



## MEMORANDUM

**To:** Laura DeJohn  
**Date:** December 21, 2016  
**Re:** Downtown and Midtown Surplus Density Program  
**From:** Ryan K. Bell, P.E., PTOE *Ryan Bell*

### Purpose

The purpose of this memorandum is to address potential impacts to the transportation system for the areas of Fort Myers associated with the proposed Downtown and Midtown Surplus Density Program. The Density Surplus Program applies to the Downtown future land use category (also the Downtown Community Redevelopment Area) and the proposed Midtown South future land use category (also a portion of the Central Community Redevelopment Area). A review of the Surplus Density Program as it relates to transportation policy, level of service, and mobility is summarized below. Recommendations for amendments to the Transportation Element and Concurrency Management System Element of the Comprehensive Plan are provided under separate cover to be considered for consistency of transportation related policies with proposed future land use policies. The objective for these recommendations is to further Comprehensive Plan Policy 1.7, which seeks to make Downtown the pre-eminent regional mixed-use development center through accommodating development at increased density and intensity levels within Downtown and Midtown South.

### General

A safe and functional transportation system is critical for the health of any community. Traditionally the State of Florida mandated a concurrency model to regulate development such that growth could only occur when and where sufficient capacity was available on existing roadways. The concurrency model is effective in some situations, but had adverse impacts in others. One of the drawbacks is that concurrency relies on the premise of maintaining an acceptable "Level of Service" (LOS), a predetermined level of acceptable traffic congestion that considers only vehicular trips. This may be a valid approach in suburban and rural locations where personal vehicles are the predominant mode of travel. However, in urban areas like Downtown Fort Myers, the higher density and intensity levels combined with traditional gridded street pattern makes alternate modes of travel such as walking, bicycling and transit more feasible.

The conventional concurrency model would suggest no more development could occur in an urban area when vehicular congestion at peak hour on an impacted street reached a predetermined volume level, when in fact alternate modes of travel may be viable to satisfy the mobility needs. In this manner, we see development get pushed away from the urban cores to greenfields where LOS is available, which may ultimately exacerbate urban sprawl and compound regional traffic issues. Rather than push the problem elsewhere, it is beneficial to expand and maximize the use of potential multi-modal options within the urban core area. This is more of a market responsive approach. In order to concentrate, residents and businesses in the Downtown core of the city as suggested in Policy 1.7 of the Comprehensive Plan, the necessary redevelopment activities must be allowed and fostered.

Because the concurrency model was proven unsuccessful as a “one size fits all” approach, the mandate for transportation concurrency was eliminated by the Community Planning Act of 2011 (HB 7207). The elimination of the mandate leaves it up to the local government to resolve whether it will or will not continue to implement concurrency policies through the Comprehensive Plan. Though a concurrency exception area was the subject of the *Downtown Fort Myers Mobility Plan* dated August 14, 2013 prepared by David Plummer & Associates (hereinafter, the “2013 Mobility Plan”), the City’s Comprehensive Plan has not been amended to except or exempt any areas from its established concurrency policies. Only some relief from the full concurrency requirements is granted for constrained roadways by Standards 2.2.8.5 and 2.2.8.6 of the Concurrency Management System Element and Standard 2.6.3.3, Action 2.6.4, Action 2.6.5 and Policy 2.7 of the Transportation Element. Under Policy 2.11, those roads identified as constrained roadways and streets in the Downtown Redevelopment Area are subject to mitigation requirements to remedy impacts as identified through a professional traffic impact statement. Mitigation is either physical improvements or monetary payment of an equivalent value as deemed warranted by City Council policy.

### **Analysis**

Many urban areas experience traffic demands that exceed standard levels of service that are typical of suburban areas. The center of Fort Myers is no different. With limited available right of way, addition of vehicular travel lanes is simply not practical. The Comprehensive Plan acknowledges the trade-off with the preservation of the scenic, historic, environmental, and/or aesthetic character of the community and provides exception for “Constrained Roads” as outlined in Standard 2.6.3.3. In these locations, a maximum volume-to-capacity (V/C) ratio of 1.85 is implemented.

Unlike other infrastructure parameters, such as utility plant capacities, there is not a specific transportation based “ceiling” on development in urban areas. The reason for this is that there are, in dense urban areas, potential and viable alternatives to traditional vehicle transportation. There are other options when automobile traffic gets bad. For transportation concurrency formulas, the ceiling is a self-defined parameter. In reality, the ceiling is based on what the community will accept. How important is it to have traffic free flowing at all times? The objectives enumerated under Policy 1.7 aim to make Downtown Fort Myers a regional hub of activity, and this puts a higher priority on market responsive policy making to satisfy demand for the convenience of downtown living and the opportunity of downtown commerce, and less priority on service levels that will restrict development in exchange for free flow of automobile traffic. Relieving the concurrency requirement is the primary consideration from a transportation

perspective in any effort to develop and redevelop Fort Myers' central urban area as a pre-eminent regional mixed-use development center.

In conjunction with the proposition of the Surplus Density Program, it is prudent to explore multi-modal options to first maximize mobility within the Downtown area. The 2013 Mobility Plan puts forth “land use and multimodal transportation strategies and measures to reduce reliance on the automobile, foster alternative modes of transportation and, in this way, reduce traffic and parking needs.” The 2013 Mobility Plan is for an area that includes Downtown and the proposed Midtown South future land use designated areas. Incorporating input from a public workshop held on March 20, 2012, the 2013 Mobility Plan provides specific recommendations in the areas of complete streets, road and intersection improvements, bicycle and pedestrian facilities and services, transit facilities and services, waterways and land use. There are also recommended potential funding mechanisms outlined for the proposed improvements.

### **Recommendations**

The 2013 Mobility Plan sets forth the data and analysis that supports the proposed Downtown and Midtown Surplus Density Program.

Highlights of the actions to implement transportation related policy for consistency with the Downtown and Midtown Surplus Density Program are summarized below:

- 1) **Establish “Mobility Fund” per 2013 Mobility Plan** - The Transit funding that is established in the Smart Code needs to be expanded to address mobility needs. The Mobility Fund shall be used to supplement other City funding to provide and perform the specific improvements prioritized in the 2013 Mobility Plan.
- 2) **Maintain the 2013 Mobility Plan** - The specific recommendations should be updated on a regular basis to maintain the accuracy of traffic data, infrastructure improvements, and development and redevelopment activity.
- 3) **Revise Traffic Impact Statement (TIS) requirements for Developments within Downtown and Midtown Surplus Density Program Areas** - TIS requirements shall be revised to require applicable developments to evaluate only expected V/C ratio.
- 4) **Comprehensive Plan Amendments** - See attached for recommended revisions.

## **Attachment No. 1**

### **Potential Mobility Improvements**

There are various potential improvements that may improve the overall Downtown and Midtown transportation network. A key tenet in this program is to explore non-roadway improvements but that does not necessarily preclude more traditional roadway improvements being utilized, perhaps in conjunction with other measures, to enhance overall mobility. This program simply suggests that mobility should not be completely reliant upon roadway capacity and Level of Service (LOS) measures.

