Lee County Board Of County Commissioners Agenda Item Summary

Blue Sheet No. 20051051

- 1. ACTION REOUESTED/PURPOSE: Consider an ordinance adopting a small scale amendment to the Lee County Comprehensive Plan.
- 2. WHAT ACTION ACCOMPLISHES: If adopted, the ordinance will amend the future land use designation for a 10± acre portion of a parcel of land located in the northeast quadrant of Interstate 75 and State Road 80 from "General Commercial Interchange" to "Urban Community."
- 3. MANAGEMENT RECOMMENDATION: Planning staff does not recommend that the Board adopt the proposed amendment to the Lee Plan. The Local Planning Agency (LPA) recommends that the Board of County Commissioners adopt the proposed amendment to the Lee Plan.

			1 14				
4. De	epartmental Category:	04	PH#	5	5. Meeting Date: 08-02-2005		
6. Ag	genda:	7. Requ	iirement/Purpose	(specify)	8. Request Initiat	ed:	
	Consent	X	Statute	163.3187	Commissioner		
	Administrative		Ordinance		Department	Community	
					_	Development	
	Appeals	X	Admin. Code	13-6	Division	Planning	
X	Public		Other		By: Paul O	Connor, AICP, Director	
	Walk-On		_		Ma	murically and	

9. Background: The applicant, Leeward Yacht Club, L.L.C., requested a small scale amendment for a specified 10± acre parcel located in the northeast quadrant of the Palm Beach Boulevard/I-75 Interchange. The current future land use designation of General Commercial Interchange, does not permit dwelling units. The applicant is seeking to amend the current designation to the Urban Community future land use category, to permit up to 10 dwelling units per acre on the property.

The Board originally reviewed this amendment on May 3, 2005. The Board voted not to adopt the proposed map amendment. At the hearing the Board discussed the importance of maintaining the County's interchange areas for interchange type uses serving the traveling public.

Since the May 3rd hearing, staff brought forward a separate large scale amendment involving the evaluation of all quadrants of the Interstate 75 and State Road 80 Interchange. This amendment was previously directed by the Board to balance existing and future land use designations in the entire interchange area. The amendment, CPA2004-13, was discussed before the Board at the June 1, 2005 transmittal hearing for the 2004/2005 plan amendment cycle. At the hearing the majority of the Board found that this is a unique interchange and that it needs to be preserved in a special way. The Board voted to transmit an amendment to the northeast quadrant to the Urban Community land use category to the Department of Community Affairs (DCA) for their comments. In light of the Board's decision to transmit 2004-13, the applicant of this small scale amendment has requested that their proposal be reconsidered at an adoption hearing before the Board of County Commissioners.

Planning staff recommends that the Board not adopt the proposed small scale amendment. The comments on the transmitted large scale amendments are due on August 15th. Staff is concerned that adopting the small scale amendment at this time might hamper the Boards ability to review and respond to any DCA comments or objections.

- Attachments: 1. Draft Ordinance
 - 2. Planning Division Staff Report dated July 19, 2005
 - 2 Plan Amandment Application

	3. Plan Amendment Application					
10. Review for Scheduling:						
Departm ent Director	Purchasin g or Contracts	Human Resourc es	Other	County Attorney	Budget Services	County Manager/P.W. Director
MANA	N/A	N/A	N/A	Dinc (Analyst Risk Grants Mgr.	107-11-6
11. Commission Action: ApprovedDeferredDeniedOther				RECEIVED COUNTY / 17-19-0	DMIN CO. ATTY.	

LEE COUNTY ORDINANCE NO. 05-____ (Small Scale Amendment 10±-Acre Parcel in East Fort Myers from General Commercial Interchange to Urban Community)

AN ORDINANCE AMENDING THE LEE COUNTY COMPREHENSIVE PLAN, COMMONLY KNOWN AS THE "LEE PLAN" AS ADOPTED BY ORDINANCE NO. 89-02, AS AMENDED, SO AS TO ADOPT SMALL SCALE AMENDMENT CPA 2004-01 (PERTAINING TO THE RE-DESIGNATION OF A 10±-ACRE PARCEL IN EAST FORT MYERS FROM GENERAL COMMERCIAL INTERCHANGE TO THE URBAN COMMUNITY FUTURE LAND USE CATEGORY) APPROVED DURING A SMALL SCALE COMPREHENSIVE PLAN AMENDMENT EFFORT; PROVIDING FOR AMENDMENT TO THE FUTURE LAND USE MAP SERIES, MAP 1; 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, provides an opportunity for private individuals to request amendment to the Future Land Use Map through a small scale amendment public hearing process; and,

WHEREAS, the Leeward Yacht Club, LLC, filed a request to amend the Future Land
Use Map through the Small Scale Amendment process; and

WHEREAS, the Local Planning Agency recommended adoption of the proposed amendment at their meeting on March 28, 2005; and,

WHEREAS, the Board held a public hearing for the adoption of the proposed amendment on May 3, 2005. At that hearing, the Board did not adopt the proposed

amendment; and,

WHEREAS, thereafter the substance of the amendments proposed in CPA2004-01 were incorporated in a larger amendment CPA2004-13 that was transmitted to DCA by the Board on June 1, 2005; and,

WHEREAS, the Board held another public hearing on August 2, 2005, to reconsider the small scale amendment; and,

WHEREAS, on August 2, 2005, the Board approved a Motion to adopt CPA2004-01 pertaining to the re-designation of a 10±-acre parcel from General Commercial Interchange to Urban Community on the Future Land Use Map Series, Map 1. The subject parcel is located in Section 34, Township 43 South, Range 25 East, within the northeast quadrant of the Palm Beach Boulevard/I-75 Interchange in East Fort Myers.

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 a public hearing to review a proposed amendment to the Future Land Use Map Series of the Lee Plan. The purpose of this ordinance is to adopt the amendment to the Lee Plan discussed at that meeting and later 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 continued to be the "Lee Plan." This amending ordinance may be referred to as the "Small Scale Amendment, CPA 2004-01, Re-

designation of 10±-acre Parcel in the Northeast Quadrant of the Palm Beach Boulevard and

I-75 Interchange Ordinance."

