

**BOOK 3**

**CPA2007-48**

**LEE COUNTY ORDINANCE NO. 09-14**

(Page Field Airport Master Plan)

(CPA2007-48)

**AN ORDINANCE AMENDING THE LEE COUNTY COMPREHENSIVE PLAN, COMMONLY KNOWN AS THE "LEE PLAN," ADOPTED BY ORDINANCE NO. 89-02, AS AMENDED, SO AS TO ADOPT AMENDMENT CPA2007-48 (PERTAINING TO THE PAGE FIELD AIRPORT MASTER PLAN) APPROVED DURING THE COUNTY'S 2007/2008 REGULAR COMPREHENSIVE PLAN AMENDMENT CYCLE; PROVIDING FOR AMENDMENTS TO ADOPTED TEXT AND MAPS; PURPOSE AND SHORT TITLE; LEGAL EFFECT OF "THE LEE PLAN"; GEOGRAPHICAL APPLICABILITY; SEVERABILITY, CODIFICATION, SCRIVENER'S ERRORS, AND AN EFFECTIVE DATE.**

WHEREAS, the Lee County Comprehensive Plan ("Lee Plan") Policy 2.4.1. and Chapter XIII, provides for adoption of amendments to the Plan in compliance with State statutes and in accordance with administrative procedures adopted by the Board of County Commissioners ("Board"); and,

WHEREAS, the Board, in accordance with Section 163.3181, Florida Statutes, and Lee County Administrative Code AC-13-6 provide an opportunity for the public to participate in the plan amendment public hearing process; and,

WHEREAS, the Lee County Local Planning Agency ("LPA") held a public hearing on the proposed amendment in accordance with Florida Statutes and the Lee County Administrative Code on March 24, 2008 and August 25, 2008; and,

WHEREAS, the Board held a public hearing for the transmittal of the proposed amendment on October 22, 2008. At that hearing, the Board approved a motion to send, and did later send, proposed amendment CPA2007-48 pertaining to the Page Field Airport Master Plan Update to the Department of Community Affairs ("DCA") for review and comment; and,

WHEREAS, at the October 22, 2008 meeting, the Board announced its intention to hold a public hearing after the receipt of DCA's written comments commonly referred to as the "ORC Report." DCA issued their ORC report on January 16, 2009; and,

WHEREAS, on February 25, 2009, the Board held a public hearing and adopted the proposed amendment to the Lee Plan set forth herein.

**NOW, THEREFORE, BE IT ORDAINED BY THE BOARD OF COUNTY COMMISSIONERS OF LEE COUNTY, FLORIDA, THAT:**

## SECTION ONE: PURPOSE, INTENT AND SHORT TITLE

The Board of County Commissioners of Lee County, Florida, in compliance with Chapter 163, Part II, Florida Statutes, and with Lee County Administrative Code AC-13-6, conducted public hearings to review proposed amendments to the Lee Plan. The purpose of this ordinance is to adopt the amendments to the Lee Plan discussed at those meetings and approved by a majority of the Board of County Commissioners. The short title and proper reference for the Lee County Comprehensive Land Use Plan, as hereby amended, will continue to be the "Lee Plan." **This amending ordinance may be referred to as the "2007/2008 Regular Comprehensive Plan Amendment Cycle CPA2007-48 Page Field Airport Master Plan Update Ordinance."**

## SECTION TWO: ADOPTION OF LEE COUNTY'S 2007/2008 REGULAR COMPREHENSIVE PLAN AMENDMENT CYCLE

The Lee County Board of County Commissioners amends the existing Lee Plan, adopted by Ordinance Number 89-02, as amended, by adopting an amendment, as revised by the Board on February 25, 2009, known as CPA2007-48. CPA2007-48 amends the Future Land Use Map Series, Maps 1 and 3G, the Vision Statement, the Future Land Use Element, the Ports, Aviation, and Related Facilities sub-element of the Transportation Element, the Intergovernmental Coordination Element, Table 5, and the Glossary of the Lee Plan to incorporate the Page Field Airport Master Plan and the Airport Layout Plan as set forth below.

The corresponding Staff Reports and Analysis, along with all attachments for this amendment are adopted as "Support Documentation" for the Lee Plan.

**OBJECTIVE 1.2: SOUTHWEST FLORIDA INTERNATIONAL AIRPORT AND PAGE FIELD GENERAL AVIATION AIRPORT AREAS.** Designate on the Future Land Use Map adequate land in appropriate locations to accommodate the projected growth needs of the Southwest Florida International Airport and the business and industrial areas related to it, as well as research and development activities and other non-aviation related development that is not necessarily related to the airport, through the year 2030. Designate on the Future Land Use Map existing and proposed development areas for Page Field General Aviation Airport. The Lee County Port Authority desires to establish non-aviation related uses to provide a supplementary revenue source as well as providing an opportunity for businesses that desire a location on airport property. Designate on the respective Airport Layout Plans suitable areas to accommodate these desired uses and provide general policy guidance as to how these uses will be developed. These categories are also considered Future Urban Areas.

**POLICY 1.2.1:** Airport ~~lands~~ includes the existing facility and projected growth areas for the Southwest Florida International Airport's existing facility and projected growth areas and Page Field General Aviation Airport through the year 2030.

~~These areas will~~ The Airport Lands comprising the Southwest Florida International Airport includes airport and airport-related development as well as non-aviation land uses as proposed in the approved 2003 Airport Master Plan update and as depicted on the Airport Layout Plan sheet (Map 3F) and the Southwest Florida International Airport Proposed Development Schedule (Table 5(a)). This mix of uses is intended to support the continued development of the Southwest Florida International Airport. Future development at the Southwest Florida International Airport will also include non-aviation related land uses such as hotels/motels, light industrial, service stations, ancillary retail/shopping, and office development. Any future airport expansion or development of aviation-related and non-aviation uses at Southwest Florida International Airport will offset environmental impacts through the Airport Mitigation Lands Overlay (Map 3M) or other appropriate mitigation acceptable to the permitting agencies and to Lee County. The physical design of the airport expansion will minimize any degradation of the recharge capability of land being developed. Airport expansion beyond the present boundaries will be subject to necessary amendments to the Lee Plan.

All development on Airport Lands comprising Southwest Florida International Airport must be consistent with Map 3F and Table 5(a). Map 3F depicts the planned expansion of the Southwest Florida International Airport through 2020.

Future development on Airport Lands comprising Page Field General Aviation Airport must be consistent with Objective 1.9 and related policies as well as Map 3G and Table 5(b).

If the airport master planning process precipitates a substantive change to the Airport Layout Plan (Map 3F or Map 3G), then the Port Authority must amend Map 3F or Map 3G, as appropriate, prior to obtaining local development approval.

The non-aviation related development areas have been depicted on the approved Airport Layout Plan sheets (Maps 3F and 3G). These uses will be constructed upon Airport lands with long term leases. All development within the non-aviation land use areas will be subject to mitigation requirements for wetland impacts. Mitigation of wetland impacts will be in accordance with the U.S. Army Corps of Engineers and South Florida Water Management District requirements. To the greatest extent reasonably possible, development of non-aviation land use areas must avoid wetland impacts. All non-aviation land use development will meet the indigenous vegetation requirements set forth in the Lee County Land Development Code.

**POLICY 1.2.4:** The Airport AOPD zoning resolution must be amended before any non-aviation related uses can be developed at the Southwest Florida International Airport. The intensity of the proposed aviation and non-aviation land uses at Southwest Florida International Airport must be consistent with Lee Plan Table 5(a). The Page Field General Aviation Airport project must be rezoned to AOPD prior to development of the new non-aviation uses proposed in Map 3G and Table 5(b).



**OBJECTIVE 1.9 PAGE FIELD GENERAL AVIATION AIRPORT.** Page Field General Aviation Airport plays a vital role as a reliever airport facility to Southwest Florida International Airport. In its role as a reliever airport, Page Field reduces general aviation traffic from Southwest Florida International Airport, thereby increasing the capacity and efficiency of the International Airport. Therefore, it is important to designate the land comprising the Page Field General Aviation Airport as Airport Lands on the Future Land Use Map. 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 1.9.1:** In order to create the revenue source necessary to maintain Page Field General Aviation Airport as a viable aviation operation and reliever to Southwest Florida International Airport, 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 Federal Aviation Administration 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 1.9.2:** The Page Field Airport Layout Plan (Map 3G) identified existing facilities and projected growth areas for both aviation and non-aviation uses through 2025. The mix of uses is identified on Table 5(b). This mix of uses is intended to support the continued future development of Page Field General Aviation Airport and includes aviation and non-aviation related land uses such as light industrial and office development and expands the non-aviation uses to include retail development. Development of the aviation and non-aviation uses on Page Field General Aviation Airport property must be consistent with Map 3G and Table 5(b) and will be required to comply with the Lee County Land Development Code regulations, including, but not limited to, the impact fee regulations. Any 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 1.9.3:** 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 Southwest Florida International Airport, then the Port Authority will submit to the Board of County Commissioners the appropriate 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 1.9.4:** The Page Field Airport Master Plan and Airport Layout Plan will be updated no less than every 5-8 years, with the next amendment anticipated to be approved by the Federal Aviation Administration in 2010. 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 1.9.5:** 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 Southwest Florida International Airport 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 1.9.6:** Development on Page Field lands must be consistent with the Airport Layout Plan (Map 3G). If the Page Field Airport Master Plan or Airport Layout Plan set is amended or updated by the Port Authority in a manner that constitutes a substantive change from Map 3G or Table 5(b), local development order approval may be delayed or denied pending a Lee Plan Amendment, by the Port Authority, with respect to Map 3G and Table 5(b).

**POLICY 1.9.7:** Non-aviation development areas at Page Field Airport, as depicted on Map 3G, will be developed under long term land leases. All non-aviation development must comply with Land Development Code regulations, including payment of impact fees. The intensity of non-aviation development must be consistent with Table 5(b).

**POLICY 1.9.8:** Future non-aviation areas depicted on the Airport Layout Plan (Map 3G) will be developed, to the greatest extent possible, within existing upland areas. Impacts to wetlands in the future non-aviation areas will be minimized by site design whenever possible in compliance with the Lee County Land Development Code.

**POLICY 1.9.9:** 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 Land Development Code.

## TRANSPORTATION ELEMENT

**OBJECTIVE 47.1: ECONOMIC GROWTH.** To aid in the diversification of the county's economic growth ~~the capacity and long term development of the Southwest Florida International Airport and Page Field General Aviation Airport will be expanded in compliance with Maps 3F and 3G, and Table 5(a) and 5(b).~~ ~~to aid in the diversification of the county's economic growth.~~ 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 47.1.1:** The Port Authority will coordinate the implementation of scheduled infrastructure and facility improvements for the Southwest Florida International Airport and Page Field General Aviation Airport consistent with the approved Airport Layout Plan sheets (Map 3F and Map 3G, respectively) and the Southwest Florida International Airport Proposed Development Schedules (Table 5(a) and (b), respectively).

**POLICY 47.2.5:** The county will 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 land development code to prohibit development that is incompatible with the Southwest Florida International Airport or Page Field General Aviation Airport; and, to ensure future economic enhancement consistent with Objective 46.2. Future updates of the Southwest Florida International Airport Master Plan and Page Field General Aviation Airport Master Plan that precipitate substantive changes to the Airport Layout Plans (Map 3F and Map 3G, respectively) will require a Lee Plan Amendment prior to local permitting approval for the affected airport. In accordance with FAA requirements, the Southwest Florida International Airport Master Plan and corresponding Airport Layout Plan (Map 3F) will be comprehensively updated at least once every 5 to 8 years.

**POLICY 47.3.4:** The proposed development schedule for the Southwest Florida International Airport through the year 2020 is depicted in Table 5(a) of the Lee Plan. The proposed development schedule for the Page Field General Aviation Airport through the year 2025 is depicted in Table 5(b) of the Lee Plan. ~~This Table~~ These Tables includes both aviation and non-aviation related development. If the FAA/FDOT mandate navigational improvements (NAVAIDS) or require improvements related to Airport security or safety at Southwest Florida International Airport 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 either Table 5(a), Table 5(b), or 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 47.6.1:** 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 Southwest Florida International Airport and Page Field General Aviation Airport. Airport development will remain consistent with the MPO Long Range Transportation Plan 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.

## **INTERGOVERNMENTAL COORDINATION ELEMENT**

**OBJECTIVE 151.4: COORDINATION OF AIRPORT DEVELOPMENT AND IMPROVEMENTS AT THE SOUTHWEST FLORIDA INTERNATIONAL AIRPORT AND PAGE FIELD GENERAL AVIATION AIRPORT WITH ALL PERMITTING AGENCIES.** The Port Authority will coordinate with Lee County, the Southwest Florida Regional Planning Council, the Florida Department of Community Affairs, Federal Aviation Administration, and the Florida Department of Transportation to ensure that the development of the Southwest Florida International Airport and the Page Field General Aviation Airport is consistent with the Lee Plan.

**POLICY 151.4.1:** Port Authority staff will ensure that Lee County staff is directly involved in the review and approval process related to the ongoing update of the Airport Master Plan for Southwest Florida International Airport and Page Field General Aviation Airport. This mandatory inter-agency coordination will provide an official means for scheduled review and comment regarding Airport Master Plan Updates, related Lee Plan amendments, annual updates of the Airport Layout Plan and Capital Improvement Program, permitting for scheduled capital improvement projects, amendments to the Airport zoning approvals and compliance with the Lee County Land Development Code. (Added by Ordinance No. 04-16)

**POLICY 151.4.2:** The Port Authority will submit and County staff will review and provide comments regarding the following:

- (1) Scope and content of ongoing updates to the Airport Master Plan for Southwest Florida International Airport and Page Field General Aviation Airport pursued in accordance with Federal Aviation Administration Advisory Circular 150/5070-6 and the Florida Department of Transportation Guidebook for Airport Master Planning.

- (2) Consistency of proposed amendments to the Airport Master Plan and resulting Airport Layout Plan for Southwest Florida International Airport (Map 3F) and Page Field General Aviation Airport (Map 3G) with the Lee Plan, Land Development Code (LDC) and local zoning approvals.
- (3) Compatibility and compliance of individual CIP projects with the Lee Plan, LDC regulations, zoning approvals and other applicable regulations.
- (4) Proposed Lee Plan Amendments necessary to support revisions to the Airport Layout Plan for Southwest Florida International Airport (Map 3F) and Page Field General Aviation Airport (Map 3G), the Southwest Florida International Airport Proposed Development Schedule (Table 5(a)), the Page Field General Aviation Airport Proposed Development Schedule (Table 5(b)), the Airport Master Plans for Southwest Florida International Airport and Page Field General Aviation Airport, or CIP project list.

## GLOSSARY

**AIRPORT LAYOUT PLAN** - A map of existing and proposed airport property, facilities and development that is created as a result of the Airport Master Planning process. The Airport Layout Plan for Southwest Florida International Airport is adopted as Map 3F, and the Airport Layout Plan for Page Field General Aviation Airport is adopted as Map 3G.

**NON-AVIATION RELATED USES** - This phrase refers to the commercial and industrial land uses identified on the Southwest Florida International Airport Layout Plan (Map 3F), and Table 5 the Southwest Florida International Airport Proposed Development Schedule (Table 5(a)), the Page Field General Aviation Airport Layout Plan (Map 3G), and the Page Field General Aviation Airport Proposed Development Schedule (Table 5(b)). Non-aviation related uses are typically developed in non-aviation settings. Non-aviation uses may be enhanced by proximity to an airport, but these uses are not dependent on access to an airport. These uses could be developed in other locations within the County. Non-aviation related uses will be established on Airport lands through lease agreements with the Port Authority. The areas identified to accommodate these non-aviation uses are not necessary to support the primary aviation facilities comprising the Southwest Florida International Airport or the Page Field General Aviation Airport. Use of Airport lands for non-aviation use is intended to provide a revenue stream that may be used to enhance airport operations. Though located on airport property, the establishment of non-aviation uses is not necessary for the continued function of the primary aviation facilities associated with the airport.

**PAGE FIELD GENERAL AVIATION AIRPORT PROPOSED DEVELOPMENT SCHEDULE (TABLE 5(b))** - This Table depicts the proposed development schedule for the Page Field General Aviation Airport through the year 2025. The Table will be updated by Lee Plan amendment based on future Airport Master Plan and Airport Layout Plan updates.

**SOUTHWEST FLORIDA INTERNATIONAL AIRPORT PROPOSED DEVELOPMENT SCHEDULE (TABLE 5(a))** - This Table depicts the proposed development schedule for the Southwest Florida International Airport through the year 2030~~20~~.

**SUBSTANTIVE CHANGE** - As used in Policies 47.2.5 and 47.3.4, the term "substantive change" means development not specifically stated or identified in Table 5(a) or Table 5(b), or depicted on Map 3F or Map 3G.

