



City of Sanibel Planning Commission

Planning Department Staff Report

Planning Commission Meeting: February 24, 2026
Application Number: PL20250011 and PL20260006
Applicant: Blake Bartholomew
Address: 2407 Periwinkle Way

PUBLIC HEARING DESCRIPTION

Consideration of applications filed pursuant to Land Development Code Chapter 82, Article III, Division 3, Subdivision V – Conditional Uses, Section 82-201. – Authorization, and Section 82-204. – Application and hearing, for Conditional Use Permits to allow bicycle rentals and a formula retail store (Unlimited Biking) to operate in unit 3 of the Islander Center, located within the TCG – Town Center General Commercial District, at 2407 Periwinkle Way, tax parcel (STRAP) no. 26-46-22-T2-00004.0070. The application is submitted by Blake Bartholomew (the applicant), on behalf of 2407 Periwinkle Sanibel LLC (the property owner). **Applications No. PL20250011 and PL20260006.**

ISSUES

Pursuant to Sanibel Code Section 82-202. – Requirements and Section 82-203 – Conditions, the subject application has been referred to the Planning Commission to address the following issues:

1. Does the proposed development comply with the general requirements of a conditional use provided in Sanibel Code Section 126-82 – general requirements?
2. Does the proposed development comply with the specific requirements provided in Sec. 126-94. – Vehicle rental and leasing?
3. Does the proposed development comply with the specific requirements provided in Sec. 126-102. – Formula retail stores?
4. If the Planning Commission approves the application, what additional conditions should be required?

ATTACHMENTS

A	Applicant’s narrative response to general requirements (Sec. 126-82) and specific requirements (Sec. 126-94 and Sec. 126-102)
B	Survey/Site Plan
C	Floor Plan
D	Traffic & Parking Narrative Statement
E	Traffic Impact Statement (2021) prepared by Jim Strothers, PE, PLS

F	Formula Retail Store Inventory updated February 2026
G	Planning Commission Resolution 21-04
H	Ordinance 24-019

BACKGROUND

The subject parcel located at 2407 Periwinkle Way is 1.35 acres and is within the TCG – Town Center General Commercial District.

Contiguous parcels and their uses include:

- MHK Architecture, a professional design firm, is located to the east;
- A vacant commercial building is located to the west;
- Sanibel Captiva Community Bank is across Shared Use Paths and Periwinkle Way to the north; and
- Frannie’s Preserve is to the south.

The Islander Center was developed in 1985 and presently includes six (6) units for commercial tenants. Per city records, Unit #3 was last occupied by Ninon Boutiques, a retail clothing and jewelry business. The current tenancy of the Islander Center is summarized below:

- Unit 1: Sanibel Sprout
- Unit 2: Private Physicians Group
- Unit 3: Vacant
- Unit 4: Island Time Wines
- Unit 5: Vacant; an active conditional use permit allows for a future restaurant with 50 flex seats to operate at this location subject to applicable conditions.
- Unit 6: Vacant

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The applicant previously submitted applications 21-12559CUP and 12-12562DP to allow a bicycle rental with a total inventory of 100 bicycles at unit #3 of the Islander Center. Staff recommended approval of the applications with conditions. However, Planning Commission voted 7-0 to deny approval of the applications. Planning Commission made the following findings for the record, that the proposal did not meet requirements 1, 2, 5, and 6 of Sec. 126-82. – General requirements:

- a. Requirement 1: the proposed use associated with the development is incompatible with other uses in the Islander Center;
- b. Requirement 2: the site development plan does not include interconnectivity plans;
- c. Requirement 5: the nature of the site for the proposed use is not compatible with the adjoining uses and vehicular access and circulation.
- d. Requirement 6: (i) the proposed use and development is not internally compatible with other existing uses on the same site, because of traffic volume and patterns and safety-related reasons; and (ii) there is not sufficient parking for the use.

In its review, staff noted that while the application did not meet minimum parking requirements in place at the time, the Traffic Impact Statement concluded no additional vehicle trips would be caused by the proposed use and therefore found existing parking supply to be adequate.