Below is a list of potential mobility improvements, many of which are proposed in the 2013 Mobility Plan. The overall effectiveness, location and priority of such measures will change with time and should be addressed in subsequent updates of the Mobility Plan. The City's Complete Streets Manual also provides guidance and recommendations on mobility enhancements.

**Roadway and Intersection Improvements** – Beyond widening there are additional improvements that can be made to improve vehicular traffic flow as well as pedestrian and bicycle traffic on existing roadways by providing better operational efficiency. Options include:

- Turn lanes
- Access management
- Roundabouts
- Signal Improvements
- Signal Timing Optimization
- Signal Timing Coordination
- Streetscape Improvements
- Signing and Marking

**Bicycle and Pedestrian Facilities** – By providing more bicycle and pedestrian facilities and improving the connectivity and safety of existing facilities you can encourage more bicycle and pedestrian traffic. Options include:

- New Sidewalks
- New Bike Paths
- New Multi-Use Paths
- Existing Facility Improvements
- Signing and Marking
- On-Road Bike Lanes
- Bike Racks
- Bike Sharing Program/Docking Stations
- Complete Street Enhancements

- Pedestrian Crossings
- Pedestrian Signal Improvements

**Public Transit** – Improving public transit options and operational efficiency can make transit a more desirable option thus reducing dependency on vehicular traffic. Options include:

- Additional Bus Stops/Shelters
- Additional Bus Routes
- Hub Facility Improvements
- Bus Rapid Transit (BRT) Roadway Improvements
- Expanded Downtown Trolley Service
- Multimodal/Rail Corridor Improvements
- Water Taxi/Ferry Service
- Park and Ride Facilities

Larger policy level land use, planning and funding options should also be considered for long-term mobility needs. These policies should be considered and evaluated for consistency with City goals as part of subsequent revisions to the Mobility Plan.

## GOAL

To provide an efficient, safe, and responsive City transportation system consistent with environmental and land use goals.

### OBJECTIVE 1

To meet the transportation needs of the incorporated area through a safe, convenient, and energy efficient multi-modal system of roadway, rail, air, boating, public transportation, and bicycle and pedestrian facilities.

**Policy 1.1)** The transportation system will be examined for ways and means in which more balance between the modes can be achieved.

Action 1.1.1) The City will encourage the Metropolitan Planning Organization to maintain this balance.

Action 1.1.2) Support the continued operation of the downtown multimodal transportation center (MMTC) to provide a link between modes of passenger transportation including, but not necessarily limited to, public and private buses, taxis, airport limousines, paratransit, Fort Myers' Trolleys, the AMTRAK shuttle buses, cars, and bicycles.

**Policy 1.2)** Additional transit routes and increased ridership will be promoted and public transportation friendly land uses in designated public transportation corridors will be encouraged.

Action 1.2.1) The City will encourage the Metropolitan Planning Organization and Lee Tran to increase ridership and add routes when appropriate.

Standard 1.2.1.1) Encourage Lee TRAN to maintain 4.5 transit trips per capita within the City of Fort Myers.

Action 1.2.2) The City will continue to allow high-density residential development within commercial districts (where the majority of Lee TRAN routes are located) to encourage the use of public transportation.

Action 1.2.3) Policies for trolleys in Downtown and Midtown South districts are provided under Objective 11.

**Policy 1.3)** Create a network of bicycle facilities to link residential areas with activity centers, the river, and the park system.

Action 1.3.1) Bicycle facilities shall be provided whenever a new arterial or collector road is built and, when feasible, where additional lanes are added to existing arterial or collector roads.

Action 1.3.2) By December 2008, the City will develop bicycle facility standards for on roadway bike lanes utilizing the Lee County standards as a guide.

Action 1.3.3) Design, construction, and reconstruction of intersections along arterial and collector routes shall address bicycle needs. This should include traffic-actuated traffic signals that are sensitive to bicycles whenever possible.

Action 1.3.4) Identify corridors for off-road bicycle paths such as railroad and drainage canal Right of Ways.

Action 1.3.5) Policies for bicycle facilities in Downtown and Midtown South districts are provided under Objective 11.

**Policy 1.4)** Create a network of pedestrian facilities to link residential areas with the riverfront and activity centers, particularly those that are pedestrian intensive, such as schools, recreation sites, and commercial areas.

Action 1.4.1) Continue to budget monies in the Capital Improvements for sidewalk improvements.

Action 1.4.2) Continue to coordinate with the School Board to annually update a priority list of sidewalk needs near schools located within the city.

Action 1.4.3) Develop a program for intersection improvements to aid pedestrian mobility.

Action 1.4.4) Implement section 134-73 of the Code of Ordinances of the City of Fort Myers requiring sidewalks on all new streets.

Standard 1.4.4.1) Require existing sidewalks adjacent to the property line to be in good condition before certificates of occupancy are issued for new or remodeled existing buildings.

Action 1.4.5) Identify intersections for "No Right on Red when Pedestrian/Cyclist Present" signs.

Action 1.4.6) Maintain Section 134-73 of the Code of Ordinances of the City of Fort Myers that places the burden of maintenance (and liability) of sidewalks on the property owners adjacent to said sidewalk.

Action 1.4.7) Policies for pedestrian facilities in Downtown and Midtown South districts are provided under Objective 11.

**Policy 1.5)** Create an environment that promotes bicycling or walking to work/school and other utilitarian trips such as shopping.

**Policy 1.6)** Suitable commercial marina sites will be promoted for areas adjacent to waterways.

Action 1.6.1) The City will incorporate provisions for marinas in the Land Development Regulations.

Action 1.6.2) Policies for waterways in the Downtown District are provided under Objective 11.

**Policy 1.7)** The City will promote intermodal terminals and access to aviation, rail and seaport facilities.

Action 1.7.1) Provide appropriate assistance to maintain railroad facilities that travel through and are in use within the City.

Action 1.7.2) Provide assistance to private railroad companies to provide for a rail/truck intermodal transfer terminal by:

- (a) Making property available, for lease or purchase, in the City Industrial Park;
- (b) Encouraging local freight and trucking firms to develop a working relationship with the Seminole Gulf Railroad; and,
- (c) Assisting any potential developers of an intermodal freight terminal with permitting.

Action 1.7.3) Support the Lee County MPO in its analyses about the feasibility of adding multi-modal public transportation options to the existing and possibly expanded freight service within the Seminole Gulf railroad corridor.

Policy 1.8) Safety among and between all modes of transportation will be promoted on the transportation system.

Action 1.8.1) The City will consider traffic circulation safety in the Land Development Regulations.

## **OBJECTIVE 2**

**To maintain or provide adequate road and transportation system capacity to meet present and anticipated future traffic needs, coordinated with the future land use map and existing and proposed population, housing, and employment patterns, and protecting existing and future rights-of-way.**

**Policy 2.1)** Each existing collector and arterial roadway will be examined for its potential for expansion within existing right-of-way to meet forecasted needs.

