

**LEE COUNTY**

SOUTHWEST FLORIDA

PLANNING DIVISION

M E M O R A N D U M

to: Board of County Commissioners

from: *Paul C. Connor* Gov
Paul C. Connor, AICP, Director, Division of Planning

subject: Lee County's 2000/2001 Regular Comprehensive Plan Amendment Cycle

date: December 21, 2001

Attached are the agenda and a portion of the staff reports for the public hearing to be held beginning at 9:30 A.M. on Thursday, January 10th, 2001. This is an adoption hearing for the 2000/2001 Comprehensive Plan Amendment Cycle. The Board of County Commissioners transmitted the 2000/2001 Lee Plan amendments to the State for review on September 12, 2001. The Department of Community Affairs (DCA) issued its Objections, Recommendations and Comments (ORC) Report on November 21, 2001. The DCA did not pose any objections, recommendations, or comments on 22 of the 24 transmitted amendments. The two amendments that were objected to were PAM 98-06 and CPA2000-02.

The DCA offered objections to PAM 98-06, which is a privately-initiated request to amend the Future Land Use Map series for a portion of a specified parcel of land located in Section 20, Township 46 South, Range 25 East to change the classification shown on Map 1, the Future Land Use Map, from "Rural" to "Outlying Suburban," and also, to amend Lee Plan Policy 1.1.6 and Table 1(a), Note 6. This amendment has been placed on the Administrative Agenda. Staff is still working with the applicant in their efforts to respond to the objections of DCA, although staff has not received any new information as of this writing that would change the original staff recommendation. The staff report and applicant's response to the objections of the DCA will be provided to the BoCC under a separate cover next week.

The DCA also offered an objection to CPA2000-00002, which is a privately-initiated amendment to amend Goal 15, Gasparilla Island, to limit commercial and industrial uses within those portions of the Boca Bay Community that contain the Port District zoning designation. Staff is currently working with representatives from DCA and the applicant to resolve this issue, and anticipates that the outstanding issues will be resolved to the satisfaction of the DCA. The staff report and response to DCA's objections will be provided to the BoCC under a separate cover next week.

Three other amendments have been revised to reflect recent updates that have occurred since the transmittal hearing. One of these, CPA2000-00019, is the amendment addressing the Estero Community Planning Effort. Representatives of the Estero Community Planning Panel submitted several proposed modifications to the transmittal language on December 21, 2001. Staff is still reviewing these modifications and will provide recommendations on them as part of the adoption staff report. The staff report for this amendment will be provided to the BoCC under a separate cover next week.

Another amendment that will require modification between the transmittal hearing and the adoption hearing is CPA2000-00027, which proposes to update the Capital Improvements Program (CIP) in

the Lee Plan. Planning staff will be receiving the latest CIP from Budget Services staff, and will incorporate this document into the Lee Plan. The staff report for this amendment will be provided to the BoCC under a separate cover next week.

The final amendment that might require modification from the transmittal stage is CPA2000-00015, which proposes to modify setbacks for golf course maintenance facilities from public roadways and adjacent residential properties in the Density Reduction/Groundwater Resource areas. Staff is still finalizing its recommendation on this amendment. The staff report and final recommendation will be provided to the BoCC under a separate cover next week.

Other than these 5 amendments that will require modifications as noted above, the remaining documents were simply updated to reflect that there were no objections, recommendations, or comments by the DCA. As stated previously, the staff reports and other background materials for these 5 amendments will be provided to the Board next week, and should be added to the materials received with this correspondence.

If you have any questions regarding the adoption hearing, do not hesitate to call me at 479-8309.

cc: *Donald Stilwell, County Administrator*
 Mary Gibbs, Director, Department of Community Development
 Minutes
 Lee Cares
 Tim Jones, Assistant County Attorney
 Janet Watermeier, Director, Economic Development
 Dave Loveland, DOT
 Diana Parker, County Hearing Examiner

**CPA2000-00014
BoCC SPONSORED
AMENDMENT
TO THE**

LEE COUNTY COMPREHENSIVE PLAN

THE LEE PLAN

BoCC Adoption Document
for the
January 10, 2002 Public Hearing

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

November 21, 2001

**LEE COUNTY
DIVISION OF PLANNING
STAFF REPORT FOR
COMPREHENSIVE PLAN AMENDMENT
CPA2000-00014**

☒

Text Amendment

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Map Amendment

✓	This Document Contains the Following Reviews:
✓	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: February 19, 2001

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

2. REQUEST:

Amend the Future Land Use Element by modifying Policy 16.3.9 to clarify the maintenance area intensity limitations.