## **Vision Statement**

**10. Gateway/Airport** - This Community is located South of SR 82, generally east of I-75, and north of Alico Road including those portions of the Gateway development that either have not been or are not anticipated to be annexed into the City of Fort Myers, the Southwest Florida International Airport and the properties the airport expects to use for its expansion, the lands designated as Tradeport, and the land designated as Industrial Development west of I-75 north of Alico Road. In addition to these two land use designations, properties in this community are designated New Community (the Gateway development), Airport, Density Reduction/Groundwater Resource (primarily the anticipated airport expansion areas), Rural, and General Interchange. The road network in this community is planned to change dramatically over time creating access to and from this community to the north, south, and east without relying on I-75. There are three distinct areas within this community. The Gateway portion of this community is the area where residential uses will occur. Gateway will be a thriving, nearly built-out, mixed-use community in 2020. The population of this community is anticipated to grow substantially from today to 2030.

The second area in this community is the Southwest Florida International Airport. The airport will be greatly expanded by 2030. The expanded airport will have a second parallel runway and a new terminal building that will more than double the existing capacity of the airport. Development will be guided by the Airport Layout Plan (as established through the airport master plan process) consistent with the Southwest Florida International Airport Proposed Development Schedule (Table 5(a)) and all other Lee Plan provisions.

## **SECTION THREE: LEGAL EFFECT OF THE "LEE PLAN"**

No public or private development will be permitted except in conformity with the Lee Plan. All land development regulations and land development orders must be consistent with the Lee Plan as amended.

#### SECTION FOUR: GEOGRAPHIC APPLICABILITY

The Lee Plan is applicable throughout the unincorporated area of Lee County, Florida, except in those unincorporated areas included in joint or interlocal agreements with other local governments that specifically provide otherwise.

#### SECTION FIVE: SEVERABILITY

The provisions of this ordinance are severable and it is the intention of the Board of County Commissioners of Lee County, Florida, to confer the whole or any part of the powers herein provided. If any of the provisions of this ordinance are held unconstitutional by a court of competent jurisdiction, the decision of that court will not affect or impair the remaining provisions of this ordinance. It is hereby declared to be the legislative intent of the Board that this ordinance would have been adopted had the unconstitutional provisions not been included therein.

#### SECTION SIX: INCLUSION IN CODE, CODIFICATION, SCRIVENERS' ERROR

It is the intention of the Board of County Commissioners that the provisions of this ordinance will become and be made a part of the Lee County Comprehensive Plan. Sections of this ordinance may be renumbered or relettered and the word "ordinance" may be changed to "section," "article," or other appropriate word or phrase in order to accomplish this intention; and regardless of whether inclusion in the code is accomplished, sections of this ordinance may be renumbered or relettered. The correction of typographical errors that do not affect the intent, may be authorized by the County Manager, or his or her designee, without need of public hearing, by filing a corrected or recodified copy with the Clerk of the Circuit Court.

#### SECTION SEVEN: EFFECTIVE DATE

The plan amendments adopted herein are not effective until a final order is issued by the DCA or Administrative Commission finding the amendment in compliance with Section 163.3184(9), Florida Statutes, or until the Administrative Commission issues a final order determining the adopted amendment to be in compliance in accordance with 163.3184(10), Florida Statutes, whichever occurs earlier. No development orders, development permits, or land uses dependent on this amendment may be issued or commence before the amendment has become effective. If a final order of noncompliance is issued by the Administration Commission, this amendment may nevertheless be made effective by adoption of a resolution affirming its effective status. A copy of such resolution will be sent to the DCA, Bureau of Local Planning, 2555 Shumard Oak Boulevard, Tallahassee, Florida 32399-2100.

Commissioner Hall made a motion to adopt the foregoing ordinance, seconded by Commissioners Mann. The vote was as follows:

Robert P. Janes	Aye
Brian Bigelow	Aye
Ray Judah	Aye
Tammara Hall	Aye
Frank Mann	Aye

DONE AND ADOPTED this 25<sup>th</sup> day of February, 2009

ATTEST:  
CHARLIE GREEN, CLERK

LEE COUNTY  
BOARD OF COUNTY COMMISSIONERS

BY: CR Hallum  
Deputy Clerk

BY: Ray Judah  
Ray Judah, Chairman

DATE: February 25, 2009

Approved as to form by:

Dawn E. Perry-Lehnert  
Dawn E. Perry-Lehnert  
County Attorney's Office

## EXHIBITS

- A - Map 3G
- B - Tables 5(a) and (b)
- C - Future Land Use Map

State of Florida  
County of Lee

I Charlie Green, Clerk of the Circuit Court for Lee County, Florida, do hereby certify this document to be a true and correct copy of the original document filed in the Minutes Department.

Given under my hand and official seal at Fort Myers, Florida, this 10<sup>th</sup> day of March, A.D. 2009

CHARLIE GREEN, CLERK

By: CR Hallum  
Deputy Clerk



EXHIBIT A

**TABLE 5a**  
**Southwest Florida International Airport**  
**Development Schedule**



Development	Existing (2008)	2020
<b>Landside</b>		
<b>Midfield Terminal Complex</b>	28 gates 798,000 SF as-built	Expand from 28 gates to 47 gates 1,278,900 SF (Total 2020 area)
<b>Auto Access</b>	Entrances at the intersections of Daniels Parkway at Chamberlin Parkway, Paul J. Doherty Parkway, and Fuel Farm Road (located east of Doherty Parkway). Access also from Daniels via Tree Line Ave. & Allico Road via Ben Hill Griffin Parkway to Terminal Access Road. Air Cargo Lane improvements from Chamberlin Pkwy - including a realigned Perimeter Road segment allowing freight transfer within the security fenced, airside/aviation area.	Rehab perimeter, service and fuel farm roads Expand Terminal Access Road entrance to 6 lanes Construct I-75 access Connector road for maintenance facilities New perimeter roads and midfield ATCT and ARFF access roads as part of parallel runway project Miscellaneous roadway improvements Add 6,800 SF to vehicle shop (Total maintenance area 29,800 SF)
<b>Airport Maintenance and Vehicle Maintenance Shop</b>	23,000 SF	
<b>Parking</b>	14,399 total existing spaces	
<b>Passenger</b>	11,451 spaces	
Hourly	2,519 spaces	Ultimately 5,126 total hourly spaces
Daily	8,942 spaces	Ultimately 9,342 total daily spaces
<b>Employee</b>	1,288 spaces	Total 2,088 employee spaces in 2020
<b>Taxi/Limo/Toll Booth</b>	150 spaces	Ultimately 200 total Taxi/Limo spaces
<b>Rental Cars</b>	1,500 spaces in midfield	Ultimately 3,000 total rental car spaces
<b>Cell Phone Lot</b>	100 spaces	
<b>Airport Training &amp; Conference Center</b>	16,000 SF	
<b>Gun Range</b>	8,500 SF	
<b>Rental Car North Side Service Areas</b>	39,000 SF	Relocate R-A-C service areas to midfield
<b>Airside</b>		
<b>Existing Runway 6-24</b>	12,000 ft. X 150 ft. runway	No improvements planned
<b>Parallel Runway 6R-24L</b>	Under design	Construct 9,100 ft. X 150 ft. Parallel Runway 6R-24L
<b>Taxiways</b>	Taxiway A-parallel taxiway to Runway 6-24, 12,000 ft. long X 75 ft. wide. Taxiway B-open taxiway that runs parallel to former terminal ramp for transitioning aircraft going from ramp to Taxiway A for approximately 1,580 ft. 12,000' parallel S. Taxiway F as-built with midfield construction.	Construct parallel taxiway north of Runway 6R-24L (9,100 ft. X 75 ft. wide) If new large Aircraft (NLA), then 100 ft. wide. Hold bay & by-pass improvements to Runway 6L-24R parallel taxiway. Construct dual cross-field connector taxiways (Approx. 4,215 ft. long X 75 ft. wide) If NLA, then 100 ft. wide. Construct a portion of south dual parallel taxiways with new parallel runway.
<b>Terminal Apron</b>	165,000 S.Y. at former terminal site 332,900 S.Y. at midfield as-built	Add 130,000 S.Y. at midfield for total midfield 462,900 S.Y.
<b>Air Cargo</b>	Total of 39,500 SF cargo buildings 69,000 S.Y. apron area	Expand cargo building facilities to 58,314 SF

**TABLE 5a  
Southwest Florida International Airport  
Development Schedule**



Development	Existing	2020
Airside (continued)		
Airline Freight Forwarding (Belly Cargo)	15,000 SF	New freight forwarding (belly cargo) facility of 15,000 SF in midfield area
General Aviation	8,000 SF FBO and hangar facility; 26,180 SF hangar space; 48,650 S.Y. apron area	Infrastructure for second FBO; Construct multi-use hangars (129,000 SF); Expand GA apron to 49,700 S.Y.
Aircraft Maintenance General Aviation Large Aircraft	Approximately 13,000 SF	Expand to 36,000 SF as necessary; Construct one hangar to accommodate aircraft including the Boeing 747. Land to accommodate an additional three hangars should be set aside; should it be needed in the future.
Air Traffic Control Tower (ATCT)	Height 76.94 ft., 8,600 SF	Relocate to midfield - same SF as existing 8,600 ft. or more. New height must be greater than 80 ft. AGL
Aircraft Rescue and Fire Fighting (ARFF)	14,000 SF	Add midfield ARFF Station
Fuel Farm	Commercial; Four (4) 420,000 gallon tanks Jet A; Fuel pumped from existing fuel farm area by a hydrant fueling system to the midfield area; General Aviation; (4) 15,000 gallon Jet A tanks; (1) 12,000 gallon 100LL tank	
Airline Catering	25,000 SF	
Miscellaneous		Relocate high voltage power lines; Upgrade airfield emergency generator; Helipad (111,000 SF); Develop multi-modal center
Rental Car Expansion		Rental car fuel farm
Non-Aviation Related Land Uses		Option 1
Commercial and Service		40,000 SF
Animal Kennel and Clinic		Construct 300 Rooms
Hotel		100,000 SF
Light Manufacturing/Assembly		44,300 SF
Gas Station/Convenience Store		Construct 3,500 SF w/ 24 pumps
Warehouse/Distribution		100,000 SF
Office		275,000 SF
		Option 2
		40,000 SF
		Construct 300 Rooms
		100,000 SF
		Construct 3,500 SF w/ 24 pumps
		60,800 SF
		275,000 SF

1. This table is for general phasing and major development items only. More specific detail is available in the annual Capital Improvement Plan (CIP) prepared by the Lee County Port Authority for the Southwest Florida International Airport.
2. All non-aviation related development will meet local land development code requirements such as open space requirements listed in LDC Sec. 10-415 and Wetland Impacts requirements listed in LDC Sec. 14-293. All development will be required to undergo local site and zoning review prior to local development order issuance. This Development includes 10% retail.
3. This development includes 10% retail.
4. Development within the "Potential Future Development Area" will require amendment of the Lee Plan prior to development.

# Page Field General Aviation Airport

Table 5(b)



Existing vs. Proposed Development 2020-2025(1)			
Development	Existing	Thru 2020(2)	Thru 2025(3)
<b>Landside Intensity (Terminal and Access Facilities)(4)</b>			
Total Landside Intensity (See below for facilities by quadrant)	98,100± sq. ft.	20,000± sq. ft.	
Vehicular Parking(5)	675 Spaces		
<i>Landside Intensity by Quadrant</i>			
<i>North Quadrant</i>			
<i>Buildings &amp; Structures</i>	85,557± sq. ft.		
<i>Vehicular Parking</i>	545 spaces		
<i>East Quadrant</i>			
<i>Buildings &amp; Structures</i>	1,250± sq. ft.	20,000± sq. ft.	
<i>Vehicular Parking</i>	15 Spaces		
<i>South Quadrant</i>			
<i>Buildings &amp; Structures</i>	11,209± sq. ft.		
<i>Vehicular Parking</i>	115 Spaces		
<i>West Quadrant</i>			
<i>Buildings &amp; Structures</i>	--		
Auto Access	Main terminal entrance from Danley Drive; Terminal Drive; Airport facilities accessways from Danley Drive; Airport facility access from Landingview Way	Airport Perimeter Road; New General Aviation facility access; North quadrant hangar access roads; Terminal Drive realignment; Fuel farm access; South Road/Danley Drive realignment	
<b>Airside Intensity (Aviation Operations and Support Facilities)(6)</b>			
Airfield Facilities			
Runway 05-23	6,401 ft. x 150 ft. Runway		
Runway 13-31	4,997 ft. x 150 ft. Runway		
Aprons/Ramps	217,100± sq. yds.	62,200± sq. yds.	
Primary Taxiways			
Taxiway A	6,401± ft. Taxiway		
Taxiway B	4,997± ft. Taxiway		
Taxiway C	6,547± ft. Taxiway		
Taxiway D	2,897± ft. Taxiway		
Taxiway E	1,860± ft. Taxiway	1,052± ft. Taxiway	
Future Aviation-support Facilities Identified in Airport Master Plan		4,000 sq. yd. 163 Total Based Hangars 18-20 Multi-use Itinerant Hangars	

# Page Field General Aviation Airport

Table 5(b)

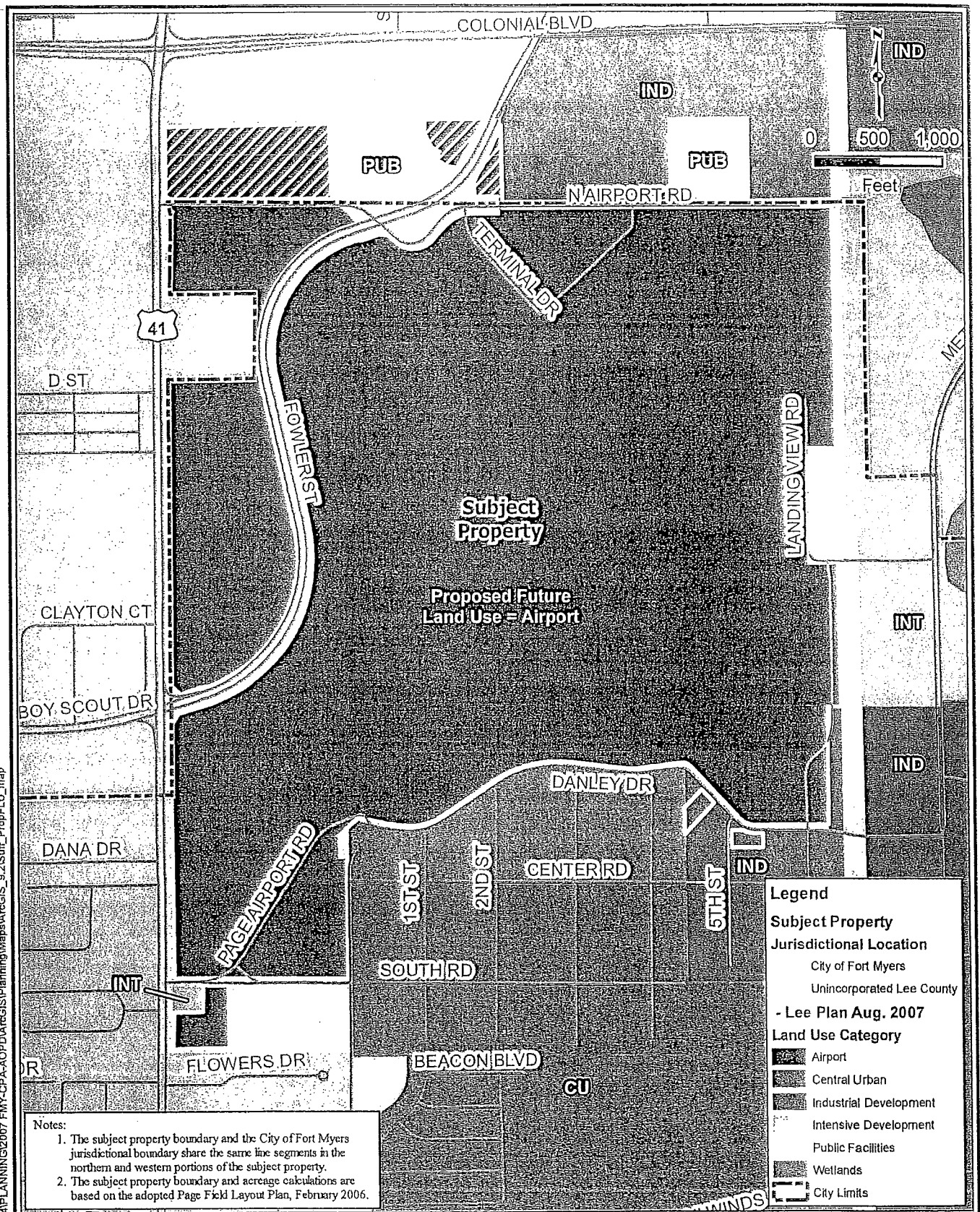


Existing vs. Proposed Development 2020-2025(1)			
Development	Existing	Thru 2020(2)	Thru 2025(3)
Aviation-support Facilities (See below for facilities by quadrant)	332,991± sq. ft.	100,660± sq. ft.	
<i>Aviation-support Facilities by Quadrant</i>			
<i>North Quadrant</i>			
Hangars		34,658± sq. ft.	
Accessory Office		1,470 sq. ft.	
<i>East Quadrant</i>			
Hangars	135,923± sq. ft.	10,850± sq. ft.	
Accessory Office		4,682± sq. ft.	
<i>South Quadrant</i>			
Hangars	197,068± sq. ft.		
<i>West Quadrant</i>			
Terminal		25,000± sq. ft.	
Hangars		24,000± sq. ft.	
<b>Non-aviation Intensity</b>			
<b>Existing Facilities</b>			
Commercial			
Retail	304,622± sq. ft.		
Service	108,465± sq. ft.		
Office			
Medical	35,490± sq. ft.		
Non-medical	7,056± sq. ft.		
Light Industrial	211,658± sq. ft.		
<b>Intensity by Use - Vacant Non-aviation Parcels(7)</b>			
Commercial (Retail & Service)			80,000± sq. ft.
Office (Medical & Non-medical)			33,000± sq. ft.
Light Industrial			40,000± sq. ft.

