



Islamorada, Village of Islands

LOCAL PLANNING AGENCY MEETING

September 11, 2023 - 5:30 PM
Founders Park Community Center
87000 Overseas Highway
Islamorada, FL 33036

AGENDA

I. CALL TO ORDER / ROLL CALL

II. PLEDGE OF ALLEGIANCE

III. AGENDA: Requests for Deletion / Emergency Additions

IV. PUBLIC COMMENT

(This is general public comment. It provides an opportunity for the public to speak about matters not scheduled elsewhere on the agenda. The mayor opens public comment on agenda items throughout the meeting.)

V. CONSENT AGENDA

(All items on the Consent Agenda are considered routine by the Village Council and will be approved by one motion. There will be no separate discussion of these items unless a Councilmember so requests, in which event, the item will be moved to the Main Agenda.)

A. Approval of Minutes from the February 13, 2023 meeting.

B. Approval of Minutes from the March 13, 2023 meeting.

VI. PUBLIC HEARINGS

A. Amending Administrative Relief Under the Building Permit Allocation System (BPAS) (John Quick, Interim Village Attorney)

AN ORDINANCE OF ISLAMORADA, VILLAGE OF ISLANDS, FLORIDA, AMENDING ARTICLE IV, "ADMINISTRATIVE PROCEDURES," OF CHAPTER 30, "LAND DEVELOPMENT REGULATIONS," OF THE VILLAGE CODE RELATING TO ADMINISTRATIVE RELIEF AVAILABLE TO APPLICANTS UNDER THE BUILDING PERMIT ALLOCATION SYSTEM (BPAS); PROVIDING FOR THE REPEAL OF ALL CODE PROVISIONS AND ORDINANCES INCONSISTENT WITH THIS ORDINANCE; PROVIDING FOR SEVERABILITY; PROVIDING FOR INCLUSION IN THE CODE; PROVIDING FOR THE TRANSMITTAL OF THIS ORDINANCE TO THE FLORIDA DEPARTMENT OF ECONOMIC OPPORTUNITY; AND PROVIDING FOR AN EFFECTIVE DATE

UPON APPROVAL OF THIS ORDINANCE BY THE FLORIDA DEPARTMENT OF ECONOMIC OPPORTUNITY.

- B.** Moratorium on Building Permit Allocations (BPAS) (John Quick, Interim Village Attorney)

AN ORDINANCE OF ISLAMORADA, VILLAGE OF ISLANDS, FLORIDA, ESTABLISHING A TEMPORARY MORATORIUM, WITHIN THE VILLAGE, ON THE ACCEPTANCE OF MARKET RATE RESIDENTIAL BUILDING PERMIT ALLOCATION SYSTEM (BPAS) APPLICATIONS, ACCEPTANCE OF NONRESIDENTIAL BUILDING PERMIT ALLOCATION SYSTEM (BPAS) APPLICATIONS, ACCEPTANCE OF BPAS LAND DEDICATIONS; PROVIDING FOR EXEMPTIONS; PROVIDING FOR PROCEDURES FOR VESTED RIGHTS AND JUDICIAL REVIEW; PROVIDING FOR A TERM; PROVIDING FOR SEVERABILITY; PROVIDING FOR CONFLICTS; PROVIDING FOR THE TRANSMITTAL OF THIS ORDINANCE TO THE STATE DEPARTMENT OF ECONOMIC OPPORTUNITY; AND PROVIDING FOR AN EFFECTIVE DATE UPON THE APPROVAL OF THIS ORDINANCE BY THE STATE DEPARTMENT OF ECONOMIC OPPORTUNITY.

- C.** Ordinance Amending Land Development Regulations Relating to the Historic Preservation Commission (John Quick, Interim Village Attorney)

AN ORDINANCE OF ISLAMORADA, VILLAGE OF ISLANDS, FLORIDA, AMENDING CHAPTER 30 "LAND DEVELOPMENT REGULATIONS", ARTICLE VII "ENVIRONMENTAL REGULATIONS", DIVISION 7 "HISTORIC AND ARCHAEOLOGICAL SITES", SECTION 30-1693 RELATING TO THE HISTORIC PRESERVATION COMMISSION; PROVIDING FOR SEVERABILITY; PROVIDING FOR INCLUSION IN THE CODE; AND PROVIDING FOR AN EFFECTIVE DATE.

- D.** Ordinance Amending Policy 1-3.1.1, Establish a Building Permit Allocation System (BPAS) (Jennifer DeBoisbriand , Planning Director, Rebecca Jetton, Village Consultant)

AN ORDINANCE OF ISLAMORADA, VILLAGE OF ISLANDS, FLORIDA, AMENDING POLICY 1-3.1.1, "ESTABLISH A BUILDING PERMIT ALLOCATION SYSTEM," OF THE VILLAGE COMPREHENSIVE PLAN RELATING TO ESTABLISHING ADDITIONAL NON-RESIDENTIAL BUILDING PERMIT ALLOCATIONS; PROVIDING FOR SEVERABILITY; PROVIDING FOR THE TRANSMITTAL OF THIS ORDINANCE TO THE FLORIDA DEPARTMENT OF ECONOMIC OPPORTUNITY; AND PROVIDING FOR AN EFFECTIVE DATE UPON APPROVAL OF THIS ORDINANCE BY THE FLORIDA DEPARTMENT OF ECONOMIC OPPORTUNITY.

- E. Ordinance Amendment Considering the Request of Integra Real Estate to Amend the Future Land Use Map of Parcel 00399601-000000 (Jennifer DeBoisbriand , Planning Director)

AN ORDINANCE OF ISLAMORADA, VILLAGE OF ISLANDS, FLORIDA, CONSIDERING THE REQUEST OF INTEGRA REAL ESTATE, LLC TO AMEND THE VILLAGE'S FUTURE LAND USE MAP FROM MIXED USE (MU) TO RESIDENTIAL HIGH (RH) FOR THE SUBJECT PROPERTY, LOCATED ON UPPER MATECUMBE KEY, WITH REAL ESTATE NUMBER 00399601-000000, AS LEGALLY DESCRIBED HEREIN; PROVIDING FOR THE TRANSMITTAL OF THIS ORDINANCE TO THE STATE DEPARTMENT OF ECONOMIC OPPORTUNITY; AND PROVIDING FOR AN EFFECTIVE DATE UPON THE APPROVAL OF THIS ORDINANCE BY THE STATE DEPARTMENT OF ECONOMIC OPPORTUNITY.

- F. Ordinance Amendment Considering the Request of Integra Real Estate to Amend the Zoning Map for Parcel 00399601-000000 (Jennifer DeBoisbriand , Planning Director)

AN ORDINANCE OF ISLAMORADA, VILLAGE OF ISLANDS, FLORIDA, CONSIDERING THE REQUEST OF INTEGRA REAL ESTATE, LLC, TO AMEND THE OFFICIAL ZONING MAP FROM VILLAGE CENTER (VC) TO NEIGHBORHOOD COMMERCIAL (NC) FOR THE SUBJECT PROPERTY, LOCATED ON UPPER MATECUMBE KEY, WITH REAL ESTATE NUMBER 00399601-000000, AS LEGALLY DESCRIBED HEREIN; PROVIDING FOR THE TRANSMITTAL OF THIS ORDINANCE TO THE STATE DEPARTMENT OF ECONOMIC OPPORTUNITY; AND PROVIDING FOR AN EFFECTIVE DATE UPON THE APPROVAL OF THIS ORDINANCE BY THE STATE DEPARTMENT OF ECONOMIC OPPORTUNITY.

- G. Ordinance Amendment Considering the Request of Integra Real Estate to Amend the Future Land Use Map of Parcel 00097000-000000 (Jennifer DeBoisbriand , Planning Director)

AN ORDINANCE OF ISLAMORADA, VILLAGE OF ISLANDS, FLORIDA, CONSIDERING THE REQUEST OF INTEGRA REAL ESTATE, LLC TO AMEND THE VILLAGE'S FUTURE LAND USE MAP FROM RESIDENTIAL CONSERVATION (RC) TO MIXED USE (MU) FOR THE SUBJECT PROPERTY, LOCATED ON UPPER MATECUMBE KEY, WITH REAL ESTATE NUMBER 00097000-000000, AS LEGALLY DESCRIBED HEREIN; PROVIDING FOR THE TRANSMITTAL OF THIS ORDINANCE TO THE STATE DEPARTMENT OF ECONOMIC OPPORTUNITY; AND PROVIDING FOR AN EFFECTIVE DATE UPON THE APPROVAL OF THIS ORDINANCE BY THE STATE DEPARTMENT OF ECONOMIC OPPORTUNITY.

- H. Ordinance Amendment Considering the Request of Integra Real Estate to Amend the Zoning Map of Parcel 00097000-000000 (Jennifer DeBoisbriand , Planning Director)

AN ORDINANCE OF ISLAMORADA, VILLAGE OF ISLANDS, FLORIDA, CONSIDERING THE REQUEST OF INTEGRA REAL ESTATE, LLC, TO AMEND THE OFFICIAL ZONING MAP FROM NATIVE RESIDENTIAL (NR) TO TOURIST COMMERCIAL (TC) FOR THE SUBJECT PROPERTY, LOCATED ON UPPER MATECUMBE KEY, WITH REAL ESTATE NUMBER 00097000-000000, AS LEGALLY DESCRIBED HEREIN; PROVIDING FOR THE TRANSMITTAL OF THIS ORDINANCE TO THE STATE DEPARTMENT OF ECONOMIC OPPORTUNITY; AND PROVIDING FOR AN EFFECTIVE DATE UPON THE APPROVAL OF THIS ORDINANCE BY THE STATE DEPARTMENT OF ECONOMIC OPPORTUNITY.

- I. Ordinance Amendment Considering the Request of Windley Cove, LLC. to Amend the Future Land Use Map of Parcel 00405350-000000 (Jennifer DeBoisbriand , Planning Director)

AN ORDINANCE OF ISLAMORADA, VILLAGE OF ISLANDS, FLORIDA, CONSIDERING THE REQUEST OF WINDLEY COVE, LLC, TO AMEND THE VILLAGE'S FUTURE LAND USE MAP FROM RESIDENTIAL MEDIUM (RM) TO MIXED USE (MU) FOR THE SUBJECT PROPERTY, LOCATED ON WINDLEY KEY, WITH REAL ESTATE NUMBER 00405350-000000, AS LEGALLY DESCRIBED HEREIN; PROVIDING FOR THE TRANSMITTAL OF THIS ORDINANCE TO THE STATE DEPARTMENT OF ECONOMIC OPPORTUNITY; AND PROVIDING FOR AN EFFECTIVE DATE UPON THE APPROVAL OF THIS ORDINANCE BY THE STATE DEPARTMENT OF ECONOMIC OPPORTUNITY.

- J. Ordinance Amendment Considering the Request of Windley Cove, LLC. to Amend the Zoning Map of Parcel 00405350-000000 (Jennifer DeBoisbriand , Planning Director)

AN ORDINANCE OF ISLAMORADA, VILLAGE OF ISLANDS, FLORIDA, CONSIDERING THE REQUEST OF WINDLEY COVE, LLC, TO AMEND THE OFFICIAL ZONING MAP FROM RESIDENTIAL SINGLE FAMILY (R-1) TO HIGHWAY COMMERCIAL (HC) FOR THE SUBJECT PROPERTY, LOCATED ON WINDLEY KEY, WITH REAL ESTATE NUMBER 00405350-000000, AS LEGALLY DESCRIBED HEREIN; PROVIDING FOR THE TRANSMITTAL OF THIS ORDINANCE TO THE STATE DEPARTMENT OF ECONOMIC OPPORTUNITY; AND PROVIDING FOR AN EFFECTIVE DATE UPON THE APPROVAL OF THIS ORDINANCE BY THE STATE DEPARTMENT OF ECONOMIC OPPORTUNITY.

- K. Ordinance Amendment Considering the Request of Windley Isles, LLC to Amend the Future Land Use Map of Parcel 00405360-000000 (Jennifer DeBoisbriand , Planning Director)

AN ORDINANCE OF ISLAMORADA, VILLAGE OF ISLANDS, FLORIDA, CONSIDERING THE REQUEST OF WINDLEY ISLES, LLC, TO AMEND THE VILLAGE'S FUTURE LAND USE MAP FROM RESIDENTIAL MEDIUM (RM) TO MIXED USE (MU) FOR THE SUBJECT PROPERTY, LOCATED ON WINDLEY KEY, WITH REAL ESTATE NUMBER 00405360-000000, AS LEGALLY DESCRIBED HEREIN; PROVIDING FOR THE TRANSMITTAL OF THIS ORDINANCE TO THE STATE DEPARTMENT OF ECONOMIC OPPORTUNITY; AND PROVIDING FOR AN EFFECTIVE DATE UPON THE APPROVAL OF THIS ORDINANCE BY THE STATE DEPARTMENT OF ECONOMIC OPPORTUNITY.

- L. Ordinance Amendment Considering the Request of Windley Isles, LLC to Amend the Zoning Map of Parcel 00405360-000000 (Jennifer DeBoisbriand , Planning Director)

AN ORDINANCE OF ISLAMORADA, VILLAGE OF ISLANDS, FLORIDA, CONSIDERING THE REQUEST OF WINDLEY ISLES, LLC, TO AMEND THE OFFICIAL ZONING MAP FROM RESIDENTIAL SINGLE FAMILY (R-1) TO HIGHWAY COMMERCIAL (HC) FOR THE SUBJECT PROPERTY, LOCATED ON WINDLEY KEY, WITH REAL ESTATE NUMBER 00405360-000000, AS LEGALLY DESCRIBED HEREIN; PROVIDING FOR THE TRANSMITTAL OF THIS ORDINANCE TO THE STATE DEPARTMENT OF ECONOMIC OPPORTUNITY; AND PROVIDING FOR AN EFFECTIVE DATE UPON THE APPROVAL OF THIS ORDINANCE BY THE STATE DEPARTMENT OF ECONOMIC OPPORTUNITY.

VII. CHAIR AND LOCAL PLANNING AGENCY MEMBERS

VIII. FUTURE AGENDA ITEMS

IX. PLANNING DIRECTOR / VILLAGE MANAGER

X. VILLAGE ATTORNEY

XI. MOTIONS

XII. OTHER BUSINESS

XIII. ADJOURNMENT

Options for Viewing the Local Planning Agency Meeting:

The public is encouraged to watch the meeting on Monroe County's MCTV Comcast Channel 77. Alternatively, the public may view the meeting streamed live on the Village website from

their personal computer, tablet or phone via the following link:

<https://islamoradafl.portal.civicclerk.com/>

Option 1: Email your comments.

1. Public comment should be submitted via email to: public.comment@islamorada.fl.us
2. The email should contain "Public Comment" in the subject line.
3. The name and address of the submitter shall be included in the email.
4. Public comment should be submitted by 9 a.m. the day before the meeting. Public comment will be sent to the LPA members for consideration prior to the meeting. Public comments will not be read during the meeting.

Option 2: Call in During the Meeting.

1. If phoning in, dial 305-224-1968 and enter the webinar **ID: 966 8605 3458** followed by #. When the Chair opens public comment pertaining to the agenda item you are interested in dial *9 to be recognized by the Zoom meeting monitor. The Monitor will call you by the last four digits of your phone number. **Please be sure to unmute your phone when you are called upon.**
2. If watching online via Zoom: Open the Zoom webinar link <https://zoom.us/j/96686053458> and follow the prompts to join the webinar. When the Chair opens public comment use the "raise your hand" feature to be recognized by the meeting monitor. Public comments will be heard in the order in which they are received.

ADA Assistance:

These meetings are open to the public. In accordance with the Americans with Disabilities Act of 1990, all persons who are disabled and who need special accommodations to participate in this meeting because of that disability should contact the ADA Coordinator at (305) 664-6448 or by email at ADA@islamorada.fl.us at least 48 hours before the scheduled meeting



Local Planning Agency Communication

To: Local Planning Agency Chair and Agency Members
From:
Date: September 11, 2023
Subject: Approval of Minutes from the February 13, 2023 meeting.

Background:

Analysis:

Budget Impact:

Staff Impact:

Recommendation:

Attachments:

1. February 13 Minutes



I. CALL TO ORDER / ROLL CALL

II. PLEDGE OF ALLEGIANCE

III. AGENDA: Requests for Deletion / Emergency Additions

IV. PUBLIC COMMENT

V. CONSENT AGENDA

VI. PUBLIC HEARINGS

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Tony Hammon made a motion to approve. Lorie LaLonde seconded the motion, all AYES and the motion passed 7-0.

AN ORDINANCE OF ISLAMORADA, VILLAGE OF ISLANDS, FLORIDA, AMENDING CHAPTER 30, LAND DEVELOPMENT REGULATIONS RELATED TO VARINCES TO PERMIT A MINOR RELAXATION OF MINIMUM LOT AREA REQUIREMENTS NOT TO EXCEED FIVE PERCENT (5%) OF THE MINIMUM REQUIRED LOT AREA OR 250 SQUARE FEET, WHICHEVER IS LESS; PROVIDING FOR THE REPEAL OF ALL CODE PROVISIONS AND ORDINANCES INCONSISTENT WITH THIS ORDINANCE; PROVIDING FOR SEVERABILITY; PROVIDING FOR INCLUSION IN THE CODE; PROVIDING FOR THE TRANSMITTAL OF THIS ORDINANCE TO THE FLORIDA DEPARTMENT OF ECONOMIC OPPORTUNITY; AND PROVIDING FOR AN EFFECTIVE DATE UPON APPROVAL OF THIS ORDINANCE BY THE FLORIDA DEPARTMENT OF ECONOMIC OPPORTUNITY.

Public Comments provided by Don Horton and Van Cadenhead.

Chair Deb Gillis made a motion to approve. Stanley Zuba seconded the motion. The motion passed 5-2. NAYES: Mirna Hormechea, Susan Raffanello

AN ORDINANCE OF ISLAMORADA, VILLAGE OF ISLANDS, FLORIDA, AMENDING CHAPTER 30, LAND DEVELOPMENT REGULATIONS RELATED TO THE DEFINITION OF ACCESSORY, STRUCTURES, PRINCIPAL STRUCTURES, AND THE OPERATION OF HOME OCCUPATIONS; PROVIDING FOR THE REPEAL OF ALL CODE PROVISIONS AND ORDINANCES INCONSISTENT WITH THIS ORDINANCE; PROVIDING FOR SEVERABILITY; PROVIDING FOR INCLUSION IN THE CODE; PROVIDING FOR THE TRANSMITTAL OF THIS ORDINANCE TO THE FLORIDA DEPARTMENT OF ECONOMIC OPPORTUNITY; AND PROVIDING FOR AN EFFECTIVE DATE UPON APPROVAL OF THIS ORDINANCE BY THE FLORIDA DEPARTMENT OF ECONOMIC OPPORTUNITY.

The committee members requested voting separately the Accessory Structure amendment and the Home Occupation amendment.

Public Comments provided by Don Horton and Carla Bahn, on Accessory Structures.

Susan Raffanello made a motion to approve with caveat for relief for attached garages. Stanley Zuba seconded the motion. The motion failed 5-2. NAYES: Deb Gillis, Lorie LaLonde, Tony Hammon, Mirna Hormechea, James Rhyne

Home Occupations amendment was tabled due to lack of clarity with the State preemption and how it would impact the amendment.

Public Comment provided by Don Horton.

AN ORDINANCE OF ISLAMORADA, VILLAGE OF ISLANDS, FLORIDA, AMENDING CHAPTER 30, LAND DEVELOPMENT REGULATIONS RELATED TO OUTDOOR SEATING AND OUTDOOR PLAZAS; PROVIDING FOR THE REPEAL OF ALL CODE PROVISIONS AND ORDINANCES INCONSISTENT WITH THIS ORDINANCE; PROVIDING FOR SEVERABILITY; PROVIDING FOR INCLUSION IN THE CODE; PROVIDING FOR THE TRANSMITTAL OF THIS ORDINANCE TO THE FLORIDA DEPARTMENT OF ECONOMIC OPPORTUNITY; AND PROVIDING FOR AN EFFECTIVE DATE UPON APPROVAL OF THIS ORDINANCE BY THE FLORIDA DEPARTMENT OF ECONOMIC OPPORTUNITY.

Public Comments provided by Van Cadenhead and Carla Bahn.

Tony Hammon made a motion to amend the proposed ordinance with respect to times of operations being referred to the noise ordinance and removing the buffer yard requirements on the waterfronts. Susan Raffanello seconded the motion. Motion passed 7-0.

AN ORDINANCE OF ISLAMORADA, VILLAGE OF ISLANDS, FLORIDA, AMENDING CHAPTER 30, MULTIFAMILY HOUSING (MF) ZONING DISTRICT TO ADD SINGLE-FAMILY RESIDENCES TO THE LIST OF PERMITTED USES; PROVIDING FOR THE REPEAL OF ALL CODE PROVISIONS AND ORDINANCES INCONSISTENT WITH THIS ORDINANCE; PROVIDING FOR SEVERABILITY; PROVIDING FOR INCLUSION IN THE CODE; PROVIDING FOR THE TRANSMITTAL OF THIS ORDINANCE TO THE FLORIDA DEPARTMENT OF ECONOMIC OPPORTUNITY; AND PROVIDING FOR AN EFFECTIVE DATE UPON APPROVAL OF THIS ORDINANCE BY THE FLORIDA DEPARTMENT OF ECONOMIC OPPORTUNITY.

There were no public comments on this item.

Vice Chair Lorie LaLonde made a motion to approve. Stanley Zuba seconded the motion. All AYES and the motion passed 7-0.

AN ORDINANCE OF ISLAMORADA, VILLAGE OF ISLANDS, FLORIDA, AMENDING CHAPTER 30, TOURIST COMMERCIAL (TC) DISTRICT TO ALLOW BOAT DEALERSHIPS AS A MAJOR CONDITIONAL USE; PROVIDING FOR THE REPEAL OF ALL CODE PROVISIONS AND ORDINANCES INCONSISTENT WITH THIS ORDINANCE; PROVIDING FOR SEVERABILITY; PROVIDING FOR INCLUSION IN THE CODE; PROVIDING FOR THE TRANSMITTAL OF THIS ORDINANCE TO THE FLORIDA DEPARTMENT OF ECONOMIC OPPORTUNITY; AND PROVIDING FOR AN EFFECTIVE DATE UPON APPROVAL OF THIS ORDINANCE BY THE FLORIDA DEPARTMENT OF ECONOMIC OPPORTUNITY.

The committee agreed to have separate discussion with regard to outside storage in the TC zoning district and vote separately on the issue.

Public Comments provided by Hunter Spitler (Agent for Caloosa Cove).

Chair Deb Gillis made a motion to approve with the addition of adding the use must be adjacent to a marina. Vice Chair Lorie LaLonde seconded the motion. All AYES and the motion passed 7-0.

The committee had discussion regarding outdoor storage/display in the TC zoning district being considered as a major conditional use.

Public Comments provided by Van Cadenhead.

Susan Raffanello made a motion to approve the ordinance with the amendments to remove outdoor storage and display as a permitted use in the TC zoning district and limit as a minor conditional use for properties fronting US-1 and a major conditional use for properties off US-1. Tony Hammon seconded the motion. All AYES and the motion passed 7-0.

AN ORDINANCE OF ISLAMORADA, VILLAGE OF ISLANDS, FLORIDA, AMENDING CHAPTER 30, BY REPEALING DIVISION 11 – ALCOHOLIC BEVERAGE USE PERMITS; PROVIDING FOR THE REPEAL OF ALL CODE PROVISIONS AND ORDINANCES INCONSISTENT WITH THIS ORDINANCE; PROVIDING FOR SEVERABILITY; PROVIDING FOR INCLUSION IN THE CODE; PROVIDING FOR THE TRANSMITTAL OF THIS ORDINANCE TO THE FLORIDA DEPARTMENT OF ECONOMIC OPPORTUNITY; AND PROVIDING FOR AN EFFECTIVE DATE UPON APPROVAL OF THIS ORDINANCE BY THE FLORIDA DEPARTMENT OF ECONOMIC OPPORTUNITY.

The committee tabled the item.

Public Comments provided by Van Cadenhead.

AN ORDINANCE OF ISLAMORADA, VILLAGE OF ISLANDS, FLORIDA, AMENDING CHAPTER 30, ARTICLE IV, DIVISION 2 – DEVELOPMENT REVIEW PROCESS BY STANDARDIZING PUBLIC NOTICE PROVISIONS; PROVIDING FOR THE REPEAL OF ALL CODE PROVISIONS AND ORDINANCES INCONSISTENT WITH THIS ORDINANCE; PROVIDING FOR SEVERABILITY; PROVIDING FOR INCLUSION IN THE CODE; PROVIDING FOR THE TRANSMITTAL OF THIS ORDINANCE TO THE FLORIDA DEPARTMENT OF ECONOMIC OPPORTUNITY; AND PROVIDING FOR AN EFFECTIVE DATE UPON APPROVAL OF THIS ORDINANCE BY THE FLORIDA DEPARTMENT OF ECONOMIC OPPORTUNITY.

Public Comments provided by Don Horton and Van Cadenhead.

Tony Hammon made a motion to approve. Mirna Hormechea seconded the motion. All AYES and the motion passed 7-0.

VII. VILLAGE ATTORNEY

VIII. MOTIONS

- A.** Ordinance concerning appointment to Village Boards, Committee, and Commissions (John Quick, Interim Village Attorney)

AN ORDINANCE OF ISLAMORADA, VILLAGE OF ISLANDS, FLORIDA, AMENDING CHAPTER 2 “ADMINISTRATION” CREATING A NEW ARTICLE V TO BE ENTITLED “VILLAGE BOARDS, COMMITTEES AND COMMISSIONS”, SECTIONS 2-329 THROUGH 2-335; AMENDING CHAPTER 30 “LAND DEVELOPMENT REGULATIONS”, ARTICLE III “DECISION MAKING AND OTHER ADMINISTRATIVE BODIES”, DIVISION 3 “LOCAL PLANNING AGENCY”, SECTION 30-103 OF THE VILLAGE CODE RELATING TO APPOINTMENT, REMOVAL, TERMS, AND VACANCIES; AMENDING CHAPTER 30 “LAND DEVELOPMENT REGULATIONS”, ARTICLE VII “ENVIRONMENTAL REGULATIONS”, DIVISION 7 “HISTORIC AND ARCHAEOLOGICAL SITES”, SECTION 30-1693 RELATING TO THE HISTORIC PRESERVATION COMMISSION; PROVIDING FOR SEVERABILITY; PROVIDING FOR INCLUSION IN THE CODE; AND PROVIDING FOR AN EFFECTIVE DATE

Public Comments provided by Van Cadenhead and Roland Moore.

Susan Raffanello made a motion to approve with LPA and HPC staying the same. The motion was seconded by Chair Deb Gillis. The motion passed 7-0.

IX. OTHER BUSINESS

Vice Chair Lorie LaLonde would like to add discussion regarding storage on the right of way in Windley Key to an upcoming agenda. Stanley Zuba wanted to include the median by Coral Shores High School in that discussion.

March 6th proposed for the next meeting.

X. ADJOURNMENT at 3:14 PM.



Local Planning Agency Communication

To: Local Planning Agency Chair and Agency Members
From:
Date: September 11, 2023
Subject: Approval of Minutes from the March 13, 2023 meeting.

Background:

Analysis:

Budget Impact:

Staff Impact:

Recommendation:

Attachments:

1. March 13 Minutes



Islamorada, Village of Islands

LOCAL PLANNING AGENCY MEETING

March 13, 2023 - 5:30 PM
Founders Park Community Center
87000 Overseas Highway
Islamorada, FL 33036

MINUTES

I. CALL TO ORDER / ROLL CALL

The meeting was called to order by Chair Deb Gillis at 5:35 pm.

II. PLEDGE OF ALLEGIANCE

Pledge of Allegiance was led by Sue Miller.

III. AGENDA: Requests for Deletion / Emergency Additions

Development Services Director, Dan Gulizio requested removing Home Occupation ordinance from the agenda.

IV. PUBLIC COMMENT

(This is general public comment. It provides an opportunity for the public to speak about matters not scheduled elsewhere on the agenda. The Chair opens public comment on agenda items throughout the meeting.)

There were no general public comments provided.

V. CONSENT AGENDA

(All items on the Consent Agenda are considered routine by the committee and will be approved by one motion. There will be no separate discussion of these items unless a committee member so requests, in which event, the item will be moved to the Main Agenda.)

There were no items submitted for consent agenda.

VI. PUBLIC HEARINGS

A. Chapter 30, Article VI, Division 11 - Alcoholic Beverage Use Permits (Daniel J. Gulizio, Director of Development Services)

Dan Gulizio presented the item with the requested changes from the last LPA meeting to keep provisions for proximities the same as the current code. There was no additional discussion from the LPA members and Chair Deb Gillis opened public comment.

Public Comment provided by Sue Miller and Craig McBray.

Susan Raffanello - asked about the way the Ordinance is written in the package - clarification was provided by Dan Gulizio.

Chair Deb Gillis made a motion to approve the proposed changes. Lorie LaLonde seconded the motion. All AYES and the motion passed 5-0.

- B. Chapter 30, Article VI, Division 6 - Home Occupations (Daniel J. Gulizio, Director of Development Services)

AN ORDINANCE OF ISLAMORADA, VILLAGE OF ISLANDS, FLORIDA, AMENDING CHAPTER 30, ARTICLE VI, DIVISION 6 (HOME OCCUPATIONS), AND; PROVIDING FOR THE REPEAL OF ALL CODE PROVISIONS AND ORDINANCES INCONSISTENT WITH THE PROVISIONS OF THIS ORDINANCE; PROVIDING FOR SEVERABILITY; PROVIDING FOR INCLUSION IN THE CODE; PROVIDING FOR THE TRANSMITTAL OF THIS ORDINANCE TO THE STATE DEPARTMENT OF ECONOMIC OPPORTUNITY; AND PROVIDING FOR AN EFFECTIVE DATE UPON THE APPROVAL OF THIS ORDINANCE BY THE STATE DEPARTMENT OF ECONOMIC OPPORTUNITY

Removed during Additions and Deletions to the Agenda.

- C. Chapter 30, Article VI, Division 13 - Mobile Food Vendors (Daniel J. Gulizio, Director of Development Services)

AN ORDINANCE OF THE ISLAMORADA, VILLAGE OF ISLANDS, FLORIDA, AMENDING Chapter 30, ARTICLE VI, DIVISION 13 (MOBILE FOOD VENDORS), AND; PROVIDING FOR THE REPEAL OF ALL CODE PROVISIONS AND ORDINANCES INCONSISTENT WITH THE PROVISIONS OF THIS ORDINANCE; PROVIDING FOR SEVERABILITY; PROVIDING FOR INCLUSION IN THE CODE; PROVIDING FOR THE TRANSMITTAL OF THIS ORDINANCE TO THE STATE DEPARTMENT OF ECONOMIC OPPORTUNITY; AND PROVIDING FOR AN EFFECTIVE DATE UPON THE APPROVAL OF THIS ORDINANCE BY THE STATE DEPARTMENT OF ECONOMIC OPPORTUNITY.

Dan Gulizio presented three changes for consideration; 1) updated definitions; 2) elimination of special events; and 3) change the term "temporary use" to "zoning certification".

Public Comment provided by Rob Strober, Craig Belcher, Craig McBray, and Sue Miller.

After further committee discussion, Dan Gulizio suggested tabling the item.

- D. Chapter 30, Article II - Definition of Lot Area (Daniel J. Gulizio, Director of Development Services)

AN ORDINANCE OF THE ISLAMORADA, VILLAGE OF ISLANDS, FLORIDA, AMENDING Chapter 30, ARTICLE II, (SPECIFIC DEFINITIONS), AND; PROVIDING FOR THE REPEAL OF ALL CODE PROVISIONS AND ORDINANCES INCONSISTENT WITH THE PROVISIONS OF THIS ORDINANCE; PROVIDING FOR SEVERABILITY; PROVIDING FOR INCLUSION IN THE CODE; PROVIDING FOR THE TRANSMITTAL OF THIS ORDINANCE TO THE STATE DEPARTMENT OF ECONOMIC OPPORTUNITY; AND PROVIDING FOR AN EFFECTIVE DATE UPON THE APPROVAL

**OF THIS ORDINANCE BY THE STATE DEPARTMENT OF
ECONOMIC OPPORTUNITY.**

Dan Gulizio presented the proposed definition of lot area to exclude underwater land.

Public Comment provided by Don Horton.

Susan Raffanello made a motion to approve. Stanley Zuba seconded the motion. All AYES and the motion passed 5-0.

VII. CHAIR AND LOCAL PLANNING AGENCY MEMBERS

None.

VIII. FUTURE AGENDA ITEMS

None.

IX. DEVELOPMENT SERVICES DIRECTOR / VILLAGE MANAGER

- A.** Chapter 30, Article IV, Division 12 - Transfer of Development Rights
(Daniel J. Gulizio, Director of Development Services)

Dan Gulizio made a presentation to the committee.

- B.** Chapter 30, Article IV, Division 11 - Building Permit Allocation
System (BPAS) (Daniel J. Gulizio, Director of Development Services)

Dan Gulizio introduced BPAS discussion.

Public Comment provided by Don Horton, Sue Miller and Carla Bahn.

X. VILLAGE ATTORNEY

None.

XI. MOTIONS

None.

XII. OTHER BUSINESS

None.

XIII. ADJOURNMENT

The meeting adjourned at 7:45 PM.



Local Planning Agency Communication

To: Local Planning Agency Chair and Agency Members
From: John Quick, Interim Village Attorney
Date: September 11, 2023
Subject: **Amending Administrative Relief Under the Building Permit Allocation System (BPAS)**

Background:

The Village has established Land Development Regulations (“LDRs”) to properly guide development and protect the health, safety, and welfare of the public and Council desires to amend existing provisions under Division 11, “Building Permit Allocation System,” of Article IV of the Village’s LDRs relating to administrative relief from Building Permit Allocation System (“BPAS”) regulations. Specifically, Council desires to amend Section 30-477, “Administrative Relief,” of the Village Code to allow the authority to grant administrative relief to individuals, prior to July 6, that are currently in the market rate BPAS queue that have earned additional points for land dedication. In addition, Council seeks the authority to grant administrative relief to individuals in accordance with a court order or settlement agreement. These proposed provisions of this Ordinance are consistent with the Village Comprehensive Plan and the Principles for Guiding Development within the Florida Keys Area of Critical State Concern.

The BPAS administrative relief pool is comprised of unused market rate allocations. There are currently twenty-three (23) available allocations in the administrative relief pool.

Analysis:

The proposed text was recommended by the Council and would provide additional flexibility for the granting on BPAS administrative relief pool allocations.

Budget Impact:

None

Staff Impact:

None

Recommendation:

Attachments:

1. Ordinance Amending Section 30-477 Administrative Relief (2)

ORDINANCE NO. 23- ____

AN ORDINANCE OF ISLAMORADA, VILLAGE OF ISLANDS, FLORIDA, AMENDING ARTICLE IV, "ADMINISTRATIVE PROCEDURES," OF CHAPTER 30, "LAND DEVELOPMENT REGULATIONS," OF THE VILLAGE CODE RELATING TO ADMINISTRATIVE RELIEF AVAILABLE TO APPLICANTS UNDER THE BUILDING PERMIT ALLOCATION SYSTEM (BPAS); PROVIDING FOR THE REPEAL OF ALL CODE PROVISIONS AND ORDINANCES INCONSISTENT WITH THIS ORDINANCE; PROVIDING FOR SEVERABILITY; PROVIDING FOR INCLUSION IN THE CODE; PROVIDING FOR THE TRANSMITTAL OF THIS ORDINANCE TO THE FLORIDA DEPARTMENT OF ECONOMIC OPPORTUNITY; AND PROVIDING FOR AN EFFECTIVE DATE UPON APPROVAL OF THIS ORDINANCE BY THE FLORIDA DEPARTMENT OF ECONOMIC OPPORTUNITY.

