

DEVELOPMENT REVIEW COMMITTEE

Tuesday, November 29, 2011

AGENDA

The Monroe County Development Review Committee will conduct a meeting on Tuesday, November 29, 2011, beginning at 10:00 AM at the Marathon Government Center, Media & Conference Room (1st floor, rear hallway), 2798 Overseas Highway, Marathon, Florida.

CALL TO ORDER

ROLL CALL

DRC MEMBERS:

Townsley Schwab, Senior Director of Planning and Environmental Resources
Mike Roberts, Sr. Administrator, Environmental Resources
Joe Haberman, Planning & Development Review Manager
DOT Representative
Steve Zavalney, Captain, Fire Prevention
Public Works Department Representative

STAFF MEMBERS

Susan Grimsley, Assistant County Attorney
Mitch Harvey, Comprehensive Plan Manager
Mayte Santamaria, Assistant Planning Director
Barbara Mitchell, Planner
Rey Ortiz, Planner
Gail Creech, Planning Commission Coordinator

CHANGES TO THE AGENDA

MINUTES FOR APPROVAL

September 27, 2011, October 4, 2011 and November 8, 2011

MEETING

NEW ITEMS:

1. CONSIDERATION OF A RESOLUTION TRANSMITTING TO THE STATE LAND PLANNING AGENCY AN ORDINANCE BY THE MONROE COUNTY BOARD OF COUNTY COMMISSIONERS ADOPTING AN AMENDMENT TO THE MONROE COUNTY 2010 COMPREHENSIVE PLAN, AMENDING POLICY 101.20.2 TO CREATE SECTION 6 INCORPORATING THE LOWER KEYS LIVEABLE COMMUNIKEYS PLAN INTO THE MONROE COUNTY 2010 COMPREHENSIVE PLAN BY REFERENCE; PROVIDING FOR SEVERABILITY; DIRECTING THE DIRECTOR OF PLANNING TO FORWARD A COPY TO THE FLORIDA STATE LAND PLANNING AGENCY; PROVIDING FOR FILING WITH THE SECRETARY OF STATE; PROVIDING FOR THE INCORPORATION INTO THE COMPREHENSIVE PLAN; PROVIDING FOR AN EFFECTIVE DATE.

[2011-110 SR DRC 11.29.11 \(Draft\).pdf](#)

[2011-110 Draft Ordinance.pdf](#)

[2011-110 Draft LCP Pg.1-115.pdf](#)

ADJOURNMENT

ADA ASSISTANCE: If you are a person with a disability who needs special accommodations in order to participate in this proceeding, please

AGENDA

contact the County Administrator's Office, by phoning (305) 292-4441, between the hours of 8:30 a.m. - 5:00 p.m., no later than five (5) calendar days prior to the scheduled meeting; if you are hearing or voice impaired, call "711".



MEMORANDUM
MONROE COUNTY PLANNING & ENVIRONMENTAL RESOURCES DEPARTMENT
We strive to be caring, professional and fair

To: Monroe County Development Review Committee
Through: Mayté Santamaria, Assistant Planning Director
From: Mitchell N. Harvey, AICP, Comprehensive Planning Manager
Date: November 14, 2011
Subject: Lower Keys Livable CommuniKeys Master Plan
Meeting: November 29, 2011

I. REQUEST

The proposal is a request by Monroe County Growth Management Division to amend Policy 101.20.2 of the Monroe County 2010 Comprehensive Plan to adopt the Lower Keys Livable CommuniKeys Master Plan into Comprehensive Plan.

II. BACKGROUND INFORMATION

The Livable CommuniKeys Master Plan program provides Monroe County citizens with the opportunity to create a vision document that reflects the unique needs and qualities of their community. There are presently four Livable CommuniKeys Master Plans that have been incorporated into the Monroe County 2010 Comprehensive Plan by reference: Big Pine Key and No Name Key; Tavernier; Stock Island/Key Haven; and Key Largo. These Livable CommuniKeys Plan (LCP) provides guidance to County staff when reviewing proposals for land use changes within the LCP study area. The Lower Keys LCP focuses on the specific needs of the local community and identifies actions to meet those needs.

The County's Livable CommuniKeys Program and content of the LCP master plan development are outlined in the Comprehensive Plan Policy 101.20.1, which states:

"Monroe County shall develop a series of Community Master Plans. Master Plans will be developed in accordance with the following principles:

1. Each Community Master Plan will contain a framework for future development and redevelopment including the designation of growth boundaries and future acquisition areas for public spaces and environmental preservation;
2. Each Community Master Plan will include an Implementation Strategy composed of action items, an implementation schedule, and a monitoring mechanism to provide accountability to communities;

- 1 3. Each Community Master Plan will be consistent with existing Federal and State
2 requirements and overall goals of the 2010 Comprehensive Plan to ensure legal
3 requirements are met. While consistency with the goals of the 2010 Comprehensive
4 Plan is paramount, the 2010 Plan will be updated and amended where appropriate;
5
- 6 4. Each Community Master Plan will be closely coordinated with other community plans
7 and other jurisdictions to ensure development or redevelopment activities will not
8 adversely impact those areas;
9
- 10 5. Each Community Master Plan will include appropriate mechanisms allowing citizens
11 continued oversight and involvement in the implementation of their plans. Through the
12 Community Master Plans, programs for ongoing public involvement, outreach, and
13 education will be developed;
14
- 15 6. Each Community Master Plan will include a Capital Improvements program to provide
16 certainty that the provision of public facilities will be concurrent with future
17 development;
18
- 19 7. Each Community Master Plan will contain an environmental protection element to
20 maintain existing levels of environmental protection as required in the 2010
21 Comprehensive Plan;
22
- 23 8. Each Community Master Plan will include a community character element that will
24 address the protection and enhancement of existing residential areas and the
25 preservation of community character through site and building guidelines. Design
26 guidelines for public spaces, landscaping, streetscapes, buildings, parking lots, and
27 other areas will be developed through collaborative efforts of citizens, the Planning
28 Department, and design professionals reinforcing the character of the local community
29 context,
30
- 31 9. Each Community Master Plan will include an economic development element
32 addressing current and potential diversified economic development strategies including
33 tourism management. The preservation and retention of valued local businesses,
34 existing economies, and the development of economic alternatives will be encouraged
35 through the process;
36
- 37 10. Each Community Master Plan will contain a transportation element addressing
38 transportation needs and possibilities including circulation, safe and convenient access
39 to goods and services, and transportation alternatives that will be consistent with the
40 overall integrity of the transportation system not resulting in negative consequences for
41 other communities;
42
- 43 11. Each Community Master Plan will be based on knowledge of existing conditions in
44 each community. The Planning Department will compile existing reports, databases,
45 maps, field data, and information from other sources supplemented by community input
46 to document current conditions; and
47

1 12. Each Community Master Plan will simplify the planning process providing clarity and
2 certainty for citizens, developers, and local officials by providing a transparent
3 framework for a continuing open dialogue with different participants involved in
4 planning issues”.

5
6 The Lower Keys Livable CommuniKeys Plan (LCP) covers the area between Mile Markers
7 (MM) 14.2 and 29, excluding the offshore islands. This includes Saddlebunch Key, Lower
8 Sugarloaf Key, Sugarloaf Key, Cudjoe Key, Summerland Key, Ramrod Key, Big Torch Key,
9 Middle Torch Key, and Little Torch Key. The Lower Keys LCP process, which started in
10 November 2006, engaged the community in a comprehensive planning process, determined
11 important island features, identified issues affecting these conditions, and related the stated
12 desires of the community to future development activities.

13
14 The Lower Keys LCP’s foundation was established through public input at workshops where
15 community participants identified their perceptions and desires for the Lower Keys. Based
16 upon the discussion in the public meetings and by interpreting responses received via e-mail,
17 the following community vision statement was identified:

18
19 *“The Lower Keys will remain a low-density, primarily residential community, with a strong
20 social fabric. We protect, preserve, and enjoy our natural environment, low density, wildlife
21 and open space, and unique recreational opportunities. Our community cherishes
22 conservation and recreation lands and the strict growth management regulations. We seek
23 to renew our commercial areas and provide affordable housing in our community. Our
24 infrastructure and services fully meet the community’s needs. Ultimately, we manage and
25 control growth and preserve the environment and our quality of life.”*

26
27 The consensus goals identified by the community were:

28
29 **Future Land Use, Economic Development, and Community Character**

30 Draft Goal 1: Monroe County shall manage future growth to preserve the rural or low density
31 community character, protect the natural environment of the Lower Keys, and maintain and
32 encourage commercial revitalization along US 1 corridor, including promotion of small
33 businesses.

34
35 **Conservation and Coastal Management**

36 Draft Goal 2a: Monroe County shall manage conservation lands, reduce exotic species, and
37 continue natural lands acquisition for preservation in the Lower Keys.

38
39 Draft Goal 2b: Monroe County shall develop and implement programs to improve water
40 quality in canals and the nearshore environment.

41
42 **Transportation**

43 Draft Goal 3: Monroe County shall improve multi-modal transportation services and
44 implement programs specifically designed for vehicles, bicycles and pedestrians along US 1
45 and appropriate collector roads in the Lower Keys.

1 **Housing**

2 Draft Goal 4: Monroe County shall aggressively pursue locations, solutions, and partnerships
3 to establish a permanent affordable housing base for Lower Keys residents and workers.
4

5 **Public Utilities/Services**

6 Draft Goal 5: Monroe County shall provide adequate public facilities to serve existing and
7 future needs of the Lower Keys planning area while promoting conservations measures where
8 appropriate.
9

10 **Recreation and Open Space**

11 Draft Goal 6: Monroe County shall maintain existing recreational facilities and seek
12 opportunities for active and passive land-based recreation as well as expand public shoreline
13 access for water-based recreational activities within the community.
14

15 **Public Participation in the Planning Process**

16 Draft Goal 7: Monroe County shall continue to support and encourage citizen involvement and
17 monitoring of Lower Keys LCP.
18

19 Public comments have expressed the desire to create Goals, Objectives and Policies that reflect
20 the community character of all the islands included in the Lower Keys LCP. Staff has
21 identified six island subareas: Summerland, Sugarloaf, Baypoint/Saddlebunch, Big Coppitt,
22 Torches, and Ramrod. Each subarea has unique qualities and needs. Staff determined it would
23 be impractical to create six subarea plans within the context of the Lower Key LCP. Therefore,
24 in order to further community visions that address the special needs and concerns of each
25 island subarea, tables (Appendix A) were prepared to identify which Goal, Objective, and
26 Policy applies to each of the six subareas for the seven elements of the Lower Keys LCP.

27 A public meeting was held on September 26, 2010 at Sugarloaf Elementary School and
28 summary of those comments were listed in Appendix F of the LCP. Appendix G of the LCP
29 recommends actions to address these issues. A follow up meeting was held on November 2,
30 2011 at the Sugarloaf Fire House. A summary of those issues are included in Appendix H of
31 the LCP.

32 **III. PROPOSED AMENDMENTS**

33 The Monroe County 2010 Comprehensive Plan is amended as follows: (Deletions are
34 ~~stricken through~~ and additions are underlined.) including the LCP adopted by reference,
35 attached as Exhibit A to the staff report:
36

37 **Policy 101.20.2**

38 The Community Master Plans shall be incorporated into the 2010 Comprehensive Plan as a
39 part of the plan and be implemented as part of the Comprehensive Plan. The following
40 Community Master Plans have been completed in accordance with the principles outlined in
41 this section and adopted by the Board of County Commissioners:
42

- 43 1. Master Plan for Future Development of Big Pine Key and No Name Key, dated August
44 2004 and adopted by the Board of County Commissioners on August 18, 2004 is
45 incorporated by reference into the 2010 Comprehensive Plan. The term Strategies in the

1 Master Plan is equivalent to the term Objectives in the Comprehensive Plan and the term
2 Action Item is equivalent to the term Policy; the meanings and requirements for
3 implementation are synonymous. Amended by Ordinance 020-2009.
4

- 5 2. The Livable CommuniKeys Master Plan for Tavernier Creek to Mile Marker 97 dated
6 February 11, 2005 and adopted by the Board of County Commissioners on February 16,
7 2005 is incorporated by reference into the 2010 Comprehensive Plan. The term
8 Strategies in the Master Plan is equivalent to the term Objective in the Comprehensive
9 Plan and the term Action Item is equivalent to the term Policy; the meanings and
10 requirements for implementation are synonymous.
11
- 12 3. The Stock Island/Key Haven Livable CommuniKeys Plan Volume I is incorporated by
13 reference into the 2010 Comprehensive Plan. The term Strategies in this Master Plan is
14 equivalent to the term Objectives in the Comprehensive Plan and the term Action Item is
15 equivalent to the term Policy; the meanings and requirements for implementation are
16 synonymous.
17
- 18 4. Volume Two (2) of the Stock Island and Key Haven Livable CommuniKeys Master Plan
19 titled *Harbor Preservation/Redevelopment and Corridor Enhancement Plan* dated
20 November 2005 and incorporated by reference into the 2010 Comprehensive Plan. The
21 term Strategies in this Master Plan is equivalent to the term Objectives in the
22 Comprehensive Plan and the term Action Item is equivalent to the term Policy; the
23 meanings and requirements for implementation are synonymous.
24
- 25 5. The Key Largo Livable CommuniKeys Master Plan is incorporated by reference into the
26 2010 Comprehensive Plan. The term Strategies in the Master Plan is equivalent to the
27 term Objectives in the Comprehensive Plan and the term Action Item is equivalent to the
28 term Policy; the meanings and requirements for implementation are synonymous.
29
- 30 6. The Lower Keys Livable CommuniKeys Master Plan is incorporated by
31 reference into the Monroe County Comprehensive Plan.
32
33
34

35 **IV. CONSISTENCY WITH THE MONROE COUNTY YEAR 2010 COMPREHENSIVE**
36 **PLAN, THE FLORIDA STATUTES, AND PRINCIPLES FOR GUIDING**
37 **DEVELOPMENT**
38

- 39 **A. The proposed amendment is consistent with the following Goals, Objectives and**
40 **Policies of the Monroe County Year 2010 Comprehensive Plan. Specifically, the**
41 **amendment furthers:**
42

43 **Objective 101.20**

44 Monroe County shall address local community needs while balancing the needs of all
45 Monroe County communities. These efforts shall focus on the human crafted environment
46 and shall be undertaken through the Livable CommuniKeys Planning Program.
47
48

1 **Policy 101.20.1**

2 Monroe County shall develop a series of Community Master Plans. Master Plans
3 will be developed in accordance with the following principles:
4

- 5 1. Each Community Master Plan will contain a framework for future
6 development and redevelopment including the designation of growth
7 boundaries and future acquisition areas for public spaces and environmental
8 conservation;
9
- 10 2. Each Community Master Plan will include an Implementation Strategy
11 composed of action items, an implementation schedule, and a monitoring
12 mechanism to provide accountability to communities;
13
- 14 3. Each Community Master Plan will be consistent with existing Federal and
15 State requirements and overall goals of the 2010 Comprehensive Plan to
16 ensure legal requirements are met. While consistency with the goals of the
17 2010 Comprehensive Plan is paramount, the 2010 Plan will be updated and
18 amended where appropriate;
19
- 20 4. Each Community Master Plan will be closely coordinated with other
21 community plans and other jurisdictions to ensure development or
22 redevelopment activities will not adversely impact those areas;
23
- 24 5. Each Community Master Plan will include appropriate mechanisms
25 allowing citizens continued oversight and involvement in the
26 implementation of their plans. Through the Community Master Plans,
27 programs for ongoing public involvement, outreach, and education will be
28 developed;
29
- 30 6. Each Community Master Plan will include a Capital Improvements program
31 to provide certainty that the provision of public facilities will be concurrent
32 with future development;
33
- 34 7. Each Community Master Plan will contain an environmental protection
35 element to maintain existing high levels of environmental protection as
36 required in the 2010 Comprehensive Plan;
37
- 38 8. Each Community Master Plan will include a community character element
39 that will address the protection and enhancement of existing residential
40 areas and the preservation of community character through site and building
41 guidelines. Design guidelines for public spaces, landscaping, streetscaping,
42 buildings, parking lots, and other areas will be developed through
43 collaborative efforts of citizens, the Planning Department, and design
44 professionals reinforcing the character of the local community context;
45
- 46 9. Each Community Master will include an economic development element
47 addressing current and potential diversified economic development
48 strategies including tourism management. The preservation and retention of

1 valued local businesses, existing economies, and the development of
2 economic alternatives will be encouraged through the process;

- 3
- 4 10. Each Community Master Plan will contain a Transportation Element
5 addressing transportation needs and possibilities including circulation, safe
6 and convenient access to goods and services, and transportation alternatives
7 that will be consistent with the overall integrity of the transportation system
8 not resulting in negative consequences for other communities; and
9
- 10 11. Each Community Master Plan will be based on knowledge of existing
11 conditions in each community. The Planning Department will compile
12 existing reports, databases, maps, field data, and information from other
13 sources supplemented by community input to document current conditions;
14 and
15
- 16 12. Each Community Master Plan will simplify the planning process providing
17 clarity and certainty for citizens, developers, and local officials by providing
18 a transparent framework for a continuing open dialogue with different
19 participants involved in planning issues.
20
21

22 **B. The amendment is consistent with the Principles for Guiding Development for the**
23 **Florida Keys Area, Section 380.0552(7), Florida Statute.**
24

25 For the purposes of reviewing consistency of the adopted plan or any amendments to that
26 plan with the principles for guiding development and any amendments to the principles, the
27 principles shall be construed as a whole and no specific provision shall be construed or
28 applied in isolation from the other provisions.
29

- 30 (a) Strengthening local government capabilities for managing land use and development so
31 that local government is able to achieve these objectives without continuing the area of
32 critical state concern designation.
- 33 (b) Protecting shoreline and marine resources, including mangroves, coral reef formations,
34 seagrass beds, wetlands, fish and wildlife, and their habitat.
- 35 (c) Protecting upland resources, tropical biological communities, freshwater wetlands,
36 native tropical vegetation (for example, hardwood hammocks and pinelands), dune
37 ridges and beaches, wildlife, and their habitat.
- 38 (d) Ensuring the maximum well-being of the Florida Keys and its citizens through sound
39 economic development.
- 40 (e) Limiting the adverse impacts of development on the quality of water throughout the
41 Florida Keys.
- 42 (f) Enhancing natural scenic resources, promoting the aesthetic benefits of the natural
43 environment, and ensuring that development is compatible with the unique historic
44 character of the Florida Keys.
- 45 (g) Protecting the historical heritage of the Florida Keys.
- 46 (h) Protecting the value, efficiency, cost-effectiveness, and amortized life of existing and
47 proposed major public investments, including:
48

- 1 1. The Florida Keys Aqueduct and water supply facilities;
- 2 2. Sewage collection, treatment, and disposal facilities;
- 3 3. Solid waste treatment, collection, and disposal facilities;
- 4 4. Key West Naval Air Station and other military facilities;
- 5 5. Transportation facilities;
- 6 6. Federal parks, wildlife refuges, and marine sanctuaries;
- 7 7. State parks, recreation facilities, aquatic preserves, and other publicly owned
- 8 properties;
- 9 8. City electric service and the Florida Keys Electric Co-op; and
- 10 9. Other utilities, as appropriate.

- 11
- 12 (i) Protecting and improving water quality by providing for the construction, operation,
- 13 maintenance, and replacement of stormwater management facilities; central sewage
- 14 collection; treatment and disposal facilities; and the installation and proper operation
- 15 and maintenance of onsite sewage treatment and disposal systems.
- 16 (j) Ensuring the improvement of nearshore water quality by requiring the construction and
- 17 operation of wastewater management facilities that meet the requirements of ss.
- 18 381.0065(4)(l) and 403.086(10), as applicable, and by directing growth to areas served
- 19 by central wastewater treatment facilities through permit allocation systems.
- 20 (k) Limiting the adverse impacts of public investments on the environmental resources of
- 21 the Florida Keys.
- 22 (l) Making available adequate affordable housing for all sectors of the population of the
- 23 Florida Keys.
- 24 (m) Providing adequate alternatives for the protection of public safety and welfare in the
- 25 event of a natural or manmade disaster and for a postdisaster reconstruction plan.
- 26 (n) Protecting the public health, safety, and welfare of the citizens of the Florida Keys and
- 27 maintaining the Florida Keys as a unique Florida resource.
- 28

29 Pursuant to Section 380.0552(7) Florida Statutes, the proposed amendment is consistent
30 with the Principles for Guiding Development as a whole and is not inconsistent with any
31 Principle.

32
33 **C. The proposed amendment is consistent with the Part II of Chapter 163, Florida**
34 **Statute (F.S.). Specifically, the amendment furthers:**

35
36 **Chapter 163.3177, F.S.** Required and optional elements of the comprehensive plan studies
37 and surveys; Section 163.3177(1), F.S.; Section 163.3177(1)(f), F.S.; and Section
38 163.3177(6), F.S.

39
40 **Chapter 163.3181, F.S.** Public participation in the comprehensive planning process;
41 Section 163.3181(2), F.S.

42
43
44 **V. STAFF RECOMMENDATION**

45
46 Staff recommends **approval**.

1 **VI. PROCESS**

2
3 Comprehensive Plan Amendments may be proposed by the Board of County Commissioners,
4 the Planning Commission, the Director of Planning, or the owner or other person having a
5 contractual interest in property to be affected by a proposed amendment. The Director of
6 Planning shall review and process applications as they are received and pass them onto the
7 Development Review Committee and the Planning Commission.
8

9 The Planning Commission shall hold at least one public hearing. The Planning Commission
10 shall review the application, the reports and recommendations of the Department of Planning
11 & Environmental Resources and the Development Review Committee and the testimony given
12 at the public hearing. The Planning Commission shall submit its recommendations and
13 findings to the Board of County Commissioners (BOCC). The BOCC holds a public hearing
14 to consider the transmittal of the proposed comprehensive plan amendment, and considers the
15 staff report, staff recommendation, and the testimony given at the public hearing. The BOCC
16 may or may not recommend transmittal to the Florida Department of Community Affairs
17 (DCA). The amendment is transmitted to DCA, which then reviews the proposal and issues an
18 Objections, Recommendations and Comments (ORC) Report. Upon receipt of the ORC report,
19 the County has 180 days to adopt the amendments, adopt the amendments with changes or not
20 adopt the amendment
21

22 **VII. EXHIBITS**

- 23 A. Draft Lower Keys Livable CommuniKeys Plan
 - 24 B. Draft BOCC Adoption Ordinance
- 25

DRAFT



ORDINANCE NO. -2012

AN ORDINANCE BY THE MONROE COUNTY BOARD OF COUNTY COMMISSIONERS ADOPTING AN AMENDMENT TO THE MONROE COUNTY 2010 COMPREHENSIVE PLAN, AMENDING POLICY 101.20.2 TO CREATE SECTION 6, INCORPORATING THE LOWER KEYS LIVEABLE COMMUNIKEYS PLAN INTO THE MONROE COUNTY 2010 COMPREHENSIVE PLAN BY REFERENCE; PROVIDING FOR SEVERABILITY; DIRECTING THE DIRECTOR OF PLANNING TO FORWARD A COPY TO THE FLORIDA STATE LAND PLANNING AGENCY; PROVIDING FOR FILING WITH THE SECRETARY OF STATE; PROVIDING FOR THE INCORPORATION INTO THE COMPREHENSIVE PLAN; PROVIDING FOR AN EFFECTIVE DATE

WHEREAS, the Monroe County Comprehensive Plan Objective 101.20 identified the Livable CommuniKeys Planning Program as a planning program designed to address community needs while balancing the needs of all of Monroe County; and

WHEREAS, the Lower Keys Livable CommuniKeys Plan is the product of the Livable CommuniKeys program as outlined in Objective 101.20 of the Monroe County Comprehensive Plan; and

WHEREAS, Policy 101.20.1 of the Monroe County Comprehensive Plan directs Monroe County to develop a series of Community Master Plans which shall include specific criteria, including close coordination with other community plans ongoing in the same area and set out twelve principles to direct development of master plans; and

WHEREAS, the Lower Keys Livable CommuniKeys residents approved the following vision statement: The Lower Keys will remain a low-density, primarily residential community, with a strong social fabric. We protect, preserve, and enjoy our natural environment, low density, wildlife and open space, and unique recreational opportunities. Our community cherishes conservation and recreation lands and the strict growth management regulations. We seek to renew our commercial areas and provide affordable housing in our community. Our infrastructure and services fully meet the community's needs. Ultimately, we manage and control growth and preserve the environment and our quality of life; and

1 **WHEREAS**, the Lower Keys Livable CommuniKeys Plan will be adopted as part of the
2 Comprehensive Plan; and

3
4 **WHEREAS**, On November 29, 2011, the Monroe County Development Review
5 Committee considered the proposed comprehensive plan amendment; and

6
7 **WHEREAS**, On December 13, 2011, the Monroe County Planning Commission
8 recommended that the the BOCC transmit the proposed comprehensive plan amendment to the
9 Florida State Land Planning Agency; and

10
11 **WHEREAS**, On _____, the Monroe County Board of County Commissioners
12 held a public hearing and voted to transmit the proposed comprehensive plan amendment to the
13 Florida State Land Planning Agency; and

14
15 **WHEREAS**, On _____, the Florida State Land Planning Agency submitted
16 its Objections, Recommendations and Comments (ORC) Report to Monroe County which stated
17 that the Agency does not identify any objections or comments related to important state
18 resources and facilities that will be adversely impacted by the amendment if it is adopted.

19
20 **NOW, THEREFORE, BE IT ORDAINED BY THE BOARD OF COUNTY**
21 **COMMISSIONERS OF MONROE COUNTY, FLORIDA:**

22
23 **Section 1.** The Monroe County 2010 Comprehensive Plan is amended as follows: (Deletions
24 are ~~stricken through~~ and additions are underlined.)