B. STAFF RECOMMENDATION AND FINDINGS OF FACT SUMMARY:

1. RECOMMENDATION: Planning staff recommends that the Board of County Commissioners transmit the proposed amendment with the language modifications shown below.

POLICY 16.3.9: Density/Intensity Limitations proposed uses are subject to the following limitations:

Clubhouse/Administrative Area: 20,000 SF/18 hole golf course.

Golf Course Restrooms:	Not to exceed two structures per 18-hole golf course, limited to 150 square feet per structure.
Maintenance Area:	<u>Not to exceed 25,000 SF of enclosed or semi-enclosed building area, /18 hole golf course, on a maximum of 5 acres of land per 18 hole golf course.</u>
Horse Stable:	40,000 SF of Stable Building/10 acres.
Camping Restrooms:	1 toilet per four (4) camp units, clustered in structures not to exceed 500 square feet per structure. 1 shower per 4 toilets.
Camping Area Office:	1,000 SF per campground.

2. BASIS AND RECOMMENDED FINDINGS OF FACT:

- Policy 16.3.9 limits golf course maintenance areas within lands designated as Density Reduction Groundwater Resource to 25,000 square feet per 18-hole golf course. The policy does not specify whether this limitation applies to the square footage of maintenance buildings themselves or the total land area on which the maintenance structures are located.
- The intent of the maintenance area limitation, when the policy was originally created, was that the maintenance building or buildings would not exceed 25,000 square feet per 18-hole golf course.
- Golf course maintenance areas do not always contain clearly defined buildings. Instead, they usually contain several open or semi-enclosed areas, in addition to storage buildings, that are used to conduct various maintenance activities. For this reason, it is difficult to limit a golf course maintenance facility by using a single measurement of building area.
- Typically, a golf course maintenance area is approximately 2 to 7 acres in land area. This area may include parking and open space in addition to the typical maintenance functions.
- A golf course maintenance area is most effectively limited through a measurement of the building area as well as the total acreage on which the facility sits.

C. BACKGROUND INFORMATION

In 1999, the Lee Plan was amended to allow private recreation facilities in the Density Reduction/Groundwater Resource (DR/GR) land use category. In July of 2000, the first application for rezoning to a Private Recreation Facilities Planned Development (PRFPD) district in the DR/GR land use category was submitted. This application was for an 18-hole golf course on the south side of Corkscrew Road east of I-75. During the sufficiency process for this rezoning, staff encountered some uncertainty relating to Policy 16.3.9, and specifically, the limitation of maintenance facilities to 25,000 square feet. The source of the uncertainty was whether the 25,000 square feet applied to the maintenance building itself or the total land area upon which the maintenance facilities were located. When the language was originally drafted, it was intended that the limitation would apply to the maintenance building and not the area upon which the maintenance building was located. Staff discovered, however, that the limitation

could be interpreted either way, and that some clarification was needed. Additionally, staff discovered that building area may not be the ideal way to measure the size of a golf course maintenance area, so this amendment explores that issue as well. This amendment is an attempt to more clearly define the maintenance area limitation contained in Policy 16.3.9 of the Lee Plan.

PART II - STAFF ANALYSIS

A. STAFF DISCUSSION

Policy 16.3.9 of the Lee Plan limits maintenance areas to 25,000 square feet per 18 holes of golf. It is not clear, however, what is included within the maintenance area. Most golf course maintenance areas are comprised of some enclosed structures, some semi-enclosed structures, and some non-enclosed areas. There is generally not one clearly defined "maintenance building" that can be easily identified and measured. According to the book Golf Course Design by Graves and Cornish (1998, p. 71), a typical maintenance area is comprised of one or two acres of land area, and contains the equipment building, a separate chemical storage building, fuel storage, an equipment washing area, and employee parking (see Attachment 1). Graves and Cornish (1998, p. 72-73) provide diagrams of typical maintenance facilities as developed by the Golf Course Superintendents Association of America (see Attachment 2). Diagram A of Attachment 2 shows that some of the typical maintenance functions may be independent of the primary maintenance building. Staff believes, therefore, that regulating the size of the "maintenance building" is not the most effective way to limit the extent of the golf course maintenance area.