WHEREAS, Islamorada, Village of Islands (the "Village") has established Land Development Regulations ("LDRs") to properly guide development and protect the health, safety, and welfare of the public; and

WHEREAS, the Village Council desires to amend existing provisions under Division 11, "Building Permit Allocation System," of Article IV of the Village's LDRs relating to administrative relief from Building Permit Allocation System ("BPAS") regulations; and

WHEREAS, specifically, the Village Council desires to amend Section 30-477, "Administrative Relief," of the Village Code to allow the Village Council the authority to grant administrative relief to individuals that have dedicated vacant, legally platted buildable lots and/or vacant, unplatted buildable lots that are at least one acre in size prior to July 6, 2023; and

WHEREAS, the Village Council desires to further amend administrative relief provisions under BPAS in order to allow the Village Council the authority to grant

administrative relief to individuals in accordance with a Court order or settlement agreement; and

WHEREAS, the provisions of this Ordinance are consistent with the Village Comprehensive Plan and the Principles for Guiding Development within the Florida Keys Area of Critical State Concern; and

WHEREAS, the Village Council finds that the provisions of this Ordinance are intended to advance the public health, safety, and welfare of the citizens of the Village.

NOW, THEREFORE, BE IT ORDAINED BY THE VILLAGE COUNCIL OF ISLAMORADA, VILLAGE OF ISLANDS, FLORIDA, AS FOLLOWS:

Section 1. **Recitals.** The above recitals are true and correct and are incorporated herein by this reference.

Section 2. **Amendment to the Code.** That Division 11, "Building Permit Allocation System," of Article IV, "Administrative Procedures," of Chapter 30, "Land Development Regulations," of the Village Code is hereby amended as follows:¹

CHAPTER 30 – LAND DEVELOPMENT REGULATIONS

ARTICLE IV. – ADMINISTRATIVE PROCEDURES.

DIVISION 11. BUILDING PERMIT ALLOCATION SYSTEM

Section 30-477. Administrative relief.

¹ Coding: ~~Strikethrough words~~ are deletions to the existing words. Underlined words are additions to the existing words. Changes between first and second reading are indicated with **highlighted** ~~double-strikethrough~~ and double underline.

(a) *Eligibility.* An applicant is eligible for administrative relief under the provisions of this section if ~~all the following criteria are met:~~

(1) The applicant meets the following criteria:

a. The applicant ~~has complied~~ is in compliance with all requirements of the building permit allocation system;

~~(2) b.~~ The subject application has not been withdrawn;

~~(3) c.~~ The subject application has been considered in at least four consecutive annual allocation periods and has failed to receive an allocation award; and

~~(4) d.~~ The applicant for the subject application has not been granted an allocation award deferral pursuant to Code section 30-475(m); or and

~~(5) The granting of administrative relief in the form of the issuance of a building permit shall be prohibited for lands within the Florida Forever targeted acquisition area unless, after 60 days from receipt of a complete application for administrative relief, it has been determined that the parcel cannot be purchased for conservation purposes by any county, state or federal agency or any private entity. The village shall routinely notify the Department of Environmental Protection of upcoming administrative relief requests at least six months prior to the deadline for administrative relief;~~

(2) The applicant dedicated one or more vacant, legally platted buildable lots and/or unplatted buildable land that is at least one acre in size to the Village prior to July 6, 2023, by warranty deed or such other means deemed appropriate by the Village Council; or

(3) The granting of such administrative relief under this section is done in accordance with a Court order or settlement agreement.

Notwithstanding the foregoing, the granting of administrative relief in the form of the issuance of a building permit shall be prohibited for lands within the Florida Forever targeted acquisition area unless, after 60 days from receipt of a complete application for administrative relief, it has been determined that the parcel cannot be purchased for conservation purposes by any county, state or federal agency or any private entity. The Village shall routinely notify the Department of Environmental Protection of upcoming administrative relief requests at least six months prior to the deadline for administrative relief.

(b) *Application.* An application for administrative relief shall be made on a form prescribed by the director and may be filed with the department of planning and development services no earlier than the conclusion of the fourth annual allocation

period and no later than 120 days following the close of the fourth annual allocation period.

- (c) *Forwarding of records to village council; effect of failure to file application.* Upon the filing of an application for administrative relief, the director shall forward to the village council all relevant files and records relating to the subject applications. Failure to file an application shall constitute a waiver of any rights under this section to assert that the subject property has been taken by the village without payment of just compensation as a result of the building permit allocation system.
- (d) *Public hearing.* Upon receipt of an application for administrative relief, the village council shall notice and hold a public hearing at which the applicant will be given an opportunity to be heard.
- (e) *Procedures.* The village council shall consider the application under the procedures established in sections 30-552 and 30-553.
- (f) *Action by village council.* At the conclusion of the public hearing, the village council may take any or a combination of the following actions:
 - (1) Grant the applicant an allocation award for all or part of the allocation requested in the next succeeding allocation period or extended pro rata over several succeeding allocation periods.
 - (2) Offer to purchase the property at its fair market value.
 - (3) Suggest such other relief as may be necessary and appropriate.

Section 3. Repeal of Conflicting Provisions. The provisions of the Code and all ordinances or parts of ordinances in conflict with the provisions of this Ordinance are hereby repealed.

Section 4. Severability. The provisions of this Ordinance are declared to be severable and if any section, sentence, clause or phrase of this Ordinance shall for any reason be held to be invalid or unconstitutional, such decision shall not affect the validity of the remaining sections, sentences, clauses, and phrases of this Ordinance but they shall remain in effect, it being the legislative intent that this Ordinance shall stand notwithstanding the invalidity of any part.

Section 5. Inclusion in the Code. It is the intention of the Village Council and it is hereby ordained that the provisions of this Ordinance shall become and be made a part of the Code, that the sections of the Ordinance may be renumbered or relettered to accomplish such intentions, and that the word "Ordinance" shall be changed to "Section" or other appropriate word where applicable.

Section 6. Transmittal. The Village Clerk is authorized to forward a copy of this Ordinance to the State Department of Economic Opportunity (the "DEO") for approval pursuant to section 380.05, Florida Statutes.

Section 7. Effective Date. This Ordinance shall not be effective immediately upon adoption. The Amendment shall not take effect until the date a final order is issued by the DEO. The DEO notice of intent to find this Ordinance in compliance shall be deemed to be the final order if no timely petition challenging this Ordinance is filed.

The foregoing Ordinance was offered by _____, who moved its adoption on first reading. This motion was seconded by _____, and upon being put to a vote, the vote was as follows:

Mayor Joseph B. Pinder III	_____
Vice Mayor Sharon Mahoney	_____
Councilwoman Elizabeth Jolin	_____
Councilman Mark Gregg	_____
Councilman Henry Rosenthal	_____

PASSED on first reading this ____ day of _____, 2023.

The foregoing Ordinance was offered by _____, who moved its adoption on second reading. This motion was seconded by _____, and

upon being put to a vote, the vote was as follows:

Mayor Joseph B. Pinder III	_____
Vice Mayor Sharon Mahoney	_____
Councilwoman Elizabeth Jolin	_____
Councilman Mark Gregg	_____
Councilman Henry Rosenthal	_____

PASSED AND ADOPTED on the second reading this ____ day of _____, 2023.

JOSEPH B. PINDER, III, MAYOR

ATTEST:

MARNE MCGRATH, VILLAGE CLERK

APPROVED AS TO FORM AND LEGALITY
FOR THE USE AND BENEFIT OF
ISLAMORADA, VILLAGE OF ISLANDS ONLY

JOHN J. QUICK, INTERIM VILLAGE ATTORNEY



Local Planning Agency Communication

To: Local Planning Agency Chair and Agency Members
From: John Quick, Interim Village Attorney
Date: September 11, 2023
Subject: **Moratorium on Building Permit Allocations (BPAS)**

Background:

As part of the overall evacuation strategy, the Florida Administration Commission adopted a building permit allocation system (BPAS) that caps the number of permits that can be issued for new residential structures. Based on existing infrastructure and evacuation strategies, computer modeling indicates that the projected maximum build out for the Florida Keys is the development of an additional 3,550 allocations beginning July 2013, with a portion of these allocations set aside for affordable housing. The ten-year building permit allocation is due to expire in July 2023. The Florida Division of Emergency Management (DEM) is currently working to update the hurricane evacuation model for the entire state.

The Village has adopted a comprehensive set of Land Development Regulations (the "LDRs") to implement the Village Comprehensive Plan and residential development is currently regulated pursuant to the Village Comprehensive Plan and LDRs. The Village previously adopted the Building Permit Allocation System ("BPAS"), thus allowing the Village to regulate growth by issuing a limited number of market rate and affordable residential building permits.

At the close of Quarter 1, 2023, sixty-eight (68) applications for market rate residential permit allocations were in the BPAS queue awaiting building permit allocation awards. Pursuant to Resolution 22-11-131, adopted on November 17, 2022, eleven (11) market rate residential allocations were made available for 2023 through the BPAS, including five (5) market rate "without land dedication" and one (1) market rate "with land dedication" available for distribution in Quarter 2 of 2023.

Following the close of the second quarter allocation, there remained sixty-one (61) market rate without land dedication and six (6) market rate applications with land dedication remaining in the queue. There are no remaining allocations available for market rate BPAS applicants, with or without land dedication. Due to the number of pending market rate applications in the queue

and the immediate uncertainty of the availability of additional allocations, Council is considering a moratorium on new market rate BPAS applications, with and without land dedication.

Analysis:

The utilization of the moratorium as a temporary measure to facilitate governmental decision-making, study, and the adoption of comprehensive plan amendments and/or land development regulations is a useful governmental tool to temporarily prohibit the acceptance of new market rate BPAS applications, with or without land dedication.

During the time that this Ordinance is in effect, there shall be a temporary moratorium on the acceptance of new Market Rate Residential BPAS applications with or without land dedications. There will be two (2) exceptions and the Ordinance shall not prohibit the acceptance of the new Affordable Residential BPAS applications and new transfer of development right applications. In addition, the Ordinance does not prohibit the continuation of applicants that are currently in any part of the approval process.

Budget Impact:

No impact on the current budget.

Staff Impact:

The approval of the moratorium would not impact current staff.

Recommendation:

Attachments:

1. 2023 Moratorium Ordinance

ORDINANCE NO. —

AN ORDINANCE OF ISLAMORADA, VILLAGE OF ISLANDS, FLORIDA, ESTABLISHING A TEMPORARY MORATORIUM, WITHIN THE VILLAGE, ON THE ACCEPTANCE OF MARKET RATE RESIDENTIAL BUILDING PERMIT ALLOCATION SYSTEM (BPAS) APPLICATIONS, ACCEPTANCE OF NONRESIDENTIAL BUILDING PERMIT ALLOCATION SYSTEM (BPAS) APPLICATIONS, ACCEPTANCE OF BPAS LAND DEDICATIONS; PROVIDING FOR EXEMPTIONS; PROVIDING FOR PROCEDURES FOR VESTED RIGHTS AND JUDICIAL REVIEW; PROVIDING FOR A TERM; PROVIDING FOR SEVERABILITY; PROVIDING FOR CONFLICTS; PROVIDING FOR THE TRANSMITTAL OF THIS ORDINANCE TO THE STATE DEPARTMENT OF ECONOMIC OPPORTUNITY; AND PROVIDING FOR AN EFFECTIVE DATE UPON THE APPROVAL OF THIS ORDINANCE BY THE STATE DEPARTMENT OF ECONOMIC OPPORTUNITY.

WHEREAS, in 1972, the Florida Legislature adopted the Environmental Land and Water Management Act, which provided the basis for the state to designate an Area of Critical State Concern (“ACSC”). To be designated, an area must contain, or have a significant impact upon, environmental or natural resources of regional or statewide importance where uncontrolled private or public development would cause substantial deterioration of such resources; and

WHEREAS, in 1975, the Florida Legislature designated the Florida Keys (Monroe County and its municipalities) as an Area of Critical State Concern. The Florida Keys received this designation due to the area’s environmental sensitivity and mounting development pressures. The legislative intent was to establish a land use management system for the Florida Keys that would: Protect the natural environment and improve the near shore water quality; Support a diverse economic base that promotes balanced growth in accordance with the capacity of public facilities; Promote public land acquisition and ensure that the population of the Florida Keys can be safely evacuated; Provide affordable housing near places of employment; and Protect property rights and

promote coordination among governmental agencies that have permitting jurisdiction; and

WHEREAS, Section 380.05, Florida Statutes, allows the Florida Administration Commission to designate areas that contain resources of statewide significance as an ACSC; and

WHEREAS, the Florida Administration Commission oversight includes authority to promulgate administrative rules that guide local government growth and development decisions related to comprehensive plans and land development regulations; and

WHEREAS, Section 380.0552(4), Florida Statutes, directs the state land planning agency to submit a report to the Florida Administration Commission, describing in detail the progress of the Florida Keys Area of Critical State Concern toward accomplishing the tasks of the Work Program and to provide a recommendation as to whether or not progress toward accomplishing the tasks of the Work Program has been achieved; and

WHEREAS, the Florida Department of Economic Opportunity (“DEO”) is required by Section 380.0552(4)(b), Florida Statutes, to submit a written report annually to the Florida Administration Commission describing the progress of the Florida Keys ACSC toward completing the Work Program tasks “specified in commission rules”; and

WHEREAS, access to and from the Keys is primarily by U.S. Highway 1. Evacuation of the Keys’ population in advance of a hurricane strike is essential for public safety. No hurricane shelters are available in the Florida Keys for Category 3-5 hurricane storm events. A system of managed growth was developed to ensure the ability to evacuate within the 24-hour evacuation clearance time as required by Section 380.0552(9)(a)2., Florida Statutes; and

WHEREAS, as part of the overall evacuation strategy, the Florida Administration Commission adopted a building permit allocation system (BPAS) that caps the number of permits

that can be issued for new residential structures. Based on existing infrastructure and evacuation strategies, computer modeling indicates that the projected maximum build out for the Florida Keys is the development of an additional 3,550 allocations beginning July 2013, with a portion of these allocations set aside for affordable housing; and

WHEREAS, the ten-year building permit allocation is due to expire in July 2023. The Florida Division of Emergency Management (“DEM”) is currently working to update the hurricane evacuation model for the entire state. DEM staff is coordinating with DEO staff on the timing of that update and its availability to perform modeling to advance a new ten-year allocation. The ten-year permit allocation system was designed to coordinate with the timing of the release of decennial census data; and

WHEREAS, during the rule promulgation process, it became apparent that the COVID-19 pandemic may influence the 2020 Census and the timing of the data releases. Therefore, the update of the work program tasks for hurricane evacuation and a revised building permit allocation was deferred until there was clarity as to the effect of COVID-19 on the 2020 Census. As data gathering efforts in this area are finalized, the Department will bring recommendations with regard to updating the components of hurricane evacuation and building permit allocations; and

WHEREAS, Islamorada, Village of Islands (“Village”) has adopted a comprehensive set of Land Development Regulations (“LDRs”) to implement the Village Comprehensive Plan; and

WHEREAS, residential development is currently regulated pursuant to the Village Comprehensive Plan and LDRs; and

WHEREAS, the Village previously adopted the Building Permit Allocation System (“BPAS”), thus allowing the Village to regulate growth by issuing a limited number of market rate and affordable residential building permits; and

WHEREAS, the Village Council desires to further study, modify and implement comprehensive regulations concerning future residential development, so that the public safety is protected and the aesthetic and visual qualities of the Village are protected from impairment by future residential development; and

WHEREAS, the Village Council desires to insure that during the pendency of the necessary study activity for the formulation and implementation of more comprehensive regulations of future residential development, that the acceptance of new Market Rate Residential BPAS applications, new Nonresidential BPAS applications, and new BPAS land dedications are not initiated, so that the regulations produced by the Village’s study activity will be fully effective; and

WHEREAS, the acceptance of new Market Rate Residential BPAS applications, new Nonresidential BPAS applications, and new BPAS land dedications, stimulates and accelerated amount of development permit request(s). If approved, such accelerated development will lead to further deterioration of current hurricane evacuation clearance time for the Village. This will increase the existing potential for loss of life and injury to persons and property and will cause further deterioration in the level of service on existing roadways, and will lead to irreversible environmental degradation; and

WHEREAS, the acceptance of new Market Rate Residential BPAS applications (with or without land dedications), new Nonresidential BPAS applications (with or without land

dedications), and new BPAS land dedications during the formulation and implementation of more comprehensive regulations concerning future residential development will cause immediate harm to the health, safety and welfare of the residents of the Village; and

WHEREAS, the utilization of the moratorium device as a temporary measure to facilitate governmental decision-making, study, and the adoption of comprehensive plan amendments and/or land development regulations is a legitimate governmental tool to facilitate logical and considered growth and as a means of avoiding inefficient and ill-conceived development; and

WHEREAS, the Village Council finds that it necessary to impose a temporary moratorium on the acceptance of new Market Rate Residential BPAS applications (with or without land dedications), new Nonresidential BPAS applications (with or without land dedications), and new BPAS land dedications; and

WHEREAS, the Village Local Planning Agency has reviewed this Ordinance at a properly noticed public hearing on August ____, 2023; and

WHEREAS, after due notice and hearing, the Village Council finds that this Ordinance is consistent with the Village Comprehensive Plan and the principles for guiding development in the Florida Keys Area of Critical State Concern; and

WHEREAS, the Village Council finds that the provisions of this Ordinance are intended to advance the public health, safety, and welfare of the residents of the Village.

NOW THEREFORE, BE IT ORDAINED BY THE VILLAGE COUNCIL OF ISLAMORADA, VILLAGE OF ISLANDS, FLORIDA, AS FOLLOWS:

Section 1. **Recitals.** The above recitals are true and correct and are incorporated herein by this reference.

Section 2. Moratorium Imposed. During the time that this Ordinance is in effect as specified in Section 7 below, there shall be a temporary moratorium on the acceptance of new Market Rate Residential BPAS applications (with or without land dedications), new Nonresidential BPAS applications, (with or without land dedications), and new BPAS land dedications.

Section 3. Exemptions. This Ordinance shall not be prohibit the acceptance of new Affordable Residential BPAS applications without land dedications and transfer of development right applications.

Section 4. Determination of Vested Rights or Denial of All Economic Use.

a. Nothing in this Ordinance shall be construed or applied to abrogate the vested right of a property owner to complete development of a parcel where the property owner can demonstrate by substantial competent evidence each of the following:

- i. A governmental act of development approval was obtained prior to the effective date of this Ordinance; and
- ii. Upon which the property owner has detrimentally relied, in good faith, by making substantial expenditures; and
- iii. That it would be highly inequitable to deny the property owner the right to complete the development.

b. Nothing in this Ordinance shall be construed or applied to prevent development of a particular parcel where the property owner can demonstrate by substantial competent evidence that, because of the moratorium, no economic use can be made of the parcel.

c. Any property owner claiming vested rights or denial of all use under this Section 5 must file an application with the Village Council for a determination within 45 days after the effective date of this Ordinance. The application shall be accompanied by an application fee of \$1,500.00 and contain a sworn statement as to the basis upon which the vested rights or denial of

all use are asserted, together with documentation required by the Village and other documentary evidence supporting the claim. The Village Council shall hold a public hearing on the application and, based upon the competent substantial evidence submitted, shall make a determination as to whether the property owner has established vested rights or a lack of economic use for the parcel.

Section 5. Judicial Review. Judicial review of final decisions by the Village Council under Section 4 of this Ordinance shall be by the filing of a Petition for Writ of Certiorari in the Circuit Court of the Sixteenth Judicial Circuit in and for Monroe County, Florida, in accordance with the Florida Rules of Appellate Procedure for the review of quasi-judicial decisions of municipalities.

Section 6. Exhaustion of Administrative Remedies. No property owner claiming that this Ordinance, as applied, constitutes or would constitute a temporary or permanent taking of private property or an abrogation of vested rights may pursue such claim in court, unless he or she has first exhausted the applicable administrative remedies provided in this Ordinance.

Section 7. Term. The moratorium imposed by this Ordinance is temporary and shall be effective for a period of six (6) months from the effective date of this Ordinance, unless dissolved earlier by the Village Council. The moratorium may be reasonably extended, if necessary, by Ordinance of the Village Council.

Section 8. Severability. The provisions of this Ordinance are declared to be severable and if any section, sentence, clause or phrase of this Ordinance shall for any reason be held to be invalid or unconstitutional, such decision shall not affect the validity of the remaining sections, sentences, clauses, and phrases of this Ordinance but they shall remain in effect, it being the legislative intent that this Ordinance shall stand notwithstanding the invalidity of any part.

Section 9. Conflicts. All Sections or parts of Sections of the Code of Ordinances, all ordinances or parts of ordinances, and all resolutions, or parts of resolutions, in conflict with this Ordinance are repealed to the extent of such conflict.

Section 10. Approval by the State Department of Economic Opportunity. The provisions of this Ordinance constitute a “land development regulation,” as defined by Section 380.031, Florida Statutes. Accordingly, the Village Clerk is authorized to forward a copy of this Ordinance to the State Department of Economic Opportunity for approval pursuant to Sections 380.05(6) and (11), Florida Statutes.

Section 11. Effective Date. This Ordinance shall be effective immediately upon approval by the State Department of Economic Opportunity, pursuant to Chapter 380, Florida Statutes.

[Remainder of this page intentionally left blank]

The foregoing Ordinance was offered by _____, who moved for its adoption on first reading. This motion was seconded by _____, and upon being put to a vote, the vote was as follows:

Mayor Joseph B. Pinder III _____
Vice Mayor Sharon Mahoney _____
Councilman Mark Gregg _____
Councilwoman Elizabeth Jolin _____
Councilman Henry Rosenthal _____

PASSED on the first reading this ____day of _____, 2023.

[Remainder of this page intentionally left blank]

The foregoing Ordinance was offered by _____, who moved for its adoption on second reading. This motion was seconded by _____, and upon being put to a vote, the vote was as follows:

Mayor Joseph B. Pinder III _____
Vice Mayor Sharon Mahoney _____
Councilman Mark Gregg _____
Councilwoman Elizabeth Jolin _____
Councilman Henry Rosenthal _____

PASSED AND ADOPTED on the second reading this _____ day of _____, 2023.

JOSEPH B. PINDER III, MAYOR

ATTEST:

MARNE MCGRATH, VILLAGE CLERK

APPROVED AS TO FORM AND LEGALITY
FOR THE USE AND BENEFIT OF
ISLAMORADA, VILLAGE OF ISLANDS ONLY

JOHN J. QUICK, VILLAGE ATTORNEY

DRAFT



Local Planning Agency Communication

To: Local Planning Agency Chair and Agency Members
From: John Quick, Interim Village Attorney
Date: September 11, 2023
Subject: Ordinance Amending Land Development Regulations Relating to the Historic Preservation Commission

Background:

The historic preservation commission ("HPC") is a governmental agency of the village. The HPC is vested with the authority to make recommendations to the village council on the designation and regulation of village historic structures within a designated historic district and landmarks within the incorporated area of the village as prescribed in this division.

Analysis:

The Village Code currently provides for there to be five (5) members of the HPC. However, virtually all of the other Village boards and committee consist of seven (7) members. The proposed ordinance revisions would increase the number of HPC members from five (5) to seven (7) and align the number of members with virtually all of the other Village boards and committees. The proposed language is consistent with guidance provided by the Village Council.

Budget Impact:

None.

Staff Impact:

None.

Recommendation:

Attachments:

1. 46W3812-Ordinance increasing Historic Preservation Committee membership to 7 (1)

ORDINANCE NO. ____

**AN ORDINANCE OF ISLAMORADA, VILLAGE OF ISLANDS, FLORIDA,
AMENDING CHAPTER 30 "LAND DEVELOPMENT REGULATIONS",
ARTICLE VII "ENVIRONMENTAL REGULATIONS", DIVISION 7
"HISTORIC AND ARCHAEOLOGICAL SITES", SECTION 30-1693
RELATING TO THE HISTORIC PRESERVATION COMMISSION;
PROVIDING FOR SEVERABILITY; PROVIDING FOR INCLUSION IN THE
CODE; AND PROVIDING FOR AN EFFECTIVE DATE**

WHEREAS, the Village Council of Islamorada, Village of Islands (the "Village Council") has a number of boards, committees and commissions of the Village that requires the Village Council to appoint members periodically; and

WHEREAS, the Village Council desires to increase the maximum number of members to Historic Preservation Commission ("HPC"); and

WHEREAS, the Village Council finds that increasing the maximum number of members to the HPC is in the best interests of the Village and its residents.

NOW, THEREFORE, BE IT ORDAINED BY THE VILLAGE COUNCIL OF ISLAMORADA, VILLAGE OF ISLANDS, FLORIDA, AS FOLLOWS:

Section 1. **Recitals.** The above recitals are true and correct and are incorporated herein by this reference.

Section 2. **Amendments to the Code.**

(a) Chapter 30 entitled "Land Development Regulations", Article VII entitled "Environmental Regulations", Division 7 entitled "Historic and Archaeological Sites", Section 30-1693 entitled "Historic preservation commission" is hereby amended as follows:

Additional text is shown as <u>underlined</u> ;	deleted text is shown as strikethrough
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DIVISION 7. - HISTORIC AND ARCHAEOLOGICAL SITES

Sec. 30-1693. Historic preservation commission.

- (a) *Historic preservation commission:* The historic preservation commission (HPC) is a governmental agency of the village. The HPC is vested with the authority to make recommendations to the village council on the designation and regulation of village historic structures within a designated historic district and landmarks within the incorporated area of the village as prescribed in this division.
- (b) *Appointment and membership qualifications:* The HPC consists of ~~five~~no more than seven members each appointed by a majority vote of the village council. Each member shall be a resident of the village at the time of appointment and during the member's term(s) in office. Appointments shall be made on the basis of civic pride, integrity, experience and interest in the field of historic preservation. The village council shall attempt to nominate architects, realtors, archaeologists, historians, neighborhood activists, lawyers or other individuals from the business, financial and other segments of the community who, by virtue of their profession, business or civic involvement, have demonstrated concern for historic preservation. Membership on the board should be representative of the community at large and reflect a broad cross section of the community.
- (c) *Membership removal, terms, and vacancies:* The HPC members shall serve staggered terms of two years. HPC members serve without compensation, but are entitled to the reimbursement of expenses as provided in F.S. § 112.061.
- (d) *Organization and administration:* The members of the HPC shall elect a chairperson and vice chairperson, for a one-year term each. The chairperson or, in the absence of the chairperson, the vice-chairperson, shall preside at all meetings and may vote. The director of planning and development services shall designate staff to advise and provide clerical support to the HPC. The village attorney shall be the attorney to the HPC. The director of planning and development services shall be the custodian of all HPC records. The HPC shall meet at least once per month at a date and time established by the HPC, unless there is no business pending.
- (e) *Notice:* Notice of meetings required under this division shall be given in accordance with section 30-213 of the Village Code.
- (f) *Public hearings:* All hearings required under this division shall be conducted in accordance with section 30-213 of the Village Code.
- (g) *Powers and duties:* The HPC has the following powers and duties:
 - (1) Adoption of its own procedural rules and regulations as necessary for the conduct of its business;
 - (2) Investigate and recommend to the village council the adoption of ordinances designating buildings, structures, sites having special historic, architectural and archaeological value as landmarks or historic districts, and if necessary, recommend rescission of such designations;

- (3) Investigate and recommend to the village council the adoption of ordinances on whether a substantially damaged designated historic building, structure, object, or site may be reconstructed using the criteria set forth in this division;
 - (4) Conduct surveys of historically, architecturally and archaeologically significant structures and districts within the village;
 - (5) Advise the village council on all matters related to historic preservation policy, including the use, administration, and maintenance of publicly-owned historic landmarks;
 - (6) Make recommendations on nominations of a historic property to the National Register of Historic Places;
 - (7) Increase public awareness of the value of historic and architectural preservation by developing and participating in public education programs;
 - (8) Make recommendations to the village council concerning utilization of state, federal and private funds to promote the preservation of significant structures and historic districts within the village;
 - (9) Make recommendations to the village council concerning acquisition of a significant structure where its preservation is essential to the purposes of this act and where private preservation is not feasible;
 - (10) Review applications for special certificates of appropriateness and make recommendations to the village council regarding such applications; and
 - (11) Undertake any other action or activity specifically delegated to it or requested by the village council.
- (h) The HPC shall meet no less than four times per year. At a minimum of one meeting each year, the HPC shall identify those structures within the village which are historically, architecturally or archaeologically significant. The findings of the HPC shall be transmitted to the village council after each meeting of the HPC, for the review and consideration of the village council. The HPC shall otherwise encourage the identification, preservation and protection of historically, architecturally or archaeologically significant structures and sites.
- (i) All provisions of Chapter 2, Article V entitled "Village Boards, Committees and Commissions" of the Code not inconsistent with the provisions of this section 30-1693 shall apply.

Section 3. Repeal of Conflicting Provisions. The Provisions of the Village of Islamorada Code and all Ordinances or parts of Ordinances in conflict with the provisions of this Ordinance are hereby repealed.

Section 4. Severability. The provisions of this Ordinance are declared to be severable and if any sentence, section, clause or phrase of this Ordinance shall for any reason be held to be invalid or

unconstitutional, such decision shall not affect the validity of the remaining sentences, sections, clauses or phrases of the Ordinance but they shall remain in effect it being the legislative intent that this Ordinance shall stand notwithstanding the invalidity of any part.

Section 5. Inclusion in the Code. It is the intention of the Village Council and it is hereby ordained the provisions of this Ordinance shall become and be made part of the Village of Islamorada Code, that sections of this Ordinance may be renumbered or re-lettered to accomplish such intentions, and that the word "Ordinance" shall be changed to "Section" or other appropriate word.

Section 6. Effective Date. This Ordinance shall become effective immediately upon adoption.

The foregoing Ordinance was offered by _____, who moved for its adoption on first reading. This motion was seconded by _____, and upon being put to a vote, the vote was as follows:

Mayor Joseph B. Pinder III	___
Vice Mayor Sharon Mahoney	___
Councilman Mark Gregg	___
Councilwoman Elizabeth Jolin	___
Councilman Henry Rosenthal	___

PASSED on the first reading this ____day of_____, 2023.

[Remainder of this page intentionally left blank]

The foregoing Ordinance was offered by _____, who moved for its adoption on second reading. This motion was seconded by _____, and upon being put to a vote, the vote was as follows:

Mayor Joseph B. Pinder III	_____
Vice Mayor Sharon Mahoney	_____
Councilman Mark Gregg	_____
Councilwoman Elizabeth Jolin	_____
Councilman Henry Rosenthal	_____

PASSED AND ADOPTED on the second reading this ____ day of _____, 2023.

JOSEPH B. PINDER III, MAYOR

ATTEST:

MARNE MCGRATH, VILLAGE CLERK

APPROVED AS TO FORM AND LEGALITY
FOR THE USE AND BENEFIT OF
ISLAMORADA, VILLAGE OF ISLANDS ONLY

JOHN J. QUICK, VILLAGE ATTORNEY



Local Planning Agency Communication

To: Local Planning Agency Chair and Agency Members
From: Jennifer DeBoisbriand , Planning Director, Rebecca Jetton, Village Consultant
Date: September 11, 2023
Subject: Ordinance Amending Policy 1-3.1.1, Establish a Building Permit Allocation System (BPAS)

Background:

This proposed plan amendment contemplates allocating up to 7,170 Square Feet of Non-Residential Square Footage annually. Effective July 1, 2023, Florida House Bill 102 will take effect, reinstating 300 affordable allocations to the Village. Non-Residential allocations are based upon the number of dwelling units allocated. Utilizing the formula of 239 square feet per unit, the Village is eligible for 71,700 square feet over the planning horizon of 2033. Unused allocations will roll over to the following year. The City of Marathon, with a comparable population, allocates 25,000 square feet annually for Non-Residential Development.

The Non-Residential square footage is based upon the allocation of the 300 workforce units over a ten-year period. Should the Village transfer Workforce housing units across jurisdictional lines, the Village will be required to decrease the Non-Residential square footage in a comprehensive plan amendment. The following text has been added to Policy 1-3.1.1: “In the event Workforce-Early Out Affordable units are transferred across jurisdictional lines, the transfer shall not become effective until the Village executes an interlocal agreement with the receiving local government and adopts a comprehensive plan amendment reducing the non-Residential allocation by 239 square feet for each Early out unit transferred across jurisdictional lines”.

Analysis:

Implementation of chapter 380.032 Agreement for 10.25 Market Rate Allocations

Village staff conducted an audit of allocations and located a resolution awarding the Village 10.25 market rate allocations which were never implemented through a comprehensive plan amendment. Each plan amendment since the adoption of the resolution was reviewed by the Department of Economic Opportunity (DEO) to ensure the units had not been recognized

through a plan amendment. This proposed amendment recognizes the Chapter 380.032 FI Statutes agreement executed in 2017 with DEO and local governments of the Florida Keys. The allocations were awarded to the Village based upon the Hurricane Evacuation Memorandum of Understanding which provided for a transfer of unused allocations from Key West to the other local governments within the Keys for the period 2013-2017. The 10.25 allocations were accepted by the Village Council, but have never been amended to the Comprehensive plan. A copy of the 380.032 agreement follows the data and analysis. Approval of this amendment will enable the Council to award 10 allocations under the Building Permit Allocation System once the amendment is adopted by the Village and approved by DEO. It is likely that the plan could become effective and the 10 allocations available in November 2023 if the Village conducts the second reading in September 2023.

300 Workforce (Early out) Allocations Annual Allocation

This amendment establishes an annual allocation of 30 deed restricted Workforce Housing allocations per year for ten years with the ability to borrow forward if a larger project is approved by the Council. The Workforce units must be duplexes or larger multifamily rental units. Occupants must meet HUD income standards and must agree in a written lease to evacuate 48 hours prior to any anticipated landfall of a category 5 hurricane. The units must have centralized management trained in hurricane evacuation procedures.

The 300 units were approved in a Village Comprehensive Plan several years ago and challenged by local neighborhood organizations. Effective July 1, 2023, House Bill 102 enacted by the Florida legislature re-instates the 300 Workforce allocations.

Budget Impact:

No additional budget impacts are anticipated with this amendment.

Staff Impact:

No additional staff time is anticipated to handle the allocations. The Workforce allocations will replace market rate allocations and utilize the adopted building permit allocation code.

Recommendation:

Staff respectfully recommends approval of the proposed Comprehensive Plan amendment.