Action 2.1.1) The City will enforce minimum right-of-way requirements based upon the Future Functional Classification and Major Thoroughfare Maps. These maps will be coordinated with the Metropolitan Planning Organization, Lee County, and the Florida Department of Transportation.

Standard 2.1.1.1) Rights-of-way (ROW) standards for new and existing roads are as follows:

*Table 1: Rights-of-Ways Standards*

<i>Classification</i>	<i>Width</i>
<b>Local Streets: Curb and Gutter (urban)</b>	50'
<b>Local Streets: Other, Swale (rural)</b>	60'
<b>Collector: Urban Section</b>	100'
<b>Collector: Rural Section</b>	150'
<b>Arterial: Urban Section</b>	150'
<b>Arterial: Rural Section</b>	200'

Standard 2.1.1.2) Reduced (or expanded) rights-of-way will be considered on a case by case basis.

**Policy 2.2)** New transportation rights-of-way will be acquired at sufficient widths to ensure that likely future needs for expansion are met, to the extent authorized by Florida Statutes.

Action 2.2.1) The City will incorporate this provision into its Land Development Regulations by December 31, 2007.

Standard 2.2.1.1) Minimum rights-of-way acquisition standards are defined in Standard 2.1.1.1.

**Policy 2.3)** Roadways, where desirable, will be expanded to the necessary widths and laneage to meet traffic needs.

Action 2.3.1) The City will include road construction costs within its five-year Capital Improvements Plan.

Standard 2.3.1.1) In ranking projects for inclusion in the capital improvements program, the following factors will be considered:

- (a) Safety, quantified using the Equivalent Property Damage Only (EPDO) value identified in the most recent Traffic Accident Report;
- (b) Present Volume, using the most recent Traffic Count Report;
- (c) Present Level of Service, using the Present Volume and the Florida Department of Transportation's Generalized Level of Service Tables using the Present Volume and ART-PLAN, ART-TAB, FREE-TAB, U2LN-TAB, or UMUL-TAB, or using the "Lee County Generalized Tables and Link Specific Service Volume Tables";
- (d) Projected Volume, using volumes produced by the Metropolitan Planning Organization's long range transportation plan;
- (e) Projected Level of Service, using the Projected Volume and the Florida Department of Transportation's Generalized Level of Service Tables or the Lee County service volume tables;
- (f) Network Importance, based on Functional Classification and Hurricane Evacuation data;
- (g) High Growth vs. Low Growth, using socio-economic data according to local knowledge;
- (h) Service Life of the proposed facility (how long this improvement will last): Widening/new road – Service Life of 20 years; Signal timing change – Service Life of 3 years; Intersection improvement (minor) – Service Life of 5 years; Grade separation - Service Life of 15 to 20 years;
- (i) Cost, using Florida Department of Transportation cost estimates. If the improvement is an increment of several projects, do not include previous costs; ~~and~~,
- (j) Reducing level of service deficiencies on backlogged facilities created by capacity expansion constraints and projects permitted prior to adoption of the Comprehensive Plan; and
- (k) Mobility enhancements described in the Downtown Fort Myers Mobility Plan and in redevelopment plans as adopted, and as may be amended, by the City Council.

**Policy 2.4)** New roadway corridors will be provided when justified by need, where feasible, and when existing corridors cannot meet the need.

Action 2.4.1) New corridor construction will be incorporated into the Capital Improvements Program.

Action 2.4.2) Include on the Major Thoroughfare Plan Map, regional corridors consistent with the Southwest Florida Strategic Regional Policy Plan, the Metropolitan Planning Organization's long range transportation plan, and the Florida Transportation Plan.

**Policy 2.5)** Maintain land development regulations to require new development to have an internal traffic circulation system to serve the traffic generated by the development.

Standard 2.5.1.1) For each phase, development to be built in phases must have in place, provide, or assure a traffic circulation system that will handle the traffic generated by the development at the adopted level of service.

Standard 2.5.1.2) Developments of Regional Impact (DRI) and other developments at the discretion of the City may satisfy the adopted Comprehensive Plan's concurrency requirements by the payment of a proportionate share contribution for local and regionally significant traffic impacts of said DRI or other development, provided that the criteria of Chapter 163.3180(12), Florida Statutes are met. Transportation projects that qualify for proportionate share contributions/pipelining contributions must be approved by the City of Fort Myers. Proportionate share contributions may include, but are not necessarily limited to, cash payments, rightofway, construction, and road impact fee credits, as approved by the City of Fort Myers. The approval by the City shall specifically include the timing and date of completion of the proposed transportation improvement, the amount of funding to be approved, the administration of the funds, and the name of the project to be funded.

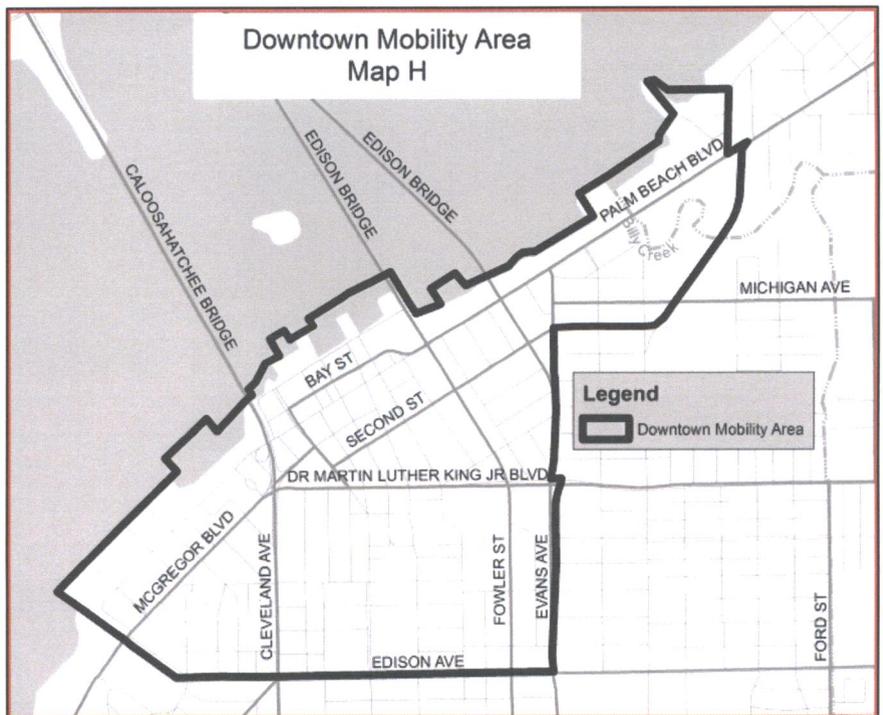
Standard 2.5.1.3) Other non-DRI developments may satisfy the adopted Comprehensive Plan's concurrency requirements, if consistent with the requirements of the City of Fort Myers Proportionate Fair-Share Ordinance.

**Policy 2.6)** The City will pursue acceptable level of service standards for its roadways, and coordinate the standards with Lee County and the Florida Department of Transportation.