Planning staff also reviewed the Master Concept Plans from rezoning cases as well as development order plans for selected golf course developments. The majority of the plans that were reviewed did not specify a size for the maintenance area, but staff was able to find several recent cases in which the plans specified an acreage and/or building area for the maintenance facility. These figures are shown in Attachment 3 of this report. The maintenance areas ranged from 1.53 acres for 18 holes to 6.06 acres for an 18-hole course. It is important to note, however, that some of the higher acreage facilities also included storage space and office space for an entire residential development, and not only for the golf course. The floor area for maintenance buildings generally ranged from about 8,000 sf to 33,000 sf. These figures included buildings as well as open storage bins. Once again, it is important to note that some of the higher acreage buildings were designed to service an entire residential development and not just a golf course.

Staff believes that the maintenance areas of golf courses in the DR/GR should be limited to an acreage and a building area that is generally comparable to some of the maintenance areas within existing golf courses in Lee County. It may not be appropriate for DR/GR golf maintenance areas to be of a size comparable to the largest maintenance facilities in the county because there is no residential use associated with the golf courses. Staff believes, however, that a figure somewhere in the middle of the extremes would be appropriate and fair for golf courses in the DR/GR.

Given the typical layout of maintenance areas, staff believes it would be more effective to regulate their intensity using two separate factors. The first factor would be the square footage of any maintenance buildings. This would include any fully-enclosed or semi-enclosed structure associated with the maintenance of the golf course. Staff believes this limitation should be kept at 25,000 square feet, per the original intent of the policy. The other factor would be an acreage figure that would measure the overall envelope of the maintenance area. Based on staff's research, this area should be limited to 5 acres per 18 holes. Staff believes this acreage is more than adequate given the sizes of other golf maintenance facilities that have been approved in the county. Staff believes the use of both measurements will result in a more

clearly defined regulation with less possibility of varying interpretations. It will make it more clear to the development community what is expected to be shown on Master Concept Plans for golf courses in the DR/GR, and will make staff's review of these projects more efficient.

B. CONCLUSIONS

Policy 16.3.9 is ambiguous in its limitation on golf course maintenance areas. The 25,000 square feet per 18 hole regulation was intended to apply to the area of the maintenance building. Staff's examination of the regulation, however, reveals that the limitation needs to be expanded to also include an acreage limitation that can accommodate other maintenance functions that may fall outside the primary maintenance building. The combination of the two limitations would prevent future confusion over the intent of the policy.

C. STAFF RECOMMENDATION

Planning staff recommends that the Board of County Commissioners transmit this plan amendment. The proposed language changes to Policy 16.3.9 are shown below.

POLICY 16.3.9: Density/Intensity Limitations proposed uses are subject to the following limitations:

Clubhouse/Administrative Area:	20,000 SF/18 hole golf course.
Golf Course Restrooms:	Not to exceed two structures per 18-hole golf course, limited to 150 square feet per structure.
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Camping Area Office:	1,000 SF per campground.

PART III - LOCAL PLANNING AGENCY REVIEW AND RECOMMENDATION

DATE OF PUBLIC HEARING: February 26, 2001

A. LOCAL PLANNING AGENCY REVIEW

Staff summarized the proposed amendment for the LPA. One member of the LPA questioned why staff was placing such a specific standard in the Lee Plan, and suggested that the Land Development Code might be the more appropriate location for the proposed standard. Staff responded that all of the language relating to golf courses in the Density Reduction/Groundwater Resource (DR/GR) land use category was fairly specific in nature. It has the type of specificity that would typically be found in the Land Development Code rather than in the Lee Plan. The reason that such specific language was placed in the Lee Plan was to increase the level of assurance that these standards for golf courses in the DR/GR would be enforceable. With the DR/GR being such a sensitive land use category, staff believes that the Lee Plan is the most appropriate place for any regulations relating to golf course development in these areas.