Attachments:

1. 17-10-90_380 Agreement_for Distribution of BPAS Units from KW_A (1)
2. Data_and_Analysis_Revised_082923
3. 2022 Vacant Land Maps
4. Policy 1-3.1.1 Amendment (1)

RESOLUTION 17-10-90

A RESOLUTION OF THE VILLAGE COUNCIL OF ISLAMORADA, VILLAGE OF ISLANDS, FLORIDA APPROVING AN AGREEMENT BETWEEN THE STATE OF FLORIDA DEPARTMENT OF ECONOMIC OPPORTUNITY, MONROE COUNTY, CITY OF KEY WEST, ISLAMORADA, VILLAGE OF ISLANDS, CITY OF LAYTON AND THE CITY OF MARATHON, FOR THE TRANSFER AND DISTRIBUTION OF BPAS UNITS FROM THE CITY OF KEY WEST TO MONROE COUNTY AND THE TRANSFER AND DISTRIBUTION OF ROGO ALLOCATIONS FROM MONROE COUNTY TO ISLAMORADA, VILLAGE OF ISLANDS, CITY OF LAYTON AND THE CITY OF MARATHON, PURSUANT TO SECTION 380.032(3), FLORIDA STATUTES; AUTHORIZING THE APPROPRIATE VILLAGE OFFICIALS TO IMPLEMENT THE TERMS AND CONDITIONS OF THE AGREEMENT; AUTHORIZING THE MAYOR TO EXECUTE THE AGREEMENT AND ANY OTHER REQUIRED DOCUMENTS; AND PROVIDING FOR AN EFFECTIVE DATE

WHEREAS, this agreement is entered into by and between the State of Florida's Department of Economic Opportunity (the "DEO"), Monroe County, the City of Key West, Islamorada, Village of Islands (the "Village"), the City of Layton and the City of Marathon (the "Local Governments") (all collectively known as the "Parties") for the purpose of Complying with Rules 28-18, 28-19, and 28-20, of the Florida Administrative Code, and as provided for in Section 380.032(3), Florida Statutes; and

WHEREAS, the Local Governments are designated as Areas of Critical State Concern (the Florida Keys ACSC and the City of Key West ACSC) pursuant to Sections 380.05 and 380.0552, Florida Statutes, and the Florida Administrative Code Chapter 28-36, hereinafter referred to as the "Keys ACSCs"; and

WHEREAS, the DEO is the state land planning agency having authority and duty to exercise general supervision of the administration and enforcement of Chapter 380, Florida Statutes, the Environmental Land and Water Management Act (the “Act”), which includes provisions relating to areas of critical state concern; and

WHEREAS, the DEO is authorized by Section 380.032(3), Florida Statutes to contract with any landowner, developer or other governmental agency as may be necessary to effectuate the provisions and purposes of the Act, or any related rule; and

WHEREAS, the City of Key West (“Key West”) adopted its Comprehensive Land Use Plan on March 5, 2013, which provides for the allocation of certain residential building rights known as Building Permit Allocation System units (“BPAS”), under which Key West awards 91 units on an annual basis over the current planning horizon consisting of the years 2013 through 2023 (the “Term”); and

WHEREAS, Key West has a certain number of unallocated BPAS units accumulated in years one (1) through four (4) of the Term which the City desires to allocate to an Affordable Housing/Workforce Housing project (“The Quarry”) located on Big Coppitt Key, which is beyond the jurisdictional boundary limits of Key West; and

WHEREAS, the development of affordable housing in the lower keys coupled with the distribution of ROGO units to the remaining municipalities will benefit all members of the ACSCs; and

WHEREAS, the Key West Comprehensive Land Use plan does not currently provide for an allocation beyond its jurisdictional boundary, nor provide for a distribution of its un-allocated units other than “Recovered Units” as defined in Section 108-997(e) of the Land Development Regulations of Key West; and

WHEREAS, Key West has approved a Comprehensive Land Use Plan Amendment which has been rendered to the DEO for review and comment pursuant to the State Coordinated Review Guidelines of Chapter 163, Florida Statutes, which would allow the transfer of 104 BPAS units to Monroe County for the Workforce Housing/Affordable Housing Project known as “The Quarry,” located on Big Coppitt Land Use Area 1 at approximate Mile Marker 9 (a copy of the proposed Comprehensive Land Use Plan Amendment is attached hereto and incorporated by reference, Attachment 1 to Exhibit “A”); and

WHEREAS, the Parties, have discussed the reallocation and a method of BPAS/ROGO re-distributions between Monroe County and the remaining municipalities located in the ACSCs in an effort to fulfill the Administration Commission’s actions, and have agreed to present this agreement to their respective Commission/Council for execution of this Agreement; and

WHEREAS, the Village Council of Islamorada, Village of Islands has determined that it in the best interest of the Village to approve the Agreement.

NOW THEREFORE BE IT RESOLVED BY THE VILLAGE COUNCIL OF ISLAMORADA, VILLAGE OF ISLANDS, FLORIDA AS FOLLOWS:

Section 1. Recitals. The above recitals are true and correct and are incorporated herein by this reference.

Section 2. Approval of Chapter 380 Agreement. The Village Council hereby approves the Chapter 380 Agreement between the Parties, a copy of which is attached as Exhibit “A,” together with such non-material changes as may be acceptable to the Village Manager and approved as to form and legality by the Village Attorney.

Section 3. **Authorization of Village Officials.** The Village Manager or his designee and the Village Attorney are authorized to take all actions necessary to implement the terms and conditions of the Agreement.

Section 4. **Execution of Documents.** The Mayor is authorized to execute the Agreement.

Section 5. **Effective Date.** This resolution shall become effective immediately upon its adoption.

Motion to adopt by Councilwoman Deb Gillis, second by Councilwoman Cheryl Meads.

FINAL VOTE AT ADOPTION
VILLAGE COUNCIL OF ISLAMORADA, VILLAGE OF ISLANDS

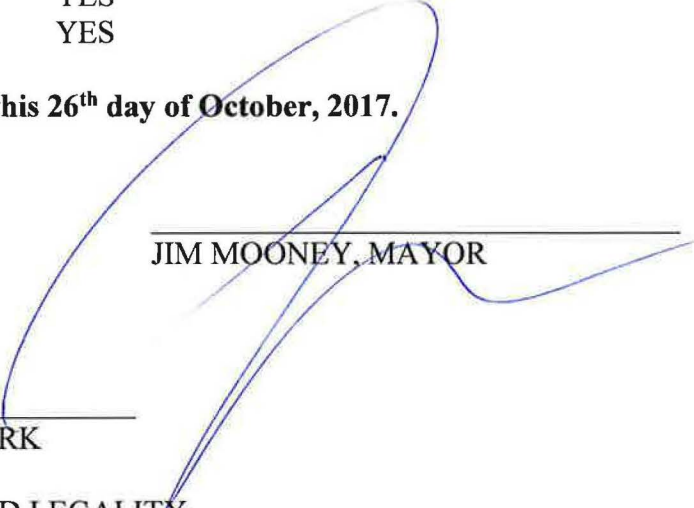
Mayor Jim Mooney	YES
Vice Mayor Chris Sante	YES
Councilman Mike Forster	YES
Councilwoman Deb Gillis	YES
Councilwoman Cheryl Meads	YES

PASSED AND ADOPTED on this 26th day of October, 2017.

ATTEST:



KELLY TOTH, VILLAGE CLERK



JIM MOONEY, MAYOR

APPROVED AS TO FORM AND LEGALITY
FOR THE USE AND BENEFIT OF
ISLAMORADA, VILLAGE OF ISLANDS ONLY



ROGET V. BRYAN, VILLAGE ATTORNEY

AGREEMENT

AGREEMENT BETWEEN THE STATE OF FLORIDA DEPARTMENT OF ECONOMIC OPPORTUNITY, THE COUNTY OF MONROE, CITY OF KEY WEST, ISLAMORADA, VILLAGE OF ISLANDS, CITY OF LAYTON AND THE CITY OF MARATHON FOR THE TRANSFER AND DISTRIBUTION OF BPAS UNITS FROM THE CITY OF KEY WEST TO MONROE COUNTY AND THE TRANSFER AND DISTRIBUTION OF ROGO ALLOCATIONS FROM MONROE COUNTY TO ISLAMORADA, VILLAGE OF ISLANDS, CITY OF LAYTON AND THE CITY OF MARATHON, PURSUANT TO SECTION 380.032(3), FLORIDA STATUTES

THIS AGREEMENT is entered into by and between the State of Florida's Department of Economic Opportunity (the "DEO"), Monroe County, the City of Key West, Islamorada, Village of Islands, the City of Layton and the City of Marathon (the "Local Governments") (all collectively known as the "Parties") for the purpose of Complying with Rules 28-18, 28-19, and 28-20, of the Florida Administrative Code, and as provided for in Section 380.032(3), Florida Statutes.

RECITALS:

WHEREAS, the Local Governments are designated as Areas of Critical State Concern (the Florida Keys ACSC and the City of Key West ACSC) pursuant to Sections 380.05 and 380.0552, Florida Statutes, and the Florida Administrative Code Chapter 28-36, hereinafter referred to as the "Keys ACSCs", and

WHEREAS, the DEO is the state land planning agency having authority and duty to exercise general supervision of the administration and enforcement of Chapter 380, Florida Statutes, the Environmental Land and Water Management Act (the "Act"), which includes provisions relating to areas of critical state concern; and

WHEREAS, the DEO is authorized by Section 380.032(3), Florida Statutes to contract with any landowner, developer or other governmental agency as may be necessary to effectuate the provisions and purposes of the Act, or any related rule; and

WHEREAS, the City of Key West ("Key West") adopted its Comprehensive Land Use Plan on March 5, 2013, which provides for the allocation of certain residential building rights known as Building Permit Allocation System units ("BPAS"), under which Key West awards 91 units on an annual basis over the current planning horizon consisting of the years 2013 through 2023, and

WHEREAS, Key West has a certain number of unallocated BPAS units accumulated in years one (1) through four (4) which the City desires to allocate to an Affordable Housing/Workforce Housing project ("The Quarry") located on Big Coppitt Key, which is beyond the jurisdictional boundary limits of Key West, and

WHEREAS, the provision of affordable housing in the lower keys coupled with the distribution of ROGO units to the remaining municipalities will benefit all members of the ACSCs, and

WHEREAS, the Key West Comprehensive Land Use plan does not currently provide for an allocation beyond its jurisdictional boundary, nor provide for a distribution of its un-allocated units other than "Recovered Units" as defined in Section 108-997(e) of the Land Development Regulations of Key West, and

WHEREAS, Key West has approved a Comprehensive Land Use Plan Amendment which has been rendered to the DEO for review and comment pursuant to the State Coordinated Review Guidelines of Chapter 163, Florida Statutes, which would allow the transfer of 104 BPAS units to Monroe County for the Workforce Housing/Affordable Housing Project known as "The Quarry," located on Big Coppitt Land Use Area 1 at approximate Mile Marker 9 (a copy of the proposed Comprehensive Land Use Plan Amendment is attached hereto and incorporated by reference, Attachment 1); and

WHEREAS, the Parties, have met to discuss the reallocation and a method of BPAS/ROGO re-distributions between Monroe County and the remaining municipalities located in the ACSCs in an effort to fulfill Administration Commission's actions, and have agreed to present this agreement to their Commission/Council for execution of this Agreement.

NOW THEREFORE, the parties set forth the following terms and conditions of this Agreement.

1. In 2012, pursuant to Administration Commission action, 3550 building permit allocation units were awarded for a period of 10 years (355 per year) from the State to the local governments as follows:

Local Government (the Parties)	Annual Allocation
Monroe County	197 units
Marathon	30 units
Islamorada	28 units
Key Colony Beach	6 units
Layton	3 units
Key West	91 units

2. Upon the execution of this Agreement by all Parties, Key West shall approve and adopt the Comprehensive Land Use Plan of Key West amendment allowing the allocation of 104 previously unallocated BPAS units to Monroe County for the "The Quarry" project on Big Coppitt Key for the construction of workforce housing/affordable housing.

3. Upon effectiveness of the Comprehensive Land Use Plan of Key West and the execution of this Agreement by all Parties, the City of Key West shall transfer 104 previously unallocated BPAS units to Monroe County for “The Quarry” project on Big Coppitt Key for the construction of workforce housing/affordable housing.
4. Monroe County agrees to provide permanent ROGO units to the remaining municipalities, based upon their percentages of vacant land, as determined in the revocable 2012 Hurricane Evacuation Clearance Time Memorandum of Understanding, as follows:

Local Government (the Parties)	Number of ROGOs due to the Parties
Marathon	11.83 units
Islamorada	10.25 units
Layton	0.12 units
TOTAL	23.05 units

All ROGO units transferred pursuant to this section shall be restricted to non-transient use by the receiving municipality. The receiving municipality shall determine whether or not the units are to be issued for market rate or affordable housing.

5. Marathon, Islamorada and Layton shall determine if the ROGO units received shall be utilized as market rate dwelling units or affordable housing dwelling units and shall work with DEO to amend their comprehensive plan in order to utilize the transferred allocations.
6. In the event building permits are not issued for “the Quarry” project on or before June 30, 2019, the BPAS units awarded by Key West will remain with Monroe County as affordable ROGO units to be awarded by Monroe County for Affordable/Workforce Housing residential uses in Monroe County south of Mile Marker 26.
7. **Entirety of Agreement.** The parties agree that this Section 380.032 Agreement contains the entire and exclusive understanding and agreement among the parties and may not be modified in any manner except by an instrument in writing and duly signed by the DEO and the Parties (Local Governments).
8. **Duplicate Originals.** This Section 380.032 Agreement may be executed in any number of originals, all of which evidence one agreement, and only one of which need be produced for any purpose.
9. **Enforcement.** In the event of a breach of this Section 380.032 Agreement, or failure to comply with any condition of it, DEO may enforce this Agreement pursuant to 380.11(2)(a) and (d), Florida Statutes, or as otherwise provided by law. In the event of a breach of this Section 380.032 Agreement, or failure to comply with any condition of it, the Local Governments may enforce this Agreement, as permitted by law, in the appropriate state court in and for Monroe County, Florida.

10. **Scope of Authority.** This Section 380.032 Agreement affects the rights and obligations of the parties as provided herein. This Section 380.032 Agreement is not intended to influence or determine the authority or decisions of any other state or local government or agency in the issuance of any other permits or approvals that might be required by state law or local ordinance for any development authorized by this Agreement except as provided herein.
11. **Effective Date.** This Agreement is effective upon execution by all parties and ends upon the termination of the Keys ACSCs designation.
12. **Notification.** Notifications under this Agreement shall be made by hand delivery, U.S. certified mail, return receipt requested, or an express mail service that provides proof of delivery. Notification by a Party to the DEO shall be directed to the Areas of Critical State Concern Administrator, Department of Economic Opportunity, 107 East Madison Street, Tallahassee, FL 32399-4128. Notification to the other parties to this Agreement shall be directed as follows:
 1. **Monroe County.** Mayor, Monroe County,
2798 Overseas Highway, Marathon, FL 33050
with a copy to the Planning and Environmental Resources Director, 2798 Overseas Highway,
Marathon, FL 33050
 2. **City of Key West.** Mayor, City of Key West,
1300 White Street, PO Box 1409, Key West, FL 33041-1409,
with a copy to the Planning Director, 1300 White Street, PO Box 1409, Key West, FL 33041-1409
 3. **City of Marathon.** Mayor, City of Marathon,
9805 Overseas Highway, Marathon, FL 33050,
with a copy to the Planning Director, 9805 Overseas Highway, Marathon, FL 33050
 4. **City of Layton.** Mayor, City of Layton,
68260 Overseas Highway,
PO Box 778, Long Key, FL 33001-0141
 5. **Islamorada, City of Islands.** Mayor, Islamorada, Village of Islands,
86800 Overseas Highway, Islamorada, FL 33036,
with a copy to the Director of Planning and Development Services, 86800 Overseas Highway,
Islamorada, FL 33036

IN WITNESS WHEREOF, the parties have executed this Agreement on the dates below written.

SIGNATURES ON FOLLOWING PAGES

IN WITNESS WHEREOF, the parties have executed this Agreement on the dates below written.

BOARD OF COUNTY COMMISSIONERS
OF MONROE COUNTY, FLORIDA

George Neugent
George Neugent, Mayor



September 27, 2017
Date
KEVIN MADOK, CLERK

Pamela Hancock
Pamela Hancock, for County Clerk
Deputy Clerk

Approved as to form and legal sufficiency:

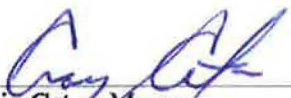
_____, for County Attorney

MONROE COUNTY ATTORNEY
APPROVED AS TO FORM:
Steven T. Williams
STEVEN T. WILLIAMS
ASSISTANT COUNTY ATTORNEY
Date 10/2/17

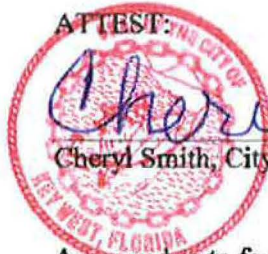
IN WITNESS WHEREOF, the parties have executed this Agreement on the dates below written.

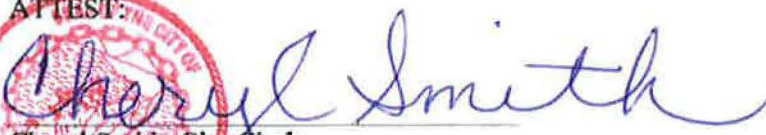
CITY OF KEY WEST, FLORIDA

October 18, 2017
Date

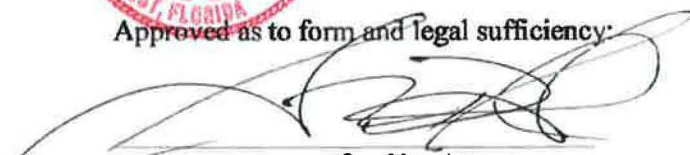

Craig Cates, Mayor

ATTEST:




Cheryl Smith, City Clerk

Approved as to form and legal sufficiency:


for City Attorney

IN WITNESS WHEREOF, the parties have executed this Agreement on the dates below written.

CITY OF MARATHON, FLORIDA

December 8, 2017
Date

Michelle Coldiron
Michelle Coldiron, Mayor

ATTEST:

Diane Clavier
Diane Clavier, City Clerk

Approved as to form and legal sufficiency:

David Mignot
David Mignot City Attorney

IN WITNESS WHEREOF, the parties have executed this Agreement on the dates
below written:

CITY OF DAYTON, FLORIDA

11-9-2017
Date


Norman S. Anderson, Mayor

ATTEST


Mimi M. Young, City Clerk

Approved as to form and legal sufficiency

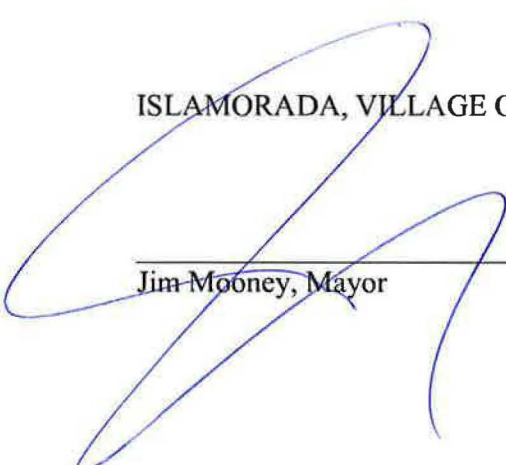

Dale S. Coburn for City Attorney

IN WITNESS WHEREOF, the parties have executed this Agreement on the dates below written.

FLORIDA

ISLAMORADA, VILLAGE OF ISLANDS,

10/31/17
Date


Jim Mooney, Mayor

ATTEST:


Kelly Toth, Village Clerk

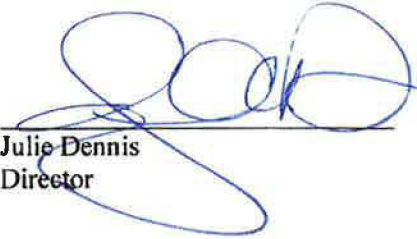
Approved as to form and legal sufficiency:


Roget V. Bryan, Village Attorney

IN WITNESS WHEREOF, the parties have executed this Agreement on the dates below written.

STATE OF FLORIDA, DEPARTMENT OF
ECONOMIC OPPORTUNITY,
DIVISION OF COMMUNITY DEVELOPMENT,

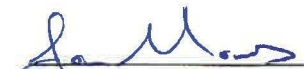
12/21/17
Date


Julie Dennis
Director

ATTEST:


Print Name: Miriam Shipas

Approved as to form and legal sufficiency:


Print Name: Jon Morris
Title: Assistant General Counsel
Date: 12/12/17

ORDINANCE NO. _____

AN ORDINANCE OF THE CITY OF KEY WEST, FLORIDA, AMENDING CHAPTER 1 OF THE COMPREHENSIVE PLAN ENTITLED "FUTURE LAND USE ELEMENT" BY AMENDING POLICY 1-1.16.1, ENTITLED "MAINTAIN A BUILDING PERMIT ALLOCATION ORDINANCE," AMENDING POLICY 1-1.16.2, ENTITLED "BUILDING PERMIT ALLOCATION ORDINANCE AND AFFORDABLE HOUSING," AMENDING POLICY 1-1.16.3, ENTITLED "PERMIT ALLOCATION SYSTEM RATIO BY STRUCTURE TYPE," AND BY ADDING POLICY 1-1.16.5 ENTITLED "TRANSFER OF BUILDING PERMIT ALLOCATIONS;" BY AMENDING CHAPTER 2 ENTITLED "TRANSPORTATION ELEMENT," BY AMENDING POLICY 2.16.4 TO PROPERLY REFLECT AS POLICY 2-1.6.4, AND REVISING THE REFERENCE TO THE NUMBER OF ALLOCATED UNITS; AMENDING CHAPTER 3 OF THE COMPREHENSIVE PLAN ENTITLED "HOUSING," BY AMENDING POLICY 3-1.1.4, ENTITLED "BUILDING PERMIT ALLOCATION SYSTEM;" PROVIDING FOR SEVERABILITY; PROVIDING FOR REPEAL OF INCONSISTENT PROVISIONS; PROVIDING FOR AN EFFECTIVE DATE

WHEREAS, the City Commission has passed numerous resolutions aimed at increasing the availability of affordable and workforce housing in the City of Key West; and

WHEREAS, development of any housing is strictly controlled by the State of Florida, which has designated the City of Key West as a State Area of Critical Concern; and

WHEREAS, this state regulation has resulted in a specified number of new building permits that may be granted each year under what is known as the Building Permit Allocation System (BPAS); and

WHEREAS, based on recommendations by the Department of Economic Opportunity, changes to the City's Comprehensive Plan were requested; and

WHEREAS, the City Commission finds that it is in the best interest of the City that there exists a method to transfer Building Permit Allocations not utilized within the City to Lower Keys areas of Monroe County, for beneficial use purposes and/or affordable housing that will directly benefit the City of Key West as determined by the City Commission; and

WHEREAS, Chapter 1, entitled "Future Land Use Element" and Chapter 3, entitled "Housing" are to be amended through ordinance in response to the Department of Economic Opportunity; and

WHEREAS, the Planning Board ("Board") held a noticed public hearing on May 18, 2017, where based on the consideration of recommendations by the city planner, city attorney, building official and other information, the Board recommended approval of the proposed amendments set forth in Planning Board Resolution 2017-21; and

NOW, THEREFORE, BE IT ORDAINED BY THE CITY OF KEY WEST, FLORIDA;

Section 1: That Chapter 1 of the Comprehensive Plan is hereby amended as follows*:

Policy 1-1.16.1: Maintain a Building Permit Allocation Ordinance.

The City of Key West shall maintain and enforce its building permit allocation ordinance as follows: Between 85 and 100 units will be reserved as beneficial use permits to address property rights associated with existing vacant lots of record. The permit allocation system shall limit the number of permits issued for new permanent and transient development to 910 units during the period from July 2013 to July 2023. The annual allocation will not exceed be ninety-one units (91) single-family units or an equivalent combination of residential and transient types based on the equivalency factors established in Policy 1-1.16.3. The annual allocation limitation shall not apply to affordable housing allocations. In order to address the ongoing affordable housing shortage and affordable housing deed restrictions expected to expire, during the first three years (July 2013 - July 2016) 60 percent of the units

*(Coding: Added language is underlined; deleted language is ~~struck through~~ at first reading. Added language is double underlined and ~~double struck through~~ at second reading.)

allocated shall be affordable. Between years four (4) and 10 (2016 - 2023), a minimum of 50% of the total allocations shall be affordable. ~~Between years four (4) and 10, 80 percent of remaining (non-affordability restricted) units shall be permanent, and 20 percent may be transient.~~ Between years four (4) and 10, no more than 10 percent may be transient. During Year One (1) (July 2013 - 2014), 48 of the affordable units to be allocated will be dedicated for use at the Peary Court Housing complex property, being transferred from military to private sector housing.

The annual building permit allocation period will begin on July 1 of each year and shall end on the 30th of June of the following year. ~~The Annual Building permit allocation period will begin on July 1 of each year. Applications will be accepted between July 1 and September 30. Applications will be reviewed and processed by City staff and the appropriate boards between October 1 and April 1. Applicants will be allowed to amend their application to address review comments during that timeframe. Final award will occur on or around July 1 or the year following receipt of the application.~~ Staff may consider the following criteria in ranking applications: 1) building one to two feet higher than the base flood elevation; 2) exceeding the minimum required percentage of affordable housing; 3) compliance with green building standards; 4) compliance with adopted urban design

standards, and; 5) a minimum contribution to a sustainability and open space recreation fund.

Building permits shall be obtained within two years of the development approval date. If a building permit is not obtained within that timeframe the allocated units will revert to the City for reallocation during the next allocation season. ~~If the recovered units are not allocated within one year they will revert to the County for beneficial use purposes and/or affordable housing.~~

Policy 1-1.16.2: Building Permit Allocation Ordinance and Affordable Housing.

The City permit allocation system shall require that sixty percent (60%) of all new permanent residential units be affordable units based on definitions and criteria contained in Policy 3-1.1.7 and 3-1.1.8 between July 1, 2013 and July 1, 2016, and that a minimum of fifty percent (50%) of the total allocations be affordable between July 1, 2016 and July 1, 2023.

Policy 1-1.16.3: Permit Allocation System Ratios by Structure Type.

The permit allocation system shall be sensitive to differing trip generating characteristics of permanent and transient residential units as well as single-family units, accessory

apartment units and multi-family residential units. ~~The annual allocation shall be ninety one units (91) single family units based on the Transportation Interface for Modeling Evacuations (TIME) Model.~~ The permit allocation system shall incorporate a series of equivalent single-family unit (ESFU) values in applying the ~~annual~~ permit allocation threshold established in the building permit allocation ordinance as hereinafter explained.

Table 1-1.16.3

Residential Structure Type	Equivalent Single-Family Unit Value (ESFU) ⁽¹⁾
Single Family	1.00 ^(a)
Accessory Apt./SRO	.78 ^(b)
Multi Family	1.00 ^(c)
Transient Unit	.86 ^(d)

(1) The equivalent single family unit values are predicated on the ratio of the average number of vehicles per unit based on the 2010 US Census for the respective residential structure types divided by the vehicles per single family units (i.e., 1.28 vehicles per unit). The computations are as follows:

(a) Single Family $1.28/1.28 = 1.00$

(b) Accessory Apt. or Single Room Occupancy (SRO): $1.00/1.28 = .78$. The former Fl. Department of Community Affairs (now Department of Economic Opportunity) approved the

estimated average vehicles per accessory unit or single room occupancy (SRO) as one (1) vehicle per accessory unit or SRO.

(c) Multi-Family: $1.28/1.28 = 1.00$

(d) Transient Unit: $1.10/1.28 = .86$ (based on the Hurricane Evacuation Study 1.10 vehicles per transient unit in Monroe County)

* * * * *

Policy 1-1.16.5: Transfer of Building Permit Allocations

By resolution the City of Key West may transfer building permit allocations to areas beyond the City limits for the development of Affordable Workforce Housing in close proximity to the City of Key West such that the anticipated residents could reasonably be expected to contribute to the workforce of the City of Key West.

Upon adoption of this Comprehensive Plan Amendment the City of Key West shall transfer 104 previously unallocated units to the Affordable Housing Development described as "THE QUARRY" located in the Big Coppitt Mixed Use Area 1, at approximate mile marker 9, Monroe County Florida. This shall be done pursuant to an ~~Interlocal~~ Agreement between the City of Key West, The Department of Economic Opportunity, ~~and~~ Monroe County and appropriate local governments with the concurrence of Quarry Partners LLC, the owner of the property. The Agreement shall be prepared pursuant to Section 380 Florida Statutes. ~~shall require, and~~ Quarry Partners LLC shall

provide, recorded Declarations of Affordable Housing Restrictions for these units acceptable to the City of Key West and Monroe County prior to the issuance of certificates of occupancy by Monroe County. In the event building permits to construct "The Quarry" affordable housing project are not issued on or before June 30, 2019 these units shall be released to Monroe County and shall only be re-allocated for Affordable Housing purposes south of Mile Marker 26 on U.S. 1.

The units transferred under this policy shall be considered as contributing to the 50% minimum affordable housing allocation of Policy 1-1.16.1.

Section 2: That Chapter 2 of the Comprehensive Plan is hereby amended as follows

* * * * *

Policy ~~2-16.4~~ 2-1.6.4 Transportation Concurrency Exception Area.

~~As a result of the State mandated hurricane evacuation modeling workshops and amendments to the Comprehensive Plan, the City will be allocated 91 new PBAS units annually starting in 2013.~~

Between years 2013 and 2023 The City of Key West shall allocate a total of 910 BPAS units. Due to the City's exception from transportation concurrency, the development or redevelopment

of these units shall not be subject to roadway concurrency requirements.

* * * * *

Section 3: That Chapter 3 of the Comprehensive Plan is hereby amended as follows:

* * * * *

Policy 3-1.1.4: Building Permit Allocation System.

The City of Key West shall ~~annually~~ allocate ~~91 building permits per year between 2013 and 2023,~~ for a total of 910 permits between years 2013 and 2023. In order to address the ongoing affordable housing shortage and affordable housing deed restrictions expected to expire, during the first three years (July 2013 - July 2016) 60 percent of the units allocated shall be affordable. Between years four (4) and 10 (2016 - 2023), a minimum of 50% of the total allocations shall be affordable. ~~Between years four (4) and 10, 80 percent of remaining (non-affordability restricted) units shall be permanent, and 20 percent may be transient.~~ Between years four (4) and ten (10), no more than 10 percent may be transient. During Year One (1) (July 2013 - 2014), 48 of the affordable units to be allocated will be in the transfer of Peary Court from military to private sector housing, which leaves 43 units to be allocated from the first allocation pool.

* * * * *

Section 4: If any section, provision, clause, phrase, or application of this Ordinance is held invalid or unconstitutional for any reason by any court of competent jurisdiction, the remaining provisions of this Ordinance shall be deemed severable therefrom and shall be construed as reasonable and necessary to achieve the lawful purposes of this Ordinance.

Section 5: All Ordinances or parts of Ordinances of said City in conflict with the provisions of this Ordinance are hereby superseded to the extent of such conflict.

Section 6: This Ordinance shall go into effect immediately upon its passage and adoption and authentication by the signature of the presiding officer and Clerk of the Commission and approval by the Florida Department of Economic Opportunity, pursuant to Chapter 380, Florida Statutes.

Read and passed on first reading at a regular meeting held this _____ day of _____, 2017.

Read and passed on final reading at a regular meeting held this _____ day of _____, 2017.

Authenticated by the presiding officer and Clerk of the
Commission on _____ day of _____, 2017.

Filed with the Clerk _____, 2017.

Mayor Craig Cates	_____
Commissioner Sam Kaufman	_____
Commissioner Clayton Lopez	_____
Commissioner Richard Payne	_____
Commissioner Margaret Romero	_____
Commissioner Billy Wardlow	_____
Commissioner Jimmy Weekley	_____

CRAIG CATES, MAYOR

ATTEST:

CHERYL SMITH, CITY CLERK

DATA AND ANALYSIS

for Policy 4-1.1.4.

Status of Current Building Permit Allocation System

During the early years of the Area of Critical State Concern designation, it was determined that non-residential growth had exceeded that needed for non-residential development in the Florida Keys, and for several years, there was a commercial moratorium. Once the building permit allocation system was established, non-residential development was set at "239 square feet" per residential allocation. Over time, the Village decreased the non-residential allocation as follows:

Non-Residential Allocation History:

<u>Plan Amendments</u>	<u>Non-residential Square Feet</u>
Incorporation to 2003	1,334 Sq. Ft per year
2004:	1,434 Sq. Ft per year
2008 to 2011	6,692 Sq. Ft per year
2012: Recaptured: □16,486 Sq Ft. per year	
2013 to 2015	15,000 Sq. Ft per year
2016 to 2023	2,500 Sq. Ft per year
<u>2023 to 2030</u>	<u>7,170 Sq. Ft per year (proposed)</u>

Building Permit Allocations available after June 30, 2023:

Market Rate Allocations available:	0
Market Rate eligible for Administrative Relief	1
Affordable Building Permit Allocations available:	3
Non-Residential Square Feet available:	28,720 Sq. Ft.
Non-Residential conditional use approvals pending allocation	30,000 Sq. Ft.

While the Market- rate Building Permit Allocation System is paused to complete hurricane and traffic studies, it is important to maintain a vibrant economy with the ability to allocate Non-Residential Allocations. Effective July 1, 2023, House Bill 102 will take effect reinstating 300 Affordable allocations to the Village. Utilizing the formula of "239 square feet" per unit, the Village is eligible and is **applying for 71,700 square feet over the planning horizon of 2033**. The City of Marathon, with a comparable population, allocates 25,000 square feet annually for non-residential development. This proposed amendment requests an annual allocation of 7,170 square feet per year with a roll-over of any unassigned allocation to the non-residential pool. There is sufficient vacant land to accommodate the non-residential development within the land use districts allowing non-residential development. The vacant land use map calculations indicate there is approximately 31.7 acres of privately owned land within zoning categories suitable to receive nonresidential allocations.

Implementation of chapter 380.032 Agreement for Market Rate Allocation

This proposed amendment additionally recognizes 10.25 market rate allocations received through a Chapter 380.032 FI Statutes agreement executed in 2017 with the State Planning Agency, Department of Economic Opportunity, and the local governments of the Florida Keys. The allocations were awarded based upon the Hurricane Evacuation Memorandum of Understanding which provided for a transfer of unused allocations from Key West to the other local governments within the Keys for the period 2013-2017. The 10.25 residential allocations were accepted by the Village Council but have never been amended into the Comprehensive plan. A copy of the 380.032 agreement follows the data and analysis. The 10.25 allocations will be placed in the upcoming annual residential building permit allocation pool.

Workforce Early out Allocations Annual Allocation

300 workforce housing units (required to evacuate 48 hours prior to mandatory evacuation) were approved in a prior comprehensive plan amendment which did not become effective until July 1, 2023. The amendment did not establish an annual allocation, but instead allowed the allocation of any number of Workforce Units up to 300 units cumulatively, provided they were approved by the Village Council in a public hearing. This amendment only addresses the annual allocation since the earlier amendment has already been approved by DEO, therefore no data is provided for the impacts of the 300 units in this amendment. Concurrency will be evaluated as the site plans are approved.

Impact on Public Facilities for 10 units and 71,700 square feet of non-residential square footage

Population

Florida is the third most populous state (approximately 22 million, behind California and Texas. Between April 1, 2020, and July 1, 2021, the Census Bureau estimated that Florida added 242,941 residents. In the first year of the pandemic, Florida increased its population by 360,758 residents. Florida is forecast to grow by over 5.6 million people between 2010 and 2030 to reach 26 million. Source: University of Florida, Bureau of Business and Economic Research.

Florida Keys

Monroe County is estimated to have a current population of 83,411. The Village has an estimated population of 7,107 currently. The Bureau of Business and Economic Research does not routinely project city populations and they are currently not contracting to complete projections. The following is a history of growth in the Keys.

Year	County	Village	Percent
1970	52,586	1,251	.0237
1980	63,188	1,441	.0228
1990	78,024	1220	.0156-
2000	79,589	6,898	.0866
2010	73,090	6,119	.0837
2020	82,874	7,109	.0857

Islamorada, Village of Islands, with a population of 7,107 (2020 U.S. Census), represents approximately 8.5% of the total population for Monroe County. Monroe County completed a population projection report on March 15, 2011, covering the period 2010-2030. It is estimated that in 2030 there will be a permanent population of 75,500, seasonal population of 86,855 and a total functional population of 162,355 residents.

Based upon the data from Monroe County, a reasonable estimate for the Village may be garnered. Extrapolating the Village's 8.5% of the overall county population, results in a total estimated population in 2030 of 6,417 permanent residents, 7,382 seasonal residents, and a total functional population of 13,800

Wastewater: The Level of Service Standard is 70 gallons per capita per day or 371.17 gpd per equivalent dwelling unit. Based on 10.25 Market Rate Units, the sewer demand will increase by 3,710 gallons per day for residential and by 25,095 gallons per day for the 71,700 square feet at build out. Sewer is connected to the Key Largo Plant providing advanced wastewater treatment. The wastewater plant has a capacity of 3 million gallons per day with a current demand of 2 million gallons per day.

