BOARD OF COUNTY COMMISSIONERS
AGENDA ITEM SUMMARY

Meeting Date: May 18, 2005
Bulk Item: Yes____ No X

Division: Growth Management
Department: Planning
Staff Contact Person: K. Marlene Conaway

AGENDA ITEM WORDING: A public hearing to consider a Department of Community Affairs transmittal resolution to amend Policy 216.1.8 of the Monroe County Year 2010 Comprehensive Plan concerning a County-wide staged/phased evacuation in the event of a pending major hurricane (category 3-5).

ITEM BACKGROUND:
Monroe County is required to achieve the Work Program set forth by Policy 101.2.13 of the Monroe County Year 2010 Comprehensive Plan. Within the current year, year 8, the County is to complete a comprehensive analysis of hurricane evacuation issues in the Florida Keys and develop strategies to reduce hurricane clearance times and thereby reduce potential loss of life from hurricanes. The County anticipates accomplishing this requirement by amending Policy 216.1.8 which requires the County to implement procedures for the early closing and evacuation of the transient, non-resident population. The critical concept of this Policy is that non-residents would leave the Keys before the evacuation of the residents begin. By evacuating the non-residents first, the County can achieve and maintain an overall 24-hour hurricane evacuation clearance time for the resident population.

This Policy is a result of research and analysis performed by the Florida Keys Hurricane Evacuation Clearance Working Group. The Working Group was established by Secretary Thaddeus Cohen of the Florida Department of Community Affairs in August of 2004 and has met monthly between September 2004 and January 2005. The Working Group discussed four alternatives regarding hurricane evacuation in the Keys and of the alternatives analyzed by the group, the staged evacuation option was considered the quickest and most effective means of significantly reducing clearance time.

The proposed amendment was reviewed and approved at regularly scheduled meetings by the Development Review Committee on March 24, 2005 and was continued by the Monroe County Planning Commission during regular public meetings held on April 13 and 27, 2005 and reviewed and approved by the Monroe County Planning Commission during a regular public meeting held on May 11, 2005.

PREVIOUS REVELANT BOCC ACTION:
The Board of County Commissioners passed and adopted Resolution # 018-2005 on January 19, 2005 supporting implementation of a staged hurricane evacuation process in Monroe County, FL.

CONTRACT/AGREEMENT CHANGES: N/A

STAFF RECOMMENDATIONS: Approval

TOTAL COST: N/A **BUDGETED:** Yes ___ No N/A

COST TO COUNTY: N/A **SOURCE OF FUNDS:** N/A

REVENUE PRODUCING: Yes N/A No __ **AMOUNT PER MONTH** N/A **Year** ____

APPROVED BY: County Attorney X OMB/Purchasing ___ Risk Management ___

DIVISION DIRECTOR APPROVAL: Timothy J. McGarry, AICP

DOCUMENTATION: Included X Not Required ___

DISPOSITION: _____ **AGENDA ITEM #** _____

KMC

MONROE COUNTY YEAR 2010 COMPREHENSIVE PLAN AMENDMENT

POLICY 216.1.8
STAGED/PHASED HURRICANE EVACUATION

BOARD OF COUNTY COMMISSIONERS
KEY LARGO
MAY 18, 2005

MONROE COUNTY YEAR 2010 COMPREHENSIVE PLAN AMENDMENT

POLICY 216.1.8
STAGED/PHASED HURRICANE EVACUATION

A REQUEST BY MONROE COUNTY PLANNING AND ENVIRONMENTAL RESOURCES DEPARTMENT TO AMEND POLICY 216.1.8 OF THE MONROE COUNTY YEAR 2010 COMPREHENSIVE PLAN CONCERNING A STAGED/PHASED HURRICANE EVACUATION.

RECOMMENDATIONS

Staff: **Approval**	March 24, 2005	Staff Report
DRC: **Approval**	March 24, 2005	Resolution #D -05
PC: **Approval**	May 11, 2005	Resolution #P -05

DRAFT BOCC TRANSMITTAL RESOLUTION

RESOLUTION NO. -2005

A RESOLUTION BY THE MONROE COUNTY BOARD OF COUNTY COMMISSIONERS **TRANSMITTING** TO THE DEPARTMENT OF COMMUNITY AFFAIRS THE REQUEST FILED BY THE PLANNING AND ENVIRONMENTAL RESOURCES DEPARTMENT TO AMEND THE MONROE COUNTY YEAR 2010 COMPREHENSIVE PLAN, POLICY 216.1.8 CONCERNING A STAGED/PHASED EVACUATION IN THE EVENT OF A PENDING MAJOR HURRICANE (CATEGORY 3-5).