25
26 **Policy 101.20.2**

27 The Community Master Plans shall be incorporated into the 2010 Comprehensive Plan as a
28 part of the plan and be implemented as part of the Comprehensive Plan. The following
29 Community Master Plans have been completed in accordance with the principles outlined
30 in this section and adopted by the Board of County Commissioners:

- 31
32 1. Master Plan for Future Development of Big Pine Key and No Name Key, dated
33 August 2004 and adopted by the Board of County Commissioners on August 18, 2004
34 is incorporated by reference into the 2010 Comprehensive Plan. The term Strategies in
35 the Master Plan is equivalent to the term Objectives in the Comprehensive Plan and the
36 term Action Item is equivalent to the term Policy; the meanings and requirements for
37 implementation are synonymous. Amended by Ordinance 020-2009.
- 38
39 2. The Livable CommuniKeys Master Plan for Tavernier Creek to Mile Marker 97 dated
40 February 11, 2005 and adopted by the Board of County Commissioners on February
41 16, 2005 is incorporated by reference into the 2010 Comprehensive Plan. The term
42 Strategies in the Master Plan is equivalent to the term Objective in the Comprehensive
43 Plan and the term Action Item is equivalent to the term Policy; the meanings and
44 requirements for implementation are synonymous.

3. The Stock Island/Key Haven Livable CommuniKeys Plan Volume I is incorporated by reference into the 2010 Comprehensive Plan. The term Strategies in this Master Plan is equivalent to the term Objectives in the Comprehensive Plan and the term Action Item is equivalent to the term Policy; the meanings and requirements for implementation are synonymous.
4. Volume Two (2) of the Stock Island and Key Haven Livable CommuniKeys Master Plan titled *Harbor Preservation/Redevelopment and Corridor Enhancement Plan* dated November 2005 and incorporated by reference into the 2010 Comprehensive Plan. The term Strategies in this Master Plan is equivalent to the term Objectives in the Comprehensive Plan and the term Action Item is equivalent to the term Policy; the meanings and requirements for implementation are synonymous.
5. The Key Largo Livable CommuniKeys Master Plan is incorporated by reference into the 2010 Comprehensive Plan. The term Strategies in the Master Plan is equivalent to the term Objectives in the Comprehensive Plan and the term Action Item is equivalent to the term Policy; the meanings and requirements for implementation are synonymous.
6. The Lower Keys Livable CommuniKeys Master Plan is incorporated by reference into the Monroe County Comprehensive Plan.

Section 2. If any section, subsection, sentence, clause, item, change, or provision of this ordinance is held invalid, the remainder of this ordinance shall not be affected by such validity.

Section 3. All ordinances or parts of ordinances in conflict with this ordinance are hereby repealed to the extent of said conflict.

Section 4. This ordinance shall be transmitted by the Director of Planning to the Florida State Land Planning Agency pursuant to Chapter 163 and 380, Florida Statutes.

Section 5. This ordinance shall be filed in the Office of the Secretary of the State of Florida but shall not become effective until a notice is issued by the Florida State Land Planning Agency or Administration Commission finding the amendment in compliance with Chapter 163, Florida Statutes and after any applicable appeal periods have expired.

Section 6. The numbering of the foregoing amendment may be renumbered to conform to the numbering in the Monroe County Year 2010 Comprehensive Plan and shall be incorporated in the Monroe County Year 2010 Comprehensive Plan.

1 **PASSED AND ADOPTED** by the Board of County Commissioners of Monroe County,
2 Florida, at a regular meeting held on the ____ day of ____ A.D., 2012.

3
4 Mayor Heather Carruthers _____
5 Mayor *pro tem* David Rice _____
6 Commissioner Sylvia Murphy _____
7 Commissioner George Neugent _____
8 Commissioner Kim Wigington _____
9

10 BOARD OF COUNTY COMMISSIONERS
11 OF MONROE COUNTY, FLORIDA
12

13
14 BY _____
15 Mayor Heather Carruthers
16

17 (SEAL)

18 ATTEST: DANNY L. KOLHAGE, CLERK
19

20 _____
21
22 DEPUTY CLERK

DRAFT
LOWER KEYS
(MM 14.2 – 29.0)
LIVABLE COMMUNIQUEYS PLAN

Prepared By:

**Citizens and Residents of the Lower Keys
and
Monroe County Growth Management Division**

With Assistance from Consultant:

HDR, Inc.
2202 N. West Shore Boulevard, Suite 250
Tampa, Florida 33607

Vision Statement 1

“The Lower Keys will remain a low-density, primarily residential community, with a strong social fabric. We protect, preserve, and enjoy our natural environment, low density, wildlife and open space, and unique recreational opportunities. Our community cherishes conservation and recreation lands and the strict growth management regulations. We seek to renew our commercial areas and provide affordable housing in our community. Our infrastructure and services fully meet the community’s needs. Ultimately, we manage and control growth and preserve the environment and our quality of life.”

Executive Summary

Monroe County's Livable CommuniKeys Program is a community-driven planning process that addresses the individual needs of the island communities in the Florida Keys. The Lower Keys Livable CommuniKeys Plan (LCP) covers the area between Mile Markers (MM) 14.2 and 29, excluding the offshore islands. This includes Saddlebunch Key, Lower Sugarloaf Key, Sugarloaf Key, Cudjoe Key, Summerland Key, Ramrod Key, Big Torch Key, Middle Torch Key, and Little Torch Key. The Lower Keys LCP process, which started in November 2006, engaged the community in a comprehensive planning process, determined important island features, identified issues affecting these conditions, and identified community issues related to future development activities.

The Lower Keys LCP's foundation was established through public input at workshops where community participants identified their perceptions and desires for the Lower Keys. Based upon the discussion in the public meetings and by reviewing responses received via e-mail, the following community vision statement was identified:

Vision Statement 1

"The Lower Keys will remain a low-density, primarily residential community, with a strong social fabric. We protect, preserve, and enjoy our natural environment, low density, wildlife and open space, and unique recreational opportunities. Our community cherishes conservation and recreation lands and the strict growth management regulations. We seek to renew our commercial areas and provide affordable housing in our community. Our infrastructure and services fully meet the community's needs. Ultimately, we manage and control growth and preserve the environment and our quality of life."

The consensus goals identified by the community were:

Future Land Use, Economic Development, and Community Character

Goal 1: Monroe County shall manage future growth to preserve the rural or low density community character, protect the natural environment of the Lower Keys, and maintain and encourage commercial revitalization along the U.S. 1 corridor, including promotion of small businesses.

Conservation and Coastal Management

Goal 2a: Monroe County shall manage conservation lands, reduce exotic species, and continue natural lands acquisition for conservation in the Lower Keys.

Goal 2b: Monroe County shall develop and implement programs to improve water quality in canals and the nearshore environment.

Transportation

Goal 3: Monroe County shall improve multi-modal transportation services and implement programs specifically designed for vehicles, bicycles and pedestrians along U.S. 1 and appropriate collector roads in the Lower Keys.

Housing

Goal 4: Monroe County shall pursue locations, solutions, and partnerships to establish a affordable housing base for Lower Keys residents and workers.

Public Utilities/Services

Goal 5: Monroe County shall provide adequate public facilities to serve existing and future needs of the Lower Keys planning area while promoting conservation measures where appropriate.

Recreation and Open Space

Goal 6: Monroe County shall maintain existing recreational facilities and seek opportunities for active and passive land-based recreation as well as expand public shoreline access for water-based recreational activities within the community.

Public Participation in the Planning Process

Goal 7: Monroe County shall continue to support and encourage citizen involvement and monitoring of Lower Keys LCP.

Public comments have expressed the desire to create Goals, Objectives and Policies that reflect the community character of each island. Staff has identified six island subareas: Summerland, Sugarloaf, Baypoint/Saddlebunch, Big Coppitt, Torches, and Ramrod. Each subarea has unique qualities and needs. However, it would be impractical to create six subarea plans within the context of the Lower Key LCP. In order to further community visions that address the special needs and concerns of each subarea, the tables in **Appendix A** were prepared to identify which Goal, Objective, and Policy applies to each of the six subareas for the seven elements of the Lower Keys LCP. Appendices A, B, C, D, E, F, G, and H are an important part of this plan and are an integral part of the Lower Keys LCP.

Pursuant to Chapter 163, F.S., the terms goals, objectives and policies have the following definitions:

Section 163.3164 (10), F.S. states: “Goal” means the long-term end toward which programs or activities are ultimately directed.

Section 163.3164 (33) F.S. states: “Objective” means a specific, measurable, intermediate end that is achievable and marks progress toward a goal.

Section 162.3164 (36), F.S. states: “Policy” means the way in which programs and activities are conducted to achieve an identified goal.

The Lower Keys LCP Goals, Objectives, and Policies have been modified to be consistent with these statutory definitions.

Table of Contents

1.	INTRODUCTION	3
2.	SUMMARY OF THE LCP PROCESS	16
3.	BASIS OF THE LOWER KEYS LCP	19
4.	FUTURE LAND USE, ECONOMIC DEVELOPMENT COMMUNITY CHARACTER ELEMENT	21
5.	CONSERVATION AND COASTAL MANAGEMENT ELEMENT	32
6.	TRANSPORTATION ELEMENT	36
7.	HOUSING ELEMENT	39
8.	PUBLIC UTILITIES/SERVICES ELEMENT	44
9.	RECREATION ELEMENT	52
10.	PUBLIC PARTICIPATION ELEMENT	58
11.	IMPLEMENTATION	60
12.	APPENDIX	61

Figures

Figure 1	Lower Keys LCP Plan Area	3
Figure 2	Developed Land Map	8
Figure 3	Land Cover Map	15
Figure 4	Future Land Use	23
Figure 5	Vacant Privately-Owned Land	24

Tables

Table 1	Developed Lands	7
Table 2	Population Demographics	9
Table 3	ADID Habitat	12
Table 4	Federally Threatened and Endangered Species	13
Table 5	Highest-Ranked SWOT	17
Table 6	Vacant Privately-Owned Land	22
Table 7	Lower Keys Housing Units 1990-2000	40
Table 8	Lower Kwys ROGO Allocations	41
Table 9	Crime in Florida – Monroe County	48
Table 10	Lower Keys Schools	49
Table 11	Recreation Lands/Facilities in Lower Keys	54

Acronyms

AWT	Advanced Wastewater Treatment
BPAS	Building Permit Allocation System
EMS	Emergency Medical Service
FAC	Florida Administrative Code
FDLE	Florida Department of Law Enforcement
FDOT	Florida Department of Transportation
FDCA	Florida Department of Community Affairs
FKAA	Florida Keys Aqueduct Authority
FLUM	Future Land Use Map
FWS	Fish & Wildlife Service
GIS	Geographic Information System
LCP	Livable CommuniKeys Plan
LOS	Level of Service
MCC	Monroe County Code
MM	Mile Markers
NROGO	Non-Residential Rate of Growth Ordinance
PAED	Planning Area Enumeration District
ROGO	Rate of Growth Ordinance
ROW	Right-of-Way
SFWMD	South Florida Water Management District
SWOT	Strengths, Weaknesses, Opportunities and Threats

The Lower Keys LCP does not replace the County's Comprehensive Plan but is adopted into the comprehensive plan and provides elements on the specific needs of the local community and identifies actions to meet those needs. The County's Livable CommuniKeys Program and content of the LCP master plan development are outlined in the Comprehensive Plan Policy 101.20.1, which states:

"Monroe County shall develop a series of Community Master Plans. Master Plans will be developed in accordance with the following principles:

1. Each Community Master Plan will contain a framework for future development and redevelopment including the designation of growth boundaries and future acquisition areas for public spaces and environmental preservation;
2. Each Community Master Plan will include an Implementation Strategy composed of action items, an implementation schedule, and a monitoring mechanism to provide accountability to communities;
3. Each Community Master Plan will be consistent with existing Federal and State requirements and overall goals of the 2010 Comprehensive Plan to ensure legal requirements are met. While consistency with the goals of the 2010 Comprehensive Plan is paramount, the 2010 Plan will be updated and amended where appropriate;
4. Each Community Master Plan will be closely coordinated with other community plans and other jurisdictions to ensure development or redevelopment activities will not adversely impact those areas;
5. Each Community Master Plan will include appropriate mechanisms allowing citizens continued oversight and involvement in the implementation of their plans. Through the Community Master Plans, programs for ongoing public involvement, outreach, and education will be developed;
6. Each Community Master Plan will include a Capital Improvements program to provide certainty that the provision of public facilities will be concurrent with future development;
7. Each Community Master Plan will contain an environmental protection element to maintain existing levels of environmental protection as required in the 2010 Comprehensive Plan;
8. Each Community Master Plan will include a community character element that will address the protection and enhancement of existing residential areas and the preservation of community character through site and building guidelines. Design guidelines for public spaces, landscaping, streetscapes, buildings, parking lots, and other areas will be developed through collaborative efforts of citizens, the Planning Department, and design professionals reinforcing the character of the local community context,
9. Each Community Master Plan will include an economic development element addressing current and potential diversified economic development strategies including tourism

management. The preservation and retention of valued local businesses, existing economies, and the development of economic alternatives will be encouraged through the process;

10. Each Community Master Plan will contain a transportation element addressing transportation needs and possibilities including circulation, safe and convenient access to goods and services, and transportation alternatives that will be consistent with the overall integrity of the transportation system not resulting in negative consequences for other communities;
11. Each Community Master Plan will be based on knowledge of existing conditions in each community. The Planning Department will compile existing reports, databases, maps, field data, and information from other sources supplemented by community input to document current conditions; and
12. Each Community Master Plan will simplify the planning process providing clarity and certainty for citizens, developers, and local officials by providing a transparent framework for a continuing open dialogue with different participants involved in planning issues”.

Relationship to State Legislation

The County’s Comprehensive Plan is required by Florida Statute and is compliant with the required format and content listed in Chapter 163, F.S. -The Lower Keys LCP will be adopted as an amendment to the existing Comprehensive Plan. The Florida Division of Community Planning (FDCP) will review the amendment for compliance with the applicable statutes and rules.

Prior Livable CommuniKeys Plans

The Monroe County Livable CommuniKeys Program began in July 2000 with an amendment to the Comprehensive Plan. Since then Monroe County has completed four LCPs. The communities that have participated in the CommuniKeys process are as follows:

Key Largo

The Key Largo LCP was completed by Monroe County Department of Planning and Environmental Resources in 2006 and was adopted by Board of County Commission on May 21, 2007. The planning area includes MM 97 to 107.

Tavernier

The Tavernier LCP was completed by Monroe County Department of Planning and Environmental Resources in 2004 and was adopted by Board of County Commission on July 4, 2004. The planning area included Tavernier Creek Bridge to MM 97.

Big Pine and No Name Key

The Big Pine and No Name Key plan began in the spring of 2000. The residents worked with Monroe County to develop a Master Plan for their community. The Plan was adopted by the Board of County Commissioners on August 18, 2004.

Stock Island and Key Haven

The LCP for Stock Island and Key Haven were completed by in 2003 and includes corridor enhancements and a visioning element. The Plan was adopted by Board of County Commission on May 21, 2007.

Historic Context

The Florida Keys contains about 800 islands; only 40 of which are currently occupied. There are not many sources of fresh water found in the Keys. A freshwater pipeline was built in 1942 and was enlarged in 1982 to meet the growing population demands.

Transportation was another critical element in the development of the Keys. The Florida Keys were not physically connected to the mainland and thus were not easily accessible for development. The Florida East Coast Railroad line was built in 1906-1912 and greatly aided the travel capacity to the Keys. U.S. Route 1 (Overseas Highway) through the Keys aided in the development process. With the construction of U.S. 1 and a transportation network that consisted of roads, ferries and bridges the Keys were ready for land speculators and developers.



Perky Bat Tower

Limited improvement occurred until the post World War II era, when the water pipeline from Florida's mainland brought fresh water all the way to Key West. At around the same time, electricity became available through a private enterprise. Population increases started occurring as public infrastructure and mosquito control became prevalent in the 1950s.

The only extant historic resource in the Lower Keys is the Perky Bat Tower located on Sugarloaf Key. The tower, in private ownership, was built in 1929 to help control the mosquito population on Sugarloaf Key. The tower was ineffective because the bats never occupied the structure as envisioned. Apparently once the tower was completed, bats were shipped into the Keys but upon their release flew back to where they came from.

Current Conditions

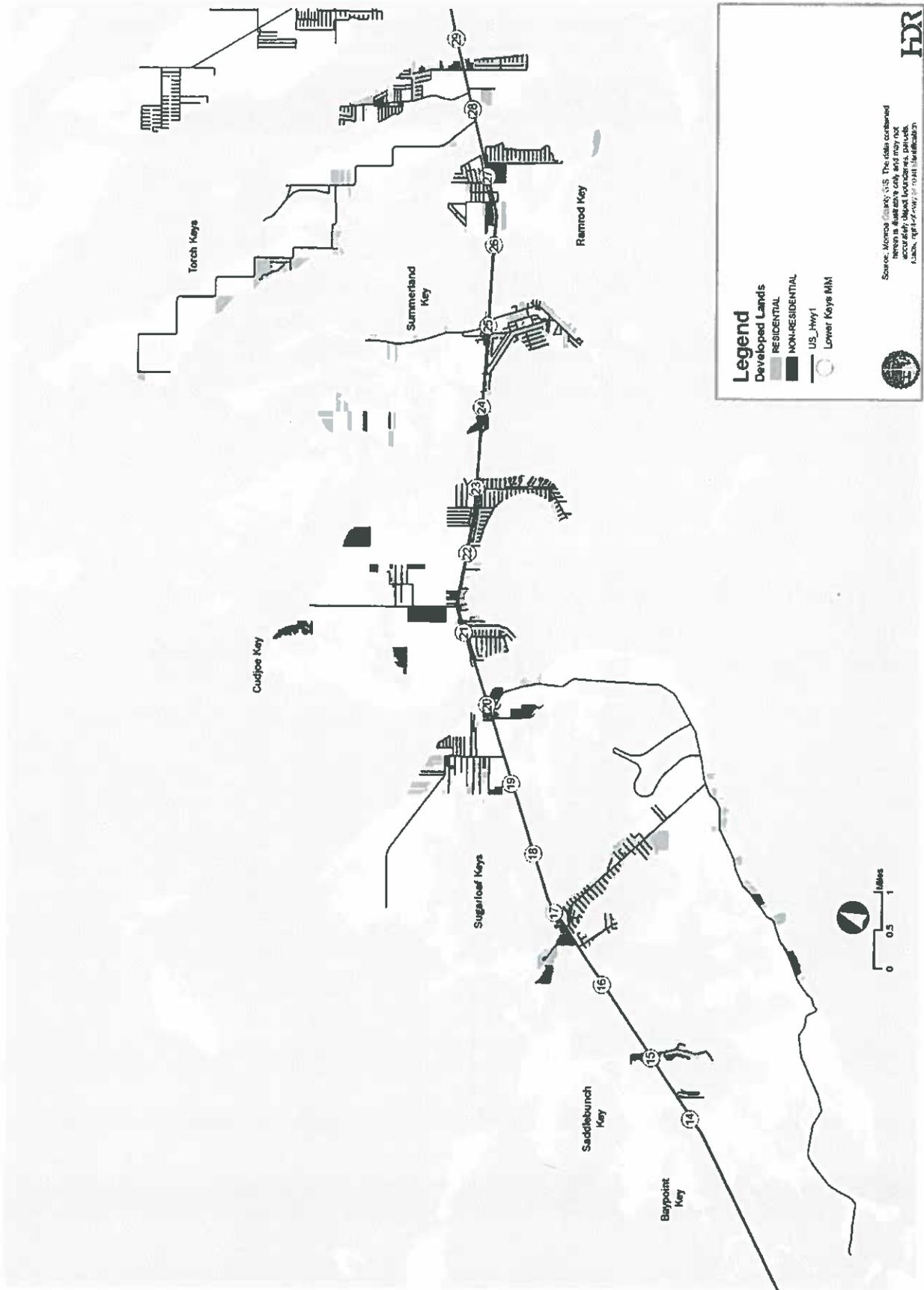
Development Patterns

According to data from the County Property Appraiser’s office, only a small percentage of the total land area in the Lower Keys is developed only 1,829 of the study area’s 18,808 acres is identified as improved and nearly 86% of the developed area is in residential use. Approximately 1,564 acres of the developed area are in residential use, 118 acres are in commercial, 87 acres are in industrial use, 13 acres are in institutional use, and 37 acres are in use for utilities (Table 1).

Table 1 – Developed Lands		
Category	Acres	Percentage
Residential	1,564	86%
Commercial	118	6%
Industrial	97	5%
Institutional	13	1%
Utilities	37	2%
Total Developed Lands	1,829	100%
Source: Monroe County Property Appraiser (2011)		
Note: Developed Lands include publicly and privately owned parcels identified by the Property Appraiser’s office as improved. Unimproved parcels include both vacant and conservation lands.		

As with most of the Florida Keys, commercial development is focused on the U.S. 1 corridor with residential neighborhoods of varying densities extending north-south along collector and local roads. Commercial land uses, broadly defined as those areas associated with the buying and selling of goods and/or services, are generally concentrated as strip development along the US-1 corridor. The majority of the planning area’s commercial businesses serve the tourism and local residential markets (*a more detailed assessment of existing land uses is included in Section 4*).

Draft Lower Keys (MM 14.2 – 29.0) Livable CommuniKeys Plan



Population & Demographics

The demographics for unincorporated Monroe County are derived from the Technical Document Monroe County 2010-2030 Population Projections, prepared March 15, 2011 by Keith & Schnars, P.A., and Fishkind and Associates. The permanent population series is the latest published by the University of Florida, Bureau of Economic and Business Research (BEBR).

Functional population is the sum of seasonal and permanent population estimates. Permanent residents are people who spend all or most of the year living in Monroe County, and as such, exert a relatively constant demand on all public facilities. Seasonal population figures are the number of seasonal residents and visitors in the Keys on any given evening. They are composed of the tourist population and residents spending less than six months in the Keys. The seasonal population has a higher cyclical demand on public facilities like roads and solid waste.

The 2010 estimated population for unincorporated Monroe County is 70,808 (2010) and by 2030 it is projected to increase by 3,149 additional persons. This is an increase of 157.5 persons per year through the twenty year planning horizon.

Table 2 Population Demographics

Monroe County Functional Population Projections, 2010-2030

Year	Countywide Population Projection		
	Permanent	Seasonal	Functional
2010	76,887	78,401	155,288
2015	77,600	79,800	157,400
2020	76,900	82,151	159,051
2025	76,200	84,503	160,703
2030	75,500	86,855	162,355

Source: Fishkind & Associates, Inc.; Fl Keys Aqueduct Authority; Univ. FL BEBR, PS 156 and annual estimates

Functional Population Projections by Sub-Area , 2010-2030

Year	Functional Population			Unincorporated Monroe County Total
	Lower Keys	Middle Keys	Upper Keys	
2010	39,645	2,183	28,980	70,808
2015	40,181	2,212	29,370	71,763
2020	40,592	2,234	29,668	72,494
2025	41,003	2,256	29,966	73,225
2030	41,414	2,278	30,265	73,957

Source: Fishkind & Associates, Inc., 2010, Unincorporated Monroe County Population Projections

Unincorporated Monroe County Distribution of Permanent Population

	Upper Keys	Middle Keys	Lower Keys	Total
Population 1990	44%	3%	52%	100%
Population 2000	42%	3%	55%	100%
Population 2009	41%	3%	56%	100%
Population 2014	40%	3%	57%	100%
Source: Fishkind & Associates, Inc.; I-Site online demographic database				

The Monroe County 2010-2030 Population Projections, prepared March 15, 2011 by Keith & Schnars, P.A., and Fishkind and Associates, indicates a loss in permanent population with likely replacement through an increase in seasonal residents

Fishkind & Associates estimates that while permanent population decreases at an average rate of less than one percent every five years, seasonal population increases at an average rate of 2.57 percent every five years; resulting in a shift in population from permanent to seasonal. Overall, functional population or total population for the unincorporated County will increase at an average rate of less than one percent, every five years, in the twenty year planning period.

Draft Lower Keys (MM 14.2 – 29.0) Livable CommuniKeys Plan

The U.S. Census Bureau released 2010 demographic information related to population and housing on March 17, 2011. The following tables provide summary information for Monroe County and the incorporated municipalities. Information from the 2000 Census has been included for comparison purposes.

The permanent population for the Florida Keys (unincorporated and incorporated) declined by 8% (-6,499 people) from the year 2000 to 2010. Total housing units increased by 1,147 units or 2%. The number of occupied units decreased by 2,457 units or 7%. Vacant units increased by 3,604 units or 22%.

	Census 2000	Census 2010	Change	% Change
POPULATION				
City of Key West	25,478	24,649	-829	-3.25%
City of Marathon	10,255	8,297	-1,958	-19.09%
City of Key Colony Beach	788	797	+9	1.14%
City of Layton	186	184	-2	-1.08%
Village of Islamorada	6,846	6,119	-727	-10.62%
Unincorporated Monroe County	36,036	33,044	-2,992	-8.30%
Total Population (Uninc. County & Cities)	79,589	73,090	-6,499	-8.17%
HOUSING UNITS				
City of Key West	13,306	14,107	+801	6.01%
City of Marathon	6,791	6,187	-604	-8.89%
City of Key Colony Beach	1,293	1,431	+138	10.67%
City of Layton	165	184	+19	11.15%
Village of Islamorada	5,461	5,692	+231	4.23%
Unincorporated Monroe County	24,601	25,163	+562	2.28%
Total Housing Units (Uninc. County & Cities)	51,617	52,764	+1,147	2.22%
Total housing units (Uninc. County & Cities)	51,617	52,764	+1,147	2.22%
Occupied housing units (Uninc. County & Cities)	35,086	32,629	-2,457	-7.00%
Vacant housing units (Uninc. County & Cities)	16,531	20,135	+3,604	21.80%
% Vacant housing units (Uninc. County & Cities)	32.02%	38.16%		

Environmental Setting

The planning area is underlain by Key Largo Limestone, formed from ancient reefs and made up of mostly very porous material. The Lower Keys are known as the Oolitic Keys because they are primarily composed of oolites, small spherical grains of calcium carbonate cemented together to form a limestone. Geological and biological processes that date to the Pleistocene Period were instrumental in forming the reefs and the Florida Keys of today. Melting glaciers raised sea levels, resulting in submerged conditions over much of the Florida peninsula and all of the Florida Keys. The warm temperatures and shallow waters typical to the Keys provide ideal conditions for the growth of coral reefs, which predominate along the Keys island chain.

