



MEMORANDUM

AGENDA ITEM #6d

DATE: JUNE 7, 2010

TO: COUNCIL MEMBERS

FROM: STAFF

SUBJECT: ISLAMORADA, VILLAGE OF ISLANDS, PROPOSED COMPREHENSIVE PLAN AMENDMENT DCA #10-1

Community Profile

Islamorada, Village of Islands, is often referred to as the “Sport Fishing Capital of the World” and has over 2,000 registered recreational boats. Located in the Florida Keys, it was incorporated in 1997. The Village had an estimated population of 7,120 in 2009, and a land area of 4,552 acres (7.1 square miles), with a population density of approximately 1,001 people per square mile. The Village population resides primarily on Plantation and Upper and Lower Matecumbe Keys. Although only 55% built out, most of the Village’s vacant land has been designated Conservation, limiting any future, large-scale development. Like the rest of Monroe County, Islamorada is dealing with the issues of human impacts on the environment, affordable housing supply, hurricane evacuation, and the loss of the working waterfront. The general location of the Village is shown in Attachment 1.

Amendment Review

The South Florida Regional Planning Council (SFRPC) review of proposed Comprehensive Plan amendments for consistency with the *Strategic Regional Policy Plan for South Florida (SRPP)* primarily addresses effects on regional resources or facilities identified in the *SRPP* and extra-jurisdictional impacts that would be inconsistent with the Comprehensive Plan of the affected local government (§163.3184(5), Florida Statutes). The Council’s review of amendments is conducted in two stages: (1) proposed or transmittal and (2) adoption. Council staff reviews the contents of the amendment package once the Department of Community Affairs certifies its completeness.

Objections and Comments relate to specific inconsistencies with relevant portions of the *SRPP*, which was adopted pursuant to Rule 29J-2.009, Florida Administrative Code. Council staff will work with local governments to address Objections and Comments identified during the review of a proposed amendment between the transmittal and the adoption of the amendment.

The SFRPC did not prepare the amendment package and, therefore, is not precluded from commenting on the proposed Plan or Element pursuant to Section 163.3184(5), Florida Statutes (F.S.), or Rule 9J-11.0084, Florida Administrative Code (F.A.C.); or commenting on the adopted amendment pursuant to Section 163.32465(4)(b), F.S.

The Florida Department of Community Affairs (DCA) notified SFRPC that the amendment package was complete on May 20, 2010.

The amendment review must be transmitted to DCA by no later than June 19, 2010.

The amendment review will be transmitted to DCA on June 7, 2010.

Staff Analysis

Proposed amendment #10-1 to the Islamorada, Village of Islands, Comprehensive Plan contains five (5) separate amendments. One includes text amendments that propose revisions and updates to Objectives and Policies in the Future Land Use, Transportation, Housing, Public Facilities, Coastal Management, Conservation, Recreation and Open Space and Capital Improvements Elements, along with the Monitoring and Review Criteria. The other four (4) propose modifications to the Future Land Use Map (FLUM). A summary of the amendments is presented in the table below. Attachments 2-4 show the specific locations of the proposed map changes.

SUMMARY OF PROPOSED TEXT AND MAP AMENDMENTS					
Amendment		Description	Attachment	Staff Recommendation	VC Vote
1.	Text Amendment 10-1	Updates to implementation language in Objectives and Policies in eight (8) Elements of the Comprehensive Plan	N.A.	Generally Consistent with the SRPP	5-0
2.	FLRZ 10-01 Islamorada, Village of Islands (MM90, Plantation Key)	FLUM Amendment: four parcels with a total of 21,000 square feet <i>From: Public/Semi-Public (PS)</i> <i>To: Mixed Use (MU)</i>	2	Generally Inconsistent with the SRPP	5-0
	FLRZ 10-02 Islamorada, Village of Islands (MM90, Plantation Key)	FLUM Amendment: eight parcels with a total of 42,000 square feet <i>From: Residential Medium (RM)</i> <i>To: Mixed Use (MU)</i>	2	Generally Inconsistent with the SRPP	5-0
3.	FLRZ 10-04 Islamorada, Village of Islands (MM80.8, Upper Matecumbe Key)	FLUM Amendment: two parcels with a total of 9 acres <i>From: Residential Conservation (RC) and Residential Low (RL)</i> <i>To: Conservation (C)</i>	3	Generally Consistent with the SRPP	5-0
4.	FLRZ 10-05 Islamorada, Village of Islands (MM88.8, Plantation Key)	FLUM Amendment: one parcel, 0.33 acres <i>From: Public/Semi-Public (PS)</i> <i>To: Residential Medium (RM)</i>	4	Generally Consistent with the SRPP	5-0

