



The Village of **STERO**

COMPREHENSIVE PLAN

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INTRODUCTION

Purpose

This Comprehensive Plan provides the guiding principles for a balanced economic, social, physical, environmental, and fiscal future for Estero. This is a tool for members of the community, including Village officials, staff and residents, outlining a general framework for how the community is envisioned to grow. The Comprehensive Plan consists of separate Elements (or chapters) as prescribed in Chapter 163 of the Florida Statutes, specifically designed to address local circumstances. Within each Element are Goals, Objectives and Policies with increasing degrees of specificity to guide decision making related to all aspects of managing future growth in the Village. The content of the Plan is based on data, analysis and input from the public received during the preparation of the plan from September 2016 through December 2017.

What does the Comprehensive Plan achieve?

- Creates a collective vision to maintain the quality of life in Estero and to guide future growth and development
- Establishes the guidelines focused on ensuring Estero is a community with unique quality of life, distinct character, and diverse housing, economic, recreational, and social opportunities
- Seeks an interconnected transportation network that successfully links residential, commercial and recreational areas safely, economically and efficiently
- Establishes the importance of protecting and enhancing residential neighborhoods
- Ensures the public health, safety, and welfare of the community through appropriate coordination and management of infrastructure services
- Emphasizes a priority on both the protection of and access to Estero's natural resources
- Asserts the value placed on recreational opportunities and open spaces
- A commitment to annually analyze existing conditions and available finances to prioritize and implement capital improvements to maintain established level of service (LOS) standards
- Determines a commitment between the Village and the public school system to enhance and enrich both the community and the students of Estero
- Connects all elements together in a seamless document to clarify that no element stands independent from the others
- Emphasizes the priority given to community participation in the Plan's creation and advocates ongoing involvement from the public in its implementation

How was the Comprehensive Plan developed?

Since the Village's establishment on December 31, 2014, Estero has been working under the Lee County Plan during transition to the adoption of its own document. The process of the formation of the Comprehensive Plan involved the following key steps:

- 1. LPA Kick Off Meeting:** The Local Planning Agency (LPA) of the Village is the Planning & Zoning Board.
- 2. Data & Analysis Gathering:** Collection of data and analysis of Village land, population and infrastructure helped to identify issues and served as a foundation for public engagement and policy writing.
- 3. Community Meeting - Informational Kick Off:** The first public session informed the public about the Comprehensive Planning process.
- 4. Community Meeting - Vision Workshop:** This workshop engaged the citizenry in affirming the community's Vision.
- 5. Policy writing & Workshops:** Each Element was presented to the LPA in initial concept with issues identified, and then presented in draft form in separate LPA Workshops and Village Council Workshops, providing opportunities for public input.
- 6. LPA Public Hearing - Full Comprehensive Plan:** The full Comprehensive Plan was reviewed by the LPA for recommendation to Village Council, with opportunity for public input.
- 7. Village Council Workshop & Public Hearing:** Village Council considered the full Comprehensive Plan in a workshop, and then in a public hearing, both with opportunity for public input. At the public hearing, Village Council approved transmittal to the Florida Department of Economic Opportunity (DEO).
- 8. Village Council Public Hearing:** After addressing DEO comments, Village Council adopted the Comprehensive Plan.

How do I read the Elements?

Each Element is broken down into Goals, Objectives and Policies. Goals are overarching statements within the Elements, labeled with an abbreviation and number.

*For example, the Future Land Use Goal is **FLU-1**.*

This hierarchy continues to a series of Objectives that achieve the defined Goal. They are also numbered and titled.

*For example, the first Objective in the Future Land Use Element is **FLU-1.1**, the second is **FLU-1.2**, and so on.*

Each Objective is supported by a series of Policies that vary in level of detail, length and number depending on the Objective.

*For example, under the **Objective FLU-1.3 Specific Use Considerations** there are ten policies, labeled as **FLU-1.3.1** to **FLU-1.3.10**.*

Maps are identified in the text and labeled with an abbreviation and a number.

*For example, the Future Land Use Map is **Map FLU-1**.*

COMMUNITY PROFILE

The name Estero is Spanish for estuary – where the river meets the sea – an appropriate name for a Village situated along a river that meanders into the pristine Estero Bay. While Estero was most recently incorporated in 2014, it is not the first incorporation. The original Town of Estero was founded in 1904, but it was short-lived and was abolished in 1907. Many significant historic structures in the Village today date back to this time period, including structures maintained at the Koreshan State Historic Site.

A strong appreciation for historic character and conservation of natural resources are foundations that shaped the Estero area as it grew to become home to over 30,000 residents. During the growth period of the 2000s, it was recognized by residents that the maintenance of the area's special aesthetic quality and identity called for special action. In 2013, incorporation efforts began. Thirty-three community meetings were held and over 3,000 Estero residents attended two Town Hall meetings. These efforts resulted in 10,238 petitions signed by residents indicating their wish to have an incorporation referendum on the ballot.

The Estero incorporation referendum on the November 4, 2014 ballot passed with 86 percent of votes. The Village of Estero was officially incorporated on December 31, 2014. The Village is led by a seven-member elected Council and Village Manager.

The Village of Estero had a permanent population of ~~30,851~~34,631 in ~~2016~~2018, with a peak seasonal population of ~~46,091~~51,738. Approximately half of the ~~eat~~ population is aged 62 years or older, which is a significantly higher proportion than Lee County (30%) and the State of Florida (22%). A majority of the available dwelling units are single family (59%), relatively new (84% built between 1990 and 2009), and owner occupied (84%).

VISION

The Village of Estero desires to be a community with a high quality of life and expanding economic opportunities which embraces its historic heritage and protects the environment, while carefully planning for future development and utilizing the proximity to Florida Gulf Coast University and the Southwest Florida International Airport as an asset and a positive economic driver. The Village of Estero's growth will be planned with strong neighborhoods, diverse economic generators, interconnected mixed-use centers, varied parks, public spaces, recreational facilities, and unique natural environments that fosters belonging and creates a sense of place. The Village strives to be a highly valued place to live, work, and visit because of development standards and design guidelines that promote: 1) desirable neighborhoods and public amenities; 2) vibrant economic centers; 3) attractive landscaping, streetscaping, lighting, signage, and architectural features; and 4) an interconnected transportation network.

The Village is primarily made up of residential neighborhoods, and the Village will continue to place priority on maintaining the quality of life that the residents enjoy in the various neighborhoods of Estero. Where feasible, the Village will provide for the development of walkable mixed-use town centers and economic areas featuring diverse housing options; government offices and public facilities; medical facilities; employment centers; public gathering places, parks, outdoor plazas, and other public spaces; greenway trails and pathways; and public access to the community's natural resources through comprehensive plan policies and LDC regulations that support the Village's distinct community character and the following community priorities:

- A. Supporting the development of a village center to unify the community;
- B. Improving the connectivity between Estero's residential neighborhoods, economic areas, civic uses, parks, and recreational facilities;
- C. Diversifying the community's economic base and employment opportunities
- D. Encouraging the development of targeted industry clusters; particularly health industries, technology, professional services and businesses, and research and development;
- E. Expanding multi-modal transportation options through improved pedestrian access, bikeways, transit service, and rail opportunities;
- F. Improving access to the community's blueways - particularly the Estero river, greenway trails, other open spaces;
- G. Promoting the community's cultural and historic resources; public spaces, parks, and recreational facilities; and other community amenities;

- H. Providing ample and varied public gathering places, including, without limitation, parks, plazas, sidewalks, benches, restaurants, shops, civic spaces, green spaces, community recreation centers, and other recreational facilities;
- I. Maintaining a unified and consistent aesthetic/visual quality and sustainability in landscaping, architecture, lighting, and signage in all commercial and mixed-use developments; and
- J. Promoting and incentivizing private investment within mixed-use centers and economic areas.

FUTURE LAND USE

the Essence

The future land use element focuses on ensuring that Estero is a community with unique quality of life, distinct character, and diverse housing, economic, recreational, and social opportunities. Thoughtful and careful planning of the physical environment in harmony with the natural environment will help maintain the essence of Estero, the *Village with a Vision*.



Balance

The balance of attractive natural and built environments is a foundation of the community that contributes to the high quality of life that residents enjoy.

Neighborhoods

Estero is a Village of neighborhoods... some large, some small, some more established, some newer. Ensuring compatibility of new development to protect the integrity of existing and future residential neighborhoods is a key to sustaining the quality of life.

Aesthetics

It is apparent that one has arrived in the Village by the architecture and landscaping that gives Estero its look and feel. The distinctively designed and developed built environment will continue to define Estero.

Participation

Public participation has been a strength of Estero, even before its incorporation. The emphasis remains on the importance of an inclusive, informative community planning process.

Sense of Place

It is important to address the needs of residents with places that are comfortable, vibrant and accessible. To ensure that future development and redevelopment meets the needs of residents, mixing of uses and placemaking strategies will be used in new development as appropriate.

