



MEMORANDUM

AGENDA ITEM #6d

DATE: NOVEMBER 3, 2008

TO: COUNCIL MEMBERS

FROM: STAFF

SUBJECT: ISLAMORADA, VILLAGE OF ISLANDS, PROPOSED COMPREHENSIVE PLAN AMENDMENT

Introduction

On October 10, 2008 Council staff received proposed amendment #08-2ER to the Islamorada, Village of Islands, Comprehensive Plan for review of consistency with the *Strategic Regional Policy Plan for South Florida (SRPP)*. Staff review is undertaken pursuant to the Local Government Comprehensive Planning and Land Development Regulation Act, Chapter 163, Part II, Florida Statutes (F.S.), and Rules 9J-5 and 9J-11, Florida Administrative Code (F.A.C.).

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 7,149 in 2007, and a land area of 3,796 acres (6 square miles), with a population density of approximately 1,192 people per square mile. The Village's 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.

Additional information regarding the Village or the Region may be found on the Council's website, www.sfrpc.com.

Summary of Staff Analysis

Proposed Amendment #08-2ER contains the Evaluation and Appraisal Report (EAR)-based text amendments and one Future Land Use Map amendment to the Islamorada Comprehensive Plan. The Village's EAR was found sufficient on November 30, 2007, by the Florida Department of Community Affairs (DCA). A map depicting the general location of the Village is included in Attachment 1.

EAR-Based Comprehensive Plan Amendments

In 1998 the State of Florida revised the statutory requirements for EARs to allow local governments to base their analysis on the key local issues they are facing to further the community's goals consistent with statewide minimum standards. The Report is not intended to require a comprehensive rewrite of the elements within the local plan, unless a local government chooses to do so.

The Village identified five (5) issues to be addressed in the EAR. These issues provide the basis for the proposed EAR-based amendments:

1. Hurricane evacuation;
2. Affordable housing;
3. Water quality;
4. Habitat protection; and
5. Community character.

Six elements of the comprehensive plan are proposed to be updated in accordance with the amendments called for in the EAR, including a response to changes to State Statutes, the Florida Administrative Code and the *Strategic Regional Policy Plan for South Florida (SRPP)*. The Islamorada Village Council unanimously voted to approve the proposed amendment at its September 25, 2008 meeting.

A summary analysis of the proposed amendment package is presented below.

Summary of EAR-Based Text Changes

Future Land Use Element

The key proposed changes to this element include provisions that establish a cap on the permits that may be issued in any given year in high-quality hammocks and to include environmental sensitivity in the scoring criteria for non-residential allocations.

Transportation Element

The key proposed changes to this element include:

- A revision to Policy 2-1.2.4 to describe the process for implementing a proportionate fair share mitigation principle for transportation facilities to meet new State requirements; and
- A new policy in support of state funding for the update of the hurricane evacuation model.

Housing Element

The key proposed changes to this element include revisions to the following policies:

- Policy 3-1.1.4 will reflect that the Village recognizes an existing deficiency of 356 units of workforce housing (according to a 2004 Workforce Housing Study) and will continue to monitor changes to housing needs; and
- Policy 3-1.1.8 will provide a mandate to align with the Village's Land Development Regulations, requiring developers to provide or mitigate for impacts on the availability of affordable housing.

Public Facilities Element

The key proposed change to this element is the revision to Policy 4-2.1, directing the Village to complete implementation of the Wastewater Management Master Plan (adopted in 2005). Within the Policy, a list of project implementation steps will be provided.

Coastal Management Element

Within this element, the Village proposes to revise Policy 5-1.6.1 to reference the new state requirements defining the Coastal High Hazard Area (CHHA) as section 163.3178 of the Florida Statutes, instead of as defined in Rule 9J-5.003(19) of the Florida Administrative Code.