According to the County’s Advanced Identification of Wetlands (ADID) Program, the main types of habitat in the planning area are saltwater wetlands and uplands consisting of hammock, pinelands, grasslands, and ridge/hammock (Table 3, Figure 3). Saltwater wetlands are the predominant land cover type, with 14,358 acres or approximately 70% of the area’s acreage. Uplands account for approximately 12% or 2,534 acres.

Table 3 -ADID Habitat		
Habitat Types	Acres	% of Total
Developed	2,038	10%
Exotics	71	>1%
Freshwater Wetland	276	1%
Saltwater Wetland	14,359	70%
Upland	2,534	12%
Water	1,143	6%
Total Acres	20,421	100%
Source: Monroe County GIS (ADID FMRI maps, 1991) Note: Acreages are based on delineations of land cover and do not match the developed lands and land use acreages reported in other sections of the plan.		

The planning area provides potential habitat for many threatened and endangered species listed below (Table 4).

Table 4 - Federally Threatened and Endangered Species	
Common Name	Scientific Name
Atlantic green turtle	<i>Chelonia mydas</i>
Atlantic loggerhead	<i>Caretta caretta</i>
American alligator	<i>Alligator mississippiensis</i>
American crocodile	<i>Crocodylus actus</i>
Eastern indigo snake	<i>Drymachron corais</i>
Leatherback turtle	<i>Dermochelys coriacea</i>
Atlantic hawksbill turtle	<i>Eretmochelys imbricate</i>
Atlantic Ridley turtle	<i>Lepidochelys kempi</i>
Southern bald eagle	<i>Haliaeetus leucocephalus</i>
Roseate tern	<i>Sterna dougallii</i>
Artic peregrine falcon	<i>Falco peregrinus</i>
Bachman’s warbler	<i>Verivora bachmanii</i>
Silver rice rat	<i>Oryzomys argentatus</i>
Key deer	<i>Odocoileus virginianus clavium</i>
Lower keys marsh rabbit	<i>Sylvilagus palustris</i>
Source: Monroe County Comprehensive Plan	

Development Context and Constraints

The amount and pace of development in the County is managed through a Building Permit Allocation System (BPAS) consisting of a complex system of planning policies and programs, and implemented by the residential Rate of Growth Ordinance (ROGO) and its companion NROGO (non-residential). Together, ROGO and NROGO are designed to implement growth management policies in the Comprehensive Plan by limiting the number of permits issued in each of the three planning areas (Upper, Middle, and Lower Keys).

Other factors constraining development in the Lower Keys include concurrency with State requirements, such as maintaining a minimum Level of Service (LOS) C along U.S.-1. The Comprehensive Plan and Land Development Code require each segment of the highway maintain a LOS of C or better. The LOS criteria for segment speeds on U.S. 1 in Monroe County depend on the flow characteristics and the posted speed limits within the given segment. Segment speeds reflect the conditions experienced during local trips. Given that U.S. 1 serves as the "main street" of the Keys, the movement of local traffic is also an important consideration on this multipurpose highway. However, the determination of the median speed on a segment is a more involved process than determining the overall level of service since different segments have different conditions. Segment conditions depend on the flow characteristics and the posted speed limits within the given segment.

There are six segments in the Lower Keys CommuniKeys Planning Area (from mile marker 14.2 to mile marker 29).

Segment 4: Saddlebunch, Mile Markers 10.5-16.5

Segment 5: Sugarloaf, Mile Markers 16.5-20.5

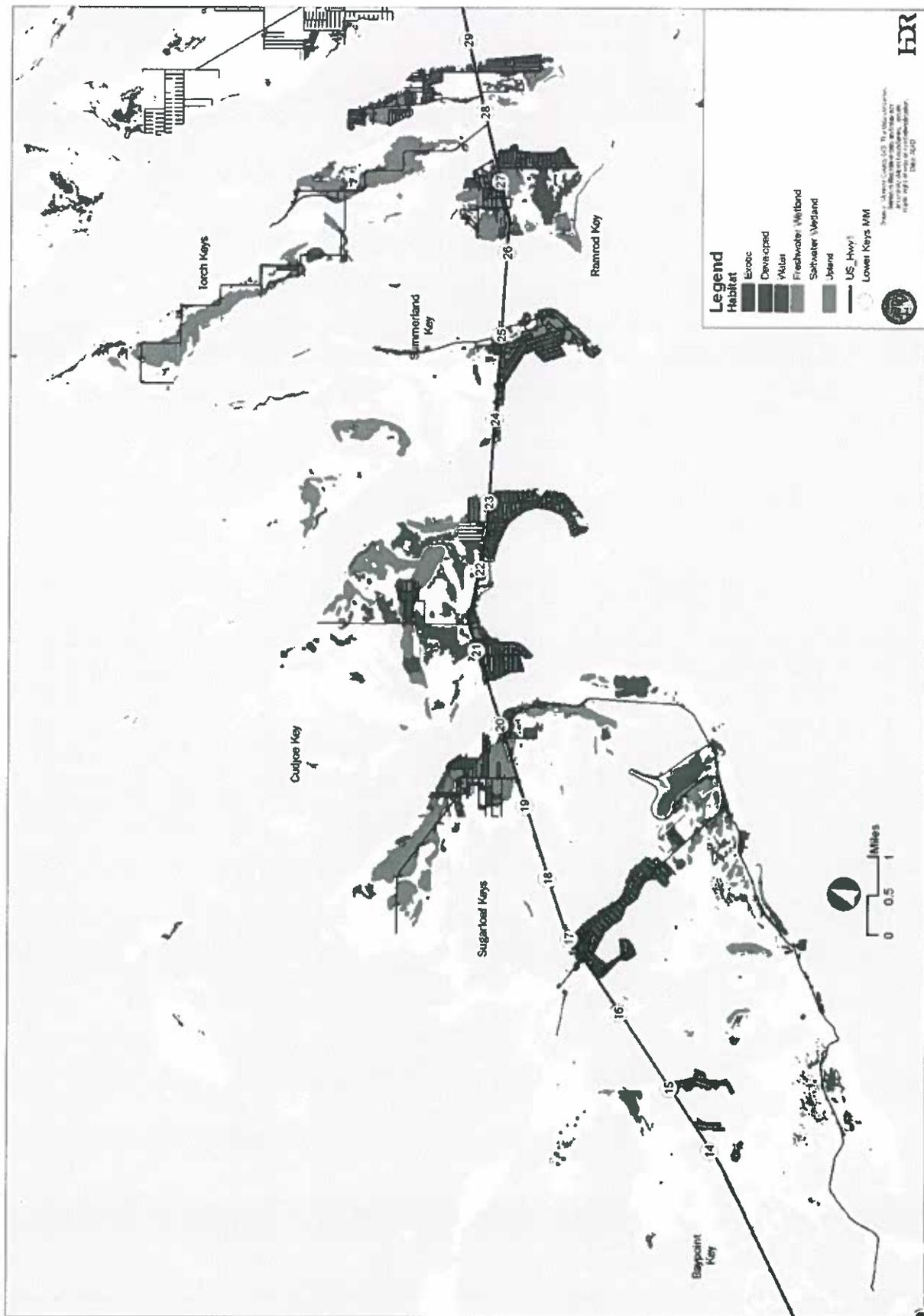
Segment 6: Cudjoe, Mile Markers 20.5-23.0

Segment 7: Summerland (23.0-25.0)

Segment 8: Ramrod, Mile Markers 25.0-27.5

Segment 9: Torch, Mile Markers 27.5-29.5

The 2011 U.S. 1 Arterial Travel Time and Delay Study, prepared by URS Corporation Southern, indicate Segments 4 through 8 has a LOS B and Segment 9 is a LOS A. Compared to last year (2010) study results, Segments 4 and 5 resulted in positive LOS changes, increasing from a LOS C to a LOS B.



2. SUMMARY OF THE LCP PROCESS

The Lower Keys LCP was developed with multiple opportunities for public participation which are outlined below.

Stakeholder Interviews

Stakeholder interviews, conducted at the outset of the project, identified specific issues and/or concerns of businesses and residents. The interviews were undertaken to gauge the level of interest and sensitivity to growth management issues in the planning area. The input received provided insight into important community issues.

E-Newsletters/Announcements

Several e-newsletters and announcements were sent to property owners and residents in the Lower Keys. The newsletters and announcements described the planning process, summarized the existing conditions, notified owners of upcoming public workshops, kept the public informed of the progress of the planning process, and directed them to the County's website for further information and postings.

Website

Monroe County included project updates for the Lower Keys LCP on its website (<http://www.monroecounty-fl.gov/>).

Public Workshops

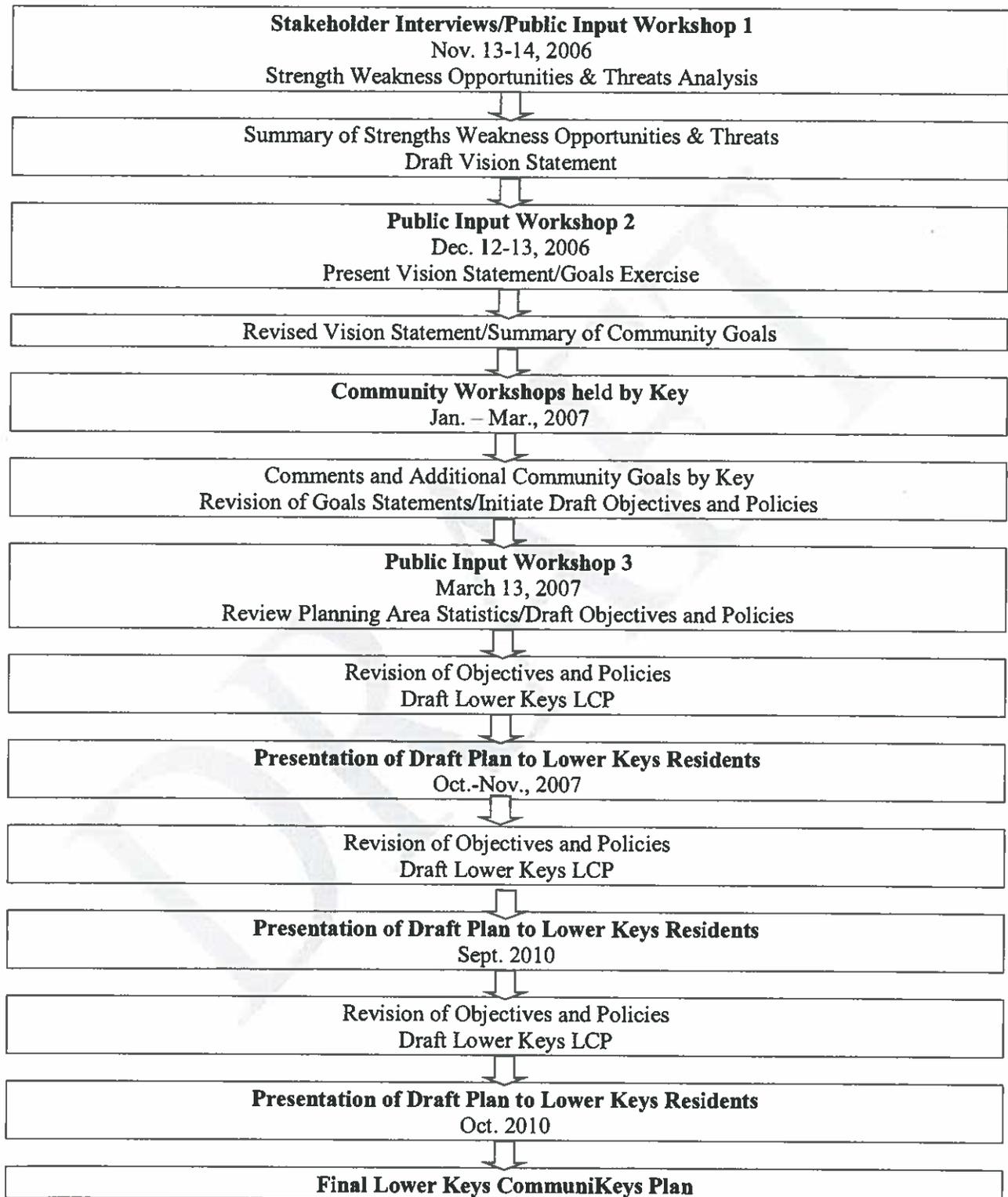
Five public meetings were held between November 2006 and September 2010. Each meeting was held within the planning area, legally noticed, and made available for all interested persons to attend.

- **Visioning Workshop.** The visioning workshop was held on November 14, 2006. This workshop focused on gathering a vision for the Lower Keys area. Through a facilitated exercise, the attendees identified and ranked the strengths, weaknesses, opportunities, and threats (SWOT) that affect the planning area (Table 5). This SWOT analysis helped to develop a picture of the community's perceptions, identify issues to be addressed in the plan and establish a vision statement for the Lower Keys LCP.

Table 5 - Highest-Ranked Strengths, Weaknesses, Opportunities, and Threats	
Strengths	Weaknesses
<ul style="list-style-type: none"> • No high density development; green space • Nature Preserve; Wildlife Refuge; Nature - wetlands, & wildlife • Strong Social Fabric 	<ul style="list-style-type: none"> • Lack of canal and culvert maintenance/flushing • Overdevelopment/speculative development that displaces people • Illegal dumping and clearing/general trash and debris
Opportunities	Threats
<ul style="list-style-type: none"> • Remain low density/limit development & franchises/keep greenspace • Buy more land for preservation and nature parks • Bike paths/Overseas Trail to improved and maintained/use Old SR as trail 	<ul style="list-style-type: none"> • Over development/changes and inconsistencies in LDR affecting height, density, future development/attracting more tourist developments • Overall water quality/canals, near shore/sewers/grow sponges to improve • High taxes and property insurance

- **Goals Workshop.** The second workshop was held December 12, 2006. Through a facilitated exercise, the attendees worked on developing goals for the Lower Keys LCP. The exercise built upon the results of the first visioning workshop, the existing conditions, and the County’s Comprehensive Plan. The goals identified by the community are the basis of the LCP and are listed and discussed later in this document.
- **Individual Key Workshops.** In January and February 2007, the County held individual workshops by Key with the communities of Baypoint-Sugarloaf, Cudjoe, Summerland, and Ramrod-Torches. The workshops provided the public with additional opportunities to review and provide further direction on the goals for the Lower Keys.
- **Findings Workshop.** The third public meeting occurred March 13, 2007. During this meeting, the project team reviewed the existing conditions, the major goals, objectives, and policies resulting from the previous workshops, and discussed how these major findings were to be incorporated into the Lower Keys LCP.
- **Public Presentations of Draft.** A public workshop was held at Sugarloaf Elementary School on September 26, 2010. During this meeting, County staff solicited community issues and concerns based upon geographic area. These issues have been summarized and are addressed in the updated draft. A final public workshop is planned for the fall of 2011 prior to the review of the final draft LCP by the Development Review Committee, Planning Commission, and Board of County Commissioners.

LOWER KEYS LCP PROCESS CHART



3. BASIS OF THE LOWER KEYS LCP

The Lower Keys LCP’s foundation was established through public input at workshops where community participants identified their perceptions of and desires for the Lower Keys.

Vision

Based upon the discussion in the public meetings and by reviewing responses received via e-mail to the County’s website, the following community vision statement was identified:

Vision Statement 1

“The Lower Keys will remain a low-density, primarily residential community, with a strong social fabric. We protect, preserve, and enjoy our natural environment, low density, wildlife and open space, and unique recreational opportunities. Our community cherishes conservation and recreation lands and - strict growth management regulations. We seek to renew our commercial areas and provide affordable housing in our community. Our infrastructure and services fully meet the community’s needs except for sewage . Ultimately, we manage and control growth and preserve the environment and our quality of life.”

Format of Master Plan Elements

The Lower Keys LCP addresses seven Master Plan Elements. For each element an introductory discussion provides a context for understanding the current conditions and the community needs, followed by the goal(s) objectives, and policy items necessary to accomplish each goal.

The Lower Keys LPC Goals, Objectives, and Policies have been modified to be consistent with the following statutory definitions.

Section 163.3164 (10), F.S. states: “Goal” means the long-term end toward which programs or activities are ultimately directed.

Section 163.3164 (33) F.S. states: “Objective” means a specific, measurable, intermediate end that is achievable and marks progress toward a goal.

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Public comments have expressed the desire to create Goals, Objectives and Policies that reflect the community character of each island. Staff has identified six island subareas: Summerland, Sugarloaf, Baypoint/Saddlebunch, Big Coppitt, Torches, and Ramrod. Each subarea has unique qualities and needs. However, it would be impractical to create six subarea plans within the context of the Lower Key LCP. In order to further community visions that address the special needs and concerns of each subarea, the tables in **Appendix G** were prepared to identify which

Goal, Objective, and Policy applies to each of the six subareas for the seven elements of the Lower Keys LCP.

The consensus goals identified by the community were:

Future Land Use, Economic Development, and Community Character

Goal 1: Monroe County shall manage future growth to preserve the rural or low density community character, protect the natural environment of the Lower Keys, and maintain and encourage commercial revitalization along the U.S. 1 corridor, including promotion of small businesses.

Conservation and Coastal Management

Goal 2a: Monroe County shall manage conservation lands, reduce exotic species, and continue natural lands acquisition for conservation in the Lower Keys.

Goal 2b: Monroe County shall develop and implement programs to improve water quality in canals and the nearshore environment.

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Goal 3: Monroe County shall improve multi-modal transportation services and implement programs specifically designed for vehicles, bicycles and pedestrians along U.S. 1 and appropriate collector roads in the Lower Keys.

Housing

Goal 4: Monroe County shall aggressively pursue locations, solutions, and partnerships to establish a permanent affordable housing base for Lower Keys residents and workers.

Public Utilities/Services

Goal 5: Monroe County shall provide adequate public facilities to serve existing and future needs of the Lower Keys planning area while promoting conservation measures where appropriate.

Recreation and Open Space

Goal 6: Monroe County shall maintain existing recreational facilities and seek opportunities for active and passive land-based recreation as well as expand public shoreline access for water-based recreational activities within the community.

Public Participation in the Planning Process

Goal 7: Monroe County shall continue to support and encourage citizen involvement and monitoring of Lower Keys LCP.

4. FUTURE LAND USE, COMMUNITY ECONOMIC DEVELOPMENT AND COMMUNITY CHARACTER ELEMENT

Current Conditions Summary

Like many areas of Monroe County, communities in the Lower Keys LCP planning area contain a wide range of intensities and patterns of land use. Covering approximately 18,774 acres, the planning area includes large tracts of undeveloped lands, including property under public ownership or protected through conservation easement; pockets of low density residential use; moderate to higher density residential development concentrated in improved subdivisions; and strips of commercial, industrial, and institutional development along stretches of U.S. 1.

A brief summary of land use and development conditions influencing the livability and sustainability of the Lower Keys communities follows.

Land Uses

Developed Lands. According to Property Appraiser data, approximately 9% or 1,829 acres of the land within the planning area are used for residential, commercial, industrial, and institutional uses. Of the total identified as developed, 1,564 acres are used for residential, 118 acres are used for commercial, 97 acres are used for industrial, and 13 acres are used for institutional. In addition to these categories of use, the Appraiser's data lists another 167 acres as being used for rights-of-way and utilities.

Lands in residential use, which account for approximately 86% of the developed area, are comprised primarily of single family houses in improved subdivisions and on parcels in rural settings. Mobile homes on individual parcels and multifamily dwellings with less than 10 units per building occupy 169 acres or 9% of the total acreage in residential use.

Commercial land uses account for a little over 6% of land uses in the developed area. According to the Appraiser's data, these commercial uses include mobile home and RV parks, hotel and motels, and the private airport on Lower Sugarloaf Key. Other commercial uses, including retail outlets, plant nurseries and gardens stores, restaurants and cafes, and small office buildings, account for the remaining acreage identified as being in commercial use. As with many other areas in Monroe County, commercial uses in the Lower Keys planning area exist in sites fronting U.S. 1.

Industrial and institutional uses account for a little over 7% of land uses in the developed area, with approximately 97 acres identified as being in industrial use and 13 acres in institutional uses. Industrial uses include gravel pits, open storage areas, light manufacturing, food processing and warehousing operations. Institutional uses include churches, private clubs, and private schools.

Government & Miscellaneous Lands. In addition to the above uses, the Appraiser's data identifies land uses in government and miscellaneous categories. These data identify 12,024 acres of land in public ownership and 209 acres in miscellaneous categories including rights-of-

way, submerged lands, and utilities. Lands in the government category account 63% of the total planning area and are subdivided into to several categories including county-owned lands, state-owned lands, and federally-owned lands. The data do not distinguish between conservation lands and sites used for public facilities (e.g. post offices, libraries, and fire and police stations, and public offices) but the vast majority of land in this category is undeveloped and planned for conservation.

Privately-Owned Vacant Lands. The Appraiser’s data also identifies 2,636 acres (14% of the total planning area) as vacant, privately owned land. These lands include vacant lots in improved subdivisions, vacant parcels in rural areas, vacant commercial and industrial parcels, and vacant unimproved parcels identified for acquisition for conservation. Of these 2,636 vacant acres, only 350 acres or 13 % is identified as appropriate for medium to high density residential development or commercial development under the County’s Comprehensive Plan. As indicated in Figure 4, Table 6 below, 241 acres of vacant privately-owned lands are designated on the Future Land Use Map (FLUM) as appropriate for Residential Medium use, 47 acres are designated for Residential High use, 57 acres are designated for Mixed Use/Commercial, and 5 acres are designated for Mixed Use/Commercial Fishing.

Table 6 – Vacant Privately-Owned Land by Future Land Use Category	
FLUM Designation	Acres of Vacant Land
Residential Medium	241.22
Residential High	47.1
Mixed Use/Commercial	57.72
Mixed Use/Commercial Fishing	5.17

The following maps (Figure 5) indicated vacant privately-owned lands by Future Land Use Category.

Development Capacity. Assuming future residential development occurs in the pattern and intensities called for under the Comprehensive Plan and at the rate anticipated under the residential and non-residential permit allocation systems, there appears to be a sufficient amount of land designated to support both residential and non-residential development.



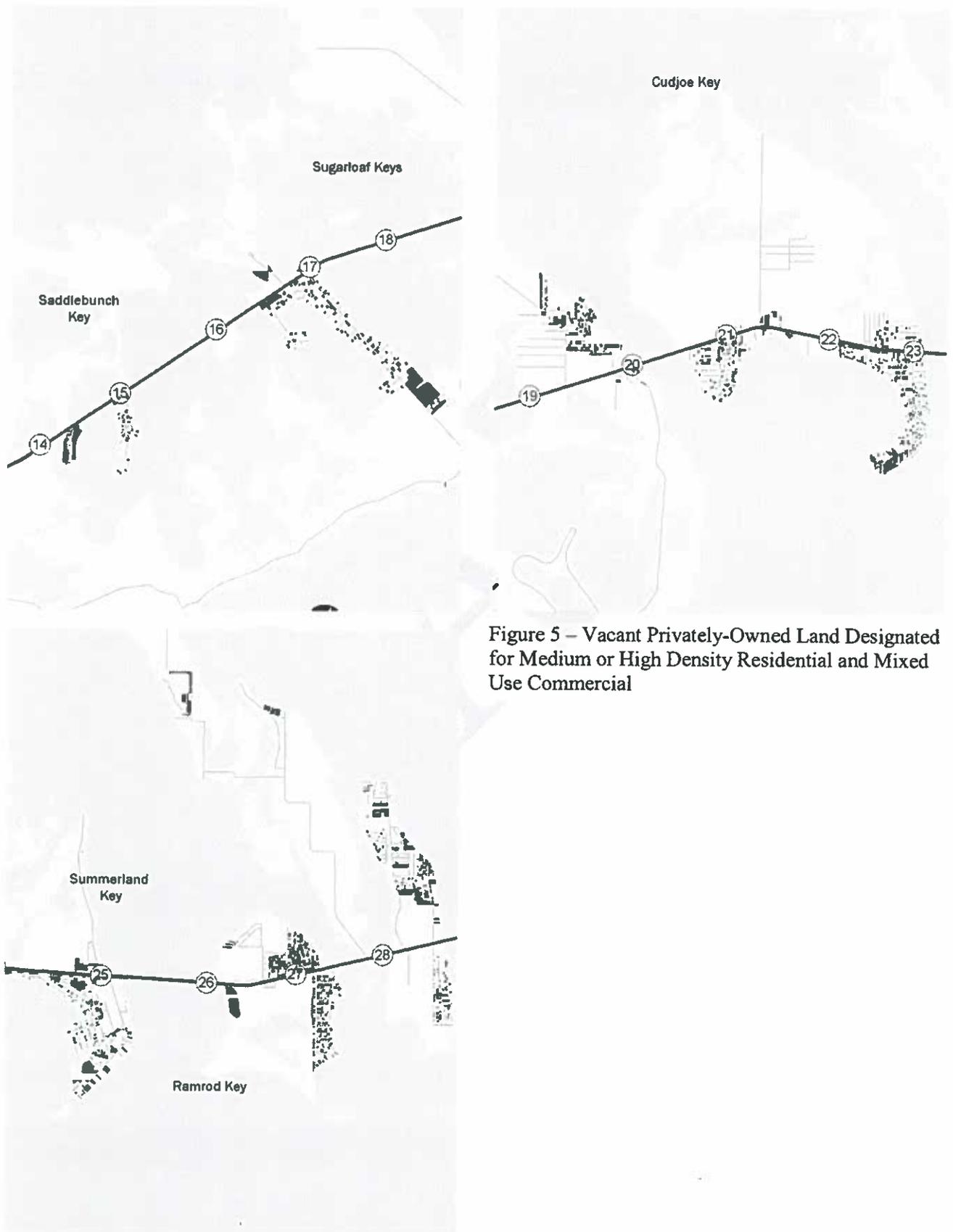


Figure 5 – Vacant Privately-Owned Land Designated for Medium or High Density Residential and Mixed Use Commercial

Economic Development

The Lower Keys LCP planning area serves primarily as a bedroom community supporting more mature and intensely developed employment centers and commercial areas in Stock Island, Key West, and the Upper Keys. The commercial development that currently exists in the project area is scaled to serve the needs of year round and seasonal residents, visitors, and a modest number of tourists staying in the planning area and traveling along U.S. 1. The Lower Keys have not been identified as having the potential to attract or support large-scale employment generating uses, nor has the community expressed an interest in seeing such uses introduced.

