Expressway)	Transit Motor Vehicle	Transit Motor Vehicle	Transit Motor Vehicle	Motor Vehicle
Principal Arterials (State Roads, BoCC Controlled Access)	Transit Motor Vehicle Pedestrian Bicycle	Transit Motor Vehicle	Transit Motor Vehicle	Motor Vehicle
Minor Arterials	Transit Pedestrian Bicycle Motor Vehicle	Transit Pedestrian Bicycle Motor Vehicle	Transit Motor Vehicle Bicycle Pedestrian	Motor Vehicle
Major Collector	Transit Pedestrian Bicycle Motor Vehicle	Transit Pedestrian Bicycle Motor Vehicle	Bicycle Transit Motor Vehicle Pedestrian	Motor Vehicle
Minor Collector	Transit Pedestrian Bicycle Motor Vehicle	Pedestrian Bicycle Motor Vehicle	Bicycle Pedestrian Motor Vehicle	Motor Vehicle
Local Street	N/A	N/A	N/A	N/A

**POLICY 2.1.3:** The measurement of LOS For the motor vehicle mode will be determined by motor vehicle traffic volumes on the transportation facility. Motor vehicle traffic volumes will be measured based on the peak season, peak hour, peak direction condition of the transportation facility. The peak season, peak hour, peak direction condition will be defined as the 100th highest volume hour of the year in the predominant traffic flow direction. The 100th highest hour approximates the typical peak hour during the peak season. Peak season, peak hour, peak direction conditions will be calculated using K-100 factors and “D” factors from the county permanent traffic count station identified by Lee County Department of Transportation (LCDOT).

**POLICY 2.1.4:** Develop multimodal link-specific service volumes (capacities) for arterials and major collector roadways based on specific conditions, for determination of the motor vehicle, bicycle and pedestrian LOS of transportation facilities. These link-specific service volumes are only for short-term analyses (five years or less, as measured from the date of the last update of those service volumes). Develop generalized service volumes for future year analyses. LCDOT will be responsible for maintaining up to date service volumes. Preparers of Traffic Impact Statements for DRIs, rezonings,

development orders, and other transportation analyses must use the service volumes, recommended by LCDOT.

**POLICY 2.1.5:** Maintain permanent and periodic traffic count program, and collection of transit, bicycle and pedestrian data, on county arterials and collectors in Lee County. Use data developed by FDOT for state highways, as the basis for determining existing transportation facility conditions.

**POLICY 2.1.6:** Use the current Highway Capacity Manual and FDOT Quality LOS Handbook to calculate levels of service, service volumes, and volume-to-capacity ratios. Based on the Handbook, transit mode LOS will be determined based on the average time between scheduled weekday bus stops (headway) and presence of pedestrian facilities. Bicycle mode LOS will be determined based on the characteristics of bicycle facilities and the motor vehicle traffic characteristics. Pedestrian modes LOS will be determined based on the characteristics of pedestrian facilities and the motor vehicle traffic characteristics.

**POLICY 2.1.7:** Base connection separation standards on the functional classification of the transportation facility, mode of transportation, the community context and the land uses abutting the transportation facility. Outline the standards for connection separation in the LDC. Designate by Board action, certain roadways in the LDC as “controlled access,” to which permanent access points are restricted to locations established and set by a specific access plan adopted by the Board by resolution.

**POLICY 2.1.8:** Maintain motor vehicle connection separation standards, using a combination of the following: through streets, access roads, multimodal interconnections between developments, cross-access easements, reverse access, access from a lower functional classification/rear or side street and other methods. Specify these methods and exceptions hereto in the Land Development Code (LDC). Maintain an Access Road Location Map to identify where access streets are the preferred method of maintaining the connection separation standards. Public and through street connections will be given preference over private driveways in order to develop networks with a block size of 660 feet or less in Mixed-Use and Urban areas.

## **TRANSPORTATION CONCURRENCY OPTION**

**If transportation concurrency is not retained, as recommended by staff, the following objectives and policies in *italics* should not be transmitted. If transportation concurrency is retained the objectives and policies in *italics* below should be transmitted and the remaining objectives and policies in Goal 2 will be renumbered accordingly.**

***OBJECTIVE 2.2: Transportation Concurrency Management System. Utilize a transportation concurrency management system consistent with the requirements of Chapter 163.3180(5), F.S.***

**POLICY 2.2.1:** *Identify facilities in the Capital Improvements Element that are necessary to meet adopted levels of service during a five year period.*

**POLICY 2.2.2:** *Consult with FDOT when proposed plan amendments affect facilities on the strategic intermodal system.*

**POLICY 2.2.3:** *Exempt public transit facilities from concurrency. For the purposes of this subparagraph, public transit facilities include transit stations and terminals; transit station parking; park-and-ride lots; intermodal public transit connection or transfer facilities; fixed bus, guideway, and rail stations; and airport passenger terminals and concourses, air cargo facilities, and hangars for the assembly, manufacture, maintenance, or storage of aircraft. The terms “terminals” and “transit facilities” do not include seaports or commercial or residential development constructed in conjunction with a public transit facility.*

**POLICY 2.2.4:** *Allow developments-of-regional-impact development orders, rezonings, or other land use development permits to satisfy the transportation concurrency when applicable, if it a proportionate share contribution is provided consistent with Objective 3.5.*

**POLICY 2.2.5:** *Lee County will measure concurrency on all roads on a roadway segment-by-segment basis, except for constrained roads or where alternatives are established pursuant to this Objective and Chapter 163.3180, F.S. Transportation concurrency for Pine Island will be governed by the policies under Objective 14.2 of this comprehensive plan.*

**POLICY 2.2.6:** *Identify roadway conditions and available capacity on major roadways as part of an annual concurrency management report. The report will identify existing and projected LOS. Existing LOS will be determined based on the most recent available data. Projected levels of service will include estimated increases in motor vehicle traffic volume, changes in transit service, programmed transit, pedestrian, bicycle, and motor vehicle transportation facility improvements and approved, but unbuilt, development during a five year period.*

**POLICY 2.2.7:** *All proposed development activity (local development order requests), except activity that affects constrained transportation facilities and transportation facilities subject to concurrency alternatives, will be reviewed against the available capacity identified in the annual concurrency report based on existing conditions and for a five year period. If capacity is available no further analysis is required, otherwise a proportionate share contribution must be calculated based consistent with the formula in 163.3180(5)(h)(3).c(II)(A) in order for a concurrency certificate to be issued.*

**OBJECTIVE 2.3: Transportation Concurrency Alternatives.** *Pursue the adoption of an areawide LOS not dependent on any single road segment function consistent with the requirements of Chapter 163.3180, F.S..*

**POLICY 2.3.1:** Explore the development of policy guidelines and techniques to address potential negative impacts on future development:

1. In urban infill and redevelopment, and urban service areas.
2. With special part-time demands on the transportation system.
3. With de minimis impacts.
4. On community desired types of development, such as redevelopment, or job creation projects.

**POLICY 2.3.2:** Explore the use of tools and techniques to complement the application of transportation concurrency such as:

1. Adoption of long-term strategies to facilitate development patterns that support multimodal solutions, including urban design, land use mixes, intensity and density.
2. Adoption of an areawide LOS not dependent on the function of a single road segment.
3. Exempting or discounting impacts of locally desired development, such as development in urban areas, redevelopment, job creation, and mixed-use.
4. Assigning secondary priority to vehicle mobility and primary priority to ensuring a safe, comfortable, and attractive pedestrian environment, with convenient interconnection to transit.
5. Establishing multimodal LOS standards that rely primarily on non-vehicular modes of transportation where existing or planned community design will provide adequate levels of mobility.
6. Reducing impact fees or local access fees to promote development within urban areas, multimodal transportation districts, and a balance of mixed-use development in certain areas or districts.

