

## **Lee Plan Goal 32: San Carlos Island Community Plan Topic Summary & Lee Plan Amendments**

Lee County staff hosted a community visioning meeting on San Carlos Island, located at 1190 Main Street on San Carlos Island in February 2018 pertaining to Goal 32 of the Lee County Comprehensive Plan. The visioning workshop was the first step in defining and updating the community planning goals for the San Carlos Island Community Plan area. The public input received from the workshop was analyzed by staff and grouped into four topics. Based on the topics that were identified as important to San Carlos Island stakeholders, staff is proposing the following San Carlos Island Community Plan, Goal 32 is proposed:

**GOAL 32: SAN CARLOS ISLAND COMMUNITY PLAN. Manage growth within the San Carlos Island Community Plan area in order to: promote commercial fishing and tourism industries; expand water-dependent uses; support redevelopment; protect water resources and estuarine water quality; and, encourage redevelopment with commercial uses to serve the daily needs of island residents.**

The four topic areas identified by the San Carlos Island community through this process are:

- The working waterfront areas including the Water Dependent Overlay (Page 1);
- Commercial redevelopment to serve the island (Page 4);
- Transportation and other infrastructure pertaining to road and sidewalk network improvements (Page 9); and,
- Estuarine water quality (Page 10)

Each topic is addressed with proposed Lee Plan and, for some topics, Land Development Code amendments.

### **The Working Waterfront**

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Public input indicated that preservation of water dependent land uses was an issue needing to be addressed in the San Carlos Island Community Plan area.

#### **LEE PLAN AMENDMENTS**

Staff is proposing new and revised provisions in the Lee Plan to address the working waterfront and Water-Dependent Overlay within the Lee Plan. The new provisions require that land within the Water-Dependent Overlay must be developed with water-dependent land uses and provide criteria to remove land from the Overlay. These are stricter requirements than for properties within the Overlay elsewhere in Lee County. In addition the depiction of the Water-Dependent Overlay properties will be moved from Map 2 to Map 12: Water-Dependent Overlay Zones. Map 2, which is an enlargement of the San Carlos Island Water-Dependent Overlay zones and

the Future Land Use Map, will be deleted. The proposed amendments to the Lee Plan are as follows:

**OBJECTIVE 32.1: SAN CARLOS ISLAND WATER-DEPENDENT OVERLAY.**

Encourage continuance of water-dependent land uses and discourage displacement by non-water-dependent land uses.

**POLICY 32.1.1:** Maintain on the Water-Dependent Overlay locations for water dependent uses in the San Carlos Island Community Plan area, specifically property located: north of Main Street, south of Main Street, and at the foot of the Matanzas Pass Bridge.

**POLICY 32.1.2:** Property within the Water-Dependent Overlay must be developed with a water-dependent use such as, but not limited to, commercial fishing, port and docking facilities, and commercial or industrial marinas.

**POLICY 32.1.3:** Property within both the Industrial Development future land use category and the Water-Dependent Overlay may be developed with commercial uses which are ancillary to the water-dependent industrial use. The cumulative area of the ancillary commercial development may not exceed 15% of the property's total area. Property within Water-Dependent Overlay located at the foot of the Matanzas Pass Bridge may have ancillary commercial uses on up to 25% of the property's total area.

**POLICY 32.1.4:** If a water-dependent land use is to be converted to a non-water-dependent land use or water related use, a Lee Plan map amendment is required to remove the property from the Water-Dependent Overlay. To be removed from the Water-Dependent Overlay, it must be demonstrated that no other property within the San Carlos Island Community Plan area, outside of the Water-Dependent Overlay, is appropriate or available for the proposed development. A planned development rezoning must be submitted concurrent with the Lee Plan amendment and demonstrate all of the following:

1. The proposed development will not negatively impact the operation of water-dependent uses on adjacent property;
2. The proposed development is compatible with surrounding uses, and land and water based resources; and
3. Water access will be provided to support the fishing and tourism industries.