WHEREAS, the Monroe County Board of County Commissioners held a public hearing on May 18, 2005 for the purposes of considering the transmittal to the Florida Department of Community affairs, for review and comment, a proposed amendment to the Monroe County Year 2010 Comprehensive Plan, Policy 216.1.8; and

WHEREAS, the Planning Staff, Development Review Committee, Planning Commission and Monroe County Board of County Commissioners support the requested amendments to the Monroe County Year 2010 Comprehensive Plan, Policy 216.1.8; and

NOW THEREFORE, BE IT ORDAINED BY THE BOARD OF COUNTY COMMISSIONERS OF MONROE COUNTY, FLORIDA, THAT:

Section 1. The Board of County Commissioners does hereby adopt the recommendation of the Planning Commission pursuant to the draft ordinance for the adoption of the proposed amendment to the Monroe County Year 2010 Comprehensive Plan; and

Section 2. The Board of County Commissioners does hereby transmit the proposed amendment to the Florida Department of Community Affairs for review and comment in accordance with the provisions of Sections 163.184 and 380.0522, Florida Statutes; and

Section 3. The Monroe County Staff is given the authority to prepare and submit the required transmittal letter and supporting documents for the proposed amendment in accordance with the requirement of 9J-11.0006 of the Florida Administrative Code; and

Section 4. The Clerk of the Board is hereby directed to forward a copy of this resolution to the Director of Planning and Environmental Resources.

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PASSED AND ADOPTED by the Board of County Commissioners of Monroe County, Florida at a regular meeting held on the 18th day of May, 2005.

Mayor Dixie M. Spehar _____
Mayor Pro Team Charles "Sonny" McCoy _____
Commissioner Murray Nelson _____
Commissioner George Neugent _____
Commissioner David P. Rice _____

BOARD OF COUNTY COMMISSIONERS
OF MONROE COUNTY, FLORIDA

BY: _____
Mayor Dixie M. Spehar

(SEAL)
ATTEST: DANNY KOHLAGE, CLERK

MONROE COUNTY ATTORNEY
APPROVED AS TO FORM
Date: 4.29.05

_____
DEPUTY CLERK

DRAFT BOCC ORDINANCE

ORDINANCE NO. -2005

AN ORDINANCE BY THE MONROE COUNTY BOARD OF COUNTY COMMISSIONERS APPROVING A REQUEST FILED BY THE PLANNING AND ENVIRONMENTAL RESOURCES DEPARTMENT TO AMEND THE MONROE COUNTY YEAR 2010 COMPREHENSIVE PLAN, POLICY 216.1.8 CONCERNING A STAGED/PHASED EVACUATION IN THE EVENT OF A PENDING MAJOR HURRICANE (CATEGORY 3-5); PROVIDING FOR REPEAL OF ALL ORDINANCES INCONSISTENT HEREWITH; PROVIDING FOR INCORPORATION INTO THE MONROE COUNTY CODE OF ORDINANCES; AND PROVIDING FOR AN EFFECTIVE DATE.

WHEREAS, Monroe County is required to amend the Work Program set forth by Policy 101.2.13 of the Monroe County Year 2010 Comprehensive Plan; and

WHEREAS, within the current year, Year 8, Monroe County is required to complete a comprehensive analysis of hurricane evacuation issues in the Florida Keys and develop strategies to reduce actual hurricane clearance times and thereby reduce potential loss of life from hurricanes; and

WHEREAS, Monroe County anticipates meeting the requirements concerning hurricane evacuation set forth by the Work Program by amending Policy 216.1.8; and

WHEREAS, the proposed amendment to Policy 216.1.8 is a result of research and analysis performed by the Florida Keys Hurricane Evacuation Clearance Working Group; and

WHEREAS, the Florida Keys Hurricane Evacuation Clearance Working Group met for five months to address the ability to safely and efficiently evacuate the residents and tourists of the Florida Keys; and

WHEREAS, of the four alternatives analyzed by the Working Group, the staged evacuation option was considered the quickest and most effective means of significantly reducing clearance time; and

WHEREAS, a staged evacuation process will allow for a safer evacuation of the Florida Keys by requiring the tourist, non-residents, and other categories of evacuees to complete their evacuations prior to the inception of the evacuation of residents; and

WHEREAS, the Working Group proposed the local governments in the Florida Keys agree to the concept of a "staged evacuation process", and

WHEREAS, the Board of County Commissioners passed and adopted Resolution 018-2005 supporting the implementation of a staged hurricane evacuation process in Monroe County; and

WHEREAS, the proposed amendment to Policy 216.1.8 is consistent with the goals, objectives and policies of the Monroe County Year 2010 Comprehensive Plan; and

WHEREAS, the amendment is specifically consistent with Goal 216 and Objectives 101.2 and 216.1 of the Monroe County Year 2010 Comprehensive Plan; and

WHEREAS, the amendment is consistent with F.A.C. Chapters 9J-5, Florida Statutes, Chapter 163, and The Principles for Guiding Development.

NOW THEREFORE, BE IT ORDAINED BY THE BOARD OF COUNTY COMMISSIONERS OF MONROE COUNTY, FLORIDA, THAT:

Section 1. The Board of County Commissioners finds that the proposed Text amendment furthers and is consistent with the Year 2010 Comprehensive Plan; and

Section 2. In order to implement the procedures to achieve and maintain an overall 24-hour hurricane evacuation clearance time for the resident population Policy 216.1.8 of the Monroe County Year 2010 Comprehensive Plan shall be amended to read as follows:

~~Strike through text~~ is deleted	Underlined text is new

Policy 216.1.8:

~~As directed by the Department of Emergency Management, Monroe County shall implement procedures for the orderly closing and evacuation of hotels, motels, RV parks, mobile home parks, campgrounds, and state and county parks in accordance with the Monroe county Hurricane Preparedness Evacuation and Shelter Plan. The county shall require that operators of transient facilities notify guests of the evacuation procedure during check in through out the hurricane season. The plan shall be monitored and updated on an annual basis [9J-5.012(3)(c)4].~~

Proposed Policy 216.1.8:

In the event of a pending major hurricane (category 3-5) Monroe County shall implement the following staged/phased evacuation procedures to achieve and maintain an overall 24-hour hurricane evacuation clearance time for the resident population.