Action 2.6.1) The City will obtain traffic counts and intersection studies to determine current service levels.

Action 2.6.2) The City will continue the interlocal agreement with Lee County DOT regarding joint participation in undertaking traffic counts within the City.

Action 2.6.3) The City will construct roadways, or make roadway improvements, consistent with adopted level of service (LOS) standards. In addition, the City will require other governmental agencies, having authority to construct roadways and/or roadway improvements within the City, to construct such roadways or improvements consistent with the City's adopted LOS standards. However, in the mobility area as shown in Map H, the City has determined that instead of widening roads to maintain adopted LOS standards, mobility will be enhanced through a coordinated series of measures as described in the Downtown Fort Myers Mobility Plan as adopted, and as may be amended, and summarized under Objective 11.



Standard 2.6.3.1) Acceptable levels of service for roadways and intersections within the City of Fort Myers that are non-Florida Intrastate Highway System (FIHS) roads are:

**Table 2: Level of Service Standards Non-FIHS Roads**

<i>Classification</i>	<i>Peak Hour/Peak Season/Peak Direction</i>
<b>Local</b>	C
<b>Collector</b>	E
<b>Arterial</b>	E
<b>Limited Access</b>	E

Standard 2.6.3.2) Acceptable levels of service for roadways and intersections within the City of Fort Myers that are Florida Intrastate Highway System (FIHS) roads are:

**Table 3: Level of Service Standards FIHS Roads<sup>1</sup>**

<i>Classification</i>	<i>Peak Hour/Peak Season/Peak Direction</i>
<b>Urbanized</b>	D <sup>2</sup>
<b>Transitioning</b>	C
<b>Rural</b>	B

<sup>1</sup> The City may seek variances to the level of service standards for the FIHS facilities as may be authorized under Florida Statutes.

<sup>2</sup> If any portion of I-75 or an FIHS road is determined to be within an urbanized area over 500,00 people, based on the year 2000 Census by FDOT pursuant to applicable rules, then the standard becomes "D" for any such area.

For minimum acceptable levels of service determination, the peak season, peak hour, peak direction condition will be defined as the 100th highest volume hour of the year in the predominant traffic flow direction. The 100th highest hour approximates the typical peak hour during the peak season.

Standard 2.6.3.3) Due to scenic, historic, environmental, aesthetic and/or right-of-way (ROW) characteristic and considerations, the City has determined that certain roadway segments will be deemed "constrained" and, therefore will not be widened. Reduced peak hour levels of service will be accepted on those constrained roads as a trade-off for the preservation of the scenic, historic, environmental, and/or aesthetic character of the community. A maximum volume-to-capacity (V/C) ratio of 1.85 is established for the constrained roads. No building permits will be issued that cause the maximum V/C ratio to be exceeded or that affect the maximum V/C ratio once exceeded. Permits will be issued when capacity enhancements and operational improvements are identified and committed for

implementation that will maintain the V/C ratio on the constrained segment at or below 1.85.

**Table 4: Constrained Roads Conditions**

<b>Roadway</b>	<b>Segment</b>	<b>Constrained Condition</b>
<b>McGregor Blvd.</b>	City Limits to US 41	ROW, Scenic, Historic, Environmental
<b>US 41</b>	City Limits to Caloosahatchee River	ROW
<b>West First Street</b>	McGregor Blvd. to US 41	ROW, Scenic, Aesthetic
<b>SR-80 First Street</b>	US 41 to Seaboard Street	ROW, Scenic, Aesthetic
<b>Second Street</b>	Monroe St. to Palm Beach Blvd.	ROW
<b>Colonial Blvd.</b>	McGregor Blvd to Six Mile Cypress Parkway	ROW
<b>Dr. Martin Luther King Jr. Blvd.</b>	US 41 to Central Ave.	ROW

Action 2.6.4) For constrained roadways, the City shall give priority to those facilities in capital improvements programming and other operational consideration such as traffic signal optimization, access management, on-street parking and loading restrictions, parallel facilities improvements, and the like.

Standard 2.6.4.1) If LOS standards defined in Action 2.6.3 are exceeded; the developer shall provide the necessary improvements to bring the LOS to the required levels.

Action 2.6.5) For each constrained road, the City will identify operational and capacity enhancement improvements that can be implemented within the context of the constrained roadway system.

Action 2.6.6) The City shall prepare, or use from a professionally recognized source, future level of service analyses based on the most recent edition of the Highway Capacity Manual or an equivalent source.

Standard 2.6.5.1) Level of service analyses should reflect City of Fort Myers, Lee County, MPO or FDOT traffic counts and projections.

**Policy 2.7)** New development will not be permitted that causes traffic to exceed the adopted level of service of the roadway system within the City, unless located within the "Existing Urban Service Area" (as shown on map S of the Concurrency Management System Element) or as addressed in Policy 2.11 or Policy 2.12 of this element.

Action 2.7.1) No development will be allowed access to roadways functioning at inadequate levels of service, except as otherwise provided herein.

Action 2.7.2) Traffic impact analyses and levels of service determinations shall be required for all rezoning, site development plan approval, comprehensive plan amendments that impact traffic, annexations, and concurrency applications. The most current methodologies and criteria reflective of sound engineering and planning practices shall be used.

Standard 2.7.2.1) The requirements and scope of the required traffic impact analysis and statement shall be defined in the City's Land Development Regulations.

Action 2.7.3) Transportation concurrency will be determined on a roadway segment basis or unless it is a master study approved by the City Council, consistent with the level of service standards identified above, except where the City has designated constrained roads, created transportation concurrency management areas, transportation concurrency exception areas, or long-term transportation management systems.

Action 2.7.4) Maintain Land Development Regulations to include participation in the Lee County Road Impact Fee program. Explore with Lee County the potential for expanding the road impact fee program to broaden allowable expenditures to include alternative modes of travel, including public transit and bicycle and pedestrian facilities, and other mobility improvements.

**Policy 2.8)** Constrained roadways shall receive priority for: (a) Mass transit routes; (b) Alternate mode facilities (bicycle/pedestrian); (c) Improvements to alternate or parallel roadways; (d) traffic operations improvements; (e) turn lane improvements; and (f) "Soft" improvements such as ridesharing and staggered work-hour programs.

**Policy 2.9)** Land use and traffic circulation patterns will relate to the designated functional classification of each roadway.

Action 2.9.1) Preserve the through-traffic functions of arterials and collectors by maintaining in the Land Development Regulations provisions for access management.

Action 2.9.2) Implement access management provisions through the site plan review permitting processes.

Standard 2.9.2.1) The number of access points, connection separation, proposed locations, and design shall be determined in order to provide a) Smooth flow of through traffic; b) Minimal conflicting movements; c) Automotive and pedestrian safety; and d) Adequate visibility and sight distance. Reduced (or expanded) rights-of-way will be considered on a case by case basis. Relief may be provided through specific corridor studies or through administrative procedures where existing development or environmental concerns prohibit implementation of the connection separation standards defined in Table 5. In the mobility area shown in Map H, these standards for access points and connection separation will not apply.

