

**2001/2002 REGULAR LEE PLAN AMENDMENTS
TRANSMITTAL HEARING**

Commission Chambers, 2120 Main Street
September 4, 2002
9:30 A.M.
AGENDA



1. **Call to order; Certification of Affidavit of Publication**
2. **Proposed Community Plans**
 - A. **CPA 2001-09**

Amend the Future Land Use Element text of the Lee Plan to incorporate the recommendations of the Bayshore Steering Committee, establishing a Vision Statement, Goal and subsequent Objectives and Policies specific to the Bayshore Community.
 - B. **CPA 2001-10**

Amend the Lee Plan to incorporate the recommendations of the Captiva Island Community Planning effort, establishing a Goal and subsequent Objectives and Policies specific to the Captiva Island community.
3. **Public Comment on Consent Agenda**
4. **Consent Items to be Pulled**
5. **Lee Plan Amendments Transmittal Consent Agenda**
 - A. **CPA 2001-22**

Amend the Future Land Use Map Series, Map 12, the Water Dependent Overlay (WDO) Zones, by evaluating and updating the status of the overlay areas and the Goals, Objectives, and Policies that pertain to the WDO.
 - B. **CPA 2001-23**

Evaluate and amend the Future Land Use Map series, Map 20, the Agricultural Overlay and Goal 9, Agricultural Land Uses, and its subsequent objectives and policies.
 - C. **CPA 2001-24**

Update Table 2(b), Recommended Operational Improvements on Constrained Roads.
 - D. **CPA 2001-28**

Amend the Capital Improvements Element (Tables 3 & 4) to reflect the latest adopted Capital Improvement Program.
 - E. **CPA 2001-31**

Amend Policy 80.1.7 of the Conservation and Coastal Management Element by updating the policy to reflect a new percentage for replacement values and revising

the target date when development regulations will require implementation of this policy.

F. CPA 2001-33

Amend the Build Back Policy of the Procedures and Administration Element by replacing references to the term “cost” with the term “value.”

G. CPA 2001-35

Review all elements of the Lee Plan, and replace, where applicable, references to the Lee County Regional Water Supply Authority with Lee County Utilities or the Division of Natural Resources in conjunction with the County taking over the responsibilities of the Water Supply Authority.

6. Lee Plan Amendments Transmittal Administrative Agenda

A. CPA 2001-15

Amend the Future Land Use Map series, Map 1, by updating the Conservation Lands land use categories.

B. CPA 2001-27

Amend Community Facilities and Services Element, Goal 40: Coordinated Surface Water Management and Land Use Planning on a Watershed Basis to add a new Objective and Policy regarding incorporation of green infrastructure into the surface water management systems of proposed developments, and provide definitions for green infrastructure and flow-way in the Glossary.

**CPA2001-24-T
BoCC SPONSORED
AMENDMENT
TO THE**

LEE COUNTY COMPREHENSIVE PLAN

THE LEE PLAN

**BOCC Transmittal Hearing Document
for the
September 4th, 2002 Public Hearing**

*Lee County Planning Division
1500 Monroe Street
P.O. Box 398
Fort Myers, FL 33902-0398
(941) 479-8585*

August 14, 2002

**LEE COUNTY
DIVISION OF PLANNING
STAFF REPORT FOR
COMPREHENSIVE PLAN AMENDMENT
CPA2001-24-T**

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Text Amendment

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Map Amendment

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

STAFF REPORT PREPARATION DATE: July 1, 2002

PART I - BACKGROUND AND STAFF RECOMMENDATION

A. SUMMARY OF APPLICATION

1. APPLICANT:

LEE COUNTY BOARD OF COUNTY COMMISSIONERS
REPRESENTED BY LEE COUNTY DIVISION OF PLANNING AND LEE COUNTY
DEPARTMENT OF TRANSPORTATION

2. REQUEST:

Update Table 2(b), Recommended Operational Improvements on Constrained Roads.

B. STAFF RECOMMENDATION AND FINDINGS OF FACT SUMMARY:

1. RECOMMENDATION: Planning and DOT staff recommends that the Board of County Commissioners transmit the proposed amendment incorporating the changes identified in the attached update of Table 2(b), as provided under Part IIC, the Staff Recommendation portion of this report.