Source: Page Field General Aviation Airport, Master Plan Update, 2002; Page Field Airport Layout Plan, 2006; Lee County Port Authority.

**Notes:**

- (1) The adopted Page Field Airport Master Plan (May 2002) was developed with a 2020 planning horizon. The adopted Airport Layout Plan (February 2006) has a 2025 planning horizon. As of May 2008, LCPA has initiated a process to update the Airport Master Plan through the 2030 planning horizon. Upon completion of the airport master plan update, LCPA will submit an appropriate Lee Plan amendment application to update the Airport Master Plan to reflect a 2030 planning horizon.
- (2) Data for the projected facilities demand are from Exhibit 5-1, Facility Requirement Summary, Page Field General Aviation Airport, Master Plan Update, 2002.
- (3) Data for non-aviation facilities are based on the adopted Page Field Airport Layout Plan, 2006.
- (4) Landside facilities consist of the terminal, non-aviation related structures on the airport property and the access system, which includes vehicular parking.
- (5) Future aviation and non-aviation development at Page Field will comply with the parking requirements of the Lee County Land Development Code.
- (6) Airside facilities are those required for aviation operations, including runways and ramps. Airside aviation-support facilities include aircraft hangars, maintenance facilities and office facilities that are accessory uses to the primary aviation-related use.
- (7) Intensity data for the vacant Page Field non-aviation parcels are estimates based on the size and anticipated use of the parcels through the 2025 planning horizon.



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## Proposed Future Land Use

DATE	PROJECT	FILE NO.	SCALE	EXHIBIT NO.
06/20/08	20033734-127	00-00-00	As Shown	4-B

**CPA 2007-48  
PAGE FIELD AIRPORT LAYOUT PLAN  
PORT BOARD SPONSORED  
AMENDMENT  
TO THE**

---

**LEE COUNTY COMPREHENSIVE PLAN**

---

**THE LEE PLAN**

**Lee County Port Authority Sponsored Application  
and Staff Analysis**

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**BoCC Adoption Document**

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*Lee County Planning Division  
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**February 25, 2009**



**LEE COUNTY  
DIVISION OF PLANNING  
STAFF REPORT FOR  
COMPREHENSIVE PLAN AMENDMENT  
CPA 2007-48**



Text Amendment



Map Amendment

✓	<b>This Document Contains the Following Reviews:</b>
✓	Staff Review
✓	Local Planning Agency Review and Recommendation
✓	Board of County Commissioners Hearing for Transmittal
✓	Staff Response to the DCA Objections, Recommendations, and Comments (ORC) Report
✓	Board of County Commissioners Hearing for Adoption

STAFF REPORT PREPARATION DATE: August 22, 2008

**PART I - BACKGROUND AND STAFF RECOMMENDATION**

**A. SUMMARY OF APPLICATION**

**1. APPLICANT:**

The Lee County Port Authority, represented by Joseph W. Grubbs, Ph.D., AICP, Johnson Engineering, Inc. And J. Ronald Ratliff, AICP, Reynolds, Smith, & Hills, Inc.

**2. REQUEST:**

Amend the Future Land Use Map Series Map 1 to change the Future Land Use designation of a specified portion of the Page Field Airport property from the "Public Facilities" Future Land Use Category to the "Airport" Future Land Use Category. Revise Map 3G to reflect the latest approved Airport Layout Plan. Amend: the Vision Statement; the Future Land Use Element; the Ports, Aviation, and Related Facilities sub-element of the Transportation Element; the Intergovernmental Coordination Element; and, the Glossary of the Lee Plan to incorporate the Page Field Airport Master Plan, Airport Layout Plan, into the Lee Plan thereby exempting the airport from the DRI process pursuant to section 163.3177(6)(k), F.S.

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

- 1. RECOMMENDATION:** Planning staff recommends that the Board of County Commissioners adopt the proposed amendment to the Lee Plan. This recommendation



includes two map amendments, replacing Map 3G and placing Page Field into the "Airport" Future Land Use category. The recommended text changes are included in Part V. Section C. below near the end of this report.

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

- Page Field is an established, publicly owned general aviation airport.
- The proposed plan amendment is being undertaken for the specific purpose of incorporating the results of the ongoing Airport Master Plan Update process.
- The proposed amendment to the "Airport" Future Land Use category accurately reflects the extent of the Page Field General Aviation complex.
- FS 163.3177(6)(j) and (k) allow local jurisdictions, like Lee County, to incorporate an airport master plan for a licensed publicly owned and operated airport into the local comprehensive plan. This section also provides that any subsequent amendments to the airport master plan can also be incorporated into the local comprehensive.
- The Page Field has primarily served the general aviation community since 1983 as a result of shifting all air carrier operations with scheduled passenger service to then Southwest Florida Regional Airport, now Southwest Florida International Airport (SWFIA).
- The Federal Aviation Administration (FAA) has designated Page Field as a "Reliever Airport." Maintaining Page Field as a General Aviation Airport protects the carrying capacity of the Southwest Florida International Airport.
- FS 163.3177(6)(k) provides that development or expansion of an airport consistent with the adopted airport master plan as incorporated into the local comprehensive plan "shall not be a development of regional impact."
- The proposed amendment provides sound planning coordination between Lee County staff and the Port Authority staff.
- Page Field offers critical services that contribute to the vitality of Lee County. General aviation plays a vital role in the economic and transportation systems, offering opportunities for training new pilots, sightseeing, the transportation of heavy loads by helicopter, and flying for business or personal reasons.
- The size, complexity and volume of projects planned and constructed at Page Field Airport, in addition to new statutory requirements relating to airport master plans and comprehensive plan elements, makes it prudent and appropriate to establish a system of coordinated review between the Airport and various County departments. The proposed revisions to the Intergovernmental Coordination Element adequately address this need for increased coordination.

- The applicant corrected the ZData by including the proposed development parameters and reran the Lee County MPO's 2030 Financially Feasible Plan FSUTMS model set.
- All of the identified problem roadway segments are fairly well removed from Page Field. The Page Field development contemplated in this proposed amendment would directly access Fowler Street. Fowler Street is not identified as having a future level of service problem.
- The Public benefit of the amendment outweighs the level of service issue on several roadways that have this issue with the amendment or without the amendment. Public benefits include supporting urban infill, supporting the provision of transit services, and accommodating non-aviation related development at the Airport to generate revenue to support the operations of Page Field. Additional revenue sources makes Page Field more self-sustaining and obviating the need for tapping into other, limited transportation revenue sources.
- A compact and contiguous development pattern will be maintained through this amendment. The proposed amendment will not promote urban sprawl, as the subject property is located adjacent to a significant amount of existing and approved urban development. An examination of the surrounding land uses shows that the area surrounding the subject property is urban or is rapidly urbanizing.
- The proposed amendment does not accommodate additional residential development on the Lee Plan's Future Land Use Map. The proposed amendment will not affect Lee County population projections. Continued expansion of the facility is the result of increased growth in the southwest Florida region.
- A review of the Florida Site File indicates that no significant archaeological or historical sites are recorded for or likely to be present within the project area.
- The proposed amendment will have no affect on the School Board's plans to accommodate growth in the County.
- The proposed amendment will have minimal impacts on parks, recreation and open space.
- Lee County EMS currently provides emergency medical services to Page Field. Lee County EMS has concluded that this amendment will not create a negative impact on service levels.
- The Lee County Solid Waste Disposal System will have sufficient capacity to manage and dispose of the materials anticipated to be generated by the planned expansions at Page Field.
- The Lee County Utilities system has adequate existing or planned capacity to provide an adequate level of service to accommodate the expanded uses.

- Significant non-aviation development has already been established at Page Field including Page Field Commons and Page Field Medical Village. The Airport Master Plan and the Airport Layout Plan accommodated additional non-aviation development on the subject site.

**C. ORIGINAL RECOMMENDED LEE PLAN TEXT AMENDMENT (at time of Transmittal)**

The following changes to the adopted text of the Lee Plan are proposed to incorporate the "Page Field Airport Master Plan Airport Layout Plan" (Map 3G) and the "Page Field General Aviation Airport" Development Schedule (Table 5(b)) as adopted through the ongoing Airport Master Plan process. The specific proposed language changes are included below:

**FUTURE LAND USE ELEMENT:**

**OBJECTIVE 1.2: SOUTHWEST FLORIDA INTERNATIONAL AIRPORT AND PAGE FIELD GENERAL AVIATION AIRPORT AREAS.** Designate on the Future Land Use Map adequate land in appropriate locations to accommodate the projected growth needs of the Southwest Florida International Airport and the business and industrial areas related to it, as well as research and development activities and other non-aviation related development that is not necessarily related to the airport, through the year 2030. Designate on the Future Land Use Map existing and proposed development areas for Page Field General Aviation Airport. The Lee County Port Authority desires to establish non-aviation related uses to provide a supplementary revenue source as well as providing an opportunity for businesses that desire a location on airport property. Designate on the respective Airport Layout Plans suitable areas to accommodate these desired uses and provide general policy guidance as to how these uses will be developed. These categories are also considered Future Urban Areas. (Amended by Ordinance No. 94-30, 02-02, 04-16, 07-12)

**POLICY 1.2.1:** Airport Hlands includes the existing facility and projected growth areas for the Southwest Florida International Airport's ~~existing facility and projected growth areas and Page Field General Aviation Airport~~ through the year 2030. ~~These areas will~~ The Airport Lands comprising the Southwest Florida International Airport includes airport and airport-related development as well as non-aviation land uses as proposed in the approved 2003 Airport Master Plan update and as depicted on the Airport Layout Plan sheet (Map 3F) and the Southwest Florida International Airport Proposed Development Schedule (Table 5(a)). This mix of uses is intended to support the continued development of the Southwest Florida International Airport. Future development at the Southwest Florida International Airport will also include non-aviation related land uses such as hotels/motels, light industrial, service stations, ancillary retail/shopping, and office development. Any future airport expansion or development of aviation-related and non-aviation uses at Southwest Florida International Airport will offset environmental impacts through the Airport Mitigation Lands Overlay (Map 3M) or other appropriate mitigation acceptable to the permitting agencies and to Lee County. The physical design of the airport expansion will minimize any degradation of the recharge capability of land being developed. Airport expansion beyond the present boundaries will be subject to necessary amendments to the Lee Plan.

All development on Airport Hlands comprising Southwest Florida International Airport must be consistent with Map 3F and Table 5(a). Map 3F depicts the planned expansion of the Southwest Florida International Airport through 2020.

Future development on Airport Lands comprising Page Field General Aviation Airport must be consistent with Objective 1.9 and related policies as well as Map 3G and Table 5(b).

If the airport master planning process precipitates a substantive change to the Airport Layout Plan (Map 3F or Map 3G ), then the Port Authority must amend Map 3F or Map 3G, as appropriate, prior to obtaining local development approval.

The non-aviation related development areas have been depicted on the approved Airport Layout Plan sheets (Maps 3F and 3G). These uses will be constructed upon Airport lands with long term leases. All development within the non-aviation land use areas will be subject to mitigation requirements for wetland impacts. Mitigation of wetland impacts will be in accordance with the U.S. Army Corps of Engineers and South Florida Water Management District requirements. To the greatest extent reasonably possible, development of non-aviation land use areas must avoid wetland impacts. All non-aviation land use development will meet the indigenous vegetation requirements set forth in the Lee County Land Development Code. (Amended by Ordinance No. 94-30, 00-22, 04-16, 07-12)

**POLICY 1.2.4:** The Airport AOPD zoning resolution must be amended before any non-aviation related uses can be developed at the Southwest Florida International Airport. The intensity of the proposed aviation and non-aviation land uses at Southwest Florida International Airport must be consistent with Lee Plan Table 5(a). The Page Field General Aviation Airport project must be rezoned to AOPD prior to development of the new non-aviation uses proposed in Map 3G and Table 5(b). (Added by Ordinance No. 04-16)

**OBJECTIVE 1.9 PAGE FIELD GENERAL AVIATION AIRPORT.** Page Field General Aviation Airport plays a vital role as a reliever airport facility to Southwest Florida International Airport. In its role as a reliever airport, Page Field reduces general aviation traffic from Southwest Florida International Airport, thereby increasing the capacity and efficiency of the International Airport. Therefore, it is important to designate the land comprising the Page Field General Aviation Airport as Airport Lands on the Future Land Use Map. 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 1.9.1:** In order to create the revenue source necessary to maintain Page Field General Aviation Airport as a viable aviation operation and reliever to Southwest Florida International Airport, 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 Federal Aviation Administration 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 1.9.2:** The Page Field Airport Layout Plan (Map 3G) identified existing facilities and projected growth areas for both aviation and non-aviation uses through 2025. The mix of uses is identified on Table 5(b). This mix of uses is intended to support the continued future development

of Page Field General Aviation Airport and includes aviation and non-aviation related land uses such as light industrial and office development and expands the non-aviation uses to include retail development. Development of the aviation and non-aviation uses on Page Field General Aviation Airport property must be consistent with Map 3G and Table 5(b) and will be required to comply with the Lee County Land Development Code regulations, including, but not limited to, the impact fee regulations. Any 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 1.9.3:** If the Port Authority determines expansion of the Page Field General Aviation Airport boundaries are necessary in order to provide continued viability to Page Field as a reliever to Southwest Florida International Airport, then the Port Authority will amend Map 3G, Table 5(b) and the Future Land Use Map to reflect the land added to Page Field General Aviation Airport.

**POLICY 1.9.4:** The Page Field Airport Master Plan and Airport Layout Plan will be updated no less than every 5-8 years, with the next amendment anticipated to be approved by the Federal Aviation Administration in 2010. 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 1.9.5:** 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 Southwest Florida International Airport 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 1.9.6:** Development on Page Field lands must be consistent with the Airport Layout Plan (Map 3G). If the Page Field Airport Master Plan or Airport Layout Plan set is amended or updated by the Port Authority in a manner that constitutes a substantive change from Map 3G or Table 5(b), local development order approval may be delayed or denied pending a Lee Plan Amendment, by the Port Authority, with respect to Map 3G and Table 5(b).

**POLICY 1.9.7:** Non-aviation development areas at Page Field Airport, as depicted on Map 3G, will be developed under long term land leases. All non-aviation development must comply with Land Development Code regulations, including payment of impact fees. The intensity of non-aviation development must be consistent with Table 5(b).

**POLICY 1.9.8:** Future non-aviation areas depicted on the Airport Layout Plan (Map 3G) will be developed, to the greatest extent possible, within existing upland areas. Impacts to wetlands in the future non-aviation areas will be minimized by site design whenever possible in compliance with the Lee County Land Development Code.

**POLICY 1.9.9:** 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 Land Development Code.

## TRANSPORTATION ELEMENT

**OBJECTIVE 47.1: ECONOMIC GROWTH.** To aid in the diversification of the county's economic growth ~~The capacity and long term development of the Southwest Florida International Airport and Page Field General Aviation Airport will be expanded in compliance with Maps 3F and 3G, and Table 5(a) and 5(b), to aid in the diversification of the county's economic growth.~~ 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. (Amended by Ordinance No. 98-09, 99-15, 04-16)

**POLICY 47.1.1:** The Port Authority will coordinate the implementation of scheduled infrastructure and facility improvements for the Southwest Florida International Airport and Page Field General Aviation Airport consistent with the approved Airport Layout Plan sheets (Map 3F and Map 3G, respectively) ~~and the Southwest Florida International Airport Proposed Development Schedules (Table 5(a) and (b), respectively).~~ (Amended by Ordinance No. 98-09, 99-15, 04-16)

**POLICY 47.2.5:** The county will 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 land development code to prohibit development that is incompatible with the Southwest Florida International Airport or Page Field General Aviation Airport; ~~and,~~ to ensure future economic enhancement consistent with Objective 46.2. Future updates of the Southwest Florida International Airport Master Plan and Page Field General Aviation Airport Master Plan that precipitate substantive changes to the Airport Layout Plans (Map 3F and Map 3G, respectively) will require a Lee Plan Amendment prior to local permitting approval for the affected airport. In accordance with FAA requirements, the Southwest Florida International Airport Master Plan and corresponding Airport Layout Plan (Map 3F) will be comprehensively updated at least once every 5 to 8 years. (Amended by Ordinance No. 99-15, 04-16)

**POLICY 47.3.4:** The proposed development schedule for the Southwest Florida International Airport through the year 2020 is depicted in Table 5(a) of the Lee Plan. The proposed development schedule for the Page Field General Aviation Airport through the year 2025 is depicted in Table 5(b) of the Lee Plan. ~~This Table~~ These Tables includes both aviation and non-aviation related development. If the FAA/FDOT mandate navigational improvements (NAVAIDS) or require improvements related to Airport security or safety at Southwest Florida International Airport 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 ~~either~~ Table 5(a), Table 5(b), or Map 3F, or Map 3G, then the Port Authority must pursue a Lee Plan amendment incorporating the changes in the next available amendment cycle. (Added by Ordinance No. 04-16)

**POLICY 47.6.1:** 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 Southwest Florida International Airport and Page Field General Aviation Airport. Additional specific coordination requirements are contained in Objective 151.4 and subsequent policies. (Amended by Ordinance No. 99-15, 04-16).