Since this decision, City Council adopted Ordinance 24-019 (see Attachment H), which substantially reduced minimum parking requirements for permitted and conditional uses; and struck combined parking requirements that assigned minimum parking requirements to each separate use at a commercial center for exclusive use of each unit, among other code revisions. Planning Commission voted 6-0 to recommend adoption of an ordinance to reduce non-residential minimum parking requirements. In its presentations to Planning Commission and City Council, staff found consistency with applicable provisions of the Sanibel Plan and cited “less rigidity,” “flexibility for multiple occupancy centers,” and “(recognition of) overlapping parking demand among uses/units at a center” as reasons for recommendations to amend Article XV. – Off-Street Parking.

The applicant has also addressed one of the previous objections by providing inter-connectivity of the Islander Center to the Shared Use Path. Planning staff recently received and approved a site plan to install an inter-connectivity path to satisfy one of the required conditions of a Conditional Use Permit (Island Time Wines).

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Vegetation buffers are required to be installed in association with any commercial use or change of use per Sec. 122-46. – General requirements. In July, the Planning Department issued a Development Permit authorizing Conditional Use Permit application CUP-2025-000268 (Island Time Wines). The applicant/property owner is required to obtain waiver approval within 6 months for landscaping and to subsequently implement an approved landscape plan in compliance with applicable standards. The property owner is working with a landscape contractor and has been in communication with staff to submit plans for staff review and complete the required installation in a timely manner.

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Formula Retail stores are allowed in the TCG – Town Center General Commercial District as a conditional use subject to permitting requirements and conditions. Section 78-1 provides the following definition of a formula retail store:

Formula retail store means a type of retail sales activity or retail sales establishment, with three or more store locations, that maintains any of the following, which are distinctive to, or standardized among, some or all other locations:

- Name of business;
- Business signage;
- Exterior design or architecture;
- Array of merchandise;
- Trademark or logo;
- Uniforms.

For the purposes of the city's commercial land use regulations, formula retail stores do not include establishments providing professional services, including, but not limited to, real estate offices, medical offices, dental offices, offices of health practitioners, banks, savings and loan associations, mortgage and

securities brokers, accounting services, appraisers, cable television services, insurance agents, and interior decorators.

Formula retail stores do not include grocery stores, hardware stores, gasoline service stations and restaurants; however, see the definition of formula restaurant.

Furthermore, retail stores that have more than one location, but that had their original location in the city, are not defined as formula retail stores. The second location of a retail store, that had its original location in the city, is not defined as a formula retail store.

The Planning Department maintains an inventory, updated annually or as needed, to document the balance and mix of businesses as it relates to formula retail stores. The current cumulative commercial floor area devoted to formula retail stores is 40,875 square feet. This total includes Eileen Fisher, which is not open for business and does not have an active business tax receipt. However, the use has not been abandoned due to policies while under a state of emergency. A copy of the Formula Retail Store inventory is included as **Attachment F**.

Table 1. Sanibel Plan policies
Plan for Development Intensity 7. Limit the intensity of conditional uses to the extent that these uses generate traffic impact to a significantly greater extent than permitted uses
Future Land Use Element 5. In an effort to maintain a proper balance between the resident-serving and resort (tourist) segments of the commercial sector of the community, the City has amended its commercial land use regulations. These regulations establish and implement the following: <ul style="list-style-type: none">• A maximum percentage of commercial floor area (balance and mix of businesses) occupied by formula retail stores• A limit on the size of specific commercial retail units• A limit on the size of commercial buildings• A requirement that developments of new commercial centers and redevelopments of existing commercial centers, that contain more than 12,000 square feet of retail floor area, must demonstrate that no adverse economic or other consequence would result to this unique Island community from the development or redevelopment of the center
Future Land Use Element 6. All commercial uses, including formula retail uses, shall retain the historical and visual character of the commercial sector and the unique and diverse service and retail base in the local economy.