# WATER DEPENDENT OVERLAY ZONES

(Lee Plan Map 12 Page X of X)

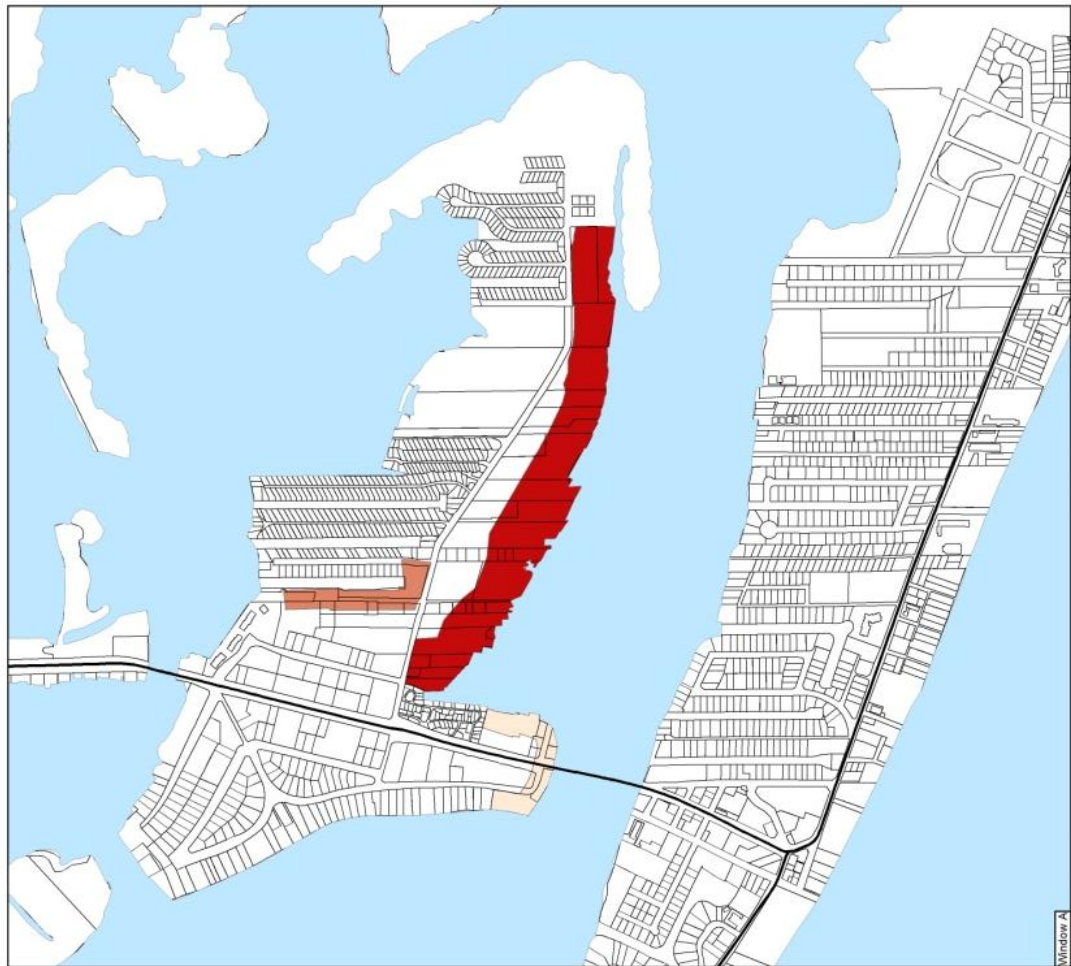


**Legend**

- At the Foot of the Matanzas Pass Bridge
- North of Main Street
- South of Main Street



Map Generated February 2019  
 Adopted: 1/3/89  
 Ordinance No. 89-02



M: GISLAYERS Projects Planning LeePlan Map 12 Map 12\_13.mxd

Window A

## LAND DEVELOPMENT CODE AMENDMENTS

Staff is also proposing new implementing language in the Land Development Code as follows:

### Sec. 34-1748. – Applicability.

The provisions of this section apply to properties in the San Carlos Community Plan area located within the Water-Dependent Overlay as delineated on Map 12 of the Lee Plan.

### Sec. 34-1749. Permitted Uses.

- (a) Property within the Water-Dependent Overlay must be developed with a water-dependent use such as, but not limited to, commercial fishing, port and docking facilities, and commercial or industrial marinas.
- (b) Property within both the Industrial Development future land use category and the Water-Dependent Overlay may be developed with commercial uses which are ancillary to the water-dependent industrial use. The cumulative area of the ancillary commercial development is limited as follows (Policy 32.1.3):
- (1) Properties located at the foot of the Matanzas Pass Bridge: 25 percent.
  - (2) Properties located in all other areas: 15 percent.