## **INTERGOVERNMENTAL COORDINATION ELEMENT**

**OBJECTIVE 151.4: COORDINATION OF AIRPORT DEVELOPMENT AND IMPROVEMENTS AT THE SOUTHWEST FLORIDA INTERNATIONAL AIRPORT AND PAGE FIELD GENERAL AVIATION AIRPORT WITH ALL PERMITTING AGENCIES.** The Port Authority will coordinate with Lee County, the Southwest Florida Regional Planning Council, the Florida Department of Community Affairs, Federal Aviation Administration, and the Florida Department of Transportation to ensure that the development of the Southwest Florida International Airport and the Page Field General Aviation Airport is consistent with the Lee Plan. (Added by Ordinance No. 04-16)

**POLICY 151.4.1:** Port Authority staff will ensure that Lee County staff is directly involved in the review and approval process related to the ongoing update of the Airport Master Plan for Southwest Florida International Airport and Page Field General Aviation Airport. This mandatory inter-agency coordination will provide an official means for scheduled review and comment regarding Airport Master Plan Updates, related Lee Plan amendments, annual updates of the Airport Layout Plan and Capital Improvement Program, permitting for scheduled capital improvement projects, amendments to the Airport zoning approvals and compliance with the Lee County Land Development Code. (Added by Ordinance No. 04-16)

**POLICY 151.4.2:** The Port Authority will submit and County staff will review and provide comments regarding the following:

- (1) Scope and content of ongoing updates to the Airport Master Plan for Southwest Florida International Airport and Page Field General Aviation Airport pursued in accordance with Federal Aviation Administration Advisory Circular 150/5070-6 and the Florida Department of Transportation Guidebook for Airport Master Planning.
- (2) Consistency of proposed amendments to the Airport Master Plan and resulting Airport Layout Plan for Southwest Florida International Airport (Map 3F) and Page Field General Aviation Airport (Map 3G) with the Lee Plan, Land Development Code (LDC) and local zoning approvals.

(3) Compatibility and compliance of individual CIP projects with the Lee Plan, LDC regulations, zoning approvals and other applicable regulations.

(4) Proposed Lee Plan Amendments necessary to support revisions to the Airport Layout Plan for Southwest Florida International Airport (Map 3F) and Page Field General Aviation Airport (Map 3G), the Southwest Florida International Airport Proposed Development Schedule (Table 5(a)), the Page Field General Aviation Airport Proposed Development Schedule (Table 5(b)), the Airport Master Plans for Southwest Florida International Airport and Page Field General Aviation Airport, or CIP project list. (Added by Ordinance No. 04-16)

## GLOSSARY

**AIRPORT LAYOUT PLAN** - A map of existing and proposed airport property, facilities and development that is created as a result of the Airport Master Planning process. The Airport Layout Plan for Southwest Florida International Airport is adopted as Map 3F, and the Airport Layout Plan for Page Field General Aviation Airport is adopted as Map 3G. (Added by Ordinance No. 04-16)

**NON-AVIATION RELATED USES** - This phrase refers to the commercial and industrial land uses identified on the Southwest Florida International Airport Layout Plan (Map 3F), and Table 5 the Southwest Florida International Airport Proposed Development Schedule (Table 5(a)), the Page Field General Aviation Airport Layout Plan (Map 3G), and the Page Field General Aviation Airport Proposed Development Schedule (Table 5(b)). Non-aviation related uses are typically developed in non-aviation settings. Non-aviation uses may be enhanced by proximity to an airport, but these uses are not dependent on access to an airport. These uses could be developed in other locations within the County. Non-aviation related uses will be established on Airport lands through lease agreements with the Port Authority. The areas identified to accommodate these non-aviation uses are not necessary to support the primary aviation facilities comprising the Southwest Florida International Airport or the Page Field General Aviation Airport. Use of Airport lands for non-aviation use is intended to provide a revenue stream that may be used to enhance airport operations. Though located on airport property, the establishment of non-aviation uses is not necessary for the continued function of the primary aviation facilities associated with the airport. (Added by Ordinance No. 04-16)

**PAGE FIELD GENERAL AVIATION AIRPORT PROPOSED DEVELOPMENT SCHEDULE (TABLE 5(b))** - This Table depicts the proposed development schedule for the Page Field General Aviation Airport through the year 2025. The Table will be updated by Lee Plan amendment based on future Airport Master Plan and Airport Layout Plan updates.

**SOUTHWEST FLORIDA INTERNATIONAL AIRPORT PROPOSED DEVELOPMENT SCHEDULE (TABLE 5(a))** - This Table depicts the proposed development schedule for the Southwest Florida International Airport through the year 2030. (Added by Ordinance No. 04-16, Amended by Ordinance No. 07-12)



**SUBSTANTIVE CHANGE** - As used in Policies 47.2.5 and 47.3.4, the term "substantive change" means development not specifically stated or identified in Table 5(a) or Table 5(b), or depicted on Map 3F or Map 3G. (Added by Ordinance No.04-16)

## **Vision Statement**

**10. Gateway/Airport** - This Community is located South of SR 82, generally east of I-75, and north of Allico Road including those portions of the Gateway development that either have not been or are not anticipated to be annexed into the City of Fort Myers, the Southwest Florida International Airport and the properties the airport expects to use for its expansion, the lands designated as Tradeport, and the land designated as Industrial Development west of I-75 north of Allico Road. In addition to these two land use designations, properties in this community are designated New Community (the Gateway development), Airport, Density Reduction/Groundwater Resource (primarily the anticipated airport expansion areas), Rural, and General Interchange. The road network in this community is planned to change dramatically over time creating access to and from this community to the north, south, and east without relying on I-75. There are three distinct areas within this community. The Gateway portion of this community is the area where residential uses will occur. Gateway will be a thriving, nearly built-out, mixed-use community in 2020. The population of this community is anticipated to grow substantially from today to 2030.

The second area in this community is the Southwest Florida International Airport. The airport will be greatly expanded by 2030. The expanded airport will have a second parallel runway and a new terminal building that will more than double the existing capacity of the airport. Development will be guided by the Airport Layout Plan (as established through the airport master plan process) consistent with the Southwest Florida International Airport Proposed Development Schedule (Table 5(a)) and all other Lee Plan provisions.

## **D. BACKGROUND INFORMATION**

### **1. EXISTING CONDITIONS:**

**SIZE OF PROPERTY:** 583.15 acres.

**PROPERTY LOCATION:** The airport property is generally located on the east side of U.S. 41, south of Colonial Boulevard.

**EXISTING USE OF LAND:** The airport property is developed as an operating general aviation airport; The subject site also contains several non-aviation related developments such as Page Field Commons, and Page Field Medical Village.

**CURRENT ZONING:** IL, MPD, & CPD, (Lee County) and I-1, A-3, & B-2 (City of Ft. Myers).

**CURRENT FUTURE LAND USE CATEGORY:** Public Facilities and Industrial Development.

## 2. BACKGROUND DISCUSSION:

The Lee County Port Authority has the responsibility of managing the planning, development and operation of the Southwest Florida International Airport and Page Field. These airports are the only publically funded and maintained airports in Lee County. These airports provide service for the rapidly growing aviation needs of the region. This amendment is concerned with Page Field General Aviation Airport. Concerning the ownership and operation of Page Field, the application provides the following discussion:

*Page Field is owned by the Lee County Board of County Commissioners and operated by the Lee County Port Authority under the direction of the Lee County Board of Port Commissioners. Page Field Airport is included within the National Plan of Integrated Airport System (NPIAS), which is published by the U.S. Department of Transportation, and the Florida Aviation system Plan (FASP). A former military training base and air carrier airport, Page Field no longer has any regular scheduled flights. The airport is designated as a public use General Aviation - Reliever Airport according to NPIAS. Page Field was designated a reliever airport to facilitate a reduction in the demand at the local area commercial service airports, including Southwest Florida International Airport, of the smaller aircraft associated with General Aviation operations.*

Concerning the location of Page Field, the application provides the following:

*The Subject Property, commonly referred to as the Page Field General Aviation Airport (i.e., Page Field), is located approximately four miles south of downtown Fort Myers and is bounded by U.S. 41 on the west, North Airport Road on the north, by a mix of residential and industrial uses on the east, and by Danley Drive on the south side.*

Concerning the existing uses of Page Field, the application provides the following discussion:

*A majority of the property comprising Page Field is located within the jurisdictional limits of Lee County. However, a small portion of Airport property along the north and northwest side of the Airport falls within the incorporated limits of the City of Fort Myers. The Airport itself occupies approximately 583.15± total acres of land. Airport facilities include a 6,400-foot and a 4,997-foot runway which serve general aviation aircraft exclusively; a 6,259 square foot general aviation terminal complex; parking spaces for 600 vehicles; an aircraft rescue and fire fighting (ARFF) building; and an air traffic control tower; and various private general aviation aircraft hangars. The Page Field North Building (former Terminal) is a 64,450 square foot non-aviation, industrial use facility located within the airport boundary. This facility is currently under lease by the Florida Department of Law Enforcement and the Florida Highway Patrol...*

*...In addition to traditional general aviation uses, the Lee County Port Authority has developed some of the property within the Airport for compatible non-aviation uses. These uses include the existing developments referred to as Page Field Commons and Page Field Medical Village, as well as a limited number of other parcels currently being considered for initial development or re-development. The development of these non-aviation uses promote the financial self-sufficiency of Page Field, which is required by Federal law.*

As the application indicates, Page Field is an integral component of the regional transportation infrastructure system. The Port Authority prepares a plan, the Airport Master Plan, with periodic updates to provide a comprehensive analysis of current airport facilities and a determination of trends and activities affecting the Airport and its environment. The Airport Master Plan and updates are based on the criteria and standards set forth by both the Federal Aviation Administration (FAA) and the Florida Department of Transportation (FDOT).

The application provides the following background discussion:

*Development of Regional Impact (DRI) requirements for Florida airports have historically been redundant, costly, and time consuming. The airport master planning process, as required by the Federal Aviation Administration and the Florida Department of Transportation, reviews and analyzes much of the same data as has been required by state DRI regulations. As such, in July 2002, the Florida Legislature adopted revised language that allows incorporation of an Airport Master Plan into the local Comprehensive Plan in lieu of the application of state DRI requirements on Florida airports.*

*In September 2004, the Board of Port and County Commissioners amended the Lee County Comprehensive Plan to include the RSW Airport Master Plan to take advantage of this new state legislation. RSW was the second airport in Florida to initiate this approach, which saved millions of dollars and years of time and allowed for the opening of the RSW Midfield Terminal Complex in 2005, and most airports in Florida are now doing the same. This process provides a more comprehensive approach by recognizing airports as an integral part of the transportation infrastructure necessary to the economic success of Florida and blends regional transportation infrastructure into local and regional planning efforts.*

*Considering that this measure was successfully completed for RSW and the fact that development at Page Field continues to advance, Lee County and Port Authority staff recommend initiating the same Comprehensive Plan Amendment process for Page Field that is anticipated to yield the same long-term benefits. On March 12, 2007, the Port Board approved a task with Johnson Engineering, Inc., to analyze and prepare an amendment application to the Lee County Comprehensive Plan in order to incorporate the Page Field Airport Master Plan. Lee County and Port Authority staff members have met several times over the last few months to review and coordinate the contents of the draft plan amendment application which has resulted in a cooperative effort between the two agencies.*

As noted above, the Florida Legislature adopted Chapter 2002-20, Laws of Florida, which amends FS 163.3177(6) to create a new subsection (k) specifically allowing incorporation of an Airport Master Plan into the comprehensive plan as part of the transportation element. This portion of the Florida Statutes reads as follows:

*(k) An airport master plan, and any subsequent amendments to the airport master plan, prepared by a licensed publicly owned and operated airport under s. 333.06 may be incorporated into local government comprehensive plan by the local government having*

*jurisdiction under this act for the area in which the airport or projected airport development is located by the adoption of a comprehensive plan amendment. In the amendment to the local comprehensive plan that integrates the airport master plan, the comprehensive plan amendment shall address land use compatibility consistent with chapter 333 regarding airport zoning; the provision of regional transportation facilities for the efficient use and operation of the transportation system and airport; consistency with the local government transportation circulation element and applicable metropolitan planning organization long-range transportation plans; and the execution of any necessary interlocal agreements for the purposes of the provision of public facilities and services to maintain the adopted level of service standards for facilities subject to concurrency; and may address airport-related or aviation-related development. Development or expansion of an airport consistent with the adopted airport master plan that has been incorporated into the local comprehensive plan in compliance with this part, and airport-related or aviation-related development that has been addressed in the comprehensive plan amendment that incorporates the airport master plan, shall not be a development of regional impact. Notwithstanding any other general law, an airport that has received a development-of-regional-impact development order pursuant to s. 380.06, but which is no longer required to undergo development-of-regional-impact review pursuant to this subsection, may abandon its development-of-regional-impact order upon written notification to the applicable local government. Upon receipt by the local government, the development-of-regional-impact development order is void.*

FS 163.3177(6)(k) allows local jurisdictions, like Lee County, to incorporate an airport master plan for a licensed publicly owned and operated airport, like Page Field Airport, into the local comprehensive plan. Page Field is licensed by the Florida Department of Transportation as a publicly owned and operated airport per FS 333.06. FS 163.3177(6)(k) also provides that any subsequent amendments to the airport master plan can also be incorporated into the local comprehensive. In addition, FS 163.3177(6)(k) provides that development or expansion of an airport consistent with the adopted airport master plan as incorporated into the local comprehensive plan "shall not be a development of regional impact."

In response to these statutory changes the Board of County Commissioners initiated this publically sponsored amendment providing for the incorporation of the Airport Master Plan into the Lee Plan. Concerning the benefits to the community in incorporating the Airport Master Plan and the Airport Layout Plan into the Lee Plan, the application provides the following brief discussion:

*The requested Comprehensive Plan Amendment provides a number of benefits to the community. The continued growth in Lee County requires adequate, safe, and reliable aviation transportation; however, aircraft noise, airspace conflict, possible electronic interference with aviation navigation aids, and the potential for interaction between aircraft and wildlife attractants become major constraints on further development. The Airport Master Plan promotes coordinated aviation planning among federal, state, regional, and local agencies. Incorporation of the Page Field Master Plan and Airport Layout Plan set will allow the County to easily facilitate the establishment and maintenance of compatible land uses around the facility.*

*It is critical that airports operate in an environment that maximizes the compatibility of the airport with off-airport development. Page Field must progress to maintain and continue to capture more of the Southwest Florida market share of general aviation activity. The integration of these plans promotes efficiency and effectiveness in balancing the demand for the only reliever airport in Southwest Florida, while remaining competitive among other general aviation airports in the region.*

## **PART II - STAFF ANALYSIS**

### **A. STAFF DISCUSSION**

#### **INTRODUCTION**

On September 10, 2007, the Board of Port Commissioners endorsed "submittal of a Comprehensive Plan Amendment application to incorporate the Page Field General Aviation Airport Master Plan Update and Airport Layout Plan into the Lee County Comprehensive Plan." The Lee County Port Authority, on September 14, 2007, filed a Lee Plan map and text amendment to incorporate the Airport Master Plan into the Lee Plan.

Lee County staff recognizes the importance of this effort and has worked cooperatively to achieve the best possible integration of the Port Authority plans and the County's Comprehensive Plan, the Lee Plan. County staff recognizes the importance of Page Field as one of the economic engines in the region. A recent economic impact study (August 2006), completed by the Cincinnati-based consulting firm Ricondo & Associates for the Lee County Port Authority analyzed the airport's direct and indirect contributions to the area's economy. Data showed that the airport generated \$50.7 million in economic output, almost 920 jobs, and salaries of \$24 million in Southwest Florida during 2005. The airport provides about 500 full-time jobs. The Page Field Airport accommodated 8,290 general aviation arrivals in 2005.

County staff also recognize that the size, complexity and volume of projects planned and constructed at Page Field Airport, in addition to new statutory requirements relating to airport master plans and comprehensive plan elements, makes it prudent and appropriate to establish a system of coordinated review between the Airport and various County departments. This mandatory inter-agency coordination will provide an official means for scheduled review and comment regarding Airport Master Plan Updates; related Lee Plan amendments; annual updates of the Airport Plan and Capital Improvement Program; permitting for scheduled capital improvement projects; amendments to the Airport zoning approvals; and, compliance with the Lee County Land Development Code. This amendment, in part, establishes the process framework to make this coordinated effort possible. The framework requires dialogue prior to formal submittal of any Lee Plan amendment package, rezoning request, or development order application. The purpose of this requirement is to involve County staff earlier in the process and for the Port Authority staff to obtain initial comments and input regarding consistency with the Lee Plan and County regulations.