There are 30,945 people who call Estero home as of April 2017 per the Bureau of Economic and Business Research at the University of Florida. Many of Estero's residents will say their favorite qualities are the location, natural resources and high-quality appearance of the built environment. The Future Land Use Element contains the goals, objectives and policies that help sustain and further these community attributes. This is done through:

Managing the Type, Location, and Intensity of Future Land Uses

The Future Land Use Map depicts the distribution, location, and extent of future land uses by type, density, and intensity to provide a balance of uses and ensure that Estero has a diverse residential and economic base while meeting the needs of the people who live, work, and play within the community.

Recognition of Estero's Historic Resources

The Village is rooted in a rich history. The Koreshan State Historic Site and the landmark vegetation, buildings and streets of the surrounding Old Estero area are recognized as assets that help the community maintain a connection to this history.

Opportunities for Public Participation in the Land Development Approval Process

Estero has a strong tradition of public participation, even before its incorporation as a Village. This is an important policy that will continue to foster a true sense of place in for the community.

Corridor Planning

Estero's residents and visitors primarily experience Estero along its streets and roadways. It is important to manage the appearance and function of the Village's corridors by coordinating transportation and land use considerations with emphasis on safety to encourage more multimodal use and human scale activity along the corridors.

Community Design Sub-Element:

Design standards for mixed used, commercial and residential developments

Design and compatibility criteria are established for different types of development with incentives to encourage the appropriate mixing of residential and commercial uses. These standards ensure new developments and redevelopments contribute to the attractiveness of the community, enhance quality of life, and foster a unique sense of place.

FLU-1

GOAL

Promote the development of Estero as a community with a unique quality of life, distinct character, and diverse housing, economic, recreational, and social opportunities by protecting the natural resources, environment, and lifestyle; establishing aesthetic and design requirements; managing the type, location, quality, design, density and intensity of future land uses; providing opportunities for public participation in the land development approval process; and promoting a true sense of place in Estero.

COMMUNITY CHARACTER

FLU-1.1

OBJECTIVE

Estero residents enjoy a high quality of life characterized by a balance of attractive natural environments, lasting residential neighborhoods, and a distinctively designed and developed built environment. These are the characteristics that make Estero unique and will guide the Village's future planning practices. The Village's implementation of planning and development practices shall contribute to a visually attractive community, an enhanced quality of life, and continue to foster this unique sense of place.



Image by Johnson Engineering, Inc.

POLICIES

FLU-1.1.1 Support the unique character and quality of life within the Estero community by managing growth and development and by maintaining and executing comprehensive plan policies, Land Development Code (LDC) regulations, and other planning tools that:

- A. Implement and maintain high quality development standards for architecture, landscape architecture, hardscaping, site planning, landscaping and buffering, signage, lighting designs and visual appearance of developments, transportation facilities, pedestrian circulation and community amenities including public spaces and parks within mixed use and non-residential developments;
- B. Promote the use of low impact design, sustainable energy, water, and other environmental features;
- C. Encourage higher density, compact mixed-use development in designated locations as a means of increasing internal capture and reducing overall vehicle miles travelled;
- D. Promote targeted industries in appropriate areas of Estero—e.g.: healthcare, arts and culture, technology, and Class A office facilities;

- E. Encourage the redevelopment of underutilized commercial and residential lands for older properties seeking to comply with current comprehensive plan policies and LDC standards; and
- F. Facilitate public participation in the land development approval process by having the owner or agent applying for Planned Developments, Rezoning, Variances, Special Exceptions, Plan Amendments, and other amendments and Development Orders, within the Village, participate in a public information meeting pursuant to adopted Village regulations and policies.

FUTURE LAND USE MAP
FLU-1.2

OBJECTIVE

Maintain and enforce a Future Land Use Map showing the proposed distribution, location, and extent of future land uses by type, density, and intensity to provide a balance of uses that foster vibrant, viable neighborhoods and economic development opportunities, protect natural and man-made resources, provide essential services in a cost-effective manner, maintain community character, and discourage urban sprawl.

POLICIES

FLU-1.2.1 FUTURE LAND USE CATEGORIES. The Village shall designate on the Future Land Use Map (see Map FLU-1) use categories of varying densities and intensities to provide for a full range of land use activities appropriate to the character of the Village’s neighborhoods. These designations are based upon environmental conditions, historic and developing growth patterns, and existing or future availability of public facilities and services. Village future land use categories are summarized as follow:

Category	General Uses Allowed <i>See policies for full listing of uses</i>	Max. Density/Intensity	Standards
Conservation	Preserves, mitigation areas and banks, natural resource based parks, and water conservation	n/a	
Wetlands	Very limited residential and recreation, open space and conservation	1 du / 20 acres	Avoid adversely affecting the ecological functions of wetlands
Public Parks and Recreation	Preserved land, passive recreation, active recreation, community centers	n/a <u>1 FAR</u>	

FUTURE LAND USE

Category	General Uses Allowed <i>See policies for full listing of uses</i>	Max. Density/Intensity	Standards
Public Facilities	<u>Public schools</u>	n/a	
	<u>Public schools</u> , <u>Libraries</u> , post office, fire station, utility sites, and other governmental facilities	n/a <u>1 FAR</u>	
Village Neighborhood 1	Schools, churches	n/a	Traffic shall not travel through significantly lower density or intensity areas
	<u>Churches</u>	<u>1 FAR</u>	
	Assisted living facilities , <u>Public</u> and quasi-public uses	<u>1 FAR</u>	Mixed use or single use commercial allowed subject to compatibility standards and public hearing
	<u>Assisted living facilities</u>	<u>1-4 du/ac, subject to conversion standards in the LDC</u>	
	Residential	1 – 4 du / gross residential acre	
	Minor commercial	<u>1 FAR or U</u> up to 30,000 s.f., <u>whichever is less</u>	
Neighborhood commercial	30,000 – 100,000 s.f. Per FLU-1.5		
Village Neighborhood 2	Schools, churches	n/a	Traffic shall not travel through significantly lower density or intensity areas
	<u>Churches</u>	<u>1 FAR</u>	
	Assisted living facilities , <u>Public</u> and quasi-public uses	<u>1 FAR</u>	Mixed use or single use commercial allowed subject to compatibility standards and public hearing
	<u>Assisted living facilities</u>	<u>1-6 du/ac, subject to conversion standards in the LDC</u>	
	Residential	1 – 6 du / gross residential acre	
	Minor commercial	<u>1 FAR</u> ; Up to 30,000 s.f.	
Neighborhood commercial	<u>1 FAR</u> ; 30,000 – 100,000 s.f. Per FLU-1.5		

FUTURE LAND USE

Category	General Uses Allowed <i>See policies for full listing of uses</i>	Max. Density/Intensity	Standards
Transitional Mixed Use *	Schools, churches	n/a	Traffic shall not travel through significantly lower density or intensity areas
	<u>Churches</u>	<u>1 FAR</u>	
	Assisted living facilities, public and quasi-public uses	<u>1 FAR</u>	Mixed use or single use commercial allowed subject to compatibility standards and public hearing
	<u>Assisted living facilities</u>	<u>1-6 du/ac, subject to conversion standards in the LDC</u>	
	Regional, community, neighborhood and minor commercial, hotel and office	Up to 1 million s.f. Per FLU-1.5	
	Residential	1 – 6 du / gross residential acre	
	Horizontal mixed use	<u>1 FAR for non-residential uses</u> 1 – 6 du / gross residential acre	
	Integrated horizontal mixed use with placemaking	<u>1 FAR for non-residential uses</u> 1 – 10 du / gross residential acre, bonus up to 14	
	Vertical mixed use	<u>1 FAR for non-residential uses</u> 1 – 16 du / gross acre including non-residential land, bonus up to 20	
Urban Commercial	Schools, churches	n/a	Traffic shall not travel through significantly lower density or intensity areas
	<u>Churches</u>	<u>1 FAR</u>	
	Assisted living facilities, p Public and quasi-public uses	<u>1 FAR</u>	
	<u>Assisted living facilities</u>	<u>1-6 du/ac, subject to conversion standards in the LDC</u>	