SECTION TWO: ADOPTION OF SMALL SCALE AMENDMENT TO LEE PLAN FUTURE

LAND USE MAPS SERIES, MAP 1

The Lee County Board of County Commissioners hereby amends the existing Lee

Plan, adopted by Ordinance Number 89-02, as amended, by adopting an amendment to

the Future Land Use Map Series, Map 1, by changing the designation of a 10±-acre parcel

from the General Commercial Interchange to the Urban Community Future Land Use

category. The subject parcel is located in the northeast quadrant of the Palm Beach

Boulevard and I-75 Interchange in East Fort Myers. The corresponding staff report and

analysis, along with all attachments for this amendment, are adopted as "support

documentation" for the Lee Plan.

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 of County Commissioners 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 Code. 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 small scale Lee Plan amendment adopted by this ordinance will be effective 31 days after adoption unless challenged within 30 days after adoption. If challenged within 30 days after adoption, the small scale amendment to the Lee Plan will not be effective until the Florida Department of Community Affairs or the Administrative Commission issues a final order determining the small scale amendment is in compliance with Florida Statutes, Section 163.3184. No development orders, development permits, or land uses dependent

on this amendment may be issued or com	nmence before the amendment has become
effective.	
THE FOREGOING ORDINANCE was	offered by Commissioner, who moved
its adoption. The motion was seconded by	Commissioner, and, when put to a
vote, the vote was as follows:	
Robert P. Janes	
Douglas St. Cerny	
Ray Judah	
Tammy Hall	
John Albion	
DONE AND ADOPTED this 2nd day	of August 2005.
ATTEST: CHARLIE GREEN, CLERK	LEE COUNTY BOARD OF COUNTY COMMISSIONERS
BY: Deputy Clerk	BY: Douglas St. Cerny Chairman
	DATE:
	Approved as to form by:
	Donna Marie Collins County Attorney's Office

CPA2004-01 LEEWARD YACHT CLUB SMALL SCALE AMENDMENT TO THE

LEE COUNTY COMPREHENSIVE PLAN

THE LEE PLAN

Privately Sponsored Application and Staff Analysis

BoCC Adoption Document for the August 2nd Public Hearing

> Lee County Planning Division 1500 Monroe Street P.O. Box 398 Fort Myers, FL 33902-0398 (239) 479-8585

> > July 19, 2005

PART V – BACKGROUND FOR THE AUGUST 2ND PUBLIC HEARING

A. BACKGROUND

After the May adoption hearing discussed above, staff brought forward a separate large scale amendment that involved the evaluation of the future land use designations of all quadrants of the Interstate 75 and State Road 80 Interchange. The amendment was previously directed by the Board of County Commissioners to balance existing and future land use designations in the entire interchange area. This amendment, CPA2004-13, was discussed before the Board at the June 1, 2005 transmittal hearing for the 2004/2005 plan amendment cycle. At the transmittal hearing, the Board voted to transmit staff's recommended map amendments to the two southern quadrants as well as supporting a map change to Urban Community for the majority of the northeast quadrant of the subject interchange.

The recommendation involved an amendment to approximately 41.28 acres in this quadrant from General Commercial Interchange to Urban Community. This area includes the 10 acre portion of the quadrant evaluated in this report. Several members of the public as well as the applicant for the subject small scale amendment provided their support of such an amendment in this quadrant. Members of the public made several points supporting the change. They stated that the subject interchange is the only interchange area in the County that contains water front property such as this. The current land use category is intended for shopping centers and they preferred to see other interchanges serve the traveling public. They stated that such a change would be an asset to the community. The public also noted that the existing gas stations, hotel, and restaurants in the southeast quadrant of the interchange area already serve the traveling public. The majority of the Board found that this is a unique interchange area and needs to be preserved in a special way and found that an amendment to this quadrant was worth sending to the Department of Community Affairs (DCA) for comment.

As noted in staff's discussion of CPA2004-13, as well as the subject small scale amendment, the area is located in the Coastal High Hazard Area. This is an area that the Lee Plan, in part, promotes the reduction of density to limit future population exposed to coastal flooding. Staff also provided further discussion concerning the northeast quadrant explaining that the amendment to the northeast quadrant, as transmitted by the Board, does not involve a significant increase in the population accommodation capacity and does not require an amendment to the acreage allocations of the "Fort Myers Shores" planning community. The amendment would also correct the non-conforming residential subdivision existing in the western portion of this quadrant today. Amending the entire northeast quadrant to Urban Community would allow the existing residential uses as well as ensuring the possibility of residential development as an option for the property adjacent to the subdivision, whereas previously it was not.

In light of the Board's decision to transmit 2004-13 for DCA review, the applicant of this small scale amendment has requested that the subject proposal be reconsidered at an adoption hearing before the Board of County Commissioners. The approval of the requested small scale amendment will allow the applicant to expedite the processing of the associated rezoning request. The applicant has provided a letter further describing the process they have taken seeking approval of a plan amendment to the northeast quadrant of the subject interchange. Staff has attached the letter provided by the applicant.

As previously stated in the report, the LPA recommended adoption of the amendment on the following basis: the site is adjacent to evacuation routes, the amendment involves redevelopment of the area, and the proposal includes mixed uses.

Planning staff recommends that the Board not adopt the proposed small scale amendment. The comments on the transmitted large scale amendments are due on August 15th. Staff is concerned that adopting the small scale amendment at this time might hamper the Boards ability to review and respond to any DCA comments or objections.