VC = Islamorada Village Council
N.A. = Not Applicable

FLUM = Future Land Use Map

Amendment 1: Text Amendment

The text amendment proposes revisions to Objectives and Policies in eight Elements of the Village Comprehensive Plan. This is the third set of proposed amendments undertaken by the Village that would revise Objectives or Policies related to Plan implementation, following two sets of amendments adopted in 2009. For example, the Plan contains a significant number of Objectives and Policies that establish a timeframe for the completion of specific tasks, many of which were scheduled to be

accomplished during the first few years after the Plan became effective (December 6, 2001). Some of the amendments propose to update the Policies to reflect that the task has been completed and/or describe ongoing implementation activities.

Revisions to three Objectives and 26 Policies have been proposed; in addition, three new Policies have been included, and three existing Policies deleted. Village staff has prepared an inventory of all proposed updates to the Objectives and Policies in strike-through/underline format. Where appropriate, Village staff included references to the specific ordinances that have been adopted by the Village to implement the regulations or provided other background information about the proposed changes.

In the Future Land Use Element, Policy 1-1.2.1 was revised to recognize that the Village recently adopted design review standards. Four Policies have been relocated from the Future Land Use Element to other Elements of the Plan (two to the Conservation Element, one to the Transportation Element, and one to the Housing Element). New Policy 1-2.1.14 proposes criteria for amendments to the Future Land Use Map. Policy 1-3.1.2 is proposed for deletion from the Future Land Use Element since Policy 3-1.1.7 in the Housing Element requires the Village to provide for workforce housing.

Two existing Policies (5-1.2.7 and 5-1.2.8) in the Coastal Management Element are proposed to be revised, and two new Policies (5-1.2.14 and 5-1.2.15) included, to address the protection of seagrass beds and hard bottom communities, by requiring that the construction of docks and mooring facilities meet or exceed the guidelines delineated by the U.S. Army Corps of Engineers as published in *Dock Construction Guidelines for Florida Docks or other Minor Structures Constructed in or over Submerged Aquatic Vegetation (SAV), Marsh or Mangrove Habitat* [ACOE and NMFS, 2001 (Appendix A)].

The Village proposes to eliminate Policy 7-1.1.4 from the Recreation and Open Space Element, which requires the development of a Recreation and Open Space Master Plan, since the current Level of Service (6.39 acres per 1,000 persons) is well above the adopted Level of Service (3.79 acres per 1,000 persons in the functional population). In addition, the Village proposes to delete Policy 7-1.4.3, which requires private recreation and open space systems, since the Village has implemented Parks and Recreation impact fees.

The Village has included a proposed update to its 5-Year Schedule of Capital Improvements in this amendment package.

The Village Council approved transmittal of the proposed text amendments by a 5-0 vote on May 6, 2010.

Staff analysis confirms that the proposed text amendments are generally consistent with the Goals and Policies of the *Strategic Regional Policy Plan for South Florida*.

Amendment 2: Future Land Use Map Amendments (FLRZ 10-01 and FLRZ 10-2) – Islamorada, Village of Islands (MM90, Plantation Key)

The Village of Islamorada proposes two separate amendments that would change the future land use on 12 of the 16 parcels contained within a block located adjacent to U.S. 1, at approximately Mile Marker 90, on Plantation Key (see Attachment 2). The row of eight parcels that fronts U.S. 1 is currently designated Public/Semi-Public (PS), while the row of eight parcels behind it, adjacent to Gardenia Street, is currently designated Residential Medium (RM). Each of the original parcels was approximately 50 feet by 105 feet, or 5,025 square feet, although the boundaries of several parcels on the back row appear to have been adjusted.

