



# City of Sanibel

800 Dunlop Road  
Sanibel, FL 33957

## Meeting Minutes - Final City Council

---

Tuesday, November 4, 2025

9:00 AM

MacKenzie Hall - 800 Dunlop Road

---

### 1. CALL TO ORDER

The meeting convened at 9:00 a.m.

### 2. INVOCATION AND PLEDGE OF ALLEGIANCE (Councilmember Henshaw)

Councilmember Henshaw gave the Invocation and led the Pledge of Allegiance.

### 3. ROLL CALL

**Present:** 5 - Mayor Mike Miller, Vice Mayor Holly Smith, Councilmember Laura DeBruce, Councilmember John Henshaw, and Councilmember Richard Johnson

### 4. SET THE AGENDA

The agenda was set as published.

### 5. PLANNING COMMISSION REPORT (Commissioner Burns)

Since the last report the Planning Commission and Below Market Rate Housing Subcommittee have each met once.

At the October 14th Planning Commission meeting:

- Consideration of a resolution recommending that City Council adopt an ordinance amending the Code of Ordinances to update subdivision provisions related to plats and replats for consistency with recent amendments to state statutes. The recommendation to Council was approved by a unanimous vote.
- Commission also moved to have Staff notify Commissioners and participants in the Coastal Creek and Island Inn subdivision matters when the proposed final plat is submitted. The motion carried by a unanimous vote.

The October 28th Planning Commission meeting was cancelled.

At the October 28th Below Market Rate Housing Subcommittee meeting:

- Heard an update on the Housing Needs Analysis
- Community Housing & Resources Annual Report presentation by Executive Director Nicole McHale
- Request from the Sanibel Plan Update Steering Committee to review and make recommendations regarding the Housing Element. Commissioners requested more time to review and to schedule another meeting once the Housing Needs

Assessment report was available.

The next Commission meeting will be Tuesday, November 18, 2025, followed by the Land Development Code Review Subcommittee meeting.

## **6. PUBLIC COMMENTS FOR NON-AGENDA ITEMS**

There were no public comments from the audience.

## **7. PRESENTATION(S)**

- a.** Recognition of Joe Gudinas, Chief Wastewater Operator, Public Works Department, Utilities Division, as the Employee of the 4th Quarter, Fiscal Year 2025.

Human Resources Director Crystal Mansell provided a brief background for the employee recognition program and noted the honorable mention being Peter Moser, Lead Wastewater Plant Operator. Ms. Mansell expressed her congratulations to Mr. Joe Gudinas upon being elected as Employee of the Fourth Quarter. Mayor Miller spoke to Mr. Gudinas' accomplishments and history with the City and presented him with a letter, certificate, and check. Mr. Gudinas thanked everyone for their support and the recognition.

- b.** Alzheimer's Awareness Month Proclamation

Recreation Director Andrea Miller introduced Lisa Kiddon, Community Engagement Manager, FL Gulf Coast Chapter of Alzheimer's Association, Julie Jones, Sanibel Resident and Alzheimer's Association Volunteer, and Denise Dillon, Marketing & Events Coordinator, Recreation Department. Ms. Miller spoke to upcoming events to be held at the Recreation Center. Mayor Miller read into record and presented Ms. Kiddon and Ms. Jones with a proclamation recognizing Alzheimer's Awareness Month. Ms. Kiddon expressed her appreciation for the proclamation.

- c.** Zonta Says No to Violence Against Women Campaign Proclamation

Councilmember DeBruce introduced Karen Pati, Zonta Vice President and Representatives of Zonta. Mayor Miller read into record and presented Ms. Pati with a proclamation supporting the Zonta Says No to Violence Against Women Campaign. Ms. Pati provided further background of the Zonta organization and expressed her appreciation for the proclamation.

- d.** Business Sector Hurricane Ian Recovery - John Lai (Supplement 1 & 2)

Sanibel Captiva Chamber of Commerce Executive Director John Lai provided a brief PowerPoint presentation of the business sector recovery data.