*Table 5: Connection Separation Standards*

<i>Classification</i>	<i>Centerline Distance</i>
<b>Arterial</b>	660'
<b>Collector</b>	330'
<b>Local</b>	125'

Standard 2.9.2.2) Frontage or access roads will be used on newly developing arterials or collectors when the improvement will enhance traffic circulation patterns.

Standard 2.9.2.3) On-street parking will not be allowed on arterials or collectors, except in the mobility area as shown in Map H. ~~the Downtown Redevelopment Area.~~

Standard 2.9.2.4) Driveways to single residential buildings of two dwelling units or less on local streets may be spaced closer than the connection spacing requirements specified above for local streets. Where residential lots are proposed for a subdivision on arterial or collector streets, the City may authorized lesser separation distance if joint access agreements are provided to maximize driveway connection separation distances. On local streets, where frontage dimensions of existing platted commercial or industrial lots do not accommodate required connection separation distances, the City will assign the access point(s) to accommodate spacing and safety concerns.

Standard 2.9.2.5) The above minimum connection separation standards do not apply to roads determined by the City of Fort Myers City Council and / or the Lee County Board of County Commissioners to be controlled access roads with designated access points. Access on those roadways are identified on an access management plan. Those roads include, but are not limited to, the following:

**County Roadways**

- a) Treeline Avenue
- b) Summerlin Road
- c) Six Mile Cypress Parkway
- d) Daniels Parkway

### **City Roadways**

- a) Veronica S. Shoemaker Boulevard
- b) Winkler Road (US 41 to Six Mile Cypress Parkway)
- c) Forum Boulevard

Standard 2.9.2.6) Access for all uses located on County roads within the City limits shall comply with the County access management standards.

Standard 2.9.2.7) Access for all uses located on State highways / roadways within the City limits shall comply with the Florida Department of Transportation access management standards.

Action 2.9.3) Preserve the local access function of local streets through development review.

Standard 2.9.3.1) Access point spacing on other than single-family local streets shall be a minimum of 125 feet.

Action 2.9.4) Re-establish the local access function of local, single-family, streets through public improvements utilizing Transportation System Management measures.

Action 2.9.5) Encourage local traffic to utilize Ortiz Avenue, Six Mile Cypress Parkway, Treeline Avenue, Forum Boulevard, and Veronica S. Shoemaker Boulevard for local trips instead of Interstate 75.

Action 2.9.6) The Functional Classification and Thoroughfare Plan Maps will be consistent with Lee County and coordinated with the Florida Department of Transportation.

**Policy 2.10)** Streets may be retained as private roads provided a homeowners association or other entity is established to maintain said facilities.

Action 2.10.1) The City will adopt and enforce standards for construction and repair of private roads.

**Policy 2.11)** All development impacting McGregor Boulevard, other constrained roads, ~~roads in the Downtown Redevelopment Area~~, or roads in any transportation concurrency management or exception area that may be established by the City shall mitigate their traffic impacts.

Action 2.11.1) Mitigation shall be outlined in the traffic impact statement and may include direct physical improvements or indirect improvements of an equal monetary value as deemed warranted by the City Council policy at that time.

Action 2.11.2) The developer shall provide the necessary improvements to mitigate the development's impacts.

Action 2.11.3) Development impacting the mobility area, as shown in Map H, shall mitigate its traffic impact using the mobility strategies described in the Downtown Fort Myers Mobility Plan. Mitigation should be proposed in the development's traffic impact statement and may include physical improvements or other mobility measures deemed appropriate by the City at the time of development approval.

Action 2.11.4) Consistent with Future Land Use Element Action 1.7.7, all new developments shall address multi-modal transportation strategies as described in the Downtown Fort Myers Mobility Plan and as implemented through the Land Development Code.

Action 2.11.5) Consistent with Future Land Use Element Policy 1.9, any surplus density/intensity (including height) beyond what is allowed by right, is subject to a community benefit requirement, which may be used

as a source to help fund mobility improvements. The standards and procedures for the community benefit requirements shall be outlined in the Land Development Code.

**Policy 2.12)** Development or redevelopment taking place in the mobility area, as shown in Map H, is exempt from any concurrency requirement that would otherwise prohibit or restrict development based on inadequate levels of service on roadways. This exemption will ensure that development or redevelopment that otherwise carries out key city goals and policies can proceed. The City of Fort Myers has determined that, instead of widening roads to enhance mobility in downtown Fort Myers, mobility will be enhanced through a coordinated series of measures as described in the Downtown Fort Myers Mobility Plan and summarized under Objective 11.

### **OBJECTIVE 3**

**To promote energy-efficient designs in transportation systems and facilities, thereby reducing air pollution, and reducing per capita energy use and fossil fuel use below 2000 levels.**

**Policy 3.1)** Transportation system intersections will be designed and upgraded to prevent unnecessary traffic delays.

Action 3.1.1) The City of Fort Myers Public Works Department maintains a prioritized list of intersection improvements based upon the results of intersection studies.

**Policy 3.2)** The City will promote transportation improvements which are more energy efficient in construction, operations, and maintenance than other alternatives.

Action 3.2.1) The City will incorporate this consideration in its transportation improvement programming.

### **OBJECTIVE 4**

**The City will ensure adequate parking ~~and pedestrian space~~ within the Downtown Redevelopment Area.**

**Policy 4.1)** The City will promote an increase in the number of parking spaces available within the Downtown Redevelopment Area to be consistent with the adopted Downtown Fort Myers Plan.

Action 4.1.1) ~~The Fort Myers Redevelopment Agency will monitor development within the Downtown Redevelopment~~ Mobility Area, shown in Map H, and together with the City will promote additional public and private parking spaces as necessary.

Action 4.1.2) ~~In order to ensure that the number of parking spaces within the Downtown Redevelopment Area keeps pace with the level of development, the City will adopt a downtown parking master plan by 2008.~~

**Policy 4.2)** The City will take an active role in providing adequate parking for the ~~Downtown Redevelopment~~ Mobility Area, shown in Map H, as stated in the Downtown Fort Myers Plan and Central Redevelopment Plan.

Action 4.2.1) The City shall review and implement appropriate recommendations from the parking study performed in 2006 for the Downtown Redevelopment Area and shall perform parking study updates for Downtown and Central Redevelopment Areas in order to provide adequate parking for the areas deemed insufficient.

~~**Policy 4.3)** Access to the Downtown Redevelopment Area will continue to be provided to pedestrians by the enhanced system of sidewalks defined for in the Downtown Fort Myers Plan. [now addressed under Objective 11 below]~~

~~Action 4.3.1) The Fort Myers Redevelopment Agency will continue to implement the streetscape improvement plan in conjunction with the Downtown Fort Myers Plan. [now addressed under Objective 11 below]~~

~~Standard 4.3.1.1) The public rights of way within the Downtown Redevelopment Area will continue to be improved in accordance with the adopted streetscape catalog. [now addressed under Objective 11 below]~~

**Policy 4.34)** Available parking lots and/or garages shall not be concentrated in one area of the Downtown Redevelopment Area.