One member of the public spoke in support of the proposed amendment.

B. LOCAL PLANNING AGENCY RECOMMENDATION AND FINDINGS OF FACT SUMMARY

1. **RECOMMENDATION:** The LPA recommended that the Board of County Commissioners transmit the proposed amendment with the language recommended by staff.
2. **BASIS AND RECOMMENDED FINDINGS OF FACT:** The LPA accepted the findings of fact as advanced by staff.

C. VOTE:

NOEL ANDRESS	<u>AYE</u>
SUSAN BROOKMAN	<u>AYE</u>
BARRY ERNST	<u>AYE</u>
RONALD INGE	<u>AYE</u>
GORDON REIGELMAN	<u>AYE</u>
VIRGINIA SPLITT	<u>AYE</u>
GREG STUART	<u>AYE</u>

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

DATE OF TRANSMITTAL HEARING: August 29, 2001

A. BOARD REVIEW: A member of the Board questioned whether this kind of detailed regulation was appropriate in the Lee Plan, or if the Land Development Code might be a better place for it. The Board member also questioned why this amendment was necessary. The Board member did not oppose the amendment, but simply questioned why it needed to be done. Staff responded that the current regulation provides for 25,000 square feet of maintenance area, but does not specify whether that means 25,000 square feet of building area or a 25,000 square feet of site area. This amendment simply clarifies the issue by specifying a building area and a site area based upon staff's survey of other golf courses around the county. The Goal 16 regulations are detailed in nature, and it would not be unusual to have this level of detail under Goal 16.

B. BOARD ACTION AND FINDINGS OF FACT SUMMARY:

- 1. BOARD ACTION:** The Board of County Commissioners voted to transmit the proposed amendment as recommended by staff and the LPA.
- 2. BASIS AND RECOMMENDED FINDINGS OF FACT:** The Board accepted the findings of fact as advanced by staff.

C. VOTE:

JOHN ALBION	<u>AYE</u>
ANDREW COY	<u>AYE</u>
BOB JANES	<u>AYE</u>
RAY JUDAH	<u>AYE</u>
DOUG ST. CERNY	<u>AYE</u>

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

DATE OF ORC REPORT: November 21, 2001

A. DCA OBJECTIONS, RECOMMENDATIONS AND COMMENTS

The Department of Community Affairs provided no objections, recommendations, or comments concerning the proposed amendment

B. STAFF RESPONSE

Adopt the amendment as transmitted.

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

DATE OF ADOPTION HEARING: January 10, 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

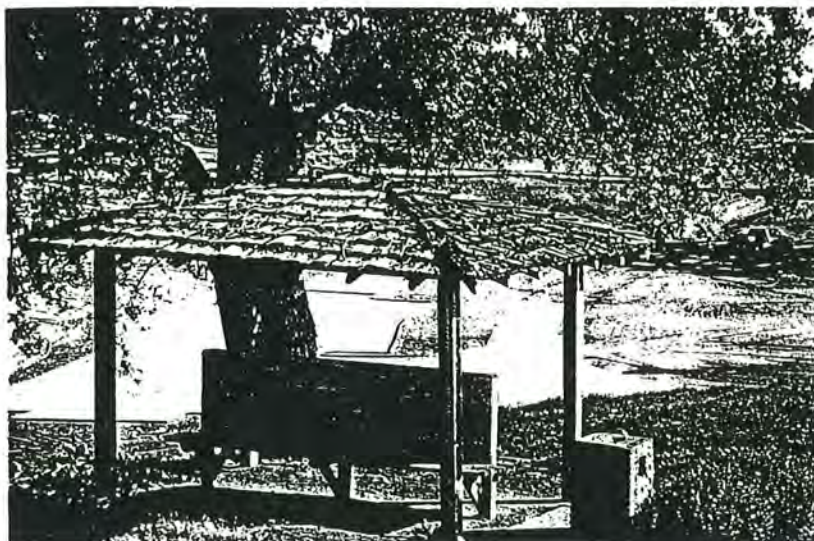
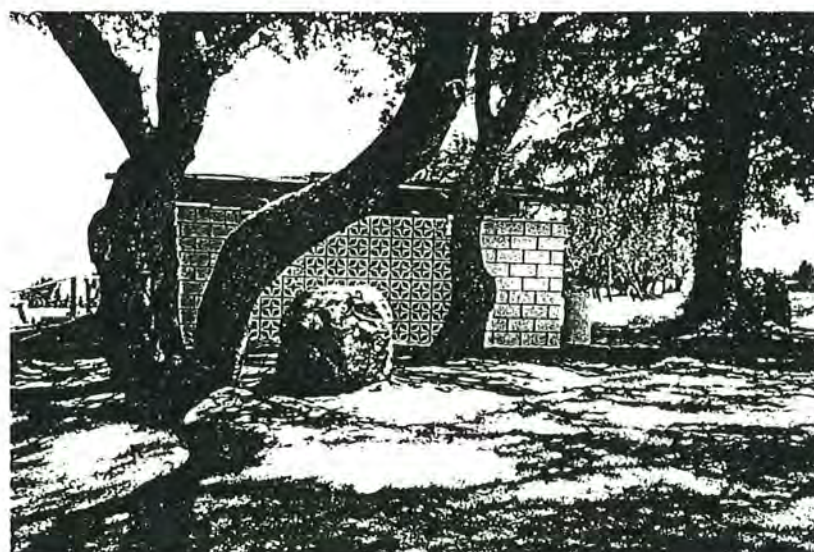