Council congratulated Mr. Lai for being recognized as "Man of the Year" by Gulfshore Life Magazine. Mr. Lai thanked everyone for the recognition and partnership.

Discussion ensued regarding the status of the old Sanibel Shops Center, marketing campaigns, and appreciation of the Chamber's mentoring of businesses (new and old) on the island.

Council inquired as to the status of the Wander App and what is most worrisome in the recovery efforts. Mr. Lai spoke to the benefits of the app and the condo and resort capacities being low.

**e. City of Sanibel Hurricane Ian Recovery Dashboard**

City of Sanibel Systems & GIS Manager Brian Dye provided a brief PowerPoint presentation regarding the City's Hurricane Ian Recovery Dashboard data.

Council inquired if the data collected by Florida Gulf Coast University (FGCU), the Chamber, and the City could all be organized into one portal. Mr. Dye advised the data could be integrated and advised he would reach out to the organizations. City Manager Souza spoke to the efforts of Mr. Dye having been focused internally but could transition to an integrated portal.

Council further inquired what could be done to ensure accelerated recovery and minimal losses for the next storm. Mr. Souza spoke to actions taken to make recovery easier in the future.

Discussion ensued regarding possibility of linking to the other organizations data on the City's website but keeping the data separate and inquired how best to utilize the data. Mr. Dye spoke utilizing the data to better forecast revenue so repayment of funds and loans could be expedited, as well as creating templates for gathering data in future events.

Mr. Souza thanked Mr. Dye and the IT Department for the work on the recovery dashboard and data gathered.

**8. 9:05 - SECOND READING AND PUBLIC HEARING**

**a. Chapter 66 - Boat Ramp Fees**

Second Reading - **ORDINANCE 25-020 OF THE CITY COUNCIL OF THE CITY OF SANIBEL, FLORIDA, AMENDING THE CODE OF ORDINANCES, CHAPTER 66, TRAFFIC, ARTICLE II, PARKING, STOPPING AND STANDING, DIVISION 2, BEACH AREA PARKING RESTRICTIONS, SUBDIVISION II, PERMITS, SECTION 66-76, TYPES OF PERMITS, AND SECTION 66-85, FEES; HOURS; PROVIDING**

---

**FOR CODIFICATION; PROVIDING FOR CONFLICT; PROVIDING FOR SEVERANCE; AND PROVIDING AN EFFECTIVE DATE**

Attorney Agnew read into record the title of Ordinance 25-020. City Manager Souza provided a brief background for the fee update.

Vice Mayor Smith moved, seconded by Councilmember Henshaw, to adopt Ordinance 25-020 as written. The motion carried.

**9. DISCUSSIONS OF DRAFT LEGISLATION**

**a. Amending Provisions for Plats and Replats**

Discussion Only - **ORDINANCE 25-021 OF THE CITY COUNCIL OF THE CITY OF SANIBEL, FLORIDA, AMENDING THE CODE OF ORDINANCES, SUBPART B, LAND DEVELOPMENT CODE; CHAPTER 114, SUBDIVISIONS, FOR THE PURPOSE OF UPDATING SUBDIVISION PROVISIONS RELATED TO PLATS AND REPLATS FOR CONSISTENCY WITH RECENT AMENDMENTS TO STATE STATUTES; PROVIDING FOR CODIFICATION; PROVIDING FOR CONFLICT; PROVIDING FOR SEVERANCE; AND PROVIDING AN EFFECTIVE DATE**

Senior Planner Savannah White provided a background for the proposed code amendments. Planning Director Paula McMichael spoke to language to update in Section 114-89(b) as "28 days from the later of the date of receipt of an application or any supplemental submission for an application."

Councilmember Johnson moved, seconded by Vice Mayor Smith, to forward the draft ordinance to first reading.