Action 4.34.1) The potential location of parking lots and/or garages for the Downtown Redevelopment Area shall be studied in order to provide parking for all areas and to eliminate the concentration of parking in a limited area (i.e. two or three block area).

~~Action 4.4.2) The City will undertake a trolley feasibility study by December 31, 2007 and if shown to be feasible a trolley system will be implemented to provide access to and around the Downtown Redevelopment Area. A primary objective of the trolley system shall be to provide access from parking areas in the fringe areas into and around the Downtown Area. [this subject is now being addressed under Objective 11]~~

## **OBJECTIVE 5**

**To preserve the integrity and quality of residential areas, major activity centers, and recreational and environmental resources.**

**Policy 5.1)** Proposed transportation improvements will be coordinated with existing land uses and the Future Land Use Map.

Action 5.1.1) Changes to the Future Roadway Facilities and Classifications - 2030 (Map F) that would change proposed rights-of-way requirements will be developed in accord with adjacent land uses as well as in accord with the City's overall needs.

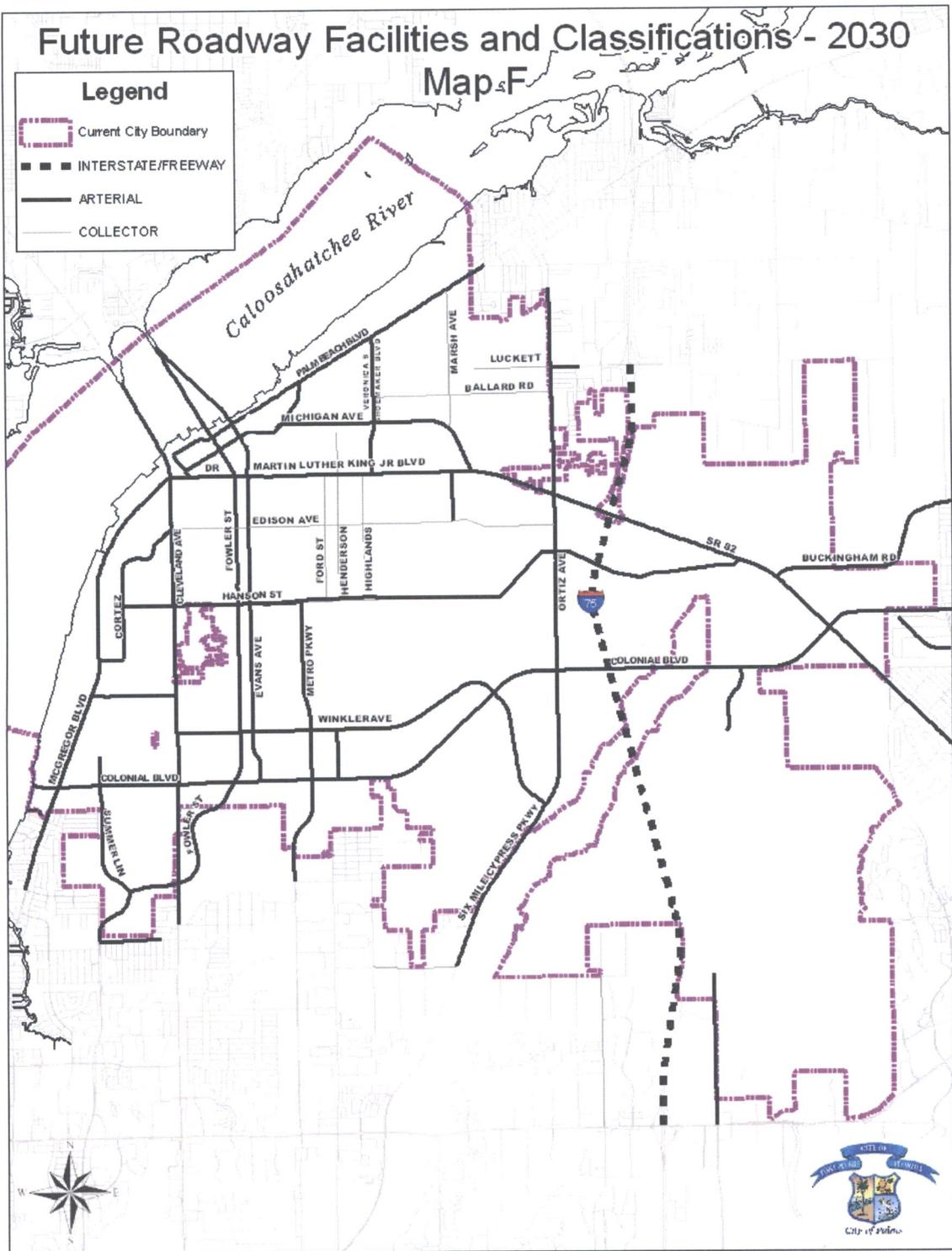
Action 5.1.2) No new transportation corridors or improvements will be permitted that would preclude those indicated on the Major Thoroughfare Plan 2030 (Map G). Any proposed amendment to the Thoroughfare Plan must be consistent with all Traffic Circulation policies as well as other Comprehensive Plan Elements.