PART VI - BOARD OF COUNTY COMMISSIONERS IIEARING FOR ADOPTION OF PROPOSED AMENDMENT

DATE OF ADOPTION HEARING: August 2, 2005

Α.	BOA	RD REVIEW:				
В.	BOARD ACTION AND FINDINGS OF FACT SUMMARY:					
	1.	BOARD ACTION:				
	2.	BASIS AND RECOMMENDED FINDINGS OF FACT:				
C.	VOTE:					
		JOHN ALBION				
		TAMMY HALL				
		BOB JANES				
		RAY JUDAH				
		DOUG ST. CERNY				

Previous staff report:

LEE COUNTY DIVISION OF PLANNING STAFF REPORT FOR SMALL SCALE COMPREHENSIVE PLAN AMENDMENT CPA2004-01

✓	This Document Contains the Following Reviews:
✓	Staff Review
✓	Local Planning Agency Review and Recommendation
✓	Board of County Commissioners Hearing for Adoption
	Board of County Commissioners Re-Hearing for Adoption

STAFF REPORT PREPARATION DATE: March 21, 2005

PART I - BACKGROUND AND STAFF RECOMMENDATION

A. SUMMARY OF APPLICATION

1. APPLICANT:

LEEWARD YACHT CLUB, LLC REPRESENTED BY MATTHEW UHLE, ESQ.

2. REQUEST:

Amend the Future Land Use Map series for a specified ten acre portion of a parcel of land located in Section 34, Township 43 South, Range 25 East to change the classification shown on Map 1, the Future Land Use Map, from "General Commercial Interchange" to "Urban Community."

3. SUMMARY DISCUSSION

The applicant, Leeward Yacht Club, LLC., is requesting a small scale change of land use designation on the Future Land Use Map from "General Commercial Interchange" to Urban Community" for an approximate 10 acre specified area of land. The site is located within the northeast quadrant of the State Road 80 and I-75 Interchange in Section 34, Township 43 South, Range 25 East. The General Commercial Interchange does not permit residential units and is primarily for community commercial land uses, while the Urban Community category standard density range permits up to six dwelling units per acre (6 du/acre), with up to 10 units per acre (10 du/acre) if bonus density is utilized. If the amendment is approved the allowable density would be an increase of up to 100 permissible units.

B. BACKGROUND INFORMATION

1. EXISTING CONDITIONS

SIZE OF PROPERTY: 10 ACRES

PROPERTY LOCATION: The subject property is located in the northeast quadrant of the State Road 80 and I-75 Interchange.

EXISTING USE OF LAND: The subject property is currently a marina and vacant land.

CURRENT ZONING: AG-2 and IM

CURRENT FUTURE LAND USE CLASSIFICATIONS: General Commercial Interchange

2. INFRASTRUCTURE AND SERVICES

WATER & SEWER: The subject property is located in the Lee County Utilities franchise area for potable water and sanitary sewer service.

FIRE: The property is located in the Tice Fire District.

TRANSPORTATION: Access to the property is via Louise Street from State Road 80.

SOLID WASTE FRANCHISE: Florida Recycling Services

C. STAFF RECOMMENDATION AND FINDINGS OF FACT SUMMARY

1. **RECOMMENDATION:** Planning staff recommends the proposed amendment not be adopted. Planning staff recommends that Map 1, the Future Land Use Map, **not** be amended to change the future land use designation of the subject area from the "General Commercial Interchange" land use category to the "Urban Community" land use category.

2. BASIS AND RECOMMENDED FINDINGS OF FACT:

- The property is located within the Coastal High Hazard Area (CHHA) and will be increasing density in the CHHA as delineated by the Southwest Florida Regional Planning Council.
- The intent of the applicant is to develop the subject property with 100 mutli-family dwelling units.
- Policy 5.1.2 prohibits residential development where hazards exist that may endanger the residential community.
- Goal 75 promotes the protection of residents and developed property from natural disaster and encourages the reduction of densities within the CHHA.

- Goal 76 of the Lee Plan limits public expenditures in the CHHA.
- The parcel is currently surrounded by the General Commercial Interchange future land use category, a category that does not permit residential dwelling units.

PART II - STAFF ANALYSIS

A. STAFF DISCUSSION

INTRODUCTION

The applicant is requesting a small scale change of land use designation on the Future Land Use Map from "General Commercial Interchange" to "Urban Community" for an approximate 10 acre specified area of land. The site is located in the northeast quadrant of the State Road 80 and I-75 Interchange between the Dos Rios subdivision and the Manatee World marina in Section 34, Township 43 South, Range 25 East. The property is known today as Hansen Marine Ways. If the amendment is approved the allowable density would increase from a category where no dwelling units are permitted to a possibility of 10 du/acre, an increase of 100 permissible units.

The Comprehensive Plan Amendment Application, Staff Insufficiency Letter, and Applicant Supplementary Information are attached as Attachment 1.

PROJECT SUMMARY

The applicant is proposing the amendment in order to allow for the development of residential units at the subject site. Currently a marina exists on the northern portion of the site along the Orange River. The remainder of the site is vacant. The subject area is part of a larger property (approximately 22 acres) that is currently under staff review for a rezoning to MPD. Residential use of the property is contingent upon the plan amendment.

Initially the applicant provided an application requesting a land use change from General Commercial Interchange to the Central Urban future land use category. After several discussions, staff concluded that the request to Central Urban was not consistent with Chapter 163.3187(1)(c) Florida Statutes, relating to small scale plan amendments. The statute provides that a small scale amendment may only be adopted under certain conditions. One of those conditions states that if the amendment involves a residential land use, the residential land use must have a density of 10 units or less per acre. The Central Urban land use category permits up to 15 du/acre as a maximum density when bonus density is utilized, while the Urban Community land use category permits up to 10 du/acre when bonus density is utilized. Following discussions with staff, the applicant resubmitted an application requesting the proposed Urban Community land use category that is under review today.

COMPREHENSIVE PLAN BACKGROUND

In 1984, Lee County adopted its first official Future Land Use Map (FLUM) as an integral part of its comprehensive plan. On that map, the subject property was designated General Commercial Interchange and has remained in this land use category to date. The General Commercial Interchange descriptor policy has also remained consistent and is reproduced below:

STAFF REPORT FOR July 19, 2005 CPA 2004-01 PAGE 5 OF 16 POLICY 1.3.3: The <u>General Commercial Interchange</u> areas are intended primarily for general community commercial land uses: retail, planned commercial districts, shopping, office, financial, and business.

The subject property is located in the northeast quadrant of the State Road 80 and I-75 Interchange where the General Commercial Interchange category is the predominant designation for this quadrant.