Vice Mayor Smith moved, seconded by Councilmember Johnson, to amend the motion to include the language as proposed by Director McMichael. The motion to amend carried.

Councilmember Johnson moved, seconded by Vice Mayor Smith, to forward the draft ordinance, including the language as proposed by Director McMichael, to first reading. The amended motion carried.

**10. FIRST READING OF AN ORDINANCE AND SCHEDULING OF PUBLIC HEARING**

**a. Amending Provisions for Plats and Replats**

First Reading - **ORDINANCE 25-021 OF THE CITY COUNCIL OF THE CITY OF SANIBEL, FLORIDA, AMENDING THE CODE OF ORDINANCES, SUBPART B, LAND DEVELOPMENT CODE; CHAPTER 114, SUBDIVISIONS, FOR THE PURPOSE OF UPDATING SUBDIVISION PROVISIONS RELATED TO PLATS AND REPLATS FOR CONSISTENCY WITH RECENT AMENDMENTS TO STATE STATUTES; PROVIDING FOR CODIFICATION; PROVIDING FOR CONFLICT; PROVIDING FOR SEVERANCE; AND PROVIDING AN EFFECTIVE DATE**

Attorney Agnew read into record the title of Ordinance 25-021.

Second reading and public hearing scheduled for 9:05 a.m., Tuesday, December 2,

2025.

## 11. OLD BUSINESS

a. Community Housing & Resources Temporary Waiver Request

**RESOLUTION 25-062 OF THE CITY COUNCIL OF THE CITY OF SANIBEL, FLORIDA, APPROVING A TEMPORARY WAIVER, REQUESTED BY COMMUNITY HOUSING & RESOURCES (CHR), FROM THE BELOW MARKET RATE HOUSING REQUIREMENTS OF THE 2009 GROUND LEASE BETWEEN THE CITY OF SANIBEL AND CHR, TO ALLOW ON-DUTY LEE COUNTY EMERGENCY MEDICAL SERVICES (EMS) PERSONNEL TO TEMPORARILY OPERATE IN A BELOW MARKET RATE HOUSING UNIT; AND PROVIDING AN EFFECTIVE DATE**

Attorney Agnew read into record the title of Resolution 25-062. City Manager Souza advised Community Housing & Resources (CHR) Executive Director Nicole McHale, Lee County Emergency Medical Services (EMS) Chief Paul DiCicco, and Sanibel Fire & Rescue District Chief Kevin Barbot were in attendance. Mr. Souza noted revisions to the resolution based on the October 21st meeting discussions and spoke to the motion that was tabled. The motion that was previously tabled was withdrawn by Councilmember Johnson.

Discussion ensued regarding the intended use of the property. Ms. McHale noted speaking with the citizen who provided public comment at the previous meeting. Discussions ensued regarding proposed efforts to revamp the Limited Equity Ownership (LEO) Program. Fire Chief Barbot provided an update regarding funds available to use a trailer on Fire District property on Tarpon Bay Road, noting the use of the CHR property improves response times at the west end of the island. EMS Chief DiCicco thanked everyone for the partnership, advising support of the amendment for review and ensuring the neighbors would be taken care of.

**Councilmember Johnson moved, seconded by Councilmember Henshaw, to adopt Resolution 25-062 as amended. The motion carried.**

b. Wildlife Mortality Monitoring and Reporting Update (Supplement 1)

Natural Resources Director Holly Milbrandt, introduced Conservation Officer Rachel Rainbolt who provided a brief PowerPoint presentation relating wildlife mortality reporting on the island. Director Milbrandt spoke to the proposed signs and locations for Council consideration.

Discussion ensued regarding expecting the speed study results in January of 2026, consideration of expediting a 3-way stop at Sanibel Captiva Road and Rabbit Road, the scope of the speed study, and variables attributing to wildlife mortalities. City Manager Souza spoke to previous discussions regarding the trial 3-way stop at Sanibel Captiva Road and Rabbit Road in coordination with enhancements to the

shared use path. Discussion ensued regarding traffic calming strategies for Legion Curve and the approach for the proposed wildlife signs.