Amendment FLRZ 10-01 proposes to change the future land use of four parcels (21,000 square feet) adjacent to U.S. 1 from Public/Semi-Public (PS) to Mixed Use (MU). Amendment FLRZ 10-02 proposes to change the future land use of all eight parcels on the back row (42,000 square feet) from Residential Medium (RM) to Mixed Use (MU). Adjacent uses include Plantation Key Elementary School (PS) to the south, Mixed Use (MU) to the north, Residential Medium (RM) to the west, and Coral Shores High School (PS) to the east, across U.S. 1.

Existing uses on the subject block are not adequately identified in the Village staff report. In communication with Village staff, Council staff was informed that uses include the Village's North Plantation Key Wastewater Treatment Plant, which came into service in 2006; this facility occupies four parcels adjacent to U.S. 1 and two parcels on the back row. Two privately-owned parcels along Gardenia Street are developed with a single-family home and a two-story structure that includes office uses. It is unclear whether these two developments predated the incorporation of the Village and/or the construction of the wastewater treatment plant. The other eight parcels, four at the north end and four at the south end, are privately-owned and are currently vacant. The habitat on these undeveloped parcels is described as "disturbed with hammock."

The Village staff reports state that all 12 parcels proposed for change in these two amendments had a future land use designation of Mixed Use / Commercial (MC) on the Monroe County land use map prior to incorporation. The four parcels of FLRZ10-01 were given the Public/Semi-Public (PS) designation subsequent to incorporation. The eight parcels of FLRZ10-02 were given the Residential Medium (RM) designation, consistent with the adjacent area to the west.

The Village Council approved transmittal of both proposed map amendments by a 5-0 vote on May 6, 2010.

Objection

The Village staff reports for these two amendments (Village #FLRZ 10-01 and #FLRZ 10-2) are incomplete. Council staff is unable to assess the compatibility of the proposed future land uses within the block and with the adjacent uses. The amendments are inconsistent with the following Regional Goal and Policy:

GOAL 20 **Achieve long-term efficient and sustainable development patterns that protect natural resources and connect diverse housing, transportation, education, and employment opportunities.**

Policy 20.1 **Provide for the compatibility of adjacent land uses and assess the impacts of land uses on the surrounding environment in comprehensive plans and development regulations.**

Recommendation

The parcels that are the subject of the amendments should be clearly identified with their current boundaries and square footage. The current uses on the subject properties should be discussed in greater detail, including issues of the compatibility of adjacent uses and the conformity of existing uses. For example, the proposed change in the future land use on the two parcels adjacent to Gardenia Street that are part of the wastewater treatment facility, from Residential Medium (RM) to Mixed Use (MU), appears to be inconsistent with the Public/Semi-Public (PS) future land use of the other four parcels that make up the site of the plant. Council staff recommends that the two amendments be presented together for analysis.

Staff analysis confirms that the proposed map amendments (Village #FLRZ 10-01 and #FLRZ 10-2) are generally inconsistent with the Goals and Policies of the *Strategic Regional Policy Plan for South Florida*.

Amendment 3: Future Land Use Amendment (FLRZ 10-04) – Islamorada, Village of Islands (MM80.8, Upper Matecumbe Key)

The Village of Islamorada proposes to modify the future land use on two parcels from Residential Conservation (RC) and Residential Low (RL) to Conservation (C). The property, with a total area of nine acres, is located at Mile Marker 80.8, Upper Matecumbe Key (see Attachment 3). According to the Village staff report, the property includes approximately 5.9 acres of tropical hardwood hammock and 3.1 acres of mangrove wetlands, including a brackish creek and lagoon. The Village purchased the property using a Florida Communities Trust grant, which requires the Village to amend the Future Land Use Map and Zoning District of the property in order to ensure that the only uses on the parcel are recreational in nature and ensure the long-term preservation of the site.

