

## City of Sanibel

### COMMUNITY SERVICES DEPARTMENT STAFF REPORT

Planning Commission Meeting:	February 9, 2021
Planning Commission Agenda Item:	№ 7c.
Application Numbers:	21-12561WVR
Applicant:	Steven C. Hartsell, Esquire, Paves Law Firm for 2407 Periwinkle Sanibel, LLC. (Property Owner)

**RE:** Consideration of a request for **Waiver**, filed pursuant to Land Development Code Section 82-351, Authorization, to allow for less than the required installation, location, numbers, types, size and variety specified for commercial vegetation buffers and landscaping, as required by Division 2, Commercial and Institutional Uses, Land Development Code Section 122-46, General Requirements; and Consideration of a request for **Waiver**, to allow for modifications and improvements to lawfully-existing nonconforming parcels of land, buildings or structures, that are situated within the minimum front, side or rear setback. The application is submitted by Steven C Hartsell, Esq., Pavese Law Firm, on behalf of the property owner, 2407 Periwinkle Sanibel LLC. **Application No. 21-12561WVR** 

#### <u>ISSUES</u>

In consideration of the subject application filed for Waivers, the Planning Commission should address and evaluate the following issues:

Does the applicant's request meet the standards for Waivers provided in Section 82-351 of the Sanibel Code?

If the waivers requested are approved, what additional conditions, if any, should be placed on the proposed development?

#### **PROPOSAL**

The applicant proposes (Conditional Use Application No. 21-12559) to establish a bicycle rental and retail sales business within Suite 3 at the Islander Center commercial development. The applicant is requesting a waiver to allow for an existing nonconforming (to the required front setback) commercial building to remain, and a waiver to commercial vegetation buffer requirements.

A copy of the Waiver application is provided as **Attachment A**. The applicant's narrative and their responses to the six waiver standards, as set forth in LDC Section 82-351, are provided with the report as **Attachment B**. A copy of the survey of the subject property is

provided with this report as **Attachment C**. The Existing Vegetation Impact Plan and the Proposed Landscape Plan are provided as **Attachments D** and **E**, respectively. **Attachment F** is a Memorandum from the Natural Resources Department.

#### BACKGROUND

Land Development Code Section 122-46 provides that no development permit shall be issued for any change of use from one commercial use to another commercial use, unless such development permit or other permit requires compliance with this division. The planning commission may, however, waive compliance with the requirements of this division, to the extent that such compliance is not reasonably possible. Land Development Code Section 122-48 provides requirements for the location and size of vegetation buffers.

Pursuant to a City Council objective to establish standards for commercial redevelopment, in April 2015 City Council adopted Ordinance 15-006 which amended the Land Development Code by establishing new standards allowing for the Planning Commission to grant specific waivers to lawfully existing nonconforming structures and properties located in the City's Commercial Districts. The purpose and intent of the waivers is to allow for property owners to reinvest, maintain and improve such nonconforming buildings and structures, if their existing nonconformities are not further violated.

Ordinance No. 15-006 stipulates the Planning Commission, after hearing, may grant waivers from a set of specific requirements of certain applicable provisions of the Land Development Code's required conditions, but only for those lawfully existing nonconforming structures and properties located within the commercial districts, in accordance with the standards set forth in the ordinance, except that the Planning Commission shall not grant any waiver which will, directly or indirectly, increase the maximum floor area or height allowed for commercially zoned parcels, or that will increase or further the extent of any lawfully existing nonconformity on a commercially zoned property developed prior to the adoption and effective date of this Land Development Code.

Waivers may be granted by the Planning Commission for the following set of applicable requirements and provisions associated with Chapter 126 Zoning of the Land Development Code:

- (1) The design specifications for off-street parking spaces and loading areas;
- (2) The installation, location, numbers, types, size and variety specified for commercial vegetation buffers and landscaping;
- (3) Modifications and improvements to lawfully existing nonconforming parcels of land, buildings or structures, (including the roof or other architectural features of such buildings or structures), that are situated within the minimum front, side or rear yard setbacks for the commercial districts;
- (4) The maximum allowed land area to be either covered with impermeable surfaces or developed for a specific use or cleared of vegetation for nonconforming properties located within the commercial districts; and
- (5) Increase in the number of ingress/egress driveways access to any of the commercially zoned properties that will enhance safety and traffic circulation.

In approving any requested waiver, the Planning Commission may attach to the approval such conditions and limitations as are necessary to ensure that any development deviating from the requirements of the Land Development Code pursuant to such waiver approval is in compliance with the standards specified in the ordinance and is not detrimental to the public health, welfare or safety, or to the quiet and peaceful use and enjoyment of adjoining lands and uses. The ordinance further stipulates that any development which deviates from the standards of the Land Development Code, pursuant to an approved waiver, but which is not in compliance with the conditions attached to the approved waiver, shall be found in violation of the Land Development Code.

#### <u>ANALYSIS</u>

The Islander Center is located in the Town Center General Commercial District and was developed in 1985 under standards adopted prior to the City of Sanibel's Land Development Code. The location of the proposed bicycle rental and sales business will be within an existing commercial building that is nonconforming with current flood regulations, landscape buffers, coverage and developed area limits, and setback requirements. A copy of the survey plat of the subject property depicting existing site conditions is provided with this report as **Attachment C**.