Community Centers. Future economic activity in the planning area will be focused in a few key locations along U.S. 1, with the following general areas having the greatest potential to provide for the daily needs of local residents, visitors, and tourists:

- Lower Sugarloaf Key (MM 16-17)
- Cudjoe Key (MM 22-23)
- Summerland Key (MM 24-25)
- Ramrod Key (MM 26.5-27.5)

While the quality of design and character of development is uneven in these areas, each has the potential to better serve local needs and reinforce community identity. With the right policy and regulatory tools in place—guidelines for new development and redevelopment, public space improvements called for in the U.S. 1 Corridor Enhancement Plan, and enhanced support for small, locally-owned businesses—these areas can evolve into more attractive, accessible centers of community life.

The general policy direction for the enhancement of existing commercial areas was set forth in the Technical Document of the 2010 Comprehensive Plan. According to the report, area designations “will be used in conjunction with the Point System to discourage urban sprawl,” protect natural resources, and enhance the character of the community “by encouraging infill development in established commercial areas.” Since the Technical Document was completed the concept has evolved into the Community Centers initiative and has become an important part of the LCPs prepared for Tavernier and Key Largo.

The County recognizes the special nature of Community Centers identified in the LCPs and supports the creation of area specific regulatory strategies and design standards to achieve local objectives. Over the past few years, the County has worked with local stakeholders to create policies and standards to ensure individual projects meets local needs, contribute to the creation of compact, walkable destinations, protect existing small businesses, and enhance the unique character of individual communities.

Non Conformities. The market potential of many older commercial sites may be limited because some aspect of the operation is not in full compliance with current County plans, policies, and regulations. Non-conforming status may result from a variety of conditions—parking may be inadequate, setbacks and landscaping may not meet current standards, existing uses may not be permitted, or the intensity of development may be higher than is currently

allowed. While sites with non-conformities may continue in their current state and use, the non-conforming status may be a barrier to reinvestment and improvement. Non-conformities may limit changes in use, investment in modest improvements and additions, rebuilding after damage by fire or storm, and affect the owners and tenant's ability to procure insurance and financing.

Community Character

Perceptions of the character of Lower Key's communities are influenced in a number of important ways. The distribution and intensity of land uses plays a central role, as does the integrity of natural areas and vegetation; the quality of development along U.S. 1; the views from causeways and bridges; and the quality and consistency of site, landscape, and building designs. Throughout the planning process, the public has raised concerns about the scale and quality of recent development, both along U.S. 1 and within existing neighborhoods.

Two important factors may contribute to the community's sense that this recent development is "out of character" with the Lower Keys: early manifestations of County growth policy and the build out of improved subdivisions. Before current growth policies were enacted, development occurred in a dispersed pattern, with housing less concentrated and commercial uses spread along the U.S. 1 corridor. With the County's growth policy designed to focus investment in developed areas, high intensity uses are locating in visually prominent areas, such as vacant lots in improved subdivisions and undeveloped sites in commercial areas along the U.S. 1 corridor. Consequently, virtually all new non-residential development occurs in highly visible locations.

The level of concern over "out of character" development is also influenced by the approaching build-out of older established neighborhoods. As growth policies have channeled residential development to improved subdivisions, residents are losing the benefits of lots held vacant for the past 20-30 years, which include informal access to private open space is being lost, views to the water are closing, and small patches of native vegetation are being removed.

The cumulative effects of the County's growth policies combined with the build out of older neighborhoods may contribute to the sense that growth is not sufficiently well managed and the qualities that attracted residents to the Lower Keys. Rural densities, natural beauty, and access to nature are threatened. Though the rate of growth in the Lower Keys planning area has declined in the past 20 years, resident awareness of it is much greater.

Analysis of Community Needs

Rate of Growth. Community members raised questions about the projected rates of residential and non-residential growth in the Lower Keys. Participants in community workshops expressed concern about the possibility that more than the fair share of development was being allocated to the Lower Keys which could negatively affect the character of development along the U.S. 1 corridor and in established neighborhoods. The relatively large scale and density of recently constructed residential and non-residential projects were cited often as examples of what the community considered inconsistent with their vision for the future.

Preservation of Sensitive Lands. The public expressed support for the continued use and refinement of the Tier System along with state, county, and private efforts to conserve, through acquisition or regulation, sensitive natural areas, wildlife habitats, and native vegetation. Workshop participants expressed interest in preservation both on ecological grounds and as a way to protect the scenic qualities that contribute to the Lower Keys unique character and sense of place.

Neighborhood Conservation & Improvement. Preserving the livability and attractiveness of existing neighborhoods and residential areas was a primary objective of participants in the planning process. Residents expressed concern about the effect of several issues—the scale and character of new resident development, the influence of cut-through and tourist traffic, etc.—on their neighborhood’s quality of life.

Quality of Commercial Districts. Many participants in the planning process expressed an interest in improving the quality of existing commercial areas along the U.S. 1 corridor. Community members called for the enactment of design standards, the improvement of access and parking, the preservation of native vegetation, and the revitalization of older and neglected properties.

Small Business Retention & Development. Preserving and improving existing small and locally-owned business was another objective promoted by participants in the planning process. Residents value the small scale and unique offerings of local businesses and want to ensure their continued presence along the U.S. 1 corridor.

Goals, Objectives, and Policies

Public comments have expressed the desire to create Goals, Objectives and Policies that reflect the community character of each island. Staff has identified six island subareas: Summerland, Sugarloaf, Baypoint/Saddlebunch, Big Coppitt, Torches, and Ramrod. Each subarea has unique qualities and needs. However, it would be impractical to create six subarea plans within the context of the Lower Key LCP. In order to further community visions that address the special needs and concerns of each subarea, the tables in **Appendix A** were prepared to identify which Goal, Objective, and Policy applies to each of the six subareas for the seven elements of the Lower Keys LCP.

Goal

Goal 1: Monroe County shall manage future growth to preserve the rural or low density community character, protect the natural environment of the Lower Keys, and maintain and encourage commercial revitalization along U.S. 1 corridor, including promotion of small businesses.

Objective 1.1

Monroe County shall continue to manage the rate of residential and non-residential growth in the Lower Keys to maintain adequate levels of service and ensure a balance of land use to serve the existing and future population. Use of the Tier System as the primary means to conserve natural areas, focus state and county acquisition programs, manage growth in transition areas, and guide development to areas most appropriate for new infill development and redevelopment.

Policy Item 1.1.1: Monroe County is recommended to conduct an analysis, as part of the Comprehensive Plan Update, to determine the Lower Keys “fair share” of projected residential and non-residential growth based on assessments of the availability of appropriate sites for development (vacant, unconstrained lots in improved subdivisions, vacant sites along U.S. 1, and developed properties deemed appropriate or prone to redevelopment), the existing and projected demand for commercial services, and the community’s desire to support and improve existing small, locally-owned businesses.

Policy Item 1.1.2: Monroe County is recommended to conduct a market analysis, as part of the Comprehensive Plan Update, to determine the extent to which the daily and weekly needs of Lower Keys residents can be met locally. The study should include the following:

- an analysis of the demand for retail goods and professional/personal services generated by existing and future residents;
- an assessment of existing commercial, professional, and personal services;
- identification of imbalances in existing supply and demand; and
- recommendations for addressing identified imbalances through economic development initiatives, planning policies, and land development regulations.

Policy Item 1.1.3: Based on the outcome of the Fair Share and Market analyses identified in the previous policies, Monroe County shall identify property specific revisions to the FLUM categories and Land Use District Map.

Policy Item 1.1.4: To increase awareness of potential development and redevelopment activity periodic reports will be provided to the Lower Keys community summarizing the number, location, and type of development applications received and accepted for review.

Policy Item 1.1.5: Monroe County will encourage individuals seeking minor and major conditional use approvals to meet with neighboring property owners and representatives of community groups prior to the submittal of permit applications.

Objective 1.2

Monroe County shall continue to use the Land Use District Map and Future Land Use Map categories to regulate land use by type, density, and intensity.

Policy Item 1.2.1: Monroe County shall continue to recognize the FLUM categories and land use districts as the primary regulatory tools for evaluating development proposals.

Policy Item 1.2.2: Monroe County shall continue to implement the Florida Keys Area of State Critical Concern and height restriction policies specified within the Monroe County Comprehensive Plan and the Monroe County Land Development Code.

Objective 1.3

Monroe County shall evaluate the effectiveness of existing neighborhood conservation efforts, and, if necessary, revise existing or prepare new policies, procedures, and programs to conserve, stabilize, and improve conditions in existing neighborhoods.

Policy Item 1.3.1: To maintain the rural character of existing neighborhoods, improved subdivisions, and lands along the rights-of-way of local roadways, Monroe County shall prepare and adopt standards limiting clearance of existing native vegetation, including vegetated areas with little value as wildlife habitat, and requiring mitigation where clearance is deemed unavoidable.

Policy Item 1.3.2: Monroe County will explore the feasibility of enacting design guidelines to ensure new development and redevelopment in and adjacent to existing improved subdivisions is compatible in scale and character with surrounding properties. The guidelines, if deemed feasible, may address the following:

- conservation of existing and establishment of new native vegetation and buffers;
- limits on impervious surfaces;
- building placement, massing, and height;
- enclosure of building areas below base flood elevation; and
- location and screening of parking areas, mechanical equipment, and trash receptacles.

Policy Item 1.3.3: Monroe County will work with residents and neighborhood organizations to identify properties with code violations and work with owners to bring properties into compliance.

Policy Item 1.3.4: Monroe County will ensure that residential design guidelines, if enacted, do not create a financial burden on property owners.

Objective 1.4

Monroe County shall expand programs and initiatives to promote the retention of existing and creation of new, small, locally-owned businesses along the U.S. 1 Corridor.

Policy Item 1.4.1: Monroe County will review and evaluate the land use designation of lawfully-established non-conforming non-residential land uses and structures and determine if changes in planning policy or land development regulations are appropriate to encourage rehabilitation, improvement, and modest additions.

Policy Item 1.4.2: Monroe County will adopt policies to discourage the continuance of nonconforming uses determined in the review to be inappropriate for the area in which they are located.

Policy Item 1.4.3: Monroe County will conduct an analysis to determine the redevelopment potential of obsolete residential and non-residential structures with U.S. 1 frontage in areas designated for on the FLUM for Mixed Use Commercial development.

Policy Item 1.4.4: To protect the viability of existing businesses and prevent additional strip commercial development along U.S. 1, Monroe County is encouraged to not support the designation of new commercial land use districts outside areas currently designated Mixed Use/Commercial on the Future Land Use Map. Changes in the existing boundaries of the Mixed Use/Commercial land use category may only occur as part of the Community Center designation process.

Objective 1.5

Monroe County shall conduct an evaluation to determine the extent of areas along the U.S. 1 corridor for compact mixed use development and prepare changes in policy and land development regulations to encourage appropriate investment, conserve natural areas, support small businesses, and ensure compatibility with adjacent residential areas.

Policy Item 1.5.1: The following areas designated as Mixed Use Commercial on the FLUM may be evaluated to determine their potential for designation as Community Centers.

- Lower Sugarloaf Key (MM 16-17)
- Cudjoe Key (MM 22-23)
- Summerland Key (MM 24-25)
- Ramrod Key (MM 26.5-27.5)

As part of the Community Center evaluation, Monroe County will work with residents and property owners to assess existing conditions and development potential, identify opportunities for new development and redevelopment, and define standards to ensure new development and redevelopment furthers goals for the creation of walkable, mixed use centers serving neighborhood needs.

Policy Item 1.5.2: Where designation of a Community Center is deemed appropriate, Monroe County shall work with the community and FDOT to confirm the appropriateness and scheduling of capital improvements recommended in the U.S. 1 Corridor Enhancement Plan. Improvements may include land acquisition to support the creation of affordable housing, landscape and streetscape improvements in public rights-of-way, conservation of native vegetation, creation of new or improvements to existing public spaces, the removal of billboards, or the provision of public access to the water.

Policy Item 1.5.3: Where designation of a Community Center is deemed appropriate, Monroe County shall amend the Land Development Code to adopt an overlay district providing standards for the following:

- land uses and development intensity
- affordable and workforce housing
- site design, lighting, and landscaping
- access and parking
- pedestrian and bicycle circulation
- building placement, massing, form, and scale
- architectural character
- outdoor storage
- buffers to residential areas

The amendment to the Land Development Code overlay district shall be adopted concurrently with the approval of appropriate zoning changes.

5. CONSERVATION AND COASTAL MANAGEMENT ELEMENT

Current Conditions Summary

Approximately 77% (15,778 acres) of the parcel coverage in the planning area is saltwater wetlands, freshwater wetlands, or submerged lands (water). The remaining 23% (4,643 acres) is classified as developed, uplands, or containing exotic species. The upland areas make up 2,534 acres (12%) of the planning area and consist of hammock, pinelands, and ridge/hammock (See Section 1, Table 3). Due to the significant development restrictions associated with undisturbed wetlands, native upland communities become more vulnerable to development.

The Lower Keys provides potential habitat for many endangered species including several species of turtles, the American alligator and crocodile, the Eastern indigo snake, several species of birds, the silver rice rat, the Key deer, and the Lower Keys marsh rabbit. A full list of species can be found in Section 1, Table 4 of this report.

Acquisition of tropical hardwood hammock and wetlands in the area is actively ongoing. As funding allows, the State of Florida and Monroe County are actively acquiring environmentally sensitive parcels. The State of Florida has added over 6,000 parcels throughout the Keys to their priority acquisition list under the Florida Forever Program. These parcels are in the Natural Resource and Conservation areas identified as environmentally sensitive through the ROGO point system and coincide with the Tier I areas mapped through the Tier System. The Tier System was adopted into the Comprehensive Plan in 2005. Monroe County adopted the Tier System and Tier Overlay District Maps into the Land Development Regulations in March 2006. The Department of Community Affairs published final orders in June 2006, approving the ordinances. The final orders were challenged in July 2006, and the amendments, with a few modifications, came into effect on January 2, 2008.

In addition to direct acquisition of environmentally sensitive lands, Monroe County has addressed their protection through numerous regulatory means including limiting clearing of habitat and requiring mitigation for removal of native plants. The Tier System is designed to continue these restrictions while simplifying the process.

The improvement and maintenance of good water quality is a primary goal within the planning area as it has been throughout the Florida Keys. Establishment of the Florida Keys National Marine Sanctuary in 1990 was in large part a response to studies indicating a decline in water quality and the health of the coral reef tract along the Keys. Monroe County, in conjunction with state and federal agencies, has worked to implement programs and regulatory strategies to help improve water quality. Strategies include the adoption of master plans for sewage treatment and stormwater runoff, the elimination of illegal cesspits, improved stormwater management requirements for site development, and the planning of central wastewater collection and treatment.

There are nine sanitary sewer service providers serving 15 associated service areas located throughout the County. For the most part, service areas within incorporated areas coincide with the limits of incorporation. The four service areas served by regional service providers within

incorporated areas include the Village of Islamorada, Key Colony Beach, City of Marathon, and the City of Key West; the City of Layton is served by FCAA. Within unincorporated Monroe County, there are five regional service providers: North Key Largo Utility Corp., Key Largo Wastewater Treatment District, Key West Resort Utilities Corp., Stock Island and FCAA. FCAA provides service to seven of the 15 service areas previously identified.

Regional systems are regulated through FDEP, and are subject to the same State and Federal regulations. Because each regional service provider is accountable for compliance, responsibility for service areas within incorporated areas typically falls with the municipality they serve. With the exception of the City of Layton that is served through FCAA, each municipal and private provider is independent of one another.

Analysis of Community Needs

Tier System/Acquisition. Numerous parcels within Tier I lands were submitted to the State of Florida and added to the Florida Forever priority acquisition list. The County should track the State's progress in purchasing these lands within the planning area. Additionally, the County should identify Tier III-A (Special Protection Areas) lands providing green space on US-1 and elsewhere or that may be restored to enhance and expand existing habitat.

Threatened and Endangered Species. The adoption of the Tier System is intended to provide for protection of habitat while streamlining the assignment of points for ROGO and directing growth to the most appropriate locations.

Habitat Management. One aspect of land acquisition and habitat protection that presents a difficulty in the planning area is the management of acquired lands. Due to the proliferation of platted subdivisions and roads, acquired parcels may form a fragmented patchwork of mixed habitat and disturbed areas. These areas are difficult to manage due to increased resource and manpower requirements and the fact that access/disturbance factors are almost impossible to control in some areas. In the Florida Keys, major habitat management activities include the removal of trash and debris, the removal of invasive exotic vegetation, restoration of habitat through mainly through topographic restoration, and maintenance of parcels in an exotics-free condition.

Water Quality. The County is currently addressing the impacts of development on water quality through the implementation of the wastewater and stormwater master plans for the Florida Keys. The County should track the progress of these activities and ensure timely implementation within the planning area as well as coordinating these actions with design and roadway improvements called for in the Lower Keys/US-1 Corridor Enhancement Plan.

Goals, Objectives and Policies

Public comments have expressed the desire to create Goals, Objectives and Policies that reflect the community character of each island. Staff has identified six island subareas: Summerland, Sugarloaf, Baypoint/Saddlebunch, Big Coppitt, Torches, and Ramrod. Each subarea has unique qualities and needs. However, it would be impractical to create six subarea plans within the context of the Lower Key LCP. In order to further community visions that address the special needs and concerns of each subarea, the tables in **Appendix A** were prepared to identify which Goal, Objective, and Policy applies to each of the six subareas for the seven elements of the Lower Keys LCP.

Goal 2a

Monroe County will continue to manage conservation lands, reduce exotic species, and continue natural lands acquisition for preservation in the Lower Keys.

Goal 2b

Monroe County will continue to develop and implement programs to improve water quality in canals and the nearshore environment.

Objective 2.1

Monroe County will continue to implement the Tier System Land Use District Overlay Maps for the planning area depicting the locations of Tier I, Tier III, and Tier III-A (Special Protection Areas) lands as described in Comprehensive Plan Policy 105.2.I

Policy Item 2.1.1: Monroe County will continue to use the Tier System as the basis for setting acquisition priorities within the planning area that considers wildlife and plant habitat and restorable area first,

Policy Item 2.1.2: Monroe County will partner with neighborhood groups to identify, acquire, and manage lots and parcels in Tier I and Tier III-A (Special Protection Areas) with fragments of hammock.

Objective 2.2

Monroe County shall create and implement a management strategy for County-owned acquisition lands aimed at maintaining and restoring native habitat or meeting community planning objectives.

Policy Item 2.2.1: Monroe County will monitor acquired lands and provide contact information to the public in order to facilitate expedient responses to complaints and property-related problems such as illegal dumping, clearing, or camping.

Policy Item 2.2.2: Monroe County will establish management goals and objectives for the various types of lands inventoried and evaluated under Policy Item 2.2.I. The goals and objectives may be aimed at natural resources management, public safety (wildfire minimization), public access management, and other opportunities.

Policy Item 2.2.3: Monroe County will include opportunities for habitat restoration in the land acquisition management plan.

Policy Item 2.2.4: Monroe County should ensure that the design of Monroe County's facilities further site management and restoration goals.

Objective 2.3

Monroe County policies and regulations shall continue to be implemented regarding the removal of exotic and invasive species and the conservation of native species.

Policy Item 2.3.1: Monroe County will conduct a review of their existing policies and regulations and identify opportunities to ensure conservation of native plant species in Tier III-A (Special Protection Areas) and Tier III lands subject to development.

Policy Item 2.3.2: Monroe County will expand education programs encouraging the removal of exotic and invasive species.

Objective 2.4

Monroe County shall continue to ensure the implementation of the County's stormwater and wastewater master plans in order to improve water quality within the planning area.

Policy Item 2.4.1: In the preparation of stormwater and wastewater plans, Monroe County shall ensure that resident's concerns regarding nearshore water quality and circulation are addressed.

6. TRANSPORTATION ELEMENT

Current Conditions Summary

The inventory of existing roads, bridges, and facilities for the Lower Keys (MM 14.2-29) includes U.S. 1 and numerous County-maintained collector and local roads. U.S. 1 is a State facility functioning as a major arterial and providing direct access to numerous commercial services. Throughout the planning area, U.S. 1 is primarily a two-lane roadway with the exception of MM 24-25 which has a center turn lane. There are 13 U.S. 1 bridges and one signalized intersection at MM 19.5 on Upper Sugarloaf Key at Crane Blvd.

This road must meet State concurrency requirements for traffic LOS C. The Florida Keys concurrency standard is speed-based rather than volume based and requires that, at a minimum, an overall average speed of 45 miles per hour (mph) be maintained over the entire length of the island chain (from MM 112.5 to MM 4 on Stock Island) and that any individual segment (24 total) not fall below 45 mph average speed. Any reserve speed (difference between median speed and the LOS C standard) is used to calculate additional roadway capacity and correspondingly additional development along those segments.

There are six segments in the Lower Keys CommuniKeys Planning Area (from mile marker 14.2 to mile marker 29).

Segment 4: Saddlebunch, Mile Markers 10.5-16.5

Segment 5: Sugarloaf, Mile Markers 16.5-20.5

Segment 6: Cudjoe, Mile Markers 20.5-23.0

Segment 7: Summerland (23.0-25.0)

Segment 8: Ramrod, Mile Markers 25.0-27.5

Segment 9: Torch, Mile Markers 27.5-29.5

The 2011 U.S. 1 Arterial Travel Time and Delay Study, prepared by URS Corporation Southern, indicate Segments 4 through 8 has a LOS B and Segment 9 is a LOS A. Compared to last year (2010) study results, Segments 4 and 5 resulted in positive LOS changes, increasing from a LOS C to a LOS B.

Monroe County maintains 100.35 miles of roads and seven bridges between MM 14.2-29. These include both collector and local roads which must meet a LOS D established by the County's Land Development Regulations. The County's Seven Year Roadway and Bicycle Plan identifies a number of paving projects for many of the roads within the planning area, as well as paving of several bicycle paths in Summerland Key.

- There is bus service provided by the Lower Keys shuttle which runs from Key West to Marathon. The City of Key West Department of Transportation (KWDOT) which operates:
 - Key West Transit (KWT) with four fixed-route bus routes serving the City of Key West and Stock Island;
 - The Lower Keys Shuttle providing service in the southern portion of the County from the City of Marathon to the City of Key West; and
 - The Key West Park-N-Ride at The Old Town Garage.

The shuttle connects with Dade-Monroe Express in Marathon to provide bus service from Key West to Florida City (mainland Miami). Scheduled stops within the planning area are in Bay Point, Sugarloaf, Cudjoe Key, and Summerland Key. There is also one bus stop on Ramrod and one on Little Torch Key. Ridership data has not been analyzed.

Sidewalks and curb ramps are infrequent along U.S. 1 in the planning area. The Overseas Heritage Trail (OHT) which runs parallel to U.S. 1 throughout most of the Keys, is yet to be completed in the planning area. This is a limiting factor for both pedestrian and bicycle activity in the Lower Keys (MM 14.2-29). A small portion of the OHT has been completed at the southern end of the planning area on Saddlebunch Key. Construction of the remainder of the trail from MM 16.5 – 29.9 is scheduled for construction in late 2011.. The following historic bridges have been reconstructed to be used as part of the OHT: Park Channel Bridge at MM 18.7, Bow Channel Historic Bridge at MM 20.2, Lower Sugarloaf Bridge at MM 15.5. Kemp Channel Bridge at MM 23.6, and South Pine Channel Bridge at MM 29 are scheduled to be renovated in 2012. .

Concurrent to the Lower Keys LCP, the County ~~has~~ contracted with Carter-Burgess, Inc. to prepare the U.S. 1 Corridor Enhancement Plan. The US-1 Corridor Enhancement Plan encompasses the same study boundaries as the Lower Keys LCP and examines opportunities for establishing a consistent look and feel for US-1 in each community. Specific issues addressed in this study include bicycle and pedestrian needs and safety, roadway conditions, better defined vehicular access areas, traffic flow, maintenance of or absence of landscaping, quality of the built environment and the scale of development.

Analysis of Community Needs

Much of the community's discussions on transportation needs were related to improving the US-1 corridor in the planning area. The comments focused on additional bus stops, bus shelters, turn and merge lanes, repaving, and completion of the OHT. These issues are addressed in depth in the U.S. 1 Corridor Enhancement Plan as indicated above.

Beyond the U.S. 1 corridor, community members expressed interest in increasing the number of designated bike routes along collector roads and the provision of bus service and shelters along select collector roads. There were no specific discussions regarding where these services would be appropriate. Residents of the Torch Keys have indicated they do not want any additional signs or improvements that would increase non local vehicular, bicycle, or pedestrian traffic into their community.

The Sugarloaf Shores Home Owners Association has asked for right and left turn lanes at the intersection of Sugarloaf Boulevard and US 1. They also asked for this intersection be made a "T" instead of a four way intersection. Maintenance of safety is very important to the Sugarloaf Shores HOA and these issues are recommended to be considered by the Florida DOT when developing US-1 corridor improvement plans.

Goals, Objectives, and Policies

Public comments have expressed the desire to create Goals, Objectives and Policies that reflect the community character of each island. Staff has identified six island subareas: Summerland, Sugarloaf, Baypoint/Saddlebunch, Big Coppitt, Torches, and Ramrod. Each subarea has unique qualities and needs. However, it would be impractical to create six subarea plans within the context of the Lower Key LCP. In order to further community visions that address the special needs and concerns of each subarea, the tables in **Appendix A** were prepared to identify which Goal, Objective, and Policy applies to each of the six subareas for the seven elements of the Lower Keys LCP.

Goal 3

Monroe County shall encourage multi-modal transportation opportunities and implement programs specifically designed for vehicles, bicycles, and pedestrians along the U.S. 1 corridor and selected collector roads in the Lower Keys.