2. BASIS AND RECOMMENDED FINDINGS OF FACT:

- Objective 22.2 indicates that certain roadway segments have been deemed “constrained” due to scenic, historic, environmental, aesthetic, and right-of-way characteristics and considerations, and will not be widened.
- Reduced peak hour levels of service are accepted on the constrained roads as a trade-off for the preservation of the scenic, historic, environmental, and aesthetic character of the community.
- Policy 22.2.3 indicates that for each constrained road segment, an operational improvement program is established which identifies operational and capacity-enhancing improvements that can still be implemented within the context of the constrained system.
- The Operational Improvement Program for constrained roads is identified in Table 2(b).
- Table 2(b) was last updated in the 1999 round of amendments, and includes some improvements that have been completed or are no longer contemplated.
- Table 2(b) needs to be updated to remove the improvements that are no longer valid and add new proposed improvements.

C. BACKGROUND INFORMATION

As noted in the Findings of Fact, Objective 22.2 and the related policies deal with “constrained” roads, those roads that the County has determined won’t be widened for certain reasons. Policy 22.2.3 provides an option for certain limited operational improvements, that can improve the capacity of the constrained roads short of actual widening. The operational improvements are called out in Table 2(b) of the Lee Plan, which hasn’t been updated since 1999.

PART II - STAFF ANALYSIS

A. STAFF DISCUSSION

Attached to this staff report is a proposed update of Table 2(b), with additions highlighted with underlining and deletions highlighted in strike-through format. The changes proposed for each constrained road segment are discussed below.

General

The table has until now only identified those constrained roads for which potential operational improvements have been identified, not the complete list of constrained roads. This could lead to some confusion in comparing to the list of constrained roads identified in Table 2(a). Therefore one of the first changes was to add all of the constrained roads to Table 2(b), whether specific operational improvements have been identified or not at this time for those segments. Where no specific improvement is currently identified, Footnote (1) was added which states, “*No specific operational improvement identified at this time, but operational improvements may still be possible and warranted in relation to development approval requests.*” This is a recognition that our list of operational improvements simply reflects current thinking at the time the table is updated, and is certainly not all-inclusive and may change over time. Staff also does not want to suggest that, just because an operational improvement is not identified in a table in the comprehensive plan, such an improvement might not still be necessary to address the specific impacts

of a development proposal on a constrained road. In some cases that might be determined at the time of development approval, based on the information submitted as part of the approval process.

Captiva Road, from Blind Pass to South Seas Plantation

No operational improvements have been identified at this time. The County recently added some paved shoulders to portions of the road where there was room and added some pedestrian cross-walks and other markings.

Daniels Parkway, from Metro Parkway to I-75

This segment of Daniels Parkway is already 6-laned. The County has had a long-standing plan to provide frontage roads on either side of Daniels Parkway, as identified in the controlled access resolution for the roadway. This is reflected under the "Auxiliary Lanes" column. The County also recently had an access management study done by a consultant, which led to some recommendations for reconfigurations at specific intersections. Those are identified in the "Geometrics" column. The segment already has a computerized traffic signal control system, but continued monitoring and updating of the system is called for in the "Signal Timing Progression" column.

Estero Boulevard, from Center Street to Big Carlos Pass

No operational improvements have been identified at this time. The County recently added paved shoulders for much of the segment at the request of the Town of Fort Myers Beach, and the Town has commissioned a study on tolling and mass transit options, which may lead to future operational improvements.

Hickory Boulevard, from Big Carlos Pass to Bonita Beach Road

A proposed new park on Lovers Key will have a left turn lane at its entrance, which is reflected in the "Auxiliary Lanes" column. This will be similar to the existing turn lane treatment at the park entrance at the south end of the road. No additional operational improvements have been identified at this time.

McGregor Boulevard (SR 867), from Colonial Boulevard to Winkler Road

The previously-identified improvement calling for two-way left turn storage at select locations has been completed by FDOT. One additional improvement has been added, identified by the Traffic Signal Coordinating Committee of the Lee County MPO. It calls for adding a northbound right-turn lane approaching Colonial Boulevard, which is currently experiencing significant back-ups. Further evaluation of the proposed improvement has determined that additional right-of-way will be required, which has led to it being identified as a major improvement in the MPO's long range plan.