PROPOSAL

The applicant proposes a bicycle rental and retail sales business, Unlimited Biking, to operate within unit #3 of the Islander Center. The applicant proposes a rental inventory of 150 bicycles (including electric bicycles), stored entirely inside the commercial unit. The business also intends to operate with delivery service to customers.

Unlimited Biking is a formula retail store, as defined in Section 78-1, with 19 other locations.

ANALYSIS

Staff reviewed the subject application relative to general requirements of conditional uses in Section 126-82 and specific requirements in Section 126-94. – Vehicle rental and leasing and Section 126-102. – Formula retail stores. The tables below include references of notable standards and staff review notes.

Table 2. Analysis of Sec. 126-82. General Requirements (Conditional Uses)		
Sanibel Code Requirement	Staff Comments	Requirement met?
Sec. 126-82. – General Requirements	Please reference Attachment A alongside the corresponding staff comments below.	Yes.
(a) The proposed development shall not adversely affect compatibility with other uses, either on, adjacent to, or nearby the parcel; and shall not adversely affect the health, safety and welfare of the community or its goals and objectives. The proposed development shall not adversely affect the traffic flow to a significantly greater extent than permitted uses; however, there shall be a rebuttable presumption of no such relative adverse effects, absent competent, substantial evidence presented to the contrary.	The proposed use is generally compatible with surrounding commercial land uses. The applicant provided a copy of the Traffic Impact Statement (2021), prepared by Jim Strothers, PE, PLS, as Attachment E which concludes this use, with an inventory of 100 bicycles, adds no additional trips for this site.	Yes.
(b) A request for conditional use approval shall be accompanied by a site development plan prepared in accordance with the requirements of subsection 82-382(13) .	A site plan has been submitted with all necessary information for review of this application.	Yes.
(c) In reviewing requests for conditional uses, the planning commission may impose, as necessary, conditions to protect adjacent or nearby parcels and in furtherance of the public interests, with regard to location, design, intensity of use, architectural treatment, siting, landscaping, maintenance, and operation of the uses.	Planning staff recommend conditions relating to intensity of use, including a limitation on bicycle inventory, finding the 2021 Traffic Impact Statement to be a valid and accurate assessment in support of the compatibility of this use with an inventory of 100 bicycles, as well as a condition clearly limiting commercial activity outside of the commercial unit. Other recommendations relate to the operation of the use by reinforcing other policies of the Land Development Code and Sanibel Plan, as well as conditions to provide safety, wayfinding and etiquette information to its customers.	Yes.
(d) The developer must demonstrate that the proposed use is coordinated, to the greatest extent possible, with adjoining developments.	Staff do not find any opportunities to coordinate the proposed use or existing	Yes.

<p>Where applicable, this coordination shall include examination of all opportunities to share or combine drives and entry points, parking areas, sewage treatment facilities, pedestrian walkways, and other service facilities.</p>	<p>development with adjoining developments in a manner that serves the public interest.</p>	
<p>(e) The planning commission shall consider the nature of the site, its size, and its configuration to determine whether the parcel is adequate to:</p> <p>(1) Accommodate the placement and arrangement of structures so as to promote the best possible vehicular and pedestrian access and internal circulation;</p> <p>(2) Maximize energy efficiency and compatibility with adjoining uses on and off the site; and</p> <p>(3) Minimize the need for additional off-site transportation improvements.</p>	<p>There is no need for off-site transportation improvements.</p>	<p>Yes.</p>
<p>(f) In considering a proposed conditional use for approval, the planning commission shall evaluate the proposal in consideration of the following factors:</p> <p>(1) <i>Conformance with Sanibel Plan.</i> No conditional use may be approved unless it is in accord with the Sanibel Plan.</p> <p>(2) <i>Internal compatibility.</i> Any proposed conditional use must be compatible with other existing or proposed uses on the same site; that is, no use may have any undue adverse impact on any neighboring use. An evaluation of the internal compatibility of a conditional use should be based on the following factors:</p> <p>a. The streetscape;</p> <p>b. The existence or absence of, and the location of, open spaces, plazas, recreational areas, and common areas;</p> <p>c. The use of existing and proposed landscaping;</p>	<p>(f)(1) Staff finds the proposed use to be consistent with the Future Land Use Element of the Sanibel Plan.</p> <p>(2) There are no undue adverse impacts on any neighboring use.</p>	<p>Yes.</p>