1. Approximately 48 hours in advance of tropical storm winds, a mandatory evacuation of non-residents, visitors, recreational vehicles (RV's), travel trailers, live-aboards (transient and non-transient), and military personnel from the Keys shall be initiated. State parks and campgrounds should be closed at this time or sooner and entry into the Florida Keys by non-residents should be strictly limited.
2. Approximately 36 hours in advance of tropical storm winds, a mandatory evacuation of mobile home residents, special needs residents, and hospital and nursing home patients from the Keys shall be initiated.
3. Approximately 30 hours in advance of tropical storm winds, a mandatory phased evacuation of permanent residents by evacuation zone (described below) shall be initiated. Existing evacuation zones are as follows:

    a. Zone 1 – Key West, Stock Island and Key Haven to Boca Chica Bridge (MM 1-6)

b. Zone 2 – Boca Chica Bridge to West end of 7-mile Bridge (MM 6-40)
c. Zone 3 – West end of 7-Mile Bridge to West end of Long Boat Key Bridge (MM 40-63)
d. Zone 4 – West end of Long Boat Key Bridge to CR 905 and CR 905A intersection (MM 63-106.5)
e. Zone 5 – 905A to, and including Ocean Reef (MM 106.5–126.5)

The actual sequence of the evacuation by zones will vary depending on the individual storm. The concepts embodied in this staged evacuation procedures should be embodied in the appropriate County operational Emergency Management Plans.

The evacuation plan shall be monitored and updated on an annual basis to reflect increases, decreases and or shifts in population; particularly the resident and non-resident populations [9J-5.012(3)(c)4].

Section 3. If any section, subsection, sentence, clause, item, change or provision of this ordinance is held invalid, the remainder shall not be affected by such invalidity.

Section 4. All ordinances or parts of ordinances in conflict with this ordinance are hereby repealed to the extent of said conflict.

Section 5. The ordinance is hereby transmitted to the Florida Department of Community Affairs pursuant to Chapter 163 and 380, Florida Statutes.

Section 6. This ordinance shall be filed in the Office of the Secretary of State of the State of Florida, but shall not become effective until a notice is issued by the Department of Community Affairs or Administration Commission finding the amendment in compliance with Chapter 163, Florida Statutes.

PASSED AND ADOPTED by the Board of County Commissioners of Monroe County, Florida at a regular meeting held on the _____day of _____, A.D., 2005.

Mayor Dixie M. Spehar _____
Mayor Pro Team Charles "Sonny" McCoy _____
Commissioner Murray Nelson _____
Commissioner George Neugent _____
Commissioner David P. Rice _____

BOARD OF COUNTY COMMISSIONERS
OF MONROE COUNTY, FLORIDA

BY: _____
Mayor Dixie M. Spehar

(SEAL)
ATTEST: DANNY KOHLAGE, CLERK

_____
DEPUTY CLERK

MONROE COUNTY ATTORNEY
APPROVED AS TO FORM
KRW 4.29.05
Date: _____

BOCC STAFF REPORT

MEMORANDUM

TO: The Board of County Commissioners

FROM: K. Marlene Conaway

DATE: April 29, 2005

MEETING DATE: May 18, 2005

RE: REVISIONS TO MONROE COUNTY YEAR 2010 COMPREHENSIVE PLAN, POLICY 216.1.8

I BACKGROUND

The past Hurricane Season was particularly active for Monroe County. The County was threatened with four hurricanes, one of which required an evacuation of the residential and non-residential populations. The Counties ability to safely and efficiently evacuate the residential and non-residential populations is a primary safety concern.

Monroe County is required to amend the Work Program set forth in Policy 101.2.13 of the Monroe County Year 2010 Comprehensive Plan. Within the current year, year 8, the County is to complete a comprehensive analysis of hurricane evacuation issues in the Florida Keys and develop strategies to reduce actual hurricane clearance times and thereby reduce potential loss of life from hurricanes. The County anticipates accomplishing this by amending Policy 216.1.8 which requires the County to implement procedures for the orderly closing and evacuation of the transient, non-resident population. Throughout the hurricane season, the County required operators of transient facilities to notify guests of the evacuation procedures. The Plan was to be monitored on a yearly basis. The proposed amendment of this Policy implements the procedures for an orderly evacuation by staging an evacuation sequence based on the anticipated arrival of a pending major hurricane. The critical concept of this Policy is that non-residents would leave the Keys before the evacuation of the residents begin. By evacuating the non-residents first, the County can achieve and maintain an overall 24-hour hurricane evacuation clearance time for the resident population.

This Policy is a result of research and analysis performed by the Florida Keys Hurricane Evacuation Clearance Working Group. The Working Group was established by Secretary Thaddeus Cohen of the Florida Department of Community Affairs in August of 2004 and has met monthly between September 2004 and January 2005. The Working Group discussed four alternatives regarding hurricane evacuation in the Keys including reducing clearance time, special needs population, a regional evacuation model and equivalency factors. Of the alternatives analyzed by the group, the staged evacuation option was considered the quickest and most effective means of significantly reducing clearance time (See the Working Group's summary report attachment for a more complete background).