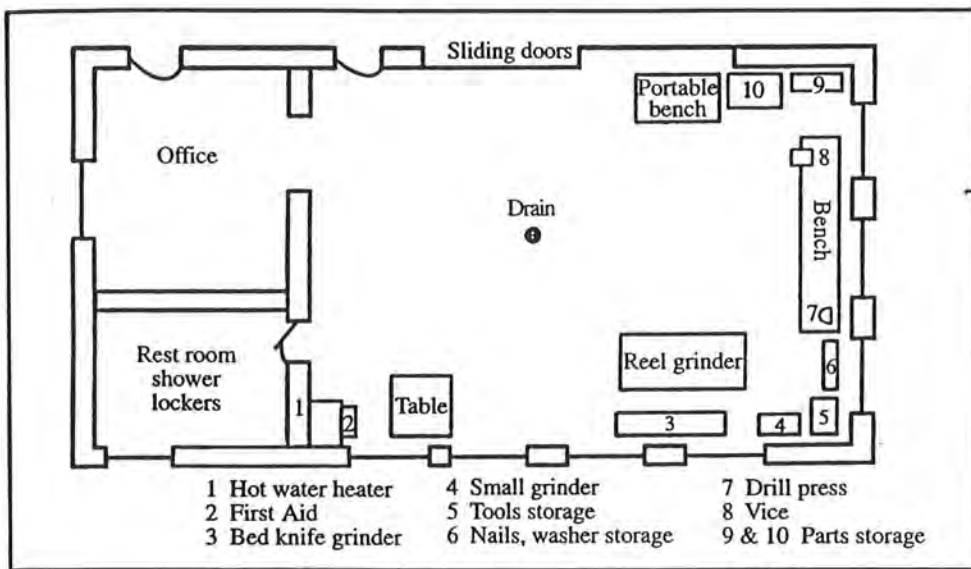
FIGURE 3.22 Ranging from a rustic lean-to to a structure rivaling the clubhouse in architectural opulence, mid-course facilities can offer everything from shelter to relief to a steak sandwich. Excepting the rest room feature, many such facilities are being replaced by the drink and sandwich cart.



Siting the Equipment Building The most important building, after the clubhouse and pro shop, is the one that houses maintenance equipment and repair facilities. A reasonably central and secure area, not too conspicuous or close to the clubhouse, is required. In all seasons, there must be access to the building and utilities must be operational. The location of an equipment building in a corner of the property can result in unproductive time for the crew, as they must travel to reach work sites after check-in, and in an integrated development the value of the lot adjoining it may be compromised or, in extreme cases, made unsellable. Some feel that locating the equipment building close to the pro shop improves the relationship between professional and superintendent.