#### WAIVER REQUEST #1 – FRONT SETBACK REQUIREMENTS

The first request is a waiver to LDC Section 126-514(c) requiring that principal structures in the Town Center General commercial district be set back no less that 100 feet from the centerline of Periwinkle Way. The commercial structure that the proposed business will occupy encroaches into the required setback by approximately 6 feet. The proposed use will not increase coverage or developed area on site, will not modify the existing structure, and the subject commercial suite is not located within the encroachment area. Compliance with this section of the Sanibel Code is not triggered by the proposed conditional use. The applicant is requesting a waiver to the minimum front setback to document that the existing encroachment is a lawfully existing nonconformance.

This application is not required in association with any other permitting or pending land uses at the subject property. Staff has no objection to the waiver request for minimum required front setback from Periwinkle Way.

#### WAIVER REQUEST #2 – COMMERCIAL VEGETATION BUFFER REQUIREMENTS

The second waiver request is from LDC Section 122-48. – Location and size of required vegetation buffers. Subsection (2) states that "Along Periwinkle Way between Causeway Road and Tarpon Bay Road, a vegetation buffer of at least 20 feet in depth shall be located a minimum of 50 feet and a maximum of 90 feet from the centerline of Periwinkle Way right-of-way and shall run parallel to such centerline." Subsection (3) requires that "Vegetation buffers at least 15 feet in depth shall be located along all side lot lines.", and subsection (4) states that "Vegetation buffers at least 15 feet in depth shall be located along all rear lot lines...".

#### Front (North) Buffer

The existing front (north) vegetation buffer complies with the size and location requirements but does not comply with the types, varieties, and number of plants

required. The buffer totals approximately 4,586 square feet, and per the commercial buffer standards (Section 122-49) the front buffer is required to have 61 trees, 152 shrubs, and 183 groundcover plants with six (6) different tree species, five (5) different shrub species, and three (3) different groundcover species. Currently, the front buffer features 32 trees, 104 shrubs, and two (2) groundcovers with eight (8), eight (8), and one (1) species in each respective category.

The proposed front buffer vegetation plan increases compliance of the existing buffer but fails to bring it into full compliance – falling short by 25 trees, eight (8) shrubs, and 135 groundcovers. The City's Natural Resources Department finds that there is sufficient area to fully comply with the types, varieties, and numbers of plants required and recommends that a revised vegetation plan be submitted that demonstrates full compliance with the front commercial buffer standards. Planning has recommended a condition to improve an inter-connectivity path from the subject building to the Shared Use Path located off-site. To accommodate the recommended 3 to 5 foot path and associated line of sight, Planning provides consideration for specific installation standards and varieties at a location to be determined.

#### SIDE AND REAR BUFFERS

The existing side (east and west) and rear (south) vegetation buffers do not comply with the size and location of the required buffers, nor do they comply with the types, varieties, and numbers of plants required. Natural Resources finds that there is insufficient room for the property to fully comply with the City's buffer standards along the side and rear property boundaries and does not oppose the waiver request for these vegetation buffers.

Natural Resources Staff identified some exotic vegetation within each of the side and rear buffers that is listed on the Florida Exotic Pest Plant Council (FLEPPC) category I & II invasive list and recommends the plants be removed from the buffer and the open space created by the removal of this vegetation be revegetated with native trees, shrubs, and groundcovers in accordance with LDC Sec. 122-49—50. The Natural Resources Memorandum and an existing plant inventory of the side and rear buffers is provided as **Attachment F**.

#### <u>SUMMARY</u>

Staff supports the waiver request to the required front setback for the existing nonconforming commercial structure to remain as is.

Staff finds that based upon the sufficient size and location of the front vegetation buffer, full compliance with all commercial buffer standards can be achieved and should be required at that location. Therefore, staff does not support the wavier request specific to the front vegetation buffer.

Staff supports granting waivers to the side and rear vegetation buffers, subject to the removal of invasive plants and revegetation with native species.

The Planning Commission may approve waivers to certain requirements of the Land Development Code pursuant to Sanibel Code Section 82-351€, which states that the Planning Commission may grant waivers upon a positive finding of the following:

(1) The applicant's request must be able to identify the specific hardship or practical reason for not being able to meet the regulation as a result of the particular shape, size, location or topography of a lot or parcel, or of a

structure thereon, which would cause practical difficulties that would deprive the owner of reasonable use and enjoyment of such lot or parcel in the same manner as other properties similarly situated;

- (2) The applicant's request must be able to identify any special conditions related to unusual constraints peculiar to the specific lot or parcel or relate to special conditions of the structure involved, and that are not generally applicable to other lands or structures similarly situated;
- (3) The applicant's request cannot be based upon the cost of redeveloping in compliance with the Land Development Code and must serve the public interest by way of not increasing any negative impacts upon surrounding properties and land uses nearby;
- (4) The proposed waiver shall not diminish property values in, nor alter the essential character of, the area surrounding the site and shall not otherwise interfere with or negatively impact the customary use and enjoyment of adjacent property owners and their lands;
- (5) The proposed waiver shall not be adverse to the developed neighborhood scheme and will not adversely affect the plan and scheme set forth in this Land Development Code, and will not cause the proposed development to be inconsistent with the Sanibel Plan nor adverse to the health, safety and general welfare of the community; and
- (6) The waiver granted must be the minimum necessary to mitigate the hardship demonstrated.