ADJACENT ZONING AND USES

The subject area is zoned IM and AG-2. The surrounding properties are zoned AG-2 and MH-2 to the north, CM to the east, RS-1 to the west, and CPD directly across State Road 80 to the south. The subject area is surrounded by properties developed with several types of uses. To the north and across the Orange River is the Orange Harbor mobile home park, to the east the Manatee World marina, immediately to the south State Road 80, gas stations, and the Sun-N-Fun mobile home park, and to the west the Dos Rios single family subdivision.

POPULATION ACCOMMODATION CAPACITY DISCUSSION

The request is to change the Future Land Use Map (FLUM) category of approximately 10 acres from General Commercial Interchange to Urban Community. The General Commercial Interchange category does not permit residential units. The Urban Community category standard density permits up to 10 du/acre if bonus density is utilized. The applicant's representative has noted that the intent is to develop the property with a density of 10du/acre. This means that a maximum of 100 dwelling units could be constructed on the property under the Urban Community designation. This could result in an increase in the population accommodation capacity of the map by 209 persons (100 du's X 2.09 persons per unit). Staff concludes that this increase in the population accommodation capacity of the FLUM is insignificant when viewed in the context of the county wide accommodation capacity.

CONSISTENCY WITH THE "URBAN COMMUNITY" LAND USE CATEGORY

The applicant is proposing that the subject parcels land use designation be amended to Urban Community. The Urban Community areas are described by Policy 1.1.4. Policy 1.1.4 is reproduced below:

POLICY 1.1.4: The <u>Urban Community</u> areas are areas outside of Fort Myers and Cape Coral that are characterized by a mixture of relatively intense commercial and residential uses. Included among them, for example, are parts of Lehigh Acres, San Carlos Park, Fort Myers Beach, South Fort Myers, the city of Bonita Springs, Pine Island, and Gasparilla Island. Although the Urban Communities have a distinctly urban character, they should be developed at slightly lower densities. As the vacant portions of these communities are urbanized, they will need to maintain their existing bases of urban services and expand and strengthen them accordingly. As in the Central Urban area, predominant land uses in the Urban Communities will be residential, commercial, public and quasi-public, and limited light industry (see Policy 7.1.6). Standard density ranges from one dwelling unit per acre (1 du/acre) to six dwelling units per acre (6 du/acre), with a maximum of ten dwelling units per acre (10 du/acre).

The proposed amendment is consistent with the Urban Community designation for the following reasons: it is located near the designated future urban area of Fort Myers; the urban services, as noted, have adequate capacity to provide the necessary services to accommodate the proposed small scale amendment; residential development is listed as one of the predominant land uses in the Urban Community category.

While the subject parcel is also consistent with a majority of the Lee Plan's Residential Land Use requirements of Goal 5, staff finds that the proposal cannot be found consistent with Policy 5.1.2 due to the fact that the property is located within the Coastal High Hazard Area. Policy 5.1.2 is reproduced below:

STAFF REPORT FOR July 19, 2005 CPA 2004-01 PAGE 6 OF 16 POLICY 5.1.2: Prohibit residential development where physical constraints or hazards exist, or require the density and design to be adjusted accordingly. Such constraints or hazards include but are not limited to flood, storm, or hurricane hazards; unstable soil or geologic conditions; environmental limitations; aircraft noise; or other characteristics that may endanger the residential community.

This policy prohibits residential development where hazards exist that may endanger the residential community. This inconsistency is discussed further under the Coastal issues section of this report.

MAP 16 - PLANNING COMMUNITIES AND TABLE 1(b)

The subject area is located within the Planning Community of Fort Myers Shores. In this community there are 633 acres allocated for residential uses in the Urban Community land use category. Recent Planning Division data indicates that 275 acres of Urban Community land within this community are currently developed with residential uses, leaving a surplus of 358 acres that could be developed with residential uses in the Urban Community portions of this community before the year 2020.

TRANSPORTATION ISSUES

The Lee County Department of Transportation has reviewed the request and has provided Planning staff written comments dated March 18, 2005 (see Attachment 2). The Department of Transportation has concluded that "this land use change will not alter the future road network plans." DOT staff re-ran the long range transportation model with the proposed development scenario that could result from the new land use category on the subject area to arrive at this conclusion.

Planning staff notes that a traffic analysis is required by the County's local development approval process. This analysis determines the need for any site-related improvements such as turn lanes on the adjacent roadways.

PUBLIC SAFETY ISSUES

The applicant has provided letters from the public safety and service providers. The purpose of these letters is to determine the adequacy of existing or proposed support facilities. Planning staff has also received memos from providers giving some additional analysis.

Emergency Management - Hurricane Evacuation/Shelter Impacts

The proposed amendment will be increasing density in the Coastal High Hazard Area. Staff from the Lee County Division of Public Safety have provided written comments to planning staff, dated March 25, 2004, concerning the proposal (see Attachment 3). The memo provides the following:

"This Development is located in a Tropical Storm Evacuation Zone. In accordance with the National Weather Service storm surge 'SLOSH" model, this area will receive storm surge flooding from a Tropical Storm. Therefore, the provisions of Lee County Ordinance 00-14, Land Development Code, Article XI, Sec. 2-481 through 2-486, Hurricane Preparedness that requires shelter and evacuation route impact mitigation for residential developments are required."

Sheriff's Office Impact

The Lee County Office of the Sheriff has reviewed the proposal and provided written comments to the applicant dated January 2, 2004 (see Attachment 1). This correspondence provides that "it is the policy of the Lee County Sheriff's Office to support community growth and we will do everything possible to accommodate the law enforcement needs."

STAFF REPORT FOR July 19, 2005 CPA 2004-01 PAGE 7 OF 16

Fire Service Impact

The subject parcel is within the Tice Fire District. The District has reviewed the proposal and provided written comments to the applicant dated February 4, 2004 (see Attachment 1). The Department provides the following:

"In regards to the above-referenced property, Tice Fire District has no objections to the proposed amendment at this time.