**POLICY 2.3.3:** Coordinate with adjacent local governments for the purpose of using common methodologies for measuring impacts for transportation facilities.

**POLICY 2.3.4:** Based on the Mixed Use Places and Urban Core, Central Places and Village Centers identified on Map \_\_, investigate the creation of areawide LOS or multimodal transportation districts by 2017.

**POLICY 2.3.5:** Grant concurrency vesting (i.e., a long-term concurrency certificate) to DRIs under limited circumstances, including up to a 10-year time limitation, a limitation on changes to the DRI development parameters over time, and the execution of a local government development agreement where developers agree to pay the proportionate share/impact fee obligation up front.

**POLICY 2.3.6:** Lee County will continue to explore an area-wide LOS transportation concurrency approach for areas identified on Map 1 as Mixed-Use, Urban and along existing or planned transit routes identified on Map 3C.

**OBJECTIVE 2.4: Proportionate Fair Share Program.** Implement a Transportation Proportionate Fair Share Program by 2013, consistent with the requirements of Subsection



163.3180(5)(h)(3), F.S., that provides a method by which the impacts of development on transportation facilities can be mitigated by the cooperative efforts of the public and private sectors.

**POLICY 2.4.1:** Allow applicants of DRI development orders, rezonings, or other land use development permits to satisfy the transportation concurrency requirements of the local comprehensive plan, the local government's concurrency management system, and F.S. 380.06, when applicable, if:

- a. The applicant enters into a binding agreement to pay for or construct the proportionate share of required improvements.
- b. The proportionate-share contribution or construction is sufficient to accomplish one or more mobility improvements that benefits a regionally significant transportation facility.
- c. (I) The landowner will be assessed a proportionate share of the cost of providing the transportation facilities necessary to serve the proposed development. Applicant's are not responsible for the additional cost of reducing or eliminating deficiencies.  
(II) An applicant will not be required to pay or construct transportation facilities whose costs are greater than a development's proportionate share of the improvements necessary to mitigate the development's impacts.
  - (A) The proportionate-share contribution will be calculated based upon the number of trips from the proposed development expected to reach roadways during the peak hour from the stage or phase to be approved, divided by the change in the peak hour maximum service volume of roadways resulting from construction of an improvement necessary to maintain or achieve the adopted LOS, multiplied by the construction cost, at the time of development payment, of the improvement necessary to maintain or achieve the adopted LOS.
  - (B) In using the proportionate-share formula provided in this subparagraph, the traffic analysis must identify the roads or facilities that have a transportation deficiency as defined in the glossary. The proportionate-share formula in this subparagraph will be applied only to those facilities determined to be significantly impacted by the project traffic under review. If any road is determined to be deficient without the project traffic under review, the costs of correcting that deficiency will be removed from the proportionate-share calculation and the necessary transportation improvements to correct the deficiency will be considered in place for purposes of the proportionate-share calculation. The improvement necessary to correct the transportation deficiency will be the funding responsibility of the entity that has maintenance responsibility for the facility. The development's proportionate share will be calculated only for the needed transportation improvements that are greater than the identified deficiency.
  - (C) When the provisions of this subparagraph have been satisfied for a particular stage or phase of development, all transportation impacts from

*that stage or phase for which mitigation was required and provided will be deemed fully mitigated in the transportation analysis for a subsequent stages or phases of development. Trips from previous stages or phases that did not result in impacts for which mitigation was required or provided may be cumulatively analyzed with trips from a subsequent stages or phases to determine whether an impact requires mitigation for the subsequent stage or phase.*

*(D) In projecting the number of trips to be generated by the development under review, any trips assigned to a toll-financed facility will be eliminated from the analysis.*

*(E) The applicant will receive a credit on a dollar-for-dollar basis for impact fees, mobility fees, and other transportation concurrency mitigation requirements paid or payable in the future for the project. The credit shall be reduced up to 20 percent by the percentage share that the project's traffic represents of the added capacity of the selected improvement, or by the amount specified by the LDC, whichever yields the greater credit.*

***POLICY 2.4.2:*** *The Proportionate Fair Share Program does not apply until a deficiency has been identified through the County's Concurrency Report.*

***POLICY 2.4.3:*** *Amend the LDC to include methodologies for the calculation of proportionate fair share contributions to enable developers to satisfy transportation concurrency requirements.*

***POLICY 2.4.4:*** *Annually review and update, as necessary, the Capital Improvement Element to reflect proportionate fair share contributions received pursuant to the program.*

#### ***TRANSPORTATION CONCURRENCY OPTION - END***

**OBJECTIVE 2.2: Constrained Roads.** Certain roadway segments will be deemed "constrained" due to scenic, historic, environmental, aesthetic, and right-of-way characteristics and considerations and will not be widened to increase motor vehicle capacity. Reduced motor vehicle peak hour LOS will be accepted on those constrained roads as a trade-off for the preservation of the scenic, historic, environmental, and aesthetic character of the community. Constrained roads are identified in Table 2(a).

**POLICY 2.2.1:** An Operational Improvement Program is established for the constrained roads identified in Table 2(a). The program identifies operational and capacity enhancing improvements capable of implementation within the context of a constrained system. Operational and capacity enhancing improvements may include adding transit facilities, bicycle lanes, paved shoulders, sidewalks, and motor vehicle turn lanes. The Operational Improvement Program for constrained roads is identified in Table 2(b).

**POLICY 2.2.2:** Develop a list of deficient roadways identifying roadway segments (transportation facilities) existing or projected to operate below the adopted LOS.

**OBJECTIVE 2.3: Transportation Maps.** Maintain and implement an integrated series of maps that provide a graphical depiction of the policies and programs for transportation facilities in this plan.

**POLICY 2.3.1:** Review the adopted Transportation Map Series every two years, and amend maps as necessary.

**POLICY 2.3.2:** Construction of new and improved transportation facilities will be based on a prioritized list of the improvements needed to create the network depicted in the Transportation Map series. Develop and update the list annually consistent with the policies in Capital Improvements Program.

**POLICY 2.3.3:** Incorporate the MPO's Long Range Transportation Plan Map (LRTP), and Bicycle and Pedestrian Master Plan (BPMP) series, as most recently amended, into the Lee Plan. The current adopted version of the following LRTP and BPMP Maps are included in this plan:

- a. The Transit Needs Network (LRTP Figure 8-1);
- b. The Cost Feasible Transit Network (LRTP Figure 12-4);
- c. Lee County Highway Needs Plan (LRTP Figure 10-1);
- d. The Cost Feasible Needs Network (LRTP Figure 12-3, most recently amended);
- e. The Feasible Pathways Network (LRTP Figure 12-5);
- f. Primary Network Needs Map (BPMP Exhibit WW);
- g. Secondary Network Needs Map (BPMP Exhibit WW);
- h. Pedestrian Priority Needs Map (BPMP Exhibit ZZ);
- i. Bicycle Priority Needs Map (BPMP Exhibit AAA); and
- j. Prioritized Needs Plan Table (BPMP Exhibit BBB).

