



# City of Sanibel Planning Commission

## Planning Department Staff Report

**Planning Commission Meeting:** April 14, 2026

**Application Number:** PL20260011

**Applicant:** Bernard Arroyo

**Address:** 2330 Palm Ridge Road

### PUBLIC HEARING DESCRIPTION

Consideration of an application 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 a Conditional Use Permit to allow an institutional use (Santiva Islanders) to operate in unit 11 of Palm Ridge Plaza, located within the TCG- Town Center General Commercial District, at 2330 Palm Ridge Road - tax parcel (STRAP) no. 26-46-22-T2-0030A.0010. The application is submitted by Bernard Arroyo (the applicant), on behalf of Nancy Bass Cooke (the property owner). **Application No. PL20260011.**

### 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. 126-33- Institutional uses?
3. 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. 126-33)
B	Applicant’s executive summary
C	Site Plan
D	Floor Plan

## BACKGROUND

The subject property located at 2330 Palm Ridge Road is an approximately 3.1-acre parcel developed as Palm Ridge Plaza. The parcel is situated at the intersection of Palm Ridge Road, Periwinkle Way, and Wooster Lane, with a shared-use path along the south, east, and north property boundaries. Surrounding uses include commercial development to the north across Wooster Lane, as well as to the south across Periwinkle Way, and to the east and west.

Palm Ridge Plaza is located within the Town Center General (TCG) Commercial District and the G – Altered Land Zone. The plaza contains a mix of uses, including a restaurant, offices, an art gallery, and a health clinic. The property also provides direct access through two inter-connectivity paths to the shared-use path for cyclists and pedestrians.

## PROPOSAL

The applicant is requesting approval of a conditional use permit to establish a nonprofit organization (institutional use), known as Santiva Islanders, within Unit 11 of the Palm Ridge Plaza commercial center. The proposed use will function as a senior center, promoting health and wellness, as well as educational, social, and recreational opportunities for older adults on Sanibel, Captiva, and surrounding areas. Previously, a senior center known as Center 4 Life operated within the City Civic Center at 2401 Library Way; however, that structure was demolished in 2024 following Hurricane Ian.

The applicant seeks change of use from a permitted use (retail) to an institutional use (senior center), pursuant to Sec. 126-512, Sec. 126-82, and Sec. 126-33, at Unit 11 of Palm Ridge Plaza, a 945 square foot unit.

A copy of the applicant's responses to the general requirements for conditional uses in Sec. 126-82 and the specific requirements for institutional uses in Sec. 126-33 is included as **Attachment A**. The applicant has also prepared a detailed parking generation study for vehicular and bicycle traffic, also included in **Attachment A**, with a breakdown of common events held by the Santiva Islanders and the average number of participants. The applicant's executive summary is included as **Attachment B**. A copy of the site plan is included with this report as **Attachment C**.

## ANALYSIS

Staff reviewed the subject application relative to general requirements of a conditional use in Section 126-82 and specific requirements of institutional uses in Section 126-33. The tables below includes references of notable standards and staff review notes.

**Table 1: Consistency with the Sanibel Code General Requirements of a Conditional Use**

Sanibel Code Requirement	Staff Comments
<p><b>Sec. 126-82 (a).</b> The proposed development shall be compatible with surrounding uses and shall not negatively impact public health, safety, welfare, or traffic beyond what is typical for permitted uses.</p>	<p>Staff finds the proposed use is compatible with the surrounding uses in the mixed use plaza within the City’s town center.</p>
<p><b>Sec. 126-82(b).</b> A request for conditional use approval shall be accompanied by a site development plan prepared in accordance with the requirements of subsection <a href="#">82-382</a>.</p>	<p>The site plan submitted with this application satisfies this requirement for the use proposed.</p>
<p><b>Sec. 126-82(c).</b> 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.</p>	<p>Staff’s recommended conditions are listed at the bottom of this staff report, for Planning Commission’s consideration.</p>
<p><b>Sec. 126-82(d).</b> The proposed use shall be coordinated with adjacent developments, including shared access, parking, and infrastructure where feasible.</p>	<p>The proposed use will be located within an existing plaza that shares parking with the other existing businesses. The applicant has prepared a detailed parking generation study including vehicle and bicycling parking. The property currently has ~135 parking spaces and racks to accommodate 20-25 bikes.</p>
<p><b>Sec. 126-82(e).</b> The Planning Commission shall consider the site’s size and configuration to ensure it can accommodate appropriate building placement, efficient vehicular and pedestrian circulation, compatibility with surrounding uses, and minimize the need for additional off-site transportation improvements.</p>	<p>Staff finds that this general requirement is satisfied, as the commercial building is already established and no expansion of the existing structure or its configuration is proposed.</p>
<p><b>Sec. 126-82(f).</b> The Planning Commission shall evaluate consistency with the Sanibel Plan; compatibility with uses on-site and surrounding properties; and whether the proposed intensity of development is appropriate for the site and nearby area.</p>	<p>Staff finds that the proposed conditional use application is consistent with the Sanibel Plan, specifically Section 3.6.2 as it relates to commercial development and Section 3.3.7 as it relates to a senior center. Additionally, the proposed conditional use application demonstrates compliance with internal compatibility, external compatibility, intensity standards, environmental considerations, and off-street parking requirements.</p>