II ANALYSIS

The Working Group worked within the context of the current Goals, Objectives and Policies of the Monroe County Year 2010 Comprehensive Plan that pertained to hurricane evacuation. Staff finds the amendment of Policy 216.1.8 consistent with the Goals, Objectives and Policies of the Monroe County Year 2010 Comprehensive Plan. Particularly, Goal 216 which requires Monroe County to provide for hurricane evacuation, shelters, refuges, and communication capabilities to promote safeguarding of the public against the effects of hurricanes and tropical storms. In addition, Objective 216.1 mandates the County to reduce hurricane evacuation clearance times to 24 hours by the year 2010. As an "Area of Critical State Concern", Monroe County is also governed by Chapters 9J-5 and 9J-12 of the Florida Administrative Code (F.A.C.) and Chapter 163 of the Florida Statutes. The proposed Policy amendment is consistent with 9J-5.012(2)e. The proposed text amendment will further the following natural disaster planning concerns:

- To consider the number of persons required to evacuate, evacuation routes, evacuation times.; and
- To protect the special needs of the elderly, handicapped, hospitalized, or other special needs; and
- To maintain or reduce hurricane evacuation times.

The primary benefit associated with this alternative is the reduction of background traffic during a mandatory evacuation of Keys residents. This reduction would in turn reduce the estimated evacuation clearance time for residents by approximately three and a half hours if an early evacuation of tourists is implemented, and six hours for early evacuation of tourists and mobile homes.

Finally, this Policy shall be monitored on an annual basis and adjusted as necessary to reflect increases, decreases and or shifts in the population; particularly resident and non-resident. The annual monitoring is particularly important as transient and residential dwelling units have recently been redeveloped from a mobile/transient use to a permanent use.

III FINDINGS OF FACT

1. Pursuant to Policy 101.2.13 of the Monroe County Year 2010 Comprehensive Plan, a Comp Plan amendment to Policy 216.1.8 is needed by the County to complete an analysis of hurricane evacuation issues in the Florida Keys.

2. Staff finds the amendment consistent with the goals, objectives, and policies of the Monroe County Year 2010 Comprehensive Plan.

3. Particularly, Staff finds the amendment consistent with Goal 216 and Objective 101.2 and 216.1 of the Monroe County Year 2010 Comprehensive Plan.

4. Staff finds the amendment consistent with F.A.C. Chapters 9J-5, Florida Statutes, Chapter 163, and The Principles for Guiding Development.

IV PREVIOUS ACTION

The Board of County Commissioners passed and adopted Resolution # 018-2005 on January 19, 2005 supporting implementation of a staged hurricane evacuation process in Monroe County, FL. The Resolution was proposed by the Working Group to allow for a safer evacuation of the Florida Keys by requiring the tourists, non-residents and other categories of evacuees to complete their evacuations prior to the inception of the evacuation of residents. The amendment of this Policy further implements this Resolution.

The proposed amendment was reviewed and **Approved** at regularly scheduled meetings by Planning Staff, the Development Review Committee on March 24, 2005 and the Planning Commission on May 11, 2005.

V PROPOSED TEXT CHANGE

The old language is shown ~~struck through.~~
The new language is shown <u>underlined.</u>

~~Current Policy 216.1.8:~~

~~As directed by the Department of Emergency Management, Monroe County shall implement procedures for the orderly closing and evacuation of hotels, motels, RV parks, mobile home parks, campgrounds, and state and county parks in accordance with the Monroe county Hurricane Preparedness Evacuation and Shelter Plan. The county shall require that operators of transient facilities notify guests of the evacuation procedure during check-in through out the hurricane season. The plan shall be monitored and updated on an annual basis [9J-5.012(3)(c)4].~~

<u>Proposed Policy 216.1.8:</u>

<u>In the event of a pending major hurricane (category 3-5) Monroe County shall implement the following staged/phased evacuation procedures to achieve and maintain an overall 24-hour hurricane evacuation clearance time for the resident population.</u>

1. <u>Approximately 48 hours in advance of tropical storm winds, a mandatory evacuation of non-residents, visitors, recreational vehicles (RV's), travel trailers, live-aboards (transient and non-transient), and military personnel from the Keys shall be initiated. State parks and campgrounds should be closed at this time or sooner and entry into the Florida Keys by non-residents should be strictly limited.</u>
2. <u>Approximately 36 hours in advance of tropical storm winds, a mandatory evacuation of mobile home residents, special needs residents, and hospital and nursing home patients from the Keys shall be initiated.</u>
3. <u>Approximately 30 hours in advance of tropical storm winds, a mandatory phased evacuation of permanent residents by evacuation zone (described below) shall be initiated. Existing evacuation zones are as follows:</u>

    a. <u>Zone 1 – Key West, Stock Island and Key Haven to Boca Chica Bridge (MM 1-6)</u>
    b. <u>Zone 2 – Boca Chica Bridge to West end of 7-mile Bridge (MM 6-40)</u>
    c. <u>Zone 3 – West end of 7-Mile Bridge to West end of Long Boat Key Bridge (MM 40-63)</u>

d. Zone 4 – West end of Long Boat Key Bridge to CR 905 and CR 905A intersection (MM 63-106.5)
e. Zone 5 – 905A to, and including Ocean Reef (MM 106.5–126.5)

The actual sequence of the evacuation by zones will vary depending on the individual storm. The concepts embodied in this staged evacuation procedures should be embodied in the appropriate County operational Emergency Management Plans.