We will request and anticipate incorporating any of our needs between the developer and our District as the development of the project proceeds."

SCHOOL IMPACTS

Staff of the School District of Lee County have reviewed the proposal and provided written comments dated March 16, 2005 (see Attachment 4). District staff conclude that "The Lee County Board of County Commissioners adopted a School Impact Fee Ordinance on November 27, 2001, effective at this time. As such, the Leeward Yacht Club MPD developers will be expected to pay the impact fee at the appropriate time."

SOILS

The 1984 U.S. Department of Agriculture Soil Survey of Lee County classified one soil type present on the subject parcel - 28 Immokalee sand.

Immokalee sand is a nearly level, poorly drained soil in flatwoods areas with smooth to convex slopes ranging from 0 to 2 percent.

ENDANGERED SPECIES

The applicant has provided a vegetation map, a soils map, and an endangered species report as part of their application submittal materials. The endangered species report states that "no listed endangered, threatened or species of special concern wildlife species were observed on the subject property during the survey." Environmental Sciences staff have offered no comments in objection to the proposed amendment.

PARKS, RECREATION AND OPEN SPACE

Staff of the Lee County Public Works have reviewed the request and provided written comments dated March 18, 2005 (see Attachment 5). This memorandum provides the following:

"The change has the potential to result in an additional 100 dwelling units. The subject parcel is located in Community Park Impact Fee District 3. It is our determination that existing and proposed support facilities provided by Lee County Parks and Recreation will not be impacted by the proposed amendment. However, some consideration should be given to the fact that approval of this amendment may very well result in yet another loss of waterfront access to the citizens of Lee County."

DRAINAGE/SURFACE WATER MANAGEMENT

The application provides the following concerning this issue:

"The property is located within the Caloosahatchee River Watershed. The proposed project will be required to obtain an Environmental Resource Permit from the South Florida Water Management District (SFWMD) for construction and operation approval, and will require compliance with the Lee County's Level of Service Policy 70.1.3 for stormwater management facilities. Per the Lee County Concurrency Management Report for inventories and projections (2001/2002 - 2002/2003), no crossings of evacuation routes within the watershed are anticipated to be flooded for more than 24 hours, thus meeting concurrency standards. This amendment will not require any revisions to the surface water management sub-element or to the CIE."

Natural Resources staff have offered no comments in objection to the proposed amendment.

MASS TRANSIT

Staff from the Lee County Transit Division have reviewed the request and provided a memo dated March 13, 2005 (see Attachment 6). The memo provides that "public transportation services in this area are currently sufficient and services as stated in the 5 year Transit Development Plan would remain sufficient for the proposed change."

UTILITIES

The property is located within the Lee County Utilities service area for both waste water and potable water service. Regarding waste water service, the applicant has provided that "the closest point of service is at the intersection of Louise Street and SR 80, where LCU has a regional sewer pumping station which pumps waste water from eastern Lee County to the City of Fort Myers. A large capacity 36-inch gravity sewer system composed of two manholes delivers waste water from a 24" force main into the pumping station." The discussion provides that "based on the proposed Future Land Use Map designation of Urban Community, the estimated demand is 0.022 MGD (100 Multi-Family units). This would be an increase of approximately 0.007 MGD over the amount that could be permitted under the existing FLUM." The discussion concludes that no improvements will be necessary to service the additional demand and the amendment will not require any revisions to the sanitary sewer sub-element or CIE.

Regarding potable water service, the applicant has provided that "the closest service line is at the corner of SR 80 and Louise Street (20" water transmission main)." The discussion provides that "based on the proposed Future Land Use Map designation of Urban Community, the estimated demand is 0.022 MGD (100 Multi-Family units). This would be an increase of approximately 0.007 MGD over the amount that could be permitted under the existing FLUM." The discussion concludes that no improvements will be necessary to service the additional demand and the amendment will not require any revisions to the water sub-element or CIE.

Staff of Lee County Division of Solid Waste offered no comments in objection to the proposed amendment.

COASTAL ISSUES

As noted earlier in this report, the majority of the subject property is located in the "Coastal High Hazard Area" (CHHA) as defined by the Lee Plan. The Federal Emergency Management Agency's Flood Insurance Rate Map shows the subject parcel in an "AE8" flood zone. The required base elevations to the first habitable floor are 8 feet depending on the specific parcels location.

STAFF REPORT FOR July 19, 2005 CPA 2004-01 PAGE 9 OF 16 The 1991 "Hurricane Storm Tide Atlas for Lee County," prepared by the Southwest Florida Regional Planning Council (SWFRPC), shows that the subject property is located within the Tropical Storm and Category 1 storm surge zone with the southernmost portion of the property located within the Category 2 storm surge zone. Additionally, the property is located in the SWFRPC Tropical Storm evacuation zone. The proposed development will be increasing density in the CHHA as delineated by the Southwest Florida Regional Planning Council. The Lee Plan defines the CHHA as follows:

COASTAL HIGH HAZARD AREA - The category I evacuation zone as delineated by the Southwest Florida Regional Planning Council. (Added by Ordinance No. 94-30, Amended by Ordinance No. 99-17)

The Lee Plan contains several policies describing hazardous constraints and residential development. Policy 5.1.2 which was reproduced earlier in this report prohibits residential development where hazards exist that may endanger the residential community. Goal 75 specifically addresses development in the CHHA:

GOAL 75: PROTECTION OF LIFE AND PROPERTY IN COASTAL HIGH HAZARD AREAS. To protect human life and developed property from natural disasters. (See also Goal 80.) (Amended by Ordinance No. 94-30)

OBJECTIVE 75.1: DEVELOPMENT IN COASTAL HIGH HAZARD AREAS. Development seaward of the 1991 Coastal Construction Control Line will require applicable State of Florida approval; new development on barrier islands will be limited to densities that meet required evacuation standards; new development requiring seawalls for protection from coastal erosion will not be permitted; and allowable densities for undeveloped areas within coastal high hazard areas will be considered for reduction. (Amended by Ordinance No. 92-35, 93-25, 94-30, 00-22)

POLICY 75.1.4: Through the Lee Plan amendment process, land use designations of undeveloped areas within coastal high hazard areas will be considered for reduced density categories (or assignment of minimum allowable densities where density ranges are permitted) in order to limit the future population exposed to coastal flooding. (Amended by Ordinance No. 92-35, 94-30, 00-22)

Goal 75 promotes the protection of residents and developed property from natural disaster, while its objectives and policies encourage the reduction of densities within the CHHA in order to limit the future population exposed to coastal flooding.