Should the Planning Commission find that the Waiver applications meet all of the waiver standards of LDC Section 82-351, then the Planning Department recommends the following conditions be included with any approval:

- 1. A revised vegetation plan shall be submitted that demonstrates full compliance with the front commercial vegetation buffer standards, providing interconnectivity improvements as necessary to comply with other permit conditions.
- 2. Plants lists by the Florida Exotic Pest Plant Council (FEPPC) as category I & II invasive plants shall be removed from both side and rear vegetation buffers and replaced with native trees, shrubs, and groundcovers in accordance with LDC Sec. 122-49 and 122-50. The revegetation plan shall be submitted to and approved by the Natural Resources Department prior to installation.

INDEX TO STAFF REPORT ATTACHMENTS

 Attachment A – Waiver Application

 Attachment B – Applicant's Narrative and Response to Waiver Standards

 Attachment C – Survey

 Attachment D – Existing Vegetation Impact Plan

 Attachment F – Proposed Landscape Plan

 Attachment F – Natural Resources Memorandum

JGO/UnlimitedBikes\_WVR\_StaffReport



CITY OF SANIBEL Planning Department APPLICATION FOR WAIVEK TO COMMERCIAL DISTRICT REQUIREMENTS (WITH APPLICATION INFORMATION)

Attachment A Application No. 21-12561WVR UNLIMITED BIKING – COMMERCIAL WAIVERS

Fax\_

Waiver Application

STAFF USE ONLY

APPLICATION NO: \_\_\_\_\_ FILING DATE: 121/21 ACCEPTED BY: JGD FEE: \$1,0000

#### PART I. PARCEL IDENTIFICATION

TAX STRAP NUMBER: 26 - 46 - 22 - T2 - 00004.0070

STREET ADDRESS OF PROPERTY: 2407 Periwinkle Way, Sanibel, FL 33957

#### PART II. OWNER & APPLICANT INFORMATION

NAME OF OWNER: 2407 Periwinkle Sanibel, LLC

Owner's Mailing Address: 525 East Del Monte Ave., Clewiston, FL 33440

Owner's Phone No: \_\_\_\_\_Business \_\_\_\_\_

Owner's Email Address: \_\_\_\_\_

NAME OF APPLICANT: Unlimited Biking Sanibel Island, LLC, % Steven C. Hartsell, Esquire

Applicant's Address: Pavese Law Firm, Post Office Drawer 1507, Fort Myers, FL 33902-1507

Applicant's Phone No: <u>239-336-6244</u> Business Fax <u>239-332-2243</u>

Applicant's Email Address: <u>SteveHartsell@paveselaw.com</u>

Applicant's Interest in Property: <u>Tenant</u>

#### PART III. PROVIDE A BRIEF DESCRIPTION OF THE PROPOSED WAIVER:

1. Waiver per §82-351(2) from Vegetation Buffers, Commercial – to allow buffers as proposed on Landscape Plan

2. Waiver per §82-351 (3) from required front, side and rear setbacks – to allow the existing buildings to remain.

IDENTIFY THE LAND DEVELOPMENT CODE SECTION(S) FROM WHICH WAIVER IS REQUESTED:

1. LDC §126-514(c); and

2. LDC §122-48(2).

#### APPLICATION FOR WAIVER -- COMMERCIAL DISTRICTS

(WITH APPLICATION INFORMATION)

#### PART IV. ATTACHMENTS CHECKLIST

The information and attachments requested as part of this application are the minimum necessary to determine compliance with the requirements of the Sanibel Plan and the Land Development Code (LDC). The city may require additional information, or waive certain requirements, at any time during the application process depending upon the nature of the waiver request. (Ref. Land Development Code Section 82-351(c)). For a complete explanation of each item, refer to the Planning Department handout entitled "Instructions for Permits and Other Applications of the Sanibel Island Development Code".

✓	describe how this application meets the SIX (6) waiver standards
	DEED OR LEE COUNTY OWNER OF RECORD
	OWNER'S AUTHORIZATION (Certified Form Available in the Planning Department)
	OTHER AGENCY PERMITS (Certified Statement - Required permits - Copy of Application/Form)
	LOCATION MAP
	SITE DEVELOPMENT PLAN (1" = 20')
	DRAINAGE PLAN OR VERIFICATION OF EXISTING DRAINAGE IMPROVEMENTS
	EXTERIOR LIGHTING PLAN
✓	VEGETATION PLAN
	WILDLIFE HABITAT IDENTIFICATION AND PLAN FOR PRESERVATION
	VERIFY GOPHER TORTOISES ARE PROTECTED ON SITE OR HAVE BEEN REMOVED
	IWA - WATER AVAILABILITY LETTER
	BUILDING PERMIT APPLICATION
	FLOOR PLANS (1/4" = 1')
	TYPICAL WALL SECTION $(1/4" = 1')$
	BUILDING ELEVATIONS (Front, Back, and Side; Showing Height And Setback Compliance)
	FLOODPROOFING CERTIFICATION (For Coast High Hazard Areas)
	OTHER INFORMATION REQUIRED FOR COMPLIANCE WITH THE LAND DEVELOPMENT CODE:

#### PART V. PUBLIC HEARING NOTIFICATION REQUIREMENT

PROVIDE NAME AND ADDRESS LABELS FOR ALL PROPERTY OWNERS WITHIN A RADIUS OF 300 FEET OF THE EXTREME LIMITS TO THE PARCEL PROPOSED FOR A WAIVER (to be obtained from Lee County Geographic Information System Department). REFER TO THE "Adjacent Property Owners" SECTION OF THE "Instructions for Permits and Other Applications of the Sanibel Land Development Code" FOR DETAILS ON OBTAINING THIS INFORMATION.