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## Commercial Redevelopment

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Public input indicated that commercial development serving the necessary needs of the community to prevent trips off the island was an issue needing to be addressed in the San Carlos Island Community Plan area.

### LEE PLAN AMENDMENTS

Staff is proposing the following new provisions in the Lee Plan that will guide and encourage new commercial development through the use of the Mixed Use Overlay without increasing potential density. Staff is also proposing Lee Plan Map amendments to help guide the desired level of commercial redevelopment. New and amended provisions and map amendments are provided below:

**POLICY 11.1.2:** Residential densities may be calculated from the entire project area when the development is consistent with one of the following:

- The development is located in the Intensive Development, Central Urban, or Urban Community future land use categories and at ~~At~~ least three uses are proposed and must include residential, commercial (including office) and light industrial (including research and development use).

- The development is located within the Marina Village future land use category and at least three uses are proposed and must include residential, commercial, and light industrial. One of the non-residential uses must also be a water-dependent land use.

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**POLICY 11.2.7:** Development, redevelopment, and infill development located within the Mixed Use Overlay may use the area of non-residential uses in their density calculations. Areas of non-residential use may not be used to calculate density within the San Carlos Community Plan area, except as permitted by Policy 11.1.2.

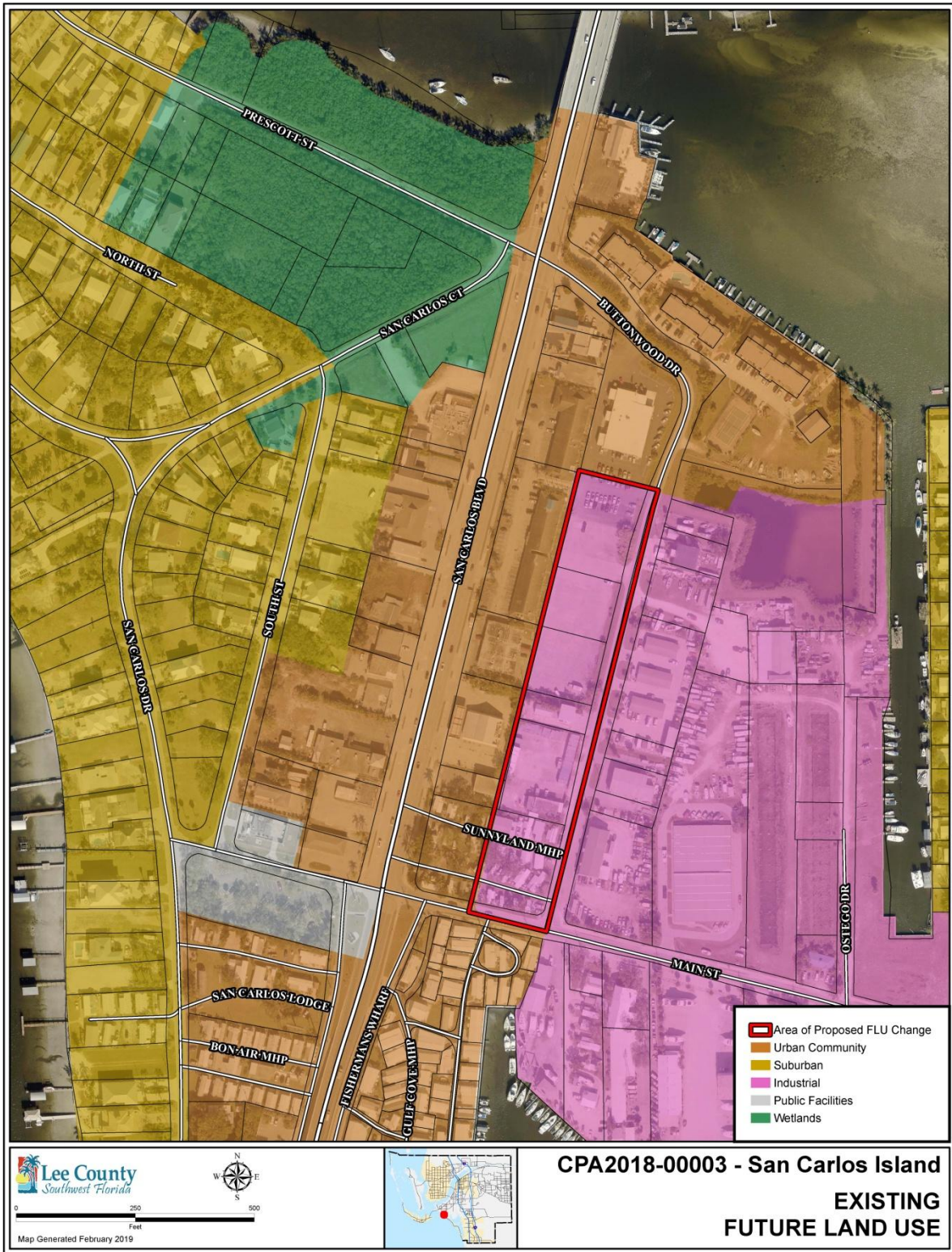
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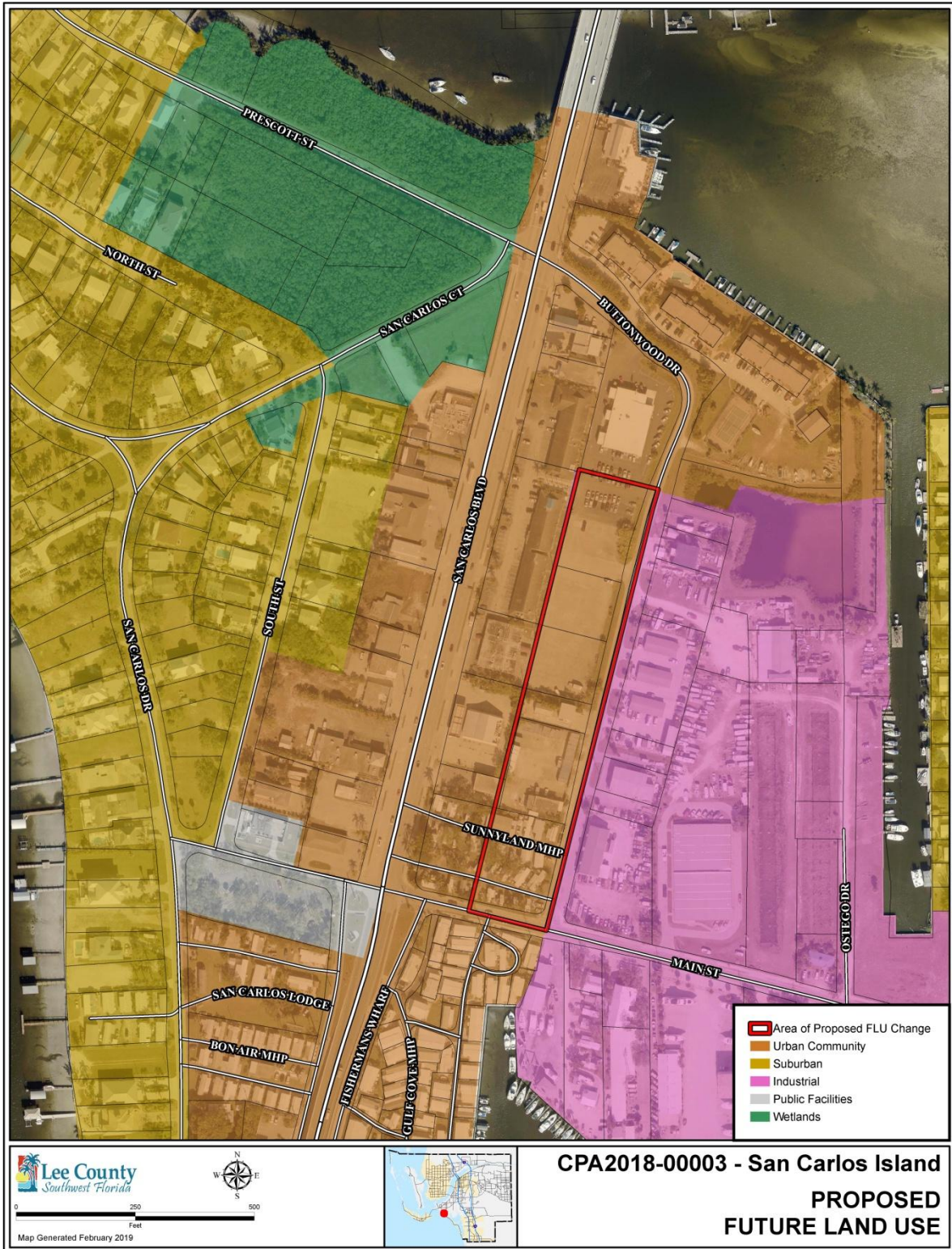
**OBJECTIVE 32.2: REDEVELOPMENT.** Encourage redevelopment activities that: enhance appearance, form, use, and interconnectivity of existing development; support the commercial fishing and tourism industries; and, provide a range of housing types and commercial services within the San Carlos Island Community Plan area.