Water:

Water demand will increase by 3,710 gallons per day for residential and by 25,095 gallons per day for the 71,700 square feet at build out. The Florida Keys Aqueduct Authority water use permit provides an annual allocation of 8,751 million gallons and a maximum month allocation of 809 million gallons. Current water demand is 77.69 percent of the allocated amount. (South Florida Water Use Summar

Report dated 4/3/2023).

Solid Waste: The Village has adopted a level of service standard for solid waste that estimates 12.2 pounds minimum disposal per day per equivalent residential unit. The Village has set a solid waste level of service standard which requires that *"sufficient capacity must be available at a solid waste disposal site to accommodate existing and approved development for a period of three years from the projected date of completion of the proposed development or use."* All solid waste generated from the Village is managed through a contract and transported outside the Keys in coordination with Monroe County and Miami-Dade County Solid Waste Facilities. The increase for residential development is 122 pounds per day and 10.44 pounds for non-residential. Comprehensive Plan Policies 4-1.1.4

Stormwater: The Village has adopted a level of service standard that requires that post development runoff shall not exceed the pre-development runoff rate for a 25- year storm event, up to and including an event with a 24- hour duration. Comprehensive Plan Policy 4-1.1.2

Recreation and Open Space: The Village has adopted a minimum LOS standard for recreation and open space of 3.79 acres per 1,000 population. The existing supply of recreation and open space area in the Village is 132.3 acres, which exceeds the adopted LOS standard and provides for 11.73 acres per 1,000 persons. Comprehensive Plan Policy 9-1.2.3

Schools: The Comprehensive Plan does not establish a LOS standard for schools, but Monroe County and state law require that school classroom capacity be available to accommodate all school-age children generated by proposed development or use. According to the most recent Monroe County Public Facilities Capacity Assessment Report, the overall utilization is approximately 77.58% of the school capacity through 2025(Monroe County Biennial Public Facilities Capacity Assessment Report (Anticipated adoption date September 2021)

Roadways: The Village in coordination with the other local governments within the FI Keys has adopted the following: The level of service on U.S. 1 shall be maintained within 5% of LOS C as measured on an overall countywide basis not dependent on any single road segment, using the measured median travel speed from the annual report of public facilities capacity. For all other roadways for which the Village is responsible, the Village hereby adopts a minimum LOS standard of D as measured by peak hour traffic volumes at all intersections, including but not limited to all intersections of U.S. Highway One. Segments with reserve speeds of less than or equal to 3 mph should be given particular attention when approving development applications. The overall traffic capacity of US Highway One is 45.5 miles per hour. Should the overall US Highway One average speed drop below a Level of Service C (45 miles per hour), mitigation will be required for development other than single family dwelling units. Comprehensive Plan Policy 9-1.2.3.

The 2021 US Highway One Travel Delay Study provides the following current levels of service:

Lower Matecumbe	Mile marker 73-77	LoS C	149 reserve trips.
Tea Table	Mile marker 77.5 -79.5	LoS A	2,222 reserve trips
U. Matecumbe	Mile marker 79,5 -84	LoS E	(3,531) reserve trips- Deficit
Windley Key	Mile marker 84-86	LoS D	(378) reserve trips- Deficit
Plantation Key	Mile marker 86 -91.5	LoS C	1,921 reserve trips

The most recent draft of the US One Travel Delay Study, scheduled for adoption by Monroe County Board of County Commissioners in October 2023, indicates there is no reserve capacity on three segments within Islamorada: Windley (LoS E, Upper Matecumbe (LoS E) and Plantation (LoS D). Development on these segments will require mitigation. The Traffic Delay Study recommends construction of turning lanes, specific traffic studies on the segments, improved transit service, combined driveway access, or transportation management studies.

Policies supporting the amendment:

- **Policy 1-2.1.9: Promote Low and Medium Intensity and Varied Commercial Designations.** Islamorada, Village of Islands shall promote low and medium intensity professional and business offices, as well as general retail sales and services designed to meet the needs for goods and services of residents and Village visitors and shall limit the development of new high intensity uses. The Village shall not promote an increase in highway-oriented businesses that cater to a transient drive-through clientele.
- **Policy 1-2.1.12: Ensure Energy-efficient Land Use Patterns.** Islamorada, Village of Islands, shall continue to promote energy-efficient land use patterns by awarding BPAS points for proposed development in areas serviced by infrastructure, proximate to commercial retail centers; by promoting mixed use development centers and by providing bonus points for proposed non-residential development in the established Village Activity Center (VAC) zoning district.

The proposed plan is consistent with the following Principles for Guiding Development:

- (a) Strengthening local government capabilities for managing land use and development so that local government can achieve these objectives without continuing the area of critical state concern designation.
- (b) Protecting shoreline and marine resources, including mangroves, coral reef formations, seagrass beds, wetlands, fish and wildlife, and their habitat.
- (c) Protecting upland resources, tropical biological communities, freshwater wetlands, native tropical vegetation (for example, hardwood hammocks and pinelands), dune ridges and beaches, wildlife, and their habitat.
- (d) Ensuring the maximum well-being of the Florida Keys and its citizens through sound economic development.
- (e) Limiting the adverse impacts of development on the quality of water throughout the Florida Keys.
- (f) Enhancing natural scenic resources, promoting the aesthetic benefits of the natural environment, and ensuring that development is compatible with the unique historic character of the Florida Keys.
- (g) Protecting the historical heritage of the Florida Keys.
- (h) Protecting the value, efficiency, cost-effectiveness, and amortized life of existing and proposed major public investments, including:
 1. The Florida Keys Aqueduct and water supply facilities.
 2. Sewage collection, treatment, and disposal facilities.
 3. Solid waste treatment, collection, and disposal facilities.
 4. Key West Naval Air Station and other military facilities.
 5. Transportation facilities.
 6. Federal parks, wildlife refuges, and marine sanctuaries.
 7. State parks, recreation facilities, aquatic preserves, and other publicly owned properties.
 8. City electric service and the Florida Keys Electric Co-op; and
 9. Other utilities, as appropriate.
- (i) Protecting and improving water quality by providing for the construction, operation, maintenance, and replacement of stormwater management facilities; central sewage collection; treatment and disposal facilities; the installation and proper operation and maintenance of onsite sewage treatment

and disposal systems; and other water quality and water supply projects, including direct and indirect potable reuse.

(j) Ensuring the improvement of nearshore water quality by requiring the construction and operation of wastewater management facilities that meet the requirements of ss. 381.0065(4)(l) and 403.086(11), as applicable, and by directing growth to areas served by central wastewater treatment facilities through permit allocation systems.

(k) Limiting the adverse impacts of public investments on the environmental resources of the Florida Keys.

(l) Making available adequate affordable housing for all sectors of the population of the Florida Keys.

(m) Providing adequate alternatives for the protection of public safety and welfare in the event of a natural or manmade disaster and for a post disaster reconstruction plan.

(n) Protecting the public health, safety, and welfare of the citizens of the Florida Keys and maintaining the Florida Keys as a unique Florida resource.

VACANT LAND MAPS 2022 GIS Layer







ORDINANCE NO. 23-

AN ORDINANCE OF ISLAMORADA, VILLAGE OF ISLANDS, FLORIDA, AMENDING POLICY 1-3.1.1, "ESTABLISH A BUILDING PERMIT ALLOCATION SYSTEM," OF THE VILLAGE COMPREHENSIVE PLAN RELATING TO ESTABLISHING ADDITIONAL NON-RESIDENTIAL BUILDING PERMIT ALLOCATIONS; PROVIDING FOR THE TRANSMITTAL OF THIS ORDINANCE TO THE STATE DEPARTMENT OF COMMERCE; PROVIDING FOR SEVERABILITY; AND PROVIDING FOR AN EFFECTIVE DATE UPON APPROVAL OF THIS ORDINANCE BY THE STATE DEPARTMENT OF COMMERCE.

WHEREAS, pursuant to Chapter 163, Part II, Florida Statutes, Islamorada, Village of Islands, Florida (the "Village") proposes to amend (the "Amendment") the Village Comprehensive Plan (the "Comprehensive Plan"); and

WHEREAS, the Village's Comprehensive Plan became effective December 6, 2001; and

WHEREAS, Section 163.3191, Florida Statutes, directs local governments to periodically assess the status of the adopted Comprehensive Plan in adequately addressing changing conditions; and

Whereas, The Village has a need for additional market rate units to address pending applications for residential development; and

Whereas, The Village needs additional Non-residential building allocations to implement Conditional Use applications which have been approved by Council; and

Whereas, The Village has access to 10.25 building permit allocations resulting from a 380.032 Fl. Statutes Agreement which must be documented within a Comprehensive Plan amendment.

WHEREAS, the Village has conducted duly noticed public hearings for the Comprehensive Plan Amendment pursuant to Section 163.3184(11), Florida Statutes; and

WHEREAS, pursuant to Section 163.3174, Florida Statutes and Sections 30-101 of the Village Code, the Local Planning Agency publicly considered this Ordinance during a duly noticed public hearing; and

WHEREAS, the provisions of this Ordinance are consistent with the Village Comprehensive Plan and the principles for guiding development in the Florida Keys Area of Critical State Concern; and

WHEREAS, this Ordinance is enacted to carry out the purpose and intent of, and exercise the authority set out in, the Community Planning Act; and

WHEREAS, the Village Council finds that the adoption of this Ordinance is in the best interest of the Village and does comply with all applicable laws, as well as promotes the general health, safety, and welfare of the Village residents.

NOW, THEREFORE, BE IT ORDAINED BY THE VILLAGE COUNCIL OF ISLAMORADA, VILLAGE OF ISLANDS, FLORIDA AS FOLLOWS:

Section 1. Recitals. The above recitals are true and correct and incorporated herein by this reference.

Section 2. Amendment to the Comprehensive Plan. That Chapter 1, "Future

Land Use Element", Policy 1-3.1.1, of the Comprehensive Plan is hereby amended as follows¹:

Future Land Use Element

Policy 1-3.1.1: Establish a Building Permit Allocation System (BPAS). The Village's Building Permit Allocation System shall award all building permits for new residential and non-residential construction unless otherwise exempted by ordinance or by provisions within this Plan. The annual allocation shall be approved if hurricane evacuation clearance time does not exceed 24 hours. The Village shall cease issuing permits under the annual allocation once the hurricane evacuation clearance time provided Monroe County, Key West and Marathon also cease issuing permits, except that the Village may voluntarily do so.

RESIDENTIAL AND NON-RESIDENTIAL SCHEDULE

YEAR	RESIDENTIAL DWELLING UNITS			NONRESIDENTIAL FLOOR AREA
CURRENT	Maximum Market Rate	Minimum Affordable Housing	Total	Square Feet
	22	6	28	2,500

RESIDENTIAL DWELLING UNITS			NONRESIDENTIAL FLOOR AREA
Maximum Market Rate	Early Out Affordable Housing	Minimum Affordable Housing	Square Feet Available
10	300	3	71,700
Allocations: 10 within first year of approval after adoption by DEO, then 0	Allocations: Any number authorized in public hearing up to 300 units	Allocations: 3 within first year of approval after DEO adoption, then 0	Allocations: 7,170 Square Feet annually through 2033

¹ Additions to text are underlined, deletions to text are ~~strikethrough~~.

	OR 30 per year with borrow forward approved by Council		
--	--	--	--

source: Rule 28-19.300 FAC

Residential Building Permit Allocation System. The indicated allocations are the maximum annual allocations that shall be awarded by Islamorada, Village of Islands through the BPAS. Unused market rate allocations shall be available for Administrative Relief. Unused affordable housing allocations shall be rolled over into the following year's affordable housing allocation. Excluding those awarded through the beneficial use or administrative relief processes, no more than one development permit per Program Year may be allocated in a manner which would result in the clearing of high-quality hammock.

Pursuant to Rule 28-19 F.A.C., the Village shall allocate residential and non- residential allocations in a manner consistent with the requirement to maintain a 24-hour permanent population evacuation. Islamorada, Village of Islands reserves the right to accept its equitable share of the Keys-wide allocation to distribute consistent with the goals, objectives, and policies of this Plan. Detailed allocation procedures for distributing available awards shall be adopted through Land Development Regulations, including point criteria consistent with the goals, objectives, and policies of the revised Comprehensive Plan through 2033, the planning horizon. Any building allocation remaining from the original 380 awarded in 2013 will be distributed based upon current land development regulations. Should the Council determine that the quarterly allocations should be reduced per quarter, this will be adopted through a land development regulation approved by the State Land Planning Agency, Department of Commerce Economic Opportunity.

Non-Residential Building Permit Allocation System.

Development Regulations shall include procedures for the distribution of the available non- residential floor area shown in the schedule. All applications for the issuance of non-residential square footage must demonstrate the ability to bring the site into compliance with all applicable Land Development Regulations, including environmental standards, to be further considered. **In the event Workforce-Early Out Affordable units are transferred across jurisdictional lines, the transfer shall not become effective until the Village executes an interlocal agreement with the receiving local government and adopts a comprehensive plan amendment reducing the non-Residential allocation by 239 square feet for each Early out unit transferred across jurisdictional lines.** Thereafter, applications shall be evaluated and ranked based on project merit, including consideration of the following:

- A. Focus on redevelopment versus new development.

- B. The development potential of the site.
- C. Focus Provision of amenities associated with the proposed development.
- D. Provision of affordable housing in conjunction with the proposed project; and
- E. Policy 2-1.2.8: Address Long Term Strategies to Reduce Clearance Time.
 - 1. The Village shall address long term strategies to reduce clearance time and coordinate permit allocations by implementing the following program in coordination with FL Department of Transportation (FDOT), FL Department of Commerce ~~Economic Opportunity~~ and other local governments in the Keys and the Tourist Development Council to achieve consensus on long term strategies to further reduce clearance time and accommodate proposed allocations Keys-wide through the Year 2033 and revise any short term interagency/interlocal agreements to provide a schedule for implementing strategies, specify responsibilities for implementing the strategy, including shared funding, and determine the share of allocation available for each jurisdiction based on the ability to maintain clearance time at or below 24 hours.
 In any Keys-wide reduction in allocation, the Village asserts that the Administrative Commission should and will request it to consider and prorate any voluntary reduction in allocation adopted by the Village; and
 - 2. Amend data and analysis and plan to incorporate strategy; revise capital improvements schedule to incorporate necessary transportation projects adopted for Islamorada; and amend permit allocation system based on adopted strategy and ability to maintain clearance time at or below 24 hours.

Section 3. Transmittal. Pursuant to Sections 163.3184, Florida Statutes, the Village Clerk is authorized to forward a copy of this Comprehensive Plan Amendment to the State Department of Commerce.

Section 4. Severability. The provisions of this Ordinance are declared to be severable and if any section, sentence, clause or phrase of this Ordinance shall for any reason be held to be invalid or unconstitutional, such decision shall not affect the validity of the remaining sections, sentences, clauses, and phrases of this Ordinance but they shall

remain in effect, it being the legislative intent that this Ordinance shall stand notwithstanding the invalidity of any part.

Section 5. Effective Date. This Ordinance shall not become effective until a Notice of Intent has been issued by the Department of Commerce finding the Comprehensive Plan Amendment to be in compliance as defined in Section 163.3184(1)(b), Florida Statutes. If timely challenged, the Comprehensive Plan Amendment shall not become effective until the Department of Commerce enters a final order determining the adopted Comprehensive Plan Amendments to be in compliance.

The foregoing Ordinance was offered by _____, who moved its adoption on first reading. This motion was seconded by _____, and upon being put to a vote, the vote was as follows:

Mayor Joseph B. Pinder III _____

Vice Mayor Sharon Mahoney _____

Councilwoman Elizabeth Jolin _____

Councilman Mark Gregg _____

Councilman Henry Rosenthal _____

PASSED on first reading this _____ day of _____, 2023.

The foregoing Ordinance was offered by _____, who moved its adoption on second reading. This motion was seconded by _____, and upon being put to a vote, the vote was as follows:

Mayor Joseph B. Pinder III

Vice Mayor Sharon Mahoney

Councilwoman Elizabeth Jolin

Councilman Mark Gregg

Councilman Henry Rosenthal

PASSED AND ADOPTED on the second reading this ____ day of _____, 2023.

JOSEPH B. PINDER, III, MAYOR

ATTEST:

MARNE MCGRATH, VILLAGE CLERK

APPROVED AS TO FORM AND LEGALITY
FOR THE USE AND BENEFIT OF
ISLAMORADA, VILLAGE OF ISLANDS ONLY

JOHN J. QUICK, INTERIM VILLAGE ATTORNEY



Local Planning Agency Communication

To: Local Planning Agency Chair and Agency Members
From: Jennifer DeBoisbriand , Planning Director
Date: September 11, 2023
Subject: Ordinance Amendment Considering the Request of Integra Real Estate to Amend the Future Land Use Map of Parcel 00399601-000000

Background:

Analysis:

Budget Impact:

Staff Impact:

Recommendation:

Attachments: None



Local Planning Agency Communication

To: Local Planning Agency Chair and Agency Members
From: Jennifer DeBoisbriand , Planning Director
Date: September 11, 2023
Subject: Ordinance Amendment Considering the Request of Integra Real Estate to Amend the Zoning Map for Parcel 00399601-000000

Background:

The applicant, Integra Real Estate, LLC, has submitted a map amendment application requesting an approval for a Zoning Map Amendment from Village Center (VC) District to Neighborhood Commercial (NC) District on the subject property, located at 82200 Overseas Highway (RE #00399601-000000), comprising 2.77 acres. The current use of the property is motel. The Sunset Inn is recognized with 30 hotel/motel units. The applicant/owner intends to pursue transferring the motel units to Terra Key (RE #00097000-000000) which will allow the development of 41 affordable workforce housing units on the Sunset Inn property. The applicant's agent Bart Smith has submitted a letter detailing the map amendment request.

The subject property currently has an existing Village Center (VC) Zoning District designation. The surrounding properties to the South are designated Village Center (VC). To the North the adjacent properties are designated both Residential Single-Family (R1) and Village Center (VC). The properties to the West are designated as both Tourist Commercial (TC) and Residential Estate (RE) and to the East is Village Center (VC) and Recreation (R). The character of the subject property is hotel/motel use and the surrounding area is mixed-use with a collective of low/medium intensity retail businesses, single family residences, a boutique hotel and a park.

Analysis:

The proposed Zoning Map amendment, from a Village Center (VC) District to a Neighborhood Commercial (NC) District would allow the applicant/owner to pursue transferring the motel units and developing affordable workforce housing unit on the subject property.

Pursuant to Section 30-697 the purpose of the Neighborhood Commercial (NC) zoning district is to provide a compact commercial area designed and intended to allow for a mix of residential, office and local retail sales servicing the daily needs of local residents within convenient traveling distance. Attached deed restricted affordable units are permitted use. Any future development of the subject property would require site plan application approval, this will ensure that the subject property meets the standards of review of the Comprehensive Plan and the Land Development Regulations (LDRs), including but not limited to: requirements for minimum open space; habitat preservation, concurrency management and level of service (LOS) standards for transportation, infrastructure, wastewater, stormwater and other public services; off-street parking and internal circulation; required setbacks; landscaping, dedicated conservation easements for existing habitat; on-site and off-site improvements and design amenities required to achieve land use compatibility for the surrounding land uses and zoning districts.

Compatibility with Comprehensive Plan Policies:

- ☐ Policy 1-2.1.14, Criteria for Future Land Use Map (FLUM) Amendments
- ☐ Policy 1-2.4, Recognize Mixed Use Development Patterns
- ☐ Policy 1-2.4.2: Increase the Vitality of Existing Village Activity Centers
- ☐ Objective 1-4.6: Prevent Proliferation of Urban Sprawl

Comprehensive Plan Policy 1-2.1.14, Criteria for Future Land Use Map (FLUM) Amendments, states that Islamorada, Village of Islands, shall maintain specific criteria for amending the Future Land Use Map that are consistent with the general procedures delineated in Chapter 163.3177, 163.3184 and 163.3189, Florida Statutes and the principles for guiding development in areas of critical state concern. The Village Council shall make its determination on proposed FLUM amendments on legitimate public purpose based on one or more of the following factors; however, in no event shall an amendment be approved which would result in an adverse community change.

Comprehensive Plan Objective 1-2.4, Recognize Mixed Use Development Patterns, states: "Areas designated Mixed Use (MU) on the Future Land Use Map recognizes the prevalent and historical mixed-use pattern of development in the Village. The MU category shall accommodate a mix of commercial and residential uses, which may be located in the same building, limited public and semi-public uses, recreational facilities, schools, marinas, tourist-oriented facilities, and supportive community facilities ancillary to the permitted uses, pursuant to the standards in the Comprehensive Plan and the Land Development Regulations."

The proposed map amendment would be consistent with the historical trend of a mixed-use development pattern within the Village. The properties along Overseas Highway contain mixed uses, including commercial, recreation and residential uses.

Comprehensive Plan Policy 1-2.4.2, Increase the Vitality of Existing Village Activity Centers, states "A Village Activity Center (VAC) is a compact community hub in which there are jobs, housing, shopping and recreational opportunities all within walking distance. These centers shall be focal points for commercial infill on existing vacant parcels, intensification and revitalization as lively community meeting places. The principal Village Activity Centers shall be the Upper Matecumbe Key and North Plantation Key business centers. The Village has delineated and designated Village Activity Centers on the Zoning Map in the Land Development Regulations. The VAC designations are intended to accommodate a mix of

business and professional offices, restaurants, tourist accommodations, retail establishments, services, recreational facilities, limited public and semi-public uses and residential uses. Residential uses include residential institutional uses, with an emphasis on providing and maintaining affordable, workforce, and employee housing and neighborhoods, integrated with or in proximity to employment opportunities.”

The proposed map amendment would increase the vitality of this area by allowing the development of workforce housing in proximity to jobs.

Comprehensive Plan Objective 1-4.6: PREVENT PROLIFERATION OF URBAN SPRAWL AND COORDINATE THE TIMING AND STAGING OF PUBLIC AND PRIVATE DEVELOPMENT. Land Development Regulations shall ensure that the location, scale, timing and design of development is coordinated with public facilities and services in order to prevent the proliferation of urban sprawl and achieve cost effective land development patterns. Consistent with policies in the Intergovernmental Coordination Element, the Village shall pursue resolution of development and growth management issues with impacts transcending the Village's political jurisdiction, by participating in forums with the Florida Department of Community Affairs, the South Florida Regional Planning Council and other forums convened to coordinate such issues.

The proposed map amendment would assist in limiting additional development on vacant land to achieve the need for workforce affordable housing by utilizing infill development.

Procedures for Amendments to Zoning Map:

Pursuant to Section 30-411(d)(4)(b) of the Code of Ordinances, the Village Council must find that the application is consistent with the Comprehensive Plan, that the applicant has complied with all procedural requirements of this section, and that the maintenance of the existing zoning on the property does not accomplish a legitimate public purpose. The Village Council shall make its determination on a finding of legitimate public purpose based on one or more of the following factors:

1. Demand for the proposed Zoning District in the Village in relation to the amount of land currently zoned and available to accommodate that demand.
2. Compatibility of the site's physical, geological, hydrological and other environmental features, with the uses permitted in the proposed Zoning designation.
3. Data errors, including errors in mapping, vegetative types and natural features described in the comprehensive plan.

There is no evidence that there are any errors in the Villages GIS data, records and other resources.

4. New Issues.

The lack of available workforce/affordable housing is an issue that continues for the Village and its residents.

5. Recognition of a need for additional detail or comprehensiveness.

6. Compatibility of the proposed district with the property surrounding the site of the requested rezoning and any applicable neighborhood or redevelopment plan.

The proposed zoning would be compatible with the property surrounding the site as it allows for workforce/affordable housing within proximity to employment opportunities.

Budget Impact:

None

Staff Impact:

None

Recommendation:

Staff has reviewed the request for an Official Zoning Map Amendment from Village Center (VC) to Neighborhood Commercial (NC) and determined that the request meets criteria. Therefore, Staff recommends that the Village Council APPROVE the request for a map amendment.

Attachments:

1. Sunset Inn CC Attachments



**Islamorada, Village of Islands,
Planning and Development Services Department**

**AMENDED AND RESTATED
APPLICATION FOR MAP AMENDMENT**

Pursuant to Chapter 30, Article IV, Divisions 8 & 9

	Application Type	Application Fee	Deposit	Total Fee Due
☒	Future Land Use and Zoning	\$5,120.00	\$1,000.00	\$6,120.00
☐	Zoning Only	\$2,500.00	\$1,000.00	\$3,500.00

☒ Request concurrent Future Land Use and Zoning Hearings pursuant to 163.3184(12), Florida Statutes

PLEASE NOTE: THIS APPLICATION IS ACCEPTED BY APPOINTMENT ONLY.

An application must be deemed complete and in compliance with the Village Code by Staff prior to the items being scheduled for review. See the Submittal Requirements below for a list of required submittals and documents.

APPLICANT / AGENT (if applicable): Property owner must submit a notarized letter authorizing the applicant/agent to act on their behalf including the agent's name, address and phone number.

Name: Smith Hawks, PL
 Mailing Address: 138 Simonton Street, Key West Florida 33040
 Primary Phone: (305) 296 7227 Fax: _____
 Email: Bart@smithhawks.com/ Jess@smithhawks.com/ Brandi@SmithHawks.com

PROPERTY OWNER:

Name: Integra Real Estate, LLC
 Mailing Address: c/o Agent
 Primary Phone: c/o Agent Fax: c/o Agent
 Email: c/o Agent

LEGAL DESCRIPTION OF PROPERTY: If in metes and bounds, attach legal description on separate sheet.

Physical Address: 79775 Overseas Highway, Islamorada, FL 33036 (Tea Table Key) Mile Marker: 79.7
 Lot: _____ Block: _____ Subdivision: _____
☐ Plantation Key ☐ Windley Key ☒ Upper Matecumbe Key ☐ Lower Matecumbe Key
 Real Estate (RE) Number: 00097000-000000 Alternate Key: 1113531

PROPERTY DESCRIPTION:

Total Land Area: 214,751 Square Feet 4.93 Acres
 Existing Use of Property: Residential
 Has an Application for Map Amendment been submitted for this site within the past two (2) years? ☐ Yes ☒ No
 If yes, provide name and date of application: _____

PROPOSED MAP AMENDMENT:

Current Future Land Use Map Category: Residential Conservation (RC) Current Zoning District: Native Residential (NR)
 Proposed Future Land Use Map Category: Mixed Use (MU) Proposed Zoning District: Tourist Commercial (TC)

86800 Overseas Highway • Islamorada, Florida 33036-3162
 Office 305-664-6400 • Fax 305-664-6467 • www.islamorada.fl.us

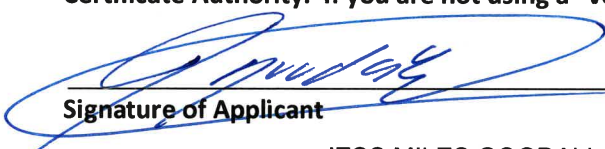
SUBMITTAL REQUIREMENTS:

- ☒ **Correct application fee.** Check or money order to "Islamorada, Village of Islands". *Previously Provided.*
- ☒ **Notarized agent authorization letter**, if applicable, including the agent's name, address and phone number authorizing the applicant/agent to act on all property owners' behalf. *Previously Provided.*
- ☒ **Proof of ownership** e.g. warranty deed, lease or pending sale contract. *Previously Provided.*
- ☒ **Property record card** from the Monroe County Property Appraiser. *Previously Provided.*
- ☒ **Copy of current Future Land Use Map** clearly marking the boundaries of the property. Map may be request from Planning and Development Service Department prior to application submittal. *See Attached Correspondence.*
- ☒ **Copy of current Official Zoning Map** clearly marking the boundaries of the property. Map may be request from Planning and Development Service Department prior to application submittal. *See Attached Correspondence.*
- ☒ **Photographs** of the site taken from adjacent streets. *Previously Provided.*
- ☒ **Signed and sealed survey** prepared by a Florida registered surveyor. The survey shall include elevations and location of all existing structures, paved areas, location of all utility structures, all easements, all bodies of water on and adjacent to the site, docks, piers, mean high water line and total acreage by habitat (please provide a digital copy in addition to the signed and sealed survey). *Pending.*
- ☒ **Data and analysis (including a land use need analysis)** pursuant to Comprehensive Plan Policy 1-2.1.13, demonstrating there is a need for the amount of development allowed by the proposed FLUM designations in order to accommodate the Comprehensive Plan's projected population growth within the planning timeframe of the Comprehensive Plan. *See Attached Correspondence.*
- ☒ **Explanation** of how the application satisfies each of the applicable criteria in the Land Development Regulations, Comprehensive Plan and Principles for Guiding Development pursuant to § 380.0552(7), Florida Statutes. See Attachment A for list of criteria. *See Attached Correspondence.*

If deemed necessary to complete a full review of the application, the Planning and Development Services Department reserves the right to request additional information.

I certify that I am familiar with the information contained in this application, and that to the best of my knowledge such information is true, complete and accurate. I certify that all information required has been provided.

Digital signatures do not require notarization when they can be verified by a Trusted Certificate issued by a third-party Certificate Authority. If you are not using a "verifiable digital signature", print this document and have it notarized.


Signature of Applicant

JANUARY 27, 2023

Date

Print Name: JESS MILES GOODALL

STATE OF FLORIDA

COUNTY OF MONROE

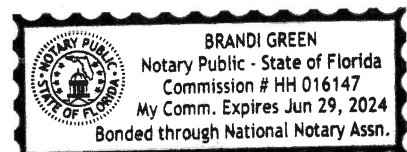
Sworn to and subscribed before me by means of ☒ physical appearance or ☐ online notarization, this 27th day of JANUARY, 2023, by JESS MILES GOODALL (name of person signing the application) as

AGENT (type of authority e.g. officer, manager / member, trustee, attorney in fact) for

Integra Real Estate, LLC (name of entity or party on behalf of whom application was executed).


Signature of Notary Public

SEAL:



☒ Personally Known ☐ Produced Identification

Type of ID N/A

SMITH / HAWKS

ATTORNEYS AT LAW

Barton W. Smith, Esq.
Jess Miles Goodall, Esq.
Telephone: (305) 296-7227
E-mail: Bart@SmithHawks.com
Jess@smithhawks.com

UPLOADED VIA EPORTAL

January 27, 2023

Daniel Gulizio, Director of Planning
Islamorada, Village of Islands Planning and Development Services Department
86800 Overseas Highway
Islamorada, Florida 33036

Re: **AMENDED AND RESTATED Proposed Future Land Use Map and Land Use District (zoning) Map Amendments to create the boundary for Sub-area Policy 1-2.11.6**

Dear Daniel,

Please find enclosed the Integra Real Estate, LLC's ("Applicant") application for a Future Land Use Map ("FLUM") and Land Use District (zoning) Map Amendments (collectively, the "Amendments") pursuant to Chapter 30, Article IV, Divisions 8 and 9 of the Islamorada Code of Ordinances ("Application"). The Application is being filed simultaneously with a Comprehensive Plan Amendment ("Comp. Plan Amendment"), and the FLUM and LUD amendment applications will create the boundary of Sub-Area Policy 1-2-11.6 under Objective 1-2.11 of the Islamorada Comprehensive Plan ("Comp. Plan"). The FLUM and LUD Amendments will create the boundary of the Sunset Affordable housing Sub-Area 1. The Comp. Plan Amendment will permit the utilization and development of thirty (30) transient dwelling units on a more suitable site at Tea Table Key as a world class eco-friendly villa style resort and will provide the Village of Islamorada ("Village") with a desperately needed multi-family affordable housing development in the Village.

In addition to the original application and this letter, I have also enclosed all relevant exhibits and a copy of the application package, which I request you please date stamp and return the copy using the enclosed self-addressed FedEx envelope provided.

PROPERTY BACKGROUND INFORMATION:

Location: 82200 Overseas Highway, Upper Matecumbe Key (Sunset Inn) and
79775 Overseas Highway, Upper Matecumbe Key (Tea Table Key)

00226438 - v10

Page 1 of 17

138 SIMONTON STREET, KEY WEST, FLORIDA 33040 U.S.A.
T. 305-296-7227 F. 305-296-8448 SMITHHAWKS.COM

Legal Description: Lots 9-11, Block 5, Stratton's Subdivision, according to the Plat thereof, as recorded in Plat Book 2, Page 38, of the Public Records of Monroe County, State of Florida. (Sunset Inn); and Tea Table Key being described as Government Lot one (1) of Section seven (7), Township sixty-four (64) South, Range thirty-seven (37) East, together with a strip of submerged land 250 feet wide in the SW 1/4 of Section 6 and in the NW 1/4 of Section 7, both in Township 64 South, Range 37 East, the Center line of which is described as follows: From a point of line with the Easterly end of State Highway Bridge located on Overseas Highway (State Highway No. 5) at the Westerly end of Upper Matecumbe Key, Monroe County, Florida, run S. 61 ° 27' W. along center line of right-of-way of Overseas Highway, a distance of 787.3 feet to a point; thence run S. 28° 33' E., a distance of 200 feet to the Southerly side of said right-of-way and the POINT OF BEGINNING; thence continue S. 28° 33' E., a distance of 1100 feet more or less to the Northerly side of Tea Table Key; Also a strip of submerged land 50 feet in width and parallel to the high water line in Tea Table Key extending completely around said Key, excepting therefrom the portion occupied by above described 250 foot strip, lying and being in Sections 6 and 7, Township 64 South, Range 37 East, all in Monroe County, Florida. (Tea Table Key).

Real Estate (RE) Number: 00399601-000000 and 00097000-000000

Property Owner/Applicant: Sunset Islamorada Ventures LLC (00399601-000000); and Tea Table Key LLC (00097000-000000)

Agent: Smith/Hawks, PL-Barton W. Smith, Esq./ Jess Miles Goodall, Esq.

Total Property Area: 120,557.7 SF or 2.77 acres (Sunset Inn - 00399601-000000); and ~214,751 SF or 4.93 acres (Tea Table Key - 00097000-000000)

Total Upland Area: 120,557.7 SF or 2.77 acres (Sunset Inn - 00399601-000000); and ~214,751 SF or 4.93 acres (Tea Table Key - 00097000-000000)

Land Use District: Village Center (VC)/ Native Residential (NR)

Future Land Use Map (FLUM) Designation: Mixed Use (MU)/Residential Conservation (RC)

Flood Zone: Multiple on site: AE8, AE7 (Sunset Inn)
 AE10, VE14 (Tea Table Key)

Existing Uses: Motel, Residential

Community Character of Immediate Vicinity: Commercial, Residential

PROPERTY:

Sunset Inn:



Tea Table Key:



EXISTING LAND USE ZONING DISTRICTS:

Sunset Inn (Village Center):



Tea Table Key (Native Residential):



EXISTING FUTURE LAND USE MAPS:

Sunset Inn (Mixed Use):



Tea Table Key (Residential Conservation):



I. FUTURE LAND USE MAP AND LAND USE DISTRICT (ZONING) MAP AMENDMENTS:

a. Overview

The Amendment seeks to create the boundary for Sub-Area Policy 1-2.11.6 under Objective 1-2.11 of the Islamorada Comp. Plan, which shall allow the property located at 82200 Overseas Highway, Upper Matecumbe Key, more commonly known as “Sunset Inn” to transfer thirty (30) approved hotel/motel units (“Motel Units”) to the property located at 79775 Overseas Highway, Upper Matecumbe Key, more commonly known as “Tea Table Key,” and subsequently develop Sunset Inn with up to forty one (41) affordable employee housing dwelling units, and up to ten thousand square feet (10,000 SF) of low/medium retail space. The Comp. Plan Amendment and LUD and FLUM Amendments will permit Tea Table Key to be developed with up to thirty one (31) residential dwelling units (30 hotel units and 1 market rate unit). These units will be developed as a state of the art, world class, eco-friendly villa style hotel resort.