#### 

I hereby certify that the information contained in this application and the attachments hereto are true and correct to the best of my knowledge and belief. Furthermore, I acknowledge that the City has the right to inspect the subject property in conjunction with this development permit application. (Please advise the City of any restrictions or limitations on the inspections.)

Steven C. Hartsell, Esquire

9-702

DATE

SIGNATURE OF OWNER / OWNER'S AUTHORIZED REPRESENTATIVE

NOTE TO THE OWNER/APPLICANT: A development permit is required in addition to this waiver request in order to implement the use and may be filed concurrently or subsequently to this application. If filed subsequently to this application, the development permit must be obtained within a period of twelve (12) months after waiver approval. The proposed development may be subject to private deed restrictions or covenants. It is the applicant's responsibility to verify with the appropriate property owners association whether the proposed development complies with the applicable deed restrictions or covenants. The City does not enforce deed restrictions or act as an arbitrator between the applicant and the association.

#### APPLICATION FOR WAIVER -- COMMERCIAL DISTRICTS

(WITH APPLICATION INFORMATION)

The Planning Commission may grant waivers s only upon finding that the request meets the six standards set forth in Land Development Code Section 82-351. Describe how your request meets each requirement:

1. The applicant's request must be able to identify the specific hardship or practical reason for not being able to meet the regulation as a result of the particular shape, size, location or topography of a lot or parcel, or of a structure thereon, which would cause practical difficulties that would deprive the owner of reasonable use and enjoyment of such lot or parcel in the same manner as other properties similarly situated:

#### SEE NARRATIVE ATTACHED

2. The applicant's request must be able to identify any special conditions related to unusual constraints peculiar to the specific lot or parcel or relate to special conditions of the structure involved, and that are not generally applicable to other lands or structures similarly situated:

#### SEE NARRATIVE ATTACHED

3. The applicant's request cannot be based upon the cost of redeveloping in compliance with the Land Development Code and must serve the public interest by way of not increasing any negative impacts upon surrounding properties and land uses nearby:

#### SEE NARRATIVE ATTACHED

4. The proposed waiver shall not diminish property values in, nor alter the essential character of, the area surrounding the site and shall not otherwise interfere with or negatively impact the customary use and enjoyment of adjacent property owners and their lands:

#### SEE NARRATIVE ATTACHED

5. The proposed waiver shall not be not be adverse to the developed neighborhood scheme and will not adversely affect the plan and scheme set forth in this Land Development Code, and will not cause the proposed development to be inconsistent with the Sanibel Plan nor adverse to the health, safety and general welfare of the community:

#### SEE NARRATIVE ATTACHED

6. The waiver granted must be the minimum necessary to mitigate the hardship demonstrated:

#### SEE NARRATIVE ATTACHED

Application No. 21-12561WVR UNLIMITED BIKING – COMMERCIAL WAIVERS Applicant's Narrative

#### **ATTACHMENT A** 12-21-2020

#### WAIVER STANDARDS FOR 2407 Periwinkle Sanibel, LLC (2407 Periwinkle Way)

The Planning Commission may grant waivers upon finding that the request meets the standards set forth in Land Development Code Section 82-351(e). Describe how your request meets each requirement:

LDC Sec. 82-351. - Authorization.

(a) *Generally.* ... Waivers may be granted by the planning commission for the following set of applicable requirements and provisions associated with chapter 126 Zoning of the Land Development Code:

(1) The design specifications for off-street parking spaces and loading areas;

(2) The installation, location, numbers, types, size and variety specified for commercial vegetation buffers and landscaping;

(3) Modifications and improvements to lawfully existing nonconforming parcels of land, buildings or structures, (including the roof or other architectural features of such buildings or structures), that are situated within the minimum front, side or rear yard setbacks for the commercial districts;

(4) The maximum allowed land area to be either covered with impermeable surfaces or developed for a specific use or cleared of vegetation for nonconforming properties located within the commercial districts; and

(5) Increase in the number of ingress/egress driveways access to any of the commercially zoned properties that will enhance safety and traffic circulation.

#### **INTRODUCTION**

This property, 2407 Periwinkle Way, is a lawfully existing nonconforming retail center with lawfully existing nonconforming structures and commercial uses. It presently has two retail shopping center structures located on it. Some of the units remain vacant. A new tenant, Unlimited Biking of Sanibel, LLC, has leased one of the vacant units and proposes to operate a bicycle rental business from the inside of this location. Unlimited Biking is required to apply for Conditional Use approval for bike rentals, and staff has determined that the Conditional Use application requires the Islander Center owner to bring the Periwinkle Way buffer as close to code compliance as possible.