The amendment proposes to replace existing Map 3G "Runway Protection Zones (Clear Zones) Page Field General Aviation Airport" with a new Map 3G "Page Field Airport Master Plan Airport Layout Plan." The amendment also proposes to incorporate a new Table, Table 5(b) "Page Field General Aviation Airport Proposed Development Schedule." Both of these new additions to the Lee Plan will guide future development on the Airport property.

Proposed Table 5(b) includes the opportunity for the Port Authority to establish new non-aviation related land uses. Table 5(b) includes a summary of these possible land uses:

*Commercial (Retail & Service): 80,000 square feet*  
*Office (Medical & Non-medical): 33,000 square feet*  
*Light Industrial: 40,000 square feet*

The parameters listed above are the upper limits of new non-aviation related land uses that could be developed at Page Field before the year 2025. The Port Authority will enter into leases with proposed end users, and the uses will still have to be approved through normal local processes such as rezoning, development orders, and building permit approvals.

The Airport Layout Plan sheet (Map 3G) and the Page Field Airport Proposed Development Schedule (Table 5(b)) are the result of the adopted "Page Field Airport Master Plan (May 2002)" and the adopted "Airport Layout Plan (February 2006)."

### **COMPREHENSIVE PLAN BACKGROUND**

The subject property was designated "Industrial/Business" by the original Lee County Future Land Use Map, adopted in 1984. Subsequent Lee Plan amendments in the mid and late 1980s changed this designation to the Public Facilities and Industrial Development categories. The majority of the subject site is currently designated Public Facilities.

### **SURROUNDING ZONING, LAND USES, AND FUTURE LAND USE DESIGNATIONS**

The application materials include an extensive discussion of surrounding zoning and land uses. An examination of the surrounding land uses shows that the area surrounding the subject property is rapidly urbanizing. The surrounding Future Land Use categories consist of Intensive Development, Industrial Development, and Central Urban. Intensive Development designated lands occur to the north, west, and east of Page Field. Industrial Development designation is located north of Page Field, as well as to the southeast. Central Urban lands are located south of Page Field. The application materials reveal a variety of urban uses and planned developments in close proximity to the airport.

North of the subject property are a variety of industrial and commercial uses along North Airport Road. This area is predominately developed with commercial businesses, warehousing/distribution centers, offices, and facilities such as a United States Postal Service building, Hertz Storage, West Florida Distributors of Tile, Stone, and Granite, Enterprise Truck Rental, and the Fort Myers Veterinary Hospital.

To the south of the subject site is a mixture of commercial, light industrial, and residential uses. These uses are located in the Page Park community.

East of the subject property are lands within the Intensive Development and Industrial Development Future Land Use Categories. These lands contain a mixture of light industrial and commercial uses, as well as vacant parcels. Businesses include the Lee Tran facility, Wolfer Wholesale Produce, and a Suzuki dealership.

A mixture of commercial uses are located to the west of Page Field. These lands are designated as being in the Intensive Development Future Land Use category and are developed with a community shopping center, restaurants, auto sales and services, and offices.

## TRANSPORTATION/TRAFFIC CIRCULATION IMPACTS

The subject property currently has access from U.S. 41, South Road, Danley Drive, Fowler Street, and North Airport Road.

The Lee Plan amendment application requires a traffic circulation analysis to determine the proposed effect of the amendment on Map 3A, the Financially Feasible Transportation Plan Map, and on the Capital Improvements Element. Applicants must identify the traffic analysis zone (TAZ) and the socio-economic forecasts for that zone or zones. The required analysis includes determining whether or not the requested amendment requires modification to the socio-economic data forecasts for the TAZ or zones. The application includes the required comprehensive plan amendment traffic analysis, conducted by Reynolds, Smith and Hills, Inc., August 6, 2007.

The Lee County Department of Transportation has reviewed the proposed comprehensive plan amendment and provided comments dated August 20, 2008. These comments are reproduced below:

*The Department of Transportation has reviewed the above-referenced future land use map plan amendment, to change the land use designation of the Page Field General Aviation Airport from "Public Facilities" to "Airport." We have determined that the traffic information submitted by the applicant is sufficient for review.*

*The applicant corrected the Zdata information for TAZs 683, 685, 686 and 689 around the airport to reflect existing conditions, and added six new TAZs (556, 557, 574, 575, 587, 588) to reflect development parcels 1 through 6 on the Page Field site. The applicant reran the Lee County MPO's 2030 Financially Feasible Plan FSUTMS model set with the proposed development parameters in the new TAZs. Examining the three-mile radius around the project, the following table indicates the levels of service for area road segments with and without the proposed land use change.*

Road	From	To	Year 2030 LOS	
			without CPA	with CPA
Boy Scout Rd	Summerlin Rd	US 41	C	C
College Pkwy	McGregor Blvd	US 41	F	F
Colonial Blvd	McGregor Blvd	Winkler Ave	C	C
	Winkler Ave	Six Mile Cypress Pkwy	F	F
Daniels Pkwy	US 41	Metro Pkwy	C	C
	Metro Pkwy	Palomino Rd	F	F
Fowler St	US 41	SR 82	B	B
McGregor Blvd	Cypress Lake Dr	Winkler Rd	C	C
	Winkler Rd	Colonial Blvd	F	F
Metro Pkwy	Six Mile Cypress Pkwy	Hanson St	C	C
Summerlin Rd	Gladiolus Dr	Colonial Blvd	C	C
US 41	Gladiolus Dr	Colonial Blvd	C	C&D

*As is evident from the table, the four problem segments are identified as failing with and without the plan amendment. McGregor Boulevard and Daniels Parkway are identified as "constrained" in the Lee Plan, meaning they are not planned to be widened and a higher level of congestion is allowed. However, the MPO's 2030 Needs Plan does identify a further improvement to Daniels Parkway, the installation of elevated express lanes in the median, which is the same improvement the Needs Plan identifies for Colonial Boulevard. The Needs Plan identifies improvements needed by 2030 but contingent upon identification of additional funding beyond the projected traditional sources to pay for them. The elevated express lanes lend themselves to the possibility of tolling as a revenue source, and that option is currently under study for Colonial Boulevard. There are no further improvements identified on College Parkway in the long range plans, beyond the current 6 lanes.*

*It is important to note that all of these problem segments are fairly well removed from Page Field. The Page Field development contemplated in this proposed amendment would directly access Fowler Street, which is not identified as a future level of service problem in the analysis. Normally, having failing roads even without the proposed land use change raises questions about intensifying development and making a bad situation worse. In this case, however, other public benefit issues should be considered. First, the area around Page Field is already fairly intense urban development, so the proposed development plan could be considered urban infill, and could help make transit a more viable transportation option in the area. It should also be recognized that the development proposals will help generate revenue to support the operations of Page Field, making it more self-sustaining and obviating the need for tapping into other, limited transportation revenue sources.*

*One other transportation-related issue needs to be addressed, and that is the potential realignment of South Drive to connect to Danley Drive. Although not part of the long range transportation plan, the realignment has been identified in the Page Field Airport Layout Plan and through the Community Planning process for the Page Park neighborhood as desirable, to allow a reconfiguration of property for future development in support of the airport, to consolidate pieces of Jerry Brooks Park, and to address cut-through traffic concerns for the Page Park neighborhood. Any staff recommendations in this regard should be consistent with the concurrent recommendations for the Page Park Community Plan.*

Staff concludes that the plan amendment does cause a need to modify the FSUTMS model data, and that the modifications proposed by the applicant are justified. The request, on its own, does not require any transportation network modifications due to traffic.

Staff also notes that there is currently no concurrency issue for the surrounding roadways that would be accessed by the expanded uses at Page Field. For example, Fowler Street has an adopted Level of Service (LOS) of "E," and the 2007 Lee County Concurrency Report indicates an existing volume at LOS "D." The 2007 Report also indicates that U.S. 41 has not exceeded its adopted LOS. The airport projects could therefore receive a local Development Order and Concurrency Certificate.

## **POPULATION ACCOMMODATION**

The request does not accommodate additional residential development on the Lee Plan's Future Land Use Map. The application provides the brief discussion:



*The proposed development of Page Field General Aviation Airport as directed by the Master Plan through the year 2020 will not affect Lee County population projections. The demand for services at Page Field is the result of increasing growth in the area in population, business activity and tourism, which would occur without this facility. Users of Page Field will be those residing in and visiting the area who use air travel as a primary mode of transportation, primarily for business purposes, or recreational travel. The proposed Comprehensive Plan Amendment will not require any revisions to Table 1(b) (Planning Community Year 2020 Allocations) or the Lee Plan Future Land Use Map.*

Staff concurs that the proposed amendment will not affect Lee County population projections. Continued expansion of the facility is the result of increased growth in the southwest Florida region as a whole. Staff notes that the recent EAR based amendments incorporated allocations out to the Year 2030.

## **ENVIRONMENTAL CONSIDERATIONS**

The application includes the required Environmental Analysis concerning environmental impacts as a result of the proposed amendment. The analysis provides that "there are no on-site preserves or conservation easements within the boundaries of Page Field." The application also provides that "preservation of green space that could attract wildlife could be hazardous to air operations at the airport and is an incompatible land use according to the Federal Aviation Administration (FAA).

The analysis includes a "Protected Species Assessment" that discusses the resident population of Florida burrowing owls. Burrowing owls utilize Page Field for nesting activity. They are the only documented listed species to regularly utilize airport property. Concerning this owl population, the application provides the following discussion:

*...As of June 6, 2007 there were ten (10) active burrowing owl nest burrows occupying airport property. The location of these burrows is shown on Exhibit IV.C.5. There is no management plan in place at Page Field for the burrowing owls. All owl species, occurring in North America, are listed as potential wildlife hazards to air carrier operations according to the FAA, and therefore they cannot be managed for on airport property.*

The application also contains a discussion of an incidental-take permit from the Florida Fish and Wildlife Conservation Commission (FWC) that is required to destroy any inactive burrowing owl burrow:

*A burrow is determined to be inactive if it contains no eggs or flightless young. In the past the Lee County Port Authority (LCPA) requested individual permits for each specific development project at Page Field to impact a burrowing owl burrow. In 2005, in anticipation of future development in the North and West Quadrants, LCPA sought an airport-wide incidental-take permit for Page Field, which was issued on November 7, 2005. This permit expires on December 31, 2008 and allows the permittee, or designee, who is knowledgeable in burrowing owl ecology, to destroy inactive nest burrows within proposed development footprints during construction. The LCPA is required to submit an annual report to FWC for any activities conducted at Page Field pursuant to this permit.*

The Environmental Assessment includes a discussion of land use habitat types that occur on the airport property. Habitat types were delineated in accordance with the Florida Land Use Cover and Forms

Classification System. The dominate land cover type is maintained grass area (220.38 acres or 39.55% of the subject site), closely followed by the airport and associated facilities (186.6 acres or 33.49% of the subject property). The Assessment concludes that the subject property does not contain any rare and unique uplands as defined by the Lee Plan.

## **SOILS**

The applicant has provided a soils map.

## **HISTORIC RESOURCES**

The application includes a letter, dated April 12, 2007, from the Division of Historical Resources, Florida Department of State. This letter provides the following:

*In response to your inquiry of April 12, 2007, the Florida Master Site File lists one previously recorded archaeological site, and no standing structures in the following parcel of Lee County:*

*T45S, R24E, Section 01*

The application includes a brief printout from these files, as well as a map that essentially cover the entire subject site.

Lee County staff note that there are no areas on the airport property designated in the area of archaeological sensitivity. Staff is aware of the use of the property as an army training facility during World War II. Staff is not aware of any historic or archaeological resources occurring on this site. The Port Authority will not be required to obtain a "Certificate to dig" from Lee County prior to or in conjunction with the issuance of a final development order as none of the property has been designated as being within the "Sensitivity Level 2" areas as defined by the Land Development Code.

## **SCHOOL IMPACTS**

Staff concurs with the applicant that the proposed amendment will have no affect on the School Board's plans to accommodate growth in the County.

## **PARKS, RECREATION AND OPEN SPACE**

The proposed amendment will have minimal impacts on parks, recreation and open space. The proposed future land use designation of Airport does not allow residential uses, existing and proposed support facilities provided by Lee County Parks and Recreation will not be impacted by the proposed amendment.

The Port Authority has committed to maintain the LDC minimum open space requirement. The application confirms this:

*The Lee County Port Authority has committed in (sic) providing the necessary open space requirements outlined in the Land Development Code. This requirement is easily met due to the large amount of open space required for the runway environment by the Federal Aviation Administration. Also included and allowed by the Land Development Code is the inclusion of the storm water management ponds located on the site.*

## **EMERGENCY MEDICAL SERVICES (EMS)**

Lee County EMS staff have reviewed the request and provided written comments dated September 4, 2007. These comments are reproduced below:

*I, Kim Dickerson, authorized by the Lee County Emergency Medical Services (EMS) confirm with my signature below, that Lee County EMS has no concern with the Service Availability Request from Johnson Engineering for the Lee County Port Authority - Page Field Comprehensive Plan Amendment.*

*The Comprehensive Plan Amendment for the Page Field parcels will not create a negative impact on our service level.*

## **SOLID WASTE**

With the existing Gulf Coast Landfill, the Waste-to-Energy facility, and the Lee/Hendry Disposal facility all online, staff anticipates that there will be adequate capacity in the County's solid waste system to accommodate the additional waste that will likely accompany the expansion of the airport.

Lee County Solid Waste Division staff reviewed the request and provided written comments dated July 8, 2008. This letter, in part, provides the following:

*The Lee County Solid Waste Division is capable of providing solid waste collection service for the Lee County Port Authority project located at Page Field, including the additional proposed intensity, through our franchised hauling contractors. Disposal of the solid waste from this project will be accomplished at the Lee County Resource Recovery Facility and the Lee-Hendry Regional Landfill. Plans have been made, allowing for growth, to maintain long-term disposal capacity at these facilities.*

## **MASS TRANSIT**

Lee Tran staff have reviewed the request and provided that they do not see any issues or concerns with the proposed amendment.

## **POLICE**

The Port Authority maintains an Airport Police and Security Department that provides law enforcement and security services at Page Field. The Port Authority Police Department reviewed the request and provided written comments dated July 9, 2008. These comments are reproduced below:

*We have been requested by your office to comment on the adequacy of providing law enforcement services at Page Field Airport. As you may know, the Lee County Port Authority provides its own law enforcement at both the Southwest Florida International Airport and the Page Field Airport. It is anticipated that we will continue to provide law enforcement services without interruption.*

The Lee County Sheriff's Office reviewed the request and provided written comments dated July 16, 2008. These comments, in part, are reproduced below:

*The Lee Plan amendment (sic) identified as the Page Field Master Airport Plan would not affect the Lee County sheriff's Office ability to provide core services at this time.*

## **FIRE**

The Port Authority maintains an Aircraft Rescue and Fire Fighting Department to provide fire and medical rescue services at Page Field Airport. The Port Authority Aircraft Rescue and Fire Fighting Department reviewed the request and provided written comments dated July 31, 2007. These comments, in part, are reproduced below:

*We provide all fire protection and nonambulatory medical services to Page Field. The fire rescue personnel, vehicles and equipment are housed on airport property which allows for a minimal response time to any airport emergency.*

*Fire Station 1 at Page Field is staffed 24/7 with two (2) fire fighters, with at least one being an Emergency Medical Technician (EMT). Additional fire rescue support is provided by Station 2 at the Southwest Florida International Airport; ambulatory services are provided by the Lee County emergency Medical Services (EMS), both on an as-needed basis. By working within a network of local mutual aid responders, we provide excellent professional fire and medical rescue services to all operators and tenants at the Page Field General Aviation Airport.*

## **UTILITIES**

The subject site is currently served by Lee County for both potable water and sanitary sewer services. The application includes the required potable water and sanitary sewer analysis. Lee County Utilities staff has reviewed the request and offered no objection to the amendment. Staff has concluded that there is adequate capacity to accommodate the proposed expanded uses.

Staff also notes that the County's concurrency system is applicable to the proposed non-aviation related uses. In other words, individual non-aviation related projects will have to demonstrate that there is adequate capacity in the potable water and sanitary sewer systems to address project impacts prior to a local development order approval.

## **INTERNAL CONSISTENCY WITH THE LEE PLAN**

The Airport land use category is considered a Future Urban Area by the Lee Plan. The amendment is proposing to make an adjustment to the "Airport" land use designation on Map 1 by adding Page Field to this category. Objective 1.2 describes the "Southwest Florida International Airport Area." The amendment proposes additional language for Objective 1.2 and subsequent policies to incorporate the ongoing update to the Airport Master Plan for Page Field.

Lee Plan Policy 1.7.6 discusses the Planning Communities Map (Map 16) and Acreage Allocation Table (Table 1(b)). This map and table depict the proposed distribution, extent, and location of generalized land uses for the year 2030. Acreage totals are provided for land in each Planning Community in unincorporated Lee County. No final development orders or extensions to final development orders will be issued or approved by Lee County that will allow the acreage totals for residential, commercial or industrial uses contained in Table 1(b) to be exceeded. The proposed amendment is consistent with the allocations contained on Table 1(b) and will not affect established county population projections.