Objective 3.1

Monroe County will review engineering and design efforts to implement projects proposed by FDEP and FDOT within the Overseas Heritage Trail and U.S. 1 Corridor.

Policy Item 3.1.1: Monroe County should refer to the **recommendations in the Lower Keys US-1 Corridor Enhancement Plan** when reviewing proposed FDOT improvements located within the U.S. 1 Corridor.

Policy Item 3.1.2: Monroe County should refer to the recommendations in the Overseas Heritage Trail Master Plan when reviewing proposed FDEP Greenways and Trails improvements located within the U.S. 1 Corridor.

Objective 3.2

Monroe County shall explore the feasibility of providing public transportation along collector roadways within the Lower Keys planning area (MM 14.2-29).

Policy Item 3.2.1: Monroe County will work with Key West Transit Authority to determine potential ridership and economic viability of increasing or reducing the service area of the Lower Keys Shuttle to include select collector roadways within the Lower Keys planning area (MM 14.2-29)

Objective 3.3

Monroe County shall continue to improve the bicycle/pedestrian environment on local and collector roads in accordance with the community's desires, the County Bicycle-Pedestrian Master Plan and the Florida Keys Overseas Heritage Trail Master Plan..

Policy Item 3.3.1: Monroe County will work with the Lower Keys residents to identify, develop, and seek funding for bicycle/pedestrian routes to link residential areas to parks, schools, and commercial areas.

7. HOUSING ELEMENT

Current Conditions Summary

The Lower Keys planning area has experienced an increase of 1352 housing units between 2000 and 2010, according to the US Census. This represents a 34% increase, more than twice the percent increase experienced countywide during the same time period. As these statistics indicate, the planning area has seen significant housing growth. Much of the increase results from the continuing build out of existing improved subdivisions. According to the County's population projections, this rate is expected to continue. Eventually, it is expected that the pace of infill development will slow as the inventory of vacant lots declines, with units created through redevelopment representing an increasingly greater share of total development activity.

Owner-occupied and vacant housing units accounted for the bulk of the new units added in the planning area. According to the Census only 108 rental units were added to the inventory between 1990 and 2000. The percentage of overall vacant housing in the Lower Keys has increased by 45% as compared to 31% countywide. Of the vacant housing found in the planning area, the largest percentage was attributed to seasonal residences. The US Census Bureau classifies seasonal residences under vacant housing since a primary residence is being counted as occupied elsewhere. As a percent of total vacant housing, seasonal housing stayed the same during the ten year period while the County saw an increase of 13% (see Table 7).

	Lower Keys (Census Tracts 9715 and 9716)					Monroe County				
	1990		2000		% Change 1990- 2000	1990		2000		% Change 1990- 2000
	Number	Percent	Number	Percent		Number	Percent	Number	Percent	
Total Housing Units	3,592	na	4,532	na	26%	46,215	na	51,617	na	12%
Occupied Housing Units	2,512	100%	2,963	100%	18%	46,312	100%	48,272	100%	4%
Owner occupied	1,961	78%	2,378	80%	21%	33,583	73%	35,086	73%	4%
Renter occupied	551	22%	585	20%	6%	12,729	27%	13,186	27%	4%
Vacant Housing Units	1,080	100%	1,569	100%	45%	12,632	100%	16,531	100%	31%
For rent	80	7%	154	10%	93%	2,010	16%	1,663	10%	-17%
For sale	104	10%	90	6%	-13%	943	7%	759	5%	-20%
Not occupied	73	7%	34	2%	-53%	560	4%	304	2%	-46%
Seasonal	740	69%	1,082	69%	46%	7,928	63%	12,638	76%	59%
Other	83	8%	207	13%	149%	1,191	9%	1,177	7%	-1%

Source: U.S. Census Bureau, 1990, 2000

Due to the limitation on the amount of growth the County could absorb based on the Carrying Capacity and Hurricane Evacuation Studies, on June 23, 1992, the Monroe County Board of County Commissioners adopted Ordinance 016-1992, creating the Residential Dwelling Unit Allocation System, known as the Rate of Growth Ordinance or ROGO. ROGO was developed as a response to the inability of the road network to accommodate a large-scale hurricane evacuation in a timely fashion. It is used as a tool to equitably distribute the remaining number of permits available both geographically and over time. ROGO allows development subject to the ability to safely evacuate the Florida Keys (the Keys) within 24 hours.

The annual allocation period, or ROGO year, is the 12-month period beginning on July 13, 1992, (the effective date of the original dwelling unit allocation ordinance), and subsequent one-year periods. The number of dwelling units which can be permitted in Monroe County has been controlled since July of 1992 (adoption of Ordinance 016-1992).

The BOCC adopted Ordinance 09-2006 which revised ROGO and adopted Ordinance 11-2006 which revised NROGO to utilize the Tier overlay as the basis for the competitive point system. The Tier System changed the service areas (or subareas boundaries) mentioned in the Introduction. The boundaries are the basis for the scoring of NROGO and ROGO applications and administrative relief. The ROGO subareas are the Lower Keys, Upper Keys, and Big Pine / No Name Keys. The NROGO subareas are 1) Big Pine / No Name Keys and 2) the remainder of unincorporated Monroe County.

The residential ROGO allocations (LDR, Section 138-24) break down the number of available dwelling units per year, per subarea.

Table 8 - Lower Keys ROGO Allocations

Subarea	Number of Allocations
<i>Market Rate</i>	
Upper Keys	61
Lower Keys	57
Big Pine Key & No Name Key	8
Total Market Rate	126
<i>Affordable</i>	
Big Pine / No Name Keys	
Very low, Low & Median income	1
Moderate Income	1
The remainder of unincorporated Monroe County	
Very low, Low & Median income	35
Moderate Income	34
Total Affordable	71
Overall Total Per Year	
	197

Affordability of housing for working residents in the Florida Keys has received significant attention in the last few years. Monroe County’s comprehensive plan and land development regulations have defined affordable housing and provided some incentives for its development. These regulations were aimed at providing housing for lower wage earners such as service workers, unskilled laborers, minimum wage earners and single-earner households. The annual income for these workers has historically met the criteria to allow them to qualify for affordable housing as defined in the MCC. The most that a single household can earn and still qualify for affordable housing is 120% of the county’s median monthly household income.

Housing availability for workers earning more than 120% of the median county income has been decreasing steadily over the last few years. Households edging out of the affordable category include professional salaried workers, skilled workers/tradesmen and two-income households. With the recent rapid changes in the real estate values in the Florida Keys the typical dry-lot single family home often purchased by this group is now out of their projected affordable price range based on income. The availability of moderately low mortgage interest rates especially over the past few years and the controlled allocation of permits for new residential units in the Keys have combined to make house prices increase at alarming rates.

The recent downturn in the economy has resulted in an increase in unemployment and a decrease in the availability of mortgage loans. It is clear that household income for the “workforce” group has not experienced a concurrent increase at a rate sufficient to qualify them for basic housing, even with the lower interest rates. The availability of 100% financing, no down payment, and other such options available in this volatile market make for an unstable situation for these families even if they qualify.

Units qualifying as “affordable” under the MCC must meet regulations listed under Section 9.5-266 and other sections of the MCC. Not the least of these regulations is the requirement for the affordable unit to remain affordable for at least 99 years restrictive from the time it is established.

The term “workforce housing” is commonly used to refer to housing units that employees working in Monroe County could qualify to purchase or those units which are currently owned by members of the County’s workforce.

The market-rate housing that the existing workforce has been utilizing has no such restrictions and is now being lost. Units that were purchased by members of the workforce prior to the dramatic increase in housing prices are being sold at the highest possible market price. Houses sold at the highest market price will not likely be available to new members of the workforce who may not be able to purchase the unit at the higher market price.

Analysis of Community Needs

Creation of Affordable Housing. Virtually all of the housing units owned or rented by the resident workforce in the Lower Keys are not deed-restricted affordable housing. Consequently as housing values have increased in recent years, the stock of housing affordable to lower or moderate income residents has declined. In addition, a number of previously affordable units, such as mobile homes, have been demolished and replaced with new market rate housing.

To ensure the availability of housing for the resident workforce in March of 2006 the County passed Ordinance No. 009-2006. The Ordinance limits affordable/workforce housing to Tier III properties, expands the covenant for housing to remain affordable at least 99 years, and provides incentive for affordable/workforce housing through ROGO.

During the LCP workshops the community has expressed significant concern about the loss of affordable housing and opportunities for replacement.

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Goals, Objectives and Policies

Public comments have expressed the desire to create Goals, Objectives and Policies that reflect the community character of each island. Staff has identified six island subareas: Summerland, Sugarloaf, Baypoint/Saddlebunch, Big Coppitt, Torches, and Ramrod. Each subarea has unique qualities and needs. However, it would be impractical to create six subarea plans within the context of the Lower Key LCP. In order to further community visions that address the special needs and concerns of each subarea, the tables in **Appendix A** were prepared to identify which Goal, Objective, and Policy applies to each of the six subareas for the seven elements of the Lower Keys LCP.

Goal 4

Monroe County shall pursue locations, solutions, and partnerships to establish an affordable housing base for the Lower Keys residents and workers, while also ensuring compatibility between new and existing residential development.

Objective 4.1

Monroe County shall promote the preservation and improvement of the existing stock of affordable housing in the Lower Keys LCP planning area.

Policy Item 4.1.1: Monroe County will conduct an inventory of the existing deed restricted affordable and workforce housing stock within the Lower Keys planning area (MM14.2-29), including government housing, units that are legally bound to affordable standards, neighborhoods and developments that have traditionally housed workers, and employee housing (both on and off employer premises).

Objective 4.2

Monroe County shall encourage affordable and workforce housing in areas identified appropriate for higher intensity commercial, mixed-use, and residential development.

Policy Item 4.2.1: Monroe County will evaluate the effectiveness for existing affordable housing incentives and identify, if appropriate, revising or creating new incentives to promote the development of affordable and workforce housing.

Policy Item 4.2.2: Monroe County will conduct an analysis to identify sites for affordable and workforce housing in areas identified in the FLUM as residential high and mixed-use/commercial land use.

Policy Item 4.2.3: Monroe County will consider, as part of the Community Center designation process, the provision of affordable housing as part of mixed use development.

Policy Item 4.2.4: Monroe County is encouraged to require new developments in areas designated for higher density mixed use development to supply or fund employee, affordable and workforce housing in return for receiving new dwelling unit or commercial floor space allocations.

8. PUBLIC UTILITIES/SERVICES ELEMENT

Current Conditions Summary

Potable Water. The Florida Keys Aqueduct Authority (FKAA) is the sole provider of potable water in Monroe County. FKAA's primary water supply is the Biscayne Aquifer, a shallow groundwater source. The FKAA's wellfield is located in a pineland preserve west of Florida City in south Miami-Dade County. The FKAA's wellfield contains some of the highest quality groundwater in the State, meeting all regulatory standards prior to treatment. Laws protect the wellfield from potential contamination from adjacent land uses. Beyond the County's requirements, FKAA is committed to comply with and surpass all federal and state water quality standards and requirements.

The groundwater from the wellfield is treated at the FKAA's Water Treatment Facility in Florida City, which currently has a maximum water treatment design capacity of 29.8 million gallons per day (MGD). The primary water treatment process is a conventional lime softening/filtration water treatment plant and is capable of treating up to 23.8 MGD from the Biscayne Aquifer. The secondary water treatment process is the newly constructed Reverse Osmosis (RO) water treatment plant and is capable of producing 6 MGD from the brackish Floridan Aquifer. This RO water treatment system is designed to withdraw brackish water from the Floridan Aquifer, an alternative water source, which is approximately 1,000 feet below the ground surface, and treated to drinking water standards. The new RO water treatment plant provides added capability to limit Biscayne aquifer withdrawals and is designed to meet current and future water demands. The RO water treatment system provides an additional 6.0 MGD of potable water. The product water from these treatment processes is then disinfected and fluoridated. The FKAA treated water is pumped 130 miles from Florida City to Key West supplying water to the entire Florida Keys. Including overlapping coverage, the FKAA maintains 187 miles of transmission main at a maximum pressure of 250 pounds per square inch. The transmission pipeline varies in diameter from 36 inches to 12 inches. The FKAA distributes the treated water through 690 miles of distribution piping ranging in size from ¾-inch to 12 inches in diameter.

There are two saltwater RO water treatment systems in Monroe County. One is in Marathon and the other is in Stock Island. Both are available to produce potable water under emergency conditions. The RO desalination plants have design capacities of 2.0 and 2.0 MGD of water respectively.

The annual average daily demand is 16.21 MGD and the maximum monthly water demand in Monroe County is 533.26 MG which occurred in April of 2010. Preliminary figures and projections for 2011 indicate a slight increase to an annual average daily demand to 16.54 MGD and an increase in maximum monthly demand to 563.33 MG as compared to 2010 figures.

FKAA has a 20-year Water System Capital Improvement Master Plan for water supply, water treatment, transmission mains and booster pump stations, distribution mains, facilities and structures, information technology, reclaimed water systems, and Navy water systems.

In 1989, FKAA embarked on the Distribution System Upgrade Program to replace approximately 190 miles of galvanized lines throughout the Keys. FKAA continues to replace and upgrade its distribution system throughout the Florida Keys and the schedule for these upgrades is reflected in their long-range capital improvement plan. The FKAA's Water Distribution System Upgrade Plan calls for the upgrade or replacement of approximately 38,240 feet of water main during fiscal year 2011.

Sanitary Sewer. The sustainability of the marine ecosystem of the Florida Keys (the "Keys") is dependent upon clear water with low nutrient loading. Treatment of sewage and the disposal of wastewater within the County historically have been accomplished through septic tanks, on-site treatment and disposal systems (OSTDS), and small to intermediate sized privately-owned wastewater treatment package plants. With expansion and growth, regional systems consisting of treatment plants and centralized sewer have been built providing a greater level of collection and treatment. Several sewer districts, both private and municipal, have been formed to service more densely populated areas.

Notwithstanding the above accomplishments, the Keys face the challenge of obtaining adequate funding sources to implement the extent of regional systems required to meet guidelines established by State and federal mandates. To further complicate the issue, in more sparsely populated areas, advanced methods of treatment are not generally economically feasible. Regulatory pressure and the implementation of numeric nutrient criteria increase the complexity of providing proper treatment of sewage. Current wastewater treatment practices, combined with severely limited soils and high land use densities result in increased potential for ground and surface water contamination.

The treatment of sewage and the disposal of wastewater within the planning area have historically been accomplished either through on-site treatment and disposal using septic tanks and drain fields or through intermediate sized, privately-owned wastewater treatment package plants. The Comprehensive Plan requires that sewage treatment in the Florida Keys meet Advanced Wastewater Treatment (AWT) criteria in the Keys by 2010.

In December 12, 1995, the Administration Commission found the 2010 Monroe County Comprehensive Plan not in compliance and ordered facilitated rulemaking/mediation to address outstanding issues. In July 1997, the Administration Commission proposed Rule 28-20.100, F.A.C., which introduced the concept of the Work Program requiring the following activities as it relates to wastewater:

- Continued construction of wastewater facilities in hot spots begun in previous year.
- Design and construction of additional wastewater treatment facilities in accordance with the schedule of a wastewater master plan.
- Implementation of the FKCCS to establish development standards ensuring that all new development not exceed the capacity the ecosystem's ability to sustain impacts.
- Complete elimination of cesspits.
- Complete central wastewater facilities by July 1, 2010.

In April 2010, the Florida Senate and House approved SB 2018 extending the deadline for compliance to the end of 2015, and postponing fines and potential liens against property owners.

In addition, the bill authorized \$200 million of State funding for improvements; however, the source of funding remains unresolved.

Meeting the 2015 extension requires a detailed financial plan to implement necessary plant and infrastructure improvements. The funding gap of \$330 million, which has already stretched the County's capacity for debt service, continues to broaden due to a delayed revenue stream resulting from delays in design and construction of new systems. Subsidizing costs is consistent with County's policy. Detailed construction plans must be complete and ready when future funding becomes available.

Solid Waste. In 1990 Monroe County entered into an agreement with Waste Management, Inc. (WMI) to transport solid waste out of the County to the contractor's private landfill in Broward County, Florida. Monroe County has continued to contract with Waste Management (WMI). The contract authorizes the use of in-state facilities through September 30, 2016, thereby providing the County with approximately five (5) years of guaranteed capacity. Analysis shows that there is adequate capacity for solid waste generation through 2012.

Solid waste is collected by franchise and taken to the three historic landfill sites, which serve as transfer facilities. At the transfer stations, the waste is compacted and loaded on Waste Management, Inc. (WMI) trucks for haul out. Recyclable materials, including white goods, tires, glass, aluminum, plastic bottles and newspaper are included as part of the solid waste haul out contract. A recent (2009) amendment to the contract includes WMI and the County's commitment to increase the annual recycling rate to 40 percent by 2014.

The historical solid waste generation values for Monroe County show a steady increase of total solid waste generation between the years 1998-2001. During the period 2002 - 2006, the County's solid waste generation was significantly higher. These higher values do not correspond to normal solid waste generation trends within the County and in actuality result from a cluster of outliers. The outliers are functions of favorable economic conditions (greater consumption of goods and services) and storm events that cause a significant amount of over generation due to debris. Furthermore, during the period of 2007-2008, an economic recession affected solid waste generation, significantly reducing standard trends for generation growth.

Comprehensive Plan Policy 801.1.1 establishes the level of service for solid waste as 5.44 pounds per capita per day or 12.2 pounds per day per equivalent residential unit (ERU) and establishes a haul out capacity of 95,000 tons per year or 42,668 ERUs. The Comprehensive plan requires sufficient capacity shall be available at a solid waste disposal site to accommodate all existing and approved development for a period of three years from the projected date of completion of the proposed development of use.

The Monroe County Land Development Code (LDC), in compliance with State concurrency requirements, require that, "...sufficient capacity shall be available at a solid waste disposal site to accommodate all existing and approved development for a period of at least three years from the projected date of completion of a proposed development or use" (LDC, Section 114-2(a)(2)). This regulation went into effect on February 28, 1988, and serves as a level of service (LOS) standard for solid waste disposal.

The LDC also requires that solid waste management plans be completed before any proposed development of a Major Conditional Use is reviewed by the Growth Management Department. Solid waste generation rates and capacity assessments must be submitted for review and coordination with the Public Works Division.

Fire and Rescue Services

Public safety facilities include the typical services needed for community protection and safety. The following services are provided:

- *Sheriff.* The County Sheriff's Office provides Law Enforcement service to all of the Florida Keys. According to the Florida Department of Law Enforcement (FDLE) 2010 Total Crime Index, the reported annual crime rate decreased in the Florida Keys between 2009 and 2010 by 6.2%.

Table 9 - Crime in Florida - Monroe County

Summary of UCR Data			
County	2009	2010	% Change
Population	77,925	76,887	-1.3
Total Arrests	6,801	6,672	-1.9
Total Index Offenses	4,445	4,115	-7.4
Violent Rate	531.3	442.2	-17.0
Non-Violent Rate	5,172.9	4,909.8	-5.1
Index Rate	5,704.2	5,352.0	-6.2

<http://www.fdle.state.fl.us>

- *Fire Service.* Volunteer Fire Rescue Stations #10, #11, and #13 serve the planning area. Station #10 is located on Sugarloaf Key at MM 17. Station #11 is located at MM 20 on Cudjoe Key and Station #13 is located MM 30.5 on Big Pine Key. Monroe County Fire Rescue indicated they were adding new fire wells throughout the County including three or four in the planning area.
- *Emergency Management Services (EMS).* Monroe County's EMS Department serves as the central public information source for any planning area emergency and acts as coordinator in disaster situations. One major function of EMS is hurricane preparedness and emergency evacuation of residents. EMS has designated the Lower Keys as Evacuation Zone #2. Sugarloaf School serves as the emergency evacuation shelter for Category 1 and 2 storms.

Schools

The Monroe County School Board oversees the operation of 13 public schools located throughout the Keys. School Board data includes both unincorporated and incorporated Monroe County. The system consists of three high schools, one middle school, three middle/elementary schools, and six elementary schools. Each school offers athletic fields, computer labs, bus service and a cafetorium that serves as both a cafeteria and an auditorium. In addition to these standard facilities, all high schools and some middle schools offer gymnasiums.

The Monroe County school system is divided into three (3) sub-districts. Sub-district 3 covers the Lower Keys, from Bahia Honda to Key West and includes one high school (Key West High), one middle school (Horace O’Bryant Middle School), one elementary/middle school (Sugarloaf School), and five elementary schools (Gerald Adams Elementary, Glenn Archer Elementary, Poinciana Elementary, Montessori Elementary School, and Sigsbee Elementary School).

Table 10 –Lower Keys Schools

LOWER KEYS SCHOOLS (From Bahia Honda to Key West)	2010-2011 CLASSROOM CAPACITY	ACTUAL 2009-2010 FULLTIME STUDENTS	ACTUAL 2010-2011 UTILIZATION	2014-2015 FULLTIME PROJECTION
KEY WEST SENIOR HIGH	1,431	1,338	94.00%	1,338
HORACE O'BRYANT MIDDLE	1,038	707	68.00%	964
GERALD ADAMS	652	441	68.00%	440
GLYNN ARCHER ELEMENTARY	598	257	43.00%	0
POINCIANA ELEMENTARY	641	612	95.00%	611
SIGSBEE ELEMENTARY	522	228	44.00%	0
SUGARLOAF ELEMENTARY	1,215	745	61.00%	740
MONTESSORI ELEMENTARY	90	90	100.00%	140
TOTAL	6,187	4,418	71.41%	4,233

During the 2009-2010 school year, the Florida Inventory of School Houses (FISH) capacity rate for the Lower Keys was 6,187 students and the Capital Outlay of Full-Time Equivalent (COFTE) was 4,418. In the Lower Keys, the projected growth utilization rate for the years 2014-2015 is 4.20%. Enrollment figures for the 2010-2011 through 2014-2015 school years indicate there is adequate capacity for the Lower Keys Monroe County school system. Residents have indicated

that with so much of the Florida Keys taxes going to the school system, it is imperative that underutilized school facilities be made more available for community use.

Analysis of Community Needs

A review of the existing Lower Keys planning area conditions and the 2011 Monroe County Public Facilities Capacity Assessment report identifies the following trends:

- Enrollment figures for the 2010-2011 through 2014-2015 school years indicate that there is adequate capacity in the Monroe County school system. Including the private Montessori Charter School, the overall 2010-2011 utilization is 71.41% of the school system capacity.
- The 2010 estimated population for unincorporated Monroe County is 70,808 (2010) and by 2030 it is projected to increase by 3,149 additional persons. This is an increase of 157.5 persons per year through the twenty year planning horizon.
- A public sanitary sewer system will continue to be needed and is included in the Sanitary Wastewater Master Plan.
- The Fire Marshall identified the need for additional staff and the potential for upgrading the Cudjoe fire station facility sometime in the future.

Goals, Objectives and Policies

Public comments have expressed the desire to create Goals, Objectives and Policies that reflect the community character of each island. Staff has identified six island subareas: Summerland, Sugarloaf, Baypoint/Saddlebunch, Big Coppitt, Torches, and Ramrod. Each subarea has unique qualities and needs. However, it would be impractical to create six subarea plans within the context of the Lower Key LCP. In order to further community visions that address the special needs and concerns of each subarea, the tables in **Appendix A** were prepared to identify which Goal, Objective, and Policy applies to each of the six subareas for the seven elements of the Lower Keys LCP.

Goal 5

Monroe County shall provide adequate public facilities to serve existing and future needs of the Lower Keys planning area while promoting conservation measures where appropriate.

Objective 5.1

Monroe County shall implement the Sanitary Wastewater Master Plan.

Policy Item 5.1.1: Monroe County shall install a sanitary sewage treatment system in accordance with the Monroe County Sanitary Wastewater Master Plan. Components may include centralized or cluster facilities for collection and treatment. Efforts should be made to ensure that these facilities be developed on disturbed and/or scarified uplands or in existing rights-of-way.

Policy Item 5.1.2: Monroe County shall confirm that the projected sewage treatment requirements for the planning area are consistent with the final development plan adopted pursuant to the Master Plan.

Objective 5.2

Monroe County shall ensure the provisions of the Stormwater Master Plan are implemented and enforced for existing storm water management and improve upon systems where necessary, including canals.

Policy Item 5.2.1: Monroe County will implement stormwater treatment systems in accordance with the Monroe County Stormwater Management Master Plan. Any facilities installed for centralized collection and treatment should be developed on disturbed and/or scarified uplands or in existing rights-of-way.

Objective 5.3

Monroe County shall investigate and encourage programs to promote water reuse, water conservation, and solid waste clean-up and recycling programs within the planning area

Policy Item 5.3.1: Monroe County shall continue to provide programs to promote water reuse, water conservation, solid waste clean-up, and recycling opportunities within the Lower Keys LCP planning area.

Policy Item 5.3.2: Monroe County will seek funding to educate and create new programs, where appropriate, to encourage water reuse, water conservation, solid waste clean-up, and recycling opportunities within the Lower Keys LCP.

Objective 5.4

As part of the development and redevelopment efforts in the planning area, Monroe County shall ensure that fire suppression facilities meet the standards set by the Monroe County Fire Marshall.

Policy Item 5.4.1: Monroe County will identify priority fire safety needs based on the Monroe County Fire Rescue Services assessment report and work with the FKAA to include priority areas into their work plan.

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9. RECREATION ELEMENT

Current Conditions Summary

County-owned conservation lands have been acquired over the years through land purchases by the Monroe County Land Authority (MCLA), land purchases by the Board of County Commissioners (BOCC), and the dedication of ROGO lots to the BOCC. These properties are located throughout the Keys, are undeveloped, and generally have parcel sizes of one acre or less. In many cases they are near or adjacent to larger conservation properties owned by the State or federal government. Many of the properties originally acquired by MCLA and the BOCC have been conveyed to the State or federal government. As of September 30, 2010, the inventory of conservation lands in Monroe County titled in either MCLA or the BOCC totaled approximately 1,400 acres.

Resource-based recreation areas are established around existing natural or cultural resources and cannot always be near population centers. Therefore, when determining the Level of Service (LOS) for this type of facilities, Monroe County includes the entire unincorporated County for this calculation.

