



AGENDA MEMORANDUM

City Manager

City Council Regular Meeting Date: July 21, 2026

To: City Council
From: Dana A. Souza, City Manager
Date: July 12, 2026

SUBJECT: Periwinkle Way/Causeway Boulevard/Lindgren Boulevard Intersection – Topographic Survey Results and Consideration of an Advisory Referendum on Construction of a Roundabout

CURRENT STATUS:

At its March 3, 2026 meeting, the City Council approved the following motion:

Councilmember Johnson moved, seconded by Councilmember Henshaw, to proceed with the 30 percent design study for the Periwinkle Way/Causeway Boulevard intersection in a phased approach — completing the topographic survey and conceptual overlay first, conducting a community education process, holding a voter referendum, and proceeding to the full 30 percent design only upon a favorable referendum outcome. The motion carried by unanimous vote. (From the March 3, 2026 City Council meeting minutes).

Following approval from the Lee County Metropolitan Planning Organization (MPO), Kimley-Horn completed the authorized topographic survey and overlaid the previously developed conceptual roundabout design onto the surveyed conditions. The primary purpose of this work was to determine whether sufficient public right-of-way exists to accommodate construction of a roundabout without requiring additional right-of-way.

A key question identified by the City Council was whether any land would be required from Pond Apple Park, which is designated as Environmentally Sensitive Lands. If acquisition of any portion of Pond Apple Park had been necessary, the City Council would have required a second referendum question because [Section 3.10.1 – Environmentally Sensitive Lands Conservation District](#), requires approval by a majority of the City's electors before any land may be removed from the Environmentally Sensitive Lands Conservation District.

The topographic survey completed by Kimley-Horn confirms that both the single-lane and double-lane conceptual roundabout designs can be accommodated within the existing public right-of-way without requiring the acquisition of land from Pond Apple Park.

Accordingly, a referendum regarding the removal of land from the Environmentally Sensitive Lands Conservation District is not necessary. The City Council may now consider whether to place an advisory referendum before Sanibel voters to determine whether the City should

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proceed with construction of a roundabout at the Periwinkle Way/Causeway Boulevard/Lindgren Boulevard intersection.

Should the City Council elect to proceed with an advisory referendum, the following options are available:

- March 2027 Municipal Election – Include the advisory referendum on the ballot for the regularly scheduled municipal election. The estimated additional cost is approximately \$400 beyond the normal election expenses.
- Stand-Alone Election – Conduct a special election solely for the advisory referendum. The estimated cost is approximately \$25,000.
- Mail Ballot Election – Conduct the advisory referendum by mail ballot. The cost is to be determined but is expected to exceed the cost of including the question on the ballot for the regularly scheduled municipal election.

Bill Waddill of Kimley-Horn will present the results of the topographic survey and explain how the conceptual roundabout designs fit within the existing public right-of-way.

Following the presentation and discussion of the topographic survey, the City Council should determine whether to proceed with an advisory referendum regarding construction of a roundabout at the Periwinkle Way/Causeway Boulevard/Lindgren Boulevard intersection and, if so, provide direction regarding the preferred referendum option.

The topographic survey has answered the principal question identified by the City Council on March 3, 2026. Because the conceptual roundabout can be accommodated within the existing public right-of-way, the City Council may now determine whether to seek voter input through an advisory referendum regarding construction of a roundabout at the intersection.

FUNDING SOURCE: N/A

RECOMMENDED ACTION:

1. Receive the presentation from Kimley-Horn regarding the completed topographic survey and conceptual roundabout overlay.
2. Determine whether to proceed with an advisory referendum regarding construction of a roundabout at the Periwinkle Way/Causeway Boulevard/Lindgren Boulevard intersection and, if so, provide direction regarding the preferred method for conducting the referendum.

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FULL BACKGROUND:

On April 2, 2024, the City Council approved a proposal and scope of services submitted by Kimley-Horn and Associates, Inc. to complete an intersection evaluation and study of Periwinkle Way, Lindgren Boulevard, and Causeway Boulevard (Periwinkle Way/Causeway Boulevard intersection). The Kimley-Horn consulting team was tasked with analyzing traffic conditions and presenting findings and recommendations to the City Council.

At the August 20, 2024, City Council meeting, the consultants provided a progress report and solicited City Council input regarding traffic congestion issues. This meeting concluded the initial public engagement phase of the project. Based on that input, the Kimley-Horn team developed two alternative intersection designs for consideration by the public, the Planning Commission, and the City Council. These alternatives were presented at two public workshops held on October 23, 2024.

On November 19, 2024, Kimley-Horn presented its findings and recommendations to the Planning Commission. Following discussion, the Planning Commission approved the following motions:

1. A motion to recommend that the Periwinkle Way/Causeway Boulevard Intersection Study proceed to the next steps, approved by a 4–2 vote.
2. A motion to recommend that the City Council engage in discussions with Lee County regarding potential improvements to the Punta Rassa intersection, approved unanimously (6–0).

At the December 3, 2024, City Council meeting, Kimley-Horn presented its analysis of potential improvements to the Periwinkle Way/Causeway Boulevard intersection. The study concluded that a roundabout represented the preferred option. Following discussion, the City Council directed staff to obtain a proposal from Kimley-Horn to proceed with design survey work, 30% design, and an updated project cost estimate based on the next level of design.

At the February 4, 2025, City Council meeting, staff presented Kimley-Horn's proposal to complete the 30 percent design. After discussion, the City Council tabled the appropriation of funding for the design work and directed Mayor Johnson to continue discussions with Lee County regarding the feasibility of providing two off-island travel lanes on the Sanibel Causeway.