Goal 2 of the Lee Plan and its subsequent objectives and policies address growth management concerns. Goal 2 seeks to provide for an economically feasible plan, which coordinates the location and timing of

new development with the provision of infrastructure by government agencies, private utilities, and other sources. The subject property has access to the arterial road network as well as to public water and sewer.

Objective 2.2 seeks to direct new growth to those portions of the Future Urban Areas where adequate public facilities exist or are assured and where compact and contiguous development patterns can be created. Staff believes that a compact and contiguous growth pattern will be achieved through this plan amendment. The subject property is within an urbanizing area and is surrounded on three sides by existing or approved urban development. Staff finds that a compact growth pattern is preferable to urban development occurring more distant from existing urban areas and urban infrastructure. Staff finds that the proposed plan amendment promotes a compact growth pattern and minimizes urban sprawl.

Objective 2.4 of the Lee Plan requires regular examination of the Future Land Use Map in light of new information and changed conditions, and make necessary modifications or amendments to address these changes. Staff finds that conditions around the subject property have changed significantly since the property was designated as Industrial/Business as established by the 1984 Lee Plan. Since 1984, many new projects have been developed or approved in the immediate area including a significant amount of commercial and light industrial uses. The area currently has a distinctly urban character.

Policy 2.4.4 states that Lee Plan amendment applications to expand employment centers recognized by the Plan, which include light industrial, commercial retail and office land uses, will be evaluated by the Board of County Commissioners in light of the locations and cumulative totals already designated for such uses, including the 1994 addition of 1400 acres to the Tradeport category just south of the Southwest Florida International Airport. Staff believes this area is emerging as an employment center due to the presence of Page Field, as well as the surrounding commercial and industrial development. The inclusion of proposed Map 3G and Table 5(b) will allow the Port Authority an opportunity to enter into lease agreements with private developments that choose to be located in close proximity to Page Field Airport. This is consistent with and furthers the County's desire to diversify the local economy. Establishment of non-aviation related uses advances or furthers the intent of the Lee Plan's Economic Element, including Goal 158.

The proposed plan amendment furthers and advances Goal 46. Goal 46 seeks to provide a coordinated system of railways, aviation, ports, and roads. The amendment also furthers and advances Objective 47.6. Objective 47.6 seeks agency coordination to 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 appropriate federal, state, regional, and local review and permitting agencies.

#### **FLORIDA STATE COMPREHENSIVE PLAN**

The application provides a discussion concerning consistency of the proposal with the Florida State Comprehensive Plan as contained in F.S. 187.201. The discussion highlights various areas in which the plan amendment furthers and advances the State Comprehensive Plan. Staff concurs that the proposal is consistent with the State Comprehensive Plan.

#### **AFFECT ON ADJACENT LOCAL GOVERNMENTS**

The application provides that the proposed amendment "will not affect adjacent local governments and their comprehensive plans. Staff concurs that the amendment will not affect adjacent local governments and their comprehensive plans.

## **B. CONCLUSIONS**

The proposed amendment provides sound planning coordination between Lee County staff and the Port Authority staff. The proposed amendment language provides the beginning of a continuous planning process between Lee County staff and Port Authority staff for the Page Field Airport.

## **C. STAFF RECOMMENDATION**

Staff recommends that the Board of County Commissioners transmit the proposed plan amendment. This recommendation includes incorporating a new map, Maps 3G, into the Transportation Map series as well as the text changes included in Part I.C. The recommendation also includes placing Page Field into the "Airport" Future Land Use designation on Map 1.

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

DATE OF PUBLIC HEARING: August 25, 2008

#### **A. LOCAL PLANNING AGENCY REVIEW**

Planning staff made a presentation and listed changes that had been made to the staff report. One member asked Port Authority staff if there was sufficient square footage allocated for the various listed uses. Port Authority staff indicated that the amount of square footage may need to be adjusted in the future. The member stated the importance of the airport as an economic generator. Planning staff stated that changing conditions may require that the square footage be revised in the future.

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

##### **1. RECOMMENDATION:**

The LPA recommends that the Board of Commissioners transmit the proposed amendment.

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

The LPA accepts the finding of fact as advanced by staff.

#### **C. VOTE:**

<b>NOEL ANDRESS</b>	<b>AYE</b>
<b>LES COCHRAN</b>	<b>AYE</b>
<b>RONALD INGE</b>	<b>AYE</b>
<b>JACQUE RIPPE</b>	<b>AYE</b>
<b>CARLETON RYFFEL</b>	<b>ABSENT</b>
<b>LELAND M. TAYLOR</b>	<b>AYE</b>
<b>RAE ANN WESSEL</b>	<b>AYE</b>

**PART IV - BOARD OF COUNTY COMMISSIONERS  
HEARING FOR TRANSMITTAL OF PROPOSED AMENDMENT**

DATE OF TRANSMITTAL HEARING: October 22, 2008

**A. BOARD REVIEW:** This plan amendment was scheduled on the Board's Consent Agenda. One member of the public addressed the Board in opposition to the amendment. This member of the public expressed concerns that the amendment would negatively impact their property citing increased noise from jet aircraft. The item was pulled by the Board for Discussion. Planning staff provided a brief summary of the proposed amendment. Port Authority staff and the Port Authority consultant also addressed the Board concerning the proposed amendment and the expressed noise concern. The Board also discussed the proposed South Road re-alignment and the need for further discussions concerning design, options, and funding. The Board directed staff to schedule in the future a Management and Planning meeting with the Board to further discuss the proposed re-alignment.

**B. BOARD ACTION AND FINDINGS OF FACT SUMMARY:**

1. **BOARD ACTION:** The Board voted to **transmit** the proposed amendment as drafted by the staff.
2. **BASIS AND RECOMMENDED FINDINGS OF FACT:** The Board accepted the findings of fact as advanced by the staff and Local Planning Agency.

**C. VOTE:**

<b>A. BRIAN BIGELOW</b>	<b>AYE</b>
<b>TAMMARA HALL</b>	<b>AYE</b>
<b>ROBERT P. JANES</b>	<b>AYE</b>
<b>RAY JUDAH</b>	<b>AYE</b>
<b>FRANKLIN B. MANN</b>	<b>AYE</b>



**PART V - DEPARTMENT OF COMMUNITY AFFAIRS OBJECTIONS,  
RECOMMENDATIONS, AND COMMENTS (ORC) REPORT**

DATE OF ORC REPORT: January 16, 2009

**A. DCA OBJECTIONS, RECOMMENDATIONS AND COMMENTS**

The Florida Department of Community Affairs (DCA) Objections, Recommendations and Comments report (ORC) contained the following concerning this proposed amendment:

**K. Amendment 2007-48:** *A proposed amendment intended to exempt the Page Field Airport from development of regional impact (DRI) review under the provisions of Section 163.3177(6)(k), F.S. The Department raises the following objections to proposed Amendment 2007-48:*

*10. Objection (Amendment Authority): In regard to future expansion of Page Field General Aviation Airport boundaries, the proposed Future Land Use Element Policy 1.9.3 states that "the Port Authority will amend Map 3G, Table 5(b) and the Future Land Use Map to reflect the land added to Page Field General Aviation Airport." Policy 1.9.3 authorizes the Port Authority to amend the Comprehensive Plan and this is not consistent with Chapter 163, Part II, F.S. The proposed Amendment 2007-48 does not establish comprehensive plan policies addressing the following: (1) consistency of development at the Page Field Airport with the Lee County Metropolitan Planning Organization Long-Range Transportation Plan; (2) the provision of regional transportation facilities for the efficient use and operation of the transportation system and airport.*

*Rules 9J-5.006(3), F.A.C.; and Sections 163.3167; 163.3177(6)(a and k); 163.3184; and 163.3189, F.S.*

**Recommendation:** *Revise Future Land Use Element Policy 1.9.3 to allow Lee County (Board of County Commissioners) to amend the Comprehensive Plan. Revise the amendment to establish comprehensive plan policies addressing the following: (1) consistency of development at the Page Field Airport with the Lee County Metropolitan Planning Organization Long-Range Transportation Plan; (2) the provision of regional transportation facilities for the efficient use and operation of the transportation system and airport.*

*11. Objection (Transportation Planning): The results of a traffic study (prepared by Reynolds, Smith and Hills, Inc., August 2007) were transmitted with the proposed amendments as supporting data and analysis. The traffic study does not analyze the projected operating roadway level of service for the five-year and long-term planning timeframes based on the maximum development potential of land uses allowed by the proposed Table 5(b) and growth in background traffic. The traffic study does not identify assumptions regarding trip generation and trip distribution based on the maximum development potential of land uses allowed by the proposed Table 5(b) and demonstrate that these assumptions are professionally acceptable. Thus, the proposed amendment is not appropriately supported by a professionally acceptable traffic analysis that demonstrates the adopted level of service standards will be achieved and maintained for the five-year and long-term planning timeframes and that any roadway improvements that are needed to maintain level*

of service are coordinated with the Transportation Element and Capital Improvements Element, including a financially feasible five-year schedule of capital improvements. The amendment is not appropriately supported by data and analysis demonstrating that the amendment is consistent with the requirements of Section 163.3177(6) (k), F.S., regarding: (1) the provision of regional transportation facilities for the efficient use and operation of the transportation system and airport; and (2) consistency with the local government transportation circulation element and applicable metropolitan planning organization long-range transportation plans.

Rules 9J-5.005(2) and (5), 9J-5.019(3)(f, g, h and i); 9J-5.019(5)(a and b); 9J-5.016(1)(a); 9J-5.016(2)(b, c and f); 9J-5.016(4), F.A.C.; and Sections 163.3175; 163.3177(2), (3), (8) and (10); 163.3177(6)(a, j and k); 163.3177(6)(h)1 and 2, F.S.

Recommendation: Revise the traffic study to analyze the projected operating roadway level of service for the five-year and long-term planning timeframes based on the maximum development potential of the land uses allowed by the proposed Table 5(b) and growth in background traffic. Demonstrate coordination of land use with the planning for transportation facilities as well as coordination with the Transportation Element and Capital Improvements Element. Revise the Transportation Element, Capital Improvements Element and Future Land Use Element, as necessary, to be consistent with and supported by the data and analysis and to achieve internal consistency with the Airport Master Plan. The Five-Year Schedule of Capital Improvements should be revised to include any needed improvements to maintain the adopted level of service within the five-year planning timeframe. Include data and analysis demonstrating coordination of the amendment with the plans of the Florida Department of Transportation and the Metropolitan Planning Organization. Revise the amendments, as necessary, to be consistent with and supported by the data and analysis. The plan should be revised to include strategies to address any deficiencies projected for the long-range planning timeframe.

12. Comment: The proposed Amendment 2007-48 is intended to exempt the Page Field Airport from development of regional impact (DRI) review under the provisions of Section 163.3177(6)(k), F.S. Although most of Page Field Airport is located within unincorporated Lee County, a small portion of Page Field Airport is located in the City of Fort Myers. The County does not have planning jurisdiction in Fort Myers. The County should be aware that the portion of Page Field that is not within the unincorporated area of Lee County does not qualify for the DRI exemption through the Lee County Comprehensive Plan Amendment 2007-48. The City of Fort Myers Comprehensive Plan would need to be amended pursuant to Section 163.3177(6)(k), F.S., for the portion of Page Field that is within Fort Myers to be exempted from DRI review. Alternatively, a joint planning agreement could be executed between the County and Fort Myers authorizing the County and Fort Myers to jointly exercise comprehensive planning power for the incorporated area, and then the County could amend the County Comprehensive Plan to establish the DRI exemption for the incorporated area.

## **B. STAFF RESPONSE**

The Lee County Port Authority's representatives have prepared a response to the DCA ORC report. Lee County staff has worked closely with the Port Authority and their representatives in preparing this response. The Port Authority's response, dated February 3, 2009, has been attached to this staff report. This response recommends that two Policies be modified to address the DCA concerns. The modifications

below are shown in double underlined strike-through format from the transmitted language. New language is depicted by double underlining.

The first is to Policy 1.9.3 to partially address Objection #10. Staff read the intent of this policy as that the Port Authority would be the responsible agency for initiating plan amendments relating to the expansion of the existing airport facilities. Staff believes that the Port Authority adequately addresses DCA's Objection. The proposed revision to Policy 1.9.3 is as follows:

**POLICY 1.9.3:** If the Port Authority determines expansion of the Page Field General Aviation Airport boundaries are is necessary in order to provide continued viability to Page Field as a reliever to Southwest Florida International Airport, then the Port Authority will submit to the Board of County Commissioners the appropriate 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.

The second Policy revision is to Policy 47.6.1 to also address Objection #10. The proposed modification is to ensure continuing consistency between future development at Page Field General Aviation Airport and the MPO Long Range Transportation Plan. The policy has also been modified to demonstrate how the proposed comprehensive plan amendment will support the provision of regional transportation facilities for the efficient use and operation of the transportation system and airports. Staff notes that development projects are coordinated through the Port Authority's participation in the Metropolitan Planning Organization and the development of the Long Range Transportation Plan. The proposed revision to Policy 47.6.1 is as follows:

**POLICY 47.6.1:** 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 recognizes will provide Lee County copies of the annual Capital Improvement Plan or other similar document for the Southwest Florida International Airport and Page Field General Aviation Airport. Airport development will remain consistent with the MPO Long Range Transportation Plan 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.

Staff believes that the above discussed modifications are consistent with the DCA's recommendation under Objection #10 and that these modifications should be adopted with this proposed amendment.

DCA ORC Objection #11 addresses Transportation Planning. The Port Authority response provides a summary of the methodology used both for the five year transportation analysis (2012) and long term (2030) planning time frame. The analysis has demonstrated that there will be no significant and adverse impact due to the proposed traffic as a result of the amendment.

Concerning Comment #12 the Port Authority acknowledges that Lee County does not have planning authority over the incorporated area of the City of Fort Myers. Staff is and has been aware of this jurisdictional issue from the start of this effort and recognizes that the portion of Page Field General

Aviation Airport lying within the City of Fort Myers does not qualify for the DRI exemption under the proposed plan amendment.

### C. STAFF RECOMMENDATION

Planning staff recommends that the Board of County Commissioners adopt the proposed amendment to the Lee Plan. This recommendation includes two map amendments, replacing Map 3G and placing Page Field into the "Airport" Future Land Use category. The recommended text changes are included below:

#### FUTURE LAND USE ELEMENT:

**OBJECTIVE 1.2: SOUTHWEST FLORIDA INTERNATIONAL AIRPORT AND PAGE FIELD GENERAL AVIATION AIRPORT AREAS.** Designate on the Future Land Use Map adequate land in appropriate locations to accommodate the projected growth needs of the Southwest Florida International Airport and the business and industrial areas related to it, as well as research and development activities and other non-aviation related development that is not necessarily related to the airport, through the year 2030. Designate on the Future Land Use Map existing and proposed development areas for Page Field General Aviation Airport. The Lee County Port Authority desires to establish non-aviation related uses to provide a supplementary revenue source as well as providing an opportunity for businesses that desire a location on airport property. Designate on the respective Airport Layout Plans suitable areas to accommodate these desired uses and provide general policy guidance as to how these uses will be developed. These categories are also considered Future Urban Areas. (Amended by Ordinance No. 94-30, 02-02, 04-16, 07-12)

**POLICY 1.2.1:** Airport Hlands includes the existing facility and projected growth areas for the Southwest Florida International Airport's existing facility and projected growth areas and Page Field General Aviation Airport through the year 2030. ~~These areas will~~ The Airport Lands comprising the Southwest Florida International Airport includes airport and airport-related development as well as non-aviation land uses as proposed in the approved 2003 Airport Master Plan update and as depicted on the Airport Layout Plan sheet (Map 3F) and the Southwest Florida International Airport Proposed Development Schedule (Table 5(a)). This mix of uses is intended to support the continued development of the Southwest Florida International Airport. Future development at the Southwest Florida International Airport will also include non-aviation related land uses such as hotels/motels, light industrial, service stations, ancillary retail/shopping, and office development. Any future airport expansion or development of aviation-related and non-aviation uses at Southwest Florida International Airport will offset environmental impacts through the Airport Mitigation Lands Overlay (Map 3M) or other appropriate mitigation acceptable to the permitting agencies and to Lee County. The physical design of the airport expansion will minimize any degradation of the recharge capability of land being developed. Airport expansion beyond the present boundaries will be subject to necessary amendments to the Lee Plan.

All development on Airport Hlands comprising Southwest Florida International Airport must be consistent with Map 3F and Table 5(a). Map 3F depicts the planned expansion of the Southwest Florida International Airport through 2020.

Future development on Airport Lands comprising Page Field General Aviation Airport must be consistent with Objective 1.9 and related policies as well as Map 3G and Table 5(b).

If the airport master planning process precipitates a substantive change to the Airport Layout Plan (Map 3F or Map 3G), then the Port Authority must amend Map 3F or Map 3G, as appropriate, prior to obtaining local development approval.