The west (front) commercial building is located less than the presently required 100' from the centerline of Periwinkle Way. There is also a nonconforming front/street landscape buffer area along Periwinkle Way which does not meet the standards presently required by the LDC §122-48(2). Instead, immediately adjacent to Periwinkle Way, the Shared Use Path dips

south and bisects the area located between the property line and the edge of the parking lot. There is an approximately 25 foot wide landscaped area south of the Shared Use Path. The applicant proposes to reduce the nonconformity of the street buffer by providing the additional landscaping within the existing landscape buffer area as shown on the Landscape Plan by Coastal Vista Design. This increased buffer reduces the buffer nonconformity of the site. [There is insufficient room for the required side buffer on the east, west and south property lines. However, this Waiver Request and Narrative pursuant to LDC §82-351(a)(2) is provided for that buffer and, to the extent possible, buffers are provided as shown on the Coastal Vista Design Plan.].

Because the driveway, along with the walkways adjacent to the buildings, serves as a bicycle and pedestrian access to the Shared Use Path, it provides inter-connectivity and intraconnectivity encouraged by §126-855(a). Due to the inter-connectivity and intra-connectivity encouraged by §126-855(a), the city manager or designee is authorized to approve deviations from limits on coverage with impermeable surfaces and developed area and from vegetation buffer requirements to facilitate the issuance of a development permit for inter-connectivity and intra-connectivity. The Islander Center shopping center is an existing shopping center with parking for the multiple use buildings already provided consistent with the Sanibel LDC. Sharing of facilities and access is already accomplished by the multiple commercial uses clustered within this shopping center, but is not applicable to adjacent parcels.

The Islander Center has sidewalks located adjacent to the front of the two commercial buildings which provide inter-connectivity within the site. While motor vehicles must use Periwinkle Way to access the other commercial uses within the TCG District, bicycle users from the proposed Unlimited Biking location will not have to cross Periwinkle Way, but will have direct access from the site to the adjacent Shared Use Path on the south side of Periwinkle Way. [See Narrative Exhibit A.] From the Shared Use Path bicycle access to all of the adjacent commercial uses is available, providing bicycle and pedestrian intra-connectivity to other commercial uses and recreational attractions offsite.

The parcel is within a developed commercial neighborhood with commercial businesses, customers and employees to whom the existing commercial uses are consistent. This conditional use for bicycle rental, with the reduction in the nonconformities, will complement the existing commercial uses, and that will benefit the overall neighborhood and the general public. Failing to use the existing floor area that will be left vacant in the building would be an inefficient use of existing resources and would be unreasonable and contrary to common sense.

#### WAIVER STANDARDS FOR ISLANDER CENTER AT 2407 PERIWINKLE WAY

The following is a request for waivers pursuant to LDC §82–351 for a lawfully existing nonconforming structures and property located within the Town Center General (TCG) Commercial District at the Islander Center at 2407 Periwinkle Way. The requested waivers will not increase the maximum floor area or height or further the extent of any lawfully existing nonconformity.

I. A waiver from the required 100' front setbacks for structures to allow the existing structure and parking to be located within those setbacks as shown for nonconforming properties located within the commercial districts.

**FROM LDC §126-514(c):** requiring front setback from the centerline of Periwinkle Way of not less than 100' for structures,

**TO ALLOW:** the existing commercial structure (within the front 100' setback, as shown).

<u>*Rationale*</u>: The building is an existing nonconforming building on a site located within the commercial district.

The Planning Commission may grant a waiver upon a positive finding of the following:

1. The applicant's request identifies the specific hardship or practical reasons for not being able to meet the regulation as a result of the particular shape, size, location or topography of a lot or parcel, or the structures thereon, which would cause practical difficulties that would deprive the owner of reasonable use and enjoyment of such lot or partial in the same manner as other properties similarly situated.

#### AND

2. The applicant's request identifies any special conditions related to unusual constraints peculiar to the specific lot or parcel or relate to special conditions of the structure involved, and that are not generally applicable to other lands or structures similarly situated.

The site, which has two lawfully existing nonconforming buildings, does not conform to the present City standards for buffering and that presents the hardship/special conditions which contribute to the need for the waiver. The waiver will allow the owner to reduce the degree of nonconformities by providing additional more conforming buffer area. If the waiver is not granted, then this would deprive the owner of the reasonable use and enjoyment of this property in the same manner as other lawfully existing nonconforming parcels which are permitted to have conditional uses as described below in #5.

# 3. The applicant's request is not based upon the cost of redeveloping in compliance with the land development code and must serve the public interest by way of not increasing any negative impacts on the surrounding properties and land uses nearby.

It is not based upon cost, but upon the location of the existing building within the 100' setback.

4. The proposed waivers shall not diminish property values in, or alter the essential character of, the area surrounding the site and shall not otherwise interfere with or negatively impact the customary use and enjoyment of adjacent property owners and their lands.

The proposed waiver to allow reduced buffer in the existing buffer area, and to allow the building to remain less than 100' from the centerline of Periwinkle does not diminish property

values in, or alter the essential character of, the area surrounding the site and shall not otherwise interfere with or negatively impact the customary use and enjoyment of adjacent property owners and their lands. It maintains the existing character of the area.