FUTURE LAND USE

Category	General Uses Allowed <i>See policies for full listing of uses</i>	Max. Density/Intensity	Standards
	Community, neighborhood and minor commercial, hotel and office	<u>1 FAR</u> ; Up to 400,000 s.f. Per FLU-1.5	Single use commercial subject to compatibility standards
	Residential	1 – 6 du / gross residential acre	Limited to parcels of 5 or more acres in size or parcels subject to an approved and effective DRI that designates residential development as allowable on the parcel
	Integrated horizontal mixed use	<u>1 FAR for non-residential uses</u> 1 – 6 du / gross residential acre	Mixed use allowed subject to compatibility standards and public hearing
	Vertical mixed use	<u>1 FAR for non-residential uses</u> 1 – 6 du / acre based on gross acreage including non-residential land	
Village Center **	Schools, churches	n/a	Traffic shall not travel through significantly lower density or intensity areas
	<u>Churches</u>	<u>2 FAR</u>	
	Assisted living facilities, <u>Public and quasi-public uses</u>	<u>2 FAR</u>	
	<u>Assisted living facilities</u>	<u>1-6 du/ac, subject to conversion standards in the LDC</u>	
	Housing, employment, hospital, shopping, office, hotel, recreation, park and civic uses	<u>2 FAR for non-residential uses;</u> Standard density range: up to 6 du/gross residential acre Tier 1: up to 6 du/gross residential acre, Incentives up to 9 Tier 2: up to 10 du/gross acre including non-residential land, Incentives up to 14 Tier 3: up to 15 du/gross acre including non-residential land, Incentives up to 20	

Category	General Uses Allowed <i>See policies for full listing of uses</i>	Max. Density/Intensity	Standards
		Tier 4: up to 21 du/gross acre including non-residential land, Incentives up to 27	
<p>* See policy FLU-1.2.8 B ** See policy FLU-1.2.10 E</p>			

FLU-1.2.2 CONSERVATION. The Conservation Lands include uplands and wetlands that are owned and used for long range conservation purposes. Conservation Lands may include such uses as wildlife preserves; wetland and upland mitigation areas and banks; natural resource based parks; ancillary uses for environmental research and education, historic and cultural preservation, and natural resource based parks (such as signage, parking facilities, caretaker quarters, interpretive kiosks, research centers, and quarters and other associated support services); and water conservation lands such as aquifer recharge areas, flowways, flood prone areas, and well fields.

Preserving the integrity of these areas for conservation enhances the aesthetics and quality of life for Village residents and tourists, provides a degree of natural protection against storms and flooding, helps maintain air and water quality, promotes marine and wildlife diversification and productivity, and promotes soil stabilization.

FLU-1.2.3 WETLANDS. Wetlands are those lands that are identified as Wetlands on the Future Land Use Map in accordance with Florida Statute Section 373.019(27). If a Wetlands boundary on the Future Land Use Map is incorrect due to a clear factual error, or if an exact boundary is established per jurisdictional determination or Florida Statute Section 373.019, an administrative process may be used to establish the precise boundary of the Wetland.

- A. Uses: Permitted land uses in Wetlands consist of very low density residential uses and recreational uses that will not adversely affect the ecological functions of wetlands, open space, and conservation that are compatible with wetland functions.
- B. Development type: Development in Wetlands must not adversely affect the ecological functions of wetlands.
- C. Density: The maximum density is one dwelling unit per twenty acres (1 du/20 acre).
 - 1. To encourage the preservation of lands designated Wetlands, any Wetlands area that is preserved may be calculated to yield dwellings at three-fourths (or 75%) of the standard density as allowed for adjacent land under common ownership designated Village Neighborhood 1, Village Neighborhood 2, Transitional Mixed Use, or Urban Commercial (formerly Intensive Development, Central Urban, Urban Community, Suburban, and Outlying Suburban areas). The number of dwellings calculated as yield from the preserved Wetlands may be transferred and incorporated in the development of the adjacent land under common ownership.

2. Any Wetlands designated area that is impacted will be calculated at the standard Wetlands density of 1 dwelling unit per 20 acres.

FLU-1.2.4 PUBLIC PARKS AND RECREATION. The Public Parks and Recreation areas include publicly owned or publicly accessible land for current or future active or passive recreational uses. Public Parks and Recreation areas are located where park facilities are established or planned, including state, county and local parks and recreation areas.

- A. Uses: Land uses range from preserved lands with passive recreation to community centers with active recreation uses, along with ancillary or supporting uses necessary for park and recreation operations serving the public.
- B. Development type: Public Parks and Recreation areas may include development of public parks, playgrounds, water access, and other active recreation facilities, as well as preservation, walking and bicycling trails, picnicking and boardwalks to provide passive recreation.

C. Intensity: Development must not exceed 1 FAR.

FLU-1.2.5 PUBLIC FACILITIES. Public Facilities areas include the publicly owned lands within the Village that are developed or anticipated for development to serve public purposes such as public schools, library, post office, fire station, utility sites, and other governmental facilities. The allowable uses within these areas are determined by the entity owning each such parcel in coordination with the Village’s zoning and permitting provisions for these facilities. Development (except schools) must not exceed 1 FAR.

FLU 1.2.6 VILLAGE NEIGHBORHOOD 1. The Village Neighborhood 1 areas are characterized by predominantly residential uses of lower densities with the potential for commercial uses of a minor commercial or neighborhood center scale. Some, but not all, of the requisite infrastructure needed for development is generally planned or in place. These areas were generally designated Rural, Sub-Outlying Suburban, Outlying Suburban, or Suburban in the Village’s Transitional Comprehensive Plan. These areas have been developed or planned with existing or emerging residential neighborhoods. Golf courses constitute the predominant open space in many of these neighborhoods, and gross densities range from one dwelling unit per acre (1 du/acre) to four dwelling units per acre (4 du/acre). Village Neighborhood 1 designated areas are either on the fringe of natural resources, or in proximity to urban commercial or transitional mixed-use areas. Examples include Wildcat Run, West Bay Club, The Estates at Estero River, the Brooks and Pelican Landing.

- A. Uses: Predominant land uses in Village Neighborhood 1 will be lower density residential uses with the potential to allow minor commercial or limited neighborhood center scale commercial, assisted living facilities, public and quasi-public uses, in each case through a public hearing process. Higher densities greater than 4 du/ac, commercial development greater than neighborhood centers, and industrial land uses are not permitted.

- B. Development type: Future development in this category is encouraged to be developed in a way that maintains and enhances a limited mix of residential unit types (multifamily, townhome, mid-rise, villas, and single family) while accommodating neighborhood oriented commercial uses such as eating places, personal and convenience services, and limited office when approved through a public hearing process. Such commercial uses may be developed as single use buildings or centers or as mixed-use, subject to compatibility standards described in the Community Design Sub-Element.
- C. Density/Intensity: The standard density range is from one dwelling unit per acre (1 du/acre) to four dwelling units per acre (4 du/acre). Bonus densities are not allowed. Commercial development must not exceed 1 FAR and must not exceed neighborhood center criteria of 30,000 – 100,000 square feet as described in Objective FLU-1.5.

FLU-1.2.7 VILLAGE NEIGHBORHOOD 2. The Village Neighborhood 2 areas are characterized by predominantly residential uses of moderate densities with the potential for commercial uses of minor commercial or neighborhood center scale. These areas have urban services available and are typically smaller, more compact sites that were designated Urban Community or Suburban (and not within the Mixed-Use Overlay) in the Village’s Transitional Comprehensive Plan. These areas have been developed with residential communities with gross densities ranging from over four dwelling units per acre (4 du/acre) to a maximum of ten dwelling units per acre (10 du/acre). Included among them, for example, are Coconut Shores, Fountain Lakes, Corkscrew Woodlands, Copper Oaks, Breckenridge, and Villagio.

- A. Uses: Predominant land uses in Village Neighborhood 2 will be moderate density residential uses with the potential to allow minor commercial or neighborhood center scale commercial, assisted living facilities, and public and quasi-public uses, in each case through a public hearing process. Higher densities greater than 6 du/ac, commercial development greater than neighborhood centers, and industrial land uses are not permitted.
- B. Development type: Future development in this category is encouraged to be developed in a way that maintains and enhances the variety and mix of residential unit types (multifamily, townhome, mid-rise, villas, and single family) while accommodating neighborhood oriented uses such as eating places, personal and convenience services, and office when approved through a public hearing process. Such commercial uses may be developed as single use buildings or centers or as mixed-use, subject to compatibility standards described in the Community Design Sub-Element.
- C. Density/Intensity: Standard density ranges from one dwelling unit per acre (1 du/acre) to six dwelling units per acre (6 du/acre). Commercial development must not exceed 1 FAR and must not exceed neighborhood center criteria of 30,000 to 100,000 square feet as described in Objective FLU-1.5.

FLU-1.2.8 TRANSITIONAL MIXED USE. Transitional Mixed Use areas are characterized by primarily existing or emerging developments where the Village’s largest and most intense commercial and multifamily residential developments are or will be concentrated, including some areas that currently have some degree of mixed use. Urban services are in place or readily expandable to support moderately intense levels of mixed commercial and residential development. These areas were typically designated Urban Community, General Interchange, or Suburban and within the Mixed Use Overlay per the Village’s Transitional Comprehensive Plan. Transitional Mixed Use areas are generally the north Estero area near intersections of US 41 with Broadway and Estero Parkway, Coconut Point DRI, and the four quadrants of the I-75 and Corkscrew Road interchange. These areas are located in close proximity to: public transit routes; education facilities; recreation opportunities; and existing residential, shopping and employment centers and are generally accessible to the surrounding neighborhoods, serving as focal points or community centers where activity is concentrated.