**POLICY 2.3.4:** Include a Future Functional Classification Map in the Transportation Map series to identify the future functional classification of transportation facilities in county land development regulations. Identify the existing classification of transportation facilities further in an Administrative Code.

**POLICY 2.3.5:** Incorporate the Cost Feasible Transit Plan Map from the Transit Development Plan and the future mass transit facilities from the Transit Vision Plan in the Future Transportation Map series.

**POLICY 2.3.6:** Develop an interconnected pedestrian and bicycle system through the development of facilities consistent with the Pedestrian and Bicycle Facilities map series and the Greenways Multi-Purpose Recreational Trails Master Plan. Implementation of the system reflected in the transportation map series will include the incorporation of bicycle/pedestrian facilities into: 1) projects identified in the transportation and transit capital improvements plan (CIP); 2) requirements for new development to install

facilities; 3) federal and state grant applications; and 4) annual county funding of improvements.

**OBJECTIVE 2.4: Planning and Development Tools.** Establish a set of planning and development tools—including the LDC, plans and studies, and development practices—to achieve the county’s goal of establishing a comprehensive, multimodal transportation network.

**POLICY 2.4.1:** Implement planning and development strategies and practices to address concerns related to mixed-use form, multimodal transportation design, and walkable communities through:

- a. Long-term strategies regarding multimodal alternatives, traffic calming, safe streets, urban design, land use mixes, and appropriate intensity and density standards;
- b. Area wide LOS standards not dependent on any single road segment function;
- c. Reduced transportation-related development fees to promote development within infill, redevelopment, mixed-use, and urban areas; multimodal transportation districts; or for affordable or workforce housing;
- d. Prioritization of pedestrian, bicycle, and transit facilities in areas designed for walkability, mixed-use, and community connectivity;
- e. Multimodal connections to existing and planned transit facilities; and
- f. Context-oriented transportation requirements based on specific geographic locations and community character place types.

**POLICY 2.4.2:** Require the interconnection of adjacent developments in the LDC. Where a developer proposes private local streets with access control, an alternate means of interconnection may be proposed provided the means does not require all local traffic to use the arterial network. Design interconnections to implement traffic calming.

**POLICY 2.4.3:** Establish and implement parking regulations that consider the context of the community when determining parking needs. Motor vehicle and bicycle parking will be specified in the LDC for:

- a. Urban and mixed-use centers: options including on-street parking, shared parking, off-site public parking, and on-site parking up to a maximum;
- b. Suburban areas: on-site parking standards with minimum and maximum parking amounts with reductions for shared and bicycle parking, transit connections, and pedestrian access;
- c. Rural areas: on-site parking meeting minimum standards.

**POLICY 2.4.4:** Implement land development regulations that require developers to provide and maintain the following multimodal features, as needed:

- a. Safe and accessible pedestrian facility connections;
- b. Bicycle storage areas and facilities;
- c. Bus shelters with route information displays; and
- d. Bus accommodations such as dedicated transfer/loading areas, adequate lane widths and turnarounds.

**POLICY 2.4.5:** Implement LDC regulations that ensure adequate fire and rescue access. New development with greater than ten residential parcels will provide a minimum of two access points to the development.

**POLICY 2.4.6:** By 2013, develop a pedestrian and bicycle safety action plan to identify and evaluate road segments and intersections with recurring pedestrian and bicycle accident patterns. Identify contributing factors, safety improvements, and transportation practices that would reduce the number and severity of crashes. The target is to reduce bicycle and pedestrian crashes by 20 percent in successive five-year periods.

**POLICY 2.4.7:** Incorporate innovative safety-oriented transportation measures and design features into planning documents, the LDC, and facility designs to improve safety conditions on all travel modes for all users. Development regulations for design will focus on safety.

**POLICY 2.4.8:** Through the zoning process, direct high-intensity land uses to parcels that abut designated future transit corridors identified in the transportation map series.

**POLICY 2.4.9:** Utilize the Lee County Transit Development Plan to enhance and improve the county's transit system so that it becomes a highly valued transit system that attracts a variety of users through the following practices:

- a. Evaluate enhancements to existing fixed route services;
- b. Develop fixed route service alternatives such as Flex Routes, Circulator Routes, High Occupancy Vehicle Lanes, Dedicated Transit Lanes, and Bus Rapid Transit;
- c. Transit ridership surveys that assess and identify changes in ridership profiles preferences and needs;
- d. Conduct a route and stop by stop analysis to determine functionality and adequacy of meeting transit customer needs; and
- e. Assess existing problems and needs.

**POLICY 2.4.10:** Complete a Comprehensive Operations Analysis every ten years to provide a complete understanding of existing transit service, its customers, and their needs.

**POLICY 2.4.11:** Enhance the multimodal transportation system and consider both roadside and median plantings through landscape practice and procedures adopted as part of the LeeScape Master Plan and LDC. The county's landscape practices and procedure will provide for:

- a. Median plantings that emphasize tree canopy, high visibility, shade, and an overall foundation for site design;
- b. Roadside plantings with a primary purpose of providing a fifty percent tree canopy in urban and mixed-use areas by 2035, to provide shade for transit riders, bicyclists and pedestrians;

- c. Increased emphasis of roadside landscape development and maintenance in urban, suburban, and mixed-use areas;
- d. Landscaping levels that will include a “core level” and enhanced options that may be added to projects over time; and
- e. Road cross-sections that consider safety, beauty, and Florida-Friendly design that minimizes maintenance burdens.

**OBJECTIVE 2.5: Babcock Ranch Community.** Minimize the development impacts of the Babcock Ranch Community (BRC) in Charlotte County on the Lee County transportation system, with the goal of protecting the rural nature of northeastern Lee County, and to assure the transportation impacts in Lee County, generated by the Babcock Ranch Community (BRC) approved in Charlotte County, are funded entirely by the BRC Independent Service District (ISD) or other BRC related funding mechanism. In addition, to provide a process by which these identified improvements are added to the Lee Plan Transportation Map Series and the Capital Improvement Program (CIP).

**POLICY 2.5.1:** Lee County views as a priority the proposed East-West Connector roadway and related interstate interchange and any other transportation/mobility improvements that will minimize the impacts in Lee County from the development of the BRC in Charlotte County. Support the use of the Lee County and Charlotte County MPO plan update processes in a comprehensive, coordinated, cooperative fashion to consider the need for, and location of, an East-West Connector roadway and related interstate interchange, as well as evaluation of transportation alternatives that might serve the projected need related to development of the BRC while minimizing the impacts to the rural nature of northeast Lee County. Upon inclusion in the MPO plan(s), funding for the East-West Connector roadway or transportation/mobility alternatives will be allocated in accordance with Policy 2.5.3(c) below.

**POLICY 2.5.2:** The comprehensive transportation analysis of the BRC has identified the potential need for numerous transportation/mobility improvements in Lee County. In order to address the impacts of the development of the BRC in Charlotte County, additions to the Lee Plan Transportation Map Series and the CIP may be necessary.

- a. Lee County does not have the responsibility to fund the capital transportation/mobility improvements required by the development of the BRC in Charlotte County; and
- b. As contemplated in the Interlocal Planning Agreement dated March 13, 2006, and the Babcock Ranch Community Road Planning Agreement dated May 23, 2006, the capital transportation/mobility improvements required by the development of the BRC will be funded entirely by the BRC Independent Service District (ISD) or other BRC related funding mechanism (hereinafter the Developer).