The Amendments have been filed as corresponding map amendments to a simultaneously filed Comprehensive Plan Amendment to create the sub-area policy and the boundary of the Sunset Affordable Housing Area 1.

b. Amendment Request:

The requested FLUM and LUD amendments are being requested to create the boundary of the Sunset Affordable Housing Area 1, and propose the following amendments to the FLUM and LUD designations:

1. The FLUM amendment will amend the approximately 4.93 acres of upland area on Tea Table Key from Residential Conservation (“RC”) to MU and will incorporate the approximately 2.77 acres at Sunset Inn, designated MU, to create the boundary of the Sub-Area on the Future Land Use Maps, as contained in the Comp. Plan; and
2. The LUD amendment will amend the approximately 4.93 acres of upland area on Tea Table Key from Native Residential (“NR”) to Tourist Commercial (TC) and will amend the approximately 2.77 acres at Sunset Inn from Village Center (“VC”) to Neighborhood Commercial (“NC”), and will create the boundary of the Sub-Area on the official zoning maps. Cumulatively, the Amendments will create the boundary of the Sub-Area on the Future Land Use Maps and Land Use District Maps, which will be comprised of approximately 7.7 acres.

Sunset Inn is currently recognized with thirty (30) Hotel/Motel units. By creating the boundary for the Sunset Affordable Housing Area 1, the FLUM and LUD amendments, in conjunction with the corresponding Comp. Plan Amendment, will allow the transfer of the Motel Units from Sunset Inn to Tea Table Key, will allow the utilization and development of the Motel Units on Tea Table Key, will provide the density necessary to develop a much needed

forty one (41) units of affordable workforce housing on the Sunset Inn property, and will ensure Sunset Inn is utilized exclusively for affordable workforce housing, accessory uses, and low/medium intensity retail use.

The Amendments will permit the development of the forty one (41) affordable dwelling units based upon the parcel's approximate size of 2.77 acres. Pursuant to the Amendments, the parcel will remain designated as MU, and will have a land use (zoning) district of will remain NC, and the Amendments will create the boundary of the Sub-Area. Pursuant to Section 30-697 of the Land Development Code parcels zoned NC have density up to fifteen (15) deed restricted affordable housing dwelling units per acre, which amounts to a total of forty one and a half (41.55) affordable dwelling units. Pursuant to LDC Section 30-697, parcels within the NC zoning district are permitted attached deed restricted affordable housing dwelling units as of right, and there is no restriction contained in this section as to the conversion of existing hotel/motel units into deed restricted affordable housing units.

Additionally, Sunset Inn's overall development potential of forty one (41) affordable dwelling units is derived from the language contained in the Sub-Area Policy. The Sub-Area policy will

1. Limit the permissible uses on the parcel with Parcel ID No. 00399601-000000 to affordable dwelling units, accessory uses, and low/medium intensity retail;
2. Provide that the maximum number of affordable housing dwelling units permitted on the property with Parcel ID No. 00399601-000000 shall be forty one (41) units, and
3. Allow development of the affordable housing dwelling units by means of a redeveloped or a conversion of the existing hotel or motel structures. Development of the affordable housing dwelling units on Sunset Inn will utilize the existing structures and will be done pursuant and in compliance with the comprehensive plan and Land Development Code, notwithstanding the density or anything contained in the Sub-Area policy.

Tea Table Key's overall development potential under the Sub-Area policy is derived from the language contained in the Sub-Area Policy and the upland acreage of the property, which is being amended and will have a TC zoning designation and an MU future land use. Pursuant to the Sub-Area Policy the parcel will be restricted to a max net density of up to thirty one (31) residential dwelling units (30 Motel units and 1 existing residential dwelling unit) on Tea Table Keys approximately 4.93 acres of upland. Development of the units on Tea Table Key will be done pursuant and in compliance with the comprehensive plan and Land Development Code, notwithstanding the density requirements or anything contained in the Sub-Area policy.

The Amendments, in conjunction with the Comp. Plan Amendment, will allow the transfer of the Motel Units from Sunset Inn to Tea Table Key, will allow the utilization and development of the Motel Units on Tea Table Key, and will limit Tea Table Key's overall development potential to the maximum density necessary to develop up to thirty one (31) residential dwelling units

(30 Motel units and 1 existing residential dwelling unit) as a world class, environmentally friendly resort.¹ The proposed development on Tea Table Key will be done with a very environmentally friendly mentality, developing the villa style hotel units as eco-friendly, and incorporating the development on Tea Table Key in a manner that will enhance and highlight the natural beauty of the Florida Keys.

Development within the Sunset Affordable Housing Area 1 will be done pursuant and in compliance with the Comprehensive Plan and Land Development Code, notwithstanding the provisions contained in the Sub-Area policy.

c. Data and Analysis

Sunset Affordable Housing Area 1.

1. Housing Data

It is well established that prior to Hurricane Irma the affordable housing shortage in the Florida Keys was staggering. According to Monroe County's Housing Strategy produced after Hurricane Irma, "[m]any of the business sectors in the Florida Keys, including professional services, retail trade, tourism and health care, find it increasingly difficult to attract and maintain workers." The City of Islamorada is clearly no different, and like many communities in south Florida, has experienced a dramatic increase in housing sales prices. According to the "Islamorada, Village of Islands Workforce Housing Support Study ("WFH Study"), attached hereto as **Exhibit A**, "Analysis of housing sales data show that sales prices in Islamorada, and in Marathon - another community in the Florida Keys, have increased at a much more rapid rate than housing prices for Florida and the United States." A trend that has continued post Irma and has been dramatically exacerbated in recent years.

The increase in housing prices in Islamorada, in and of itself creates an affordable workforce housing problem in Islamorada and the Florida Keys in general. However, the problem is accentuated in Islamorada. This is because some of the larger employers in the Village, such as the leisure and hospitality industry, accommodation and food services, retail service businesses and construction industry typically hire more lower wage employees than other industries. A significant percentage of new employees in these businesses earn very modest wages, making it increasingly difficult for them to afford a house for sale in the local real estate market, or rent housing.² The table below illustrates this ever worsening issue in Islamorada *See* Pg. 2 Islamorada, Village of Islands Workforce Housing Support Study (Islamorada's housing prices increased at a rate of 35 percent per year, at an average rate of growth of 22%, while housing prices in Florida increased at 14.9 percent and 9.6 percent nationally, *see* below table)

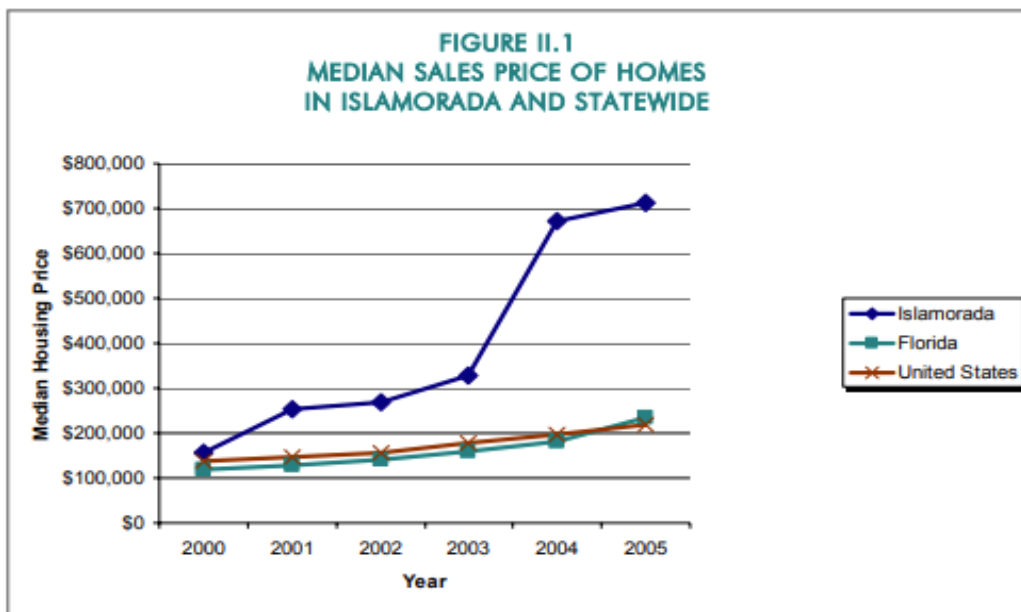
¹ *See* Tea Table Key Preliminary Site plan and rendering.

² Islamorada, Village of Islands Workforce Housing Support Study, Clarion Associates, LLC, September 2007.

Year	Islamorada		Marathon		Florida	US
	Average	Median	Average	Median	Median	Median
2000	\$286.9	\$156.8	\$209.7	\$190.2	\$117.6	\$139.0
2001	\$310.5	\$251.9	\$224.5	\$183.9	\$127.7	\$147.8
2002	\$361.8	\$268.2	\$260.5	\$247.5	\$141.7	\$156.2
2003	\$484.3	\$328.6	\$333.7	\$282.9	\$158.4	\$178.8
2004	\$743.6	\$671.4	\$450.4	\$363.2	\$181.9	\$195.4
2005	\$776.2	\$712.5	\$576.4	\$529.2	\$235.1	\$219.6
Rate of Growth	22.0%	35.4%	22.4%	22.7%	14.9%	9.6%

SOURCES: Monroe County Property Appraiser, Florida Board of Realtors and National Association of Realtors.

NOTE: Data for the State of Florida and the United States are for single family homes only.

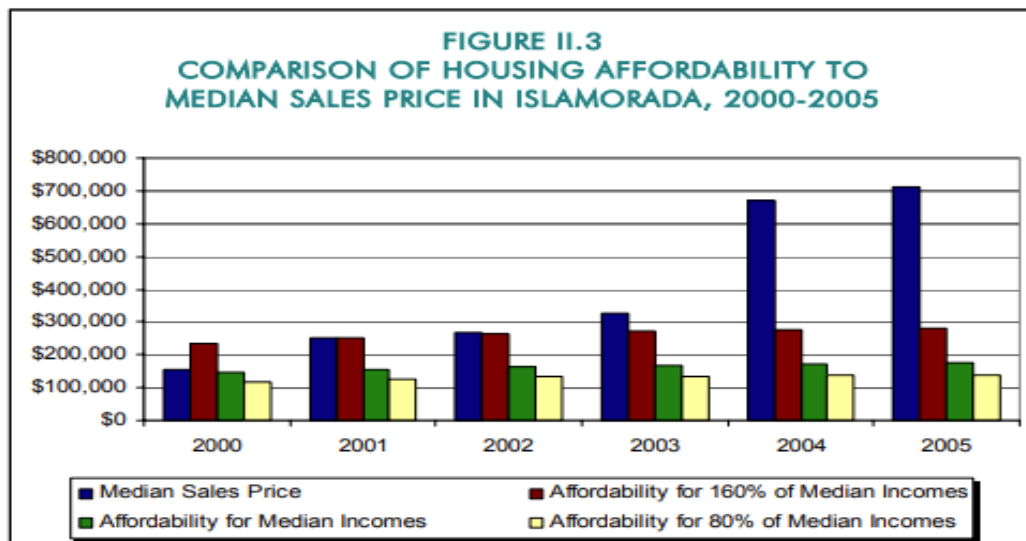


Source: Monroe County Property Appraiser Database and Florida Association of Realtors

Unfortunately, the median income ranges have not historically increase at comparable rates, and this has increasingly caused a larger and larger gap between household incomes and median housing costs, which has resulted in housing becoming less and less affordable to workforce households in Islamorada. In fact, according to the WFH Study, “in 2000, the median income in Monroe County was \$49,300 and the median price of a home in Islamorada was \$156,757 - approximately 318 percent of median income levels. By 2003, the median income for a household in Monroe County was \$56,500 and the median price of a home in Islamorada was \$328,571 - approximately 582 percent of median income levels. In 2005, the median income for a Monroe County household was \$58,450 and the median price of a home in Islamorada was \$712,500 - approximately 1,219 percent of median income levels,” (See below table).

Year	Median Price of Homes	Median Price of Homes as % of Median Income	Median Household Income for Monroe County
2000	\$156,757	318%	\$49,300
2001	\$251,887	483%	\$52,100
2002	\$268,182	487%	\$55,100
2003	\$328,571	582%	\$56,500
2004	\$671,429	1,174%	\$57,200
2005	\$712,500	1,219%	\$58,450

A well-established national benchmark for evaluating affordability is whether median household incomes in a community are at the level where the family could afford a median priced home; more specifically, affordability of owner-occupied housing is normally defined as 300 percent of median household income.³ Per Monroe County's housing Strategy, if more than 30% of a household's income is expended for housing, such household is considered "cost burdened." In Islamorada, since 2002, "median priced homes have exceeded the price that was affordable to the households earning 160 percent of the area median income. In 2005, the median priced home cost \$431,940 more than a household earning 160 per cent of the area median income could afford. The housing affordability problem is affecting not only households earning the area median income, but also those earning well above the median income."⁴

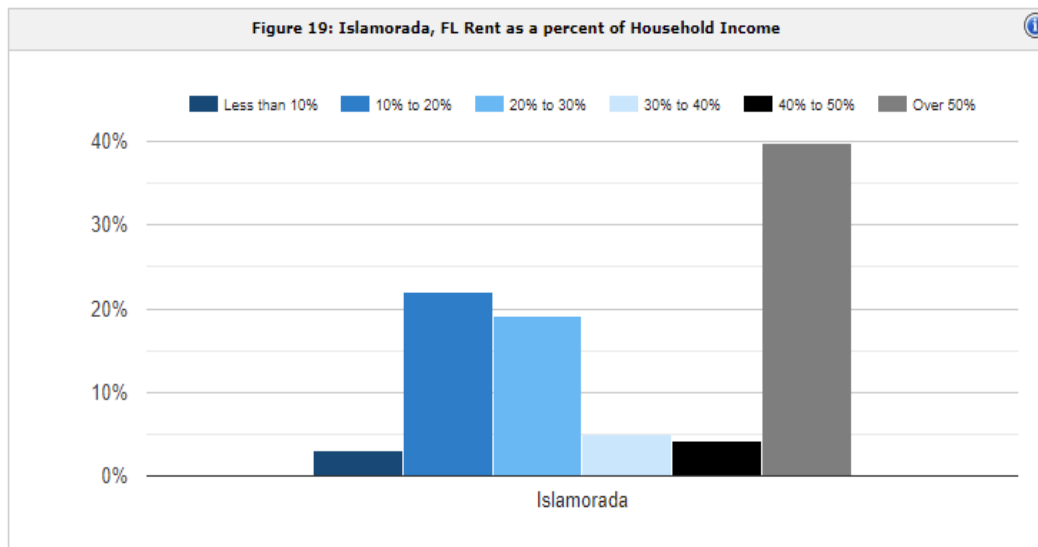


Source: U.S. Department of Housing and Urban Development and the Monroe County Property Appraiser.

³ Islamorada, Village of Islands Workforce Housing Support Study, Clarion Associates, LLC, September 2007.

⁴ Id. at 17.

The trends illustrated above have not changed in recent years, and based upon information contained in the US Census for the City of Islamorada, the median household income in the City is \$82,500.00, while the median sales price of homes was \$832,954.00. The rental market is just as inflated, as illustrated by Town Charts Housing data⁵, large numbers of workers in the city are paying above 50% of their income toward rental housing, *See below*:



Islamorada has a small number of affordable housing units available, and that number was further diminished as a result of Hurricane Irma in 2017. The WFH Study provides “The report’s conclusions include an existing deficiency of 356 units for the resident workforce, an existing deficiency of 794 units for non-resident workforce, and, by the year 2020, a projected total workforce housing need of (one thousand one hundred two) 1,192 units.”

Although Islamorada is incorporated, it is important to note that the affordable housing crisis extends county-wide. In Monroe County the percentage of households with mortgages that exceed the HUD threshold for being considered cost-burdened due to the amount of the attendant mortgage payments. According to HUD, “cost-burdened” households pay more than 30% of income for rent or mortgage costs. This is also the standard used by the Florida Department of Economic Opportunity. In 2009, 12,927 Monroe County households (37%) paid more than 30% of income for housing. By comparison, 29% of households statewide are cost burdened. Over six thousand households in Monroe County (18%) must pay more than 50% of household income for housing.

Based on the foregoing, the Sunset Affordable Housing Sub-Area Policy 1-2.11.6., will assist the city in providing access to adequate affordable housing that is safe, decent, and structurally sound, and is a smart and practical way to provide affordable housing in the village center, allowing work force employees to reside in close proximity to their jobs within the

⁵ <https://www.towncharts.com/Florida/Housing/Islamorada-FL-Housing-data.html>

City itself. The City of Islamorada does not have many locations that are suitable for multi-unit developments within the “Village Center.” Sunset Inn is located in Village Center on approximately 2.77 acres of land. It is currently utilized as a hotel/motel. The intent of the Applicant is to utilize this area to develop forty one (41) deed restricted affordable housing dwelling units, something that is clearly a huge need for the City of Islamorada. In order to permit this site to be utilized as an affordable housing development, the Applicant is seeking to transfer the existing Motel Units to the second parcel within the Sub-Area.

2. Homestead Industrial Zoning Ordinance and Development.

On or around November 2, 2022, Developers secured enough commissioner votes to expand Miami-Dade County’s Urban Development Boundary to turn farmland into a new commercial complex near Homestead. The South Dade Logistics and Technology District is a proposed 380-acre mix of warehouses, call centers and other commercial uses south of Florida’s Turnpike and north of Moody Drive (Southwest 268th Street). The project has been called a way to bring more than 7,000 jobs to South Miami-Dade and give residents an alternative to fighting traffic for the sought-after wages available to the north and south of the project. Miami-Dade’s planning staff opposed the project, saying the county had enough industrial land available within the Urban Development Boundary.

The zoning change and proposed project will effectively change what has been a historically agrarian area with low paying manual labor jobs into a commercial industrial area with higher paying jobs and positions available. Many residents of South Miami Dade travel to the upper Keys for higher paying jobs and return home at the end of the weekday. With the zoning change and the proposed project, these commuter workers will almost certainly be able to secure jobs closer to their place of residence, nullifying their need to commute to the upper Keys.

Affordable housing is the most pressing issue Islamorada, the Upper Keys, and Monroe County in general. The ability of Islamorada and the upper Keys to attract commute workers from the mainland has historically provided these municipalities with a reprieve on the affordable housing demands, as these workers do not need accommodation within Islamorada or the Upper keys but rather commute back and forth from South Miami Dade. With the passing of the zoning change and the proposed project (as described above), these municipalities will lose the ability to rely on commute workers as the pool in South Miami Dade shifts into jobs within the South Dade Logistics and Technology District. Municipalities within the Upper Keys will need to start filling vacancies with permanent residents, and this means providing adequate affordable housing options to these workers.

With the changes on the mainland (as described above), the ability of the Village of Islamorada to provide a multi-family affordable housing projects within the Village is more important than ever, and the proposed Subarea policy provides the Village with an invaluable opportunity to provide one such affordable housing development.

3. The “Fills” Islamorada.

The causeway along the Overseas Highway in Islamorada known as the “Fills” is popular with people coming to launch boats, swim and picnic in the Keys. The entrance to Tea Table Key is located near mile marker 79, and is directly north of Tea Table Fill and Indian Key Fill:



The state owns the causeway areas between mile markers 78 and 80. But since 2020, the areas have been managed by the village of Islamorada. There are about 15 to 18 parking spots available near each of the areas, and the areas are frequented by tourists.

Developing Tea Table Key as an environmentally friendly resort will not have any effect on the Fills based on the number of units, the location of the resort, and the type of tourist expected at the resort.

As discussed above, the proposed development at Tea Table Key is limited to a maximum density of thirty one (31) residential units (30 transient units and 1 market rate unit). The small number of rooms at the proposed environmentally friendly resort means that the projected number of tourists is minimal. Additionally, the proposed development will provide sufficient off-street parking to accommodate guests of the resort., eliminating any concern that guests would be parking along US 1 at the Fills.

The Fills are a popular spot for tourists to stop along US 1 to enjoy the crystal-clear waters of the Florida Keys. As shown above and below, Tea Table Key is located directly north of Tea Table Fill, is located in the exact same waters on the Atlantic side of US 1, and idyllic views as the Fills along US 1:



Additionally, Tea Table Key has private water access to the crystal-clear waters on the Atlantic side of US 1:



The proposed resort will offer guests access to the waters of the Florida Keys and will provide idyllic views of the ocean and sunset. Based on this, there is no reason a guest of the proposed development will utilize the Fills to access the water, relax on the beach, or view the sunset or water views.

Finally, based on various reports and articles, the tourists that frequent the Fills are more often than not day trip tourists from the mainland. According to “the Fills Overview”⁶ “What we experience now is day trippers moving in, especially on summer weekends, spending the day, with no restroom facilities, playing loud music, tearing up the sea grass and leaving their litter behind when they leave.” Contrary to the day trip tourists that frequent the Fills, and have become a source of contention in Islamorada. The proposed Development is an overnight tourist destination and

⁶ See “Details of the Fills,” Islamorada Community Alliance, <https://islamorada.org/the-fills-overview/>

will attract tourists travelling to the Florida Keys for overnight and extended stays. The anticipated guests will have access to the waters via the private beach at the resort and will have amenities and activities that will negate any need for them to utilize the Fills for any reason.

Based on the above, the proposed Development will in no way negatively affect the issues that are being faced at the Fills.

II. The FLUM amendments is consistent with the Principles for Guiding Development within the Florida Keys Area of Critical State Concern, pursuant to § 380.0552(7), Florida Statutes. The Principles are listed below:

1. Strengthening local government capabilities for managing land use and development so that local government is able to achieve these objectives without continuing the area of critical state concern designation.

The Amendments propose to create a site-specific Sub-Area with limited development potential that furthers the government's management abilities within the boundary of the Sub-Area. Additionally, the designation of the proposed Sub-Area will assist the government in accomplishing affordable housing requirements while stimulating commerce in the area.

2. Protecting shoreline and marine resources, including mangroves, coral reef formations, seagrass beds, wetlands, fish and wildlife, and their habitat.

The Proposed amendments will allow utilization of portions of the Sub-Area to highlight the shoreline and marine resources, and further utilization of the areas in a sustainable and habitat friendly manner.

3. Protecting upland resources, tropical biological communities, freshwater wetlands, native tropical vegetation (for example, hardwood hammocks and pinelands), dune ridges and beaches, wildlife, and their habitat.

The Amendments will not affect upland resources.

4. Ensuring the maximum well-being of the Florida Keys and its citizens through sound economic development.

The Amendments provide an opportunity to stimulate local economic development by providing much needed affordable housing to the workforce of Islamorada and will create increase sustainable commerce in the tourist industry by providing access to the shoreline and marine resources that are a major highlight of the Florida Keys.

5. Limiting the adverse impacts of development on the quality of water throughout the Florida Keys.

The Amendments will not have an effect on the water quality throughout the Florida Keys.

6. Enhancing natural scenic resources, promoting the aesthetic benefits of the natural environment, and ensuring that development is compatible with the unique historic character of the Florida Keys.

The Amendments will allow the development of portions of land which will increase access to, and enhance and highlight the natural beauty of the Florida Keys, while remaining compatible with the historic character of the Florida Keys.

7. Protecting the value, efficiency, cost-effectiveness, and amortized life of existing and proposed major public investments, including:
 - a. The Florida Keys Aqueduct and water supply facilities;
 - b. Sewage collection, treatment, and disposal facilities;
 - c. Solid waste treatment, collection, and disposal facilities;
 - d. Key West Naval Air Station and other military facilities;
 - e. Transportation facilities;
 - f. Federal parks, wildlife refuges, and marine sanctuaries;
 - g. State parks, recreation facilities, aquatic preserves, and other publicly owned properties;
 - h. City electric service and the Florida Keys Electric Co-op; and
8. Protecting and improving water quality by providing for the construction, operation, maintenance, and replacement of stormwater management facilities; central sewage collection; treatment and disposal facilities; and the installation and proper operation and maintenance of onsite sewage treatment and disposal systems.
9. Ensuring the improvement of nearshore water quality by requiring the construction and operation of wastewater management facilities that meet the requirements of § 381.0065(4)(l) and 403.086(10), as applicable, and by directing growth to areas served by central wastewater treatment facilities through permit allocation systems.

The Amendments will not affect the major public investments. Coordination with the required utilities will occur upon development of the Sub-Area.

10. Limiting the adverse impacts of public investments on the environmental resources of the Florida Keys.

The Amendments create a site-specific Sub-Area policy that limits the adverse effects of public investments on the environmental resources of the Florida Keys.

11. Making available adequate affordable housing for all sectors of the population of the Florida Keys.

The Amendments provide the government with a rare opportunity to address the drastically dire affordable housing shortage, by allowing the development of a much-needed multi-family affordable housing development within the center of Islamorada.

b. Basis for Amendment

i. Change in Projections.

The basis for the amendment is a change in projections (e.g., regarding public service needs) from those on which the text or boundary was based. This FLUM and LUD amendment Application creates the boundary for Sub-Area Policy 1-2.11.6 and creates the Sunset Affordable Housing Area 1. The purpose of Sunset Affordable Housing Area 1 is to provide the hospitality, working waterfront, industrial, and other commercial uses in Islamorada, and the surrounding areas with much needed affordable workforce housing which, under the current Comprehensive Plan and absent the Sub-Area Policy, the City and Applicant are unable to provide or construct.

ii. Change in Assumptions.

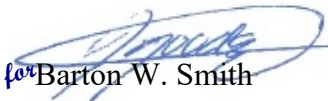
The basis for the amendment is a change in assumption (e.g., regarding demographic trends). As discussed above, there has been a dramatic change in the median housing prices within Islamorada, which has made it increasingly difficult for the Village to provide the much-needed affordable housing options for the hospitality, working waterfront, industrial, and other commercial use employees in and around the Village. The Sub-Area Policy will allow the applicant to provide the Village with much needed affordable workforce housing in a location within the Village Center, something that without the Sub-Area policy would not be able to be accomplished. Additionally, with the proposed commercial and industrial developments on the mainland, and higher paying jobs become available in that area, affordable housing for workers in these municipalities becomes more necessary than ever as the Upper Keys lose the ability to attract workers from the mainland who commute.

III. Conclusion

Applicant respectfully requests the specified Amendments be granted based on the changed conditions underlying the demonstrated and increasing need for workforce housing in Monroe County, particularly in proximity to the Islamorada employment centers, and the potential for construction of workforce housing to serve the needs of the community.

If you require anything further, or have any questions and/or concerns, please do not hesitate to contact our office.

Sincerely,


for Barton W. Smith

BWS/JG/bg

Enclosures

EXHIBIT A



Islamorada, Village of Islands

WORKFORCE HOUSING SUPPORT STUDY

September 2007

Submitted by:

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I. INTRODUCTION AND EXECUTIVE SUMMARY

A. INTRODUCTION

Real estate prices in Islamorada, Village of Islands, Florida (hereinafter “Village of Islamorada” or “Islamorada”) have increased significantly in recent years, with housing prices in Islamorada rising since 2000 to the point that a household earning a moderate income today can no longer afford the large majority of housing that is available through the private market. Concern about this issue has grown to the point that business owners are concerned about the difficulties of recruiting and retaining employees because of the lack of local housing that is affordable for their workers.

In response to this problem, the Village of Islamorada initiated an effort to determine the need new residential and non-residential developments create for housing that is affordable to the Village’s workforce as a basis for establishing a workforce housing mitigation program. As part of this effort, Islamorada is preparing this *Workforce Housing Support Study*. It provides background and technical documentation for the workforce housing need created by new development and remodels, develops a methodology for determining need, and provides statistical support for a workforce housing mitigation program. Initially it identifies the workforce housing problem in Islamorada. It then provides the technical documentation and analysis needed to establish whether new development (both residential and non-residential) creates a need for workforce housing. This is done by evaluating the linkage between (1) employment generated by the construction and then maintenance and operations (post-construction) of new residential units and (2) the employment generated by the construction and then employment that occurs at non-residential development (post-construction activities). Because the analysis demonstrates there is a need created by both residential and non-residential development for workforce housing, the Study also identifies the need both in workforce housing units (or a fraction thereof) that could be built to address the need, and funding shortages (workforce housing assistance) that could be addressed to meet the need.

After this Introduction, there is an Executive Summary that summarizes the findings of the Support Study.

The second section in this Support Study describes the housing affordability problem in Islamorada (See Section II. Problem Description). It shows that while employment in the Village has grown over the past decade, wages have tended to stagnate and housing offerings at prices that the large majority of the local employment base can afford have declined.

The third section (Section III: The Need for Workforce Housing Created by New Development) discusses the relationship between new residential and nonresidential development and the demand this new development creates for workforce housing. It outlines the methodology and calculations that determine the need created for workforce housing by new development (both residential and nonresidential). As is highlighted above, because the analysis demonstrates there is a need created by both residential and non-residential development for

percent of median household income.² Table I.2: *Monroe County Median Household Income and Median Single Family Housing Prices in Islamorada, 2000-2005*, outlines the affordability gap over the last five years. In 2000, the median income in Monroe County was \$49,300 and the median price of a home in Islamorada was \$156,757 – approximately 318 percent of median income levels. By 2003, the median income for a household in Monroe County was \$56,500 and the median price of a home in Islamorada was \$328,571 – approximately 582 percent of median income levels. In 2005, the median income for a Monroe County household was \$58,450 and the median price of a home in Islamorada was \$712,500 – approximately 1,219 percent of median income levels.

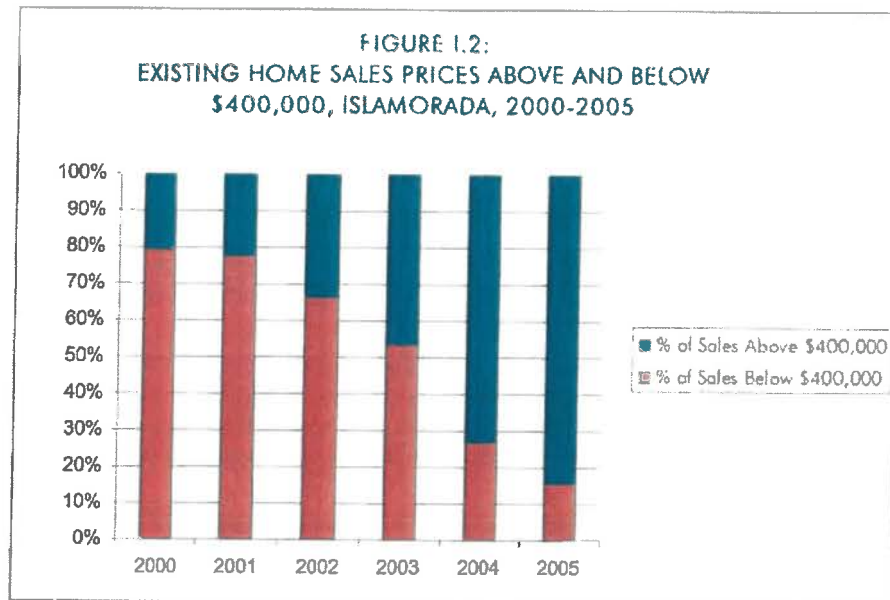
TABLE I.2:
MONROE COUNTY MEDIAN HOUSEHOLD INCOME AND
MEDIAN SINGLE FAMILY HOUSING PRICES IN ISLAMORADA, 2000-2005

Year	Median Price of Homes	Median Price of Homes as % of Median Income	Median Household Income for Monroe County
2000	\$156,757	318%	\$49,300
2001	\$251,887	483%	\$52,100
2002	\$268,182	487%	\$55,100
2003	\$328,571	582%	\$56,500
2004	\$671,429	1,174%	\$57,200
2005	\$712,500	1,219%	\$58,450

Over the past five years, the market not only priced out employees earning median incomes, but also priced out workers with much higher incomes. This housing affordability comparison (300%) can also be used to evaluate the affordability of housing prices to households earning higher than the area median income (160 percent of area median income) or lower than the area median income (80 percent of area median income). Figure I.1: *Comparison of Housing Affordability to Median Sales Prices in Islamorada*, illustrates that even households earning 160 percent of the area median income can not afford median priced housing in Islamorada, much less those earning 80 percent of area median income.

² A national benchmark for evaluating affordability is whether median household incomes in a community are at the level where the family could afford a median priced home; more specifically, affordability of owner-occupied housing is normally defined as 300 percent of median household income.

dwelling at the lower end is greatly diminished. The phenomenon is not just a matter of rapid increases in prices of high end units. Rather, it is a general increase in unit prices.



Source: Monroe County Property Appraiser Database

Based on what the housing price, housing sales, and income data for Monroe County and Islamorada show, there is no doubt there is a housing affordability problem in Islamorada today.

2. The Need for Workforce Housing Created by New Development

The need to provide housing that is affordable to the Village of Islamorada's workforce is generated by new development that demands labor (employees). Because both residential and non-residential development create demand for labor (employees), both are evaluated to determine the workforce housing need created by each type of development.

a) Residential Development

Residential development in Islamorada has two employment needs: (1) the construction of the residence, and (2) the operation and maintenance of the residence, post-construction.

i) Demand for Workforce Housing Units for Construction Employees

The construction, expansion, or renovation of buildings requires the employment of contractors and construction workers to do the work. The wages of most of these workers are within a range such that they can not afford housing in Islamorada. The method used to assess the

employees needed over the course of a 40-year construction career to construct a certain size unit (see the column labeled "Employees Needed (Over Career of Employee)"), and the number of housing units needed for those employees (see the column labeled "Housing Units Needed for Employees").

Table 14: CONSTRUCTION EMPLOYMENT AND NEED FOR WORKFORCE HOUSING IN ISLAMORADA			
Building Size	Employee Years to Construct Units	Employees Needed (Over Career of Employee)	Housing Units Needed for Employees
500	0.601	0.015	0.009
750	0.901	0.023	0.014
1,000	1.201	0.030	0.019
1,500	1.802	0.045	0.028
2,000	2.403	0.060	0.038
2,500	3.004	0.075	0.047
3,000	3.604	0.090	0.057
3,500	4.205	0.105	0.066
4,000	4.806	0.120	0.076
4,500	5.406	0.135	0.085
5,000	6.007	0.150	0.095

ii) *Demand for Workforce Housing Units for Operation and Maintenance Employees*

Operations and maintenance services provided to residential dwelling units also create a demand for labor (employees). To assess the affect of this labor demand on the need for workforce housing, the Village of Islamorada contracted RRC Associates, Inc. to conduct a survey of homeowners in Islamorada in the spring of 2006, the results of which are summarized in a report titled *Village of Islamorada Residential Job Generation Study* (July 2006) (hereinafter referred to as "*Residential Job Study*"). One of the primary objectives of the *Residential Job Study* was to acquire data on the employment associated with the operations and maintenance of residential units in Islamorada. The *Residential Job Study* asked homeowners questions about the use, both directly and indirectly, of five primary categories of employees that are hired to assist in the operation and maintenance of residential units. They include:

- Direct hires by home owners;
- Hires by property management firms retained by home owners to operate and maintain residential properties;
- Hires by homeowners associations responsible for operating and maintaining residential properties;

house the employees engaged in the operation and maintenance of homes of different sizes.