**POLICY 32.2.1:** Maintain the Mixed Use Overlay along the San Carlos Boulevard corridor to encourage redevelopment on constrained sites by utilizing alternative property development regulations that allow for compact development patterns.

**POLICY 32.2.2:** Reduce impacts on coastal wildlife such as sea turtles and migrating birds with appropriate light management fixtures and techniques to minimize light pollution, sky glow and light trespass beyond property lines.

**POLICY 32.2.3:** Within the future urban areas, encourage redevelopment with commercial uses to serve the daily needs of island residents.









## LAND DEVELOPMENT CODE AMENDMENTS

Staff is proposing new implementing language in the Land Development Code that will incentivize redevelopment of commercial uses to serve the daily needs of island residents and to help reduce the need for off-island trips as follows:

### Sec. 33-1745. – Mixed Use Overlay.

Properties located within the Mixed Use Overlay, as delineated on Map 1, Page 6 of the Lee Plan and described in Objective 11.2, may apply the alternative property development regulations under the "MUO" category in Table 34-845, parking reductions in Table 34-2020(c), and open space and landscape requirements in Section 10-425.

### Sec. 33-1746. – Essential commercial uses.

The following essential commercial uses may be permitted in addition to the uses allowed in underlying commercial conventional zoning districts, and by administrative approval, in accordance with section 34-174(j), in underlying commercial and mixed use planned developments when in compliance with all other applicable regulations.

- (1) Food stores (34-622(c)(16)), Group I
- (2) Boat parts store
- (3) Convenience food and beverage store, no fuel pumps
- (4) Drugstore, pharmacy
- (5) Health Care Facilities (34-622(c)(20)): Group III
- (6) Personal services (34-622(c)(33)): Group I
- (7) Pet services

## Transportation and Infrastructure Improvements

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Public input indicated that roadways, pedestrian facilities and bikeways as issues needing to be addressed in the San Carlos Island Community Plan area.

### LEE PLAN AMENDMENTS

While Lee County has Goals, Objectives and Policies addressing transportation and infrastructure in general, staff is proposing new provisions in the Lee Plan to address the unique transportation situation on San Carlos Island. These new provisions require coordination that considers all island stakeholders and discourages deviations from pedestrian facility requirements as follows:

**OBJECTIVE 32.4: TRANSPORTATION AND INFRASTRUCTURE.** Continue to monitor traffic levels and availability of public infrastructure within and around the San

Carlos Island Community plan area to identify future projects, aid in transportation and infrastructure planning strategies, and support integration of pedestrian and bicycle facilities into the transportation network.

**POLICY 32.4.1:** Coordinate traffic movement on San Carlos Boulevard for access by residents, businesses, and visitors of the San Carlos Island Community Plan area with the Florida Department of Transportation.

**POLICY 32.4.2:** Deviations from Chapter 10 of the Land Development Code regarding road improvements, pedestrian facilities, and bikeways, will be required to satisfy the approval criteria for granting a variance in Chapter 34 of the Land Development Code.

**POLICY 32.4.3:** Encourage redevelopment that will reduce off-island traffic trips for island residents, visitors and employees.

### **LAND DEVELOPMENT CODE AMENDMENTS**

Staff is also proposing new implementing language in the Land Development Code as follows:

Sec. 33-1742. Deviations.

Deviations from sections 10-256, 10-261 and 10-296 of the Land Development Code, regarding pedestrian facilities and bikeways, refuse and solid waste disposal facilities, and road improvements will be required to meet the approval criteria for granting a variance in accordance with section 34-145(b).

## **Estuarine Water Quality**

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Public input indicated that coastal wildlife, water based tourism and water based industries are important to island stakeholders. All of these attractants that are important to island stakeholders are dependent on good water quality in the estuarine waters around San Carlos Island.