The non-aviation related development areas have been depicted on the approved Airport Layout Plan sheets (Maps 3F and 3G). These uses will be constructed upon Airport lands with long term leases. All development within the non-aviation land use areas will be subject to mitigation requirements for wetland impacts. Mitigation of wetland impacts will be in accordance with the U.S. Army Corps of Engineers and South Florida Water Management District requirements. To the greatest extent reasonably possible, development of non-aviation land use areas must avoid wetland impacts. All non-aviation land use development will meet the indigenous vegetation requirements set forth in the Lee County Land Development Code. (Amended by Ordinance No. 94-30, 00-22, 04-16, 07-12)

**POLICY 1.2.4:** The Airport AOPD zoning resolution must be amended before any non-aviation related uses can be developed at the Southwest Florida International Airport. The intensity of the proposed aviation and non-aviation land uses at Southwest Florida International Airport must be consistent with Lee Plan Table 5(a). The Page Field General Aviation Airport project must be rezoned to AOPD prior to development of the new non-aviation uses proposed in Map 3G and Table 5(b). (Added by Ordinance No. 04-16)

**OBJECTIVE 1.9 PAGE FIELD GENERAL AVIATION AIRPORT.** Page Field General Aviation Airport plays a vital role as a reliever airport facility to Southwest Florida International Airport. In its role as a reliever airport, Page Field reduces general aviation traffic from Southwest Florida International Airport, thereby increasing the capacity and efficiency of the International Airport. Therefore, it is important to designate the land comprising the Page Field General Aviation Airport as Airport Lands on the Future Land Use Map. 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 1.9.1:** In order to create the revenue source necessary to maintain Page Field General Aviation Airport as a viable aviation operation and reliever to Southwest Florida International Airport, 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 Federal Aviation Administration 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 1.9.2:** The Page Field Airport Layout Plan (Map 3G) identified existing facilities and projected growth areas for both aviation and non-aviation uses through 2025. The mix of uses is identified on Table 5(b). This mix of uses is intended to support the continued future development of Page Field General Aviation Airport and includes aviation and non-aviation related land uses such as light industrial and office development and expands the non-aviation uses to include retail development. Development of the aviation and non-aviation uses on Page Field General Aviation

Airport property must be consistent with Map 3G and Table 5(b) and will be required to comply with the Lee County Land Development Code regulations, including, but not limited to, the impact fee regulations. Any 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 1.9.3:** 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 Southwest Florida International Airport, then the Port Authority will submit to the Board of County Commissioners the appropriate 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 1.9.4:** The Page Field Airport Master Plan and Airport Layout Plan will be updated no less than every 5-8 years, with the next amendment anticipated to be approved by the Federal Aviation Administration in 2010. 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 1.9.5:** 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 Southwest Florida International Airport 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 1.9.6:** Development on Page Field lands must be consistent with the Airport Layout Plan (Map 3G). If the Page Field Airport Master Plan or Airport Layout Plan set is amended or updated by the Port Authority in a manner that constitutes a substantive change from Map 3G or Table 5(b), local development order approval may be delayed or denied pending a Lee Plan Amendment, by the Port Authority, with respect to Map 3G and Table 5(b).

**POLICY 1.9.7:** Non-aviation development areas at Page Field Airport, as depicted on Map 3G, will be developed under long term land leases. All non-aviation development must comply with Land Development Code regulations, including payment of impact fees. The intensity of non-aviation development must be consistent with Table 5(b).

**POLICY 1.9.8:** Future non-aviation areas depicted on the Airport Layout Plan (Map 3G) will be developed, to the greatest extent possible, within existing upland areas. Impacts to wetlands in the future non-aviation areas will be minimized by site design whenever possible in compliance with the Lee County Land Development Code.

**POLICY 1.9.9:** 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 Land Development Code.

## TRANSPORTATION ELEMENT

**OBJECTIVE 47.1: ECONOMIC GROWTH.** To aid in the diversification of the county's economic growth ~~The capacity and long term development of the Southwest Florida International Airport and Page Field General Aviation Airport will be expanded in compliance with Maps 3F and 3G, and Table 5(a) and 5(b).~~ to aid in the diversification of the county's economic growth. 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. (Amended by Ordinance No. 98-09, 99-15, 04-16)

**POLICY 47.1.1:** The Port Authority will coordinate the implementation of scheduled infrastructure and facility improvements for the Southwest Florida International Airport and Page Field General Aviation Airport consistent with the approved Airport Layout Plan sheets (Map 3F and Map 3G, respectively) and the Southwest Florida International Airport Proposed Development Schedules (Table 5(a) and (b), respectively). (Amended by Ordinance No. 98-09, 99-15, 04-16)

**POLICY 47.2.5:** The county will 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 land development code to prohibit development that is incompatible with the Southwest Florida International Airport or Page Field General Aviation Airport; and, to ensure future economic enhancement consistent with Objective 46.2. Future updates of the Southwest Florida International Airport Master Plan and Page Field General Aviation Airport Master Plan that precipitate substantive changes to the Airport Layout Plans (Map 3F and Map 3G, respectively) will require a Lee Plan Amendment prior to local permitting approval for the affected airport. In accordance with FAA requirements, the Southwest Florida International Airport Master Plan and corresponding Airport Layout Plan (Map 3F) will be comprehensively updated at least once every 5 to 8 years. (Amended by Ordinance No. 99-15, 04-16)

**POLICY 47.3.4:** The proposed development schedule for the Southwest Florida International Airport through the year 2020 is depicted in Table 5(a) of the Lee Plan. The proposed development schedule for the Page Field General Aviation Airport through the year 2025 is depicted in Table 5(b) of the Lee Plan. ~~This Table~~ These Tables includes both aviation and non-aviation related development. If the FAA/FDOT mandate navigational improvements (NAVAIDS) or require improvements related to Airport security or safety at Southwest Florida International Airport 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 either Table 5(a), Table 5(b), or Map 3F, or Map 3G, then the Port Authority must pursue a Lee Plan amendment incorporating the changes in the next available amendment cycle. (Added by Ordinance No. 04-16)

**POLICY 47.6.1:** 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 recognizes will provide Lee County copies of the annual Capital Improvement Plan or other similar document for the Southwest Florida International Airport and Page Field General Aviation Airport. Airport development will remain consistent with the MPO Long Range Transportation Plan 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.

## **INTERGOVERNMENTAL COORDINATION ELEMENT**

**OBJECTIVE 151.4: COORDINATION OF AIRPORT DEVELOPMENT AND IMPROVEMENTS AT THE SOUTHWEST FLORIDA INTERNATIONAL AIRPORT AND PAGE FIELD GENERAL AVIATION AIRPORT WITH ALL PERMITTING AGENCIES.** The Port Authority will coordinate with Lee County, the Southwest Florida Regional Planning Council, the Florida Department of Community Affairs, Federal Aviation Administration, and the Florida Department of Transportation to ensure that the development of the Southwest Florida International Airport and the Page Field General Aviation Airport is consistent with the Lee Plan. (Added by Ordinance No. 04-16)

**POLICY 151.4.1:** Port Authority staff will ensure that Lee County staff is directly involved in the review and approval process related to the ongoing update of the Airport Master Plan for Southwest Florida International Airport and Page Field General Aviation Airport. This mandatory inter-agency coordination will provide an official means for scheduled review and comment regarding Airport Master Plan Updates, related Lee Plan amendments, annual updates of the Airport Layout Plan and Capital Improvement Program, permitting for scheduled capital improvement projects, amendments to the Airport zoning approvals and compliance with the Lee County Land Development Code. (Added by Ordinance No. 04-16)

**POLICY 151.4.2:** The Port Authority will submit and County staff will review and provide comments regarding the following:

- (1) Scope and content of ongoing updates to the Airport Master Plan for Southwest Florida International Airport and Page Field General Aviation Airport pursued in accordance with Federal Aviation Administration Advisory Circular 150/5070-6 and the Florida Department of Transportation Guidebook for Airport Master Planning.

- (2) Consistency of proposed amendments to the Airport Master Plan and resulting Airport Layout Plan for Southwest Florida International Airport (Map 3F) and Page Field General



Aviation Airport (Map 3G) with the Lee Plan, Land Development Code (LDC) and local zoning approvals.

(3) Compatibility and compliance of individual CIP projects with the Lee Plan, LDC regulations, zoning approvals and other applicable regulations.

(4) Proposed Lee Plan Amendments necessary to support revisions to the Airport Layout Plan for Southwest Florida International Airport (Map 3F) and Page Field General Aviation Airport (Map 3G), the Southwest Florida International Airport Proposed Development Schedule (Table 5(a)), the Page Field General Aviation Airport Proposed Development Schedule (Table 5(b)), the Airport Master Plans for Southwest Florida International Airport and Page Field General Aviation Airport, or CIP project list. (Added by Ordinance No. 04-16)

## GLOSSARY

**AIRPORT LAYOUT PLAN** - A map of existing and proposed airport property, facilities and development that is created as a result of the Airport Master Planning process. The Airport Layout Plan for Southwest Florida International Airport is adopted as Map 3F, and the Airport Layout Plan for Page Field General Aviation Airport is adopted as Map 3G. (Added by Ordinance No. 04-16)

**NON-AVIATION RELATED USES** - This phrase refers to the commercial and industrial land uses identified on the Southwest Florida International Airport Layout Plan (Map 3F), and Table 5 the Southwest Florida International Airport Proposed Development Schedule (Table 5(a)), the Page Field General Aviation Airport Layout Plan (Map 3G), and the Page Field General Aviation Airport Proposed Development Schedule (Table 5(b)). Non-aviation related uses are typically developed in non-aviation settings. Non-aviation uses may be enhanced by proximity to an airport, but these uses are not dependent on access to an airport. These uses could be developed in other locations within the County. Non-aviation related uses will be established on Airport lands through lease agreements with the Port Authority. The areas identified to accommodate these non-aviation uses are not necessary to support the primary aviation facilities comprising the Southwest Florida International Airport or the Page Field General Aviation Airport. Use of Airport lands for non-aviation use is intended to provide a revenue stream that may be used to enhance airport operations. Though located on airport property, the establishment of non-aviation uses is not necessary for the continued function of the primary aviation facilities associated with the airport. (Added by Ordinance No. 04-16)

**PAGE FIELD GENERAL AVIATION AIRPORT PROPOSED DEVELOPMENT SCHEDULE (TABLE 5(b))** - This Table depicts the proposed development schedule for the Page Field General Aviation Airport through the year 2025. The Table will be updated by Lee Plan amendment based on future Airport Master Plan and Airport Layout Plan updates.

**SOUTHWEST FLORIDA INTERNATIONAL AIRPORT PROPOSED DEVELOPMENT SCHEDULE (TABLE 5(a))** - This Table depicts the proposed development schedule for the Southwest Florida International Airport through the year 2030. (Added by Ordinance No. 04-16, Amended by Ordinance No. 07-12)

**SUBSTANTIVE CHANGE** - As used in Policies 47.2.5 and 47.3.4, the term "substantive change" means development not specifically stated or identified in Table 5(a) or Table 5(b), or depicted on Map 3F or Map 3G. (Added by Ordinance No.04-16)

## **Vision Statement**

**10. Gateway/Airport** - This Community is located South of SR 82, generally east of I-75, and north of Alico Road including those portions of the Gateway development that either have not been or are not anticipated to be annexed into the City of Fort Myers, the Southwest Florida International Airport and the properties the airport expects to use for its expansion, the lands designated as Tradeport, and the land designated as Industrial Development west of I-75 north of Alico Road. In addition to these two land use designations, properties in this community are designated New Community (the Gateway development), Airport, Density Reduction/Groundwater Resource (primarily the anticipated airport expansion areas), Rural, and General Interchange. The road network in this community is planned to change dramatically over time creating access to and from this community to the north, south, and east without relying on I-75. There are three distinct areas within this community. The Gateway portion of this community is the area where residential uses will occur. Gateway will be a thriving, nearly built-out, mixed-use community in 2020. The population of this community is anticipated to grow substantially from today to 2030.

The second area in this community is the Southwest Florida International Airport. The airport will be greatly expanded by 2030. The expanded airport will have a second parallel runway and a new terminal building that will more than double the existing capacity of the airport. Development will be guided by the Airport Layout Plan (as established through the airport master plan process) consistent with the Southwest Florida International Airport Proposed Development Schedule (Table 5(a)) and all other Lee Plan provisions.

**PART VI - BOARD OF COUNTY COMMISSIONERS  
HEARING FOR ADOPTION OF PROPOSED AMENDMENT**

DATE OF ADOPTION HEARING: February 25<sup>th</sup>, 2009

**A. BOARD REVIEW:** The proposed amendment was considered as part of the Administrative Agenda. The Board provided no discussion concerning the proposed amendment. No members of the public addressed the Board.

**B. BOARD ACTION AND FINDINGS OF FACT SUMMARY:**

1. **BOARD ACTION:** The Board adopted the proposed amendment, including the language modifications contained in Part V of this staff report.
2. **BASIS AND RECOMMENDED FINDINGS OF FACT:** The Board accepted the findings of fact as advanced by the Local Planning Agency and staff.

**C. VOTE:**

<b>A. BRIAN BIGELOW</b>	<u>AYE</u>
<b>TAMMARA HALL</b>	<u>AYE</u>
<b>ROBERT P. JANES</b>	<u>AYE</u>
<b>RAY JUDAH</b>	<u>AYE</u>
<b>FRANKLIN B. MANN</b>	<u>AYE</u>



February 3, 2009

Mr. Matthew A. Noble, AICP  
Principal Planner  
Division of Planning  
Lee County Department of Community Development  
P.O. Box 398  
Fort Myers, FL 33902-0398

**Re: CPA2007-48 Page Field Airport Lee Plan Amendment**

Dear Mr. Noble: *MATT:*

On behalf of the applicant, the Lee County Port Authority, we have prepared the following response to the Florida Department of Community Affairs (DCA) Objections, Recommendations and Comments (ORC) report, dated January 16, 2009. Please note that we have incorporated into our narrative the relevant text from the ORC report (in **bold**) and have used DCA's numbering sequence for reference purposes.

**10. Objection (Amendment Authority): In regard to future expansion of Page Field General Aviation Airport boundaries, the proposed Future Land Use Element Policy 1.9.3 states that "the Port Authority will amend Map 3G, Table 5(b) and the Future Land Use Map to reflect the land added to Page Field General Aviation Airport." Policy 1.9.3 authorizes the Port Authority to amend the Comprehensive Plan and this is not consistent with Chapter 163, Part 11, F.S. The proposed Amendment 2007-48 does not establish comprehensive plan policies addressing the following: (1) consistency of development at the Page Field Airport with the Lee County Metropolitan Planning Organization Long-Range Transportation Plan; (2) the provision of regional transportation facilities for the efficient use and operation of the transportation system and airport.**

**Rules 95-5.006(3), F.A.C.; and Sections 163.3 167; 163.4 177(6)(a and k); 163.3 184; and 163.3 189, F.S.**

RESPONSE: The applicant has amended the proposed comprehensive plan amendment to address the DCA Objection. The amendments are as follows:

1. Proposed Policy 1.9.3 has been amended to recognize the authority of the Lee County Board of County Commissioners to amend the Lee County comprehensive plan. The amended policy language is as follows:

**Policy 1.9.3:** If the Port Authority determines expansion of the Page Field General Aviation Airport boundaries are is necessary in order to provide continued viability to Page Field as a reliever to Southwest Florida International Airport, then the Port Authority will submit to the Board of County Commissioners the appropriate 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.

2. The proposed amendment to Lee Plan Policy 47.6.1 has been amended to establish consistency between future development at Page Field General Aviation Airport and the MPO Long Range Transportation Plan. The policy also has been amended to demonstrate how the proposed comprehensive plan amendment will support the provision of regional transportation facilities for the efficient use and operation of the transportation system and airports:

**Policy 47.6.1:** 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 Southwest Florida International Airport and Page Field General Aviation Airport. Airport development will remain consistent with the MPO Long Range Transportation Plan 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. (Amended by Ordinance No. 99-15, 04-16).

**11. Objection (Transportation Planning):** The results of a traffic study (prepared by Reynolds, Smith and Hills, Inc., August 2007) were transmitted with the proposed amendment as supporting data and analysis. The traffic study does not analyze the projected operating roadway level of service for the five-year and long-term planning timeframes based on the maximum development potential of land uses allowed by the proposed Table 5(b) and growth in background traffic. The traffic study does not identify assumptions regarding trip generation and trip distribution based on the maximum development potential of land uses allowed by the proposed Table 5(b) and demonstrate that these assumptions are professionally acceptable. Thus, the proposed amendment is not appropriately supported by a professionally acceptable traffic analysis that demonstrates the adopted level of service standards will be achieved and maintained for the five-year and long-term planning timeframes and that any roadway improvements that are needed to maintain level of service are coordinated with the Transportation Element and Capital Improvements Element, including a financially feasible five-year schedule of capital improvements. The amendment is not appropriately supported by data and analysis demonstrating that the amendment is consistent with the requirements of Section 163.3 177(6)(k), F.S., regarding: (1) the provision of regional transportation facilities for the efficient use and operation of the transportation system and airport; and (2) consistency

**with the local government transportation circulation element and applicable metropolitan planning organization long-range transportation plans.**

**Rules 95-5.005(2) and (5), 9J-5.019(3)(f, g, h, and i); 9J-5.019(5)(a and b); 95-5.016(1)(a); 9J-5.016(2)(b, c, and f); 95-5.016(4), F.A.C.; and Sections 163.3175; 163.3177(2), (3), (8), and (10); 163.3177(6)(a, j and k); 163.3177(6)(h)l and 2, F.S.**

RESPONSE: The applicant has prepared the following response to the DCA Objection:

Page Field is an existing transportation facility that has been successfully incorporated into the existing Lee County comprehensive plan and MPO adopted long-range plans. As required by FDOT and the FAA updated airport Master Plans must coordinate with local governments and MPO to ensure that the updated airport plan is successfully included in local and regional MPO plans. FDOT and the FAA have both previously approved the Page Field Airport Master Plan. This technical coordination is being accomplished to ensure consistency of all three planning efforts.