Goal 76 of the Lee Plan limits public expenditures in the CHHA and Objective 76.1 limits expenditures to existing residents:

GOAL 76: LIMITATION OF PUBLIC EXPENDITURES IN COASTAL HIGH HAZARD AREAS. To restrict public expenditures in areas particularly subject to repeated destruction by hurricanes, except to maintain required service levels, to protect existing residents, and to provide for recreation and open space uses. (Amended by Ordinance No. 94-30)

OBJECTIVE 76.1: COASTAL HIGH HAZARD AREA EXPENDITURES. Public expenditures in areas particularly subject to repeated destruction by hurricanes will be limited to necessary repairs, public safety needs, services to existing residents, and recreation and open space uses. (Amended by Ordinance No. 94-30, 00-22)

STAFF REPORT FOR July 19, 2005 CPA 2004-01 PAGE 10 OF 16

B. CONCLUSIONS

While the proposed amendment is consistent with Policy 1.1.4, the Urban Community future land use descriptor policy, the amendment is not consistent with several of the Lee Plan's Goals, Objectives, and Policies addressing residential development in the CHHA. The intent of the applicant is to develop the subject property with 100 mutli-family dwelling units. The parcel is currently surrounded by the General Commercial Interchange future land use category, a category that does not permit residential dwelling units. Staff recognizes that existing land uses north and west include residential uses also existing within the CHHA but it is also important to note that these particular developments have been in existence prior to the Lee Plan. Staff notes that the Dos Rios subdivision to the west of the subject property is currently not in conformance with the General Commercial Interchange category. This subdivision is subdivided into 19 lots on approximately 6 acres, making this subdivision within the parameters of the Outlying Suburban density range. This area is part of a pending plan amendment that will address existing nonconforming uses in the interchange area.

If approved, staff estimates that the proposed Urban Community designation would allow 100 dwelling units to be built in the subject area where no units are allowed under the current interchange designation. Staff finds that Lee Plan policies with regard to residential development in the CHHA do not support the approval of the proposed plan amendment. Lee Plan policies prohibit residential development where hurricane and flood hazards exist, encourages reduced densities in order to limit the population exposed to coastal flooding, and limits public expenditures to existing residents. Therefore, staff cannot recommend approval of the proposed amendment for the purpose of increased residential development.

Staff would also like to note for discussion purposes that the subject site is also located within an area designated by the Lee Plan as a water dependent overlay (Lee Plan Map 12, Page 3 of 12). As mentioned previously in this report the existing use of the property is a marina. Lee Plan Policy 98.1.2 specifically describes the water dependent overlay designation over existing commercial marinas protecting their right to rebuild and expand and to prevent their conversion to non-water-dependent uses without a public hearing. If the proposed amendment is approved and the rezoning application currently under review moves forward to a public hearing, the water dependent overlay status of the parcel must be addressed as part of that public hearing to remove the property from the overlay.

In addition, staff has also reviewed Goal 21, Caloosahatchee Shores, and have found that the proposed amendment does not contradict the goals of the community.

C. STAFF RECOMMENDATION

Planning staff recommends that Map 1, the Future Land Use Map, **not** be amended to redesignate the future land use of the subject area from the "General Commercial Interchange" land use category to the "Urban Community" land use category. This recommendation is based upon the previously discussed issues and conclusions of this analysis.

PART III - LOCAL PLANNING AGENCY REVIEW AND RECOMMENDATION

DATE OF PUBLIC HEARING: March 28, 2005

A. LOCAL PLANNING AGENCY REVIEW

Planning staff provided a brief summary of the proposed plan amendment. Staff recommended denial of the proposed amendment due to the subject site's location within the Coastal High Hazard Area (CHHA) and inconsistencies with several Lee Plan policies addressing residential development in the CHHA. Staff also noted that the site is surrounded by the General Commercial Interchange land use category and that it is also included in the Lee Plan's Water Dependent Overlay (WDO). Staff pointed out that the I-75 and S.R. 80 Interchange area is the subject of a pending plan amendment.

One member of the LPA asked for an explanation of the WDO. Staff explained that these are areas depicted on Map 12 of the Lee Plan with existing water dependent uses. The overlay protects these uses from conversion to non-water dependent uses without a public hearing. Another member asked what storm surge categories the property was located in. Staff responded that the majority of the property is located within the Tropical Storm and Category 1 zones and a small portion to the south is in the Category 2 zone. This member also asked if staff knew the amount of land in each zone. Staff handed out a map showing the storm surge lines as well as the Storm Tide Atlas showing the location of the property.

The applicant's representative then provided a presentation of the amendment, discussing the property, the CHHA lines, the history of the application, and the application's merits. In response to questions raised by the LPA the representative further described that future development of the site would involve a larger area encompassing the plan amendment area and the total plan is for 175 units on the site. A member of the LPA asked if water and sewer are available to the site. The representative stated that both utilities are available. This member then referred to comments made by the representative regarding the elimination of some of the existing docks. This member asked if those eliminated would be added back to the project for the units. The representative explained that as part of the project there will be a marina that is open to the public and if someone in the residential project wants to purchase one of the docks they can do so under the same circumstances as anyone else from the public. The representative also responded that the marina would be operated as a commercial marina with fewer slips than exist today due to the difficulty of getting permitting for a marina.

Another member of the LPA confirmed with the applicant that the reason for the map amendment was to allow residential development. This member also asked for clarification that there is a county initiated amendment that will change the entire area to Central Urban. The representative confirmed that staff has been authorized to evaluate the interchange area through a plan amendment. The LPA member asked what would happen if that amendment did not get approved. The representative stated that would cause problems because they will not be able to use the remainder of the property for residential uses. The member then referred to a series of buildings and parking lots on the subject amendment site. The representative stated that these were old buildings associated with the historic marina. The applicant will be preserving the historic elements of the property.