Pine Island Road (Matlacha), from Shoreview Drive to Little Pine Island

Goal 14 of the Lee Plan addresses the Greater Pine Island community. Policy 14.2.3 provides that the County will take whatever additional actions are feasible to increase the capacity of Pine Island Road, including evaluating the construction of left turn lanes at intersections with local roads in Matlacha, or a continuous third lane. An update of the Greater Pine Island Community Plan is proposed as part of this on-going amendment cycle, and the community is suggesting the deletion of the reference to the continuous third lane, which they oppose. To ensure consistency, the reference to constructing left turn lanes at intersections with local roads is being added to Table 2(b).

San Carlos Boulevard (SR 865-Matanzas Pass Bridge), from Center Street to Main Street

San Carlos Boulevard currently has two southbound lanes approaching the Matanzas Pass Bridge, which narrows to one southbound lane. Lee County recently conducted an experiment with a traffic signal that alternated the release of traffic from each of the two southbound lanes to the bridge, which seemed to work fairly well, although some residents adjacent to the approach did not like it. A decision has not yet been made about whether the signal configuration will be made permanent, so it is added as an option to Table 2(b) under the "Signal Progression Timing" column. Also under consideration is the possibility of using the alternating signal concept and lane controllers to essentially create a transit-preferred lane on the southbound approach, which could possibly carry over the bridge with some lane modifications. The reference to replacing the traffic signal with a pedestrian signal has been deleted because that is no longer being considered, and the reference to implementing the recommendations of the Times Square Traffic Study has been deleted because those recommendations that were considered feasible have been implemented. The Town of Fort Myers Beach continues to evaluate options for the area, and has commissioned a study of tolling and mass transit options.

US 41, from South of Daniels Parkway to North Airport Road

The concepts previously identified for this segment are proposed to be deleted. Dual left turn lanes have been provided at the major intersections that have available right-of-way, a coordinated signal system has been installed, and the median openings referenced in the "Misc." column have been directionalized or closed. The conversion of the continuous right turn lanes on both sides of the road to through lanes would create an 8-lane section, which is inconsistent with state policy on the maximum laneage configuration for state highways and would potentially create safety problems. The County does not intend to increase the lane widths on the side streets, except where it has already done so on the major intersecting streets like College Parkway and Boy Scout Road. A reference is added in the "Signal Timing Progression" column to continue monitoring and updating of the coordinated signal system, and in the "Misc." column to pursuing the installation of bike paths as a transportation alternative on this segment, consistent with the Bicycle/Pedestrian Element of the MPO's long range plan and Map 3D of the Lee Plan.

Old 41

This segment is deleted because it is now the responsibility of the new City of Bonita Springs. An amendment of Map 2(a) listing the constrained roads will be pursued in the next amendment cycle to reflect this change.

Gulf Boulevard, Boca Grande

No operational improvements have been identified at this time. The County is making some drainage improvements which should improve the operation of the roadway during rain storms.

B. CONCLUSIONS

Table 2(b) of the Lee Plan should be updated to reflect current thinking in relation to operational improvements on constrained roads.

C. STAFF RECOMMENDATION

Planning and DOT staff recommends that the Board of County Commissioners transmit the proposed plan amendment, incorporating the changes identified in the attached update of Table 2(b).

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

DATE OF PUBLIC HEARING: July 22, 2002

A. LOCAL PLANNING AGENCY REVIEW

Staff explained the format change and the anticipated operational improvements for each constrained road, and the history of the inclusion of the list of constrained roads and associated operational improvements in the Lee Plan. Staff answered some LPA questions clarifying the scope of improvements on McGregor Boulevard and Pine Island Road, the timing of improvements on Pine Island Road, and the basis for the constrained road designations (or lack thereof) and jurisdictional responsibility in Sanibel, Fort Myers Beach and Bonita Springs.

B. LOCAL PLANNING AGENCY RECOMMENDATION AND FINDINGS OF FACT SUMMARY

1. **RECOMMENDATION:** The LPA recommended that the Board of County Commissioners transmit this proposed amendment, on a motion by Mr. Bixler and a second by Mr. Andress.
2. **BASIS AND RECOMMENDED FINDINGS OF FACT:** The LPA accepted the findings of fact as advanced by staff.