### **LEE PLAN AMENDMENTS**

To address water quality, staff is proposing policies for water quality in stormwater management, provision of adequate garbage facilities, education, and clean marinas. Staff is proposing new provisions in the Lee Plan as follows:

**OBJECTIVE 32.3: ESTUARINE WATER QUALITY.** Protect estuarine water quality by: improving surface water treatment; requiring adequate solid waste management; and, encouraging education and outreach about the importance of estuarine water resources.

**POLICY 32.3.1:** Private stormwater management systems must utilize techniques from the Best Management Practices for South Florida Urban Stormwater Management Systems in order to improve surface water quality.

**POLICY 32.3.2:** All development must provide adequate solid waste facilities and procedures to contain litter and debris on site and out of estuarine water adjacent to the San Carlos Island Community Plan area. Deviations from required refuse and solid waste disposal facilities must satisfy the approval criteria for granting a variance in Chapter 34 of the Land Development Code.

**POLICY 32.3.3:** Encourage education and outreach about the importance of estuarine water resources and promote environmental stewardship within the San Carlos Island Community Plan area.

**POLICY 32.3.4:** Marinas that are, or will be, served by central sewer will be required to provide sewage pump out facilities for the entire marina if any new wet or dry slips are added.

## **Board of County Commissioners**

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The Lee County Board of County Commissioners has directed staff to identify ways streamline and remove redundancies from the Lee Plan and to make sure the Lee Plan is consistent throughout. While reviewing the Lee Plan for redundancies and inconsistencies it became apparent that the Destination Resort Mixed Use Water Dependent (DRMUWD) is not consistent with other provisions of the Lee Plan. Goal 12 indicates that DRMUWD is a land-use category, but it is not consistent with other future land use categories in format or scope. Typically future land use categories are described by a single policy that is then supported by the remainder of the Lee Plan.

Goal 12 has ten objectives that address growth management, commercial land uses, residential uses, community character, mass transit, alternate modes of transit, service area and equipment, redevelopment, and intergovernmental coordination. In totality the DRMUWD appears to read more like a Community Plan area, but is specific to only one piece of property. A more in depth review of Goal 12 objectives, reveals that the objectives mostly duplicate other provisions in the Lee Plan. The unique aspects of the DRMUWD, like most other future land use categories, includes locational characteristics, generalized list of uses, and residential density.

To address the inconsistency and duplication of the land use category, staff is proposing to amend the DRMUWD land-use category by giving it a name that is more user friendly; removing requirements that are duplicative of other Lee Plan provisions; and, formatting the remaining unique aspects in a policy that is consistent with other future land use categories as follows:

## LEE PLAN AMENDMENTS

**POLICY 1.1.14:** The Marina Village future land use category is characterized by its mix of uses, proximity to navigable water, and availability of public services. Future development must be approved through the planned development rezoning process and is encouraged to incorporate a mix of uses, as described in Goal 11. The Marina Village future land use category is appropriate in locations with all of the following characteristics:

1. Comprised of a minimum of 5 acres of contiguous land under unified control;
2. Has existing access to navigable bodies of water; and
3. Has access to existing roadways and is within ½ mile of an existing transit route.

Standard density ranges from 6 dwelling units per acre (6 du/acre) to 10 dwelling units per acre (10 du/acre) with a maximum total density of 15 dwelling units per acre (15 du/acre) utilizing the site-built affordable housing program for very low, low and/or moderate income level households.

## LAND DEVELOPMENT CODE AMENDMENTS

Staff is also proposing an amendment to the Land Development Code that will recognize the height that is currently allowed within the DRMUWD land use category. This is not duplicated elsewhere in the Lee Plan or LDC. To address this, the Land Development Code is proposed as follows:

Sec. 34-2175. - Height limitations for special areas and Lee Plan land use categories.

The following areas have special maximum height limitations applicable to all conventional and planned development districts:

(a) *Special areas.*

(1) *through (2) remain unchanged.*

(3) *San Carlos Island.* The height of a structure may not exceed 35 feet above grade, except as provided for in section 34-2174 and section 34-2175(b)(6). ~~If seaward of the coastal construction control line, elevations may exceed the 35-foot limitation by three feet for nonconforming lots of record.~~

(4) *through (7) remain unchanged.*

(b) *Lee Plan land use categories.*

(1) through (5) remain unchanged.

(6) Marina Village future land use category. The maximum permitted building height is 180 feet. A maximum building height of 230 feet is permitted for buildings that utilize multiple stories of enclosed parking under a residential or hotel use.