# Future Roadway Facilities and Classifications - 2030

Map 5F

**Legend**

-  Current City Boundary
-  INTERSTATE/FREEWAY
-  ARTERIAL
-  COLLECTOR

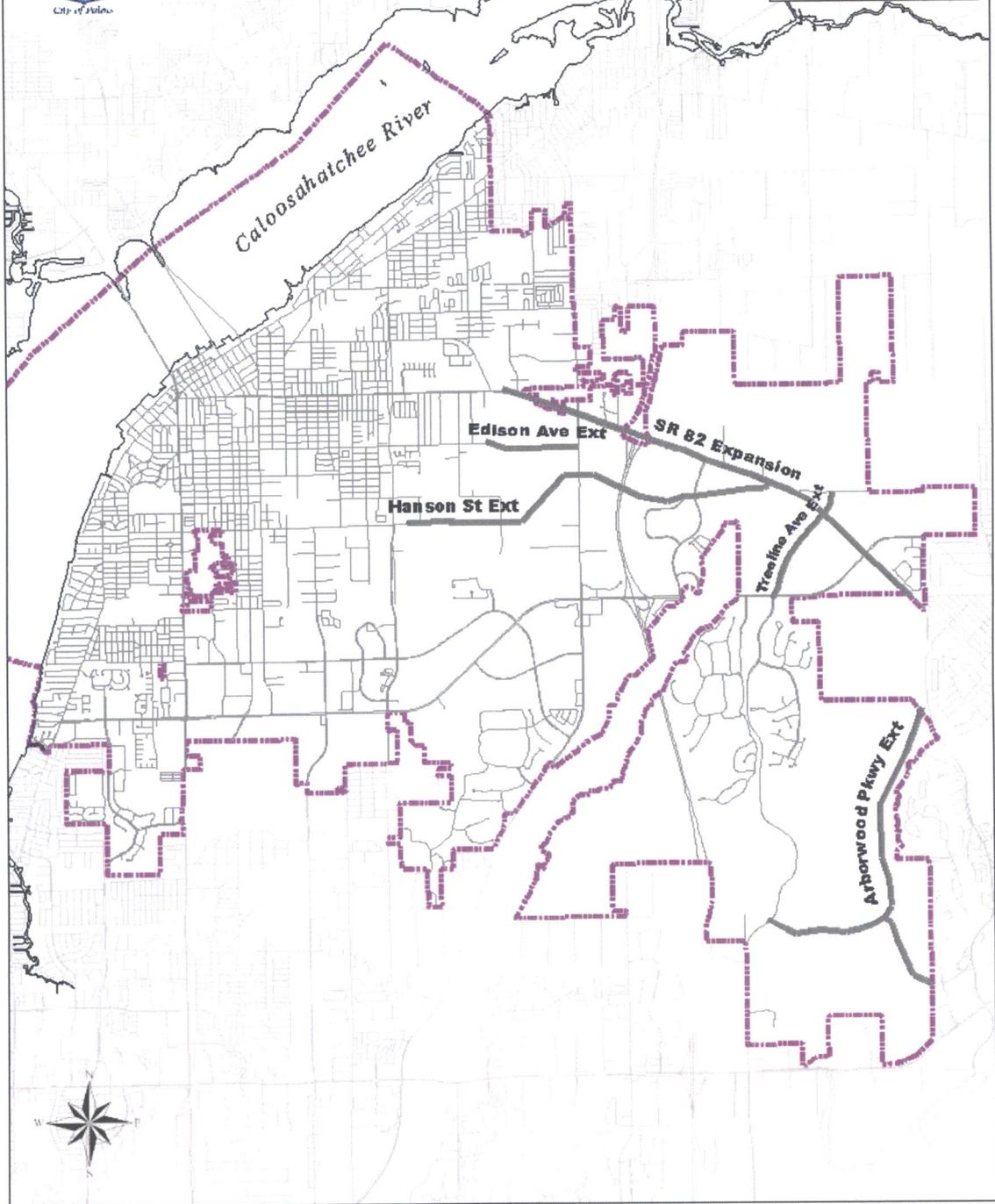




# Major Thoroughfare Plan 2030 Map G

**Legend**

 Current City Boundary



**Policy 5.2)** Any transportation improvements proposed for McGregor Boulevard shall consider its qualities as a special historic and scenic corridor.

Action 5.2.1) In particular, there shall be no new street connections, road connections, road intersections, or the widening of any existing intersections and no overpasses or underpasses made either with, under, or over McGregor Boulevard or any alteration of the physical dimensions, appearance, or location of this corridor except as follows:

- (a) Bicycle paths, the construction of which does not require the removal of any palm tree;
- (b) Construction by owners of property or easements abutting this corridor of driveways or other such minor entrances and exits to McGregor Boulevard. Should such construction require the removal of a living palm, the effected palm shall be relocated;
- (c) The ordinary maintenance and repair of the road, provided the physical dimensions and location of the road are preserved;
- (d) Any work that is necessary for the public health or safety as determined by the agency having jurisdiction of the land area surrounding the portion of the road involved;
- (e) The establishment of three-lane turn intersections, if such can be accomplished without the dislocation of immediately bordering palm trees, or can be accomplished by transplanting the effected trees to conform with the revised intersection design;
- (f) Be consistent with the Land Use, Conservation and Coastal Management, Community Appearance, and Historic Preservation Elements; and,
- (g) The establishment of roundabouts at "key" intersections, such as McGregor Boulevard and Virginia Avenue, provided that they can be accomplished without the dislocation of immediately bordering palm trees, or can be accomplished by transplanting the effected trees to conform with the roundabout design.

**Policy 5.3)** Transportation improvements proposed in or near residential areas will contain appropriate mitigation measures.

Action 5.3.1) No transportation corridors/improvements will be permitted that would, due to its nature as a limited access facility, force local traffic on the existing corridors to seek alternate routes through established residential neighborhoods.

Action 5.3.2) This policy will be incorporated into the Development Regulations; other mitigation measures that will be considered include special traffic control, heavy vehicle limitations or prohibitions, additional buffering for noise or aesthetics, and additional pedestrian considerations.

Action 5.3.3) The City will evaluate and, if determined to be feasible, implement traffic calming measures in neighborhoods, which are experiencing excess pass-through traffic. Such traffic calming measures could include, but are not limited to: street closures, speed bumps/tables, roundabouts, and/or increased enforcement, when such measures are

feasible and have been approved by the residents of the specific neighborhood. Funding for this program may come from a variety of sources, including but not limited to MSTU/MSBUs, developer contributions, special assessment districts, grants or other sources.

~~**Policy 5.4)** Transportation improvements that conflict with the Charlotte Harbor Comprehensive Conservation Management Plan will not be promoted.~~

~~Action 5.4.1) The Community Development Director, or his/her designee, will review all proposals to ensure consistency.~~

## **OBJECTIVE 6**

**To coordinate and obtain the cooperation and active participation of all responsible governments (including the Metropolitan Planning Organization, Lee County and the Florida Department of Transportation) in the implementation of the ~~20350-2040~~ Metropolitan Planning Organization's long range transportation plan.**

**Policy 6.1)** All proposed major transportation improvements within the Metropolitan Planning Organization ~~20350~~ 2040 Transportation Plan, including all improvements which extend beyond the limits of the City, will be coordinated with the other affected jurisdictions prior to City approval of the improvement.

Action 6.1.1) The City will participate in the committees of the Metropolitan Planning Organization to ensure this policy is met.

**Policy 6.2)** The City will actively participate in the development and review of transportation improvements proposed by other jurisdictions.

Action 6.2.1) The City will participate in the Lee County Metropolitan Planning Organization's ~~Planning~~ Technical Advisory Committee to ensure that this policy is met.

**Policy 6.3)** The City will consider the rankings of the Metropolitan Planning Organizations ~~20350-2040~~ Transportation Plan when programming transportation improvements into the Capital Improvements Program to provide for a transportation network which functions at acceptable levels of service.

Action 6.3.2) Transportation network improvements will be considered if cost feasible based on revenue projections.

## **OBJECTIVE 7**

**To increase the mobility opportunity of the transportation disadvantaged, and promote efficient public transit services.**

**Policy 7.1)** Those City operations which are open to the public will be designed to be accessible to the transportation disadvantaged and others, in accordance with the Americans with Disabilities Act (ADA).

**Policy 7.2)** The number of trips provided for transportation disadvantaged citizens should be increased above 2000 levels by the year 2010.

Action 7.2.1) Coordinate with the designated official Planning Agency for the Transportation Disadvantaged Program (Lee County Metropolitan Planning Organization) and the Community Transportation Coordinator to assist or facilitate in planning and increasing ridership above 2000 levels.