Table 5(b) included in the proposed comprehensive plan amendment gives the details of existing and proposed development for the Page Field General Aviation Airport consistent with the adopted Airport Master Plan Update. The growth in the airport/aviation facilities and aviation operations was addressed in the proposed amendment analysis both for the five-year (2012) and long term (2030) planning time frames utilizing the adopted MPO model. The traffic analysis utilized the existing adopted model and was closely coordinated with the County and MPO staff to ensure accuracy of existing conditions (2007) displayed in the model results as well as model consistency in factors utilized to predict future trip generation. The land use data presented in Table 5(b) was converted from aviation development and non-aviation square footage numbers into more applicable modeling parameters consistent with the adopted model such as enplanements/employment for the aviation activities (ZDATA 3) and office/industrial/commercial employment for the non-aviation activities. The following data supports the incorporation of projected growth presented in Table 5(b) and was contained in the report.

- Table 4 shows that for TAZ 686 (Airport), ZDATA 2 (Employment Data) was increased from 580 total employees in 2007 to 677 in 2012 and 997 in 2030. This data is consistent with BEBR forecast for the county and FAA/FDOT approved forecast for the airport.
- Table 4 shows that for TAZ 686 (Airport), ZDATA 3 (Special Generator) was increased from 1500 attractions in 2007 to 1664 in 2012 and 2254 in 2030. This data is consistent with FAA/FDOT approved forecast of operations at the airport.

The growth in non-aviation land use listed in Table 5(b) as approximately 80,000 sq. ft. for commercial; 33,000 sq. ft. for office and 40,000 sq. ft. for light industrial was incorporated into the proposed amendment and supporting traffic analysis. Areas approved for non-aviation development were depicted on the adopted Airport Layout Plan. These six areas were conceptually evaluated to determine likely future development intensities and resultant square footages. In accordance with the approved modeling factors the building size was converted into

a ratio of employment suitable for input into the model (ZDATA 2). Non-aviation data was specifically separated from aviation related development in the analysis because the Port Authority and County have entered into an agreement requiring all non-aviation related development to be subject to local transportation impact fees. The following table data supports the incorporation of non-aviation land use growth. The number of employees calculated from this table was added to Tables 3 and 4 of the proposed amendment report as ZDATA 2. This data is consistent with Table 5(b).

**PAGE FIELD SITE EMPLOYMENT ESTIMATES**

Parcel #	Land Use	Acreage	Assumed FAR*	Building Size (Square Ft.)	Employment Rate/ 1000 Square Ft.	Employees	Total Employees per Parcel
1	Office(a)	3.6	0.21	32931	4.0	132	160
	Light Industrial(a)	1.9	0.19	15725	1.8	28	
2	Light Industrial(a)	1.2	0.19	9932	1.8	18	18
3	Commercial (Service)(a)	1.8	0.18	14113	2.5	35	35
4	Commercial (Service)(a)	1.1	0.18	8825	2.5	22	22
5	Commercial (Retail)(a)	3.4	0.18	26659	2.5	67	92
	Light Industrial(a)	1.7	0.19	14070	1.8	25	
6	Commercial (Retail)(a)	3.9	0.18	30579	2.5	76	76
<b>Total</b>						<b>403</b>	<b>403</b>

\*FAR - Floor area ratio

- 1- Commercial land use total is 79,976 sq. ft. (approximately 80,000 sq. ft. as shown in Table 5(b))
- 2- Office land use total is 32,931 sq. ft. (approximately 33,000 sq. ft. as shown in Table 5(b))
- 3- Light industrial land use total is 39,727 sq. ft. (approximately 40,000 sq. ft. as shown in Table 5(b))

The report states that the inclusion of TIP and 2030 financially feasible projects are already included in the adopted MPO model as required. On page 5 of 12 of the proposed amendment the report states, "The 2007 and 2012 model socio-economic data (ZDATA) was interpolated using 2000 and 2030 data. An existing 2007 model network was developed using current aerial photography. The 2012 model network was developed using the Lee County MPO Transportation Improvement Program (TIP). Projects which had construction funding in the TIP were incorporated into the model. The long term analysis was completed using the 2030 financially feasible roadway network from the Long Range Transportation Plan."

There was no significant and adverse impact anticipated due to the Page Field Airport Master Plan Update amendment under the revised ZDATA scenario (the revision in ZDATA was coordinated with Lee County and MPO Staff). The conclusions section of the report states, "Table 7 shows the comparison of AADT/ LOS for "Revised ZDATA and Revised ZDATA plus Page Field Airport Master Plan (future planned airport development) models." The comparison of LOS for revised ZDATA model with and without planned growth as a result of the Page Field Airport Master Plan Update indicates that all the segments which have undesirable "LOS F" in the model with Page Field Airport Master Plan, will also have undesirable "LOS F" in "Revised ZDATA model" without Master Plan." This result is reasonable since the airport is approaching build-out and future planned expansions are modest. Continued future growth at the airport, as well as all future Airport Master Plan Updates, will be coordinated with the Lee County Comprehensive Plan and MPO Long Range Transportation Plan to ensure consistency between the modes and maximize the continued efficient use and operation of the transportation system and airport.

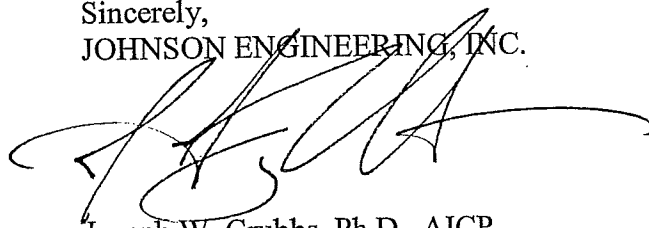
Mr. Matthew A. Noble  
CPA2007-48  
February 3, 2009  
Page 5 of 5

**12. Comment:** The proposed Amendment 2007-48 is intended to exempt the Page Field Airport from development of regional impact (DRI) review under the provisions of Section 163.3 177(6)(k), F.S. Although most of Page Field Airport is located within unincorporated Lee County, a small portion of Page Field Airport is located in the City of Fort Myers. The County does not have planning jurisdiction in Fort Myers. The County should be aware that the portion of Page Field that is not within the unincorporated area of Lee County does not qualify for the DRI exemption through the Lee County Comprehensive Plan Amendment 2007-48. The City of Fort Myers Comprehensive Plan would need to be amended pursuant to Section 163.3 177(6)(K), F.S., for the portion of Page Field that is within Fort Myers to be exempted from DRI review. Alternatively, a joint planning agreement could be executed between the County and Fort Myers authorizing the County and Fort Myers to jointly exercise comprehensive planning power for the incorporated area, and then the County could amend the County Comprehensive Plan to establish the DRI exemption for the incorporated area.

RESPONSE: The applicant acknowledges that Lee County does not have planning authority over the incorporated area of the City of Fort Myers, at least on the matter of Page Field General Aviation Airport. Therefore, the applicant acknowledges that the portion of Page Field General Aviation Airport lying within the City of Fort Myers does not qualify for the DRI exemption under the proposed Lee County Comprehensive Plan Amendment (CPA2007-48) and that the proposed amendment applies only to the portion of Page Field General Aviation Airport within unincorporated Lee County. Subsequent to the adoption of the proposed amendment in Lee County, the applicant plans to take the appropriate action with the City of Fort Myers.

We are confident that this response fully addresses the ORCs raised by DCA. Please let me know if you have questions, or if you would like additional information. Thank you very much for your consideration and guidance through this process.

Sincerely,  
JOHNSON ENGINEERING, INC.



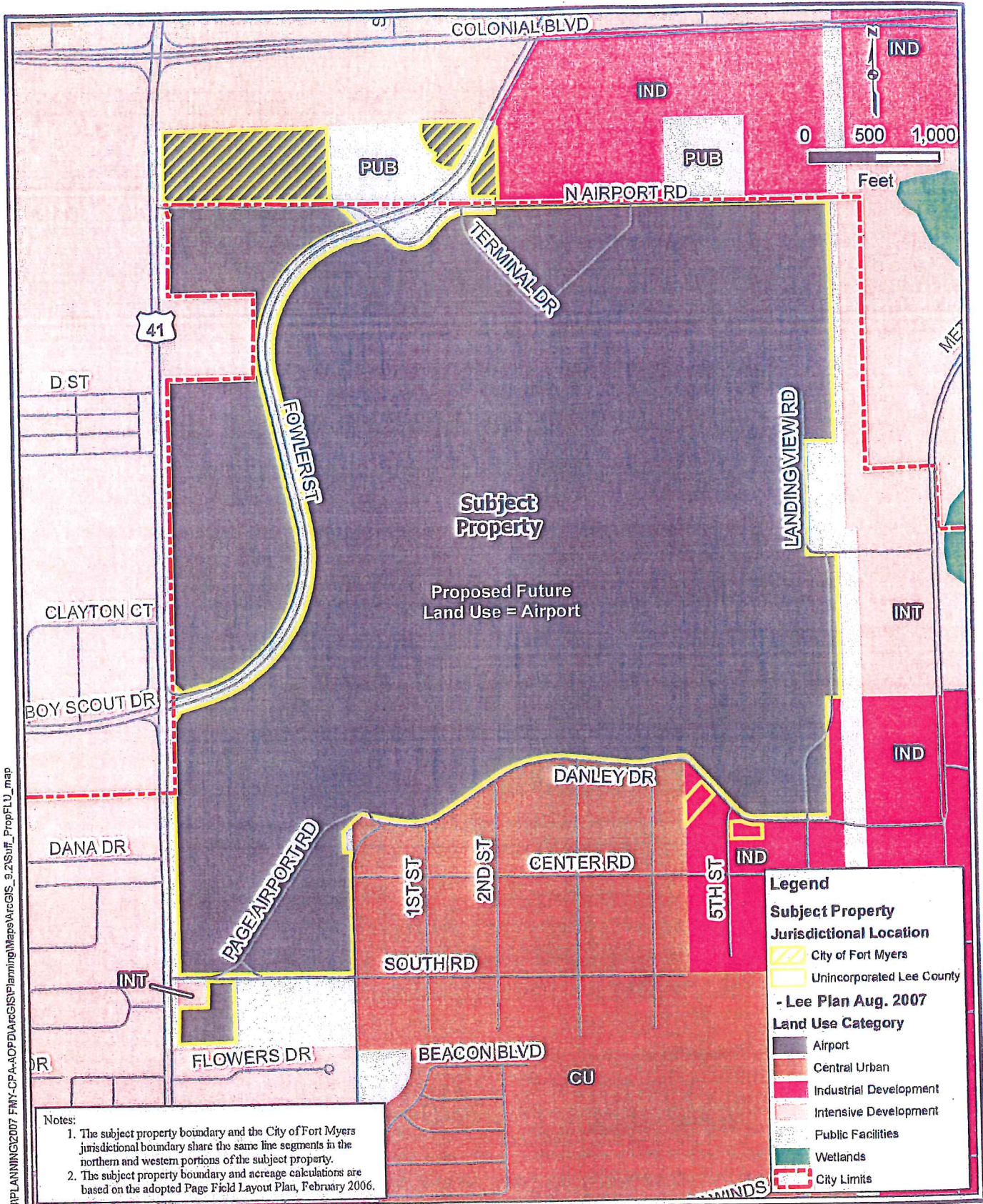
Joseph W. Grubbs, Ph.D., AICP  
Principal Planner

JWG/jrs:20033734-127

cc: Emily M. Underhill, Lee County Port Authority  
Ellen L. Lindblad, Lee County Port Authority  
William B. Horner, Lee County Port Authority  
J. Ronald Ratliff, RS&H  
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### Proposed Future Land Use

DATE	PROJECT	FILE NO.	SCALE	EXHIBIT NO.
06/20/08	20033734-127	00-00-00	As Shown	4-B



# Page Field General Aviation Airport

Table 5(b)



Existing vs. Proposed Development 2020-2025(1)			
Development	Existing	Thru 2020(2)	Thru 2025(3)
<b>Landside Intensity (Terminal and Access Facilities)(4)</b>			
Total Landside Intensity (See below for facilities by quadrant)	98,100± sq. ft. 675 Spaces	20,000± sq. ft.	
<b>Vehicular Parking(5)</b>			
<i>Landside Intensity by Quadrant</i>			
<i>North Quadrant</i>			
<i>Buildings &amp; Structures</i>	85,557± sq. ft.		
<i>Vehicular Parking</i>	545 spaces		
<i>East Quadrant</i>		20,000± sq. ft.	
<i>Buildings &amp; Structures</i>	1,250± sq. ft.		
<i>Vehicular Parking</i>	15 Spaces		
<i>South Quadrant</i>			
<i>Buildings &amp; Structures</i>	11,209± sq. ft.		
<i>Vehicular Parking</i>	115 Spaces		
<i>West Quadrant</i>			
<i>Buildings &amp; Structures</i>	--		
Auto Access	Main terminal entrance from Danley Drive; Terminal Drive; Airport facilities accessways from Danley Drive; Airport facility access from Landingview Way	Airport Perimeter Road; New General Aviation facility access; North quadrant hangar access roads; Terminal Drive realignment; Fuel farm access; South Road/Danley Drive realignment	
<b>Airside Intensity (Aviation Operations and Support Facilities)(6)</b>			
<b>Airfield Facilities</b>			
Runway 05-23	6,401 ft. x 150 ft. Runway		
Runway 13-31	4,997 ft. x 150 ft. Runway		
<b>Aprons/Ramps</b>	217,100± sq. yds.	62,200± sq. yds.	
<b>Primary Taxiways</b>			
Taxiway A	6,401± ft. Taxiway		
Taxiway B	4,997± ft. Taxiway		
Taxiway C	6,547± ft. Taxiway		
Taxiway D	2,897± ft. Taxiway		
Taxiway E	1,860± ft. Taxiway	1,052± ft. Taxiway	
Future Aviation-support Facilities Identified in Airport Master Plan		4,000 sq. yd. 163 Total Based Hangars 18-20 Multi-use Itinerant Hangars	

# Page Field General Aviation Airport

Table 5(b)



Existing vs. Proposed Development 2020-2025(1)			
Development	Existing	Thru 2020(2)	Thru 2025(3)
Aviation-support Facilities (See below for facilities by quadrant)	332,991± sq. ft.	100,660± sq. ft.	
<i>Aviation-support Facilities by Quadrant</i>			
<i>North Quadrant</i>			
Hangars		34,658± sq. ft.	
Accessory Office		1,470 sq. ft.	
<i>East Quadrant</i>			
Hangars	135,923± sq. ft.	10,850± sq. ft.	
Accessory Office		4,682± sq. ft.	
<i>South Quadrant</i>			
Hangars	197,068± sq. ft.		
<i>West Quadrant</i>			
Terminal		25,000± sq. ft.	
Hangars		24,000± sq. ft.	
<b>Non-aviation Intensity</b>			
<b>Existing Facilities</b>			
Commercial			
Retail	304,622± sq. ft.		
Service	108,465± sq. ft.		
Office			
Medical	35,490± sq. ft.		
Non-medical	7,056± sq. ft.		
Light Industrial	211,658± sq. ft.		
<b>Intensity by Use - Vacant Non-aviation Parcels(7)</b>			
Commercial (Retail & Service)			80,000± sq. ft.
Office (Medical & Non-medical)			33,000± sq. ft.
Light Industrial			40,000± sq. ft.

Source: Page Field General Aviation Airport, Master Plan Update, 2002; Page Field Airport Layout Plan, 2006; Lee County Port Authority.

**Notes:**

- (1) The adopted Page Field Airport Master Plan (May 2002) was developed with a 2020 planning horizon. The adopted Airport Layout Plan (February 2006) has a 2025 planning horizon. As of May 2008, LCPA has initiated a process to update the Airport Master Plan through the 2030 planning horizon. Upon completion of the airport master plan update, LCPA will submit an appropriate Lee Plan amendment application to update the Airport Master Plan to reflect a 2030 planning horizon.
- (2) Data for the projected facilities demand are from Exhibit 5-1, Facility Requirement Summary, Page Field General Aviation Airport, Master Plan Update, 2002.
- (3) Data for non-aviation facilities are based on the adopted Page Field Airport Layout Plan, 2006.
- (4) Landside facilities consist of the terminal, non-aviation related structures on the airport property and the access system, which includes vehicular parking.
- (5) Future aviation and non-aviation development at Page Field will comply with the parking requirements of the Lee County Land Development Code.
- (6) Airside facilities are those required for aviation operations, including runways and ramps. Airside aviation-support facilities include aircraft hangars, maintenance facilities and office facilities that are accessory uses to the primary aviation-related use.
- (7) Intensity data for the vacant Page Field non-aviation parcels are estimates based on the size and anticipated use of the parcels through the 2025 planning horizon.