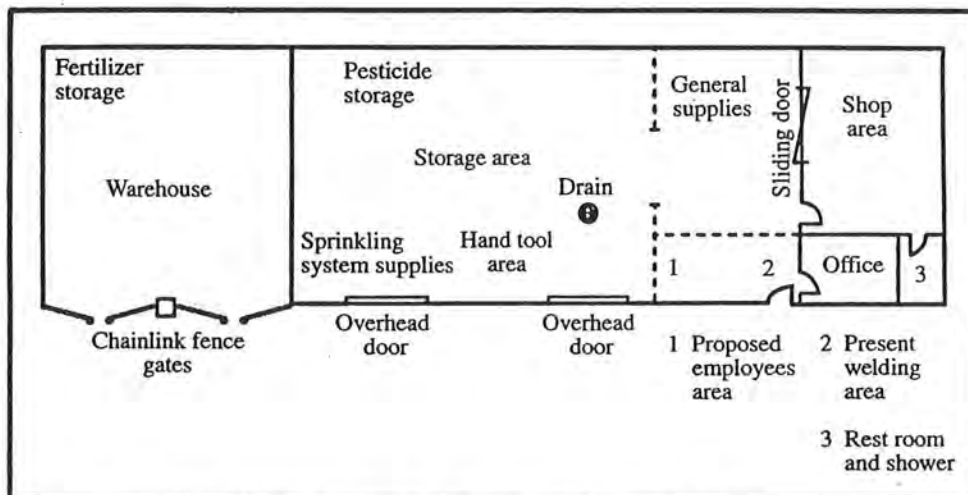
A maintenance area of one or two acres to include the equipment building (Figures 3.23A, B, C, D) a separate chemical storage building, fuel storage, an equipment washing area, employee parking, and sometimes sod and tree nurseries, is shown on the route plan, but seldom in detail.

C



Sample floor plan of golf course maintenance facility.

D



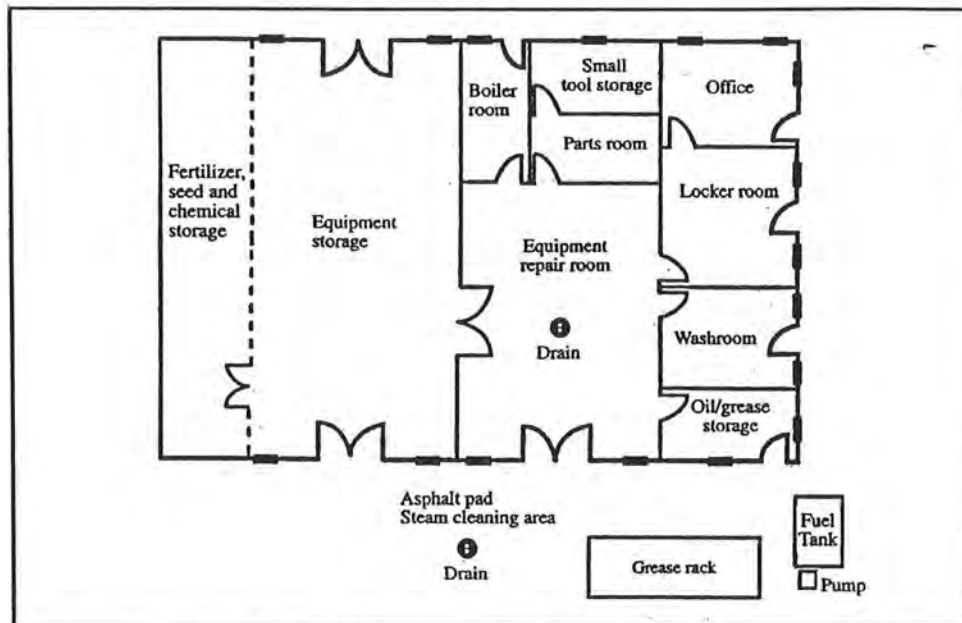
Sample floor plan of golf course maintenance facility.

FIGURE 3.23 (cont'd)

Turf and Tree Nurseries Turf nurseries to provide sod for repairing greens, tees—and sometimes fairways—were at one time invariably established on new golf courses. Today many commercial sod farms supply quality sod at lower cost than a superintendent can grow it. Therefore, a sod nursery may be unnecessary.