- A. Uses: A broad mix of uses, subject to compatibility standards of the Community Design Sub-Element, is allowed in the Transitional Mixed Use areas to foster the conveniences and efficiencies of live/work/play environments, including regional, community and neighborhood scale commercial including shopping, restaurant, entertainment and office, low to moderate density residential, parks and recreation. Assisted living facilities, and public and quasi-public uses are allowed in the Transitional Mixed Use future land use category.
- B. Development type, Density and Intensity: Development types and corresponding maximum densities and intensities allowed in the Transitional Mixed Use areas are outlined in the following table:

Transitional Mixed Use Category Development Types, Density and Intensity			
Development Types	Max. Standard Density <u>**</u>	Max. Bonus Density	Max. Intensity
Single use* & Horizontal mixed use* subject to compatibility standards *not allowed for substantial changes to existing approvals (10% or more increase to approved density or intensity)	1 du/ acre – 6 du/acre based on gross residential acreage for horizontal mixed use projects	n/a	<u>1 FAR; and</u> Neighborhood, community or regional scale commercial per FLU-1.5
Integrated horizontal mixed use subject to compatibility standards	1 du/acre – 10 du/acre based on gross residential acreage	Up to 14 du/acre based on gross	<u>1 FAR; and</u> Neighborhood, community or regional

		residential acreage	scale commercial per FLU-1.5
Vertical mixed use subject to compatibility standards	1 du/acre – 16 du/acre based on gross acreage including non-residential land	Up to 20 du/acre based on gross acreage including non-residential land	<u>1 FAR; and</u> Neighborhood, community or regional scale commercial per FLU-1.5
<p>** Bonus densities in the Transitional Mixed Use Land Use Category shall be determined through the planned development process for developer contributions of land or funds for the Village to purchase lands for public open space, recreational use or environmentally sensitive lands. The Village land development regulations shall establish the number of units available for such contributions and any additional compatibility criteria for planned development making use of the bonus densities</p>			

FLU-1.2.9 URBAN COMMERCIAL. The main purpose of the Urban Commercial designation is to foster development of unique destinations rather than a strip development pattern. Urban Commercial areas are characterized by primarily existing or emerging developments along the Village’s corridors where primarily single use retail, restaurant office, assisted living uses are concentrated. These properties are generally smaller in size (less than 10 acres) and serve nearby residential neighborhoods and consumers from outside Estero with daily and occasional needs for goods and services. Urban services are in place or readily expandable to support moderately intense levels of commercial development. Residential uses are also allowable, however they are not incentivized. These areas were typically designated Urban Community or Suburban and within the Mixed-Use Overlay per the Village’s Transitional Comprehensive Plan. Urban Commercial areas are generally the individual development sites along major corridors of U.S. 41, Corkscrew Road, and Three Oaks Parkway. These areas are located in close proximity to: public transit routes; education facilities; recreation opportunities; and existing residential, shopping and employment centers.

- A. Uses: A broad mix of commercial uses is allowed in the Urban Commercial areas to foster convenience and efficiency for a broader live/work/play environment, including neighborhood and community scale commercial including shopping, restaurant, hotel and office, all subject to the compatibility standards of FLU-1.10. Assisted living facilities, public and quasi-public uses are allowed in the Urban Commercial future land use category. Residential development is allowed subject to compatibility standards, and limited to parcels of 5 or more acres in size or parcels subject to an approved and effective Development of Regional Impact (DRI) that designates residential development as allowable on the parcel.
- B. Development type, Density and Intensity: Development types and corresponding maximum allowed densities and intensities in the Urban Commercial areas are outlined in the following table:

Urban Commercial Category Development Types, Density and Intensity			
Development Types	Standard Density	Bonus Density	Intensity
Single use commercial subject to compatibility standards	n/a	n/a	<u>1 FAR; and</u> Neighborhood or community scale commercial per FLU-1.5
Residential Limited to parcels of 5 or more acres in size or parcels subject to an approved and effective DRI that designates residential development as allowable on the parcel	1 du/acre – 6 du/acre based on gross residential acreage	n/a	n/a
Integrated horizontal mixed use subject to compatibility standards	1 du/acre – 6 du/acre based on gross residential acreage	n/a	<u>1 FAR; and</u> Minor, Neighborhood or Community scale commercial per FLU-1.5
Vertical mixed use subject to compatibility standards	1 du/acre – 6 du/acre based on gross acreage including non-residential land		<u>1 FAR; and</u> Minor, Neighborhood or Community scale commercial per FLU-1.5
Assisted Living Facilities	1-6 du/ac, subject to conversion standards in the Land Development Code	n/a	

FLU-1.2.10 VILLAGE CENTER. The Village Center area is characterized by primarily undeveloped or underdeveloped land lying near US 41 in the heart of the Village of Estero. The Village Center is intended to improve the quality of life for Estero’s residents and visitors by providing a variety of neighborhood and housing types and more diverse economic activity in the heart of Estero. The specific goals of the Village Center include creating: socially vital centers supportive of business both big and small, a central location for a hospital with full range of medical services, neighborhoods and streets that are safe and attractive for walking and bicycling, the preservation of community history, and the protection of the environment, particularly along the Estero River. Urban services are in place or readily expandable to support relatively intense commercial and residential development in the Village Center. The Village Center area has some of the larger

undeveloped parcels of land left in the Village in close proximity to Village Neighborhoods, Transitional Mixed-Use areas, major attractions of the County and State parks and Estero River, and major corridors of the CSX Railway, US 41 and Corkscrew Road.

- A. Uses: Uses in the Village Center include housing, employment, hospital, shopping, office, hotel, recreation, park and civic uses. Public schools, assisted living, public and quasi-public uses are allowed in the Village Center future land use category.
- B. Development type: Future development in this category is encouraged to be interconnected neighborhoods and mixed-use of low to midrise residential, commercial and mixed use building types in an urban form and including passive and active recreation facilities.
- C. Density/Intensity: Landowners in the Village Center Area may develop within the standard density range with one dwelling unit per acre (1 du/acre) to six dwelling units per acre (6 du/acre); however the Village encourages land to be developed or redeveloped with a greater mix of uses and higher densities per a tiered system described further below, with up to a maximum of 27 dwelling units per acre when the highest degree of walkable mixed-use pattern is achieved, subject to the public hearing process. Commercial development must not exceed 2 FAR.
- D. Implementation: The Village Center is implemented through LDC standards, plans, and incentives that address the community's need for a central civic and economic core that is connected to surrounding residential neighborhoods, commercial areas, the Estero River, the Old Estero area, the Estero Community Park, and other parks and recreational facilities.
 - 1. The Land Development Code establishes the Estero Planned Development Zoning District which contains tiered standards that apply to the Village Center Area and which may include sub-districts which may have specific policies applying therein. Rezoning to the Estero Planned Development Zoning District must be sought to take advantage of the new tiered standards and densities with respect to specific development tracts. The Village's intention is to use this new zoning district whenever increases in density and intensity are requested in the Village Center Area (as "increase in intensity" is defined in this Plan). The Village will coordinate with FDOT in the review of any new "Village Center" land development or redevelopment project to assess potential impacts of density increases on State and SIS transportation facilities, such as US 41 and 1-75.
 - 2. The Land Development Code provisions that implement the Village Center future land use category consider such reasonable guidelines as are necessary in order to foster predictable built results and higher quality public spaces by using physical form (rather than separation of uses) as the organizing principle for achieving such objectives. Such guidelines may consider designating locations where different building form standards apply, the relationship of buildings to the public space, public standards for such elements in the public space as sidewalks, travel lanes, on-

street parking, street trees, street furniture, and other aspects of the urban built environment that may be applicable to foster interconnection, social vitality and walkability in the Village Center Area. The Land Development Code provisions may also consider other alternative types of reasonable guidelines that may accomplish such goals in a different or complementary manner.

3. Properties in the Village Center Area which have vested rights under the law may proceed under such vested rights as otherwise provided in the comprehensive plan and Land Development Code, and shall not be required by virtue of this Policy to seek rezoning to the Village Center standards if the property owner seeks no increase in either ~~densities OR intensity (as such term is defined in the Land Development Code)~~ beyond such vested rights, or ~~no increase~~ in density beyond 10% of vested dwelling units, as such terms "density" and "intensity" are defined in the Definitions section of this Plan.
4. The Land Development Code provides standards for four levels of development in the Village Center Area that will contribute to a walkable mixed-use environment in the Village Center Area:
 - a. Tier 1 provides a minimum network of connecting streets that will allow the general public and residents to move by car, bike, or on foot within and through development tracts.
 - b. Tier 2 accommodates residential neighborhoods with higher densities and a potential for a greater variety of housing types, as well as mixed-use neighborhoods with higher levels of non-residential uses, and, in each case, greater connectivity than Tier 1.
 - c. Tier 3 accommodates mixed-use neighborhoods with similar attributes as Tier 2 but with higher levels of non-residential uses as well.
 - d. Tier 4 allows an entire development tract to be planned as a compact community, as provided in Chapter 32 of the Land Development Code.
- E. Public Benefits: The Land Development Code provides minimum standards for each tier and describes public benefits that developers may offer to obtain specified density/intensity incentives in each tier. Public benefits shall be calibrated to the needs of each Tier and the particular proposed development plan, and must meet or exceed the goals and objectives of the comprehensive plan; meet or exceed the general land development code criteria for the Village Center; and create significant public benefit appropriate to the tier and the particular development plan.