Ms. Rainbolt gave a brief demonstration of the survey tool and dashboard. Discussion ensued regarding the possibility for a tourist or visitor to report wildlife strikes, and whether invasive animals would be included or pulled out of reports.

Public comments:

- Larry Schopp - Sanibel Resident - recommended additional language to the low-flying owls signs if they were to be reinstalled, and noted other locations that may benefit from stop signs.
- Merry Merryfield - Sanibel Resident - spoke in support of the wildlife signs and expressed appreciation for the data provided.
- Alison Charney - Center for Rehabilitation of Wildlife (CROW) Executive Director - spoke in support of the wildlife signs.
- Audrey Albrecht - Sanibel Captiva Conservation Foundation (SCCF) Wildlife Biologist - spoke in support of the wildlife signs.
- Chris Lechowicz - SCCF Wildlife & Habitat Management Program Director - spoke to reasons for higher mortality rates in May and June and in support of the dashboard for collecting data.
- Corrie Presland-Byrne - Sanibel Resident - spoke in support of collecting data related to wildlife mortalities and reinstalling the wildlife signs.

Discussion continued regarding the 3-way stop signs for the Sanibel Captiva Road and Rabbit Road intersection. City Manager Souza read into record the relevant portion from the September 8th minutes, noting the process for highlighting the new signs when implemented.

**Vice Mayor Smith moved, seconded by Councilmember DeBruce to expedite the 3-way stop at Sanibel Captiva Road and Rabbit Road and authorize staff to design signs at the four proposed locations listed in the agenda memorandum, as well as consider traffic calming devices for Legion Curve. The motion carried by a vote of 3-2 with Councilmembers Henshaw and Johnson opposed.**

**Opposed:** 2 - Councilmember John Henshaw, and Councilmember Richard Johnson

The meeting recessed at 11:55 a.m. and reconvened at 12:07 p.m.

**c. Golf Course Report Cards**

Environmental Biologist Dana Dettmar provided a summary of the memorandum included in the agenda packet.

Discussion ensued regarding the new owner of Sanibel Island Golf Club, drainage and runoff, the new owner of the Dunes, and the process for the report card program. Ms. Dettmar advised the process being based on the Florida Green Industries Best

---

Management Practices for Managing Golf Courses Manual.

Discussion turned to sodium levels at the Dunes and the issue being due to the ponds having been inundated with salt water during the storms.

d. Setting Public Hearing for Sanibel Harbours Dredge Assessment

**RESOLUTION 25-064 OF THE CITY COUNCIL OF THE CITY OF SANIBEL, FLORIDA, TO SET A TIME, DATE, AND PLACE FOR A PUBLIC HEARING IN ACCORDANCE WITH SECTIONS 170.07 AND 170.08, FLORIDA STATUTES, TO DETERMINE THE PROPRIETY AND ADVISABILITY OF ESTABLISHING AND IMPLEMENTING THE “SANIBEL HARBOURS INLET DREDGING ASSESSMENT DISTRICT”; AND, IF DETERMINED TO BE PROPER AND ADVISABLE TO ESTABLISH SUCH DISTRICT, TO FURTHER DETERMINE THE COST OF SUCH DREDGING-RELATED EFFORTS, THE MANNER OF PAYMENT FOR SUCH EFFORTS, AND THE AMOUNT OF SUCH COSTS TO BE ANNUALLY ASSESSED AGAINST EACH PROPERTY WITHIN THE DISTRICT AND PROVIDING AN EFFECTIVE DATE**

Attorney Agnew read into record the title of Resolution 25-064. City Manager Souza spoke to the resolution setting the date of the hearing for December 16, 2025.

Vice Mayor Smith moved, seconded by Councilmember Johnson, to adopt Resolution 25-064 as written. The motion carried.