**POLICY 2.5.3:** Analysis of the development of the Babcock Ranch Community in Charlotte County identified potential transportation/mobility improvements beyond the financially feasible improvements currently reflected in the Lee Plan Transportation Map

Series; therefore future amendments to the Lee Plan Transportation Map Series related to the BRC will be consistent with the procedures set forth below:

- a. The funding necessary to construct the transportation/mobility improvements resulting from BRC development may exceed the proportionate share contribution anticipated from the BRC DRI increments. Developer contributions exceeding the DRI proportionate share assessment for a given increment may be necessary to satisfy the financially feasible standard required to support an amendment to the Lee Plan Transportation Map Series, as well as future amendments to the CIP.
- b. Prior to Lee County amending the Lee Plan Transportation Map Series and the CIP to include specific BRC-related transportation/mobility improvements, the ISD, or other BRC-related funding mechanism, will have to commit to fully funding these improvements if the proportionate share assessment does not fully fund these identified improvements.
- c. Developer contributions in excess of its DRI proportionate share assessment may be applied directly toward identified improvements through pipelining. The funding necessary to justify inclusion in the Lee Plan will be delivered via development agreements, interlocal agreements, or other mechanisms acceptable to Lee County, which mechanisms will coincide with each increment of the BRC. Upon execution of a development agreement, interlocal agreement, or other mechanism acceptable to Lee County providing for full funding of the identified transportation/mobility improvement, the County will include the transportation/mobility improvement on the Lee Plan Transportation Map Series and the transportation/mobility improvements will be included in the Capital Improvements Program (CIP) as funded by developer contributions.
- d. Failure of the developer of the BRC to fully fund the transportation/mobility improvements necessary to serve the BRC will prevent the inclusion of those transportation/mobility improvements as amendments to the Lee Plan Transportation Map Series and the CIP.

**POLICY 2.5.4:** In recognition of the environmentally sensitive nature of the area, any transportation/mobility improvements in Lee County or within two miles of the Lee County border must include an analysis of the location and design of wildlife crossings. The wildlife crossings must be coordinated with federal, state and local agencies including: South Florida Water Management District (SFWMD), Florida Fish and Wildlife Conservation Commission (FWC), Charlotte County, U.S. Fish and Wildlife Service (USFWS), and Lee County Division of Environmental Sciences.

**GOAL 3: TRANSPORTATION INFRASTRUCTURE SYSTEM.** Establish a comprehensive multimodal transportation system that is well-managed, funded, and planned.

**OBJECTIVE 3.1: Infrastructure Demands and Priorities.** Ensure that site location, functional design, and services of future infrastructure projects address environmental, financial, and community development concerns of all users and all modes.

**POLICY 3.1.1:** Provide for the infrastructure and service needs and demands of pedestrians, bicyclists, transit users, and motor vehicle users by addressing the demands and priorities regarding the use, function, and operations of the county’s transportation system. Consistent with the transportation map series, future transportation infrastructure will focus on:

- a. Improved connectivity and integration of transportation facilities;
- b. Development of diverse and interconnected public spaces that improve access and connectivity within local neighborhoods, economic centers, and civic areas;
- c. Improvements to the right-of-way for transit, bicycling and walking;
- d. Equitable distribution of transportation infrastructure, amenities and services to ensure local community needs are met and county-wide connectivity is improved;
- e. Infill and redevelopment of established transportation corridors and public resources;
- f. Improved roadways by directing vehicular access to interconnections, shared driveways and adjacent streets, and minimizing direct arterial connections;
- g. Traffic calming measures that improve roadway conditions, safety, and accessibility;
- h. Increased use of transit, bicycle, and walking for all trip types as well as reduced dependency upon vehicles for local commutes, errands, and social trips based upon estimates of latent demand for facilities; and
- i. Providing alternative transportation services within existing right-of-ways.

**POLICY 3.1.2:** Evaluate future infrastructure improvements including the following considerations:

- a. Need and demand for expansion of existing facilities;
- b. Expansion of other transportation alternatives and available system capacity;
- c. Allowance of peak period congestion; and
- d. Alternative improvements as part of a “no build option”.

**POLICY 3.1.3:** Improve the county’s character, facilitate the development of mixed-use areas, and promote the redevelopment of older development areas through transportation projects that:

- a. Support the character and improve the connectivity of the surrounding community;
- b. Better link land uses between arterials and major collectors;
- c. Expand multimodal system alternatives and improve existing transportation facilities;
- d. Improve safety for pedestrians and bicyclists and accessibility needs of all people consistent with the Public Right-of-Way Accessibility Guidelines;
- e. Improve the grid network by improving connections and bridging gaps within transportation infrastructure systems;
- f. Minimize the number of displaced businesses and residences;
- g. Incorporate stormwater facilities into community amenities; and



- h. Avoid the alignment of new arterials or expressways that penetrate or divide established residential neighborhoods with high bicycle and pedestrian use except where no feasible alternative exists.

**POLICY 3.1.4:** Promote increased transportation connections throughout the county by implementing a system of parallel reliever transportation facilities for use by local traffic in order to protect the inter-regional and intrastate travel functions of I-75.

**POLICY 3.1.5:** Construction of a new road or street may only be implemented by the county in suburban or rural areas when:

- a. Providing improved connectivity to or between designated future urban areas and it is specifically identified in the transportation map series;
- b. Specifically identified in a LDC Chapter 32 regulating plan street network; or
- c. Total project costs are fully reimbursed by MSTU/MSBUs or a similar funding mechanism initiated by property owners.

**POLICY 3.1.6:** Implement a landscaping program for county maintained roadways utilizing the guidelines for design implementation and long term maintenance set forth in the Roadway Landscape (LeeScape) Master Plan and Lee County LDC.

**POLICY 3.1.7:** Prioritize bicycle and pedestrian improvements by improving connectivity to transit stops. Encourage the construction of pedestrian facilities within ½ mile walking distance of a transit stop and bicycle facilities within 1 mile of a transit stop. Prioritize connections to premium transit service such as intermodal transfer stations, BRT, and fixed routes utilized as transfer locations between routes.

**POLICY 3.1.8:** By the year 2025, expand fixed-route service and frequencies to develop and maintain headways of 15 minutes or less for public transit for regional mixed-use centers, 20 minutes or less for urban areas such as central Fort Myers and Cape Coral, and 40 minutes or less for other major centers of employment, airports, shopping, medical, educational, and recreation centers.

**POLICY 3.1.9:** Promote the use of transit by improving services and linkages between outlying suburban communities and large employment and economic centers through the development and expansion of:

- a. Park and ride lots;
- b. Multimodal transfer facilities;
- c. Various ridesharing techniques;
- d. Inter-county transit services;

- e. Convenient transit schedule; and
- f. Para-transit service.

**POLICY 3.1.10:** Increase transit services through scheduled service improvements that accommodate high-use populations including college students, elderly, persons with disabilities, and others. Coordinate transit services with local, regional, and state public and private agencies that serve such persons in order to ensure the appropriate services are put in place to serve targeted populations.

**OBJECTIVE 3.2: Fiscally Sound Transportation Infrastructure System.** Establish a well-managed and operated multimodal transportation system by establishing objective, predictable, and fiscally sound transportation budgeting, planning, and development practices.

**POLICY 3.2.1:** Develop and implement a transportation funding strategy that uses a variety of new and existing funding resources, options, and programs (e.g.: Capital Improvement Program, user fees and tolls, private financing and developer contributions, grants, and other transportation funding mechanisms) to construct and maintain current and future transportation infrastructure components.