The Village Council approved transmittal of the proposed map amendment by a 5-0 vote on May 6, 2010.

Staff analysis confirms that the proposed map amendment is generally consistent with the Goals and Policies of the *Strategic Regional Policy Plan for South Florida*.

Amendment 4: Future Land Use Amendment (FLRZ 10-05) – Islamorada, Village of Islands (MM88.8, Plantation Key)

The Village of Islamorada proposes to change the future land use of a vacant 0.33-acre parcel close to Mile Marker 89 on Plantation Key (see Attachment 4) from Public/Semi-Public (PS) to Residential Medium (RM). The Village staff report states that the property has been privately-owned since prior to the effective date of the Village Comprehensive Plan, and has never had a public or semi-public use. The property is adjacent to single-family residences to the west and south, and to other Public/Semi-Public (PS) uses – the Roth Building Substation of the Monroe County Sheriff’s Office to the north, across High Point Road, and the Florida Key Children’s Shelter to the east. The property, which does not front on U.S. 1, would potentially be capable of supporting one single-family unit under the proposed future land use.

The Village Council approved transmittal of the proposed map amendment by a 5-0 vote on May 6, 2010.

Staff analysis confirms that the proposed map amendment is generally consistent with the Goals and Policies of the *Strategic Regional Policy Plan for South Florida*.

Impact Analysis

Staff analysis resulted in an Objection to the Future Land Use Map amendments FLRZ 10-01 and FLRZ 10-02 in the Village of Islamorada proposed amendment package #10-1 due to compatibility issues with adjacent uses (see staff Objection on page 4).

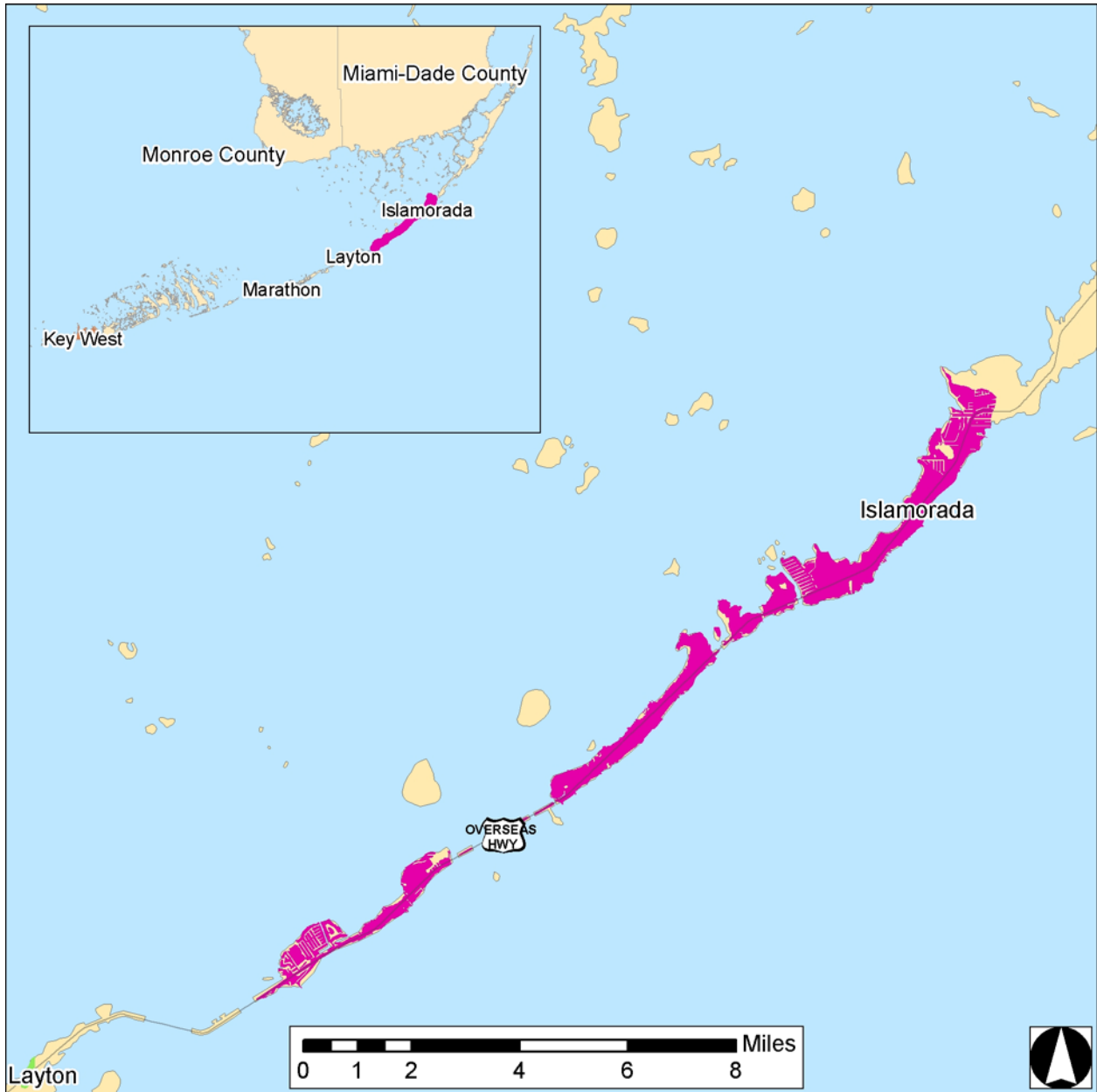
Staff analysis confirms the text amendment updates and the remaining FLUM amendments FLRZ 10-04 and FLRZ 10-05 in the Village of Islamorada proposed amendment package #10-1 would not result in compatibility, extra-jurisdictional, or affordable housing issues; or impact significant regional resources and facilities, natural resources, transportation systems, emergency preparedness plan and local mitigation strategies.