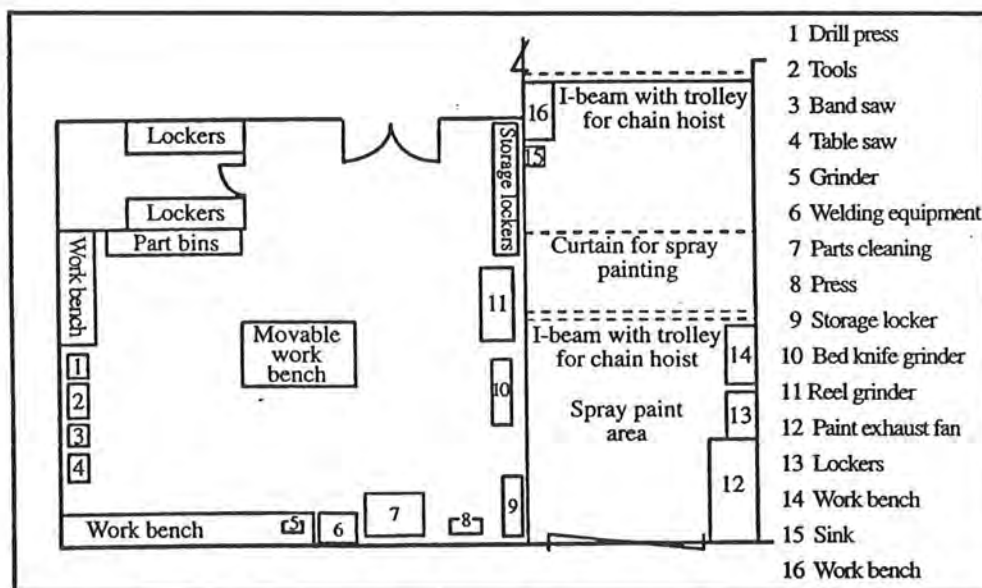
Yet it is still prudent in planning to leave an acre or more, accessible to irrigation, for this purpose. The superintendent may in the future prefer to grow sod on-site. For example, when an existing course is being rebuilt or a new green is being installed, special sod may be needed if players demand identical surfaces to those they are accustomed

A



Sample floor plan of golf course maintenance facility.

B



Sample floor plan of shop area of golf course maintenance facility.

FIGURE 3.25 The GCSAA provides a Guide to Planning and Design as well as a multitude of other educational products. These diagrams, furnished by the Golf Course Superintendents Association of America, demonstrate ideas for floor plans.

SELECTED EXAMPLES OF GOLF COURSE MAINTENANCE AREAS IN LEE COUNTY

A. MAINTENANCE AREAS SHOWN ON MASTER CONCEPT PLANS SUBMITTED WITH REZONING APPLICATIONS

PROJECT NAME	CASE NUMBER	NUMBER OF HOLES	SIZE OF MAINTENANCE AREA
Bonita Bay Parcels B&F	DCI962025	18 holes	2.6 Acres
Bonita Fairways MHPD/RPD	89-2-14-2 DCI(a)	9 Holes	0.97 Acres
Crown Colony Resort	98-11-186.03Z	18 holes	2.0 Acres
Stoneybrook	DRI 2000-00013	18 holes	1.76 Acres
The Legends	95-02-273.03Z	18 holes	1.6 Acres
West Bay Club	95-06-148.03Z	18 holes	2.5 Acres

B. MAINTENANCE AREAS SHOWN ON DEVELOPMENT ORDER PLANS

PROJECT NAME	CASE NUMBER	NUMBER OF HOLES	SIZE OF MAINTENANCE AREA	SIZE OF MAINTENANCE BUILDINGS
Fiddlesticks Country Club	LDO 2000-00240	36 Holes	6.06 Acres	15800 s.f.
Grande Oak	DOS 99-10-108.00D	18 Holes	1.53 Acres	11,761 s.f.
Miromar Lakes	DOS 2000-00215	18 Holes	1.68 Acres	8,400 s.f.
Pelican Landing	DOS 99-05-241.00D	36 Holes	5.29 Acres	27,007 s.f.
Pelican Sound	DOS 98-05-039.00D	18 holes	5.10 Acres	19,166 s.f.
The Brooks - Shadow Woods	DOS 98-01-244.00D	18 Holes	4.43 Acres	1 32800 s.f.