One member of the LPA asked for more information regarding the additional 75 units and any additional commercial use. The representative provided that there will be an additional 75 units built in the future and that the commercial aspects will be located where Manatee World currently exists. Another member

asked if public access would be reduced from what exists today. The applicant's General Manager addressed this question by explaining the slips will be reduced from 230 to 128 slips and that the marina will be open to the public on a first come, first serve basis. The LPA member expressed concern regarding public expenditure in the CHHA. The representative responded that there would not be any public expenditure from a utility standpoint. He explained that everything inside the property would be their own expenditure. The LPA member asked if their plan has been submitted to Lee County Emergency Management. The representative explained that they are currently in the zoning process and as part of that process Emergency Management would be asked to give comments.

One member of the public commented on the proposal. This member of the public stated that they helped prepare the application for this plan amendment as well as the zoning. They were under the impression that staff thought the proposal was a good project. They explained that as the Chairman for the Planning and Permitting Committee for the East Lee County Council Civic Association that the plan was presented to the Committee and was received positively. This member of the public added that in terms of evacuation there could not be a better site.

Staff then responded that the majority of the plan amendment is in the CHHA and that staff has not prohibited the concept of residential, but has compared it to the existing density immediately to the west of the site. Staff reiterated that Lee Plan policy requires staff to review increasing density in the CHHA and this proposal is an increase from 0 units to 100 units.

One member of the LPA felt this CHHA area was unique in that it is not on a barrier island where there is difficulty getting on and off the island. This member pointed out that the area has two major intersections and they could not think of a more appropriate place for 175 units. This member moved to recommend adoption of the proposed amendment. The motion passed 4-0.

B. LOCAL PLANNING AGENCY RECOMMENDATION AND FINDINGS OF FACT SUMMARY

- 1. **RECOMMENDATION:** The LPA recommends that the Board of County Commissioners adopt the proposed amendment.
- 2. BASIS AND RECOMMENDED FINDINGS OF FACT: The LPA did not accept the findings of fact as advanced by the staff. The LPA recommended adoption of the amendment on the following basis: the site is adjacent to evacuation routes, the amendment involves redevelopment of the area, and the proposal includes mixed uses.

STAFF REPORT FOR July 19, 2005 CPA 2004-01 PAGE 13 OF 16

C. VOTE:

NOEL ANDRESS	AYE
MATT BIXLER	ABSENT
DEREK BURR	AYE
RONALD INGE	AYE
CARLETON RYFFEL	ABSENT
RAYMOND SCHUMANN	AYE

PART IV - BOARD OF COUNTY COMMISSIONERS HEARING FOR ADOPTION OF PROPOSED AMENDMENT

DATE OF ADOPTION HEARING: May 3, 2005

A. BOARD REVIEW: Planning staff provided a brief summary of the proposed plan amendment and stated that staff does not find the proposed amendment consistent with the Lee Plan. Staff also described the LPA's recommendation

The applicant's representative then provided a presentation of the amendment and asked the Board to consider the LPA's recommendation. The representative also noted that there is public support for the amendment. The representative described the history of the site and that the proposed development of the property involves a mixed use project. The representative stated that the effects on hurricane evacuation are negligible in this case.

Several members of the public commented on the proposal. One member discussed the marketing for the project and stated that there are safety factors built into the newer units and that a commercial use would be a waste of pristine property.

Another member of the public stated that the proposed development of the property would destroy the natural setting of the adjacent neighborhood. They stated that there has been flooding on the property and also mentioned environmental impacts of the project. This member of the public found that the proposed entrance to the site on Louise Street would dramatically impact traffic. They suggested that the parcel be made into a park.

Another member supported the project and stated that the project had well laid out plans with access to I-75 in case of evacuation and it is in an area that needs quality development.

Another member stated their opposition to the impacts of the proposed amendment. This member cited that the endangered species aspect of this amendment had not been adequately addressed and urged the Board not to adopt the proposal.

The general manager of the Leeward Yacht Club addressed the Board noting that a commercial interchange would not be compatible with the surrounding area. The manager stated that there have been meetings regarding the proposal held in the area and the manager felt that the proposal was consistent with the Manatee Protection Plan.

The final member of the public to speak at the hearing found that the applicant had not addressed traffic flow and noted that Louise Street was adequate for the existing 22 residents. This member pointed out that other development in the area would not be affected because they have their own entrance ways and expressed concern that quality of life would be lost. This concluded public comment.

In response to Board members questions, staff described the history of the General Commercial Interchange category in this area. At the request of one Board member staff confirmed that Policy 75.1.4 describes reducing density to limit future population exposed to coastal flooding. One Board member asked how much land would be allowed to go to commercial development and also asked if historic

aspects would be destroyed as well as trees that make the property unique. Staff responded that commercial intensity would be reviewed at the time of rezoning and development order review of the property and conditions could be made to preserve vegetation. Staff also noted that commercial development could cover approximately 10,000 square feet per acre. This member expressed concern over recommending denial of the request based specifically on the CHHA issue. Another member of the Board noted that there is a need for easy access at the interchanges and added that this corner would not be under discussion if it did not have waterfront property. This member also asked for further information regarding endangered species. Staff responded that they did not believe the subject plan amendment request would affect the manatee issues of the property. Staff from the County Attorney's office clarified that the map amendment would not guarantee or require public access onto the site. Another Board member asked about the possible traffic conditions associated with the change. Staff responded that the applicant provided it would be less than a commercial development. A member of the Board moved the approval of staff's recommendation to deny the request. The motion was seconded. The motion was called and carried with one member voting nay.

B. BOARD ACTION AND FINDINGS OF FACT SUMMARY:

- 1. **BOARD ACTION:** The Board voted **not** to adopt the proposed map amendment.
- 2. BASIS AND RECOMMENDED FINDINGS OF FACT: The majority of the Board accepted the findings of fact as advanced by staff.