The evacuation plan shall be monitored and updated on an annual basis to reflect increases, decreases and or shifts in population; principally the resident and non-resident populations [9J-5.012(3)(c)4].

VI RECOMMENDED ACTION:

Based on the Findings of Fact and Conclusions of Law and the recommendations of Planning Staff, the Development Review Committee and the Planning Commission recommends **APPROVAL** to the Monroe County Board of County Commissioners for the proposed text change to Policy 216.1.8 of the Monroe County Year 2010 Comprehensive Plan.

Summary Report of the Florida Keys Hurricane Evacuation Working Group

I Background

The Florida Keys Hurricane Evacuation Clearance Working Group was established by Secretary Thaddeus Cohen of the Florida Department of Community Affairs in August of 2004. The Secretary's letter establishing the working group is attached as Appendix 1. The purpose of the working group was threefold:

(1) To examine the underlying assumptions of the Miller hurricane evacuation model, in the context of the Florida Keys approaching the 24-hour limit for evacuation clearance time;

(2) To assess building permit equivalency rates across the various local governments in the Keys and their effects on clearance time;

(3) To complete a comprehensive analysis of hurricane evacuation issues and develop strategies to reduce hurricane clearance times, specifically examining recent improvements in hurricane forecasting and developments in Transportation Systems Management.

Based on these principles, the working group met monthly between September 2004 and January 2005. Its members consisted of one elected official from each local government. The members of the working group were:

Clyde Burnett – Mayor, City of Key Colony Beach

Charles "Sonny" McCoy – Monroe County Board of County Commissioners

Carol MacLaren – Mayor, City of Layton (through November 2004)
Kim Briggs – Mayor, City of Layton (after November 2004)

Randy Mearns – Marathon City Council

Michael Reckwerdt – Islamorada Village Council

Jimmy Weekley – Mayor, City of Key West

Furthermore, members of the public were encouraged to attend working group meetings and provide their perspectives on the issues.

Topics

The working group addressed a wide range of topics, which fell into five broad categories:

1. Background – recent experiences with hurricanes; the Miller model; hurricane forecasting
2. Transportation – road widening; Transportation Systems Management;
3. Sheltering options - cost/location of shelters
4. Planning– ROGO/property rights; equivalency issues;
5. Evacuation options and issues - timing of evacuation orders

Summaries of the panel's meetings are attached as Appendix 2.

II Recommendations

The working group offered several recommendations regarding hurricane evacuation in the Keys. These recommendations included the following: (1) reduce clearance time through a staged evacuation process; (2) increase and improving coordination for the evacuation of special needs residents; (3) explore the development of a regional hurricane evacuation model; and (4) establish more uniform equivalency factors for dwelling units among the various local governments in the Keys. The recommendations are discussed in more detail below.

1. Reduce Clearance Time

The primary issue facing the group was the question of reducing clearance time. At the moment, the Keys are just below the mandated 24-hour evacuation time threshold. Four alternatives to reduce clearance time were presented to the working group. These options consisted of (1) Transportation Systems Management (TSM) – the use of cones, delineators, signs, and other low-cost, temporary traffic control devices to create additional outbound travel lanes along US-1 during an evacuation

period; (2) the construction of permanent roadway improvements along US-1 to increase roadway capacity during non-evacuation and evacuation periods; (3) a staged/phased evacuation process – requiring a mandatory evacuation of non-residents, visitors, and recreational vehicles (RVs) from the Keys approximately 48-hours in advance of sustained tropical storm force winds and (4) sheltering a portion or all of the Keys population during Category 3-5 hurricanes.

Of the four alternatives, option (3) was considered the quickest and most effective means of significantly reducing clearance time – a staged evacuation process could be implemented by the next hurricane season (unlike permanent roadway improvements), would reduce clearance time the most, according to the evacuation model, and mirrors existing emergency management practices already in place in Monroe County. However, in order to have the clearance time reduction reflected in the evacuation model, local governments will need to adopt policies into their comprehensive plans supporting this alternative – resolutions passed by the local governments in support of this alternative are attached as Appendix 3.

The working group did not endorse option (1), Transportation Systems Management, which was perceived as too labor intensive and distracting for law enforcement personnel with at best a minimal or speculative evacuation benefit. The panel did voice support for option (2), permanent roadway improvements, but only as an element of a longer-term, regional evacuation plan and with the understanding that Islamorada vigorously opposes widening US-1 through the Village. The working group recognized that with respect to option (4), sheltering the population in the Keys, there are currently not enough shelter spaces for the entire population during a Category 3-5 storm, but that shelters shall be considered for special needs residents as well as under other circumstances and in the Lower Keys and the City of Key West. The working group also recognized hazards associated with sheltering large populations and advocated considerable more study. The City of Key West and Monroe County adopted resolutions that specifically supported the further consideration of shelters under certain circumstances.