## 12. NEW BUSINESS

a. North Sanibel Beach Nourishment Project Discussion (Supplement 1 & 2)

Natural Resources Director Holly Milbrandt summarized the memorandum included in the agenda packet. Ms. Milbrandt introduced Sydcarl Thwaites, Great Lakes Dock & Dredge, and Brighton Heard, Executive Director, Captiva Erosion Prevention District (CEPD).

Discussion ensued regarding working on the timeline for the Blind Pass parking lot closure, similarities with the Turner Beach Park restoration project, the dredge amounts and locations, and strategies to improve stability of the inlet through the Inlet Water Management Plan. Further discussion ensued regarding the template of the project extending near Bowman's but not into it, and dune replanting enhancements and locations.

Discussions turned to funding for the project, if there were a need for easements from any property residents, and dune heights. City Manager Souza spoke to the cost share with CEPD for preconstruction services, requesting authorization for him to execute the contract, bringing it back in December for ratification.

Council expressed appreciation for Director Milbrandt's efforts on the beach

re-nourishment projects.

Councilmember Johnson moved, seconded by Vice Mayor Smith, to 1) Authorize the City Manager to execute a piggyback agreement with Great Lakes Dock & Dredge for the replacement of approximately 300,000 cubic yards of sand fill on north Sanibel consistent with the draft plans and price proposed and the City's purchasing policy and procedures, subject to the City Attorney's approval, 2) Approve the cost-share request from Captiva Erosion Prevention District (CEPD) for pre-construction services in the amount of \$142,046 in accordance with ILA 15-115, and 3) Approve expanded construction hours, authorizing Great Lakes Dock & Dredge to operate 24-hours per day, 7 days per week. The motion carried.

### 13. CONSENT AGENDA

#### CONSENT ITEMS PULLED FOR DISCUSSION

No items were pulled for discussion.

#### ADOPTION OF RESOLUTIONS

- a. Fiscal Year 2026 Project Budget Roll-forward  
**RESOLUTION 25-065 APPROVING BUDGET AMENDMENT 2026-001 TO ROLLFORWARD CERTAIN PROJECTS AND PROVIDING AN EFFECTIVE DATE**
- b. Amending expiring resolutions  
Temporary Announcement Signs - Amending 24-030  
**RESOLUTION 25-066 OF THE CITY COUNCIL OF THE CITY OF SANIBEL, FLORIDA, AMENDING RESOLUTION 24-030, AUTHORIZING THE PLACEMENT OF TEMPORARY ANNOUNCEMENT SIGNS ON COMMERCIAL PROPERTIES BY EXTENDING ITS EXPIRATION DATE TO DECEMBER 31, 2026; AND PROVIDING AN EFFECTIVE DATE**
- c. Temporary Signs on Commercial Properties - Amending 24-075  
**RESOLUTION 25-067 OF THE CITY COUNCIL OF THE CITY OF SANIBEL, FLORIDA, AMENDING RESOLUTION 24-075, AUTHORIZATION FOR THE PLACEMENT OF TEMPORARY SIGNS ON COMMERCIAL PROPERTIES, BY EXTENDING ITS EXPIRATION DATE TO DECEMBER 31, 2026; AND PROVIDING AN EFFECTIVE DATE**
- d. Waiving Application Fee for Variance to Aid Hurricane Recovery - Amending 25-015  
**RESOLUTION 25-068 OF THE CITY COUNCIL OF THE CITY OF SANIBEL, FLORIDA, AMENDING RESOLUTION 25-015, WAIVING THE APPLICATION FEE FOR VARIANCES SOUGHT TO AID IN RECOVERY FROM HURRICANE DAMAGE OR FOR RESILIENCY, BY EXTENDING ITS EXPIRATION DATE TO DECEMBER 31, 2026; AND PROVIDING AN EFFECTIVE DATE**

Attorney Agnew read into record the titles of Resolutions 25-065, 25-066, 25-067, and 25-068.