Recommendation of Consistency with Strategic Regional Policy Plan (SRPP)

Find Future Land Use Map amendments FLZR 10-01 and FLZR 10-02 in the Village of Islamorada proposed amendment package #10-1 generally inconsistent with the *Strategic Regional Policy Plan for South Florida (SRPP)*, particularly with Goals 20 and Policy 20.1, related to compatibility issues; and

Find the text amendment and Future Land Use Map amendments FLZR 10-04 and FLZR 10-05 in the Village of Islamorada proposed amendment package #10-1 generally consistent with the *SRPP*. Approve this staff report for transmittal to the Florida Department of Community Affairs.

Attachment 1



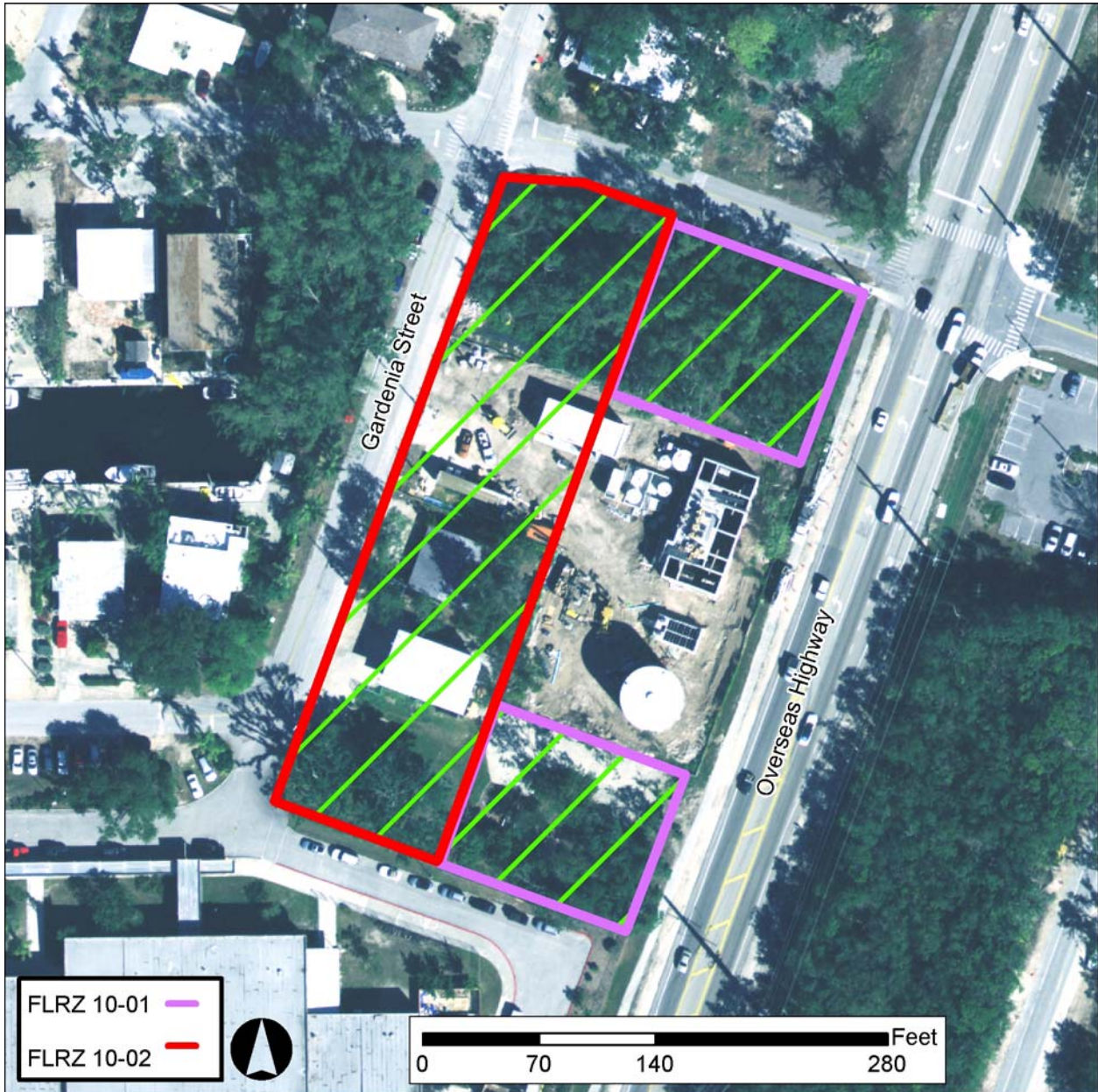
COMPREHENSIVE PLAN AMENDMENTS

General Location Map

Islamorada, Village of Islands
Proposed Amendment #10-1

Sources: FDEP, SFWMD, Monroe County, SFRPC.
Note: For planning purposes only. All distances are approximate.

Attachment 2



COMPREHENSIVE PLAN AMENDMENTS

Islamorada, Village of Islands
Proposed Amendment #10-1
2. FLRZ 10-01 and FLRZ 10-02 - MM90, Plantation Key

From: Public/Semi-Public (PS) on 4 parcels and Residential Medium (RM) on 8 parcels
To: Mixed Use (MU)
12 parcels totaling 63,000 square feet

Sources: FDEP, SFWMD, Monroe County, SFRPC.
Note: For planning purposes only. All distances are approximate.