**Table 2: Consistency with the Sanibel Code Specific Requirements of Institutional Use**

Sanibel Code Requirement	Staff Comments
<p><b>Sec.126-33(a)(1)-(2).</b> Institutional uses shall provide a landscaped buffer adjacent to residential zones to ensure adequate screening, and the site shall be otherwise appropriately landscaped.</p>	<p>A small portion of the subject property abuts CHR-property (Loggerhead Way) along Wooster Ln but is separated by dense vegetation. The subject property also has an approved vegetation waiver (WVR-2021-000017) that is pending installation. Pursuant to Section 122-46, the Planning Commission may waive the landscape buffer requirements of Chapter 122, Article II, Division 2 for institutional uses where the proposed development, addition, expansion, or change of use does not result in an increase in the developed area.</p>
<p><b>Sec.126-33(a)(3).</b> Only those principal and accessory uses specifically approved as part of the conditional use shall be permitted on the property.</p>	<p>Condition #2 lists the specific principal and accessory uses being approved with this request.</p>
<p><b>Sec.126-33(a)(4).</b> The Planning Commission may allow increased impermeable surface coverage and vegetation clearance for certain institutional uses, subject to findings related to parking demand, frequency of use, and roadway access.</p>	<p>Staff finds that this general requirement is satisfied, as the commercial building is already established and no expansion of the existing structure or its configuration is proposed. Permit DP-2025-021270 has been approved to replace shell parking area with pervious pavers. The approved plan incorporates improved inter-connectivity to the SUP.</p>
<p><b>Sec.126-33(b).</b> Institutional uses may include incidental residential units (e.g., employee housing), provided they comply with applicable density, occupancy, and code requirements.</p>	<p>N/A</p>

**PUBLIC COMMENT**

Staff has not received any public comment on this item as of April 8, 2026.

**RECOMMENDATIONS AND CONDITIONS**

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

- Staff finds the proposed use (with recommended conditions) complies with all general requirements for conditional uses (Sec. 126-82).
- Staff finds the proposed use complies with all specific requirements of institutional uses (Sec. 126-33).
- Staff recommends additional conditions related to vegetation buffers and bike parking facilities due to the location directly adjacent to the shared use path.

Staff, therefore, recommends approval of application PL20260011 subject to the following conditions:

1. Palm Ridge Plaza, Unit 11 (approximately 945 square feet of commercial floor area), is approved for institutional use (Santiva Islanders).
2. Accessory uses associated with the senior center shall be clearly incidental and subordinate to the primary use, including but not limited to:
  - a. Meeting and event activities for civic, educational, and social purposes.
  - b. Recreational, wellness, and educational programs.
3. Such uses shall not result in operational characteristics (including but not limited to traffic generation, noise, or hours of operation) that exceed those evaluated as part of this approval, unless otherwise reviewed and approved by the Planning Commission. A Business Tax Receipt shall be obtained prior to the commencement of operations.
4. No on-site food preparation shall be permitted as part of this approval. Any proposal for on-site food preparation shall require additional review and approval by the Planning Commission.
5. A permit shall be obtained for any proposed signage.
6. A change of use (occupancy) permit shall be obtained prior to operation to implement the approved conditional use and associated conditions.
  - a. The permit application shall include a site plan identifying additional bicycle parking racks sufficient to accommodate 15–20 bicycles.
  - b. The permit application shall include a floor plan demonstrating compliance with ADA requirements.
  - c. The unit shall receive approval from the Sanibel Fire Marshal prior to issuance of the certificate of occupancy.
7. The approved vegetation buffer, approved via WVR-2021-000017, shall be installed in accordance with the approved plans within 12 months of this approval.
8. All exotic plant species shall be removed from the subject property, including but not limited to Brazilian pepper (*Schinus terebinthifolius*), melaleuca (*Melaleuca quinquenervia*), earleaf acacia (*Acacia auriculiformis*), lead tree (*Leucaena leucocephala*), Java plum (*Syzygium cumini*), air potato (*Dioscorea bulbifera*), and scaevola species. The property shall be maintained free of such species in perpetuity.

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.