- d. The treatment of pedestrian ways;
- e. Focal points and vistas;
- f. The use of the topography, physical environment, and other natural features;
- g. Traffic and pedestrian circulation pattern;
- h. The use and variety of building setback lines, separations, and buffering;
- i. The use and variety of building groupings;
- j. The use and variety of building sizes and architectural styles;
- k. The use and variety of materials;
- l. The separation and buffering of parking areas and sections of parking areas;
- m. The variety and design of dwelling types;
- n. The particular land uses proposed, and the conditions and limitations thereon;
- o. The form of ownership proposed for various uses; and
- p. Any other factor deemed relevant to the privacy, safety, preservation, protection, or welfare of any existing or proposed use on the site.

(3) *External compatibility.* All proposed conditional uses must be compatible with existing and planned uses of surrounding properties; that is, no internal use may have any avoidable or undue adverse impact on any existing or planned surrounding use. An evaluation of the external compatibility of a proposed conditional use should be based on the following factors:

- a. All of those factors listed in subsection (f)(2) of this section;
- b. The particular uses proposed, and the conditions and limitations thereon;
- c. The type, number, and location of surrounding external uses;
- d. The Sanibel Plan designation and zoning on surrounding lands; and
- e. Any other factor deemed relevant to the privacy, safety, preservation, protection, or welfare of lands surrounding the proposed conditional use and any existing or planned use of such lands.

(3) There are no undue adverse impacts on any existing or planned surrounding use based on the factors listed in subsection (f)(2) and (3).

<p>of increased flooding, erosion, or other dangers, annoyances, or inconveniences. Condition of soil, water level, drainage, and topography shall all be appropriate to the pattern and intensity of development intended.</p> <p>(6) <i>Off-street parking.</i> Sufficient off-street parking, for bicycles and other vehicles as well as cars, shall be provided. The specific requirements of this Land Development Code shall be used as a guide only. Parking areas shall be constructed in accordance with such standards as are approved by the planning commission to ensure that they are safe and maintainable and that they allow for sufficient privacy for adjoining uses.</p>	<p>(6) The applicant prepared a Traffic and Parking Narrative Statement (Attachment D), which concludes 55 existing, delineated parking spaces, is sufficient to meet the parking demand needs for the Islander Center and its tenants at full occupancy of its six units.</p> <p>The applicant also provided a copy of the Traffic Impact Statement (2021), prepared by Jim Strothers, PE, PLS, which concludes this use, with an inventory of 100 bicycles, adds no additional trips for this site.</p> <p>The property owner is already required to maintain bike parking at the subject building and intends to maintain bike parking at the other building once occupied by a new tenant.</p> <p>Staff concur with information provided by the applicant. However, staff notes that the 2021 Traffic Impact Statement references a total inventory of 100 bicycles. Therefore, staff recommend a condition that bicycle inventory does not exceed 100 bicycles at this location, instead of 150 bicycles proposed by the applicant.</p>	
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Table 3. Analysis of Sec. 126-94. – Vehicle rental and leasing.		
Sanibel Code Requirement	Staff Comments	Requirement met?
Sec. 126-94. – Vehicle rental and leasing.	Please reference Attachment A alongside the corresponding staff comments below.	Yes.
1. All areas in which rental cars, mopeds, bicycles, and boats are parked or stored shall be located behind minimum required setbacks and shall be counted toward the maximum permitted developed area for the parcel.	The applicant is proposing to store all bicycles inside.	Yes.
2. Conditional use permits shall not be issued for the rental of bicycles or other human-powered vehicles which exceed 36 inches total width.	Bicycles greater than 36 inches total width are not proposed.	Yes.