Comment

The proposed revision correctly references section 163.3178, F.S., which defines the CHHA, however, the Village has not amended the definition of the CHHA. The policy maintains that the CHHA is determined by the South Florida Regional Planning Council (SFRPC). Council staff recognizes the SFRPC is heavily involved in the Statewide Regional Evacuation Study Program to help clearly define the CHHA, but the study will not be complete until late 2009. Council staff recommends that the Village incorporate the newest CHHA definition as stated in section 163.3178(2)(h), F.S., to read “The coastal high-hazard area is the area below the elevation of the category 1 storm surge line as established by a Sea, Lake, and Overland Surges from Hurricanes (SLOSH) computerized storm surge model” prior to adoption.

Capital Improvements Element (CIE)

The key proposed changes to this element include:

- A more comprehensive 5-year capital improvements schedule table to incorporate stormwater projects, utility revenue, and funding sources for all capital improvements projects that are previously separated as stand-alone tables;
- Revision to the Summary of Level Of Service (LOS) Standards to clarify the wastewater treatment standards based on design flow; and
- Revisions to provisions to make the annual update of the CIE easier by striking the referenced dates and instead referencing the table.

Comment

The data and analysis does not include an explicit discussion on how the chosen capital projects will maintain or achieve the corresponding LOS standards of public services. In addition, the CIE lacks of a comprehensive review on the Village’s capacity to maintain the LOS standards for each type of public service and an explanation of the nature and source of the committed and planned funds. Council staff recommends that the Village include more comprehensive data and analysis to support the 5-year capital improvements schedule update prior to adoption.

The Islamorada Village Council unanimously approved the proposed amendments for transmittal at its September 25, 2008 meeting.

Staff analysis confirms the proposed EAR-based amendments are compatible with the goals and policies of the *Strategic Regional Policy Plan for South Florida (SRPP)*.

Future Land Use Map amendment

The second amendment in the package proposes an amendment to the Future Land Use Map. The specific location of the proposed map change is shown in Attachment 2.

The amendment would change the land use designation from Residential Low (RL) to Residential Medium (RM) on five parcels with a total area of 1.69 acres located close to Overseas Highway Mile Marker 88.9 (Oceanside), on Plantation Key. The properties are bounded by Old Highway to the northwest and by Schooner Bay Road on all other sides. Surrounding land uses include Residential Low (RL) on the other side of Schooner Bay Road, and Mixed Use (MU) and Residential Conservation (RC) across Old Highway, with additional RC to the northeast of the site.

Village staff states that three of the parcels contain single-family homes that were built in 1948 (2) and 1975, which met the density requirements in place at the time they were built; the other two parcels are vacant. The Village RL designation allows a maximum of one single-family residence per two acres, making each of the existing residences non-conforming under current regulations; in addition, the two vacant parcels are too small to meet the density requirements of the current land use. The proposed change, accompanied by a corresponding change in zoning, would enable the existing residences to become conforming and allow residences to be built on the two vacant parcels. Village staff indicates that as many as 13 dwelling units could be built under the proposed land use.

On August 28, 2008, the owners of the five parcels signed a Declaration of Restrictive Covenants limiting the use of each lot to one single-family residence for a period of 30 years. In addition, the owner of the two vacant parcels agreed to combine the two lots and limit their use to one single-family residence. Considering the effect of the restrictive covenants, the net change resulting from the proposed land use amendment would be to allow one additional single-family residence on two vacant lots.