Table 1.5: OPERATIONS AND MAINTENANCE EMPLOYMENT BY HOME SIZE AND RESIDENCY OF UNIT, ISLAMORADA				
Unit Size	Full-Time Resident Units		All Other Units	
	Employees for Full-Time Resident Units	No. of Units Needed for Employees of Full-Time Resident Units	Employees for All Other Units	No. of Units Needed for Employees of All Other Units
500	0.000	0.000	0.019	0.012
750	0.000	0.000	0.035	0.022
1,000	0.013	0.008	0.051	0.032
1,500	0.045	0.029	0.084	0.053
2,000	0.078	0.049	0.116	0.073
2,500	0.110	0.069	0.148	0.094
3,000	0.142	0.090	0.181	0.114
3,500	0.175	0.110	0.213	0.134
4,000	0.207	0.130	0.245	0.155
4,500	0.239	0.151	0.278	0.175
5,000	0.272	0.171	0.310	0.196

iii) Assistance to Address Workforce Housing Need

In fully exploring the need for workforce housing created by residential development, there is one final step that needs to be taken -- determining the amount of assistance (housing subsidy) that is needed to make housing in the community affordable for the construction and operations/maintenance employee households that build and service residential units. To adequately address the different types of households that need workforce housing assistance, three Workforce Housing Categories are developed in this Study. The intent of the categories is to recognize that households of varying income levels live in units of varying size and price. For example, it is logical that a household earning \$60,000 lives in a different and more expensive house than a household earning \$30,000. These three categories address this issue.⁶ These categories are used to better assess workforce housing mitigation at a level that is reflective of the different income categories in the community, and are based upon local prices to construct workforce units in Islamorada.

Using the household incomes earned by construction and operations and maintenance employees, the subsidy needed to afford a workforce housing unit within the appropriate workforce housing

⁶ The Workforce Housing Categories are not linked in any way to income or occupancy eligibility requirements related to the application for affordable housing units in Islamorada. These categories are intended for use as a tool to determine workforce housing mitigation both in terms of units and housing assistance, and do not serve as eligibility requirements.

b) Non-Residential Development

The other basic sector in Islamorada that employs workers is nonresidential development. This includes offices, retail establishments, industrial businesses, tourist/recreational services, institutional uses, and government facilities. Non-residential development places a demand on labor (the workforce) in two ways: (1) demand for workers to construct the building, and (2) demand for employees that will work at the new non-residential development. Construction employees construct the nonresidential buildings. All different types of employees work at the structure after the building is complete, depending on the type of business/land use. Both activities generate employment in Islamorada, and because of the wage levels and existing housing prices, a number of these activities result in a need for affordable workforce housing.

i) Construction Impacts

As discussed previously, the construction, expansion, or renovation of buildings requires the employment of contractors and construction workers to do the work. The need for workforce housing created by construction employees for non-residential development was determined to be the same as residential development.

Table 1.8: *Construction Employment and Need for Housing in Islamorada*, sets out the number of employees needed to construct different size non-residential buildings. Specifically, the table displays the number of employee years it takes to construct a building of a certain size, the number of employees needed over the course of a 40-year construction career to construct a certain size unit, and the number of housing units needed for these employees.

Table 1.8: CONSTRUCTION EMPLOYMENT AND NEED FOR WORKFORCE HOUSING IN ISLAMORADA			
Building Size	Employee Years to Construct Units	Employees Needed (Over Career of Employee)	Housing Units Needed for Employees
500	0.601	0.015	0.009
750	0.901	0.023	0.014
1,000	1.201	0.030	0.019
1,500	1.802	0.045	0.028
2,000	2.403	0.060	0.038
2,500	3.004	0.075	0.047
3,000	3.604	0.090	0.057
3,500	4.205	0.105	0.066
4,000	4.806	0.120	0.076
4,500	5.406	0.135	0.085
5,000	6.007	0.150	0.095

iii) Assistance to Address Workforce Housing Need

As mentioned previously, to fully explore the need for workforce housing created by non-residential development, there is one final step -- determining the amount of assistance (housing subsidy) that is needed to make housing in the community affordable for the workforce employees that build and service non-residential development. To adequately address the different types of households that need workforce housing assistance, three Workforce Housing Categories are developed in this Study. These categories are used to better assess workforce housing mitigation at a level that is reflective of the different income categories in the community.

Using the household incomes earned by non-residential construction and post-construction employees, the subsidy needed to afford a workforce housing unit, based upon the appropriate Workforce Housing Category, was determined by subtracting the amount of housing that is affordable to the household based on income from the price of the appropriate workforce housing unit. The housing assistance needed per non-residential land use type (per 1,000 square feet) is outlined below in Table I.10: *Need for Workforce Housing Created by Non-Residential Development*.

Table I.10 NEED FOR WORKFORCE HOUSING CREATED BY NON-RESIDENTIAL DEVELOPMENT						
Non-Residential Land Use Type	Construction Employees		Post-Construction Employees		Total Need Demanded by Construction and Post- Construction Employees	
	Housing Units Needed for Employees	Housing Assistance Needed	Housing Units Needed for Employees	Housing Assistance Needed	Total Housing Units Needed	Total Housing Assistance Needed
Per 1,000 Square Feet						
Governmental	0.019	\$809	0.601	\$16,669	0.620	\$17,478
Industrial	0.019	\$809	0.837	\$45,046	0.856	\$45,855
Institutional	0.019	\$809	0.821	\$48,685	0.840	\$49,494
Office	0.019	\$809	1.121	\$52,370	1.140	\$53,179
Retail	0.019	\$809	0.921	\$15,418	0.940	\$16,227
Tourist						
Expansion	0.019	\$809	0.619	\$22,694	0.638	\$23,503
New Development	0.019	\$809	0.952	\$34,917	0.971	\$35,726

TABLE II.1: PRICES OF EXISTING HOME SALES ISLAMORADA AND COMPARATIVE AREAS 2000 TO 2005 (in thousands)						
Year	Islamorada		Marathon		Florida	US
	Average	Median	Average	Median	Median	Median
2000	\$286.9	\$156.8	\$209.7	\$190.2	\$117.6	\$139.0
2001	\$310.5	\$251.9	\$224.5	\$183.9	\$127.7	\$147.8
2002	\$361.8	\$268.2	\$260.5	\$247.5	\$141.7	\$156.2
2003	\$484.3	\$328.6	\$333.7	\$282.9	\$158.4	\$178.8
2004	\$743.6	\$671.4	\$450.4	\$363.2	\$181.9	\$195.4
2005	\$776.2	\$712.5	\$576.4	\$529.2	\$235.1	\$219.6
Rate of Growth	22.0%	35.4%	22.4%	22.7%	14.9%	9.6%

SOURCES: Monroe County Property Appraiser, Florida Board of Realtors and National Association of Realtors.

NOTE: Data for the State of Florida and the United States are for single family homes only.

A. MEDIAN HOUSING PRICES AND MEDIAN HOUSEHOLD INCOMES

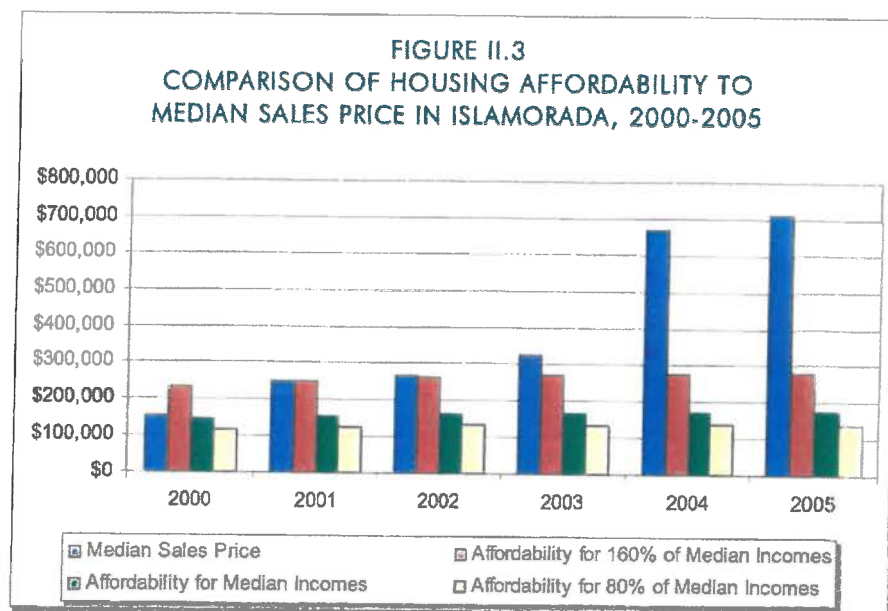
Normally, housing affordability is evaluated by comparing the price of housing for a local real estate market to prevailing wage and salary incomes. A national benchmark for evaluating affordability is whether median household incomes in a community are at the level where the household could afford a median priced home. Typically, affordability of owner-occupied housing is defined as 300 percent of median household income.

As Table II.2: *Monroe County Median Household Income and Median Single Family Housing Prices in Islamorada, 2000-2005*, demonstrates, over the past five years the gap between median household incomes and median housing costs resulted in median priced housing that is not affordable to households earning the area median income and beyond.⁷ In 2000, the median income in Monroe County was \$49,300 and the median price of a home in Islamorada was \$156,757 – approximately 318 percent of median income levels. By 2003, the median income for a household in Monroe County was \$56,500 and the median price of a home in Islamorada was \$328,571 – approximately 582 percent of median income levels. In 2005, the median income for a Monroe County household was \$58,450 and the median price of a home in Islamorada was \$712,500 – approximately 1,219 percent of median income levels. Over the past few five years, the market has priced out all wage earners, except for those at the very highest income levels. See Figure II.2: *Comparison of Median Sales Prices and 300% of Median Household Incomes, 2000-2005*.

⁷ Because median income data is not available for the Village of Islamorada, this analysis uses Monroe County median income data as calculated by the U.S. Department of Housing and Urban Development.

cent of median income. In 2005, the sales price exceeded the housing price affordable to a median household income by more than \$537,150. What this means is that the median priced unit in 2005 is affordable to a household earning \$237,500 - \$179,050 more than the area median income.

Moreover, since 2002, median priced homes have exceeded the price that was affordable to the households earning 160 percent of the area median income. In 2005, the median priced home cost \$431,940 more than a household earning 160 per cent of the area median income could afford. The housing affordability problem is affecting not only households earning the area median income, but also those earning well above the median income.



Source: U.S. Department of Housing and Urban Development and the Monroe County Property Appraiser.

B. HOUSING PRICES ARE FAR OUTPACING INCREASES IN WAGES/INCOME

Housing affordability, however, is a relative concept. When inquiring about affordability, it is necessary to ask the question "affordable with respect to what?" Some suggest that attempting to measure housing prices with some type of median or similar measure can be misleading. They suggest that the relevant question is whether housing is available in the market place within the price ranges that local employees can reasonably afford.

Review of Monroe County employment and wage data in 2005 and data trended to 2006, indicate that housing in the Village of Islamorada is no longer available at prices that much of the local work force can reasonably afford. The data show that even with employment and wage growth,

TABLE II.3:
EMPLOYMENT AND EARNINGS BY INDUSTRY
MONROE COUNTY, 2005-2006

Industry Title	Average Employment	Annual Wage		Florida	'06 Monroe City Wages as % of Statewide Earnings
		2005	2006	2006	
Trade, Transportation, and Utilities	7,636	\$31,256	\$32,616	\$36,053	90.47%
Wholesale Trade	520	\$45,167	\$47,132	\$55,030	85.65%
Retail Trade	5,553	\$27,209	\$28,393	\$26,929	105.44%
Information	457	\$47,952	\$50,038	\$55,045	90.90%
Financial Activities	2,364	\$42,750	\$44,610	\$54,909	81.24%
Finance and Insurance	1,220	\$50,038	\$52,215	\$61,889	84.37%
Real Estate and Rental and Leasing	1,144	\$34,976	\$36,497	\$40,672	89.73%
Professional and Business Services	2,603	\$43,410	\$45,298	\$40,927	110.68%
Education and Health Services	4,049	\$37,743	\$39,385	\$39,672	99.28%
Leisure and Hospitality	11,539	\$23,788	\$24,823	\$20,287	122.36%
Accommodation and Food Services	10,136	\$23,297	\$24,310	\$17,661	137.65%
Other Services	1,472	\$27,466	\$28,661	\$26,923	106.45%
Public Administration	3,132	\$47,605	\$49,676	\$46,542	106.73%

SOURCE: Florida Labor Market Statistics, September 2006. NOTE: 2006 earnings were projected using a 2.9% increase over 2005, which was the 2004-2005 increase.

C. THE SUPPLY OF HOUSING AFFORDABLE TO THE WORKFORCE IS SUBSTANTIALLY DECREASING

The breadth of the housing affordability problem in the Village of Islamorada is further demonstrated by considering the income and housing cost data from the Monroe County Property Appraiser on the sales price of all residential units sold in Islamorada between January 1, 2000 and December 31, 2005. The residential sales are categorized into three types of residential units: single-family detached; condominiums; and mobile homes. There have been a total of 1,373 residential sales recorded by the Monroe County Property Appraiser in Islamorada over this six year period. Of these units sold, the large majority are single-family detached units (59.1%) and condominium units (39%). The balance is mobile home units. See Table II.4: *Types of Residential Units Sold, Islamorada, 2000-2005*.

TABLE II.4:
TYPES OF RESIDENTIAL UNITS SOLD,
ISLAMORADA, 2000-2005

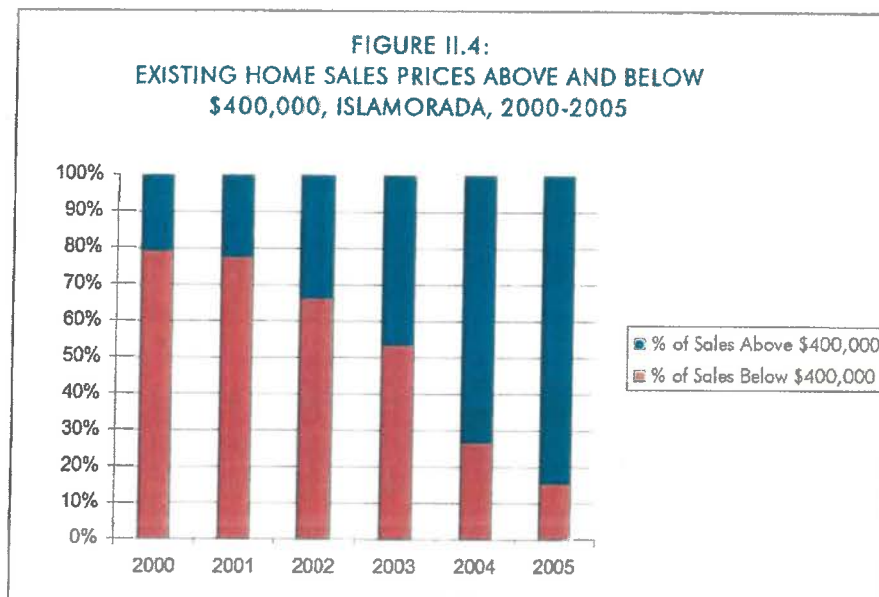
Year	Single-Family Detached	Condominiums	Mobile Homes	Total
2000	22	32	3	57
2001	75	63	2	140
2002	124	92	6	222
2003	183	83	5	271
2004	207	107	3	317
2005	200	159	7	366
TOTAL	811	536	26	1,373
Percent of Total	59.1%	39.0%	1.9%	100.0%

Source: Monroe County Property Appraiser Database

TABLE II.5: EXISTING HOME SALES BY PRICE RANGE VILLAGE OF ISLAMORADA, 2000 - 2005						
Sales Price	2000	2001	2002	2003	2004	2005
Below \$400k	366	317	271	222	140	57
% Below \$400k	79.20%	77.30%	66.30%	53.40%	26.80%	15.40%
% Above \$400k	20.80%	22.70%	33.70%	46.60%	73.20%	84.60%
Single Family	54.60%	65.30%	67.50%	55.90%	53.60%	38.60%
Mobile Home	2.10%	1.00%	2.10%	3.20%	1.80%	8.80%
Condo	46.90%	36.80%	34.30%	48.90%	57.30%	94.10%

Source: Monroe County Property Appraiser Database

The dynamics of home prices in Islamorada are clearly seen in Figure II.4: *Existing Home Sales Prices Above and Below \$400,000, Village of Islamorada, 2000-2005*. Average prices are sharply increasing while the supply of dwellings at the lower end are greatly diminished. The phenomenon is not just a matter of rapid increases in prices of high end units. Rather, it is a general increase in unit prices.



Source: Monroe County Property Appraiser Database

Based on what the housing price, housing sales, and income data for Monroe County and Islamorada show, there is no doubt there is a housing affordability problem in Islamorada today.

Residential and non-residential development in Islamorada places a demand on labor (the workforce) in three ways:

- The first is the construction of the building (i.e., construction employees for both residential and non-residential development);
- The second is the operation and maintenance of the building (i.e., employees for residential development); and
- The third is the use of the structure as designed by the builders (i.e., employees for non-residential development).

All three activities generate employment in Islamorada, and because of the wage levels and existing housing prices, these activities consequently result in a need for affordable workforce housing. The demand for labor (employees) that both residential and non-residential developments create, and the demand these employees place on the need for workforce housing is outlined below.

B. RESIDENTIAL DEVELOPMENT

As is discussed above, residential development in Islamorada has two employment needs:

- The first is for the construction of the residence (construction);
- The second is for the operation and maintenance of that residence, post-construction (post-construction).

As discussed below, both construction and post-construction activities generate employment in Islamorada, and many of these workers typically earn wages and salaries that put them in a position of economic stress in terms of their ability to purchase or rent housing.

1. Demand for Workforce Housing Units

a) Construction Impacts

The construction, expansion, or renovation of buildings requires the employment of contractors and construction workers to do the work. The wages of most of these workers are within a range such that they can not afford housing in Islamorada. The method used to assess the demand for workforce housing created by construction activities involves the following. First, the amount of construction authorized and built in Monroe County over the past four years (measured in square feet) was determined from annual Monroe County Property Appraiser data. Second, the number of construction workers involved in the construction of these buildings was determined using monthly unemployment insurance reports for Monroe County that have data on the number of

development activity, it is possible to derive a reasonable estimate of floor area built by the average construction worker.

Table III.2: *Construction Employment and Need for Housing in Islamorada*, sets out the number of employees needed to construct different size residential units based on the fact that one construction employee builds 859 square feet of space annually (See the column in Table III.2 labeled "Employee Years to Construct Units"). Specifically, the table displays the number of employee years it takes to construct a building of a certain size.

Construction employment is measured in employee years (employee years to construct units). Housing has no such time dimension. Employees will have a definable career and dwellings have an expected life. In estimating the demand construction employees place on a residential unit, it must be recognized that construction employees require housing only during the period of actual construction of the home (even though they live in the community over their career). This must be accounted for in the analysis. The average construction worker career is 40 years. To account for this circumstance, the calculation of construction employee years to construct the unit is therefore divided by 40 to convert to the needed housing over the work career of the employee (See column in Table III.2 labeled "Employees Needed (Over Career of Employee)").

Next, to determine the needed number of residential units these construction employees demand in Islamorada, the employee equivalent is then divided by the average number of employees per dwelling unit that exist today in Islamorada (1.586¹¹) to estimate the fraction of a dwelling unit needed to house the employees engaged in residential construction of homes (See column labeled "Housing Units Needed for Employees"). As shown in Table III.2: *Construction Employment and Need for Housing in Islamorada*, this calculation results in a little over .019 of a dwelling unit demanded for construction employees for every 1,000 square feet of construction.

¹¹ See Appendix B: *Employees Per Household, Monroe County*.

caretakers, butlers, personal trainers, and administrative assistants for the residential unit. The survey also gathered extensive data about selected operational characteristics of residential homes, firms that households contract with to finance and insure homes, as well as the use patterns and demographics of homeowners, which is useful for other policy, planning and research purposes.

The survey was mailed to a sample of 3,000 homeowners in the Village of Islamorada. This includes the population of owners of units in excess of 2,000 square feet, as identified through the Monroe County Property Appraiser records (1,094 total households); a random sample¹² of 48 percent of owners of homes sized within the range of 500 to 2,000 square feet (1,051 total); and a random sample of 63 percent of condominium owners (853 total). Single-family homes below 500 square feet were not included given that many of these are boat pads and similar types of units. A total of 822 surveys were returned for a response rate of 27.5 percent. Of these 822 survey responses, 585 were responded to in full, whereas the remaining surveys lacked responses to some of the survey questions. In conducting analysis on the survey responses, only those surveys that have a response to the related questions in the analysis were used.

For each type of home service the owner uses (homeowners associations, property management companies, independent contractors, on-site caretakers and other directly hired employees), owners were asked to report how much they spend per year on each service and, if known, approximately how many hours employees spent serving their home each year. Annual spending amounts were converted into "full-time equivalents" (FTE) using a combination of wage data and assumptions regarding non-labor costs.¹³ Wage data was based on annualized wage rates for Monroe County for specified industry sectors, as extrapolated from 2004 Quarterly Census of Employment and Wages (QCEW) data.¹⁴ Specific assumptions for individual service providers are as follows:

- Homeowners associations (HOA): A conversion ratio of \$117,390 in homeowners' dues per direct job was assumed. This is based on an assumption of a \$27,475 average wage for HOA employees (Monroe County inflation adjusted 2004 QCEW data – NAICS code 813990) and an assumption that 23.4 percent of HOA costs

¹² The random sample was conducted using SPSS statistical software.

¹³ FTE employees represent the number of workers that would typically be employed to complete the service based on existing employment patterns in the respective industries, which presumably includes a blended hybrid of full-time and part-time employees.

¹⁴ The QCEW data is provided by the U.S. Census Bureau of Labor Statistics, and is available at <http://data.bls.gov/PDQ/outside.jsp?survey=en>

- Long-term rental residences: units owned by the respondent and leased on a long-term basis;
- Other (for the respondent to specify): uses other than those listed above for which the unit is occupied; and
- Vacant: amount of time in which the residence is not occupied.

These survey responses were compiled, and then several hypotheses were tested through regression analysis. The hypotheses tested are whether there is a relationship between the size of a residential unit and the number of operation and maintenance employees that service the unit. The analyses also tested whether there is a difference in this relationship between house size and operation and maintenance employees serving the unit, and whether the unit is occupied by a permanent resident or otherwise used as a secondary residence, vacation rental, business/corporate rental, long-term rental, or other. The hypothesis testing this relationship included 585 survey responses. See Table: III.3: *Number of Survey Responses Used in Analysis of Operations and Maintenance Employees*.

Table III.3: NUMBER OF SURVEY CASES USED IN ANALYSIS OF OPERATIONS AND MAINTENANCE EMPLOYEES	
Survey Cases	Number of Responses
All returned responses	822
Fully completed responses	585
Responses from full-time owner-occupied units	406
Responses from units otherwise occupied	416

The survey results indicate that there are different employment relationships between dwellings occupied by full-time residents and those occupied for all other purposes. The results also indicate there are different employment relationships between units based on the size of the unit. The relationship is expressed mathematically as follows:

$$\text{Employees} = -0.01330 + (-0.03846 * \text{Full-time}) + (0.00006466 * \text{Area})$$

Where:

$$\text{Employees} = \text{Operations and Maintenance Employees}^{15}$$

$$\text{Full-Time} = \text{Residential Unit Occupied by Full-time Resident}$$

$$\text{Area} = \text{Gross Square Feet of Unit}$$

¹⁵ Measured by full-time equivalent employees (FTEs).

WORKFORCE HOUSING NEED CREATED BY RESIDENTIAL UNITS OCCUPIED BY FULL-TIME RESIDENTS ¹⁷					
Unit Size (FT ²)	Employees				
	Construction		Operations & Maintenance		Total Workforce Housing Units Needed (Construction and O&M Employees of Full-Time Resident Units)
	Employees	Workforce Housing Units Needed for Construction Employees	Employees	Workforce Housing Units Needed for O&M Employees of Full-Time Resident Units	
500	0.015	0.009	0.000	0.000	0.009
750	0.023	0.014	0.000	0.000	0.014
1,000	0.030	0.019	0.013	0.008	0.027
1,500	0.045	0.028	0.045	0.029	0.057
2,000	0.060	0.038	0.078	0.049	0.087
2,500	0.075	0.047	0.110	0.069	0.117
3,000	0.090	0.057	0.142	0.090	0.147
3,500	0.105	0.066	0.175	0.110	0.176
4,000	0.120	0.076	0.207	0.130	0.206
4,500	0.135	0.085	0.239	0.151	0.236
5,000	0.150	0.095	0.272	0.171	0.266

¹⁷ Note that the data shown in Table III.5: Workforce Housing Need Created by Residential Units Occupied by Full-Time Residents, are illustrative only. The precise formulae should be used for individual dwellings.

2. Assistance to Address Workforce Housing Need

In fully exploring the need for workforce housing created by residential development, there is one final step. It involves determining the amount of assistance (workforce housing subsidy) that is needed to make housing in the community affordable for the construction and operations/maintenance employee households that build and service residential units.

As is discussed in Section II: *Problem Description*, housing in Islamorada has become unaffordable to not only low-wage earning households, but also to households earning the median household income and much higher. Consequently, the income range of households that need workforce housing assistance in Islamorada is fairly broad. To adequately address the different types of households that need workforce housing assistance, three Workforce Housing Categories are developed in this Study. The intent of the categories is to recognize that households of varying income levels live in units of varying size and price. For example, it is logical that a household earning \$60,000 lives in a different and more expensive house than a household earning \$30,000. These three categories address this issue. These categories are used to better assess workforce housing mitigation at a level that is reflective of the different income categories in the community.¹⁹

The three Workforce Housing Categories were developed using local cost and square footage data on existing affordable units built in Islamorada and the Florida Keys, other communities in Florida, and other resort communities across the nation. These three Workforce Housing Categories identify the size of an appropriate workforce housing unit for each income category, the type of construction, and the cost per square foot to construct the unit based upon local construction costs. Table III.7: *Workforce Housing Categories, Islamorada*, shows the size, type, cost to construct these units, and household and employee income levels that are needed if these prototypical units are to be considered affordable. (See Appendix D: *Shortage (Housing Assistance) Calculations*, for more detail on the incomes that can afford the workforce units in each of these categories.)

¹⁹ The Workforce Housing Categories are not linked in any way to income or occupancy eligibility requirements related to the application for affordable housing units in Islamorada. These categories are intended for use as a tool to determine workforce housing mitigation both in terms of units and housing assistance, and do not serve as eligibility requirements.

a) Affordable Housing Assistance for Construction Employee Households

Once the reasonable cost for a prototypical workforce housing unit is determined, the next step is to identify the amount of assistance that an employee household requires to afford a prototypical unit within their income category. For new residential units, this requires evaluating the subsidy needed for construction employees and operations and maintenance employees.

As is briefly discussed above, according to the employment and household earnings for the construction industry in Monroe County (see Appendix D: *Employment and Household Earnings by Industry*), individual annual construction employee earnings are \$33,800, and annual household earnings are \$53,590. Based on these earnings, a construction employee household could reasonably afford to spend \$182,792 for housing. As mentioned in the previous section and based upon their income, construction employee households qualify for Category 2 affordable housing that is estimated to cost \$225,500. Given the construction employee household earnings and the maximum housing cost that a construction employee household could afford (\$182,792), Category 2 level of housing requires \$42,708 of workforce housing assistance per worker household to afford a unit. In other words, the difference between the cost of a Category 2 house (\$225,500) and the maximum housing cost that a construction employee household can afford (\$182,792) is the affordable housing assistance needed for a construction employee household to afford a unit (\$42,708). See Table III.8: *Housing Affordability for Construction Employees* shown below.

²¹ For those incomes that are within a modest range above or below the maximum cut off of a Workforce Housing Category, professional judgment has been used to determine the appropriate Workforce Housing Category for the employee household.

TABLE III.10: OPERATIONAL AND MAINTENANCE EMPLOYEE INCOME, MONROE COUNTY			
	Weight	Individual	Household
Construction	17.5%	\$33,800	\$53,590
Financial Activities	5.0%	\$44,610	\$70,729
Prof & Business Services	37.5%	\$45,298	\$71,821
Education & Health Services	15.0%	\$39,385	\$62,445
Other Services	25.0%	\$28,661	\$45,442
Blended	100.0%	\$38,205	\$60,575

Based upon their income, operations and maintenance employee households qualify for Category 2 affordable housing that is estimated to cost \$225,500. Given that operations and maintenance employee households earn \$60,575 and the maximum housing cost that a construction employee household could afford is \$206,616, Category 2 level of housing would require \$18,884 of workforce housing assistance per operations and maintenance worker household to afford a unit. In other words, the difference between the cost of a Category 2 house (\$225,500) and the maximum housing cost that a construction employee household can afford (\$206,616) is the workforce housing assistance needed for an operations and maintenance employee household to afford a unit (\$18,884). See Table III.11: *Housing Affordability for Construction Employees* shown below.

TABLE III.11: HOUSING AFFORDABILITY FOR OPERATIONS AND MAINTENANCE EMPLOYEES	
Operations and Maintenance Earnings	\$38,205
Employees per Household ²⁴	1.586
Operations and Maintenance Employee Household Earnings	\$60,575
Maximum Housing Cost for Operations and Maintenance Employee Household ²⁵	\$206,616
Available Housing Cost (Category 2)	\$225,500
Assistance Subsidy per Units Needed for Operations and Maintenance Employee Household	\$18,884

The housing assistance needed by unit size is shown in Table III.12: *Operations and Maintenance Employment and Need for Housing in Islamorada*.

²⁴ See Appendix B: *Employees per Household, Monroe County*, for an explanation of the calculation used to result in this figure.

²⁵ The maximum housing cost for an operations and maintenance employee household is calculated by dividing the operations and maintenance employee household earnings (\$60,575) by the income ratio (29.32%) to determine the cost of housing that is affordable to a construction employee household.

Area = square Feet of Residential Unit

O&M Employee Households = O&M Employees ÷ 1.586

O&M Assistance Needed = O&M Employee Households Needing Assistance * \$18,884

Total Units Needed = Needed Units for Construction Employee Households + Needed Units for O&M Employee Households

Total Assistance Needed = Construction Assistance Needed + Operations and Maintenance Assistance Needed

What this formula shows is that the degree of need for workforce housing can be determined either by a workforce housing unit (or fraction thereof) that needs to be built for residential development, or workforce housing assistance amount that needs to be paid to provide a sufficient amount of funds for those employees (or fraction thereof) in need of workforce housing, so they can afford housing at a reasonable price.

Because workforce housing need is based on the size of the home and the residency status of the home, the formula will need to be applied to each residential unit, individually, based on its size (square footage) and residency status. Tables III.13: *Workforce Housing Need Created by Residential Development of Units Occupied by Full-Time Residents* and Tables III.14: *Workforce Housing Need Created by All Other Residential Units*, however, provides examples of workforce housing need for varying sized residential units, both in terms of actual workforce housing units (or a fraction thereof), and workforce housing assistance.

Table III.1.4:
WORKFORCE HOUSING NEED CREATED BY ALL OTHER RESIDENTIAL UNITS²⁷

Unit Size (FT ²)	Construction			Operations & Maintenance of All Other Residential Units			Total Workforce Housing Units Needed (Construction & O&M Employees)	Total Workforce Housing Assistance for Employees (Construction & O&M Employees)
	Employees	Housing Units Needed	Housing Assistance for Construction Employees	Employees	Housing Units Needed	Housing Assistance for Operations and Maintenance Employees		
500	0.015	0.009	\$405	0.019	0.012	\$227	0.021	\$631
750	0.023	0.014	\$607	0.035	0.022	\$419	0.036	\$1,026
1,000	0.030	0.019	\$809	0.051	0.032	\$612	0.051	\$1,421
1,500	0.045	0.028	\$1,214	0.084	0.053	\$997	0.081	\$2,210
2,000	0.060	0.038	\$1,618	0.116	0.073	\$1,382	0.111	\$3,000
2,500	0.075	0.047	\$2,023	0.148	0.094	\$1,767	0.141	\$3,790
3,000	0.090	0.057	\$2,427	0.181	0.114	\$2,152	0.171	\$4,579
3,500	0.105	0.066	\$2,832	0.213	0.134	\$2,537	0.201	\$5,369
4,000	0.120	0.076	\$3,236	0.245	0.155	\$2,922	0.231	\$6,158
4,500	0.135	0.085	\$3,641	0.278	0.175	\$3,307	0.260	\$6,948
5,000	0.150	0.095	\$4,045	0.310	0.196	\$3,692	0.290	\$7,738

²⁷ Note that the data shown in Table III.1.4: Workforce Housing Need Created by All Other Units, are illustrative only. The precise formula should be used for individual dwellings.

C. NON-RESIDENTIAL DEVELOPMENT

The other basic sector in Islamorada that employs workers is nonresidential development. This includes offices, retail establishments, industrial businesses, tourist/recreational services, institutional uses, and government facilities. Non-residential development places a demand on labor (the workforce) in two ways:

- The first is the construction of the building (i.e., construction employees for both residential and non-residential development).
- The second is the employees who work at a structure constructed by the builders (i.e., employees of the non-residential activity in the building).

Construction employees construct the nonresidential buildings. All different types of employees work at the building after it is complete. Both activities generate employment in Islamorada, and because of the wage levels and existing housing prices, a number of these activities create a need for workforce housing. The demand for labor (employees) that non-residential development creates, and the demand these employees place on the need for workforce housing is outlined below.

1. Construction Impacts

As is discussed in Section III.B.1: *Construction Impacts*, the construction, expansion, or renovation of buildings requires the employment of contractors and construction workers to do the work. The method used to assess the demand for workforce housing created by construction activities involves the following. First, the amount of construction authorized and built in Monroe County over the past 4 years (measured in square feet) was determined from annual Monroe County Property Appraiser data. Second, the number of construction workers involved in the construction of these buildings was determined using monthly unemployment insurance reports for Monroe County that have data on the number of local construction workers. This data is expressed in person years for 2002-2005. Third, and based upon the amount of square footage built and the number of construction workers needed to construct these buildings, the actual amount of a building (in square feet) a construction employee builds in a year was determined.²⁸ Table III.15: *Residential and Non-Residential Construction (square feet) and Construction Employment, Monroe County*,

²⁸ For purposes of this calculation, the analysis includes all employees that work in the construction industry, not just those engaged in the physical construction of the structure. For example, an employee installing water or wastewater lines is considered to be engaged in constructing new development as much as those directly involved with the erection a building.

construction employee years to construct the non-residential development is therefore divided by 40 to convert to the needed housing over the work career of the employee (See column in Table III.16 labeled "Employees Needed (Over Career of Employee)").

Next, to determine the needed number of residential units these construction employees demand in Islamorada, the employee equivalent is then divided by the average number of employees per dwelling unit that exist today in Islamorada (1.586³⁰) to estimate the fraction of a dwelling unit needed to house the employees engaged in residential construction of homes (See column labeled "Housing Units Needed for Employees"). As shown in Table III.16: *Construction Employment and Need for Housing in Islamorada*, this calculation results in a little over .019 of a dwelling unit demanded for construction employees for every 1,000 square feet of construction.

Building Size	Employee Years to Construct Non-Residential Development	Employees Needed (Over Career of Employee)	Housing Units Needed for Employees
500	0.601	0.015	0.009
750	0.901	0.023	0.014
1,000	1.201	0.030	0.019
1,500	1.802	0.045	0.028
2,000	2.403	0.060	0.038
2,500	3.004	0.075	0.047
3,000	3.604	0.090	0.057
3,500	4.205	0.105	0.066
4,000	4.806	0.120	0.076
4,500	5.406	0.135	0.085
5,000	6.007	0.150	0.095

2. Post Construction Impacts

The employment impacts on non-residential development, once the building is constructed, comes from the employees that work at the businesses/land uses that use the buildings. In determining the need for affordable housing created by nonresidential development, post-construction, the analysis went through four steps.

First, all nonresidential development was categorized into 8 land use categories, as defined by the Florida Department of Revenue codes. Each

³⁰ See Appendix B: *Employees Per Household, Monroe County*.

and Hospitality; Other Services (which includes operation and maintenance employees); and Government.