# 5. The proposed waiver shall not be adverse to the developed neighborhood scheme and will not adversely affect the plan and scheme set forth in this land development code, and will not cause the proposed development to be inconsistent with the Sanibel Plan or adverse to the health, safety and the general welfare of the community.

The waiver to allow the reduced buffer in the existing buffer area, and to allow the building to remain less than 100' from the centerline of Periwinkle is not adverse to the developed scheme of the neighborhood. As noted, the developed neighborhood scheme is a retail center with commercial businesses, customers and employees to whom the existing buffer area, with additional landscaping, will be consistent at the present setback from Periwinkle Way. The proposed waiver will allow the existing center to have conditional uses that will effectively use the vacant tenant space and allow for more successful commercial businesses to remain in the commercial district. It will provide a positive benefit to the developed neighborhood which will not be adverse to the LDC or inconsistent with the Sanibel Plan.

This is consistent and compatible with both the LDC and the Sanibel Plan. LDC Sec. 126-152. - (Nonconforming uses) exceptions and prohibitions, provides that [Emphasis supplied]:

- (a) No existing structure devoted to a use not permitted in the district in which it is located shall be improved, enlarged, extended, moved, or structurally altered, except in changing the use of the structure to a use permitted in the district in which it is located. The following exceptions, however, shall be permitted:
  - •••
  - (2) <u>Alterations within the existing perimeter, i.e., three-dimensional outline, of the structure</u>, ... and including modifications to the existing three-dimensional outline of the structure that are:
    - a. <u>Minor, cosmetic, nonstructural alterations to the side or front of the</u> <u>structure, such as awnings or decorative architectural features</u>, provided that such alterations do not extend beyond the footprint of the structure and lawfully existing appurtenances attached to the structure;

The general health, safety and welfare of the public and of the community will be better upon approval of these waivers.

## 6. The waiver granted must be the minimum necessary to mitigate the hardship demonstrated.

The waiver is the minimum necessary to address the additional buffering needed.

II. Waiver from vegetation buffers is requested per LDC  $\S82-351(a)(2)$ : The installation, location, numbers, types, size, and variety specified for commercial vegetation buffers and landscaping.

A. **FROM LDC §122-48(2):** requiring a vegetation buffer at least 20 feet in depth located a minimum of 50 feet and a maximum of 90 feet from the centerline of the Periwinkle Way right-of-way which shall run parallel to such centerline;

**TO ALLOW:** a vegetation buffer along Periwinkle Way as shown in the Coastal Vista Design Plan dated December 18, 2020; and

<u>Rationale</u>: This parcel is an existing retail center. The parcel has two existing structures, one of which is located closer to Periwinkle Way than presently permitted. These waivers are being required due to a requested conditional use for bicycle rentals that will take place entirely within the existing buildings.

The Land Development Code specifies that the buffers must be at least 20' in depth along Periwinkle Way on the North. The rear property line on the South abuts an existing City Preserve area and additional buffering would serve no purpose. On the adjacent property to the West there is another building within about 12' of the Islander Center building. There is no room for additional landscape buffer above what is already existing. On the East an adjacent lot has a building that runs parallel with the end of the Islander Center parking lot. There is insufficient room for any additional buffer. On the North/Periwinkle front of the property the proposed landscaping is to be located just inside the bike path, but outside the parking area. This plan changes the nonconforming buffer into a more conforming buffer consistent with the principle in §126-172(a) (2) which allows changes to nonconforming structures where the nonconforming areas are not increased.

The Planning Commission may grant a waiver upon a positive finding of the following:

1. The applicant's request identifies the specific hardship or practical reasons for not being able to meet the regulation as a result of the particular shape, size, location or topography of a lot or parcel, or the structures thereon, which would cause practical difficulties that would deprive the owner of reasonable use and enjoyment of such lot or partial in the same manner as other properties similarly situated.

## 2. The applicant's request identifies any special conditions related to unusual constraints peculiar to the specific lot or parcel or relate to special conditions of the structure involved, and that are not generally applicable to other lands or structures similarly situated.

The lawfully existing, nonconforming nature of the entire site, including the location of one of the existing commercial buildings closer to Periwinkle Way than the 100' setback represents the hardship/special conditions which contribute to the need for the waivers:

3. The applicant's request is not based upon the cost of redeveloping in compliance with the land development code and must serve the public interest by way of not increasing any negative impacts on the surrounding properties and land uses nearby.

It is not based upon cost, but upon the location of the existing building less than 100' from Periwinkle Way, the existing buffers, and on the location of Shared Use Path dipping into the property, all unique circumstances affecting this parcel. It serves the public interest by increasing the Periwinkle Way buffer proportionately to the area available, and by not increasing negative impacts to surrounding properties.

# 4. The proposed waivers shall not diminish property values in, or alter the essential character of, the area surrounding the site and shall not otherwise interfere with or negatively impact the customary use and enjoyment of adjacent property owners and their lands.

The proposed waiver will not diminish property values in the surrounding area or negatively affect the character or use and enjoyment of surrounding lands.

# 5. The proposed waiver shall not be adverse to the developed neighborhood scheme and will not adversely affect the plan and scheme set forth in this land development code, and will not cause the proposed development to be inconsistent with the Sanibel Plan or adverse to the health, safety and the general welfare of the community.