2. Special Needs

Another issue addressed by the working group is the evacuation of the county's special needs population. This population includes the elderly, homebound, hospitalized, and others, whose evacuation would require special attention and coordination. In this regard, the hurricane evacuation clearance working group recommended that local health, law enforcement, and emergency management personnel work together to ensure better coordination among agencies, so as to be able to better serve the county's most vulnerable population. The State of Florida Emergency Support Function (ESF) should serve as a model approach for this coordination.

The issue of providing evacuation for the homeless population was also considered. The Florida Keys Outreach Coalition will be responsible for the evacuation of the homeless population.

3. Regional Evacuation Model and Coordination

In working group discussions, a recurring theme was the impact of large-scale development in southern Miami-Dade County on the evacuation from the Keys to the mainland. Working group members recommended developing a regional evacuation model and securing state funding for such a project to put hurricane evacuation into a regional context. The working group emphasized the need to examine what happens to traffic from the Keys when it reaches Florida City and heads north. The group also recognized the need to formalize coordination of evacuation procedures with Miami-Dade County.

4. Equivalency Factors

The working group recommended that local planning officials discuss the various equivalency factors used throughout the county and attempt to devise more uniform standards for counting and allocating dwelling units. The working group was of the opinion that for modeling purposes as well as fairness, a standardized method of accounting for dwelling units would be helpful. This information could then be utilized to update the Miller Model in the future.

III Implementation Steps

As noted above, local governments passed resolutions in favor of a staged evacuation process. The next step will be to adopt comprehensive plan amendments to formalize this support. The Department of Community Affairs will work closely with the local governments in this regard and provide necessary support. The local governments in Monroe County will need to formalize procedures to ensure the operational implementation of the staged evacuation process. A recommended approach would be through Memorandums of Understanding among all local governments in Monroe County.

Furthermore, officials will work cooperatively to ensure that the evacuation of citizens with special needs is adequately addressed. Secretary Cohen offered assistance from the Division of Emergency Management. In addition, a DCA staff person will be specifically assigned to continue work on this effort.

Also, DCA will explore funding for a regional evacuation model to ensure that the impact of development in Miami-Dade County on the Florida Keys is adequately addressed. Future hurricanes will most likely be regional issues and as such, a regional model could prove useful for planning and public safety officials, as well as for coordination among Monroe County and Miami-Dade County emergency management departments.

Finally, local planners will work together in order to provide more precise inputs into the hurricane evacuation model, particularly with regard to dwelling unit equivalency factors. The Department of Community Affairs will assist this effort.

DRAFT PLANNING COMMISSION RESOLUTION # P -05

DRAFT PLANNING COMMISSION RESOLUTION NO. P -05

A RESOLUTION BY THE MONROE COUNTY PLANNING COMMISSION RECOMMENDING **APPROVAL** TO THE BOARD OF COUNTY COMMISSIONERS OF THE REQUEST FILED BY THE PLANNING AND ENVIRONMENTAL RESOURCES DEPARTMENT TO AMEND THE MONROE COUNTY YEAR 2010 COMPREHENSIVE PLAN, POLICY 216.1.8 CONCERNING A STAGED/PHASED EVACUATION IN THE EVENT OF A PENDING MAJOR HURRICANE (CATEGORY 3-5).

WHEREAS, Monroe County is required to amend the Work Program set forth by Policy 101.2.13 of the Monroe County Year 2010 Comprehensive Plan; and

WHEREAS, within the current year, year 8, Monroe County is required to complete a comprehensive analysis of hurricane evacuation issues in the Florida Keys and develop strategies to reduce actual hurricane clearance times and thereby reduce potential loss of life from hurricanes; and

WHEREAS, Monroe County anticipates meeting the requirements concerning hurricane evacuation set forth by the Work Program by amending Policy 216.1.8; and

WHEREAS, the proposed amendment to Policy 216.1.8 is a result of research and analysis performed by the Florida Keys Hurricane Evacuation Clearance Working Group; and

WHEREAS, the Florida Keys Hurricane Evacuation Clearance Working Group met for five months to address the ability to safely and efficiently evacuate the residents and tourists of the Florida Keys; and

WHEREAS, of the four alternatives analyzed by the Working Group, the staged evacuation option was considered the quickest and most effective means of significantly reducing clearance time; and

WHEREAS, a staged evacuation process will allow for a safer evacuation of the Florida Keys by requiring the tourist, non-residents, and other categories of evacuees complete their evacuations prior to the inception of the evacuation of residents; and

WHEREAS, the Working Group proposed the local governments in the Florida Keys agree to the concept of a "staged evacuation process", and

WHEREAS, the Planning Commission adopted the following Findings of Fact:

1. Pursuant to Policy 101.2.13 of the Monroe County Year 2010 Comprehensive Plan, a Comp Plan amendment to Policy 216.1.8 is needed by the County to complete an analysis of hurricane evacuation issues in the Florida Keys.

2. Staff finds the amendment consistent with the goals, objectives, and policies of the Monroe County Year 2010 Comprehensive Plan.

3. Particularly, Staff finds the amendment consistent with Goal 216 and Objective 101.2 and 216.1 of the Monroe County Year 2010 Comprehensive Plan.

4. Staff finds the amendment consistent with F.A.C. Chapters 9J-5, Florida Statutes, Chapter 163, and The Principles for Guiding Development.