Attachment 3



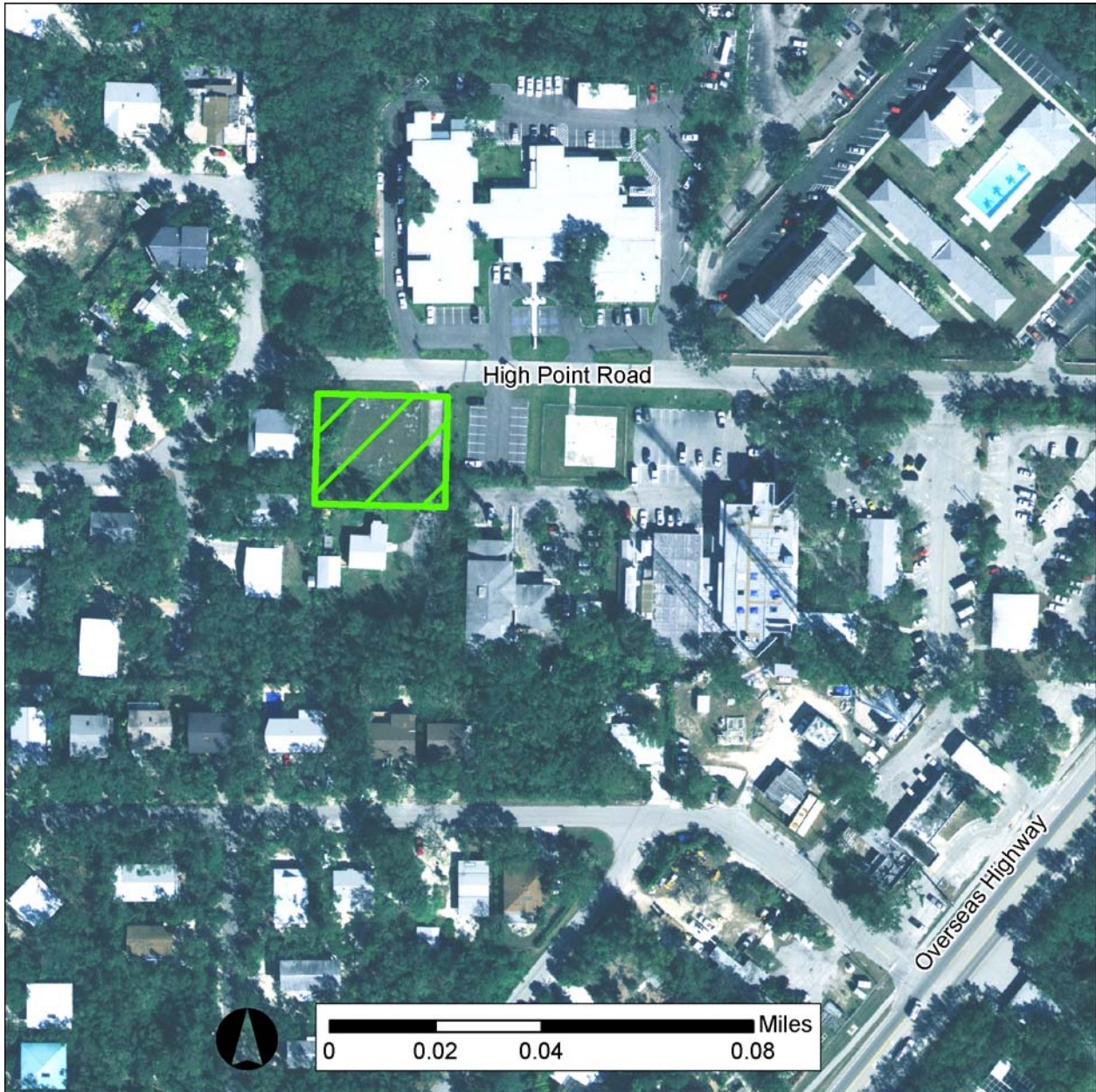
COMPREHENSIVE PLAN AMENDMENTS

Islamorada, Village of Islands
Proposed Amendment #10-1
3. FLRZ 10-04 - MM80.8, Upper Matecumbe Key)

From: Residential Conservation (RC) and Residential Low (RL)
To: Conservation (C)
2 parcels with a total area of 9 acres

Sources: FDEP, SFWMD, Monroe County, SFRPC.
Note: For planning purposes only. All distances are approximate.

Attachment 4



COMPREHENSIVE PLAN AMENDMENTS

Islamorada, Village of Islands
Proposed Amendment #10-1
4. FLRZ 10-05 - MM88.8, Plantation Key

From: Public/Semi-Public (PS)
To: Residential Medium (RM)
One parcel with 0.33 acres

Sources: FDEP, SFWMD, Monroe County, SFRPC.
Note: For planning purposes only. All distances are approximate.