The waiver is not adverse to the developed scheme of the neighborhood. As noted, the developed neighborhood scheme is an existing retail center in the TCG Commercial district with commercial businesses, customers and employees to whom the existing commercial uses, and the proposed bicycle rental Conditional Use will be consistent. The proposed waiver will allow for landscape improvements on the existing site that will complement the existing commercial uses and so will benefit the overall neighborhood and the general public. By allowing the buffer waivers and additional limited buffering, it will actually make a positive contribution to the neighborhood. It will provide a positive benefit to the developed neighborhood which will not be adverse to the LDC or inconsistent with the Sanibel Plan. The improved (although not completely up to code) buffering allowed by the waivers is consistent and compatible with both the Sanibel Plan. The general health, safety and welfare of the public and of the community will be better upon approval of these waivers.

### 6. The waiver granted must be the minimum necessary to mitigate the hardship demonstrated.

These buffer waivers are the minimum necessary while still allowing the buffer and parking improvements and traffic circulation improvements necessary for this site and to reduce the amount of existing nonconformities.







#### City of Sanibel Natural Resources Department

### Memorandum

Attachment F Application No. 21-12561WVR UNLIMITED BIKING – COMMERCIAL WAIVERS Natural Resources Memorandum

То:	Craig Chandler and Joshua Ooyman, City Planners	
From:	Joel Caouette, Environmental Biologist	
Subject:	Waiver Request for Commercial Vegetation Buffer Standards (Section 122-48; 122- 49) for 2407 Periwinkle Sanibel, LLC Located at 2407 Periwinkle Way	
Date:	January 28, 2021	

The Natural Resources Department (NRD) has reviewed the waiver request to the commercial vegetation buffer standards for the property at 2407 Periwinkle Way. Additionally, staff has reviewed the existing vegetation plan, and the proposed plan for improvements to the vegetation buffer along Periwinkle Way (Front) provided by Coastal Vista Design (dated 12/18/20) and has inspected the current condition of the existing vegetation buffers. The applicant is seeking a waiver from the City's commercial buffer standards (Sec. 122-48-49) and provided the following rationale:

"This parcel is an existing retail center. The parcel has two existing structures, one of which is located closer to Periwinkle Way than presently permitted. These waivers are being required due to a requested conditional use for bicycle rentals that will take place entirely within the existing buildings.

The Land Development Code specifies that the buffers must be at least 20' in depth along Periwinkle Way on the North. The rear property line on the South abuts an existing City Preserve area and additional buffering would serve no purpose. On the adjacent property to the West there is another building within about 12' of the Islander Center building. There is no room for additional landscape buffer above what is already existing. On the East an adjacent lot has a building that runs parallel with the end of the Islander Center parking lot. There is insufficient room for any additional buffer. On the North/Periwinkle front of the property the proposed landscaping is to be located just inside the bike path, but outside the parking area. This plan changes the nonconforming buffer into a more conforming buffer consistent with the principle in §126-172(a) (2) which allows changes to nonconforming structures where the nonconforming areas are not increased."

Generally, NRD finds that that due to existing vegetation and existing site conditions there is insufficient area for the applicant to fully comply with the commercial buffer standards for the side and rear buffers and does not oppose the waiver request for these vegetation buffers. However, full compliance with the

commercial buffers standards for the front buffer can be achieved and should be required. Specific findings and recommendations for each required vegetation buffer are as follows:

**North (Front) Buffer:** The north (front) buffer area (minus the existing driveway) totals 4,586 square feet. Per the commercial buffer standards (Section 122-49) the front buffer is required to have 61 trees, 152 shrubs, and 183 groundcovers with six (6) different tree species, five (5) different shrub species and three (3) different groundcover species. Currently, there are 32 trees, 104 shrubs, and two (2) ground covers with eight (8), eight (8) and one (1) species in each respective category. The existing front buffer complies with the size and location of the required buffer (Section 122-48) but does not comply with the types, varieties, and numbers of plants required (Section 122-49). While the plan submitted by Coastal Vista Design dated 12/18/20 increases compliance of the existing buffer, it fails to bring the front buffer into full compliance falling short by 25 trees, eight (8) shrubs, and 135 groundcovers. NRD finds that there is sufficient area to fully comply with the types, varieties, and numbers of plants required vegetation plan be submitted that demonstrates full compliance with the front commercial buffer standards.

**East (Side) Buffer:** The east (side) buffer area is currently vegetated with 22 trees and 50 shrubs with the existing parking lot and building located approximately 15ft from the property line. The existing east (side) buffer does not comply with the size and location of the required buffer (Section 122-48) nor does it comply with the types, varieties, and numbers of plants required (Section 122-49). While NRD finds that there is insufficient room for the property to fully comply with the City's buffer standards, areas where the buffer can be improved have been identified. The existing vegetation inventory (dated 1/20/21) identifies several invasive exotic plants in the east buffer including four (4) seaside mahoe (*Thespesia populnea*), three (3) Chinese fan palms (*Livistona chinensis*), one (1) Senegal date palm (*Phoenix reclinata*), and one (1) umbrella tree (*Schefflera actinophylla*). The above-mentioned plants are identified by the Florida Exotic Pest Plant Council (FLEPPC) as category I & II invasive plants and are prohibited from being planted on Sanibel. NRD recommends that all existing FLEPPC category I & II invasive plants be removed from the buffer and the open space created by the removal of this vegetation be revegetated with native trees, shrubs, and groundcovers in accordance with Section 122-49-50. The revegetation plan shall be approved by NRD prior to installation.