WHEREAS, the Board of County Commissioners passed and adopted Resolution 018-2005 supporting the implementation of a staged hurricane evacuation process in Monroe County; and

WHEREAS, the text change was reviewed and recommended for approval to the Planning Commission at the Development Review Committee public meeting held on March 24, 2005;

WHEREAS, the text amendment was continued by the Monroe County Planning Commission during regular public meetings held on April 13 and 27, 2005 and reviewed and approved by the Monroe County Planning Commission during a regular public meeting held on May 11, 2005; and

NOW THEREFORE, BE IT RESOLVED BY THE PLANNING COMMISSION OF MONROE COUNTY, FLORIDA, that the preceding findings support its decision to recommend **APPROVAL** to the Monroe County Board of County Commissioners of the following amendment to Policy 216.1.8 the Monroe County Year 2010 Comprehensive Plan as requested by the Monroe County Planning Department as follows:

The old language is shown ~~struck through.~~
The new language is shown <u>underlined.</u>

~~Current Policy 216.1.8:~~

~~As directed by the Department of Emergency Management, Monroe County shall implement procedures for the orderly closing and evacuation of hotels, motels, RV parks, mobile home parks, campgrounds, and state and county parks in accordance with the Monroe county Hurricane Preparedness Evacuation and Shelter Plan. The county shall require that operators of transient facilities notify guests of the evacuation procedure during check in through out the hurricane season. The plan shall be monitored and updated on an annual basis [9J-5.012(3)(c)4].~~

<u>Proposed Policy 216.1.8:</u>

<u>In the event of a pending major hurricane (category 3-5) Monroe County shall implement the following staged/phased evacuation procedures to achieve and maintain an overall 24-hour hurricane evacuation clearance time for the resident population.</u>

1. <u>Approximately 48 hours in advance of tropical storm winds, a mandatory evacuation of non-residents, visitors, recreational vehicles (RV's), travel trailers, live-aboards (transient and non-transient), and military personnel from the Keys shall be initiated. State parks and campgrounds should be closed at this time or sooner and entry into the Florida Keys by non-residents should be strictly limited.</u>
2. <u>Approximately 36 hours in advance of tropical storm winds, a mandatory evacuation of mobile home residents, special needs residents, and hospital and nursing home patients from the Keys shall be initiated.</u>

3. Approximately 30 hours in advance of tropical storm winds, a mandatory phased evacuation of permanent residents by evacuation zone (described below) shall be initiated. Existing evacuation zones are as follows:

    a. Zone 1 – Key West, Stock Island and Key Haven to Boca Chica Bridge (MM 1-6)
    b. Zone 2 – Boca Chica Bridge to West end of 7-mile Bridge (MM 6-40)
    c. Zone 3 – West end of 7-Mile Bridge to West end of Long Boat Key Bridge (MM 40-63)
    d. Zone 4 – West end of Long Boat Key Bridge to CR 905 and CR 905A intersection (MM 63-106.5)
    e. Zone 5 – 905A to, and including Ocean Reef (MM 106.5–126.5)

The actual sequence of the evacuation by zones will vary depending on the individual storm. The concepts embodied in this staged evacuation procedures should be embodied in the appropriate County operational Emergency Management Plans.

The evacuation plan shall be monitored and updated on an annual basis to reflect increases, decreases and or shifts in population; principally the resident and non-resident populations [9J-5.012(3)(c)4].

PASSED AND ADOPTED by the Planning Commission of Monroe County, Florida at a regular meeting held on the 11th day of May, 2005.

Lynn C. Mapes, Chair	YES
Denise Werling, Vice Chair	YES
Julio Margalli, Commissioner	YES
James D. Cameron, Commissioner	YES
Department of Health (by FAX)	YES
Department of Public Works (by FAX)	YES
Department of Engineering (by FAX)	YES

PLANNING COMMISSION OF MONROE
COUNTY, FLORIDA

By_____
Lynne C. Mapes, Chair

Signed this _____ day of _____, 2005

DEVELOPMENT REVIEW COMMITTEE RESOLUTION #D -05

DEVELOPMENT REVIEW COMMITTEE RESOLUTION NO. -05

A RESOLUTION BY THE MONROE COUNTY DEVELOPMENT REVIEW COMMITTEE RECOMMENDING **APPROVAL** TO THE PLANNING COMMISSION OF THE REQUEST FILED BY THE PLANNING AND ENVIRONMENTAL RESOURCES DEPARTMENT TO AMEND THE MONROE COUNTY YEAR 2010 COMPREHENSIVE PLAN, POLICY 216.1.8 CONCERNING A STAGED/PHASED EVACUATION IN THE EVENT OF A PENDING MAJOR HURRICANE (CATEGORY 3-5).