Base and maximum residential densities will be set by the Village Council during the planned development rezoning process based on its determination of an application's compliance with this comprehensive plan and the specific standards and requirements for each tier. Increases in base residential densities may be allowed after consideration

of incentive offers as provided in the Land Development Code. Densities cannot exceed the top of the following ranges:

1. Tier 1: Base level is up to 6 dwelling units per acre of Tier 1-only land plus up to 3 additional dwelling units per acre of Tier 1-only land after consideration of accepted incentive offers, for a maximum of 9 dwelling units per acre of Tier 1-only land.
2. Tier 2: Base level is up to 10 dwelling units per acre of Tier 2 land plus up to 4 dwelling units per acre of Tier 2 land after consideration of accepted incentive offers, for a maximum of 14 dwelling units per acre of Tier 2 land.
3. Tier 3: Base level is up to 15 dwelling units per acre of Tier 3 land plus up to 5 dwelling units per acre of Tier 3 land after consideration of accepted incentive offers, for a maximum of 20 dwelling units per acre of Tier 3 land.
4. Tier 4: Base level is up to 21 dwelling units per acre of Tier 4 land plus up to 6 dwelling units per acre of Tier 4 land after consideration of accepted incentive offers, for a maximum of 27 dwelling units per acre of Tier 4 land.

Additional density above the base level up to the maximum density may be granted through the planned development process based on accepted incentive offers providing specific public benefits, such as enhanced interconnectivity, preservation of indigenous vegetation, innovative landscaping and street design, offsite improvements, dedication of onsite public spaces, public trails, gathering spaces, river trail easement, river buffer, civic building site, architectural excellence, enhanced parking design (under building parking), or other similar items as specified in more detail in the Land Development Code.

- F. Density Calculation: With respect to these base and maximum residential density calculations:
 1. For land in Tier 1-only, densities are calculated based on the definition of "Density" of the comprehensive plan, thus excluding non-residential land in Tier 1.
 2. For land in Tiers 2, 3, and 4, densities are calculated based on this definition except that non-residential land is included for these tiers only.

SPECIFIC USE CONSIDERATIONS

FLU-1.3

OBJECTIVE

In support of the unique character and quality of life in Estero, certain uses require enhanced consideration or review, or may be prohibited, as described in the policies below.



Image by Johnson Engineering, Inc.

POLICIES

FLU-1.3.1 To ensure that future commercial and mixed-use developments meet the community's planning priorities, all new commercial development which requires rezoning must be rezoned to a Commercial (CPD), Mixed Use (MPD), or Compact PD, as those districts may be amended from time to time. Commercial development shall not be established where traffic is required to travel through areas with significantly lower densities or intensities (e.g. commercial access through residential areas), except where adequate mitigation can be provided as determined acceptable through the public hearing process.

FLU-1.3.2 Except as set forth in Policy FLU-1.3.3 below, the following uses (as defined in the Land Development Code, as amended) are prohibited within Estero: "detrimental uses," nightclubs or bar and cocktail lounges unless within a Group III Restaurant or a hotel; and retail uses that require outdoor display in excess of one acre. Outdoor display in excess of one acre is only permitted in that part of the Transitional Mixed Use Future Land Use Category located west of 1-75, south of Corkscrew Road, and east of Corkscrew Woodlands Boulevard.

FLU-1.3.3 Nightclubs, bars, microbreweries and cocktail lounges, which are not within a Group III Restaurant or a hotel, may be considered in Transitional Mixed Use and Village Center designated areas through the public hearing process.

FLU-1.3.4 Warehouse, heavy commercial, and limited light industrial shall be allowed only in appropriate areas through rezoning to Planned Development.

FLU-1.3.5 Any proposal to convert a golf course to an alternate use shall be subject to review through the Planned Development rezoning process, and subject to standards in the Land Development Code that ensure preservation and protection of adjacent residential properties and open space views.

FLU-1.3.6 Existing bona fide agricultural uses shall be allowed to continue.

FLU-1.3.7 Location of churches and schools may be considered in all future land use categories except for Wetlands, Conservation and Public Parks and Recreation, provided

they shall not be established where traffic is required to travel through areas with significantly lower densities or intensities, except where adequate mitigation can be provided as determined acceptable through the public hearing process.

FLU-1.3.8 Consideration of public uses and public buildings, public utilities, public recreation uses (including franchised quasi-commercial uses in conjunction with a public use), and sites for compatible public facilities shall be allowed in all future land use categories when consistent with the goals, objectives and policies in this plan and applicable zoning and development regulations.

FLU-1.3.9 Any facility licensed under Florida Administrative Code Chapter 10A-5. (e.g. an adult congregate living facility) will be deemed a residential use and limited to locations and densities appropriate for residences, with the additional allowance to locate in the Urban Commercial category at a residential density standard of 1-6 du/acre, and subject to density conversions found in the LDC.

FLU-1.3.10 To maintain the Village’s aesthetic standards, billboards are prohibited. The Village will implement an amortization program for existing billboards.

BONUS DENSITY		FLU-1.4
OBJECTIVE	Density above the standard range can be considered in Transitional Mixed Use designated areas.	

POLICIES	FLU-1.4.1 Implementation of bonus density will be through the Land Development Code, with density amounts determined through the public hearing process.
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COMMERCIAL SITE LOCATION STANDARDS		FLU-1.5
OBJECTIVE	The siting of commercial developments shall be controlled by location standards. These standards are intended to avoid proliferation of commercial strip development by identifying appropriate locations for commercial uses to meet the needs of residents and visitors and to be compatible with existing residential neighborhoods or residential uses.	
	 <p><i>Image by Johnson Engineering, Inc.</i></p>	

POLICIES

FLU-1.5.1 Commercial development levels are categorized as minor, neighborhood, community, or regional scale. The Village assigns intensities to these commercial levels according to the context and accessibility of the commercial development described below. See Map TR-1 for Functional Classifications of roadways.

The location standards specified in Subsections A-D will apply to the following commercial developments: shopping centers, free-standing retail or service establishments, restaurants, convenience food stores, automobile dealerships, gas stations, car washes, and other commercial development generating large volumes of traffic. These location standards will not apply to the following: banks and savings and loan establishments without drive-in facilities; hotels or motels; marinas; general, medical, or professional offices; industrial, warehouse, or wholesale development; clubs, as defined in the Land Development Code (commercial clubs excepted); and other similar development.

A. Minor Commercial

1. Provides for the sale of convenience goods and services and has a gross floor area less than 30,000 square feet.
2. Must be located (except where this plan provides specific exceptions) on or within 330 feet of the right of way of local and collector, local and arterial, or collector and collector roads; at the intersection of collector and arterial and arterial and arterial roads; or within a residential planned development provided it is located and designed primarily to meet the commercial needs of the residents of the development.
3. When developed as part of a Mixed Use planned development, Estero Planned Development or Compact planned development, and meeting the use limitations, modified setback standards, signage limitations, and landscaping provisions, retail uses may deviate from the locational requirements and maximum square footage limitations through compliance with design standards of this plan and approval by the Village Council.
4. Village Council may approve applications for minor commercial centers that do not comply with the location standards of subsection 2 above for such centers but which are consistent with design standards of this plan.

B. Neighborhood Commercial

1. Provides for the sale of specialty goods and convenience goods and personal services, such as food, drug, sundries, and hardware items and has an overall gross floor area range of 30,000 to 100,000 square feet.
2. Must be located at the intersection of an arterial and a collector or two arterials so that direct access is provided to both intersecting roads. Such direct access may be provided via an internal access road to either intersecting road.