**POLICY 3.2.2:** Ensure that transportation revenue sources are economically stable by developing and maintaining a long-term transportation funding strategy to implement the following transportation priorities:

- a. Provision of complete streets that include a variety of pedestrian, bicycle, transit, and vehicular facilities;
- b. Protection of community and neighborhood integrity through context-oriented transportation services, functions, and design;
- c. Increased connections and improved linkages between different community areas;
- d. Promotion of physical activity, healthy lifestyles, and safe streets;
- e. Development of better integrated mixed-use and urban areas; and
- f. Implementation of the transit development plan.

**POLICY 3.2.3:** Provide the transit, bicycle, and pedestrian facilities identified on the transportation map series through capital and privately initiated improvements including street and road extensions, additional lanes and turn lanes, new connections, street reconstruction, and resurfacing.

**POLICY 3.2.4:** Support the development of a well-functioning and funded intra-state transportation system, to connect people and goods to other people, places, and markets

within the county, region, and state by participating in the funding and planning of improvements to state roads.

**POLICY 3.2.5:** Establish a capital improvements program (CIP) that assists in the budgeting and implementation of transit, pedestrian, bicycle, and motor vehicle improvement projects. CIP priorities will be determined based upon input received from advisory committees, stakeholders, and interdepartmental staff based upon the project ability to improve the overall function of the county's transportation system and to:

- a. Provide a variety of transportation options and improve connectivity throughout the county;
- b. Implement established local community planning priorities and community identified projects. Community funded projects (e.g.: grants, private contributions, MSTU/MSBU, and other sources) may be assigned a higher priority;
- c. Improve high-hazard crash locations and structural and non-structural improvements to mitigate hazards that reduce the number and severity of all crashes;
- d. Fund the Traffic Signal/Intersection Improvement program to make the transportation system safer and more efficient; and
- e. Fund transportation improvements related to traffic calming, transit stops, trails and greenways, pedestrian facilities, bicycle facilities, complete street initiatives, roadway access, and other transportation needs.

**POLICY 3.2.6:** Further direct transportation infrastructure improvements and maintenance with priorities based on CIP policy and the following hierarchy of evacuation routes and the future land use map:

- a. Hurricane evacuation routes on Map 3\_(old 3H);
- b. Regional mixed-use centers;
- c. Urban areas;
- d. Suburban mixed-use areas;
- e. Rural mixed-use areas;
- f. Suburban areas; and
- g. Rural areas.

**POLICY 3.2.7:** Ensure that private development contributes to a comprehensive multimodal system that meets the travel needs of the entire county and mitigates the impacts their development has on the county's transportation infrastructure system.

**POLICY 3.2.8:** Develop and maintain standards, criteria, and fees to equitably define developers' obligations and costs associated with the development for necessary site-

related and off-site improvements. Lee County policy guidelines and techniques to address potential impacts of development will address:

- a. Site-related impacts on the public road system must be funded by new development. The site-related improvements are not eligible for credit against the proportionate share payment of transportation impacts;
- b. Provisions that allow development agreements with developers and landowners who commit to provide improvements to public facilities beyond those required by the Lee Plan and other county regulations;
- c. Protection of existing and planned transportation corridors to meet state standards for future multimodal improvements consistent with the Transportation Map series;
- d. Requirements to provide access to existing or planned public transportation facilities and connections to adjacent existing or planned pedestrian and bicycle facilities; and
- e. Need to ensure proposed development within municipalities construct or pay for improvements to access county maintained transportation facilities as a condition of permit approval. Improvements may also include transit, bicycle, and pedestrian facilities along their frontage.

**POLICY 3.2.9:** Implement an effective and fair system of mobility fees, impact fees, or similar mechanisms to ensure that development creating impacts on transportation facilities pays a fair share of the costs to mitigate its (off-site) impacts. Issue credits against future fees consistent with county development practices and procedures.

**POLICY 3.2.10:** Roadway and intersection improvements mandated by development orders will be determined on the basis of demonstrated need resulting in part or in total from the impacts of that development. These improvements will be based on roadway and intersection improvement needs resulting from new development and will not be limited by jurisdictional responsibility for specific road segments. The use of Road Impact Fee revenues to improve state roads is an acceptable application of those funds.

**POLICY 3.2.11:** In order to acquire rights-of-way and complete the construction of the transportation facilities designated on the Transportation Map series, adopt regulations to encourage voluntary dedications of land and construction by developers as described below:

- a. Encourage voluntary dedication of rights-of-way necessary for streets, transit facilities, bicycle facilities, pedestrian facilities, and landscaping installations that are proposed to be county maintained;
- b. Encourage voluntary construction of transportation facilities that lie within or abut the development; and

- c. Grant Mobility, Park, or Roads Impact Fee credits consistent with the provisions of the Lee County LDC.

**POLICY 3.2.12:** Establish MSTUs/MSBUs to implement and maintain transportation facilities through innovative means to fund complete streets improvements for transit, bicycle, and pedestrian facilities, or maintain transportation facilities above the established LOS. Establish MSTUs/MSBUs to correct deficiencies in specific areas or neighborhoods. Regularly review MSTUs/MSBUs to determine whether existing units can be eliminated or new units should be created.

**POLICY 3.2.13:** Review on a regular basis and update all user fee revenue sources, such as tolls, mobility fees, and roads impact fees. Adopt the programs that reflect travel characteristics, construction and right-of-way costs. Determine if capital impacts and maintenance costs are met by the fees and if the fees are economically sustainable and applied fairly.

**POLICY 3.2.14:** Designate various transportation facilities (e.g.: causeways, expressways, bridges, arterials, and major collectors) as toll facilities and utilize toll revenues for operation and construction of those facilities. Employ efficiency measures such as the institution of automated toll collection and the Variable Pricing Program to encourage reduced-peak usage of toll facilities.

**POLICY 3.2.15:** Seek out new and innovative funding to supplement public funding for transit operations and cooperate with the private sector to increase privately funded transit service, especially in areas with large seasonal populations.

**POLICY 3.2.16:** Promote street connectivity by discouraging the use of dead-end streets that create inefficiencies in the transportation network by preventing the development of a connected, grid street network. Utilize the following practices to discourage the development of dead-end streets:

- a. Include connectivity criteria as a requirement for acceptance of private roads for county maintenance;
- b. Place a low priority on resurfacing and maintenance of dead-end local streets and encourage adjacent property owners to take on the maintenance responsibility;
- c. Implement reduced design standards, such as reduced width, for very low volume dead-end local streets; and
- d. Resurface and repair dead-end local streets to the reduced design standard or where feasible, connect to other transportation facilities.

**POLICY 3.2.17:** Explore joint funding mechanisms (such as an MSTU/MSBU) to pay for the widening of Alico Road east of Ben Hill Griffin Parkway to encourage economic development in the Alico Road area. Require properties that generate traffic on the segment of Alico Road east of Ben Hill Griffin Parkway that have not already fully mitigated traffic impacts to participate in the funding mechanism. Participation will be creditable against future road impact fees or DRI proportionate share obligations consistent with County regulations. Property that was subject to CPA2009-01 agreed to donate 75 feet of right-of-way along the entire frontage of Alico Road without compensation. The donation of right-of-way along Alico Road from that property will not be creditable against road impact fees or DRI proportionate share obligations. To facilitate large truck movement and volumes, consider designation of Alico Road east of I-75 as a controlled access facility.