C. VOTE:

JOHN ALBION	AYE
TAMMY HALL	NAY
BOB JANES	AYE
RAY JUDAH	AYE
DOUG ST. CERNY	AYE

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Director of Zoning and Land Use Planning Michael E. Roeder, AICP

July 20, 2005

Mr. Michael D. McDaniel State of Florida Dept. of Community Affairs 2555 Shumard Oak Boulevard Tallahassee, FL 32399-2100

Re: Leeward Yacht Club Parcel

Lee County CPA's 2004-01 and 2004-13

Dear Mr. McDaniel:

Our firm represents the contract purchasers of the Leeward Yacht Club parcel, which is the subject of applications for both a small scale and a regular amendment. Since the relationship between these two requests is somewhat unusual, it seemed appropriate to provide the Department with a written explanation of the vagaries of the process prior to the two adoption hearings.

By way of background, the subject parcel consists of 19.5 acres in the northeast quadrant of the General Commercial Interchange FLUM category, which, in a nutshell, permits only community commercial uses. The General Commercial Interchange category has only been applied to property at the SR 80/I-75 interchange. The two quadrants on the west side were removed from the category in 1990. A portion of the property is currently vacant, while the remainder contains an historic marina and a complex known as Manatee World.

My client entered into a contract to purchase the parcel in 2003 for the purpose of constructing a mixed use development including residential uses, a refurbished marina, and a minor commercial component. The residential use is inconsistent with the General Commercial Interchange category, so we immediately contacted the Lee County Planning staff to determine what, if anything, could be done to resolve the problem. Staff advised us that, due to the pendency of the EAR, there would not be a plan amendment cycle in 2004, which presented us with some significant timing issues with the contract. We ultimately agreed to the following

Mr. Michael D. McDaniel State of Florida Dept. of Community Affairs July 20, 2005

process:

- 1. We would file a small scale amendment application to Central Urban on ten acres of the parcel;
- 2. A rezoning would follow the small scale amendment, with the residential uses on the remainder of the parcel being approved only upon the effective date of the amendment described below; and
- 3. Staff would re-initiate an analysis of the suitability of the uses in the entire interchange. This was a subject that had been raised several years ago, but was dropped due to a lack of time and resources. It was assumed that this analysis would result in an amendment to Central Urban, which would permit residential uses on the remainder of the Leeward parcel.

The small scale amendment application was filed in February, 2004. Based on previous experience, we believed that it would be processed and approved in about six months. Due to other pressing business, however, the application was not even reviewed for sufficiency for six months, and was not found sufficient until October. Shortly before the case was to be scheduled for public hearing, staff then determined that the application was inconsistent with the statutory ten unit per acre limitation on small scale amendments, even though the maximum standard density in Central Urban is ten units per acre, and there was no intention on the applicant's part to apply for bonus density. This resulted in a further delay of several months. Finally, the parties agreed to a revised program, which included a revision of the request to Urban Community and an agreement by the staff to review the entire interchange in the 2005 amendment cycle, which was ongoing.

Staff recommended denial of the small scale amendment on the basis that a portion of the subject property was located in the Coastal High Hazard Area. We made the following arguments at the subsequent hearings:

- 1. As noted in the enclosed graphic, a portion of the property is not in the CHHA, as the lines separating the various evacuation categories are very close to one another. Other parts of the interchange are actually in Category 3. Property that has been designated Central Urban for many years is located immediately to the north of the subject parcel and is in the CHHA. Finally, the parcel is less than .25 miles from property designated Category 4/5.
- 2. There is no absolute prohibition against increasing densities in the CHHA in the Lee

Mr. Michael D. McDaniel State of Florida Dept. of Community Affairs July 20, 2005

Plan or state law. All of the facts and circumstances must be reviewed in determining whether a density increase is appropriate.

- 3. The property is located on two major evacuation routes: I-75 (north-south) and SR 80 (east-west).
- 4. There is very little evidence of water damage to the historic marina during tropical events over a period in excess of 100 years.
- 5. The amendment has several planning advantages: it reduces traffic in the area relative to the uses required by the General Commercial Interchange category; it permits a mixed use project; and it is more compatible with the single-family residential use immediately to the west than the shopping center that would otherwise be mandated by the Lee Plan.

The Lee County LPA recommended approval of the small scale amendment by a unanimous vote. On May 3, however, the Board of County Commissioners rejected the request. The apparent basis for the decision was the desire to maintain the parcel for uses required by the traveling public, a policy consideration that had not been discussed in the staff report.

On June 1, the Board of County Commissioners considered the request for the regular amendment. On this occasion, the Board was advised that the General Commercial Interchange was oriented toward shopping center uses, not uses intended for the traveling public. The Board also received additional input supporting the project from affected members of the public. At the end of the hearing, the Board effectively reversed its previous decision and approved the transmittal of an amendment on the entire northeast quadrant of the interchange to Urban Community.

Timing has always been a major problem with this project. We are about a year behind schedule due to the events that took place in 2004. As a result, we requested the Board to reconsider the small scale amendment, which can be adopted much faster than the regular amendment even though the latter has already been transmitted. The new hearing on the small scale amendment is scheduled for August 2. If the amendment is approved and becomes effective, the rezoning that will permit the construction of the first phase of the project will follow in short order.

As you can see, the unusual timing of the hearing on the small scale amendment is due to circumstances that were not foreseen by us when we filed it and which were beyond our control. There has never been any attempt to avoid scrutiny of the two applications by the Department. The planning advantages of the two amendments far outweight the <u>de minimis</u> impacts on hurricane evacuation; after all, the property is located east of I-75, not on a barrier island or in

Mr. Michael D. McDaniel State of Florida Dept. of Community Affairs July 20, 2005

the coastal area. We would, therefore, request the Department to consider all of the pertinent facts and circumstances in its review of the regular amendment and, in the final analysis, to offer no objection.

Sincerely,

KNOTT, CONSOER, EBELINI,

HART & SWETT, P.A.

Matthew D. Uhle

MDU/zw

cc: I

Peter Fagan Pat Riley Paul O'Connor

Enclosure