- C. Community Commercial
 - 1. Provides for the sale of retail goods such as clothing, variety items, appliances, and furniture as well as goods that may be found in a neighborhood commercial development and has a gross floor area range of 100,000 to 400,000 square feet.
 - 2. Must be located at the intersection of two arterials so that direct access is provided to both intersecting roads. Such direct access may be provided by an internal access road to either intersecting road.
- D. Regional Commercial
 - 1. Provides some functions of community commercial, in addition to providing a full range and variety of shopping goods for comparative shopping (such as general merchandise, apparel, furniture, and home furnishings) and has a gross floor area range of 400,000 to 1 million square feet.
 - 2. Must be located in such a manner as to provide direct access to two arterial roads. Such direct access may be via an internal access road to one or more arterials.
- E. The Commercial Site location standards described in this policy do not apply to Regional Commercial development approved as part of the Coconut Point Development of Regional Impact.
- F. Commercial development "at the intersection" will extend no more than one-quarter mile from the centerline of the intersection and must include proper spacing of access points, with the following exception: in a commercial development approved under the planned development rezoning process, "at the intersection" may extend beyond one-quarter mile from the intersection, provided that:
 - 1. Direct access is provided to the development within one quarter mile of the intersection;
 - 2. An internal access road or frontage road provides access to the intersecting street prior to occupancy of the development; and
 - 3. All access points meet Land Development Code requirements for safety and spacing;
 - 4. The retail commercial use, including any outdoor sales, does not extend beyond one-half mile from the centerline of the intersection.

Standards specified in Subsections A-D for location and floor area will serve as guidelines during the rezoning process (allowing discretion by the Village Council in special cases in which retail uses are the only reasonable use of the parcel in light of its size, its proximity to arterials and collectors, and the nature of the existing and projected surrounding uses, including but not limited to environmental factors) but are strict requirements during the development order process. The descriptions specified in Subsections A-C will serve generally to indicate the types of development which are likely to fall within each

commercial development level. Proposed rezonings to commercial or mixed use zoning districts may be found consistent with the comprehensive plan by the Village Council even if the subject parcel does not comply with the applicable location standard and floor area; provided, however, that all such development orders must be consistent with the level of service requirements in this plan.

HISTORIC AND ARCHEOLOGICAL RESOURCES

FLU-1.6

OBJECTIVE

Where feasible, the Village will recognize and support the endurance of Estero's historic and archeological resources.



Image by Johnson Engineering, Inc.

POLICIES

FLU-1.6.1 The Village shall continue to use the Florida Department of State, Division of Historical Resources "Florida Master Site File" and Lee County's local register of historic places as the method of maintaining a record of local historically significant structures, sites, and housing.

FLU-1.6.2 The Village recognizes the area in the vicinity of the Koreshan Village (the 1883 Damkohler homestead) and the Boomer property on the west, the Broadway Avenue corridor on the north, Sandy Lane on the east, and Corkscrew Road on the south as an area appropriately designated as "Old Estero." Where feasible, through public/private recognition programs, the Village will encourage preservation of historic resources, sites and structures.

FLU-1.6.3 The Village will pursue appropriate cooperative ventures with private and public entities to encourage preservation of historic or archaeological sites in the Village. This includes fostering the presence of historical and cultural resources at the Estero Community Park or other suitable locations.

FLU-1.6.4 The Village will recognize the unique historical and cultural values of the Village of Estero by establishing and implementing development incentives and regulations within the Land Development Code that:

- A. Allow adaptive reuse of historic buildings, sites, and structures to provide property owners economic viability in the restoration and maintenance of these historic assets;
- B. Incorporate design features of Estero's historic structures into future architectural design, streetscape, and LDC standards in the vicinity of Old Estero;

- C. Explore methods to implement appropriate setback buffers along the Estero River to maintain the historic, scenic character of the watercourse; and
- D. Identify, protect and promote historic resources and facilities such as those located in Koreshan Park, the Old Estero area, and the Estero Community Park.

NONCONFORMITIES

FLU-1.7

OBJECTIVE

Provide for the reasonable and lawful protection of property owner investments where development approvals do not conform to comprehensive plan requirements or land development regulations enacted after the development approvals.

POLICIES

FLU-1.7.1 VESTED RIGHTS. Nothing contained in this Comprehensive Plan shall modify or abridge the law of vested rights or estoppel under Florida Statutes or judicial precedent. Developments of Regional Impact maintain their statutory vested rights status pursuant to the provisions of Florida Statutes Chapter 380.06 and Section 163.3167(5). If the property owner is unclear as to the exact nature of the vested rights that are claimed, such property owner may submit an application to the Village of Estero for a determination of such vested rights. The Village Council will conduct a public hearing to determine the nature and extent of such vested rights, and shall apply judicially defined principles of equitable estoppel in making such determination. Each vested rights determination is based on the facts and law associated with that particular property and shall not be considered as a precedent that can be relied upon in any other determination.

FLU-1.7.2 BUILD BACK AFTER DESTRUCTION BY NATURAL FORCES. Structures which have been damaged by fire or other natural forces to the extent that the cost of their reconstruction or repair exceeds 50% of the replacement value of the structure may be reconstructed at (but not to exceed) the legally documented actual use, density, and intensity existing at the time of destruction, thereby allowing such structures to be rebuilt or replaced to the size, style, and type of their original construction, including their original square footage; provided, however, that the affected structure, as rebuilt or replaced, complies with all applicable federal and state regulations, local building and life safety regulations, and other local regulations which do not preclude reconstruction otherwise intended by this policy.

In order to reconstruct at the legally documented previous use, density, and intensity, a building permit must be applied for within three years after the date of destruction. The date of destruction must be legally documented. Such documentation may include a local, state, or federal declaration of disaster; a fire or police department report on the event; or any insurance claims filed as a result of the destruction. If a building permit is not applied for within three years of the destruction, the property will then become subject to current

regulations on use, density, and intensity. The Village shall maintain land development regulations to implement this policy.

FLU-1.7.3 LAND DEVELOPMENT REGULATIONS FOR NONCONFORMITIES. The Village will maintain land development regulations that provide for the appropriate regulation of nonconforming uses, structures and site improvements.

FLU-1.7.4 MINIMUM SINGLE-FAMILY RESIDENTIAL USE. Notwithstanding density provisions of this plan, any owner of land which land at the time of the adoption of the Comprehensive Plan is not in compliance with the standard density requirement for which the land is designated may construct a single-family residence on the land, provided that it meets certain standards for construction; lot or parcel recordation; minimum lot size; and access and drainage. These standards shall be further detailed in the land development regulations and shall be substantially similar to the standards for single-family residence administrative interpretations as set forward in Article XIII of the Lee Plan, dated August 2007.

ADMINISTRATIVE INTERPRETATIONS

FLU-1.8

OBJECTIVE

Provide an administrative process for interpretation of the Future Land Use Element to resolve matters limited to factual error in wetland designations and clarification of future land use map boundaries as to a specific parcel.

POLICIES

FLU-1.8.1 PROCESS. A landowner may apply to the Department of Community Development for an Administrative Interpretation delineated in this objective, using an application form provided by the Department and submitting information as may be requested in order to make an interpretation. Any appeal of the Administrative Interpretation shall be made to the Village Council, which shall hold a de novo quasi-judicial hearing on the appeal. Further standards and procedures for Administrative Interpretations and appeal shall be provided in the land development regulations.

FLU-1.8.2 WETLANDS ADMINISTRATIVE PROCESS. An administrative process shall be available to a landowner if a Wetlands boundary on the Future Land Use Map is incorrect due to a clear factual error, or if an exact boundary is established per jurisdictional determination or Florida Statute Section 373.019. The administrative process may be used to establish the precise boundary for the Wetlands designation on the Future Land Use Map.

FLU-1.8.3 FUTURE LAND USE MAP BOUNDARY CLARIFICATION. An Administrative Interpretation shall be available to a landowner to clarify the Future Land Use Map designation boundary of its specific parcel of property.

COMMUNITY DESIGN SUB-ELEMENT

DESIGN OF MIXED USE DEVELOPMENT

FLU-1.9

OBJECTIVE

The Village will encourage new development and redevelopment in mixed use patterns primarily in the Village Center and Transitional Mixed Use future land use categories, and on a very limited basis associated with the Village Neighborhood categories where appropriate and subject to compatibility standards. The objective is to promote Estero's quality of life and diverse local economy by fostering compatible mixed-use centers that can serve as central gathering places for Estero's residents, business people, and visitors.

POLICIES

FLU-1.9.1 MIXED USE DEVELOPMENT FORM. The Village encourages mixing of complementary residential and nonresidential uses on a single site to reduce vehicle miles travelled, support pedestrian, bicycle and transit opportunities and activate streets and public spaces with pedestrians for greater economic, recreational and social opportunities resulting in built environments and landscapes that provide a true sense of place.

- A. The Village Center and Transitional Mixed Use future land use categories are intended to accommodate mixed use development patterns, and the Neighborhood Village categories allow for a limited mix of use in suitable locations, subject to compatibility standards.
- B. Mixed use development shall be limited to uses that are complementary rather than conflicting, as those terms are specified in the definition of mixed use found [at the end of this Element in the Definitions section](#). The ultimate determination of allowable commercial uses will be through a public hearing process and will be based upon the needs of the Village, character of the surrounding area, the compatibility of the uses, and the characteristics of the transportation network.
 - 1. Carefully mixing complementary uses can reduce overall trip lengths, support pedestrian, bicycle and transit opportunities and create pedestrian friendly streetscapes. Mixed uses will be encouraged within individual buildings (e.g. residential above retail or office space) but may be located in separate buildings that can be easily reached using publicly accessible sidewalks and streets.