C. VOTE:

NOEL ANDRESS	AYE
MATT BIXLER	AYE
SUSAN BROOKMAN	AYE
RONALD INGE	AYE
GORDON REIGELMAN	AYE
ROBERT SHELDON	AYE
GREG STUART	ABSENT

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

DATE OF TRANSMITTAL HEARING: September 4, 2002

A. BOARD REVIEW:

B. BOARD ACTION AND FINDINGS OF FACT SUMMARY:

1. BOARD ACTION:

2. BASIS AND RECOMMENDED FINDINGS OF FACT:

C. VOTE:

JOHN ALBION

ANDREW COY

BOB JANES

RAY JUDAH

DOUG ST. CERNY

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

DATE OF ORC REPORT: _____

A. DCA OBJECTIONS, RECOMMENDATIONS AND COMMENTS

B. STAFF RESPONSE

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

DATE OF ADOPTION HEARING: _____

A. BOARD REVIEW:

B. BOARD ACTION AND FINDINGS OF FACT SUMMARY:

1. BOARD ACTION:

2. BASIS AND RECOMMENDED FINDINGS OF FACT:

C. VOTE:

JOHN ALBION

ANDREW COY

BOB JANES

RAY JUDAH

DOUG ST. CERNY

**TABLE 2(b)
RECOMMENDED OPERATIONAL IMPROVEMENTS ON CONSTRAINED ROADS**

ROADWAY	SEGMENT (or INTERSECTION)	AUXILIARY LANES	GEOMETRICS	SIGNAL TIMING PROGRESSION	MISC.
<u>Captiva Road</u>	<u>Blind Pass/South Seas Plantation</u>	(1) —	(1) —	(1) —	
<u>Daniels Parkway</u>	<u>Metro Parkway/I-75</u>	Provide frontage road connections	Potential removal of direct left turns @ Brookshire/International ⁽²⁾ . Close median openings at minor side street approaches ⁽²⁾ . Potentially eliminate EB left turn and NB/SB left turns at Danport Blvd. signal ⁽²⁾ .	Continue monitoring/updating of signal system.	Access management.
<u>Estero Boulevard</u>	<u>Center Street/Big Carlos Pass</u>	(1) —	(1) —	(1) —	
<u>Hickory Boulevard</u>	<u>Big Carlos Pass/Bonita Beach Rd</u>	Left turn lane at new park entrance on <u>Lovers Key</u> .	(1) —	(1) —	
<u>McGregor Boulevard (SR 867)</u> Completion anticipated in 1998	<u>Colonial Boulevard/Winkler Road</u>	*Provide two-way left turn storage at select locations Provide a NB right-turn lane from Davis Dr. to Colonial Blvd. ⁽²⁾	(1) —	(1) —	
<u>Pine Island Road (Matlacha)</u>	<u>Shoreview Drive/Little Pine Island</u>	Construct left turn lanes at intersections with local roads, where feasible.	(1) —	(1) —	
<u>San Carlos Boulevard (SR 865)</u> (Matanzas Pass Bridge)	<u>Center Street/Main Street</u>	(1) —	(1) —	Traffic signal replaced with pedestrian signal. Consider alternating signal for southbound approach lanes and signal/lane controls to create a preferential transit lane.	Consider implementation of recommendations of the Times Square Traffic Study sponsored by Lee County. Encourage transit ridership.
<u>US 41</u>	<u>S. of Daniels Parkway/Boy Scout Drive North Airport Road</u>	*Provide dual left turn lanes at major intersection if ROW permits. (Done at College Parkway and Boy Scout) *Convert continuous right turn lane into a thru lane (where practical). align="center">(1) —	Increase lane widths on side streets. Reduce plateauing effect at selected intersections. align="center">(1) —	Coordinated signal system installed. Continue monitoring/updating of signal system.	Maintain access control. Direction medians at Park Meadow Drive, Kenwood Lane and Brantley Road. Improve medians between Oak Drive and South Road. Pursue installation of bike paths through MPO process.
<u>Old 41</u> To be done by CRA	<u>Bonita Beach Road/Terry Street</u>	*Provide left turn storage at select locations (where sufficient right-of-way exists).		Left turn lane and traffic signal installed at Rosemary, Terry Street, Pennsylvania Avenue and Bonita Beach Road. Coordinated signal system installed.	Maintain access control.
<u>Gulf Boulevard</u>	<u>Boca Grande</u>	(1) —	(1) —	(1) —	

Footnotes:

⁽¹⁾ No specific operational improvement identified at this time, but operational improvements may still be possible and warranted in relation to development approval requests.

⁽²⁾ Indicates that the recommended improvement should increase the estimated service volume of the facility.