The activity-based recreational facilities that are inventoried include facilities and activities such as baseball/softball, football/soccer, tennis courts, basketball courts, picnic tables and picnic pavilions, volleyball courts, handball/racquetball courts, equipped play areas, multi-use areas, benches, tracks, piers, bike paths, boat ramps, fishing, swimming, swimming pools, barbecue grills, shuffleboard courts, beaches and restrooms. Additionally, other recreation uses and facilities are indicated such as historic structures, bandshells, dog parks, skateboard facilities, aquatic parks, museums, and concessions.

Table 11 - Recreation Facilities in Lower Keys

PARK NAME	KEY LOCATION	MILE MARKER	TOTAL ACRES	ACTIVITIES
National Key Deer Wildlife Refuge	Big Pine to Sugarloaf	15 to 30	9,200	Nature Trail, Visitor's Center
Great White Heron National Wildlife Refuge	Big Pine Key to Key West	20	7,600	Beach, Great White Heron & Other Birds' Habitat, Fishing
Bay Point Park	Saddlebunch Key	15	1.58	Play Equipment, Volleyball, Picnic Tables, Trail, Basketball, 2 Tennis Courts, Pavilions, Soccer Nets
Ramrod Key Park	Ramrod Key	27	2.4	Beach, Swimming
Public Boat Ramp	Little Torch Key	28.5	0.1	Boat Ramp
Sugarloaf Key	Sugarloaf Elementary/Middle School*	19.5	37	2 Baseball/Softball Fields, play equipment, 3
Public Boat Ramp	W. Summerland Key	25		Public Boat Ramp
Public Boat Ramp	Little Torch Key			Public Boat Ramp
Public Boat Ramp	Cudjoe Key	21.2		Public Boat Ramp

The County Comprehensive Plan establishes level of service standards (LOS) for parks and recreation facilities to ensure there are adequate facilities to support existing and future populations. These standards are listed in the Comprehensive Plan and represent the minimum amount of recreation areas/facilities that should be provided by the County. The standard for neighborhood and community parks in unincorporated Monroe County is 1.64 acres per 1000 people. This is divided equally between resource-based and activity-based recreation with each having a required LOS of 0.82 acres per 1,000 functional population.

The Year 2010 Comprehensive Plan allows activity-based recreational land found at educational facilities to be counted towards the park and recreational concurrency. As of May 2011, a total of 98.98 acres of developed resourced-based and 118.25 acres of activity-based recreation areas either owned or leased by Monroe County and the Monroe County School Board.

Analysis of Community Needs

Community input suggested that there was a desire to improve and better manage the recreational resources available to the residents. Participants in public workshops expressed a desire to be involved in decisions regarding the improvements and acquisitions in their neighborhoods and Keys. For example, many Torch Key residents said they do not want signs directing to people to existing recreation areas or improvements to these areas that might draw nonresidents to their neighborhood.

The Overseas Heritage Trail was a frequent topic of discussion and a much awaited and desired amenity (addressed in the Transportation Element). Improved access to conservation lands with possible boardwalks and walking trails were suggested, where appropriate. However it was noted that many of these areas may not be appropriate for public access and further evaluation as to what is allowed on these lands should be undertaken before encouraging use of these resources. Swimming access, roadside parking, and additional neighborhood parks were also desired by many residents.

Goals, Objectives and Policies

Public comments have expressed the desire to create Goals, Objectives and Policies that reflect the community character of each island. Staff has identified six island subareas: Summerland, Sugarloaf, Baypoint/Saddlebunch, Big Coppitt, Torches, and Ramrod. Each subarea has unique qualities and needs. However, it would be impractical to create six subarea plans within the context of the Lower Key LCP. In order to further community visions that address the special needs and concerns of each subarea, the tables in **Appendix A** were prepared to identify which Goal, Objective, and Policy applies to each of the six subareas for the seven elements of the Lower Keys LCP.

Goal 6

Monroe County shall maintain existing recreational facilities, seek opportunities for active and passive land-based recreation, and expand public shoreline access for water-based recreational activities within the Lower Keys community.

Objective 6.1

Monroe County shall improve existing recreational facilities in need of maintenance throughout the Lower Keys planning area.

Policy Item 6.1.1: Monroe County will implement the parks and recreation recommendations of the Monroe County Comprehensive Plan within the planning area including improvements on undeveloped county owned recreation lands.

Policy Item 6.1.2: Monroe County will identify and utilize available resources and potential funding opportunities for capital improvement projects to enhance parks and recreation facilities, services, and operational support.

Policy Item 6.1.3: Monroe County will advocate responsible stewardship of natural resources through the development of an interpretive education program within active recreational areas.

Policy Item 6.1.4: Monroe County will coordinate with State and Federal agencies, non-profit organizations, as well as other private and public entities to ensure that active recreational opportunities are being provided to all users, in conformance with standards adopted by the American Disabilities Act.

Objective 6.2

Monroe County shall work with communities who desire neighborhood parks and recreational opportunities to encourage the acquisition of appropriate parcels.

Policy Item 6.2.1: Monroe County will identify locations and prioritize land acquisition for small local parks in neighborhoods, which do not have, but desire public recreational facilities in their communities.

Objective 6.3

Monroe County shall promote the use of existing and future conservation areas to provide passive recreational opportunities, while remaining sensitive to the natural resources and residential character of the Lower Keys LCP planning area.

Policy Item 6.3.1: Monroe County will identify conservation areas appropriate for quality passive recreational activities where consistent with overarching environmental conservation responsibilities.

Policy Item 6.3.2: Monroe County will prioritize future acquisition of conservation lands to maximize the preservation of scenic vistas, undeveloped views.

Policy Item 6.3.3: Monroe County will identify and provide trail systems that connect existing and future conservation areas to the greatest extent practical.

Policy Item 6.3.4: Monroe County will, where appropriate, design and establish trail improvements to blend with the natural environment while incorporating best management practice to protect the natural resources.

Policy Item 6.3.5: Monroe County will work with interested residents to provide low-impact amenities at public access points within their neighborhoods or Keys.

Policy Item 6.3.6: Monroe County will advocate responsible stewardship of natural resources through the development of an interpretive education program within conservation areas.

Objective 6.4

Monroe County shall increase public shoreline access which offers opportunities for safe and diverse water-based activities while protecting the integrity of the natural environment and the community's residential character.

Policy Item 6.4.1: Monroe County will conduct a study to identify potential shoreline access points and parcels within the planning area.

Policy Item 6.4.2: Monroe County will prioritize the acquisition of recreational lands, with shoreline access given a priority between MM 14.2 and MM 29.

Policy Item 6.4.3 Monroe County will coordinate work and activity with other agencies and groups, including but not limited to the Florida Keys Overseas Paddling Trail Program, Monroe County Marine Resources, National Oceanic and Atmospheric Administration, Florida Fish and Wildlife Commission and the DEP Division of Recreation and Parks, to further ensure harmony and consistency with the overall protection and preservation of beaches and shoreline within the county.

Policy Item 6.4.4: Monroe County will work with the private sector to acquire, maintain and improve shoreline access for the public.

Policy Item 6.4.5: Monroe County will implement appropriate mechanisms for regulating boating activities located within 300 feet of county owned public land with shoreline access in order to provide appropriate location for diverse water-based recreation activities and to ensure public safety and environmental protection.

DRAFT

10. PUBLIC PARTICIPATION IN THE PLANNING PROCESS

Current Conditions Summary

The Lower Keys LCP process included extensive public involvement through public notices, e-mail, County website, interviews, press releases and workshops. Many of the ideas expressed and the resulting goals formulated will take continued direct involvement from the community to be implemented.

Analysis of Community Needs

Continued community involvement is needed to update and implement the plan. Input from the community will be needed during future study and design efforts and direct partnering with the community may be needed to implement some identified policy items.

DRAFT

Goals, Objectives and Policies

Public comments have expressed the desire to create Goals, Objectives and Policies that reflect the community character of each island. Staff has identified six island subareas: Summerland, Sugarloaf, Baypoint/Saddlebunch, Big Coppitt, Torches, and Ramrod. Each subarea has unique qualities and needs. However, it would be impractical to create six subarea plans within the context of the Lower Key LCP. In order to further community visions that address the special needs and concerns of each subarea, the tables in **Appendix A** were prepared to identify which Goal, Objective, and Policy applies to each of the six subareas for the seven elements of the Lower Keys LCP.

Goal 7

Monroe County shall continue to support and encourage citizen involvement and monitoring of the Lower Keys LCP.

Objective 7.1

Monroe County shall provide updates to the community on all aspects of the Lower Keys LCP implementation and the status of public projects in the planning area.

Policy Item 7.1.1: Monroe County will continue to distribute information through press releases, e-mail and the postings on the County web site regarding status of the Lower Keys LCP and upcoming meetings for relevant community topics.

Policy Item 7.1.2: Monroe County will continue to provide speakers to civic and service organizations to discuss the Lower Keys LCP issues.

Objective 7.2

Monroe County shall establish a committee to advise the Planning Commission on project proposals within the Lower Keys LCP planning area, especially on the US-1 corridor.

Policy Item 7.2.1: A Lower Keys LCP advisory committee shall be formed consisting of five to seven members to include representatives from the business community, the general citizenry, and design professionals to serve as volunteers reviewing and commenting on plans for projects and improvements within the planning area and to implement the draft Lower Keys US-1 Corridor Enhancement Plan.

10. IMPLEMENTATION

The implementation of the Lower Keys LCP will require the commitment and continuous attention of the County and the Lower Keys community. Implementation can be separated into the following three categories:

Update, Continue, and Enforce Existing Policies and Regulations.

Throughout the Lower Keys LCP, a number of objectives and policies identify the need for updating, continuing, or enforcing existing County policies and regulations. These activities should occur on an ongoing basis as part of the County's regular processes and procedures. They do not require additional studies to be implemented and can occur with little or no change to existing procedures. Implementation of these objective and policy recommendations is ongoing.

Conduct Specific Analysis and Studies.

Additionally, a series of policies in the plan identify the need for further evaluation, analysis, or studies. These activities may be conducted by County staff or outside consultants, depending on the areas of expertise and availability of funds for such work. Wherever possible these activities should be completed within one to three years from adoption of the Lower Keys LCP as an amendment to the Comprehensive Plan

Implement Master Plan and Studies.

Finally, there are policy statements within the Lower Keys LCP which require implementation of existing or pending master plans or plans resulting from studies and analysis identified in other policy statements within the document. These policies should be implemented as indicated in their respective reports or within three years of completion of any identified studies or analysis.

12. APPENDIX

- A. Goals, Objectives, and Policies by Island Subarea**
- B. Lower Keys Workshop 1 – Results of SWOT Voting, November 14, 2006**
- C. Draft Vision Statement and Comment, December 12, 2006**
- D. Goal Exercise Workshop 2**
- E. Results of Individual Community Workshops, January – February, 2007**
- F. Public Workshop Comments, September 28, 2010**
- G. Recommended Actions to Address Public Workshop Comments**
- H. Public Workshop Comments, November 2, 2011**

Appendices A through G are an important part of this Plan. They define each of the Plan’s segments in more detail. They point out the similarities and differences of each community. These Appendices, together with the Goals, Objectives and Policies, define the community vision for the Lower Keys Livable CommuniKeys Plan.

APPENDIX A

Goals, Objectives and Policies by Subarea

Future Land Use Element

Goal, Objective, Policy	Summerland	Sugarloaf	Cudjoe	Baypont/Saddlebunch	Torches	Ramrod
Goal 1	X	X	X	X	X	X
Objective 1.1	X	X	X	X	X	X
Policy 1.1.1	X	X	X			X
Policy 1.1.2	X	X	X			X
Policy 1.1.3	X	X	X			X
Policy 1.1.4	X	X	X	X	X	X
Policy 1.1.5	X	X	X	X	X	X
Objective 1.2	X	X	X	X	X	X
Policy 1.2.1	X	X	X	X	X	X
Policy 1.2.2	X	X	X	X	X	X
Objective 1.3	X	X	X	X	X	X
Policy 1.3.1	X	X	X	X	X	X
Policy 1.3.2	X	X	X	X	X	X
Policy 1.3.3	X	X	X	X	X	X
Policy 1.3.4	X	X	X			X
Objective 1.4	X	X	X			X
Policy 1.4.1	X	X	X			
Policy 1.4.2	X	X	X			
Policy 1.4.3	X	X	X			
Policy 1.4.4	X	X	X			
Objective 1.5	X	X	X			
Policy 1.5.1	X	X	X			
Policy 1.5.2	X	X	X			
Policy 1.5.3	X	X	X			

Public comments have expressed the desire to create Goals, Objectives and Policies that reflect the community character of each island. Staff has identified six island subareas: Summerland, Sugarloaf, Baypont/Saddlebunch, Big Coppitt, Torches, and Ramrod. Each subarea has unique qualities and needs. However, it would be impractical to create six subarea plans within the context of the Lower Key LCP. In order to further community visions that address the special needs and concerns of each subarea, the tables in **Appendix A** were prepared to identify which Goal, Objective, and Policy applies to each of the six subareas for the seven elements of the Lower Keys LCP.

APPENDIX A

Goals, Objectives and Policies by Island Subarea Area

Conservation and Coastal Management Element

Goal, Objective, Policy	Summerland	Sugarloaf	Cudjoe	Baypoint/Saddlebunch	Torches	Ramrod
Goal 2a	X	X	X	X	X	X
Goal 2b	X	X	X	X	X	X
Objective 2.1	X	X	X	X	X	X
Policy 2.1.1	X	X	X	X	X	X
Policy 2.1.2	X	X	X	X	X	X
Objective 2.2	X	X	X	X	X	X
Policy 2.2.1	X	X	X	X	X	X
Policy 2.2.2	X	X	X	X	X	X
Policy 2.2.3	X	X	X	X	X	X
Policy 2.2.4	X	X	X	X	X	X
Objective 2.3	X	X	X	X	X	X
Policy 2.3.1	X	X	X	X	X	X
Policy 2.3.2	X	X	X	X	X	X
Objective 2.4	X	X	X	X	X	X
Policy 2.4.1	X	X	X	X	X	X

Public comments have expressed the desire to create Goals, Objectives and Policies that reflect the community character of each island. Staff has identified six island subareas: Summerland, Sugarloaf, Baypoint/Saddlebunch, Big Coppitt, Torches, and Ramrod. Each subarea has unique qualities and needs. However, it would be impractical to create six subarea plans within the context of the Lower Key LCP. In order to further community visions that address the special needs and concerns of each subarea, the tables in **Appendix A** were prepared to identify which Goal, Objective, and Policy applies to each of the six subareas for the seven elements of the Lower Keys LCP.

APPENDIX A

Goals, Objectives and Policies by Island Subarea Area

Transportation Element

Goal, Objective, Policy	Summerland	Sugarloaf	Cudjoe	Baypoint/Saddlebunch	Torches	Ramrod	Status
Goal 3	X	X	X	X		X	O
Objective 3.1	X	X	X	X		X	O
Policy 3.1.1	X	X	X	X		X	O
Policy 3.1.2	X	X	X	X		X	O
Objective 3.2	X	X	X	X		X	O
Policy 3.2.1	X	X	X	X		X	O
Objective 3.3	X	X	X	X		X	O
Policy 3.3.1	X	X	X	X		X	O

Public comments have expressed the desire to create Goals, Objectives and Policies that reflect the community character of each island. Staff has identified six island subareas: Summerland, Sugarloaf, Baypoint/Saddlebunch, Big Coppitt, Torches, and Ramrod. Each subarea has unique qualities and needs. However, it would be impractical to create six subarea plans within the context of the Lower Key LCP. In order to further community visions that address the special needs and concerns of each subarea, the tables in **Appendix A** were prepared to identify which Goal, Objective, and Policy applies to each of the six subareas for the seven elements of the Lower Keys LCP.

APPENDIX A

Goals, Objectives and Policies by Island Subarea Area

Housing Element

Goal, Objective, Policy	Summerland	Sugarloaf	Cudjoe	Baypoint/Saddlebunch	Torches	Ramrod
Goal 4	X	X	X	X	X	X
Objective 4.1	X	X	X	X	X	X
Policy 4.1.1	X	X	X	X	X	X
Objective 4.2	X	X	X	X	X	X
Policy 4.2.1	X	X	X	X	X	X
Policy 4.2.2	X	X	X	X	X	X
Policy 4.2.3	X	X	X	X	X	X
Policy 4.2.4	X	X	X	X	X	X

Public comments have expressed the desire to create Goals, Objectives and Policies that reflect the community character of each island. Staff has identified six island subareas: Summerland, Sugarloaf, Baypoint/Saddlebunch, Big Coppitt, Torches, and Ramrod. Each subarea has unique qualities and needs. However, it would be impractical to create six subarea plans within the context of the Lower Key LCP. In order to further community visions that address the special needs and concerns of each subarea, the tables in **Appendix A** were prepared to identify which Goal, Objective, and Policy applies to each of the six subareas for the seven elements of the Lower Keys LCP.

APPENDIX A

Goals, Objectives and Policies by Island Subarea Area

Public Utilities/Services Element

Goal, Objective, Policy	Summerland	Sugarloaf	Cudjoe	Baypoint/Saddlebunch	Torches	Ramrod
Goal 5	X	X	X	X	X	X
Objective 5.1	X	X	X	X	X	X
Policy 5.1.1	X	X	X	X	X	X
Policy 5.1.2	X	X	X	X	X	X
Objective 5.2	X	X	X	X	X	X
Policy 5.1.2	X	X	X	X	X	X
Objective 5.2	X	X	X	X	X	X
Policy 5.2.1	X	X	X	X	X	X
Objective 5.3	X	X	X	X	X	X
Policy 5.3.1	X	X	X	X	X	X
Policy 5.3.2	X	X	X	X	X	X
Objective 5.4	X	X	X	X	X	X
Policy 5.4.1	X	X	X	X	X	X

Public comments have expressed the desire to create Goals, Objectives and Policies that reflect the community character of each island. Staff has identified six island subareas: Summerland, Sugarloaf, Baypoint/Saddlebunch, Big Coppitt, Torches, and Ramrod. Each subarea has unique qualities and needs. However, it would be impractical to create six subarea plans within the context of the Lower Key LCP. In order to further community visions that address the special needs and concerns of each subarea, the tables in **Appendix A** were prepared to identify which Goal, Objective, and Policy applies to each of the six subareas for the seven elements of the Lower Keys LCP.

Appendix A

Goals, Objectives and Policies by Island Subarea Area

Recreation Element

Goal, Objective, Policy	Summerland	Sugarloaf	Cudjoe	Baypoint/Saddlebunch	Torches	Ramrod
Goal 6	X	X	X	X		X
Objective 6.1	X	X	X	X		X
Policy 6.1.1	X	X	X	X		X
Policy 6.1.2	X	X	X	X		X
Policy 6.1.3	X	X	X	X		X
Policy 6.1.4	X	X	X	X		X
Objective 6.2	X	X	X	X		X
Policy 6.2.1	X	X	X	X		X
Objective 6.3	X	X	X	X		X
Policy 6.3.1	X	X	X	X		X
Policy 6.3.2	X	X	X	X		X
Policy 6.3.3	X	X	X	X		X
Policy 6.3.4	X	X	X	X		X
Policy 6.3.5	X	X	X	X		X
Policy 6.3.6	X	X	X	X		X
Objective 6.4	X	X	X	X		X
Policy 6.4.1	X	X	X	X		X
Policy 6.4.2	X	X	X	X		X
Policy 6.4.3	X	X	X	X		X
Policy 6.4.4	X	X	X	X		X
Policy 6.4.5	X	X	X	X		X

Public comments have expressed the desire to create Goals, Objectives and Policies that reflect the community character of each island. Staff has identified six island subareas: Summerland, Sugarloaf, Baypoint/Saddlebunch, Big Coppitt, Torches, and Ramrod. Each subarea has unique qualities and needs. However, it would be impractical to create six subarea plans within the context of the Lower Key LCP. In order to further community visions that address the special needs and concerns of each subarea, the tables in **Appendix A** were prepared to identify which Goal, Objective, and Policy applies to each of the six subareas for the seven elements of the Lower Keys LCP.

APPENDIX A

Goals, Objectives and Policies by Island Subarea Area

Public Participation Element

Goal, Objective, Policy	Summerland	Sugarloaf	Cudjoe	Baypoint/Saddlebunch	Torches	Ramrod
Goal 7	X	X	X	X	X	X
Objective 7.1	X	X	X	X	X	X
Policy 7.1.1	X	X	X	X	X	X
Policy 7.1.2	X	X	X	X	X	X
Objective 7.2	X	X	X	X	X	X
Policy 7.2.1	X	X	X	X	X	X

Public comments have expressed the desire to create Goals, Objectives and Policies that reflect the community character of each island. Staff has identified six island subareas: Summerland, Sugarloaf, Baypoint/Saddlebunch, Big Coppitt, Torches, and Ramrod. Each subarea has unique qualities and needs. However, it would be impractical to create six subarea plans within the context of the Lower Key LCP. In order to further community visions that address the special needs and concerns of each subarea, the tables in **Appendix A** were prepared to identify which Goal, Objective, and Policy applies to each of the six subareas for the seven elements of the Lower Keys LCP.

Appendix B

Draft Lower Keys (MM 14.2 – 29.0) Livable CommuniKeys Plan

Lower Keys Community Workshop 1 Results of SWOT Voting November 14, 2006

	Strengths	Voting Totals	Weaknesses	Voting Totals	Opportunities	Voting Totals	Threats	Voting Totals
1	No high density development	29	Overdevelopment/speculative development that displaces people	22	Buy more land for preservation	21	Over development Change of height and density regulations	33
2	Strong social fabric	13	Damaged strip mall	14	Bike paths Use of school for community activities and adult ed/gym/weight room	15		21
3	Low crime rate	12	Tarpon Creek unsafe due to overgrowth mangroves	10		12	Water quality/Crow sponges	19
4	Lack of light pollution	11	Debris at abandoned homes Lack of buffering along US 1 (MM23) but generally along commercial	8	Revamp lodge and Mast	12	Future development of any kind not consistent with current LDR	15
5	Nature Preserve	11	Blocked culvert at US 1 and Sugarloaf	8	Cudjoe to remain low to no development Control population density to remain low	11	Developments that attract too many tourists Invasive plant and animal exotic species	14
6	Nature & wildlife	8		7		10		13
7	Wetland Refuge	8	Lack of maintenance canal	7	Put electric lines underground Baypoint has 3 waterfront lots that could become a park w/ boat ramp	9	Business closures due to loss of workforce housing and storage areas for contractors equipment	12
8	Low commercial development	7	Unappealing commercial entrance	6	Cut mangroves on Tarpon Creek for safety	7	Taxes and property insurance Lack of clean water if population gets too big	11
9	Old SR 4A	7	Illegal clearing	6	Redesign traffic patterns along US 1 for cars and bikes Let business build employment housing easier No change - Frappy they way we are	7	Sign and pole pollution	6
10	Surrounded by wetlands Low density mixed with green space	7	Parking control in residential area	6	Maintain low density/greenspace and character of US1	6	Lack of enforcement of current regulations	5
11		6	Lack of stormwater and sewer	6		5	Leigh rises	5
12	Rural character	6	Lack of bike trails along US 1	6		5		5
13	School and Sports Fields	8	No fire hydrants	6	Limit franchise development	4	Light pollution from US 1 and commercial development Permits for seawalls too complicated to obtain	4
14	Full-time residents	5	Route 1 - Traffic	5	Overseas Heritage Trail to be improved and maintained Bump Rd/Bump base to become nature park Increase recreational opportunities Open culvert at Sugarloaf Blvd and R1 1	6	Sewers	4
15	Low traffic and quiet	5	Lack of safe bus stop	5		3	Natural habitat destruction	4
16	Overseas heritage trail	5	No public boat ramp	5		3	Fear of fire and wildlife	4
17	County park at Baypoint Existing zoning and density	4	Trash and dumping Speeding along US 1 and Bump Rd	4	Central sewer Preserve existing affordable housing	3	Agencies not waiting for LCP Increases in fares and insurance Declining water quality in canals and near shore	3
18	Single-family homes	4	Major traffic issue in all areas Lack of County response to citizen voices	3	Deep well	3	Multi-agency bureaucracy	3
19	Water access	4	Speeding on Sugar Loaf Blvd State, Federal, County agencies not working well together	3	Shrimp farm property	2	Too many part time non-vested people	3
20	Water view from US 1	3		3	Large property on east shore of Summerland could be park	2	Erosion and storms	2
21	Adequate existing commercial	2	Illegal dumping particularly in conservation areas	3	Landscape along US 1	2	Iguanas	2
22	Good proximity to Key West Not a lot of government trying to help us	2	Lack of protected stops	3	Use Old SR as trail	2	High windstorm insurance	2
23	Affordable housing	1	Sewer plant odor	2	Public parks near dump/water treatment plant in Cudjoe	1	Perceived lack of respect from BOCC and staff, commissioners	2
24	Deep water access	1	Invasive exotic plants Lack of information regarding central sewer plan Poor water management and street flow along Grand Blvd	2	Traffic control More frequent bus service and shelters	1	Cost of living	1
25	Diversity of business	1		2	Control our own destiny Increase open water access in US1 Allow downstairs enclosures for affordable housing	0	Lack of health care services Lack of services after hurricane recovery	1
26	Lots of outdoor recreation Restaurants/Deli/Cafes	0	Not enough buffer	2		0	Lack of law enforcement	0
27	Coffee on Baypoint Traffic Light on Upper SGL	0	Lack of flow-through canals	2		0		0
28		0	Unresponsive County services Bike paths non-existent from Caribbean westward along US 1	2		0		0
29		0	No parks	2		0	Lack of fire hydrants	0
30		0	Light pollution and energy waste from athletic field at school	1				
31			Mess on Blvd and absentee owners	1				
32			No good usable boat ramps or waterfront access	1				
33			Vacant run-down commercial building	1				
34			Playground equipment	0				
35			Too far from fire department	0				
36			Congestion at Dions US 1	0				
	Voting Grand Totals =	174		176		163		212

Draft Lower Keys (MM 14.2 – 29.0) Livable CommuniKeys Plan

Lower Keys Community Workshop 1
 Consolidated Results of SWOT Voting
 November 14, 2006