**Councilmember Henshaw moved, seconded by Councilmember DeBruce, to adopt Resolutions 25-065, 25-066, 25-067, 25-068. The motion carried.**

#### BUSINESS ITEMS

- e. Adoption of Minutes
- f. Upgrade to City Document Management System - Laserfiche
- g. Approval of the purchase of a 2026 Ford F350 4x4 dump truck and a 2026 F250 4x4 pickup truck with dump bed from Sam Galloway Ford as a piggyback of Lee County Contract No. B200417BAG, in the amount of \$129,784.81.
- h. Sanibel Captiva United Way temporary fundraising sign request at Bank of the Islands

Approval of the Consent Agenda Business Items.

**Vice Mayor Smith moved, seconded by Councilmember Johnson, to approve the consent agenda business items. The motion carried.**

#### 14. INFORMATIONAL ITEMS

- a. Hazard Mitigation Grant Program Update (East Rocks, Tradewinds)
- b. Water Quality Report from Natural Resources Department
- c. Finance Department Reports
  - i. Causeway Counts
  - ii. Grants Report
  - iii. Hurricane Financial Report

No discussion was held on Informational Items.

#### 15. GENERAL COUNCIL DISCUSSION

- a. Future Agenda Items Matrix (Information to be added in a supplemental agenda.)

Vice Mayor Smith spoke to neighborhood celebrations on the island for Halloween, attending the Love Sanibel Back event, expressed well wishes for Nola Theiss, and noted the success of the F.I.S.H. Jog-n-Jam 10k/5k with over 500 participants.

Councilmember Johnson requested consideration of regulations for e-bikes on the shared use path as a future agenda item. Councilmember DeBruce advised she would

recuse herself from e-bike discussions due to owning a business that rents e-bikes.

Councilmember DeBruce requested angle of light provisions return as a future agenda item. Ms. DeBruce thanked Sue and Bill Van Oss for their contributions to the community and expressed appreciation for F.I.S.H. and United Way.

Councilmember Henshaw concurred with bringing angle of light back as a future agenda item. Mr. Henshaw also requested revisiting the city pier remodel or reconstruction.

Vice Mayor Smith concurred with getting an update from the City Manager regarding the pier, agreed with bringing back angle of light discussions, and expressed concerns with making changes to e-bike regulations.

Mayor Miller asked for consensus to bring back an update on the fishing pier. City Manager Souza spoke to information provided at the January 2025 meeting regarding permanent repairs to the fishing pier, advised not having the funds for temporary repairs, and recommended consideration of permanent repairs or rebuilding and relocating. Discussion ensued regarding bringing back at a future meeting and consideration of funding options.

Consensus for:

- Bring back pier discussions, Mr. Souza advised targeting December 16th
- Bring back angle of light before sending to Planning Commission for further consideration
- Consensus to bring back e-bike regulations, following season to allow time for gathering data

Discussion ensued regarding what provision changes may require a referendum. As for recusal from discussions, Attorney Agnew noted the scope to the process for conflict of interest, advising elected officials may not participate in discussions.

Mayor Miller spoke to the Laserfiche contract approval and noted looking forward to making more records and documentation public facing. City Manager Souza advised the timeline was not available at this time and spoke to the process for moving items to a publicly accessible portal.

Further discussion ensued regarding incorporating elevating homes with angle of light considerations.

## **16. CITY MANAGER'S REPORT**

City Manager Souza spoke to improving communications with Council regarding expectations and capacity of staff levels. Mr. Souza further spoke to updating the

future agenda items matrix and noted F.I.S.H. was requesting donations of non-perishable food items, gift cards or cash to help those in need on the island.

**17. CITY ATTORNEY'S REPORT**

No further report.

**18. PUBLIC COMMENT**

There were no public comments from the audience.

**19. ADJOURNMENT**

There being no further business, the meeting adjourned at 1:54 p.m.