The industrial sectors were assigned to the 8 land use categories, based on the description of employment activities related to land uses and related principles found in the *Standard Industrial Classification Manual* (published by the US Government Printing Office); the classic *Land Use Information Systems* (Clawson and Stewart, by Resources for the Future, 1965); *Planner's Estimating Guide: Projecting Land-Use and Facility Needs* (A. C. Nelson, Chicago: Planners Press, 2004); and *Standard Land Use Coding Manual*, (Urban Renewal Administration and Bureau of Public Roads, Government Printing Office, 1965). The percentage assignment of employment for each industry to the corresponding land use categories is set out in Table III.17: *Assignment of Industries to Land Use Categories, Monroe County*.³¹

Table III.17:
PERCENTAGE ASSIGNMENT OF INDUSTRIES TO LAND USE CATEGORIES, MONROE COUNTY

Land Use	Govern- mental	Industrial	Instituti onal	Office	Other	Retail	Residence	Tourist/ Recreational	No Location
Natural Resource & Construction*		15.0%		10.0%			24.0%		51.0%
Manufacturing		75.0%		15.0%	10.0%				
Wholesale Trade ³²		70.0%		10.0%		20.0%			
Retail Trade ³³						90.0%		10.0%	
Trade, Transport & Utilities	15.0%	50.0%		15.0%	10.0%	10.0%			
Information		35.0%		35.0%	10.0%	10.0%			10.0%
Financial Activities		10.0%	20.0%	58.5%		5.0%	6.5%		
Prof. & Bus Services		11.0%	10.0%	30.0%		5.0%	44.0%		
Education & Health Services	30.0%		30.0%	23.7%		5.0%	11.3%		
Leisure & Hospitality					10.0%	20.0%		70.0%	
Other Services		10.0%	10.0%	10.0%	10.0%		46.7%	10.0%	3.3%
Government	90.0%			10.0%					

* For historical data, The Florida Agency for Workforce Innovation reports natural resource industries with construction. For 2005, Monroe County reported 105 individuals employed in mining, indicating that 96% of employees in Natural Resources and Construction are construction employees.

Then, using the percentage assignments of industry employment to land use classifications, the number of employees for each industry was translated into employees per land use categories. See Table III.18: *Estimated Industry Employment by Land Use Categories, Monroe County*.

³¹ It should be noted that some employees, like construction workers, do not work at specific locations. These employees are assigned to the "No Location" category.

³² Wholesale trade is broken out from the broader category of Trade, Transport & Utilities. See Appendix D: *Employment and Household Earnings by Industry*.

³³ Retail trade is broken out from the broader category of Trade, Transport & Utilities. See Appendix D: *Employment and Household Earnings by Industry*.

TABLE III.19 FLOOR AREA AND EMPLOYMENT BY LAND USE CATEGORY, FLOOR AREA PER EMPLOYEE, MONROE COUNTY						
	2001	2002	2003	2004	2005	Typical FT ² Over Period
Government						
Square Ft		4,303,124	3,698,871	4,475,274	4,907,524	
Employment	4,447	4,417	4,523	4,356	4,268	
Square Ft Per Employee		974	818	1,027	1,150	1,049
Industrial						
Square Ft		1,946,221	1,343,901	1,837,525	1,957,005	
Employment	2,625	2,576.64	2,558	2,501	2,541	
Square Ft Per Employee		755.33	525.27	734.72	770.07	753
Institutional						
Square Ft		1,530,746	1,343,901	1,677,183	1,675,718	
Employment	2,117	2,144.30	2,218	2,112	2,098	
Square Ft Per Employee		713.87	606.04	793.97	798.72	769
Office						
Square Ft		2,138,672	2,185,012	2,531,368	2,566,490	
Employment	4,814	4,2615	4,396	4,295	4,309	
Square Ft Per Employee		502	457	589	596	563
Retail						
Square Ft		5,356,420.85	5,163,367	5,817,640	5,730,691	
Employment	8,592	8,422.25	8,302	8,198	8,062	
Square Ft Per Employee		635.98	621.92	709.64	710.80	685
Tourist						
Accommodation Expansion or Re-Development						
Floor Area		4,765,792	3,834,821	4,761,362	4,761,362	4,553,171
Employees	4,976	4,592	4,728	4,855	4,570	
Fi ² per Employee		1,037.96	811.09	980.81	1,041.87	1,019
New Tourist Development						
Square Ft		6,275,497.50	4,952,982.50	5,960,111.50	5,703,320.00	
Employment	9,285	9,095.80	9,125	9,196	8,783	
Square Ft Per Employee		689.93	542.80	648.15	649.37	663
Other						
Employment	1,615	1,566.40	1,570	1,580	1,535	1,615

SOURCE: Monroe County Property Appraiser and Table III.19: Percentage Assignment of Industries to Land Use Categories.

This analysis shows that the square feet per employee ratios have increased slightly over the time period for each land use category with some fluctuations. The typical square footage per employee for each land use

III.B.2, Assistance to Address Workforce Housing Need). The intent of the categories is to identify the type of unit that is appropriate for the level of income identified in each of the three categories. For example, it is logical to think that a household earning \$60,000 lives in a larger and more expensive house than a household earning \$30,000. These three categories address this issue. These categories are used to better assess workforce housing mitigation at a level that is reflective of the different income categories in the community.

Table III.21: Workforce Housing Categories, Islamorada outlines the specific costs and unit sizes for each of the three Workforce Housing Categories. (See Appendix C: Shortage (Housing Assistance) Calculations, for more detail on the incomes that can afford the workforce units in each of these categories.)

TABLE III.21 WORKFORCE HOUSING CATEGORIES, ISLAMORADA			
	Category 1	Category 2	Category 3
Area (FT ²)	500	700	900
Construction Type	Modular	Modular	Modular
Housing Unit Type	Multi-Family Attached	Multi-Family Attached	Multi-Family Attached
Number of Bedrooms	1	2	3
Construction Cost per FT	\$175	\$175	\$175
Construction Cost	\$87,500	\$122,500	\$157,500
Site Prep	\$40,000	\$40,000	\$40,000
Land	\$45,000	\$63,000	\$81,000
Total	\$172,500	\$225,500	\$278,500
Income Required to Afford a Unit			
Income Ratio for Determining Housing Affordability	29.32%	29.32%	29.32%
Annual Household Income Needed to Purchase Unit	\$50,573	\$66,578	\$82,584
Income per Worker in Household	\$31,897	\$41,992	\$52,087

As Table III.21 shows, the type of construction and the cost per square foot to construct the units are the same for all three Workforce Housing Categories. The variation in unit costs is solely dependent upon the size of the unit. The cost shown is a turn-key cost of production under prevailing market conditions. Table III.21 also shows the differences in both household and employee income levels that are needed to make the prototypical units affordable (in Table III.21, see "Annual Household Income Needed to Purchase the Unit").

Next, and for the purposes of measuring the assistance needed to make units affordable to members of the workforce earning different income levels, the household income levels were evaluated for the different members of the workforce (see Appendix D: *Employment and*

TABLE III.23 HOUSING AFFORDABILITY FOR CONSTRUCTION EMPLOYEES	
Construction Earnings	\$33,800
Employees per Household ³⁶	1.586
Construction Employee Household Earnings	\$53,590
Maximum Housing Cost for Construction Employee Household ³⁷	\$182,792
Available Housing Cost (Category 2)	\$225,500
Assistance Subsidy per Units Needed for Construction Employee Household	\$42,708

The housing assistance for construction employees, by unit size, is shown in Table III.24: *Construction Employment and Need for Housing in Islamorada*.

Table III.24: CONSTRUCTION EMPLOYMENT AND NEED FOR HOUSING, ISLAMORADA				
Building Size	Employee Years to Construct Units	Employees Needed (Over Career of Employee)	Housing Units Needed for Employees	Housing Assistance Needed per Unit
500	0.601	0.015	0.009	\$405
750	0.901	0.023	0.014	\$607
1,000	1.201	0.030	0.019	\$809
1,500	1.802	0.045	0.028	\$1,214
2,000	2.403	0.060	0.038	\$1,618
2,500	3.004	0.075	0.047	\$2,023
3,000	3.604	0.090	0.057	\$2,427
3,500	4.205	0.105	0.066	\$2,832
4,000	4.806	0.120	0.076	\$3,236
4,500	5.406	0.135	0.085	\$3,641
5,000	6.007	0.150	0.095	\$4,045

b) Workforce Housing Assistance for Post-Construction Employee Households

As is outlined earlier, based on the household earnings identified in Table III.18: *Estimated Industry Employment by Land Use Categories, Monroe County*, the employees in the post-construction land use categories were aligned with the Workforce Housing Categories identified in Table III.25: *Workforce Housing Categories for Non-Residential Post-Construction Employment by Land Use Category*.

³⁶ See Appendix B: *Employees per Household, Monroe County*, for an explanation of the calculation used to result in this figure.

³⁷ The maximum housing cost for a construction employee household is calculated by dividing the construction employee household earnings (\$53,590) by the income ratio for determining housing affordability (29.32%).

Table III.26
POST-CONSTRUCTION HOUSING AFFORDABILITY GAP BY LAND USE, MONROE COUNTY

	Non-Residential FT ² per Employee	Income per Household	Affordability Limit ³⁸	Housing Cost for Prototypical Unit	Housing Assistance Needed	Assistance Needed per FT ² of Non-Residential Development
Government	1,049	\$73,518	\$250,764	\$278,500	\$27,736	\$16.67
Industrial	753	\$65,872	\$224,686	\$278,500	\$53,814	\$45.05
Institutional	769	\$64,258	\$219,179	\$278,500	\$59,321	\$48.68
Office	563	\$67,956	\$231,794	\$278,500	\$46,706	\$52.37
Retail	685	\$45,664	\$155,757	\$172,500	\$16,743	\$15.42
Tourist						
Accommodation Expansion	1,019	\$39,819	\$135,819	\$172,500	\$36,681	\$22.69
New Development	663	\$39,819	\$135,819	\$172,500	\$36,681	\$34.92

Table III.27: *Post Construction Housing Affordability Gap by Land Use, Islamorada*, shows the employees, employee households, and housing assistance needed based on 1,000 square feet of development for each land use.

Table III.27 POST CONSTRUCTION HOUSING AFFORDABILITY GAP BY LAND USE, ISLAMORADA			
	per 1,000 FT ²		Gap per 1,000 FT ²
	Employees	Households	
Government	0.953	0.601	\$16,669
Industrial	1.327	0.837	\$45,046
Institutional	1.301	0.821	\$48,685
Office	1.778	1.121	\$52,370
Retail	1.460	0.921	\$15,418
Tourist			
Accommodation Expansion	0.981	0.619	\$22,694
New Development	1.509	0.952	\$34,917

4. Summary of Need for Workforce Housing by Housing Units

Table III.28: *Need for Workforce Housing Created by Non-Residential Development, Monroe County*, summarizes the total workforce housing unit need for non-residential development for both construction and post-construction employees by land use.

³⁸ The maximum housing cost for an employee household is calculated by dividing the employee household earnings by the income ratio for determining housing affordability (29.32%).

$(0.821 * \text{Square Feet of Development}) \div 1,000$
Assistance Needed = Square Feet of Development * \$49.49

Office Land Use Employees' Workforce Housing Need
Workforce Housing Units Needed for Office Employees =
 $(1.121 * \text{Square Feet of Development}) \div 1,000$
Assistance Needed = Square Feet of Development * \$53.17

Retail Land Use Employees' Workforce Housing Need
Workforce Housing Units Needed for Retail Employees =
 $(0.921 * \text{Square Feet of Development}) \div 1,000$
Assistance Needed = Square Feet of Development * \$16.22

Tourist Land Use Employees' Workforce Housing Need:

Accommodation Expansion or Redevelopment Need
Workforce Housing Units Needed for Industrial Employees =
 $(0.619 * \text{Square Feet of Development}) \div 1,000$
Assistance Needed = Square Feet of Development * \$23.50

New Tourist Development Need
Workforce Housing Units Needed for Industrial Employees =
 $(0.952 * \text{Square Feet of Development}) \div 1,000$
Assistance Needed = Square Feet of Development * \$35.72

TOTAL UNITS NEEDED = Units Needed for Construction Employee Households + Units Needed for Employees (by Appropriate Land Use Category)

TOTAL ASSISTANCE NEEDED = Construction Assistance Needed + Assistance Needed for Units by Appropriate Land Use Category

What these formulae shows is that the degree of need for workforce housing from non-residential development can be determined either by workforce housing unit(s) (or a fraction thereof), or a workforce housing assistance amount that needs to be paid to provide funds for those employees (or fraction thereof) in need of workforce housing.

Because workforce housing need for non-residential development is based on the size and type of the non-residential development, the formula for the appropriate land use will need to be applied to each non-residential development, individually, based on its size (square footage). Table III.29: *Need for Workforce Housing Created by Non-Residential Development*, however, provides examples of workforce housing need for varying sized non-residential buildings, both in terms of the need for workforce housing units (or a fraction thereof), and workforce housing assistance.

APPENDIX A: RESIDENTIAL SALES, VILLAGE OF ISLAMORADA, 2000-2005

TABLE A.1: RESIDENTIAL SALES, ISLAMORADA 2000-2005 ³⁹								
Selling Price	Single Family		Condominium		Mobile Home		Total	
	Number	%	Number	%	Number	%	Number	%
< \$50,000								
2000	6	1%	6	1%	0	0%	12	3%
2001	13	3%	1	2%	0	0%	23	6%
2002	21	5%	8	2%	0	0%	29	7%
2003	6	1%	10	2%	0	0%	16	4%
2004	3	1%	4	1%	0	0%	7	1%
2005	2	1%	0	0%	0	0%	2	1%
\$50,001-\$100,000								
2000	13	3%	26	6%	3	1%	42	9%
2001	12	3%	19	5%	0	0%	31	8%
2002	14	3%	5	1%	3	1%	22	5%
2003	9	2%	8	2%	0	0%	17	4%
2004	7	1%	2	0%	0	0%	9	2%
2005	5	1%	3	1%	0	0%	8	2%
\$100,001-\$150,000								
2000	34	7%	45	10%	2	0%	81	18%
2001	15	4%	37	9%	2	0%	54	13%
2002	15	4%	15	4%	0	0%	30	7%
2003	5	1%	8	2%	3	1%	16	4%
2004	8	2%	5	1%	0	0%	13	2%
2005	0	0%	1	0%	0	0%	1	0%
\$150,001-\$200,000								
2000	48	10%	63	14%	0	0%	111	24%
2001	36	9%	20	5%	1	0%	57	14%
2002	29	7%	22	5%	1	0%	52	13%
2003	8	2%	9	2%	1	0%	18	4%
2004	4	1%	11	2%	2	0%	17	3%
2005	0	0%	1	0%	0	0%	1	0%
\$200,001-\$250,000								
2000	28	6%	10	2%	1	0%	39	8%
2001	35	9%	3	1%	0	0%	38	9%
2002	31	8%	19	5%	1	0%	51	12%
2003	14	3%	24	6%	0	0%	38	9%
2004	6	1%	12	2%	0	0%	18	3%
2005	1	0%	1	0%	1	0%	3	1%
\$250,001-\$300,000								
2000	29	6%	5	1%	0	0%	34	7%

³⁹ Due to rounding, the sum of the percentages for each housing type in each row may not equal the total percentage at the end of the row.

TABLE A.1: RESIDENTIAL SALES, ISLAMORADA 2000-2005 ³⁹								
Selling Price	Single Family		Condominium		Mobile Home		Total	
	Number	%	Number	%	Number	%	Number	%
2003	12	3%	5	1%	0	0%	17	4%
2004	9	2%	0	0%	0	0%	9	2%
2005	9	2%	3	1%	1	0%	13	4%
\$600,001-\$650,000								
2000	1	0%	3	1%	0	0%	4	1%
2001	7	2%	4	1%	0	0%	11	3%
2002	11	3%	1	0%	0	0%	12	3%
2003	15	4%	2	0%	0	0%	17	4%
2004	20	4%	1	0%	0	0%	21	4%
2005	13	4%	4	1%	0	0%	17	5%
\$650,001-\$700,000								
2000	9	2%	3	1%	0	0%	12	3%
2001	5	1%	3	1%	0	0%	8	2%
2002	11	3%	0	0%	0	0%	11	3%
2003	13	3%	4	1%	0	0%	17	4%
2004	14	3%	0	0%	0	0%	14	3%
2005	6	2%	15	4%	0	0%	21	6%
>\$700,000								
2000	31	7%	1	0%	0	0%	32	7%
2001	24	6%	4	1%	0	0%	28	7%
2002	46	11%	3	1%	0	0%	49	12%
2003	82	20%	11	3%	0	0%	93	22%
2004	231	44%	36	7%	0	0%	267	51%
2005	147	40%	40	11%	0	0%	187	51%
All Units								
2000	285	62%	170	37%	7	2%	462	100%
2001	285	70%	122	30%	3	1%	410	100%
2002	303	74%	101	25%	5	1%	409	100%
2003	282	68%	128	31%	6	1%	416	100%
2004	386	74%	134	26%	3	1%	523	100%
2005	232	63%	133	36%	4	1%	369	100%
Grand Total	1,773	68%	788	30%	28	1%	2,589	100%

Source: Monroe County Property Appraiser

APPENDIX B: EMPLOYEES PER HOUSEHOLD, MONROE COUNTY

Table B.1: EMPLOYED PERSONS PER HOUSEHOLD	
<i>Monroe County</i>	
Total Households	35,106
Households with Earnings (may have multiple workers)	27,689
Households without Earnings	7,417
Labor Force (some not employed, such as retirees)	45,192
Number Employed	43,901
Workers per Household	1.632
Employed Workers per Household	1.586
<i>Islamorada, Village of Islands</i>	
Persons per Household (all households)	2.100
Persons per Household Where One or More Person(s) is Employed	2.560
Persons per Household Where No Persons are Employed	1.890

SOURCE: US Bureau of the Census' American Factfinder <http://factfinder.census.gov>.

US Bureau of the Census Public Use Micro-Sample, and Florida Agency for
Workforce Innovation, Labor Market Statistics.

The focus of the Support Study is to determine the need created for workforce housing for the workforce by residential and non-residential development. In order to determine employed workers per household, recent census data was reviewed related to the number of households and employees in Monroe County. (See Table B.1: Employed Persons per Household.) To determine the average number of employed workers per household from this data, the number of persons employed was divided by households with earnings. The calculation is as follows:

$$\text{Number Employed} \div \text{Households with Earnings} = \text{Employed Workers per Household}$$

or

$$43,901 \div 27,689 = 1.586$$

Additional data is provided here that illustrates the average number of persons per household in Islamorada for all households, for households with one or more employed persons, and for households with no employed persons.

APPENDIX C: SHORTAGE (HOUSING ASSISTANCE) CALCULATIONS

Employee Income Needed to Afford Each of the Prototypical Residential Units in the Workforce Affordability Categories.

To determine the annual employee income needed to afford a residential unit in each of the four categories of workforce housing in Islamorada, an analysis was conducted determining what expenses the employee household incurs to purchase and finance a prototypical residential unit. In the analysis, it is assumed the employee makes a down payment of 3% on the purchase of the home, and takes out a 30 year mortgage at an interest rate of 5.93 percent a year. It is also assumed that the maximum monthly expenses on housing incurred by the employee do not exceed 30 percent of income. Table C.1: *Income Needed to Afford Housing*, outlines the expenses incurred (and assumed) for each category of workforce housing. It shows an annual employee income of \$39,468 is needed to be able to reasonably afford a residential unit priced at \$212,250 (Category 1); an annual employee income of \$43,607 is needed to afford a residential unit priced at \$233,980 (Category 2); an annual employee income of \$47,039 is needed to afford a residential unit priced at \$252,000 (Category 3); and an annual employee income of \$62,182 is needed to afford a residential unit priced at \$331,500 (Category 4).

TABLE C.1: INCOME NEEDED TO AFFORD WORKFORCE HOUSING			
CALCULATION OF AFFORDABILITY			
	Category 1	Category 2	Category 3
Purchase Price	\$172,500	\$225,500	\$278,500
Down Payment	3.00%	3.00%	3.00%
Loan Term	30	30	30
Interest Rate	5.93%	5.93%	5.93%
Points	2.00%	2.00%	2.00%
Mortgage Insurance	0.60%	0.60%	0.60%
Taxes & Insurance	1.83%	1.83%	1.83%
Other Closing Costs	3.00%	3.00%	3.00%
Cash to Close	\$13,697	\$17,905	\$22,113
Mortgage	\$167,325	\$218,735	\$270,145
Mortgage Payment	\$996	\$1,302	\$1,608
Mortgage Insurance	\$84	\$109	\$135
Taxes & Insurance	\$185	\$253	\$322
Total Monthly	\$1,264	\$1,664	\$2,065
Income Ratio for Determining Housing Affordability	30.00%	30.00%	30.00%
Minimum Monthly Income	\$4,214	\$5,548	\$6,882
Annual Household Income Needed to Purchase Unit	\$50,573	\$66,578	\$82,584
Workers per Household	1.586	1.586	1.586
Income per Worker in Household	\$31,897	\$41,992	\$52,087

APPENDIX D: EMPLOYMENT AND HOUSEHOLD EARNINGS BY INDUSTRY

Earnings of Monroe County economically active households are shown below in Table D.1: *Employment and Household Earnings by Industry, Monroe County, 2006*. These wages are used to estimate the wages of employees that construct and operate and maintain residential units, and that construct and work within non-residential developments. The average annual wages for 2005 were used to project 2006 wages using a 2.9% increase over 2005, which was the 2004-2005 increase. The household earnings shown in the last column of the table are the individual employee earnings multiplied by the number of employed persons per household with earnings (1.586⁴⁰). This calculation excludes households that do not have at least one person employed. Not having anyone employed could be due to retirement, disability or unemployment. Regardless of reason, all employed without a person employed are excluded from the definition of economically active households used herein. This method of estimating economically active household income basically assumes that the earnings of the secondary worker in a household will be similar to those of the primary worker.

TABLE D.1
EMPLOYMENT AND HOUSEHOLD EARNINGS BY INDUSTRY
MONROE COUNTY, 2005-2006

Industry Title	Average Employment	Annual Wage		Household Earnings
		2005	2006	
Total, All Industries	35,895	\$32,788	\$34,214	\$54,412
Goods-Producing	2,613	\$32,352	\$33,759	\$53,689
Agriculture, Forestry, Fishing and Hunting	102	\$33,145	\$34,587	\$54,837
Construction	2,226	\$32,391	\$33,800	\$53,590
Manufacturing	285	\$31,764	\$33,146	\$52,553
Service-Providing	33,282	\$32,823	\$34,251	\$54,305
Trade, Transportation, and Utilities	7,636	\$31,256	\$32,616	\$51,712
Wholesale Trade	520	\$45,167	\$47,132	\$74,728
Retail Trade	5,553	\$27,209	\$28,393	\$45,017
Information	457	\$47,952	\$50,038	\$79,335
Financial Activities	2,364	\$42,750	\$44,610	\$70,729
Finance and Insurance	1,220	\$50,038	\$52,215	\$82,787
Real Estate and Rental and Leasing	1,144	\$34,976	\$36,497	\$57,867
Professional and Business Services	2,603	\$43,410	\$45,298	\$71,821
Education and Health Services	4,049	\$37,743	\$39,385	\$62,445
Leisure and Hospitality	11,539	\$23,788	\$24,823	\$39,357
Accommodation and Food Services	10,136	\$23,297	\$24,310	\$38,544
Other Services	1,472	\$27,466	\$28,661	\$45,442
Public Administration-Government	3,132	\$47,605	\$49,676	\$79,002

SOURCE: Florida Labor Market Statistics, September 2006.

⁴⁰ See Appendix B: Employees per Household, Monroe County.



**Islamorada, Village of Islands,
Planning and Development Services Department**

**AMENDED AND RESTATED
APPLICATION FOR MAP AMENDMENT**

Pursuant to Chapter 30, Article IV, Divisions 8 & 9

	Application Type	Application Fee	Deposit	Total Fee Due
☐	Future Land Use and Zoning	\$5,120.00	\$1,000.00	\$6,120.00
☒	Zoning Only	\$2,500.00	\$1,000.00	\$3,500.00

☒ Request concurrent Future Land Use and Zoning Hearings pursuant to 163.3184(12), Florida Statutes

PLEASE NOTE: THIS APPLICATION IS ACCEPTED BY APPOINTMENT ONLY.

An application must be deemed complete and in compliance with the Village Code by Staff prior to the items being scheduled for review. See the Submittal Requirements below for a list of required submittals and documents.

APPLICANT / AGENT (if applicable): Property owner must submit a **notarized** letter authorizing the applicant/agent to act on their behalf including the agent's name, address and phone number.

Name: Smith Hawks, PL
Mailing Address: 138 Simonton Street, Key West Florida 33040
Primary Phone: (305) 296 7227 Fax: _____
Email: Bart@smithhawks.com/Jess@smithhawks.com

PROPERTY OWNER:

Name: Integra Real Estate, LLC
Mailing Address: c/o Agent
Primary Phone: c/o Agent Fax: c/o Agent
Email: c/o Agent

LEGAL DESCRIPTION OF PROPERTY: If in metes and bounds, attach legal description on separate sheet.

Physical Address: 82200 Overseas Highway, Islamorada, FL 33036 (Sunset Inn) Mile Marker: 78.5
Lot: 9-11 & 14-18 Block: 5 Subdivision: Stratton's
☐ Plantation Key ☐ Windley Key ☒ Upper Matecumbe Key ☐ Lower Matecumbe Key
Real Estate (RE) Number: 00399601-000000 Alternate Key: 8906587

PROPERTY DESCRIPTION:

Total Land Area: 120,557.7 Square Feet 2.77 Acres
Existing Use of Property: Hotel/Motel
Has an Application for Map Amendment been submitted for this site within the past two (2) years? ☐ Yes ☒ No
If yes, provide name and date of application: _____

PROPOSED MAP AMENDMENT:

Current Future Land Use Map Category: Mixed Use (MU) Current Zoning District: Village Center (VC)
Proposed Future Land Use Map Category: Mixed Use (MU) Proposed Zoning District: Neighborhood Commercial (NC)

86800 Overseas Highway • Islamorada, Florida 33036-3162
Office 305-664-6400 • Fax 305-664-6467 • www.islamorada.fl.us

SUBMITTAL REQUIREMENTS:

- ☒ **Correct application fee.** Check or money order to "Islamorada, Village of Islands". *Previously Provided.*
- ☒ **Notarized agent authorization letter**, if applicable, including the agent's name, address and phone number authorizing the applicant/agent to act on all property owners' behalf. *Previously Provided.*
- ☒ **Proof of ownership** e.g. warranty deed, lease or pending sale contract. *Previously Provided.*
- ☒ **Property record card** from the Monroe County Property Appraiser. *Previously Provided.*
- ☒ **Copy of current Future Land Use Map** clearly marking the boundaries of the property. Map may be request from Planning and Development Service Department prior to application submittal. *See Attached Correspondence.*
- ☒ **Copy of current Official Zoning Map** clearly marking the boundaries of the property. Map may be request from Planning and Development Service Department prior to application submittal. *See Attached Correspondence.*
- ☒ **Photographs** of the site taken from adjacent streets. *Previously Provided.*
- ☒ **Signed and sealed survey** prepared by a Florida registered surveyor. The survey shall include elevations and location of all existing structures, paved areas, location of all utility structures, all easements, all bodies of water on and adjacent to the site, docks, piers, mean high water line and total acreage by habitat (please provide a digital copy in addition to the signed and sealed survey). *Pending.*
- ☒ **Data and analysis (including a land use need analysis)** pursuant to Comprehensive Plan Policy 1-2.1.13, demonstrating there is a need for the amount of development allowed by the proposed FLUM designations in order to accommodate the Comprehensive Plan's projected population growth within the planning timeframe of the Comprehensive Plan. *See Attached Correspondence.*
- ☒ **Explanation** of how the application satisfies each of the applicable criteria in the Land Development Regulations, Comprehensive Plan and Principles for Guiding Development pursuant to § 380.0552(7), Florida Statutes. See Attachment A for list of criteria. *See Attached Correspondence.*

If deemed necessary to complete a full review of the application, the Planning and Development Services Department reserves the right to request additional information.

I certify that I am familiar with the information contained in this application, and that to the best of my knowledge such information is true, complete and accurate. I certify that all information required has been provided.

Digital signatures do not require notarization when they can be verified by a Trusted Certificate issued by a third-party Certificate Authority. If you are not using a "verifiable digital signature", print this document and have it notarized.


Signature of Applicant

JANUARY 27, 2023

Date

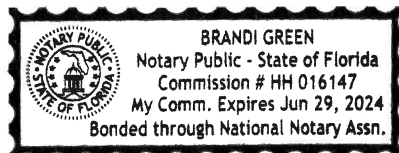
Print Name: JESS MILES GOODALL

STATE OF FLORIDA
COUNTY OF MONROE

Sworn to and subscribed before me by means of ☒ physical appearance or ☐ online notarization, this 27th day of JANUARY, 2023, by JESS MILES GOODALL (name of person signing the application) as AGENT (type of authority e.g. officer, manager / member, trustee, attorney in fact) for Integra Real Estate, LLC (name of entity or party on behalf of whom application was executed).


Signature of Notary Public

SEAL:



☒ Personally Known ☐ Produced Identification

Type of ID N/A

SMITH/HAWKS

ATTORNEYS AT LAW

Barton W. Smith, Esq.
Jess Miles Goodall, Esq.
Telephone: (305) 296-7227
E-mail: Bart@SmithHawks.com
Jess@smithhawks.com

UPLOADED VIA EPORTAL

January 27, 2023

Daniel Gulizio, Director of Planning
Islamorada, Village of Islands Planning and Development Services Department
86800 Overseas Highway
Islamorada, Florida 33036

Re: **AMENDED AND RESTATED Proposed Future Land Use Map and Land Use District (zoning) Map Amendments to create the boundary for Sub-area Policy 1-2.11.6**

Dear Daniel,

Please find enclosed the Integra Real Estate, LLC's ("Applicant") application for a Future Land Use Map ("FLUM") and Land Use District (zoning) Map Amendments (collectively, the "Amendments") pursuant to Chapter 30, Article IV, Divisions 8 and 9 of the Islamorada Code of Ordinances ("Application"). The Application is being filed simultaneously with a Comprehensive Plan Amendment ("Comp. Plan Amendment"), and the FLUM and LUD amendment applications will create the boundary of Sub-Area Policy 1-2-11.6 under Objective 1-2.11 of the Islamorada Comprehensive Plan ("Comp. Plan"). The FLUM and LUD Amendments will create the boundary of the Sunset Affordable housing Sub-Area 1. The Comp. Plan Amendment will permit the utilization and development of thirty (30) transient dwelling units on a more suitable site at Tea Table Key as a world class eco-friendly villa style resort and will provide the Village of Islamorada ("Village") with a desperately needed multi-family affordable housing development in the Village.

In addition to the original application and this letter, I have also enclosed all relevant exhibits and a copy of the application package, which I request you please date stamp and return the copy using the enclosed self-addressed FedEx envelope provided.

PROPERTY BACKGROUND INFORMATION:

Location: 82200 Overseas Highway, Upper Matecumbe Key (Sunset Inn) and
79775 Overseas Highway, Upper Matecumbe Key (Tea Table Key)

00226438 - v10

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138 SIMONTON STREET, KEY WEST, FLORIDA 33040 U.S.A.
T. 305-296-7227 F. 305-296-8448 SMITHHAWKS.COM

Legal Description: Lots 9-11, Block 5, Stratton's Subdivision, according to the Plat thereof, as recorded in Plat Book 2, Page 38, of the Public Records of Monroe County, State of Florida. (Sunset Inn); and Tea Table Key being described as Government Lot one (1) of Section seven (7), Township sixty-four (64) South, Range thirty-seven (37) East, together with a strip of submerged land 250 feet wide in the SW 1/4 of Section 6 and in the NW 1/4 of Section 7, both in Township 64 South, Range 37 East, the Center line of which is described as follows: From a point of line with the Easterly end of State Highway Bridge located on Overseas Highway (State Highway No. 5) at the Westerly end of Upper Matecumbe Key, Monroe County, Florida, run S. 61 ° 27' W. along center line of right-of-way of Overseas Highway, a distance of 787.3 feet to a point; thence run S. 28° 33' E., a distance of 200 feet to the Southerly side of said right-of-way and the POINT OF BEGINNING; thence continue S. 28° 33' E., a distance of 1100 feet more or less to the Northerly side of Tea Table Key; Also a strip of submerged land 50 feet in width and parallel to the high water line in Tea Table Key extending completely around said Key, excepting therefrom the portion occupied by above described 250 foot strip, lying and being in Sections 6 and 7, Township 64 South, Range 37 East, all in Monroe County, Florida. (Tea Table Key).

Real Estate (RE) Number: 00399601-000000 and 00097000-000000

Property Owner/Applicant: Sunset Islamorada Ventures LLC (00399601-000000); and Tea Table Key LLC (00097000-000000)

Agent: Smith/Hawks, PL-Barton W. Smith, Esq./ Jess Miles Goodall, Esq.

Total Property Area: 120,557.7 SF or 2.77 acres (Sunset Inn - 00399601-000000); and ~214,751 SF or 4.93 acres (Tea Table Key - 00097000-000000)

Total Upland Area: 120,557.7 SF or 2.77 acres (Sunset Inn - 00399601-000000); and ~214,751 SF or 4.93 acres (Tea Table Key - 00097000-000000)

Land Use District: Village Center (VC)/ Native Residential (NR)

Future Land Use Map (FLUM) Designation: Mixed Use (MU)/Residential Conservation (RC)

Flood Zone: Multiple on site: AE8, AE7 (Sunset Inn)
 AE10, VE14 (Tea Table Key)

Existing Uses: Motel, Residential

Community Character of Immediate Vicinity: Commercial, Residential

PROPERTY:

Sunset Inn:



Tea Table Key:



EXISTING LAND USE ZONING DISTRICTS:

Sunset Inn (Village Center):



Tea Table Key (Native Residential):



EXISTING FUTURE LAND USE MAPS:

Sunset Inn (Mixed Use):



Tea Table Key (Residential Conservation):



I. FUTURE LAND USE MAP AND LAND USE DISTRICT (ZONING) MAP AMENDMENTS:

a. Overview

The Amendment seeks to create the boundary for Sub-Area Policy 1-2.11.6 under Objective 1-2.11 of the Islamorada Comp. Plan, which shall allow the property located at 82200 Overseas Highway, Upper Matecumbe Key, more commonly known as “Sunset Inn” to transfer thirty (30) approved hotel/motel units (“Motel Units”) to the property located at 79775 Overseas Highway, Upper Matecumbe Key, more commonly known as “Tea Table Key,” and subsequently develop Sunset Inn with up to forty one (41) affordable employee housing dwelling units, and up to ten thousand square feet (10,000 SF) of low/medium retail space. The Comp. Plan Amendment and LUD and FLUM Amendments will permit Tea Table Key to be developed with up to thirty one (31) residential dwelling units (30 hotel units and 1 market rate unit). These units will be developed as a state of the art, world class, eco-friendly villa style hotel resort.

The Amendments have been filed as corresponding map amendments to a simultaneously filed Comprehensive Plan Amendment to create the sub-area policy and the boundary of the Sunset Affordable Housing Area 1.

b. Amendment Request:

The requested FLUM and LUD amendments are being requested to create the boundary of the Sunset Affordable Housing Area 1, and propose the following amendments to the FLUM and LUD designations:

1. The FLUM amendment will amend the approximately 4.93 acres of upland area on Tea Table Key from Residential Conservation (“RC”) to MU and will incorporate the approximately 2.77 acres at Sunset Inn, designated MU, to create the boundary of the Sub-Area on the Future Land Use Maps, as contained in the Comp. Plan; and
2. The LUD amendment will amend the approximately 4.93 acres of upland area on Tea Table Key from Native Residential (“NR”) to Tourist Commercial (TC) and will amend the approximately 2.77 acres at Sunset Inn from Village Center (“VC”) to Neighborhood Commercial (“NC”), and will create the boundary of the Sub-Area on the official zoning maps. Cumulatively, the Amendments will create the boundary of the Sub-Area on the Future Land Use Maps and Land Use District Maps, which will be comprised of approximately 7.7 acres.