Table 4. Analysis of Sec. 126-102. – Formula retail stores.		
Sanibel Code Requirement	Staff Comments	Requirement met?
Sec. 126-102. – Formula retail stores.	Please reference Attachment A alongside the corresponding staff comments below.	Yes.
1. The formula retail store shall be compatible with existing land uses on the same site as the formula retail store and with existing and permitted, adjacent and nearby land uses.	Unlimited Biking is compatible with the variety of other uses at the center including restaurant, retail, and office uses.	Yes.
2. The formula retail store shall be designed and operated in a non-intrusive manner that preserves and is consistent with the historic, architectural, visual character and ambiance of the commercial sector of the community. Formula, standardized, "cookie-cutter" architecture, including architectural features, is prohibited.	Unlimited Biking will operate out of an existing structure and does not propose exterior renovations to its unit, except that the business will maintain a sign, subject to permitting.	Yes.
3. The floor area of the formula retail store shall not exceed 2,000 square feet of commercial floor area.	Unit #3 is 1,452 square feet. There is no outdoor storage proposed.	Yes.
4. The proposed development intensity of the formula retail store shall not exceed that of other low and moderate intensity retail uses that are permitted on the site of the formula retail store.	The proposed use is consistent with low and moderate intensity retail uses.	Yes.
5. The formula retail store shall not imbalance the variety and mixture of retail, office, and service uses that make up the commercial sector of the community.	The city's formula retail store inventory calculates a total of 40,875 square feet of commercial floor area – lower than (68% of) the 60,000-sf threshold.	Yes.

<p>A conditional use application for a new formula retail store that results in the total commercial floor area used by formula retail stores in all of the city's commercial districts to exceed 60,000 square feet, or as may be adjusted pursuant to section 126-1024 of this Code, requires planning commission review and city council approval, subject to the following conditions, in addition to the prior five conditions listed in this section.</p>	<p>Conditions #6-10 are not applicable.</p>	<p>Yes.</p>
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PUBLIC COMMENT

Staff have not received any public comment on this item.

RECOMMENDATIONS AND CONDITIONS

Staff have made the following findings in support of its recommendations:

- Staff find the proposed use complies with all general requirements (Sec. 126-82).
- Staff find the proposed use complies with all specific requirements (Sec. 126-94 and Sec. 126-102).
- Conditions are recommended to establish appropriate limitations including total inventory (100, based on the inventory provided in the 2021 Traffic Impact Statement), e-bike inventory, outdoor storage and display of merchandise.

Staff, therefore, recommend approval of applications PL20250011 and PL20260002 subject to the following conditions:

1. The total number of bicycles available to rent shall not exceed 100 bicycles. Available inventory is limited to bicycles and electric bicycles are allowed to be driven on the Shared Use Paths per Section 66-165. – Driving on a bicycle path.
2. The business shall not deliver bicycles to public parks or public beach parks. Commercial activity is strictly prohibited in public places.
3. Maintain at least 55 off-street parking spaces and bike parking facilities at each building of the Islander Center.
4. No retail or rental merchandise is permitted to be displayed or stored outside of the commercial unit, except as may be permitted by special events permit; or for temporary staging of bicycles associated with pick-ups and drop-offs.
5. The applicant shall obtain a Development Permit and Building Permit for change of use and other improvements, as necessary.
6. The applicant shall obtain a Business Tax Receipt for the bicycle rental business prior to operation.
7. The applicant shall obtain a Sign Permit prior to operation. The design required to comply with the sign format of the Islander Center per Sec. 106-275. – Same – Format for multiple occupancy complexes.
8. The business shall not rent bicycles or other human-powered vehicles that are greater than 36 inches total width.

9. The business shall be required to provide appropriate head gear to all riders.
10. The business shall be required to provide City of Sanibel wayfinding maps, bike safety and etiquette educational information to all rental customers.

Conditions contained herein are in addition to the requirements of the Sanibel Code. The applicant is required to comply with all regulations of the City of Sanibel. Some conditions stated herein reflect the current code requirements applicable at the time of approval of this permit. After the issuance of the completion certificate for this development or upon expiration of the development permit, any subsequent development or change of use for the parcel must comply with the regulations in effect at that time.