West (Side) Buffer: The west (side) buffer area is currently vegetated by two (2) trees and the building on the west side of the property is located approx. 7ft from the property line. The existing west (side) buffer does not comply with the size and location of the required buffer (Section 122-48) nor does it comply with the types, varieties, and numbers of plants required (Section 122-49). While NRD finds that there is insufficient room for the property to fully comply with the City's buffer standards, areas where the buffer can be improved have been identified. One (1) Chinese fan palm was identified on the west buffer and is a FLEPPC listed plant. NRD recommends that all existing FLEPPC category I & II invasive plants be removed from the buffer and the open space created by the removal of this vegetation be revegetated with native trees, shrubs, and groundcovers in accordance with Section 122-49-50. The revegetation plan shall be approved by NRD prior to installation.

**South (Rear) Buffer:** The south (rear) buffer is currently vegetated by 45 trees, 45 shrubs, and three (3) groundcovers; the parking area, sanitary station, and shell patio all encroach into the 15ft buffer. The existing south (rear) buffer does not comply with the size and location of the required buffer (Section 122-48) nor does it comply with the types, varieties, and numbers of plants required (Section 122-49). While NRD finds that there is insufficient room for the property to fully comply with the City's buffer standards, areas where the buffer can be improved have been identified. Two (2) laurel fig (*Ficus microcarpa*) and one (1) Chinese fan palm were identified on the south buffer and both are FLEPPC listed plants. **NRD recommends that all existing FLEPPC category I & II invasive plants be removed from the buffer and the open space created by the removal of this vegetation be revegetated with native trees,** 

shrubs, and groundcovers in accordance with Section 122--49-50. The revegetation plan shall be approved by NRD prior to installation.

#### Joshua G. Ooyman

From:	Leigh Gevelinger <leigh@coastalvistadesign.com></leigh@coastalvistadesign.com>
Sent:	Wednesday, January 20, 2021 8:45 AM
То:	Joel P. Caouette
Cc:	Steve Hartsell
Subject:	2407 Periwinkle Way - Landscape Buffer Counts

Good morning Joel,

See below for the East, South (Rear) and West buffer existing vegetation inventory. There didn't appear to be any invasive exotics that would be required to be removed per the City of Sanibel Invasive Exotic Removal List. Native vegetation is green. Other vegetation (not highlighted) is non-native, non-invasive.

2407 Periwinkle Way – Side and Rear Buffer counts:

WEST SIDE BUFFER EXISTING VEGETATION

- 3 Sea Grape (*Coccoloba uvifera*)
- 3 Strangler Fig (Ficus aurea)
- 3 Southern Live Oak (Quercus virginiana)
- 3 Cabbage Palmetto (Sabal palmetto)
- 1 Black Olive Tree (Bucida buceras)
- 4 Mahoe (Hibiscus tiliaceus)
- 3 Chinese Fan Palm (Livistona chinensis)
- 1 Reclinata Date Palm (Phoenix reclinata)
- 1 Umbrella tree (Schefflera actinophylla)
- 3 Coco Plum (Chrysobalanus icaco)
- 2 Florida Privet (Forestiera segregata)
- 28 Wild Coffee (Psychotria nervosa)
- 14 Dwarf Clusia (Clusia guttifera)
- 11 Red Ixora (Ixora coccinea)

#### BACK (NORTH) SIDE BUFFER EXISTING VEGETATION

- 2 Gumbo Limbo (Bursera simaruba)
- 1 Bahama Cassia (Cassia bahamensis)
- 3 Sea Grape (Coccoloba uvifera)
- 32 Cabbage Palmetto (Sabal palmetto)
- 2 Mahogany (Swietenia mahagoni)
- 1 Norfolk Island Pine (Araucaria heterophylla)
- 1 Black Olive Tree (Bucida buceras)
- 2 Cuban Laurel (Ficus microcarpa nitida)
- 1 Chinese Fan Palm (Livistona chinensis)
- 1 Pigmy Date Palm (Phoenix roebelenii)
- 3 Leather Fern (Acrostichum danaeifolium)
- 14 Coco Plum (Chrysobalanus icaco)
- 2 Florida Privet (Forestiera segregata)
- 2 Myrsine (Myrsine guianensis)
- 3 Wild Coffee (Psychotria nervosa)
- 15 Dwarf Clusia (Clusia guttifera)
- 8 Red Ixora (Ixora coccinea)

#### WEST SIDE BUFFER EXISTING VEGETATION

1 Mahogany (Swietenia mahagoni)

1 Chinese Fan Palm (*Livistona chinensis*)

Contact me with any questions.

Best, Leigh

#### Leigh Gevelinger ASLA Florida, LEED-AP

Professional Landscape Architect



2410 Palm Ridge Road Sanibel Island, FL 33957 Office: 239-558-4610

Leigh@CoastalVistaDesign.com www.CoastalVistaDesign.com

Instagram Facebook