	Strengths	Voting Totals	Weaknesses	Voting Totals	Opportunities	Voting Totals	Threats	Voting Totals
1	No high density development, green space	35	Lack of canal and culvert maintenance/flushing	26	Remain low density/limit development & franchises/keep greenspace	34	Over development/changes and inconsistencies in LDR affecting height, density, future development/attracting more tourist developments	93
2	Nature Preserve, Wildlife Refuge, Nature, wetlands, & wildlife	34	Overdevelopment/speculative development that displaces people	22	Buy more land for preservation and nature parks	24	Overall water quality/canals, near shore/sewers/grow sponges to improve	34
3	Strong Social Fabric	13	illegal dumping and clearing/general trash and debris	21	Bike paths/Overseas Trail to improved and maintained/Use Old SR as trail	23	High taxes and property insurance	18
4	Low crime rate	12	Damaged strip malls/unappealing commercial entrances	20	Increase recreational opportunities/more parks and boat ramps	13	Invasive plant and animal exotic species/Iguanas	15
5	Lack of light pollution	11	Lack of stormwater, sewer, and fire hydrants/sheet flow and odor problems	18	Revamp lodge and Mall	12	Business closures due to loss of workforce housing and storage areas for contractors equipment	12
6	Low commercial development - adequate	9	Traffic issues and speeding along US 1 and many other areas	16	Use of school for communities activities and adult ed/gym/weight room	12	Lack of enforcement of current regulations	5
7	Old SR 4A	7	Lack of buffering along US 1/generality along commercial	10	Put electric lines underground	9	Sign and pole pollution	5
8	Rural character	6	Lack of safe and protected bus stops	8	Make the development of employee/affordable housing easier	8	Light pollution from US 1 and commercial development	4
9	School and Sports Fields	6	Parking control in pedestrian areas	6	Control traffic/redesign patterns along US 1 for cars and bikes	7	Permits for seawalls too complicated to obtain	4
10	Full-time residents	5	Lack of bike trails along US 1	6	Cut mangroves on Tarpon Creek for safety	7	Natural habitat destruction	4
11	Low traffic and quiet	5	No public boat ramp	5	Solutions for wastewater	5	Fear of fire and wildfire	4
12	Overseas heritage trail	5	County unresponsive with services and to citizen voices	5	Shrimp farm property	2	Agencies not waiting for LCP	3
13	County park at Baypoint	4	State, Federal, County agencies not working well together	3	Landscape along US 1	2	Multi-agency bureaucracy	3
14	Existing zoning and density	4	Invasive exotic plants	2	More frequent bus service and shelters	1	Too many part-time non-vested people	3
15	Single-family homes	4	Bike paths non-existent from Caribbean westward along US 1	2	Control our own destiny	1	Perceived lack of respect from BOCC and staff, commissioners	2
16	Water access	4	No parks	2	Increase open water access in USL	0	Cost of living	1
17	Water view from US 1	3	Light pollution and energy waste from athletic field at school	1	Allow downstairs enclosures for affordable housing	0	Closing off access to fishing	1
18	Good proximity to Key West	2	Mess on Blvd. and absentee owners	1			Lack of health care services	1
19	Not a lot of government trying to help us	2	No good usable boat ramps or waterfront access	1			Lack of services after hurricane recovery	0
20	Affordable housing	1	Vacant run-down commercial building	1			Lack of law enforcement	0
21	Deep water access	1	Playground equipment	0			Lack of fire hydrants	0
22	Diversity of business	1	Too far from fire department	0				
23	Lots of outdoor recreation	0	Congestion at Dions US 1	0				
24	Restaurant/Deli/Baby's	0						
25	Coffee on Baypoint	0						
	Traffic Light on Upper SGL	0						
	Voting Grand Totals =	174		128		126		212

Appendix C

Draft Lower Keys (MM 14.2 – 29.0) Livable CommuniKeys Plan

Draft Vision Statement and Comments – December 12, 2006

Draft Community Vision Statement:

The Lower Keys will remain a rural community, with a strong social fabric. We protect, preserve, and enjoy our natural environment, low density, and unique recreational opportunities. Our community is committed to acquire land for conservation and recreation, establish and adhere to strict growth management regulations, and renew our commercial areas. Our infrastructure and services fully meet the community's needs. Ultimately, we manage and control growth and preserve the environment and our quality of life.

Community Comments:

- Affordable housing is missing from statement
- Maintain height limitations
- Is rural the best term for this community
- Economy of Keys is based on tourism – need to balance with those who live here
- Essentially a residential community
- Census determined this area to be “rural” – check definition
- How many full-time residents in the Lower Keys – what is the composition of community
- Acquiring land for conservation takes it off the tax roles and causes huge tax increases to residents and business owners. This is not the vision of the community
- The land preserved is not always usable. Conserving and providing.....
- Preserve commercial business and grow small business
- Need affordable/workforce housing to keep commercial
- Acquiring land as a goal should be the burden of the visitors not the residents
- Maintain spaces between homes and height restrictions – be more specific about restricting these things
- Sentence 2 add – wildlife habitat and open space
- Sentence 2 change - to low residential density
- Sentence 2 add – acquire and manage recreational opportunities
- We are a varied community not just residential
- Mile marker 21.5 on the Atlantic side has a very dense 11 unit housing project formally a trailer park – how did this happen. We are leaking density
- Natural areas/wetlands undeveloped land is already paying very low taxes prior to their acquisition. Snowbirds non homesteaded property taxes more than compensate for the removal of the natural areas off tax roles

Appendix D

Lower Keys Livable CommuniKeys Plan
Results of Goals Exercise – Workshop 2

	Future Land Use	Conservation/Coastal Management	Transportation	Housing	Public Utilities/Services	Recreation and Open Space
1	<ul style="list-style-type: none"> Preserve and maintain existing height, density and setback Review, update and amend zoning plan 	<ul style="list-style-type: none"> Enforce existing Improve nearshore water circulation Eliminate mini-obster season Hurricane shelter 180++ 	<ul style="list-style-type: none"> Bus stops, shelters and turnouts More turn/merge lanes 	<ul style="list-style-type: none"> Preserve existing affordable Put affordable where workers needed, services and elderly 	<ul style="list-style-type: none"> Incentives for cistern especially existing structures Revisit composting toilets and grey water evaporation beds vs. power and freshwater consuming units 	
2			<ul style="list-style-type: none"> M.C. shall expedite plans for the Overseas Heritage Trail Create bus stops at intersections along U.S. 1 with Safety and Shelter and implement policies to promote ridership 	<ul style="list-style-type: none"> M.C. shall aggressively pursue solutions and partnerships to establish permanent affordable housing base for Lower Keys residents and workers. M.C. shall promote mixed density and mixed-use. 	<ul style="list-style-type: none"> M.C. shall complete implementation of the wastewater management plan. M.C. shall address surface water flow inhibited by roads and as part of any development plan. M.C. shall vigorously enforce existing storm water management. 	<ul style="list-style-type: none"> M.C. will optimally utilize existing resources for recreation, seek partnerships to manage their resources and acquire where appropriate.
3	<ul style="list-style-type: none"> We shall comply with existing land use and zoning ordinances, keeping the rural community character intact. 	<ul style="list-style-type: none"> Maintain and improve flow and flushing of canals and culverts, and install additional culverts, to improve water quality and make canals navigable and clean. Implement a water quality monitoring program. 	<ul style="list-style-type: none"> Manage traffic control devices and turning lanes to maximize flow of traffic and minimize accidents. Support the FL Keys Overseas Heritage Trail and its completion. Require FDOT to better maintain roadway surface. 	<ul style="list-style-type: none"> Maintain current housing densities. Analyze and concentrate where workforce housing is required in relation to employment. 	<ul style="list-style-type: none"> Fire hydrants in all neighborhoods. Net metering for all residences and businesses 	<ul style="list-style-type: none"> Neighborhood input in use of nearby recreation and open use areas
4	<ul style="list-style-type: none"> No high density housing development Height limit no higher than 35' from the crown of adjacent road Enforce existing LDR's Adopt empirical zoning – no more conditional zoning Strict protection of mangroves and native flora 	<ul style="list-style-type: none"> Adopt stronger enforcement for mangrove protection Monroe County should adopt regulations banning certain commercial products which are harmful to the marine environment. Monroe County should adopt a program of better management of conservation land Monroe County should 	<ul style="list-style-type: none"> More diamond lanes on all collector roads Safer bike path on U.S. 1 both sides Resurface U.S. 1 – fill pot holes Increase our present bus system go down collector roads/more shelters More turning lanes for people to merge on U.S. 1 	<ul style="list-style-type: none"> Maintain existing affordable housing Establish employee housing (rental only) in/near commercial corridors Focus affordable housing efforts on rental property, both private and public Establish tax incentives for private conversion to affordable housing Explore "mother-in-law" 	<ul style="list-style-type: none"> Central sewer provided to all on public roads with public water instead of on site system Get adequate fire hydrants for each Key Develop adequate stormwater drainage system and keep stormwater collected in controlled fashion. No individual filling of drainage ditches for landscaping. 	<ul style="list-style-type: none"> Finish bike path all the way down U.S. 1 – both sides of highway Establish neighborhood parks Establish boardwalk trails through conservation areas More public swimming areas Establish parking areas adjacent to US 1 for

Future Land Use	Conservation/Coastal Management	Transportation	Housing	Public Utilities/Services	Recreation and Open Space
<p>5</p> <ul style="list-style-type: none"> • Create architectural standards • Maintain restrictions on development. • Limit high density development to areas of higher density. 	<ul style="list-style-type: none"> • finish acquiring remaining natural lands • Monroe County should adopt a program of iguana and other exotic pest control. • Education to limit use of chemicals for residents and landscape architects. • Point of sale control of chemicals to limit non-point source pollution. • Education of community to improve water quality in canals. 	<ul style="list-style-type: none"> • Complete the bike path • Create a safer US 1 with use of turn lanes or wider shoulders. • Wider lanes 	<ul style="list-style-type: none"> • units as affordable housing and development of existing units to subdivide units. • Identify ideal locations for affordable housing. • Improve control to ensure affordable housing remains in affordable pod. 	<ul style="list-style-type: none"> • Improve road maintenance, better equipment for clearing flora • Free dump days to eliminate illegal dumping (provide dumpsters) • Investigate burying power lines 	<ul style="list-style-type: none"> • people to park and enjoy nature – emphasis on sunsets/sunset viewing areas. • Identify open space areas that could be used for recreation and which areas must be maintained for wildlife protection and conservation.
<p>6</p> <ul style="list-style-type: none"> • Keep all types of commercial development in US 1 area. • Keep existing commercial uses and storage on US 1. 			<ul style="list-style-type: none"> • Let businesses have more latitude in developing employee housing. • Provide diversified housing for different income groups. • Ownership and rentals – limit development to duplex, triplex, quadruplex. 	<ul style="list-style-type: none"> • Sugarloaf Blvd – clogged up culvert under US 1 • Properly locate future water treatment plants – develop site selection criteria that are compatible with community. 	<ul style="list-style-type: none"> • More access to acquired property • Improve maintenance and access to boat ramps • Revitalize and use loop road as heritage trail
<p>7</p> <ul style="list-style-type: none"> • Maintain a destination resort at Sugarloaf Lodge with no population growth: (No Condos) • Encourage small business – County shouldn't harass them • Put a moratorium on current permits for high density housing 	<ul style="list-style-type: none"> • Save the sponges (for water filtration) • Tarpon Creek (See Public Utilities/Services) 	<ul style="list-style-type: none"> • Extend the bike path into lower Sugarloaf and finish it on U.S. 1 • Add merge lanes (at Cudjoe) or a center turn lane (at Summerland) 	<ul style="list-style-type: none"> • Remain low density residential • BUT we do need truly affordable housing – rentals, not \$250,000 houses – for service workers and small business employees. 	<ul style="list-style-type: none"> • Culverts need mucking out • Canals need cleaning, dredging • Tarpon Creek needs mangroves cut back and signs to prevent anchoring • Open ends of government cut to motor boats • Use of gray water for irrigation 	<ul style="list-style-type: none"> • Loop Road should remain recreational.

Additional Comments:

- People are afraid of the affordable housing being "in my back yard" issue – Group 2
- M.C. Shall Buy hotel/trailer parks to house single workers – partner with habitat – Group 2
- Investigate certifying graywater system – Group 5

Note: Contents are direct responses from participants of Workshop 2

**Lower Keys Livable CommuniKeys Plan
Results of Individual Community Workshops
January – February 2007**

Appendix E

Future Land Use

Baypoint to Upper Sugarloaf

- Recognition of decreasing land and trying to squeeze more development into areas
- Clarify downstairs enclosures rules
- Clarify rules for duplex development
- Maintain 35' height limit
- Use Route 1 as dividing line between commercial and residential uses
- Continue to encourage protection of native plantings/landscaping (especially along US-1 corridor)
- Maintain existing rules of development
- Enforce existing rules

Cudjoe

- Maintain 35' height limit (clarify-how to measure)
- Leave 35' height limit alone
- 35' above sea-level
- Leave zoning as is
- Architectural guidelines (if any should be consistent with community character of surrounding neighborhood)
- No higher density than what is existing
- Enforce existing zoning regulations

Ramrod and Torches

- Architectural Guidelines for commercial development in Ramrod Key
- Better landscaping along right-of-way (Ramrod)
- Impervious area – need to address
- Maintain community character (#1) (Ramrod)
- Keep densities and allocations the same
- More clarity on site specific density
- Tighter conditions on development

Summerland

- 35' measured from existing grade (natural grade) (not from US-1)
- Keep height
- Maintain community character
- Enforcement of existing laws regarding clearing of native flora and mangroves
- Architectural Guidelines (not needed)
- Encourage small business

Conservation and Coastal Management

Baypoint to Upper Sugarloaf

- County support for better water flow and improved water quality
- Coordinate with other agencies to improve water quality

Cudjoe

- Enforce existing regulations - for native plantings

Ramrod and Torches

- Promote all items in listed on large board
- No hurricane shelters
 - NO UPGRADE
- Public Input
- Once a year growth management workshop

Summerland

- Choice of evacuate vs. stay
- Promote conservation of sponges to improve water quality
- Better control of exotic species such as: iguanas

Housing

Baypoint to Upper Sugarloaf

- Identify/protect available affordable housing
- Maintain single-family character of sugarloaf

Cudjoe

- Keep low density
- Maintain existing density
- Address data needs for affordable housing issue

Ramrod and Torches

- Limit affordable housing near employment centers
- Little Torch – limit mixed use density
- Affordable housing should mix income levels (very low, low, moderate)
- Address affordable housing need for elderly (not adequately addressed)
- No mother-in-law units (Ramrod)
- Protect mobile homes as site of affordable housing
- Promote land, trust ownership model
- Promote multi-unit affordable housing near transportation facilities

Housing (cont.)

Summerland

- More government involvement in affordable housing
- Encourage affordable housing on-site
- County needs to continue to look for affordable housing sites
- Re-examine allocation of permits for housing
- Target employment centers as site for affordable housing

Public Utilities and Services

Baypoint to Upper Sugarloaf

- Education program on converting septic to cisterns
- Promote use of gray water for irrigation

Cudjoe

- Program for bulk trash and recycling. Need goal statement regarding recycling
- Promote lighting standards/guidelines

Ramrod and Torches

- Move forward faster with sewer project (Little Torch)
- Promote graywater use
- Clarify/develop regulations
- Incentives for cisterns is incentive for mosquitoes
- Long-term collector roads – place underground
- Recycling program and hazardous waste program (education, enforcement, free dump days)

Summerland

- Stormwater maintenance around (east and west shore and ocean dr.)
- Fire Hydrants!
- Graywater Reuse – promote
- Bury power lines
- Promote cleanup of canals

Recreation Open Space

Baypoint to Upper Sugarloaf

- Promote bike path on one side of highway only
- Careful consideration of location of parking for bike path
- Create careful balance between inviting tourists into residential areas
- Identify recreational areas
- Limit use of Loop Road

- Encourage bike/ped bridge for safer use of path

Cudjoe

- Passive, natural parks (limit)

Ramrod and Torches

- Better signage for recreation areas
- Improve public water access
- Improve maintenance in recreation areas (esp. swimming hole – N. Ramrod)
- Maintain public boat ramps

Summerland

- No complaints
- Light pollution needs to be addressed

Transportation

Baypoint to Upper Sugarloaf

- **Promote left and right turn lanes**
- **Promote safer bus stops**

Cudjoe

- Spanish Main and entrance to Venture Out – need safety improvement (bicycle path)

Ramrod and Torches

- Promote carpooling programs
- Examine infrastructure for level of service
- Address transportation needs for elderly and disabled (more flexibility and better service)
- Examine possible agreement with cab companies to provide service for elderly

Summerland

- Provide bike/ped amenities on Caribbean
- Improve existing bike path on Oceanside of US1
- Identify possible location for bike/ped facilities away from US-1
- Drainage improvement needed along US-1

PUBLIC COMMENTS **Appendix F**
LOWER KEYS LIVEABLE COMMUNIKEYS PLAN
PUBLIC WORKSHOP
SEPTEMBER 28, 2010
SUGARLOAF ELEMENTARY SCHOOL

Sugarloaf Shores Property Owners Association (letter submitted 6/2009)

- 1) Give a high priority to highway safety and traffic management.
- 2) Sound barrier between U.S. 1 and the homes on the Oceanside.
- 3) Reestablish services at Sugarloaf Commercial Center (maintain existing zoning).
- 4) Service road at the commercial center.
- 5) Improve stormwater runoff at U.S. 1 and Sugarloaf Boulevard (unplug the canal).
- 6) Coordinate wastewater plans with U.S. 1 road plans.
- 7) Identify communities that are governed by rental requirements (28 days+more).
- 8) Place utilities underground.
- 9) Repair Sugarloaf Firehouse.

Sugarloaf Shores Property Owners Association (9/2010)

- 1) No significant increase in density or land use change (secondary priority).
- 2) Achieve the wastewater mandate (secondary priority).
- 3) Address climate change (secondary priority).
- 4) Install electric vehicle charging stations.
- 5) Install elevated parking areas at the bridge approaches.
- 6) Account for changes in the economy, real estate market, and budget.
- 7) Prioritize the plan elements.
- 8) Give each community a section in the plan to address community specific issues.
- 9) Form community advisory committees.
- 10) Minimal growth – low density, height limits, limited commercial development (Primary Priority).
- 11) Traffic safety – traffic light at Sugarloaf Boulevard (Primary Priority).
- 12) Integrate the LCP and Corridor Enhancement Plan (Primary Priority).
- 13) No impacts to safety (Primary Priority).
- 14) Put bike/ped enhancements on the bayside where amenities are.
- 15) Renovate/relocate fire station (Primary Priority).
- 16) Establish a community advisory group for the Sugarloaf Community Center Overlay (Primary Priority).
- 17) Protect existing non-conforming commercial uses (as in draft LCP).
- 18) Commercial development targeted toward community needs.
- 19) Firehouse needs help.
- 20) Improvements to the entrance/exits near Sugarloaf Lodge.
- 21) Limit transient rentals in existing residential area from Loop Road to Refuge barricade on State Road 939-A.
- 22) Separate section of LCP for each community.
- 23) Form Community Advisory Groups now.

- 24) Prioritize policy items to do things that can be done now.
- 25) Examine the usage of donated property off Sugarloaf Boulevard (was to be used for parks and community area). *Speaker will email a description of the location.*

Citizens Not Serfs (9/2010)

- 1) Prohibition of high rise hotels and condos.
- 2) No intensification of commercial/mixed use development.
- 3) Reevaluate affordable housing in each affected community.
- 4) Height restrictions and other concerns included in the LCP. Define low density residential.
- 5) Clarification and examples of specifications.
- 6) Maintain current community character.
- 7) County land authority property on Cudjoe was habitat for white crowned pigeon. Do not use for high density residential (Habitat for Humanity project). There is an issue with the entrance/exit.
- 8) Examine clearing limits and enforcement.
- 9) Type of commercial development addressed.
- 10) Enforce the code
- 11) Affordable housing and other development density should match density of adjacent area.
- 12) Examine limiting long term residential in commercial zone.
- 13) Put affordable housing near employment centers.

Middle and Big Torch Key Residents (9/2010)

- 1) No industrial development or zoning.
- 2) No public recreational access.
- 3) No added foot or bike paths.
- 4) No public recreational facilities.
- 5) Do not direct tourists to Middle and Big Torch Key by signs, maps, or publicly funded information.
- 6) Treat Middle and Big Torch separately from Little Torch/other Keys.
- 7) No change.
- 8) No additional or improved signage.
- 9) No improvements to recreational access.
- 10) No enhancement of tourism.
- 11) No directing traffic to Middle or Big Torch.
- 12) Reduce sign pollution on Middle Torch Road and Dorn Road.
- 13) Maintain 35 foot height limitation throughout the county.
- 14) Add fire hydrants on State Road in Little Torch.
- 15) Put in dinghy docks and mooring fields.

Summerland Key Businesses and Property Owners (letter to Papa 2007)

- 1) Accept real input from the community.

- 2) Dollar limit on permits (\$3,000).
- 3) Allow any use for the side setbacks if agreed to by adjoining businesses.
- 4) Replace special Master of Code Enforcement with regular citizens.
- 5) Correct past bad decisions.
- 6) Create attractive professional business center with common sense rules.
- 7) Create citizen review committee comprised of local property owners.
- 8) Discuss usage/allow dock slip rental on canal including charter and commercial fishing boats.
- 9) Allow sign for tourist related services (charter and commercial fishing).
- 10) Make it easier to get permits.
- 11) Put a French drain system on the south side of U.S. 1.
- 12) Change present rules to fit our needs.
- 13) Let us meet with the planning department prior to changes that affect our property.
- 14) Allow easy construction of employee housing on existing properties (paystub only).
- 15) Different rules for affordable and employee housing.
- 16) Use crown of U.S. 1 as building height starting points except on bridge approaches.
- 17) Allow 8 foot high finished and painted concrete wall in front of storage lots. Murals could be optional.
- 18) Cooperation from Planning Department regarding businesses and in achieving what people in the area want.
- 19) Dedicated turn lane on U.S. 1 extended to the west end of the island.
- 20) Summerland is a business oriented island.
- 21) Let us use 100 percent of our property.
- 22) Canal south of U.S. 1 should be the only rear property buffer.
- 23) No additional vegetation on south side of U.S. 1.
- 24) No shared driveways for businesses.
- 25) Self policing – establish our own code enforcement group.
- 26) Allow self regulation.
- 27) Allow A-frame signs.
- 28) Develop a beautification plan.

Summerland Key Residents (9/2010)

- 1) Standardize signs on U.S. 1.
- 2) Maintain vision of the Communikeys Plan.
- 3) More landscaping.
- 4) Protect existing non-conforming commercial uses (as in draft LCP).
- 5) Streamline permitting process as opposed to “making getting permits easier”.
- 6) Use the quarry at the north end of Niles Road as a park.
- 7) Conservation lands and donated lands used for mitigation should remain for conservation in perpetuity.
- 8) Need a timetable for exotics removal.
- 9) Need a timetable for canal dredging to remove hurricane debris.
- 10) Maintain method of setting building height starting point.
- 11) Follow the code.

Upper Sugarloaf Residents

- 1) No high density residential at the school or commercial district.
- 2) Specify density that keeps with the character of the community.
- 3) Maintain Crane Boulevard as a paved road for use by residents and visitors.
- 4) Add a community center with pool behind the school.
- 5) Publix on Upper Sugarloaf at the Leisure Club site.

DRAFT

Saddlebunch

- 1) Zero Growth
- 2) Extend 45 mph speed limit.

Ramrod Key

- 1) Electricity distribution substation (lines downed by boats knock out Ramrod's power).
Encourage Keys Energy to address this issue at Pine Channel.
- 2) Get rid of the historic Flagler bridges.
- 3) Employee housing over commercial building and over parking lots.
- 4) Put employee housing near jobs.

Cudjoe Key

- 1) Blimp Road Keys Energy housing – maintain current density for housing (zoned industrial).

Baypoint

- 1) Maintain status quo

RECOMMENDED ACTIONS

Appendix F is a table that summarizes the issues raised at the September 20, 2010 Public Workshop, with staff recommended solutions that address each issue. This will serve as a reference for a follow up public workshop to be held on November 2, 2011 at the Sugarloaf Volunteer Fire Department.

FINAL REVIEW PROCESS

Following the November 2, 2011 Public Workshop, the final draft of the Lower Keys LCP will be scheduled for review by the Monroe County Development Review Committee. This will be followed by a public hearing to be conducted by the Monroe County Planning Commission, who will make a recommendation to the Monroe County Board of County Commissioners (BOCC). The BOCC will hold a public hearing to recommend transmitting the Lower Keys LCP to the State Land Planning Agency. The State Land Planning Agency then prepares an Objections, Recommendations and Comments (ORC) report to Monroe County that identifies any conflicts with significant State facilities, resources, or statutory requirements. The BOCC then holds an adoption hearing following the receipt of the ORC report. The Lower Keys LCP will then be incorporated into the Monroe County Comprehensive Plan by reference, having the full legal standing of the comprehensive plan.