WHEREAS, Monroe County is required to amend the Work Program set forth by Policy 101.2.13 of the Monroe County Year 2010 Comprehensive Plan; and

WHEREAS, within the current year, year 8, Monroe County is required to complete a comprehensive analysis of hurricane evacuation issues in the Florida Keys and develop strategies to reduce actual hurricane clearance times and thereby reduce potential loss of life from hurricanes; and

WHEREAS, Monroe County anticipates meeting the requirements concerning hurricane evacuation set forth by the Work Program by amending Policy 216.1.8; and

WHEREAS, the proposed amendment to Policy 216.1.8 is a result of research and analysis performed by the Florida Keys Hurricane Evacuation Clearance Working Group; and

WHEREAS, the Florida Keys Hurricane Evacuation Clearance Working Group met for five months to address the ability to safely and efficiently evacuate the residents and tourists of the Florida Keys; and

WHEREAS, of the four alternatives analyzed by the Working Group, the staged evacuation option was considered the quickest and most effective means of significantly reducing clearance time; and

WHEREAS, a staged evacuation process will allow for a safer evacuation of the Florida Keys by requiring the tourist, non-residents, and other categories of evacuees complete their evacuations prior to the inception of the evacuation of residents; and

WHEREAS, the Working Group proposed the local governments in the Florida Keys agree to the concept of a "staged evacuation process", and

WHEREAS, the Development Review Committee reviewed the following information:

1. The staff report prepared by Heather Beckmann, dated, March 15, 2005; and

WHEREAS, the Development Review Committee adopted the following Findings of Fact:

1. Pursuant to Policy 101.2.13 of the Monroe County Year 2010 Comprehensive Plan, a Comp Plan amendment to Policy 216.1.8 is needed by the County to complete an analysis of hurricane evacuation issues in the Florida Keys.

2. Staff finds the amendment consistent with the goals, objectives, and policies of the Monroe County Year 2010 Comprehensive Plan.

3. Particularly, Staff finds the amendment consistent with Goal 216 and Objective 101.2 and 216.1 of the Monroe County Year 2010 Comprehensive Plan.

4. Staff finds the amendment consistent with F.A.C. Chapters 9J-5, Florida Statutes, Chapter 163, and The Principles for Guiding Development.

WHEREAS, the Board of County Commissioners passed and adopted Resolution 018-2005 supporting the implementation of a staged hurricane evacuation process in Monroe County; and

NOW THEREFORE, BE IT RESOLVED BY THE DEVELOPMENT REVIEW COMMITTEE OF MONROE COUNTY, FLORIDA, that the preceding findings support its decision to recommend **APPROVAL** to the Monroe County Planning Commission of the proposed text amendment to the Monroe County Year 2010 Comprehensive Plan as follows:

The old language is shown ~~struck through.~~
The new language is shown <u>underlined.</u>

~~Current Policy 216.1.8:~~

~~As directed by the Department of Emergency Management, Monroe County shall implement procedures for the orderly closing and evacuation of hotels, motels, RV parks, mobile home parks, campgrounds, and state and county parks in accordance with the Monroe county Hurricane Preparedness Evacuation and Shelter Plan. The county shall require that operators of transient facilities notify guests of the evacuation procedure during check in through out the hurricane season. The plan shall be monitored and updated on an annual basis [9J-5.012(3)(c)4].~~

<u>Proposed Policy 216.1.8:</u>

<u>In the event of a pending major hurricane (category 3-5) Monroe County shall implement the following staged/phased evacuation procedures to achieve and maintain an overall 24-hour hurricane evacuation clearance time for the resident population.</u>

1. <u>Approximately 48 hours in advance of tropical storm winds, a mandatory evacuation of non-residents, visitors, recreational vehicles (RV's), travel trailers, live-aboards (transient and non-transient), and military personnel from the Keys shall be initiated. State parks and campgrounds should be closed at this time or sooner and entry into the Florida Keys by non-residents should be strictly limited.</u>
2. <u>Approximately 36 hours in advance of tropical storm winds, a mandatory evacuation of mobile home residents, special needs residents, and hospital and nursing home patients from the Keys shall be initiated.</u>
3. <u>Approximately 30 hours in advance of tropical storm winds, a mandatory phased evacuation of permanent residents by evacuation zone (described below) shall be initiated. Existing evacuation zones are as follows:</u>

    a. <u>Zone 1 – Key West, Stock Island and Key Haven to Boca Chica Bridge (MM 1-6)</u>

b. Zone 2 – Boca Chica Bridge to West end of 7-mile Bridge (MM 6-40)
c. Zone 3 – West end of 7-Mile Bridge to West end of Long Boat Key Bridge (MM 40-63)
d. Zone 4 – West end of Long Boat Key Bridge to CR 905 and CR 905A intersection (MM 63-106.5
e. Zone 5 – 905A to, and including Ocean Reef (MM 106.5–126.5)

The actual sequence of the evacuation by zones will vary depending on the individual storm. The concepts embodied in this staged evacuation procedures should be embodied in the appropriate County operational Emergency Management Plans.

The evacuation plan shall be monitored and updated on an annual basis to reflect increases, decreases and or shifts in population; principally the resident and non-resident populations [9J-5.012(3)(c)4].

PASSED AND ADOPTED by the Development Review Committee of Monroe County at a regular meeting held on the 24th day of March, 2005.

Aref Joulani, Senior Administrator of Development Review	YES
Heather Beckmann, Planner	YES
Ralph Gouldy, Sr. Administrator of Environmental Resources	YES
David Dacquisto, Director of Island Planning	YES
Department of Health (by FAX)	YES
Department of Public Works (by FAX)	YES
Department of Engineering (by FAX)	YES

DEVELOPMENT REVIEW COMMITTEE OF MONROE COUNTY, FLORIDA

By_____
Aref Joulani, DRC Chair

Signed this _____ day of _____, 2005