## **OBJECTIVE 8**

**To minimize total costs of the transportation system in a manner consistent with system performance objectives.**

**Policy 8.1)** Cost effectiveness analysis will be part of the review procedure for any transportation improvement.

**Policy 8.2)** Less costly alternatives, including other mode alternatives, will be a part of the review procedure for any transportation improvement.

Action 8.2.1) The Public Works Department shall incorporate the above two policies within its review procedures.

## **OBJECTIVE 9**

**To make efficient use of the existing capacity of the transportation system before investing in additional facilities.**

**Policy 9.1)** Car pooling, staggered work hours, park and ride, and other capacity-increasing techniques will be promoted for use and considered as ways for efficient use of parking and the transportation system in the Downtown Redevelopment Area.

Action 9.1.1) The City shall incorporate these concepts in the evaluation of transportation improvements for the Downtown Redevelopment Area.

**Policy 9.2)** Transportation System Management improvements will be examined and budgeted.

Action 9.2.1) The City shall prepare annually a list of Transportation System Management Improvements for the Capital Improvement Program.

## **OBJECTIVE 10**

~~Encourage the Lee County Metropolitan Planning Organization to develop data and analysis sufficient to support removing the east-west one-way pair (First Street / SR 80 and Second Street) from the long-range transportation plan within the City of Fort Myers. **Policy 10.1)** The City will promote an alternative methods for assessing and meeting determining long-range transportation needs.~~

**Policy 10.1)** The City will work with the Lee County Metropolitan Planning Organization to develop data, analysis, and plans supporting the following important priority of the City of Fort Myers:

Restoring two-way travel on East First Street/SR-80 and Second Street in place of the existing east-west one-way pair.

~~(b) Restoring two-way travel on the North/South corridors of Fowler Street and Evans Street/Park Avenue. (scrivener's note: recommended for deletion by Planning Board on March 1, 2017)~~

**Policy 10.2)** The City will actively participate with the Lee County Metropolitan Planning Organization in developing and analyzing alternative land-use scenarios that would reduce vehicle trips and trip lengths while increasing transit viability. The selected land-use scenario will be used by the MPO when creating its long-range transportation plan for the year 2045, which will be completed by 2020.

~~Action 10.1.1) The City will request the Metropolitan Planning Organization Technical Advisory Committee and technical staff to consider the following alternative methods for projecting long-range transportation needs:~~

- ~~(a) Transportation needs based on current year deficiencies should be based on current year traffic analysis zonal data to test alternative actions to correct existing deficiencies;~~
- ~~(b) Transportation needs for five-year forecasts should be based on existing and committed transportation networks tested with socio-economic data forecasts for each five-year increment; and,~~
- ~~(c) Transportation needs for ten and twenty-year forecasts should be based on low, medium, and high projections of socio-economic data to determine transportation needs.~~

## **OBJECTIVE 11**

To enhance mobility in Downtown and Midtown South Districts by emphasizing multi-modal transportation alternatives and minimizing further widening of streets.

**Policy 11.1):** The City of Fort Myers will enhance mobility in Downtown and Midtown South Districts through a coordinated series of measures as described in the Downtown Fort Myers Mobility Plan, some of which are highlighted in this element.

~~**Policy 11.2)** Action 4.4.2) The City will undertake a trolley feasibility study by December 31, 2007 and if shown to be feasible a trolley system Beginning in 2012, trolley service will be implemented on a trial basis to provide access to and around the Downtown Redevelopment Area within the mobility area, as shown in Map H. If successful, the City will seek continuing sources of funding to provide on-going service. A primary objective of the trolley system shall be to provide access from parking areas in the fringe areas into and around the Downtown Area.~~

**Policy 11.3):** The City supports the establishment of a bike-sharing program within the mobility area, as shown in Map H, and will modify its regulations if necessary to accommodate bike docking stations in public rights-of-way. Initial stations may include the Yacht Basin, the downtown library, the Rosa Parks Transportation Center, Publix at First Street Village and the Edison-Ford Winter Estates.

**Policy 11.4):** The City will expand bike parking within the mobility area, as shown in Map H, to encourage bicycle usage by providing alternatives to chaining bikes to street trees or lampposts. Bicycle parking facilities inside parking garages would encourage bicycle commuting by providing longer-term, weather-protected bicycle parking.

**Policy 11.5):** The City will strive to maintain the mobility area, as shown in Map H, as one of the best pedestrian environments in southwest Florida. Pedestrian crossings will be enhanced to improve safety at key intersections and cross-walks.

Action 11.5.1) The City of Fort Myers and the Fort Myers Redevelopment Agency will continue to implement the streetscape improvement plan as adopted, and as amended from time to time, in conjunction with the Downtown Fort Myers Plan.

Action 11.5.2) The public rights of way within the mobility area, as shown in Map H, will continue to be improved in accordance with the corresponding streetscape improvement plans as adopted, and as amended from time to time.

**Policy 11.6):** The City will work to extend the downtown Riverwalk westward to the Edison-Ford Winter Estates and eastward to the Tarpon Street Pier. These extensions will be accomplished through a combination of development regulations, conditions on discretionary approvals, leasing of submerged lands, agreements with landowners, and construction on city-controlled properties. The City's development regulations shall be amended to require the Riverwalk and/or a public esplanade from Billy's Creek to the Tarpon Street Pier and to remove the standard requirement for an undisturbed native-vegetated buffer where the Riverwalk or public esplanade will be built.

**Policy 11.7):** The City will maximize the use of the Caloosahatchee River for water transportation by continuing to maintain and improve the Yacht Basin and by considering leasing city-owned submerged land for private marinas.

**Policy 11.8):** The City supports the establishment of private water taxis and shuttles which would combine mobility with recreation and wildlife viewing. Potential stops include the Yacht Basin, Legacy Harbor Marina, Edison / Ford Winter Estates, the Oasis towers, and sites outside downtown. The City will consider waiving any requirements for on-site parking for such facilities.

**Policy 11.9):** The City will strive for every street within the mobility area, as shown in Map H, to be a complete street that accommodates multiple travel modes and is safe, comfortable, and accessible to those of all ages and abilities.

**Policy 11.10):** The Downtown and Midtown South Districts have a well-developed grid of streets, nearly all of which have been restored to two-way travel. This pattern is conducive to walking and bicycling and spreads vehicular travel across the entire grid rather than forcing it to travel on a few major streets. The street system can function even better for private and transit vehicles with certain additional improvements, such as restoring two-way travel on First Street and Second Street, adding roundabouts at complex intersections, removing unnecessary traffic signals, reconnecting Market Street across the railroad tracks, and providing alternative travel paths for vehicles now dependent on Dr. Martin Luther King Jr. Blvd. through downtown.

**Policy 11.11):** The City supports transit-oriented development that can take full advantage of existing transit service. The City also supports transit-ready development, walkable concentrations of housing and jobs that are situated and designed to accommodate transit when it becomes available. Transit-ready development typically begins with surface parking that is laid out so that parking can be reduced or converted into parking structures as transit arrives and the mix of uses reduces travel demand.