**OBJECTIVE 3.3: Environmental Impacts.** Diminish the negative impacts transportation facilities and systems have on natural environments by maximizing existing transportation facilities, promoting clean transportation alternatives, and utilizing TDM strategies to effectively manage transportation systems and resources.

**POLICY 3.3.1:** Develop and maintain an environmentally sensitive transportation system including consideration of the following practices:

- a. Alternative transportation modes that diminish the need for increased road capacity and vehicular trips. Coordinate the development of such facilities with the Lee County Bikeways/Walkways Facilities Plan, The Transit Development Plan, and Lee County Greenways Master Plan.
- b. Promotion of alternative fuel vehicles, mixed-use developments, walkable and bikeable communities, and transit to conserve energy, reduce air pollution, and manage natural resources;
- c. Transportation infrastructure that utilizes sustainable or recycled materials, uses innovative design techniques and technologies, stormwater areas as community amenities; and energy efficient components such as street lighting, traffic signals, and roundabouts;
- d. Reduce heat island effects by minimizing paved surface areas and maximizing planting areas with native canopy trees and other vegetation;
- e. TDM strategies to effectively manage transportation systems and resources, minimize system delays, reduce vehicle miles-traveled, and contain greenhouse gas emissions;
- f. Conversion of transit vehicles from diesel propulsion systems to alternative fuels or hybrid propulsion systems;
- g. Location of archaeological sites, which will not be destroyed unless full recovery of data and artifacts is included in the process; and
- h. Protection of natural habitats and protected or listed species.

**POLICY 3.3.2:** New roads or expansion of existing facilities will not be extended through environmentally critical areas except in instances of overriding public interest and unless:

- a. It is the only feasible route within mixed-use and urban areas;
- b. The crossing is culverted or bridged to the greatest degree possible, maintaining predevelopment volume, direction, distribution, and surface water hydroperiod consistent with county standards and providing adequate wildlife corridors; and
- c. Equivalent mitigation is provided in basin and in jurisdiction as the first preferred option.

**POLICY 3.3.3:** Include an environmental impact assessment (EIA) in the design phase of new or improved arterial and collector roads that affect protected or listed species habitat, wetland systems, or estuarine water bodies. Ensure an EIA addresses impacts on historic structures, archaeological resources, and environmentally critical areas.

**POLICY 3.3.4:** Consider the safe passage of wildlife across new or reconstructed county roads.

**POLICY 3.3.5:** Support low-carbon and high resource-efficiency transportation options through the development of supporting infrastructure, fuel purchasing, and local fuel production.

**OBJECTIVE 3.4: Intergovernmental Coordination.** Utilize intergovernmental partnerships to provide well-coordinated transportation services that meet the needs of all users and all modes. In particular, the county will work with the Lee County Port Authority, Lee County Metropolitan Planning Organization (MPO), Southwest Florida Regional Planning Council (SWFRPC), Florida Department of Transportation (FDOT), Federal Highway Administration (FHA), Federal Transit Administration (FTA), Federal Aviation Administration (FAA), United States Department of Transportation (USDOT), surrounding counties, and the cities of Sanibel, Cape Coral, Fort Myers Beach, Bonita Springs, and Fort Myers.

**POLICY 3.4.1:** Coordinate land use decisions and permitting processes affecting county and state transportation facilities with municipalities and FDOT.

**POLICY 3.4.2:** Promote non-motorized transportation greenway and blueway projects throughout the county. Coordinate multi-use trail projects whenever feasible with LCDOT and other agencies with jurisdiction over facilities identified in the transportation map series and the Greenways Master Plan (Map 22).

**POLICY 3.4.3:** Work with the MPO to plan, manage, and fund the development of a multimodal transportation system. Implement the efforts that result for this collaborative effort through the:

- a. Consideration of improvements identified through the MPO's Congestion Management System (CMS); and
- b. Amendment of the Lee Plan map series are incorporated into the MPO Plan so that the two plans remain consistent.

**POLICY 3.4.4:** Encourage municipalities to maintain a roads impact fee, mobility fee or similar program or to participate in the county's program.

**POLICY 3.4.5:** Improve transit services and provide for the needs of specific, targeted transit rider populations by coordinating transit services with the Lee County Port Authority, School District of Lee County, Florida Gulf Coast University, Edison College, Lee County Government, MPO, FDOT, Federal Transit Administration, and local employers, public service entities, and local governments.

**Portions of Goal 4: Aviation, are also being reviewed as a separate Comprehensive Plan Amendment (CPA2011-00022, Hazardous Wildlife Attractant Update). Any revisions to goals, objectives, and policies will be reflected in this document following transmittal of CPA2011-00022.**

**GOAL 4: AVIATION.** Develop and maintain a coordinated system of aviation facilities to facilitate the safe, cost-effective, and efficient movement of commerce consistent with community values and economic objectives.

**Objective 4.1. Southwest Florida International Airport.** SWFIA is the only commercial Service Airport in Lee County and is a major economic driver in the region. Given the valuable role the airport plays it is imperative to provide protections for the development and expansion of aviation and non-aviation related uses at SWFIA while ensuring surrounding development is compatible with growing demand of aviation in Lee County.

**POLICY 4.1.1:** SWFIA includes airport and airport-related development as well as non-aviation land uses. This mix of uses is intended to support the continued development of the SWFIA. The intensity of the proposed aviation and non-aviation land uses at SWFIA must be consistent with the Airport Layout Plan (Map 3F) and Lee Plan Table 5(a). Map 3F depicts the planned expansion of the SWFIA through 2020.

**POLICY 4.1.2:** Future airport expansion or development of aviation-related and non-aviation uses at SWFIA will offset environmental impacts through the Airport Mitigation Lands Overlay (Map 3M) or other mitigation.



**POLICY 4.1.3:** The SWFIA Master Plan and Airport Layout Plan will be updated as required by the FAA, or as determined by the Lee County Port Authority. If the airport master planning process precipitates a substantive change to the Airport Layout Plan (Map 3F), then the Port Authority must amend Map 3F, prior to obtaining local development approval. The non-aviation related development areas have been depicted on the approved Airport Layout Plan sheets (Maps 3F). These uses will be constructed upon Airport lands with long term leases.

**POLICY 4.1.4:** Development within the non-aviation area, as designated on Map 3F, is limited to a maximum of 300 acres north of runway 6-24 and approximately 52 acres within the midfield terminal area. All development must be in compliance with Map 3F and the intensities outlined in Table 5(a). Development of additional acreage will require prior Lee Plan amendment approval.

**POLICY 4.1.5:** Future airport expansion or development of aviation-related or non-aviation related uses will provide buffer areas, as determined by Lee County, for the protection of groundwater resources in the Southeast and Northeast quadrants of the airport property.

**POLICY 4.1.6:** Design wetland mitigation for future expansion of aviation or non-aviation uses on Airport Lands so that it does not create wildlife hazards. Development and land management practices on airport property will be in accordance with FAA directives and other agency approvals.

**OBJECTIVE 4.2: Page Field General Aviation Airport.** Page Field General Aviation Airport plays a vital role as a reliever airport facility to SWFIA. In its role as a reliever airport, Page Field reduces general aviation traffic from SWFIA, thereby increasing the capacity and efficiency of SWFIA. This designation should include adequate land to accommodate the projected growth needs of Page Field General Aviation Airport in its continued role as an airport reliever, including the industrial, commercial and office uses necessary to continue viable aviation activity through 2025.