On March 18, 2025, the City Council approved by consensus the submission of a grant application to the Florida Department of Transportation (FDOT) Priority Project Program under the Congestion Management category. The application requested \$740,000 to complete 100 percent design of improvements at the Periwinkle Way/Causeway Boulevard intersection in Fiscal Year 2030–31. The application was submitted to FDOT through the Lee County Metropolitan Planning Organization (MPO).

At the June 3, 2025, City Council meeting, the City Council approved a proposal from Kimley-Horn to study the feasibility of providing two off-island travel lanes on the Sanibel Causeway. On December 16, 2025, the City Council received Kimley-Horn's report, which concluded that it is not feasible to create three travel lanes within the existing dimensions of the causeway.

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At the October 21, 2025, City Council meeting, Councilmember Henshaw reported that he attended the October 17, 2025, MPO meeting on behalf of Mayor Miller and that the MPO approved funding for the City to study improvements at the Periwinkle Way/Causeway Boulevard intersection. Following that meeting, staff spoke with MPO Executive Director Don Scott, who advised that while the City had applied for design funding in FY 2030–31, the MPO had available transportation planning funds in the current year and voted to allocate \$160,000 to advance the project to the 30 percent design level. Mr. Scott further advised that a formal grant agreement would not be required for City Council approval and that the MPO would retain a consultant from its approved consultant library. Kimley-Horn is one of the MPO’s approved consultants.

At the January 13, 2026, City Council meeting, the City Council discussed the merits of accepting the MPO grant and selecting Kimley-Horn to complete 30% plans for the Periwinkle Way/Causeway Boulevard intersection. City Council’s discussion included the following:

Voter Referendum for Roundabout –

City Attorney Agnew advised that a referendum is not legally required because the proposed roundabout would be considered a redesign of existing vehicular travel lanes rather than the creation of new road infrastructure. The City Attorney further advised that a referendum would be required if a signalized intersection became the preferred option, pursuant to [Section 3.17 of Charter](#). Additionally, Attorney Agnew advised that Section 3.17(b) of the Charter authorizes the use of a mail ballot referendum to obtain a yes-or-no vote on any proposal affecting Highway 867 (Causeway Boulevard, Periwinkle Way, Palm Ridge Road, and Sanibel-Captiva Road).

The City Council confirmed its direction to allow voters to decide whether a roundabout should be constructed at the intersection of Periwinkle Way and Causeway Boulevard. The matter will be presented as a voluntary referendum.

Additional Intersection Study/Survey in Preparation for Referendum – The City Council discussed the need to complete a topographic survey and further study the Periwinkle Way/Causeway Boulevard intersection to ensure the voters of Sanibel have sufficient information for a referendum. After discussion, the City Council asked staff to provide the following options for consideration.

1. Minimum Design Necessary – Obtain a proposal from Kimley-Horn to complete the full topographic survey of the right-of-way at the Periwinkle Way/Causeway Boulevard intersection and overlay the concept roundabout designed by Kimley-Horn in December 2024. This option will be sufficient to inform the City Council how much, if any, additional right-of-way is required to construct a roundabout.

During the development of the roundabout conceptual design, the Kimley-Horn team stated that additional right-of-way may be needed. In the event the additional right-of-way needs to be acquired from Pond Apple Park (Environmentally Sensitive Land), a separate referendum question would be needed as the Sanibel Charter, [Section 3.10.1](#), states that voters must approve the removal of any land from the Environmentally Sensitive Lands Conservation District.

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This study option will provide the minimum but sufficient information to determine if a referendum is needed to acquire additional right-of-way from Environmentally Sensitive Lands. The cost for this option is \$28,752. Kimley-Horn's scope of work for this option, titled "Intersection Engineering Data Collection and Analysis / Conceptual Geometry Study," is included in the agenda packet for this item. The consultant expects work to take 60-days to complete from the date of the Notice to Proceed from the MPO. The consultant will present the final deliverable to the City Council.



2. 30% Conceptual Design - Obtain a proposal from Kimley-Horn to complete the full topographic survey of the right-of-way at the Periwinkle Way/Causeway Boulevard intersection, reevaluate the options of a signalized intersection, and a roundabout. This option will also provide additional analysis and public engagement concerning the options of a one-lane or two-lane roundabout.

This study option will provide sufficient information to determine if a referendum is needed to acquire additional right-of-way from Environmentally Sensitive Lands. By advancing the study to 30%, the consultant will provide preliminary grading, drainage and striping analysis, permitting analysis, and a more detailed level of cost estimating. The cost for this option is \$160,115, which will be funded by the MPO. Kimley-Horn's scope of work for this option, titled "Planning and Conceptual Design of Intersection Improvements," is included in the agenda packet for this item. The consultant expects work to be completed in early August provided the Notice to Proceed from the MPO is received by April 1, 2026. A list of planning meetings, public meetings, and City Council meetings with the City Council are provided on pages 3 and 4 of the proposal.

Following the City Council's discussion, the following motion was approved:

Councilmember Johnson moved, seconded by Councilmember Henshaw, to proceed with the 30 percent design study for the Periwinkle Way/Causeway Boulevard intersection in a phased approach — completing the topographic survey and conceptual overlay first, conducting a community education process, holding a voter referendum, and proceeding

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to the full 30 percent design only upon a favorable referendum outcome. The motion carried by unanimous vote. (From the March 3, 2026 City Council meeting minutes).

MPO PROCESS:

Following the City Council's decision on March 3, 2026, the MPO Board approved the proposal at their March 20, 2026 meeting, for Kimley Horn to complete the topographic survey in accordance with their proposal.

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