Mixed Use areas will provide for placemaking including, without limitation, public gathering places, civic uses, such as green spaces or community centers, and other placemaking public amenities described further below.

Mixed-use patterns will be integrated within an overall design framework to create a pedestrian friendly, human scale environment, through objective, measurable compatibility standards including size, scale, proportion, and materials detailed in

the land development regulations. Flexibility in design will allow for choice and variety in architectural style.

- C. Forms of mixed use development include horizontal mixed use, integrated horizontal mixed use, and vertical mixed use:



*Left: Typical single use building (Source: TownPlace Suites Marriott at Coconut Point)
Right: Typical vertical mixed use building (Source: Johnson Engineering, Inc.)*

1. Horizontal mixed use includes single use buildings on distinct parcels in one overall development project. This is the simplest form of mixed use in that basic proximity and pedestrian and bicycle connectivity between residences and nonresidential destinations affords the reduction of vehicle miles travelled. This form requires buffering between residential and nonresidential uses. Neighborhood commercial centers with direct pedestrian/bicycle infrastructure linking to residential areas is an example of horizontal mixed use.
2. Integrated horizontal mixed use includes single use buildings on distinct parcels in one overall development project. Integration of the project is achieved through placement of nonresidential uses within $\frac{1}{4}$ -mile walking distance to residences, and with placemaking design elements so that separate uses are perceived as unified live, work, play, and shop destinations. Placemaking design elements are spaces and infrastructure meant to function for public access, use, and interaction. Context driven and accessible to the public through dedication of a public access easement, examples of placemaking design elements include indoor or outdoor spaces, walkable streets, environmental features, or public art.

Placemaking Examples

- a. **Public art** (monuments, community engaged, professionally designed, fixed or temporary, etc.)



PGA Commons Palm Beach Gardens (Source: Google Earth)

- b. **Urban green space** (passive open space, greenways, activated park, urban farms, etc.)



*Smale Riverfront Park
(Source: American Planning Association Image Library)*

- c. **Plaza** (primarily solid surface for passive open space or activated with furnishings, furnishings can be fixed or flexible)



Coconut Point plaza space with fixed seating (Source: Johnson Engineering, Inc.)

d. Identifiable landmark (fountain, clock tower, etc.)



Bella Terra clocktower in Estero, Florida (Source: Google Earth)

e. Hidden off-street parking (mid-block parking structures with liner buildings)



Left: Mid-block parking in Coconut Point, Estero, Florida (Source: Google Earth)



Right: Parking structure (left) hidden by street-lining buildings (right) in Mizner Park, Boca Raton, Florida (Source: Google Earth)

f. Environmental feature (rain garden, signature trees, watercourse, roadside bioswale, etc.)



Left: Roadside bioswale intercepts stormwater from impervious surface (Source: National Association of City Transportation Officials (NACTO) text, "Urban Street Design Guide")



Right: Mercato development with signature tree in Naples, Florida (Source: Google Earth)

g. Paseo or via (pedestrian promenade free from cars)



*Left: Car-free zone from the Babcock Community Pattern Book, Kitson & Partners
Right: Fort Myers, Florida (Source: Johnson Engineering, Inc.)*

h. Traffic calming enhancements (roundabout or rotary, rumble strips, parklets, speed tables, etc.)

Placemaking requires bicycle and pedestrian infrastructure as appropriate per the Federal Highway Administration's list of proven safety countermeasures including (in coordination with local fire departments):

1. Safety Edge
2. Roundabouts
3. Corridor Access Management
4. Backplates with Retroreflective Borders
5. Longitudinal Rumble Strips and Stripes on 2-Lane Roads
6. Enhanced Delineation and Friction for Horizontal Curves
7. Medians and Pedestrian Crossing Islands in Urban and Suburban Areas
8. Pedestrian Hybrid Beacon

Implementation of a "Road Diet" or Roadway Reconfiguration to slow traffic and accommodate non motorized travel is also an example of a traffic calming enhancement.



*Left: Acacia roundabout in Clearwater, Florida (Source: Google Earth)
Right: Speed table in Naples, Florida (Source: Johnson Engineering, Inc. photo)*



Left: Mini circle in Coral Gables, Florida (Source: Google Earth)

Right: Brick paver cross walk through median in Naples, Florida (Source: Johnson Engineering, Inc. photo)

i. Increasing options of transportation (overlapping connections and multiple options for public transportation)



Left: Park & Ride in Davie, FL including parking spaces, bike racks and bus stops (Source: Google Earth)

Right: Public trolley in Sweetwater, Florida (Source: City of Sweetwater Transit)

j. Pedestrian enhancements (widened sidewalks exceeding 6 feet, pedestrian crossing islands, pedestrian hybrid beacon, paver surfaces for pedestrians, wayfinding signage, etc.)



Left: Pedestrian crosswalk in Hollywood, FL (Source: American Planning Association Image Library)

Right: Paver surface with shade for pedestrians (Source: Johnson Engineering, Inc. photo)

Recognizing that integrated design is more challenging, incentives for this form of development include higher allowable density and intensity, and relief from development standards which shall be implemented in the land development code, such as:

Buffering between uses is not required; cumulative parking requirements for integrated horizontal mixed-use projects could be reduced based on sharing of facilities for residential and nonresidential uses with alternating peak demands; stormwater facilities, utility and transportation infrastructure, and common area maintenance can also be shared.

3. Vertical mixed use includes residential and nonresidential uses in the same building. A development project with vertical mixed-use buildings as the primary building type (fewer than half of the buildings are single use buildings) constitutes a vertical mixed-use development project. Vertical mixed-use projects shall be integrated with placemaking design elements that are context driven and accessible to the public, so that the development project is perceived as unified live, work, play, and shop destination. Recognizing the increased complexity of permitting, constructing, financing, and managing vertical mixed-use projects, the Village shall implement incentives for this form of development including the highest allowable density and intensity, and relief from development standards which shall be implemented through the land development code, such as:

The allowable density per the Future Land Use category may be calculated using the gross acreage of the project; buffering between uses is not required; cumulative parking requirements for integrated horizontal mixed-use projects could be reduced based on sharing of facilities for residential and nonresidential uses with alternating peak demands; stormwater facilities, utility and transportation infrastructure, and common area maintenance can also be shared.

FLU-1.9.2 MIXED USE DEVELOPMENT STANDARDS. Development standards and criteria for mixed use development shall accomplish the following desired attributes:

- A. Provisions for outdoor livability, including interconnected pedestrian and bike facilities, public plazas, and seating.
- B. Well defined centers and edges with public or civic space creating an element around which other development is located. When necessary, development density and intensity will gradient from the center to the edge suitable to integrated surrounding land uses.
- C. Development plans will create focal points of signature buildings, civic spaces, natural amenities, and other prominent features through placement or street layout.

- D. Local climate and history will dictate the architectural and landscape design and natural methods of cooling and heating will be encouraged. Evaluate Green Building techniques as an alternative way to provide open space.
- E. Streets and roads will be fronted by design features including sidewalks which define and contribute to a pedestrian street character. Building design, placement, and entrances will be at a pedestrian scale and oriented towards streets or other public space such as parks or squares.
- F. The street system will be designed to provide safe access to, through (where feasible), and within each development in a way that equally serves automobile and non-automobile modes of transportation with the following considerations:
 - 1. Narrow traffic lanes and other traffic calming techniques to maintain safe multi-modal transportation.
 - 2. An interconnected street system with a pedestrian circulation system to connect the nonresidential uses with residential uses and areas, extended to adjacent sites at the least intrusive locations, with interconnections. The intent is to provide multiple vehicular, bicycle, and pedestrian linkages to adjacent local destinations, including residential neighborhoods, as an alternative to arterial and collector roads, except where such connections are precluded by physical layout of natural environmental features. Link pedestrian routes and bikeways with the street system or other public space such as parks or squares avoiding routes through parking lots and other locations out of the public realm.
 - 3. A system of alleyways for service vehicles and access to parking.
 - 4. Convenient access to transit facilities.
 - 5. Sidewalks shaded by rows of street trees.
 - 6. Automobile-oriented uses will have a limited number of driveways, and drive-in or drive-up windows will be located to avoid conflict with pedestrian and bicycle traffic. Auto-centric uses may not be allowed as incompatible with residential uses or will be strictly limited especially relative to the interface of pedestrian and bicycle traffic with drive throughs.
 - 7. Additional provisions to achieve the goals of development of walkable environments may be established in the Land Development Code.
- G. Large scale development design techniques should integrate the establishment into the surrounding community. Such design techniques will include:
 - 1. Creation of a series of smaller, well defined customer entrances to break up long facades and provide pedestrian scale and variety, that may be achieved through the use of liner buildings.
 - 2. Limited number and size of signs.