**POLICY 4.2.1:** In order to create the revenue source necessary to maintain Page Field General Aviation Airport as a viable aviation operation and reliever to SWFIA, the Port Authority seeks to establish non-aviation uses on the Page Field General Aviation Airport property. Suitable locations for these non-aviation uses are designated on the Page Field Airport Layout Plan adopted as Lee Plan Map 3G. The Page Field Airport Layout Plan sheet (Map 3G) was adopted by the FAA as part of the 2002 Page Field Airport Master Plan Update. This update and documents comprising the 2002 Master Plan approval are incorporated into the Lee Plan by reference as support for adoption of Map 3G and Table 5(b).

**POLICY 4.2.2:** Page Field General Aviation Airport includes airport and airport-related development as well as non-aviation land uses. This mix of uses is intended to support the continued development of Page Field General Aviation Airport. The intensity of the

proposed aviation and non-aviation land uses must be consistent with the Airport Layout Plan (Map 3G) and Lee Plan Table 5(b) and will be required to comply with the Lee County LDC regulations, including, but not limited to, the impact fee regulations. Map 3G depicts the planned expansion of the SWFIA through 2020.

**POLICY 4.2.3:** If the Port Authority determines expansion of the Page Field General Aviation Airport boundaries is necessary in order to provide continued viability to Page Field as a reliever to SWFIA, then the Port Authority will submit to the BOCC the application and support documentation to amend Map 3G Table 5(b) and the Future Land Use Map to reflect the land added to Page Field General Aviation Airport.

**POLICY 4.2.4:** Environmental mitigation deemed necessary to support development of Page Field General Aviation Airport property will be addressed separately by each development project and is not entitled to claim a benefit from the Airport Mitigation Lands Overlay area (Map 3M).

**POLICY 4.2.5:** The Page Field Airport Master Plan and Airport Layout Plan will be updated as required by the FAA, or as determined by the Lee County Port Authority. A comprehensive plan amendment will be submitted by the Port Authority to update Map 3G and Table 5(b) to reflect the updated Page Field Master Plan as approved. The planning horizon used for the master plan update should be consistent with the Lee Plan Horizon, which can be verified by Lee County as part of the Master Plan Update process. Lee County staff will be included in the Master plan update process as required under the terms of the existing memorandum of understanding regarding airport development.

**POLICY 4.2.6:** If the airport master planning process precipitates a substantive change to the Airport Layout Plan (Map 3G), then the Port Authority must amend Map 3G prior to obtaining local development approval. The non-aviation related development areas have been depicted on the approved Airport Layout Plan sheets (Map 3G). These uses will be constructed upon Airport lands with long term leases.

**OBJECTIVE 4.3: Economic Growth.** To aid in the diversification of the county's economic growth the capacity and long term development of the SWFIA and Page Field General Aviation Airport will be expanded in compliance with Maps 3F and 3G, and Table 5(a) and 5(b). Specific project implementation and approval of the proposed development will be coordinated through the annual Capital Improvement Program process and be consistent with the Airport Layout Plans (Map 3F and 3G). These expansions will be funded through user fees, airline contributions, and other funding sources not involving general county tax dollars. The Port Authority will strive to minimize impacts to surrounding land uses while maintaining a safe and efficient facility for airport operations.

**POLICY 4.3.1:** The Port Authority will coordinate the implementation of scheduled infrastructure and facility improvements for the SWFIA and Page Field General Aviation Airport consistent with the approved Airport Layout Plan sheets (Map 3F and Map 3G, respectively) and the Development Schedules (Table 5(a) and (b), respectively).

**POLICY 4.3.2:** The development potential of SWFIA will continue to be protected by the acquisition of additional land for runway and taxiway, road access, storm water management, and environmental mitigation use, consistent with the adopted Airport Master Plan and the Port Authority's Capital Improvement Program.

**POLICY 4.3.3:** The Port Authority will continue to expand existing and proposed aviation facilities such as the terminal building, airport aprons, cargo facilities, roadways and parking in order to meet the forecasted demand.

**POLICY 4.3.4:** The Port Authority will continue to investigate commercial and industrial potentials at Page Field General Aviation Airport and at SWFIA through market surveys and the solicitation and receipt of acceptable proposals for land lease at fair market value as well as efforts to cultivate public/private partnerships in pursuing this potential.

**POLICY 4.3.5:** The Port Authority will capitalize on its Port of Entry and Foreign Trade Zone status to encourage economic diversification. This will be accomplished by actively: (1) seeking to increase international commerce movement; (2) implementing an international marketing program designed to increase tourist activity; (3) continuing planning efforts to ensure availability of adequate airport facilities to accommodate increases in international air traffic; and, (4) pursuing development of international corporate activity.

**OBJECTIVE 4.4: Development Compatibility.** Together with the Port Authority, evaluate development proposals for property located within the vicinity of existing aviation facilities to ensure land use compatibility, to preclude obstructions to aircraft operations, and to protect airport capacities.

**POLICY 4.4.1:** The safety of aircraft operators, aircraft passengers, and persons on the ground will guide the Port Authority in the operation of county airports, and hazardous wildlife attractants on or near the airports will be avoided.

**POLICY 4.4.2:** Coordinate with the Port Authority to ensure that regulations in the Lee County LDC restrict land uses in areas covered by the Airport Noise Zones (ANZ) to those uses that are compatible with the operation of the airport.

**POLICY 4.4.3:** Future updates of the Page Field General Aviation Airport and SWFIA Master Plans will monitor and incorporate development of non-aviation uses at the airports and suggest aviation-related uses.

**POLICY 4.4.4:** To the greatest extent possible, future airport master plans will retain the long term aviation expansion capability and capacity at both Page Field General Aviation Airport and the SWFIA.

**POLICY 4.4.5:** Future aviation and non-aviation development at Page Field General Aviation Airport must comply with the provisions of the Educational Restriction Zone established under Florida Statutes, section 333.03 and the School Zone Map adopted as part of the Lee County LDC.

**POLICY 4.4.6:** The Port Authority will seek to eliminate or modify existing uses on the Page Field property deemed incompatible with existing aviation activity or causing a diminution in the Page Field Airport capacity. In order to protect Page Field as a SWFIA reliever, the Port Authority will use its capacity/authority as a reviewing entity to influence land-use decisions and approvals with respect to development of the lands surrounding Page Field in order to promote development that is compatible with the aviation activity at Page Field General Aviation Airport.

**POLICY 4.4.7:** Utilize the approved Airport Master Plans and FAR Part 150 Study, including updates, as a basis to amend the comprehensive land use plan and the LDC to prohibit development that is incompatible with the SWFIA or Page Field General Aviation Airport; and, to ensure future economic enhancement consistent with Objective 46.2.

**POLICY 4.4.8:** Maintain the tall structure permitting process to ensure that proponents of potential structural hazards to aviation coordinate with the Port Authority and the FAA to properly place, mark and light potential obstructions as necessary.

**POLICY 4.4.9:** Through an interlocal agreement, the Port Authority and the City of Fort Myers will continue to coordinate the review of new land uses that have the potential to create tall structure obstructions to aviation and to ensure compatibility with aviation within the City of Fort Myers.

**POLICY 4.4.10:** In the interest of the safety of air commerce, the county will not approve a temporary or permanent structure that exceeds the height limitation standards, or does not comply with placement, lighting and marking standards, established by the Port Authority, Florida Statutes, or the FAA rules and regulations.