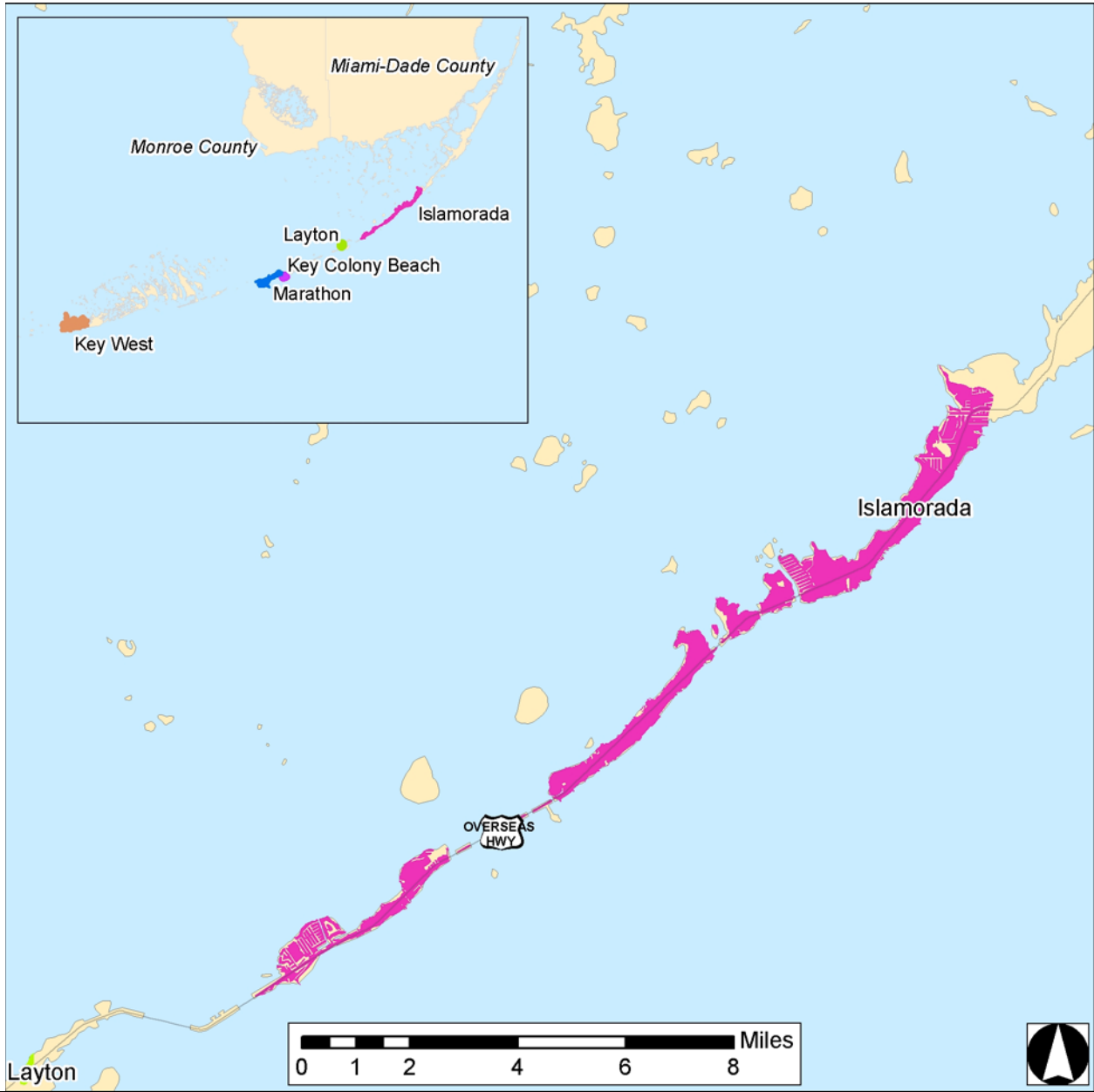
The Islamorada Village Council approved the proposed amendment for transmittal by a 3-2 vote at its September 25, 2008 meeting.

Staff analysis confirms that the proposed Future Land Use Map amendment is consistent with the goals and policies of the *Strategic Regional Policy Plan for South Florida (SRPP)*.

Recommendation

Find proposed amendment package #08-2ER to the Village of Islamorada Comprehensive Plan generally consistent with the goals and policies of the *Strategic Regional Policy Plan for South Florida*. Approve this staff report for transmittal to the Florida Department of Community Affairs.

Attachment 1



COMPREHENSIVE PLAN AMENDMENTS

Location Map

Islamorada, Village of Islands
Proposed Amendment #08-2ER

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

Attachment 2



COMPREHENSIVE PLAN AMENDMENTS

Aerial Map

Islamorada, Village of Islands
Proposed Amendment #08-2ER
Schooner Bay Road Future Land Use Map Amendment
From: Residential Low (RL)
To: Residential Medium (RM)
1.69 acres

Sources: FDEP, SFWMD, Monroe County, SFRPC.

Note: For planning purposes only. All distances are approximate.