3. Landscaping and use of pocket parks and courtyards and other placemaking design elements adequate to soften large building masses.
- H. Crime Prevention Through Environmental Design (CPTED) guidelines will be incorporated to the maximum extent possible.
- I. Parking areas will be designed to minimize intrusiveness and impacts on the pedestrian character, through the following techniques:
 1. On-street parking with landscaping and design features, such as corner and mid-street bump outs, that afford traffic calming and produce a comfortable and safe pedestrian environment will be promoted.
 2. Parking lot locations will not separate pedestrian areas including sidewalks, squares, and plazas from the front of buildings containing the primary entrance.
 3. Parking lots will be screened from all streets, sidewalks, and open spaces, and will be designed to maintain or enhance the street edge.
 4. Parking lots will be designed with safe pedestrian connections to business entrances and public space to create a park-once environment.
 5. Reduction of paved parking areas will be evaluated wherever practicable through measures such as provision of shared parking and parking structures to serve multiple uses and alternative paving materials. Large expanses of pavement will be discouraged. Reduced ratios of required parking for non-residential uses for integrated horizontal mixed use and vertical mixed use projects will be evaluated in the land development regulations.
- J. Public space and landscaping will be provided that includes:
 1. Public areas will provide adequate urban landscaping that includes street trees, planted areas, and street furniture.
 2. Required surface and storm water management facilities will be designed integrally with civic spaces, and as a physical or visual amenity that provides usable open space or an aesthetic feature that resembles natural areas.
 3. Paved areas (including parking) will require overhead shading from tree canopy or building features based on factors such as scale of development and performance standards.
- K. Connectivity and Buffering: Mixed use developments will be well integrated both internally and externally.
 1. Automotive, pedestrian and/or bicycle connections to adjacent commercial development will be provided.
 2. Connections to existing residential neighborhoods will be encouraged and will not be precluded by the Mixed Use Development's design.

3. Buffering of uses internal to an integrated horizontal mixed use or vertical mixed use development are not required.
4. Buffering from adjacent developments, when deemed absolutely necessary, will not preclude future interconnectivity.

DESIGN OF COMMERCIAL USES

FLU-1.10

OBJECTIVE

Attractively designed and high quality commercial uses can be allowed in the Village Center and Transitional Mixed Use and Urban Commercial future land use categories, and in minor commercial and neighborhood centers of the Neighborhood Village Future Land Use category. The objective is to promote Estero's quality of life and diverse local economy by fostering the development of targeted economic areas, as a preference over the development of strip commercial centers, in order to provide a diverse employment and economic base while meeting the commercial, professional, and service needs of the people who live, work, and play within the community.



Image by Johnson Engineering, Inc.

POLICIES

FLU-1.10.1 COMMERCIAL DEVELOPMENT FORM. To permit orderly and well-planned commercial development at appropriate locations, all applications for commercial development will be reviewed and evaluated as to their compatibility with adjacent and nearby uses, including consideration of the following:

- A. Traffic and access impacts (rezoning and development orders);
- B. Architectural and landscape architectural design (rezoning and development orders);
- C. Site planning, interconnectivity, and public space (rezoning and development orders);
- D. Screening, landscaping and buffering (rezoning and development orders);
- E. Availability and adequacy of services and facilities (rezoning and development orders);
- F. Impact on adjacent land uses and surrounding neighborhoods (rezoning);
- G. Proximity to other similar centers (rezoning); and
- H. Environmental considerations (rezoning and development orders).

FLU-1.10.2 COMMERCIAL DEVELOPMENT STANDARDS. New commercial developments should be designed to arrange uses in an integrated and cohesive unit in order to address compatibility with the adjacent and nearby uses by adhering to the following standards:

- A. Provide visual harmony and screening;
- B. Reduce dependence on the automobile;
- C. Promote pedestrian movement within the development and connectivity to adjacent and nearby uses where such uses are compatible;
- D. Utilize joint parking, access and loading facilities;
- E. Avoid negative impacts on surrounding land uses and traffic circulation;
- F. Protect natural resources; and
- G. Provide necessary services and facilities where they are inadequate to serve the proposed use.
- H. Large scale nonresidential establishments will incorporate development design techniques to integrate the establishment into the surrounding community. Such design techniques will include:
 - 1. Creation of a series of smaller, well defined customer entrances to break up long facades and provide pedestrian scale and variety, that may be achieved through the use of liner buildings.
 - 2. Limited number and size of signs.
 - 3. Landscaping and use of pocket parks and courtyards adequate to soften large building masses.
- I. The Village shall evaluate establishing a review process for managing impacts of any new or expanding commercial development or use within a critical distance of an existing residential use or zoning district where residential use is allowed. Considerations of such a process may involve establishing limitations and controls associated with noise, light, security, aesthetic appearance, buffering, hours of operation and access to ensure compatibility of proposed commercial activity with nearby residences.

FLU-1.10.3 Encourage commercial developments within the Village of Estero to provide interconnect opportunities with adjacent commercial uses in order to minimize access points onto primary road corridors; and residential developments to provide interconnect opportunities with commercial areas, including, but not limited to, bike paths and pedestrian accessways. Connections to existing residential neighborhoods will be encouraged and will not be precluded by the commercial development's design.

DESIGN OF RESIDENTIAL USES

FLU-1.11

OBJECTIVE

To support Estero’s quality of life, promote the community’s unique character through the development of diverse, well-designed, and well-connected residential neighborhoods, and provide for the needs of multigenerational community by supporting a variety of housing types and neighborhood development forms, the Village will allow residential uses in the Village Neighborhood, Village Center, and Transitional Mixed Use future land use categories as outlined in Objective FLU-1.2.

POLICIES

FLU-1.11.1 RESIDENTIAL DEVELOPMENT FORM. New residential development should accommodate the mix and variety of housing types and configurations suitable to meet the needs and desires of current and future residents, with emphasis on safe means for residents to connect by walking or bicycling within neighborhoods and to the larger community.

FLU-1.11.2 RESIDENTIAL DEVELOPMENT STANDARDS. Support and enhance Estero's residential character by ensuring that development proposals address how they:

- A. Are compatible with adjacent uses, public facilities, and infrastructure systems;
- B. Impact surrounding environmental and natural resources, with specific controls to ensure preserved areas that are designated preserve through the development permitting process are not encroached upon and are only able to be altered or changed upon approval of amendments or modifications to applicable development orders and permits;
- C. Access, where applicable, nearby parks, public spaces, recreational facilities, greenways, blueways, and natural open spaces;
- D. Connect to adjacent residential developments, mixed-use centers, economic areas, public facilities, natural resources, and other community facilities; and
- E. Contribute to the overall design, landscaping, and aesthetics that make up the community's character as a harmonious place with beauty, spaciousness, and a diversity of high quality residential and commercial development that positively contributes to the quality of life of Estero's residents.

FLU-1.11.3 Encourage high quality and adaptive reuse for future sustainability by requiring three or more story multifamily buildings to have elevators, and encouraging multifamily buildings with parking on lower levels of the building.

FLU-1.11.4 Evaluate options to update the definitions in the land development code to ensure the maximum number of unrelated individuals who can occupy a dwelling is reasonably limited to protect the character and quiet enjoyment of single family and multifamily neighborhoods.

FLU-1.11.5 Maintain LDC landscape requirements for the maintenance and development of a well-designed and landscaped community while providing appropriate transitions between residential uses and surrounding areas. Such landscaping requirements may be greater between residential and commercial uses, while less stringent between differing uses within a mixed-use center.

CORRIDOR PLANNING

FLU-1.12

OBJECTIVE

Improve the appearance and function of the Village’s corridors by coordinating transportation and land use considerations with emphasis on safety to encourage more multimodal use and human scale activity along the corridors.



Image by Johnson Engineering, Inc.

POLICIES

FLU-1.12.1 Along the Village’s major corridors (Estero Parkway, U.S. 41, Corkscrew Road, and Three Oaks Parkway) and along the minor corridors (Broadway, Williams Road, Coconut Road, and Via Coconut Point), consider establishing corridor conscious development standards for the built environment that provide a pleasing and safe public realm for motorists, bicyclists, pedestrians and transit users. Such development standards should be based on planning for the various corridors to ensure these routes are functional and safe while identifying opportunities for enhanced conditions along the roadways to include, where appropriate: buildings oriented toward the street, bicycle racks, shaded pedestrian links and trails, plazas connecting from the right-of-way to buildings, transit stop accommodations, and buffering.

FLU-1.12.2 When considering corridor planning, priority should be placed on identifying opportunities for redevelopment and development along U.S. 41 north of Corkscrew Road in a way that captures the area’s historic, natural and economic assets and enhances the area as a northern gateway into Estero.

FLU-1.12.3 Establish and promote Estero’s unique character and identity by enhancing the community’s boundaries through the use of gateway entry features such as ornamental landscape features, hardscape elements and Estero identification signs. Encourage the construction of gateways by working with Lee County and the Florida Department of Transportation and private property owners.