Appendix G

PUBLIC COMMENTS PUBLIC WORKSHOP SUGARLOAF ELEMENTARY SCHOOL SEPTEMBER 26, 2010

Commenting Group	Item #	Public Comment	Associated Element	Recommended Action
1.0 Sugarloaf Shores Property Owners Association (6/09)	1.01	Give a high priority to highway safety and traffic management	Transportation	Review proposed FDOT and Greenways & Trails Projects to insure maximum safety
	1.02	Sound barrier between US 1 and homes in the Ocean Side	Transportation	Encourage FDOT to review sound barrier alternatives
	1.03	Reestablish services at Sugarloaf Commercial Center	Future Land Use	Remove the non-conforming uses with Activity Center Overlay
	1.04	Service road at community center	Future Land Use	Include service road option with Activity Center Overlay
	1.05	Improve stormwater runoff at US 1 and Sugarloaf Boulevard	Public Utilities/Services	Include storm water management system with FDOT road design
	1.06	Coordinate wastewater plans with US 1 road plans	Transportation and Public Utilities/Services	Coordinate FDOT and FCAA construction plans

Commenting Group	Item #	Public Comment	Associated Element	Recommended Action
	1.07	Identify communities that are governed by rental requirements (28+ days or more)	Housing	A survey and analysis of rental housing should be conducted as part of the Comprehensive Plan Update
	1.08	Place utilities underground	Public Utilities/Services	High watertable and expense limits the placement of underground utilities
	1.09	Repair Sugarloaf Firehouse	Public Utilities/Services	This should be recommended for placement on the County's CIP
2.0 Sugarloaf Shores Property Owners Association (9/10)	2.01	No significant increases in density or land use changes	Future Land Use	County is developing a Comp Plan Policy Amendment to discourage applications that increase density and intensity
	2.02	Achieve wastewater mandate	Public Utilities/Services	County is actively reviewing financing options for Cudjoe Regional Wastewater System
	2.03	Address Climate Change	Future Land Use	County is preparing a Climate Change Element a part of the Comprehensive Plan Update
	2.04	Install electric vehicle charging stations	Public Utilities/Services	This will be addressed in Comprehensive Plan Update

Commenting Group	Item #	Public Comment	Associated Element	Recommended Action
	2.05	Install elevated parking areas at the bridge approaches	Transportation and Parks and Open Space	The Florida Keys Scenic Highway Corridor Master Plan addresses the treatment of bridge approaches
	2.06	Account for changes in the economy, real estate market and budget	Future Land Use	County Staff includes changes in community character when evaluating land use changes
	2.07	Prioritize the Plan Elements	All Elements	This should be the role of the Community Committee that will be formed following LCP adoption
	2.08	Give each community a section in the plan for address community specific issues	All Elements	Community specific issues are addressed in the Appendix
	2.09	Form community advisory committees	Public Participation	This is addressed in the Public Participation Element
	2.10	Minimal Growth - low density, height limits, limited commercial development	Future Land Use	See Recommended Action #2.01
	2.11	Traffic safety - traffic light at Sugarloaf Boulevard	Transportation	Placement of traffic control devices are the responsibility of FDOT

Commenting Group	Item #	Public Comment	Associated Element	Recommended Action
	2.12	No impacts to safety	Transportation and Future Land Use	Safety impacts are reviewed by County staff as part of the development review process
	2.13	Integrate the LCP and Corridor Enhancement Plan	Transportation	County staff coordinates with FDOT and Greenway & Trails
	2.14	Put bike/ped enhancements on the bayside where the amenities are	Transportation/Parks and Open Space	Greenways & Trails have designed and bid for construction a trail on othe ocean side. Relocating the trail to the bay side would require a redesign that DEP has not funded. It would also require the construction of two new ped crossings which would have safety, traffic, and cost issues
	2.15	Renovate/Relocate fire station	Public Utilities/Services	This should be recommended for placement on the County's CIP
	2.16	Establish a community advisory group fo the Sugarloaf Community Center Overlay	Public Participation	This is a subject that can be reviewed by the Community Advisory Committee to be formed following LCP adoption

Commenting Group	Item #	Public Comment	Associated Element	Recommended Action
	2.17	Protect existing non-conforming commercial uses	Future Land Use	This is a function of the Community Center Overlay
	2.18	Commercial development targeted towards community needs	Future Land Use	This is the function of the Community Center Overlay
	2.19	Firehouse needs help	Public Utilities/Services	See Recommended Action # 2.15
	2.20	Improvements to entrances/exits near Sugarloaf Lodge	Future Land Use	This will be part of the redevelopment plan for Sugarloaf Lodge after it is designated an Activity Center
	2.21	Limit transient rentals in existing residential area from Loop Road to Refuge barricade on SR 939-A	Housing	Staff recommends that this be researched prior to preparing a recommendation
	2.22	Separate section of LCP for each community	All Elements	See Recommended Action #2.08
	2.23	Form community advisory groups now	Public Participation	See Recommended Action #2.09

Commenting Group	Item #	Public Comment	Associated Element	Recommended Action
	2.24	Prioritize policy items to be do things that can be done now	All Elements	See Recommended Action #2.07
	2.25	Examine the usage of donated property off Sugarloaf Boulevard (was to be used for parks and community area	Future Land Use/Parks and Open Space	Staff will review
3.0 Citizens Not Serfs	3.01	Prohibition of high rise hotels and condos	Future land Use Element	Building height is limited by the Comprehensive Plan and the Land Development Code
	3.02	No intensification of commercial/mixed use development	Future land Use Element	County is developing a Comp Plan Policy Amendment to discourage applications that increase density and intensity
	3.03	Reevaluate affordable housing in each affected community	Housing	Staff will review affordable housing needs and availability by geographic area
	3.04	Height restrictions and other concerns included in the LCP. Define low density residential	Future land Use Element	This issue is addressed in the Monroe County Comprehensive Plan

Commenting Group	Item #	Public Comment	Associated Element	Recommended Action
	3.05	Clarification and examples of specifications	Future Land use Element	Staff needs to research this item
	3.06	Maintain current community character	Future land Use Element	County is developing a Comp Plan Policy Amendment to discourage applications that increase density and intensity
	3.07	Count Land Authority property on Cudjoe was habitat for white crowned pigeon. Do not use for high density residential (Habitat for Humanity project) There is an issue with th entrance/exit.	Future Land Use Element	Corrdination needed between Growth Management and Land Authority
	3.08	Examine clearing limits and enforcement	Future Land Use Element	This issue is addressed in the Monroe County Comprhensive Plan
	3.09	Type of comment development addressed	Future Land Use Element	This issue is discussed in the Activity Center section of the Future Land Use Element

Commenting Group	Item #	Public Comment	Associated Element	Recommended Action
	3.10	Enforce the Code	Future Land Use Element/Public Participation	Citizen input is required to inform County of Code Compliance issues
	3.11	Affordable housing and other development density should match density of adjacent area	Future land Use/Housing	Land use compatibility is reviewed when a development application is submitted
	3.12	Examine limiting long term residential in commercial zone	Future Land Use/Housing	Mixed uses that promote affordable housing near employment generators are to be encouraged
	3.13	Put affordable housing near employment centers	Future Land Use/Housing	See Item #3.12
4.0 Middle and Big Torch Keys	4.01	No industrial development or zoning	Future Land use	Staff supports the recommendation that the existing community character is to be preserved
	4.02	No public recreational access	Parks and Open Space	Staff supports the recommendation that future public park development is to be limited in the Torch Keys

Commenting Group	Item #	Public Comment	Associated Element	Recommended Action
	4.03	No added foot or bike paths	Transportation/ Parks and Open Space	Staff support the community's desire to not place bike or ped paths within the Torches, except for the Overseas Heritage Trail along US 1
	4.04	No public recreation facilities	Parks and Open Space	See Recommended Action #4.02
	4.05	Do not direct tourists to Middle and Big Torch Keys by signs, maps or publicly funded information	Parks and Open Space	Staff supports the community's desire to not direct tourists into the interior portions to the Torches
	4.06	Treat Middle and Big Torch seperately from Little Torch/Other Keys	Future Land Use	Staff needs to coordinate with the community to define and refine this issue
	4.07	No change	Future Land Use	Staff supports the preservation of community character by limiting increases in densities and intensities
	4.08	No additional or improved signage	Future Land Use	See Recommended Action #4.05

Commenting Group	Item #	Public Comment	Associated Element	Recommended Action
	4.09	No improvements to recreational access	Parks and Open Space	See Recommended Action #4.04
	4.10	No enhancement of tourism	Parks and Open Space	See Recommended Action #4.05
	4.11	No directing traffic to Middle or Big Torch	Transportation	See Recommended Action #4.05
	4.12	Reduce sign pollution on Middle Torch Road and Dorn Road	Future Land Use/Transportation	Staff will work with residents to address concerns
	4.13	Maintain 35 foot height limitation throughout the County	Future Land Use	Monroe County Comprehensive Plan and Land Development Code maintains this standard
	4.14	Add fire hydrants on State Road in Little Torch	Public Utilities/Services	Work with FCAA and Fire Department to address water pressure issues
	4.15	Put in dingy docks and morning fields	Parks and Open Space	This may conflict with Issue #4.04
5.0 Summerland Key Business Property Owner	5.01	Accept real input from the community	Public Participation	LCP recommends that a Citizen Committee be formed

Commenting Group	Item #	Public Comment	Associated Element	Recommended Action
	5.02	Dollar limit on permits (\$3,000)	Future Land Use/Public Participation	Proposed Citizen Committee may comment on proposed Land Development Code amendments
	5.03	Allow any use for the sid setbacks if agreed to by adjoining businesses	Future Land Use	See Recommended Action #5.02
	5.04	Replace Special Master of code enforcement with regular citizens	Future Land Use	See Recommended Action #5.02
	5.05	Correct past bad decisions	Public Participation	Proposed Citizen Committee may recommend actions for County staff to consider
	5.06	Create attractive professional business center with common sense rules	Future Land Use	See Activity Center recommendations of LCP
	5.07	Create citizen review committee comprised of local property owners	Public Participation	See Recommended Action #5.01

Commenting Group	Item #	Public Comment	Associated Element	Recommended Action
	5.08	Discuss usage/allow dock slip rental on canal including charter and commerial fishing boats	Future Land Use	This could be considered when forming an Activity Center Overlay for Summerland Key
	5.09	Allow sign for tourist related services (charter and commercial fishing)	Future Land Use	See Recommended Action #5.08
	5.10	Make it easier to get permits	Future Land Use	See Recommended Action #5.02
	5.11	Put a French Drain system on the south side of US 1	Transportation/ Public Services/Utilities	Coordinate with FDOT
	5.12	Change present rule to fit our needs	Public Participation	See Recommended Action #5.02
	5.13	Let us meet with the Planning Department prior to changes that affect our proerty	Public Participation	See Recommended Acttion #5.02

Commenting Group	Item #	Public Comment	Associated Element	Recommended Action
	5.14	Allow easy construction employee housing on existing properties (paystub only)	Housing	Mixed uses that promote affordable housing near employment generators are to be encouraged
	5.15	Different rules for affordable and employee housing	Housing	See Recommended Action #5.14
	5.16	Use crown of US 1 as building height starting points except on bridge approaches	Future Land Use/Public Participation	Proposed Citizen Committee can suggest recommended changes to the LDR to County staff
	5.17	Allow 8-foot high finished and painted concrete wall in front of storage lots	Future Land Use/Public Participation	See Recommended Action #5.16
	5.18	Cooperation from Planning Department regarding businesses and in achieving what people in the the are want	Public Participation	LCP recommended Citizen Committee will promote better coordination between the community and County staff

Commenting Group	Item #	Public Comment	Associated Element	Recommended Action
	5.19	Dedicated turn lane on US 1 extended to the west end of the island	Transportation	Coordinate with FDOT
	5.20	Summerland is a business oriented island	Future Land Use	Proposed Activity Center Overlay will address commercial issues
	5.21	Let us use 100 percent of our property	Future Land Use	See Recommended Action #5.20
	5.22	Canal south of US 1 should be the only rear property buffer	Future Land use	See Recommended Action #5.20
	5.23	No additional vegetation on south side of US 1	Future Land Use	See Recommended Action #5.20
	5.24	No shared driveways for businesses	Future Land Use	See Recommended Action #5.16
	5.25	Self policing -establish our own code enforcement group	Future Land Use/Public Participation	Activity Center Overlay could include provisions for review committee to enforce code in coordination with County staff
	5.26	Allow self regulation	Future Land Use/Public Participation	See Recommended Action #5.25

Commenting Group	Item #	Public Comment	Associated Element	Recommended Action
	5.27	Allow A-Frame signs	Future Land Use	Activity Center Overlay could include special sign regulations
	5.28	Develop a beautification plan	Future Land Use	See Recommended Action #5.05
6.0 Summerland Key Residents	6.01	Standardize Signs on US 1	Transportation	Coordination with FDOT
	6.02	Maintain vision of the CommuniKeys Plan	Public Participation	This is the key role of the recommended Citizen Committee
	6.03	More Landscaping	Future Land Use	Proposed Citizen Committee can suggest recommended changes to the LDR to County staff
	6.04	Protect existing non-conforming commercial uses (as in draft LCP)	Future Land use	Activity Center Overlay can be used to remedy nonconforming commercial uses
	6.05	Streamline permitting process as opposed to "making getting permit easier"	Future Land use	See Recommended Action #6.03
	6.06	Use the quarry at the north end of Niles Road as a park	Parks and Open Space	Coordinate recommendation with Public Works

Commenting Group	Item #	Public Comment	Associated Element	Recommended Action
	6.07	Conservation lands and donated lands used for mitigation should remain for conservation in perpetuity	Future Land Use/Parks and Open Space	These lands aquired by the Land Development Authority for mitigation are designasated Conservation
	6.08	Need a timetable for exotics removal	Future Land Use/Conservation	This needs to be coordinated with County environmental staff
	6.09	Need a timetable for canal dredging to remove hurricane debris	Future Land Use/Conservation	This need to be coordinated with County Marine Resources and environmental staff
	6.10	Maintain method of setting building height starting point	Future Land Use	See Recommended Action #6.03
	6.11	Follow the code	Future Land Use	Proposed Citizen Committee can coordinate with Code Compliance staff
7.0 Upper Sugarloaf Residents	7.01	No high density residential at the school or comercial district	Future Land Use	Staff supports preserving the character of the area

Commenting Group	Item #	Public Comment	Associated Element	Recommended Action
	7.02	Specify density that keeps with the character of the community	Future Land Use	See Recommended Action #7.01
	7.03	Maintain Crane Boulevard as a paved road for use by residents and visitors	Transportation	Coordinate with County Public Works
	7.04	Add a community center with pool behind the school	Parks and Open Space	Coordinate with Public Works and School
	7.05	Publix in Upper Sugarloaf at the Leisure Club site	Future Land Use	Should be addressed in proposed Activity Center Overlay
8.0 Saddlebunch Keys	8.01	Zero Growth	Future Land Use	County Staff is proposing a comprehensive plan amendment that discourages increases in densities and intensities
	8.02	Extend 45 MPH speed limit	Transportation	Coordinate with FDOT

Commenting Group	Item #	Public Comment	Associated Element	Recommended Action
9.0 Ramrod Key	9.01	Electricity distribution substation (line downed by boats knock out Ramrod's power). Encourage Keys energy to address this issue at Pine Channel	Public Services/Utilities	Coordinate with Keys Energy
	9.02	Get rid of the historic Flagler bridges	Transportation/Parks and Open Space	Proposed Citizen Committee can address their concerns with DEP who owns and maintains the historic Flagler bridges
	9.03	Employee housing over commercial building and over parking lots	Future Land Use/Housing	Proposed Activity Center Overlay can address mixed use issues
	9.04	Put employee housing near jobs	Future Land Use/Housing	See Recommended Action #9.03
10.0 Cudjoe	10.01	Blimp Road Keys Energy housing - maintain current density for housing zoned industrial	Future Land Use/Housing	This is no longer an issue

Commenting Group	Item #	Public Comment	Associated Element	Recommended Action
11.0 Baypoint	11.01	Keep the Status Quo	Future Land Use	County staff is proposing a comprehensive plan amendment to discourage increases in densities and intensities

APPENDIX H

Lower Keys Livable CommuniKeys Plan

Community Meeting at Sugarloaf Fire Station

November 2, 2011

Community Comments Regarding the Recommended Actions (Appendix G):

2.05 Comment: Need elevated parking at bridge approaches for hurricane events. **Response:** The Florida Keys Scenic Highway, together with FDOT and DEP Greenways and Trails are developing parking areas near the pedestrian bridges. These designs do not address elevated parking to accommodate people who want to use these as safe havens their cars when there is a hurricane.

2.20 Comment: Road/entrance improvements near Sugarloaf Lodge (safety concerns). **Response:** FDOT is monitoring

5.05 Comment: Why are certain comments included – what do the comments mean? **Response:** All comments that were discussed at the 9/26/10 community meeting were identified and addressed. They do not necessarily mean that there was community agreement for each comment

New Comment: Summerland needs more fire hydrants and better drainage.

10.0 Comment: Affordable housing no longer an issues.

Sugarloaf Shores HOA Comments:

Comment: Concerned that issues addressed in the Appendix is an important portion of the report. **Response:** A paragraph will be added that states that the Appendix is a vital part of the LCP.

Comment: Housing Goal 4 needs to be revised. There is not an aggressive need for affordable/workforce housing. Add permanent housing.

Comment: Vision needs to be revised. Do not have sewers yet.

Comment: corridor Plan should be implemented; right and left hand turn wanted.

Comment: Page 42; Update housing costs from 2006 values. **Response:** 2010 Census data not yet available.

Comment: Page 44; Delete aggressive and permanent.

Comment: Page 49; Community Usage of schools. **Response:** Need interlocal agreement between Monroe County and the school system.

Comment: Page 60; Options for traffic control at Sugarloaf. **Response:** county is coordinating with FDOT.

Comment: Page 72; Insure implementation.

Cudjoe:

Too much industrial infrastructure on Cudjoe. Examples: Solid waste sites, blimp site, regional waste water treatment plant on Cudjoe.

Community input process does not address community needs and wants.

Environmental impact and industrial look to Cudjoe.

Need measured approach to how infrastructure is placed.

Venture Out installed a bubbling system that caused weed to collect in canals causing water quality issues.

Shared resource use with the Monroe County school system to use resources after hours.

Ramrod:

There is a high density area and boat basin. What is the zoning? **Response:** Commercial Fishing Village.

Upper Sugarloaf:

Gate at Crane Boulevard

Don't have many parks.

County owns the road used by residents as a park resource. The County should not tear up or abandon the road.

Attached are comments from Bill Eardley of the Sugarloaf Shores HOA and Robert Clampett, a resident of Cudoje Key, which were received in response to the draft Lower Keys LCP.

Harvey-Mitch

From: c bill <cbill2000@yahoo.com>
Sent: Thursday, November 03, 2011 12:23 PM
To: Harvey-Mitch; Schwab-Townsley
Cc: 'Bill and Mary'; Darrell Dye
Subject: Lower Keys Livable CommuniKeys Plan
Attachments: Sugarloaf LivableCommunikeys Plan.doc

Thanks for having a good meeting last night. The plan looks good but we at Sugarloaf [SSPOA] feel the attached comments should be written into the plan. These are the same ones I presented at the meeting.

Call me with any questions or if we at SSPOA can be of assistance.

Bill Eardley
SSPOA Public Policy

I am Bill Eardley and member of SSPOA Public Policy committee. I am here representing the feeling of SSPOA. We represent over 300 homes and over 600 people in Lower Sugarloaf

SSPOA main concern have been listed in the appendixes. Appendix A B,C,D,E & F” It must be stated that appendix A B,C,D,E & F” are an important part of this plan. They define each of the segments in more detail. They point out the similarities and difference of each community. These appendixes are the meat of this report. They are an integral part of this “Lower Keys Livable Communikeys Plan just as the “US-1 CORRIDOR Enhancement Plan from MM 14.2-MM 29” is.

See also pages:

P ES-2—Delete under Housing Goal 4: remove the word “AGGRESSIVELY**” and delete the word “**permanent.**”**

P4-- item 4 & 8 totally agree. Any and all plans must be coordinated with other community plans and include a community charter element.

P5—item 11 —to use existing report such as “US-1 CORRIDOR Enhancement Plan from MM 14.2-mm29”

P9—note Seasonal population increasing. Must serve everyones needs.

P14---add under Segment 9 a paragraph “see also appendix A B,C,D,E & F” which are made an important part of this plan. They define each of the segments in more detail. They point out the similarities and difference of each community. These appendixes

are the meat of this report. They are an integral part of this “Lower Keys Livable Communikeys Plan just as the “US-1 CORRIDOR Enhancement Plan from MM 14.2-MM 29” is.

P17—totally agree with Highest-Ranked Strengths, Weakness, Opportunities and Threats.

P19—under vision statement I –add under Vision Statement 5th sentence. “Our infrastructure and services fully meet the community’s needs “except for sewage””.

P20—under Housing [goal 4] remove the word “AGGRESSIVELY**” and delete the word “**permanent.**”**

P25&P26—Community Centers this section contain a lot of important information. We are very concern that our input is heard. The scale and quality of development is of prime concern.

P30—It is important that Local Input be utilized as it was in the US-1 CORRIDOR Enhancement Plan from MM 14.2-MM 29” This plan should be implement and not buried . SSPOA ask for Right and Left turn lanes and the intersection of Sugarloaf Blvd and US-1. We also ask the this intersection be made a “T” instead of a 4 way and our input has been ignored. Safety is very important.

P34—add to 1st paragraph at end “Appendix A B,C,D,E & F” are an important part of this plan. They define each of the segments in more detail. They point out the similarities and difference of each community. These appendixes are the meat of this report.

P38—Make bold type “ **recommendations in the Lower Keys US1 Corridor Enhancement Plan”**

P42—paragraph 3 should be update to current housing cost and projections. Things are very different in 2011 than they were in the crazy real estate boom years of 2006. The date here is not correct for

2011. Home value have fallen about 40-50% since 2006 making affordable a new ball game.

P44-- under [Goal 4] remove the word “AGGRESSIVELY**” and delete the word “**permanent.**”**

P46—Sanitary Sewers. Add at end of page: “ Detailed construction plans must be complete and ready for any future funding.”

P49—table 10- Lower Keys Schools. Note that Sugarloaf elementary school is only 61% utilized. Add as last paragraph “ **With so much of our keys taxes going to school it is imperative that the facilities be used more effectively for community usage.”**

P60—under 7.21: add “Draft Report for the Lower Keys US1 Corridor Enhancement Plan” also add a page called p60b III-2 from this report”

P62—add this wording to the page. “Appendix A B,C,D,E & F” are an important part of this plan. They define each of the segments in more detail. They point out the similarities and difference of each community. These appendixes are the meat of this report.

P71—under transportation Make bold “Promote left & right turn lanes and Safer bus stops”

P72—note Property Owner Association [9/2010] items. We ask that this be implemented.

Overall a good plan. Our main point and concern is that the Appendix be made an integral part of this plans and not viewed as just an appendix. These appendixes are the meat of this plan.

**The Sugarloaf Shores Property Owners Association [SSPOA] [Public Policy Committee]
Thank you.**

Harvey-Mitch

From: Robert Clampett <iamtarpon@aol.com>
Sent: Tuesday, October 18, 2011 11:26 AM
To: Harvey-Mitch
Subject: LCP Recommendations

Mr. Harvey,

Thank you for taking time to speak with me today regarding the most recent update of the Monroe County LCP. I appreciate the opportunity to have some input into the process and want to sincerely thank you, your staff and the citizens of Monroe County for the body of work that has been completed as we move forward. My major issues, for the most part, mirror the data and comments that have been incorporated into the document and SWOT analysis. Here is a brief summary along with some recommendations that I would like to have considered or addressed in some way.

1. For years Cudjoe Key has been the repository for an inordinate number of industrial grade infrastructure support type facilities and this trend appears to be continuing with impunity. Although there is usually a forum for some type of public input into the process when these facilities are proposed, it generally lacks any real substance and occurs long after the site selection phase. It is my opinion that any input process that I have been a part of in the past thirty plus years as a Monroe County taxpayer is simply window dressing to meet minimal due process requirements and does not appropriately meet or address the needs of the local citizens and responsible growth management and planning. These facilities/sites include but are not limited to two (2) power company transfer stations, one (1) or two (2) major landfills/ solid waste transfer stations, an extensive aerostat blimp site, and the scheduled regional water (sewage) treatment plant. They bring a highly industrial look to the community and have a long term negative impact on the esthetics and landscape of Cudjoe Key not to mention the potential for environmental impact. Although all of the aforementioned sites and facilities are necessary to sustain development and growth of a given area, the fact that they are all located on the same key in a highly sensitive environmental region and in small geographic area defies logic and is beyond comprehension as it relates to responsible planning, development and growth management. This needs to be addressed immediately and should be reflected in the LCP.
2. Water quality, in particular the quality of water in the canal system, in the county is a major concern of mine. I would like to know how the Venture Out RV Resort has the authority to place pvc pipe on the bay bottom which is served by a large air compressor to act as a bubbling system to deflect weeds and floating debris from their waterfront area into neighboring canals and property areas. Who owns the bay bottom and canal bottom? This system has been placed on the bay bottom of the rim canal that runs the length of the Cudjoe Ocean Shores subdivision on the Kemp Channel side of Venture Out as well as the interior canals of Venture Out. Ultimately weeds, grass and floating debris end up in adjacent canals, mainly to the north of Venture Out, that do not have similar systems to mitigate the problem. Another great solution would be for the county of install some type of culvert system similar to what was done in Cudjoe Gardens to promote normal tidal flow in canals where water flow/quality has been problematic. Although this would be expensive, perhaps some grant money and local public funds would help to keep costs at a reasonable rate. Freshwater quantity and quality has been much improved with the new mainland pipeline in the 1980's and the larger residential service added in the last two or three years. Looking into the future, I recommend exploring the possibility of adding additional desalination plants as both the mainland and keys population growth will continue to place heavy demands on the underground fresh water supply from the Biscayne aquifer.
3. The county parks, recreational facilities and boat ramps in the Lower Keys either do not exist or they generally are in very poor condition and not maintained properly. I strongly recommend the addition of more facilities being built and/or existing facilities being improved and maintained at a high level while planning continues for new opportunities. One option would be to consider enhanced shared resources with the school district at times when various user groups would be accommodated without infringing on the required events that take

place during the normal school day and throughout the school year. This may be a viable option prior to the county establishing a dedicated Parks and Recreation Department, like most Florida counties have, along with a formal parks and recreation budget which needs to be part of a master plan going forward. The growth and development of recreational facilities in the Lower Keys would be a tremendous value added feature for all user groups. These facilities would create a sense of pride in the community, some wonderful social interaction opportunities and establish a long term investment in our collective future. Look for the possibility of grant opportunities to support funding, especially with the shared use of schools/community.

I want to sincerely thank you for the opportunity to address these concerns and welcome any input from you or your staff. Please do not hesitate to contact me if I can be of any assistance to you or the planning process.

Bob Clampett
Cudjoe Key

Cell: 954.415.1211