**POLICY 4.4.11:** Consider land use compatibility when reviewing development proposals within the vicinity of existing or proposed aviation facilities.

**POLICY 4.4.12:** Coordinate with private investors by reviewing plans and otherwise providing technical assistance in the development of aviation facilities to ensure land use, airspace, and environmental compatibility.

**POLICY 4.4.13:** Protect existing and proposed aviation facilities from the encroachment of incompatible land uses by updating the Future Land Use Map as needed to achieve consistency with revisions to the respective FAR Part 150 Studies (if applicable), and Airport Layout Plans for SWFIA and Page Field General Aviation, as proposed by the Port Authority.

**POLICY 4.4.14:** In cooperation with local, state and federal regulatory agencies, the Port Authority will work to minimize and correct any wildlife hazards arising from existing wetlands located on or near airport property. Site improvements on airport property will be designed to minimize attractiveness to wildlife of natural areas and man-made features on airport property such as detention and retention ponds, landscaping, and wetlands, which can provide wildlife with the ideal locations for feeding, loafing, reproduction and escape.

**OBJECTIVE 4.5: Future Demands.** The Lee County Port Authority will continually evaluate the projected demands for public aviation facilities and ensure their adequate provision.

**POLICY 4.5.1:** Efficient use of airport facilities should be ensured before expanding or developing new facilities.

**POLICY 4.5.2:** If the FAA/FDOT mandate navigational improvements (NAVAIDS) or require improvements related to Airport security or safety at SWFIA or Page Field General Aviation Airport, then the Port Authority may pursue installation of the improvement even though the improvement is not specifically identified on Table 5(a) or Table 5(b). However, the Port Authority must obtain all appropriate approvals and permits prior to installation, including approval from Lee County. If these improvements precipitate a substantive change to Table 5(a), Table 5(b), Map 3F, or Map 3G, then the Port Authority must pursue a Lee Plan amendment incorporating the changes in the next available amendment cycle.

**POLICY 4.5.3:** The Port Authority will plan to accommodate growth at the existing facilities and provide for the development of future aviation facilities as warranted.

**OBJECTIVE 4.6: Access.** The SWFIA is an intermodal facility of significant value to the regional, state and federal transportation systems. Protecting this resource requires the provision of adequate landside and airside capacity.

**POLICY 4.6.1:** Access from Interstate 75 to the SWFIA is designated as a priority intermodal connector in the National Highway Plan and Florida Intrastate Highway System Plan. Together with the Port Authority, the county will work with the MPO, FDOT and the Federal Highway Administration to ensure that this access receives funding and is developed compatibly with the intermodal access needs of the region.

**POLICY 4.6.2:** Map 3F, as currently incorporated into the Lee Plan, includes transportation improvements that exceed those shown on the balance of the Transportation Map Series maps. The direct access improvements to I-75 depicted on Map 3F, which are being pursued by the Port Authority to benefit the midfield terminal, include an interchange at I-75 and grade separation at Treeline Avenue/Ben Hill Griffin Parkway. These future improvements are the Port Authority's desired access to the

airport. The Port Authority will be responsible for achieving consistency between Map 3F and the balance of the Transportation Map Series concerning access to I-75. The Port Authority will serve as the lead agency for achieving direct access to I-75.

**POLICY 4.6.3:** The County and Port Authority recognize the significance and value of the SWFIA. The Lee County Port Authority will aggressively pursue Federal and State funding for access roadway improvements as identified on the Airport Layout Plan.

**POLICY 4.6.4:** Development of non-aviation related uses on airport property will be required to meet concurrency standards set forth in the Lee County LDC.

**OBJECTIVE 4.7: Coordinated Commerce Movement.** The Port Authority will provide facilities that are economically feasible and compatible with adjacent land uses, environmental standards and public safety, and that also meet the needs of commerce movement enterprises and facilities.

**POLICY 4.7.1:** The Port Authority will continue to coordinate plans for existing and proposed aviation facilities with transportation agencies such as the FAA, the Transportation Security Administration, the Lee County MPO, the FDOT, Lee Tran and the Lee County Department of Transportation.

**POLICY 4.7.2:** The county will monitor roads leading to Page Field General Aviation Airport and the SWFIA in order to facilitate efficient and convenient access for airport users.

**POLICY 4.7.3:** Locations adjacent to or near aviation facilities are identified in the Future Land Use Map as suitable for commerce movement support facilities such as warehouses, cargo handling facilities, and other transfer points, and will be periodically reviewed and updated.

**POLICY 4.7.4:** The Port Authority will encourage cargo and freight development at the SWFIA by implementing domestic and international cargo marketing programs and by expanding airport facilities, as needed, in order to accommodate large domestic and international cargo carriers.

**POLICY 4.7.5:** The county will encourage the provision of warehouses, cargo handling facilities, and freight transfer points at aviation facilities needed for the movement of commerce by local industries, trade, and commercial enterprises.

**OBJECTIVE 4.8: Aviation Coordination.** Ensure that existing and future air system needs can be met safely and with a minimum of land use conflict by coordinating aviation facility plans with federal, state, regional, and local review and permitting agencies.

**POLICY 4.8.1:** The Port Authority will coordinate and obtain approval for airport development from the County through the annual capital improvement planning and

programming process; local permitting process; Airport Master Plan Update process; and, the Lee Plan amendment process to ensure compatibility with other County programs. The Port Authority will provide Lee County copies of the annual Capital Improvement Plan or other similar document for the SWFIA and Page Field General Aviation Airport. Airport development will remain consistent with the MPO LRTP and will support the provision of regional transportation facilities for the efficient use and operation of the transportation system and airports. Additional specific coordination requirements are contained in Objective 151.4 and subsequent policies.

**POLICY 4.8.2:** While airport facilities will be operated in conformance with applicable state and federal regulations, the Port Authority will strive to ensure that Lee County environmental and other regulations are also implemented to the greatest extent possible.

**POLICY 4.8.3:** The Port Authority will develop plans for aviation in the county that are consistent with the Continuing Florida Aviation System Planning Process and the National Plan of Integrated Airport Systems.

**POLICY 4.8.4:** The Port Authority will coordinate efforts with aviation and other transportation interests at the SWFIA to establish multimodal transfer facilities.

**POLICY 4.8.5:** The Port Authority Executive Director will coordinate all expansion plans contained in approved airport master plans with the FAA and the FDOT to ensure that projects of interest to the Port Authority are included in the federal and state funding programs.

**POLICY 4.8.6:** The County and Port Authority will coordinate aviation facility expansion costs and demand, consistent with the Airport Layout Plan and approved Port Authority Capital Improvement Program, through the County's annual Capital Improvement Program in conjunction with regular briefings by Port Authority staff to County staff.

**POLICY 4.8.7:** Ensure that adverse structural and non-structural impacts of aviation facilities upon natural resources and wildlife are mitigated consistent with FAA policies and procedures and in coordination with federal, state, regional and local environmental agencies.

**POLICY 4.8.8:** The Port Authority will abide by all other relevant parts of this comprehensive plan in the construction and operation of Page Field General Aviation Airport and the SWFIA.

**POLICY 4.8.9:** The Port Authority will coordinate surface transportation planning for Page Field and the SWFIA with the Lee County MPO, the county Department of Transportation, Lee Tran, and the FDOT to ensure adequate access to the airports.