Sunset Inn is currently recognized with thirty (30) Hotel/Motel units. By creating the boundary for the Sunset Affordable Housing Area 1, the FLUM and LUD amendments, in conjunction with the corresponding Comp. Plan Amendment, will allow the transfer of the Motel Units from Sunset Inn to Tea Table Key, will allow the utilization and development of the Motel Units on Tea Table Key, will provide the density necessary to develop a much needed

forty one (41) units of affordable workforce housing on the Sunset Inn property, and will ensure Sunset Inn is utilized exclusively for affordable workforce housing, accessory uses, and low/medium intensity retail use.

The Amendments will permit the development of the forty one (41) affordable dwelling units based upon the parcel's approximate size of 2.77 acres. Pursuant to the Amendments, the parcel will remain designated as MU, and will have a land use (zoning) district of will remain NC, and the Amendments will create the boundary of the Sub-Area. Pursuant to Section 30-697 of the Land Development Code parcels zoned NC have density up to fifteen (15) deed restricted affordable housing dwelling units per acre, which amounts to a total of forty one and a half (41.55) affordable dwelling units. Pursuant to LDC Section 30-697, parcels within the NC zoning district are permitted attached deed restricted affordable housing dwelling units as of right, and there is no restriction contained in this section as to the conversion of existing hotel/motel units into deed restricted affordable housing units.

Additionally, Sunset Inn's overall development potential of forty one (41) affordable dwelling units is derived from the language contained in the Sub-Area Policy. The Sub-Area policy will

1. Limit the permissible uses on the parcel with Parcel ID No. 00399601-000000 to affordable dwelling units, accessory uses, and low/medium intensity retail;
2. Provide that the maximum number of affordable housing dwelling units permitted on the property with Parcel ID No. 00399601-000000 shall be forty one (41) units, and
3. Allow development of the affordable housing dwelling units by means of a redeveloped or a conversion of the existing hotel or motel structures. Development of the affordable housing dwelling units on Sunset Inn will utilize the existing structures and will be done pursuant and in compliance with the comprehensive plan and Land Development Code, notwithstanding the density or anything contained in the Sub-Area policy.

Tea Table Key's overall development potential under the Sub-Area policy is derived from the language contained in the Sub-Area Policy and the upland acreage of the property, which is being amended and will have a TC zoning designation and an MU future land use. Pursuant to the Sub-Area Policy the parcel will be restricted to a max net density of up to thirty one (31) residential dwelling units (30 Motel units and 1 existing residential dwelling unit) on Tea Table Keys approximately 4.93 acres of upland. Development of the units on Tea Table Key will be done pursuant and in compliance with the comprehensive plan and Land Development Code, notwithstanding the density requirements or anything contained in the Sub-Area policy.

The Amendments, in conjunction with the Comp. Plan Amendment, will allow the transfer of the Motel Units from Sunset Inn to Tea Table Key, will allow the utilization and development of the Motel Units on Tea Table Key, and will limit Tea Table Key's overall development potential to the maximum density necessary to develop up to thirty one (31) residential dwelling units

(30 Motel units and 1 existing residential dwelling unit) as a world class, environmentally friendly resort.¹ The proposed development on Tea Table Key will be done with a very environmentally friendly mentality, developing the villa style hotel units as eco-friendly, and incorporating the development on Tea Table Key in a manner that will enhance and highlight the natural beauty of the Florida Keys.

Development within the Sunset Affordable Housing Area 1 will be done pursuant and in compliance with the Comprehensive Plan and Land Development Code, notwithstanding the provisions contained in the Sub-Area policy.

c. Data and Analysis

Sunset Affordable Housing Area 1.

1. Housing Data

It is well established that prior to Hurricane Irma the affordable housing shortage in the Florida Keys was staggering. According to Monroe County's Housing Strategy produced after Hurricane Irma, "[m]any of the business sectors in the Florida Keys, including professional services, retail trade, tourism and health care, find it increasingly difficult to attract and maintain workers." The City of Islamorada is clearly no different, and like many communities in south Florida, has experienced a dramatic increase in housing sales prices. According to the "Islamorada, Village of Islands Workforce Housing Support Study ("WFH Study"), attached hereto as **Exhibit A**, "Analysis of housing sales data show that sales prices in Islamorada, and in Marathon - another community in the Florida Keys, have increased at a much more rapid rate than housing prices for Florida and the United States." A trend that has continued post Irma and has been dramatically exacerbated in recent years.

The increase in housing prices in Islamorada, in and of itself creates an affordable workforce housing problem in Islamorada and the Florida Keys in general. However, the problem is accentuated in Islamorada. This is because some of the larger employers in the Village, such as the leisure and hospitality industry, accommodation and food services, retail service businesses and construction industry typically hire more lower wage employees than other industries. A significant percentage of new employees in these businesses earn very modest wages, making it increasingly difficult for them to afford a house for sale in the local real estate market, or rent housing.² The table below illustrates this ever worsening issue in Islamorada *See* Pg. 2 Islamorada, Village of Islands Workforce Housing Support Study (Islamorada's housing prices increased at a rate of 35 percent per year, at an average rate of growth of 22%, while housing prices in Florida increased at 14.9 percent and 9.6 percent nationally, *see* below table)

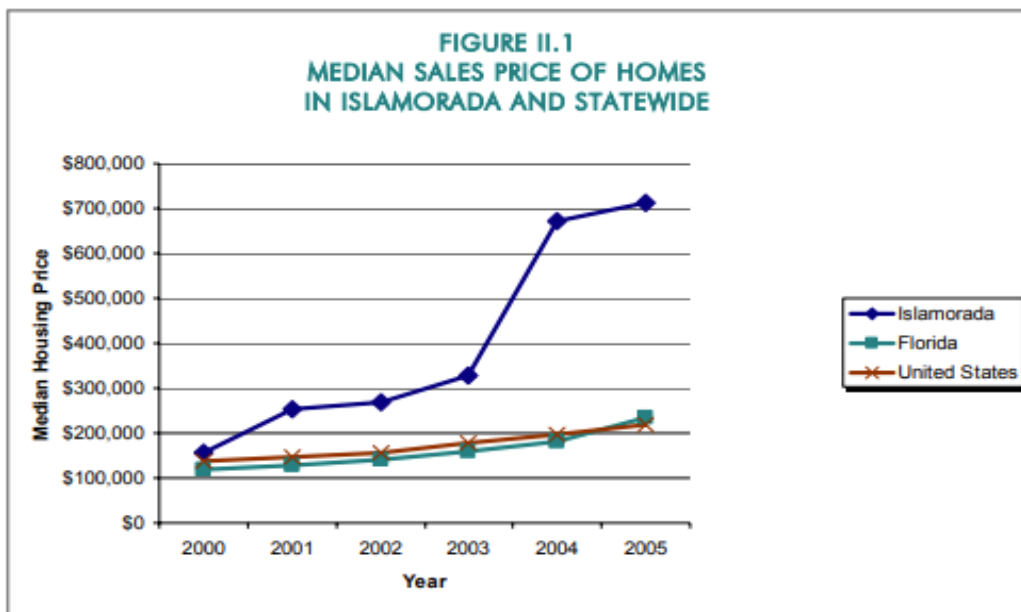
¹ *See* Tea Table Key Preliminary Site plan and rendering.

² Islamorada, Village of Islands Workforce Housing Support Study, Clarion Associates, LLC, September 2007.

Year	Islamorada		Marathon		Florida	US
	Average	Median	Average	Median	Median	Median
2000	\$286.9	\$156.8	\$209.7	\$190.2	\$117.6	\$139.0
2001	\$310.5	\$251.9	\$224.5	\$183.9	\$127.7	\$147.8
2002	\$361.8	\$268.2	\$260.5	\$247.5	\$141.7	\$156.2
2003	\$484.3	\$328.6	\$333.7	\$282.9	\$158.4	\$178.8
2004	\$743.6	\$671.4	\$450.4	\$363.2	\$181.9	\$195.4
2005	\$776.2	\$712.5	\$576.4	\$529.2	\$235.1	\$219.6
Rate of Growth	22.0%	35.4%	22.4%	22.7%	14.9%	9.6%

SOURCES: Monroe County Property Appraiser, Florida Board of Realtors and National Association of Realtors.

NOTE: Data for the State of Florida and the United States are for single family homes only.

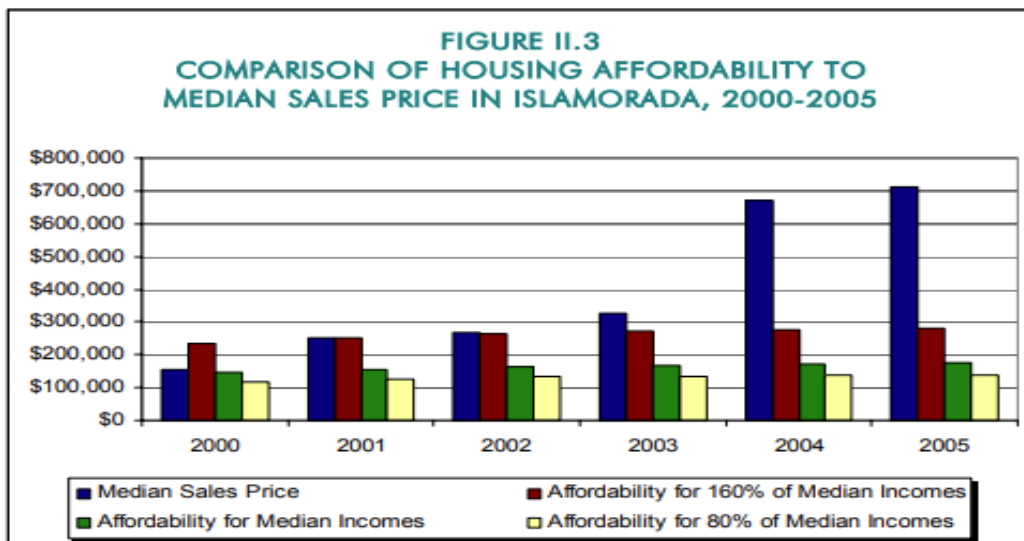


Source: Monroe County Property Appraiser Database and Florida Association of Realtors

Unfortunately, the median income ranges have not historically increase at comparable rates, and this has increasingly caused a larger and larger gap between household incomes and median housing costs, which has resulted in housing becoming less and less affordable to workforce households in Islamorada. In fact, according to the WFH Study, “in 2000, the median income in Monroe County was \$49,300 and the median price of a home in Islamorada was \$156,757 - approximately 318 percent of median income levels. By 2003, the median income for a household in Monroe County was \$56,500 and the median price of a home in Islamorada was \$328,571 - approximately 582 percent of median income levels. In 2005, the median income for a Monroe County household was \$58,450 and the median price of a home in Islamorada was \$712,500 - approximately 1,219 percent of median income levels,” (See below table).

Year	Median Price of Homes	Median Price of Homes as % of Median Income	Median Household Income for Monroe County
2000	\$156,757	318%	\$49,300
2001	\$251,887	483%	\$52,100
2002	\$268,182	487%	\$55,100
2003	\$328,571	582%	\$56,500
2004	\$671,429	1,174%	\$57,200
2005	\$712,500	1,219%	\$58,450

A well-established national benchmark for evaluating affordability is whether median household incomes in a community are at the level where the family could afford a median priced home; more specifically, affordability of owner-occupied housing is normally defined as 300 percent of median household income.³ Per Monroe County's housing Strategy, if more than 30% of a household's income is expended for housing, such household is considered "cost burdened." In Islamorada, since 2002, "median priced homes have exceeded the price that was affordable to the households earning 160 percent of the area median income. In 2005, the median priced home cost \$431,940 more than a household earning 160 per cent of the area median income could afford. The housing affordability problem is affecting not only households earning the area median income, but also those earning well above the median income."⁴

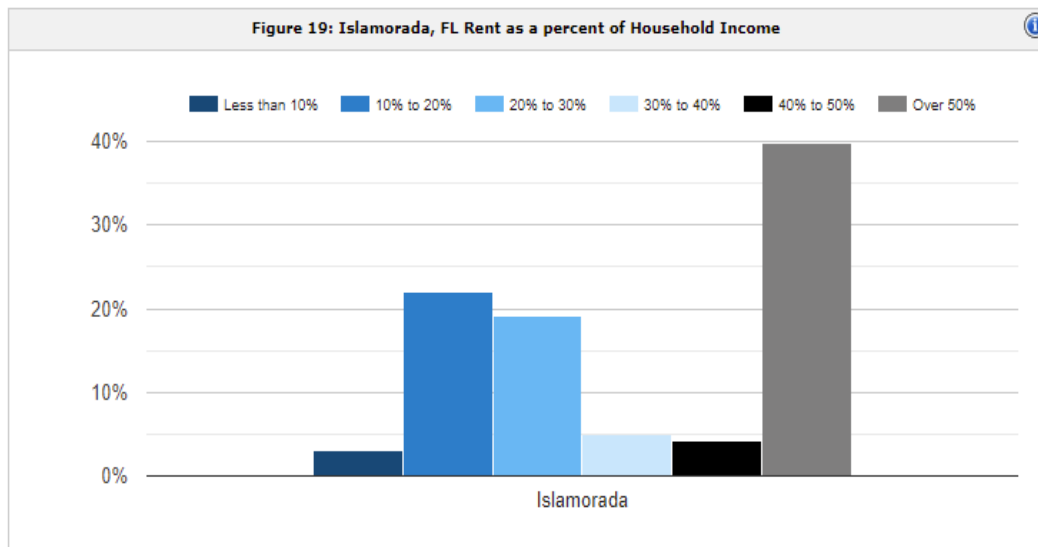


Source: U.S. Department of Housing and Urban Development and the Monroe County Property Appraiser.

³ Islamorada, Village of Islands Workforce Housing Support Study, Clarion Associates, LLC, September 2007.

⁴ Id. at 17.

The trends illustrated above have not changed in recent years, and based upon information contained in the US Census for the City of Islamorada, the median household income in the City is \$82,500.00, while the median sales price of homes was \$832,954.00. The rental market is just as inflated, as illustrated by Town Charts Housing data⁵, large numbers of workers in the city are paying above 50% of their income toward rental housing, *See below:*



Islamorada has a small number of affordable housing units available, and that number was further diminished as a result of Hurricane Irma in 2017. The WFH Study provides “The report’s conclusions include an existing deficiency of 356 units for the resident workforce, an existing deficiency of 794 units for non-resident workforce, and, by the year 2020, a projected total workforce housing need of (one thousand one hundred two) 1,192 units.”

Although Islamorada is incorporated, it is important to note that the affordable housing crisis extends county-wide. In Monroe County the percentage of households with mortgages that exceed the HUD threshold for being considered cost-burdened due to the amount of the attendant mortgage payments. According to HUD, “cost-burdened” households pay more than 30% of income for rent or mortgage costs. This is also the standard used by the Florida Department of Economic Opportunity. In 2009, 12,927 Monroe County households (37%) paid more than 30% of income for housing. By comparison, 29% of households statewide are cost burdened. Over six thousand households in Monroe County (18%) must pay more than 50% of household income for housing.

Based on the foregoing, the Sunset Affordable Housing Sub-Area Policy 1-2.11.6., will assist the city in providing access to adequate affordable housing that is safe, decent, and structurally sound, and is a smart and practical way to provide affordable housing in the village center, allowing work force employees to reside in close proximity to their jobs within the

⁵ <https://www.towncharts.com/Florida/Housing/Islamorada-FL-Housing-data.html>

City itself. The City of Islamorada does not have many locations that are suitable for multi-unit developments within the “Village Center.” Sunset Inn is located in Village Center on approximately 2.77 acres of land. It is currently utilized as a hotel/motel. The intent of the Applicant is to utilize this area to develop forty one (41) deed restricted affordable housing dwelling units, something that is clearly a huge need for the City of Islamorada. In order to permit this site to be utilized as an affordable housing development, the Applicant is seeking to transfer the existing Motel Units to the second parcel within the Sub-Area.

2. Homestead Industrial Zoning Ordinance and Development.

On or around November 2, 2022, Developers secured enough commissioner votes to expand Miami-Dade County’s Urban Development Boundary to turn farmland into a new commercial complex near Homestead. The South Dade Logistics and Technology District is a proposed 380-acre mix of warehouses, call centers and other commercial uses south of Florida’s Turnpike and north of Moody Drive (Southwest 268th Street). The project has been called a way to bring more than 7,000 jobs to South Miami-Dade and give residents an alternative to fighting traffic for the sought-after wages available to the north and south of the project. Miami-Dade’s planning staff opposed the project, saying the county had enough industrial land available within the Urban Development Boundary.

The zoning change and proposed project will effectively change what has been a historically agrarian area with low paying manual labor jobs into a commercial industrial area with higher paying jobs and positions available. Many residents of South Miami Dade travel to the upper Keys for higher paying jobs and return home at the end of the weekday. With the zoning change and the proposed project, these commuter workers will almost certainly be able to secure jobs closer to their place of residence, nullifying their need to commute to the upper Keys.

Affordable housing is the most pressing issue Islamorada, the Upper Keys, and Monroe County in general. The ability of Islamorada and the upper Keys to attract commute workers from the mainland has historically provided these municipalities with a reprieve on the affordable housing demands, as these workers do not need accommodation within Islamorada or the Upper keys but rather commute back and forth from South Miami Dade. With the passing of the zoning change and the proposed project (as described above), these municipalities will lose the ability to rely on commute workers as the pool in South Miami Dade shifts into jobs within the South Dade Logistics and Technology District. Municipalities within the Upper Keys will need to start filling vacancies with permanent residents, and this means providing adequate affordable housing options to these workers.

With the changes on the mainland (as described above), the ability of the Village of Islamorada to provide a multi-family affordable housing projects within the Village is more important than ever, and the proposed Subarea policy provides the Village with an invaluable opportunity to provide one such affordable housing development.

3. The “Fills” Islamorada.

The causeway along the Overseas Highway in Islamorada known as the “Fills” is popular with people coming to launch boats, swim and picnic in the Keys. The entrance to Tea Table Key is located near mile marker 79, and is directly north of Tea Table Fill and Indian Key Fill:



The state owns the causeway areas between mile markers 78 and 80. But since 2020, the areas have been managed by the village of Islamorada. There are about 15 to 18 parking spots available near each of the areas, and the areas are frequented by tourists.

Developing Tea Table Key as an environmentally friendly resort will not have any effect on the Fills based on the number of units, the location of the resort, and the type of tourist expected at the resort.

As discussed above, the proposed development at Tea Table Key is limited to a maximum density of thirty one (31) residential units (30 transient units and 1 market rate unit). The small number of rooms at the proposed environmentally friendly resort means that the projected number of tourists is minimal. Additionally, the proposed development will provide sufficient off-street parking to accommodate guests of the resort., eliminating any concern that guests would be parking along US 1 at the Fills.

The Fills are a popular spot for tourists to stop along US 1 to enjoy the crystal-clear waters of the Florida Keys. As shown above and below, Tea Table Key is located directly north of Tea Table Fill, is located in the exact same waters on the Atlantic side of US 1, and idyllic views as the Fills along US 1:



Additionally, Tea Table Key has private water access to the crystal-clear waters on the Atlantic side of US 1:



The proposed resort will offer guests access to the waters of the Florida Keys and will provide idyllic views of the ocean and sunset. Based on this, there is no reason a guest of the proposed development will utilize the Fills to access the water, relax on the beach, or view the sunset or water views.

Finally, based on various reports and articles, the tourists that frequent the Fills are more often than not day trip tourists from the mainland. According to “the Fills Overview”⁶ “What we experience now is day trippers moving in, especially on summer weekends, spending the day, with no restroom facilities, playing loud music, tearing up the sea grass and leaving their litter behind when they leave.” Contrary to the day trip tourists that frequent the Fills, and have become a source of contention in Islamorada. The proposed Development is an overnight tourist destination and

⁶ See “Details of the Fills,” Islamorada Community Alliance, <https://islamorada.org/the-fills-overview/>

will attract tourists travelling to the Florida Keys for overnight and extended stays. The anticipated guests will have access to the waters via the private beach at the resort and will have amenities and activities that will negate any need for them to utilize the Fills for any reason.

Based on the above, the proposed Development will in no way negatively affect the issues that are being faced at the Fills.

II. The FLUM amendments is consistent with the Principles for Guiding Development within the Florida Keys Area of Critical State Concern, pursuant to § 380.0552(7), Florida Statutes. The Principles are listed below:

1. Strengthening local government capabilities for managing land use and development so that local government is able to achieve these objectives without continuing the area of critical state concern designation.

The Amendments propose to create a site-specific Sub-Area with limited development potential that furthers the government's management abilities within the boundary of the Sub-Area. Additionally, the designation of the proposed Sub-Area will assist the government in accomplishing affordable housing requirements while stimulating commerce in the area.

2. Protecting shoreline and marine resources, including mangroves, coral reef formations, seagrass beds, wetlands, fish and wildlife, and their habitat.

The Proposed amendments will allow utilization of portions of the Sub-Area to highlight the shoreline and marine resources, and further utilization of the areas in a sustainable and habitat friendly manner.

3. Protecting upland resources, tropical biological communities, freshwater wetlands, native tropical vegetation (for example, hardwood hammocks and pinelands), dune ridges and beaches, wildlife, and their habitat.

The Amendments will not affect upland resources.

4. Ensuring the maximum well-being of the Florida Keys and its citizens through sound economic development.

The Amendments provide an opportunity to stimulate local economic development by providing much needed affordable housing to the workforce of Islamorada and will create increase sustainable commerce in the tourist industry by providing access to the shoreline and marine resources that are a major highlight of the Florida Keys.

5. Limiting the adverse impacts of development on the quality of water throughout the Florida Keys.

The Amendments will not have an effect on the water quality throughout the Florida Keys.

6. Enhancing natural scenic resources, promoting the aesthetic benefits of the natural environment, and ensuring that development is compatible with the unique historic character of the Florida Keys.

The Amendments will allow the development of portions of land which will increase access to, and enhance and highlight the natural beauty of the Florida Keys, while remaining compatible with the historic character of the Florida Keys.

7. Protecting the value, efficiency, cost-effectiveness, and amortized life of existing and proposed major public investments, including:
 - a. The Florida Keys Aqueduct and water supply facilities;
 - b. Sewage collection, treatment, and disposal facilities;
 - c. Solid waste treatment, collection, and disposal facilities;
 - d. Key West Naval Air Station and other military facilities;
 - e. Transportation facilities;
 - f. Federal parks, wildlife refuges, and marine sanctuaries;
 - g. State parks, recreation facilities, aquatic preserves, and other publicly owned properties;
 - h. City electric service and the Florida Keys Electric Co-op; and
8. Protecting and improving water quality by providing for the construction, operation, maintenance, and replacement of stormwater management facilities; central sewage collection; treatment and disposal facilities; and the installation and proper operation and maintenance of onsite sewage treatment and disposal systems.
9. Ensuring the improvement of nearshore water quality by requiring the construction and operation of wastewater management facilities that meet the requirements of § 381.0065(4)(l) and 403.086(10), as applicable, and by directing growth to areas served by central wastewater treatment facilities through permit allocation systems.

The Amendments will not affect the major public investments. Coordination with the required utilities will occur upon development of the Sub-Area.

10. Limiting the adverse impacts of public investments on the environmental resources of the Florida Keys.

The Amendments create a site-specific Sub-Area policy that limits the adverse effects of public investments on the environmental resources of the Florida Keys.

11. Making available adequate affordable housing for all sectors of the population of the Florida Keys.

The Amendments provide the government with a rare opportunity to address the drastically dire affordable housing shortage, by allowing the development of a much-needed multi-family affordable housing development within the center of Islamorada.

b. Basis for Amendment

i. Change in Projections.

The basis for the amendment is a change in projections (e.g., regarding public service needs) from those on which the text or boundary was based. This FLUM and LUD amendment Application creates the boundary for Sub-Area Policy 1-2.11.6 and creates the Sunset Affordable Housing Area 1. The purpose of Sunset Affordable Housing Area 1 is to provide the hospitality, working waterfront, industrial, and other commercial uses in Islamorada, and the surrounding areas with much needed affordable workforce housing which, under the current Comprehensive Plan and absent the Sub-Area Policy, the City and Applicant are unable to provide or construct.

ii. Change in Assumptions.

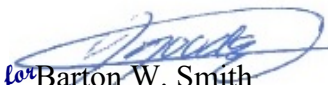
The basis for the amendment is a change in assumption (e.g., regarding demographic trends). As discussed above, there has been a dramatic change in the median housing prices within Islamorada, which has made it increasingly difficult for the Village to provide the much-needed affordable housing options for the hospitality, working waterfront, industrial, and other commercial use employees in and around the Village. The Sub-Area Policy will allow the applicant to provide the Village with much needed affordable workforce housing in a location within the Village Center, something that without the Sub-Area policy would not be able to be accomplished. Additionally, with the proposed commercial and industrial developments on the mainland, and higher paying jobs become available in that area, affordable housing for workers in these municipalities becomes more necessary than ever as the Upper Keys lose the ability to attract workers from the mainland who commute.

III. Conclusion

Applicant respectfully requests the specified Amendments be granted based on the changed conditions underlying the demonstrated and increasing need for workforce housing in Monroe County, particularly in proximity to the Islamorada employment centers, and the potential for construction of workforce housing to serve the needs of the community.

If you require anything further, or have any questions and/or concerns, please do not hesitate to contact our office.

Sincerely,


for Barton W. Smith

BWS/JG/bg

Enclosures

EXHIBIT A



Islamorada, Village of Islands

WORKFORCE HOUSING SUPPORT STUDY

September 2007

Submitted by:

CLARION ASSOCIATES, LLC
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In association with

Dr. James C. Nicholas
RRC Associates

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I. INTRODUCTION AND EXECUTIVE SUMMARY

A. INTRODUCTION

Real estate prices in Islamorada, Village of Islands, Florida (hereinafter “Village of Islamorada” or “Islamorada”) have increased significantly in recent years, with housing prices in Islamorada rising since 2000 to the point that a household earning a moderate income today can no longer afford the large majority of housing that is available through the private market. Concern about this issue has grown to the point that business owners are concerned about the difficulties of recruiting and retaining employees because of the lack of local housing that is affordable for their workers.

In response to this problem, the Village of Islamorada initiated an effort to determine the need new residential and non-residential developments create for housing that is affordable to the Village’s workforce as a basis for establishing a workforce housing mitigation program. As part of this effort, Islamorada is preparing this *Workforce Housing Support Study*. It provides background and technical documentation for the workforce housing need created by new development and remodels, develops a methodology for determining need, and provides statistical support for a workforce housing mitigation program. Initially it identifies the workforce housing problem in Islamorada. It then provides the technical documentation and analysis needed to establish whether new development (both residential and non-residential) creates a need for workforce housing. This is done by evaluating the linkage between (1) employment generated by the construction and then maintenance and operations (post-construction) of new residential units and (2) the employment generated by the construction and then employment that occurs at non-residential development (post-construction activities). Because the analysis demonstrates there is a need created by both residential and non-residential development for workforce housing, the Study also identifies the need both in workforce housing units (or a fraction thereof) that could be built to address the need, and funding shortages (workforce housing assistance) that could be addressed to meet the need.

After this Introduction, there is an Executive Summary that summarizes the findings of the Support Study.

The second section in this Support Study describes the housing affordability problem in Islamorada (See Section II. Problem Description). It shows that while employment in the Village has grown over the past decade, wages have tended to stagnate and housing offerings at prices that the large majority of the local employment base can afford have declined.

The third section (Section III: The Need for Workforce Housing Created by New Development) discusses the relationship between new residential and nonresidential development and the demand this new development creates for workforce housing. It outlines the methodology and calculations that determine the need created for workforce housing by new development (both residential and nonresidential). As is highlighted above, because the analysis demonstrates there is a need created by both residential and non-residential development for

percent of median household income.² Table I.2: *Monroe County Median Household Income and Median Single Family Housing Prices in Islamorada, 2000-2005*, outlines the affordability gap over the last five years. In 2000, the median income in Monroe County was \$49,300 and the median price of a home in Islamorada was \$156,757 – approximately 318 percent of median income levels. By 2003, the median income for a household in Monroe County was \$56,500 and the median price of a home in Islamorada was \$328,571 – approximately 582 percent of median income levels. In 2005, the median income for a Monroe County household was \$58,450 and the median price of a home in Islamorada was \$712,500 – approximately 1,219 percent of median income levels.

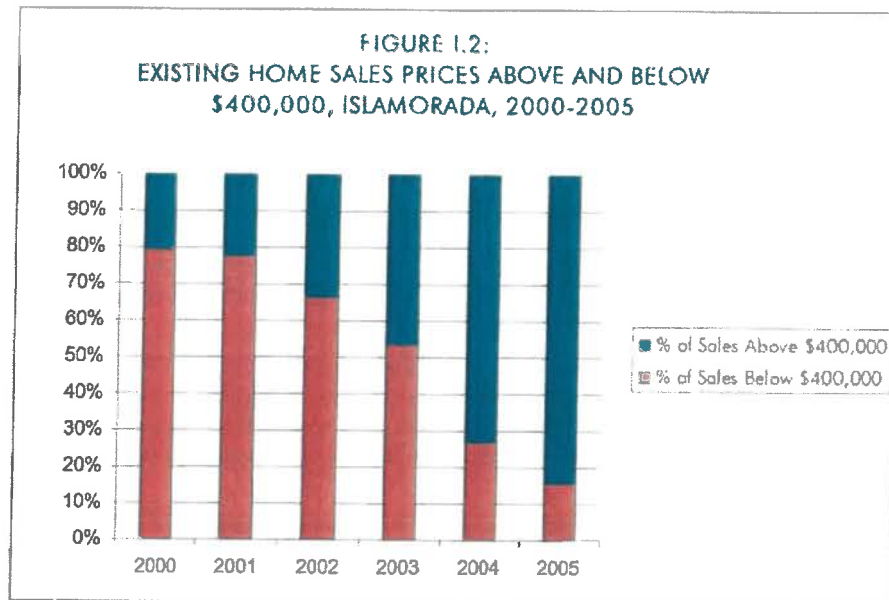
TABLE I.2:
MONROE COUNTY MEDIAN HOUSEHOLD INCOME AND
MEDIAN SINGLE FAMILY HOUSING PRICES IN ISLAMORADA, 2000-2005

Year	Median Price of Homes	Median Price of Homes as % of Median Income	Median Household Income for Monroe County
2000	\$156,757	318%	\$49,300
2001	\$251,887	483%	\$52,100
2002	\$268,182	487%	\$55,100
2003	\$328,571	582%	\$56,500
2004	\$671,429	1,174%	\$57,200
2005	\$712,500	1,219%	\$58,450

Over the past five years, the market not only priced out employees earning median incomes, but also priced out workers with much higher incomes. This housing affordability comparison (300%) can also be used to evaluate the affordability of housing prices to households earning higher than the area median income (160 percent of area median income) or lower than the area median income (80 percent of area median income). Figure I.1: *Comparison of Housing Affordability to Median Sales Prices in Islamorada*, illustrates that even households earning 160 percent of the area median income can not afford median priced housing in Islamorada, much less those earning 80 percent of area median income.

² A national benchmark for evaluating affordability is whether median household incomes in a community are at the level where the family could afford a median priced home; more specifically, affordability of owner-occupied housing is normally defined as 300 percent of median household income.

dwelling at the lower end is greatly diminished. The phenomenon is not just a matter of rapid increases in prices of high end units. Rather, it is a general increase in unit prices.



Source: Monroe County Property Appraiser Database

Based on what the housing price, housing sales, and income data for Monroe County and Islamorada show, there is no doubt there is a housing affordability problem in Islamorada today.

2. The Need for Workforce Housing Created by New Development

The need to provide housing that is affordable to the Village of Islamorada's workforce is generated by new development that demands labor (employees). Because both residential and non-residential development create demand for labor (employees), both are evaluated to determine the workforce housing need created by each type of development.

a) Residential Development

Residential development in Islamorada has two employment needs: (1) the construction of the residence, and (2) the operation and maintenance of the residence, post-construction.

i) Demand for Workforce Housing Units for Construction Employees

The construction, expansion, or renovation of buildings requires the employment of contractors and construction workers to do the work. The wages of most of these workers are within a range such that they can not afford housing in Islamorada. The method used to assess the

employees needed over the course of a 40-year construction career to construct a certain size unit (see the column labeled "Employees Needed (Over Career of Employee)"), and the number of housing units needed for those employees (see the column labeled "Housing Units Needed for Employees").

Table 14: CONSTRUCTION EMPLOYMENT AND NEED FOR WORKFORCE HOUSING IN ISLAMORADA			
Building Size	Employee Years to Construct Units	Employees Needed (Over Career of Employee)	Housing Units Needed for Employees
500	0.601	0.015	0.009
750	0.901	0.023	0.014
1,000	1.201	0.030	0.019
1,500	1.802	0.045	0.028
2,000	2.403	0.060	0.038
2,500	3.004	0.075	0.047
3,000	3.604	0.090	0.057
3,500	4.205	0.105	0.066
4,000	4.806	0.120	0.076
4,500	5.406	0.135	0.085
5,000	6.007	0.150	0.095

ii) *Demand for Workforce Housing Units for Operation and Maintenance Employees*

Operations and maintenance services provided to residential dwelling units also create a demand for labor (employees). To assess the affect of this labor demand on the need for workforce housing, the Village of Islamorada contracted RRC Associates, Inc. to conduct a survey of homeowners in Islamorada in the spring of 2006, the results of which are summarized in a report titled *Village of Islamorada Residential Job Generation Study* (July 2006) (hereinafter referred to as "*Residential Job Study*"). One of the primary objectives of the *Residential Job Study* was to acquire data on the employment associated with the operations and maintenance of residential units in Islamorada. The *Residential Job Study* asked homeowners questions about the use, both directly and indirectly, of five primary categories of employees that are hired to assist in the operation and maintenance of residential units. They include:

- Direct hires by home owners;
- Hires by property management firms retained by home owners to operate and maintain residential properties;
- Hires by homeowners associations responsible for operating and maintaining residential properties;

house the employees engaged in the operation and maintenance of homes of different sizes.

Table 1.5: OPERATIONS AND MAINTENANCE EMPLOYMENT BY HOME SIZE AND RESIDENCY OF UNIT, ISLAMORADA				
Unit Size	Full-Time Resident Units		All Other Units	
	Employees for Full-Time Resident Units	No. of Units Needed for Employees of Full-Time Resident Units	Employees for All Other Units	No. of Units Needed for Employees of All Other Units
500	0.000	0.000	0.019	0.012
750	0.000	0.000	0.035	0.022
1,000	0.013	0.008	0.051	0.032
1,500	0.045	0.029	0.084	0.053
2,000	0.078	0.049	0.116	0.073
2,500	0.110	0.069	0.148	0.094
3,000	0.142	0.090	0.181	0.114
3,500	0.175	0.110	0.213	0.134
4,000	0.207	0.130	0.245	0.155
4,500	0.239	0.151	0.278	0.175
5,000	0.272	0.171	0.310	0.196

iii) Assistance to Address Workforce Housing Need

In fully exploring the need for workforce housing created by residential development, there is one final step that needs to be taken -- determining the amount of assistance (housing subsidy) that is needed to make housing in the community affordable for the construction and operations/maintenance employee households that build and service residential units. To adequately address the different types of households that need workforce housing assistance, three Workforce Housing Categories are developed in this Study. The intent of the categories is to recognize that households of varying income levels live in units of varying size and price. For example, it is logical that a household earning \$60,000 lives in a different and more expensive house than a household earning \$30,000. These three categories address this issue.⁶ These categories are used to better assess workforce housing mitigation at a level that is reflective of the different income categories in the community, and are based upon local prices to construct workforce units in Islamorada.

Using the household incomes earned by construction and operations and maintenance employees, the subsidy needed to afford a workforce housing unit within the appropriate workforce housing

⁶ The Workforce Housing Categories are not linked in any way to income or occupancy eligibility requirements related to the application for affordable housing units in Islamorada. These categories are intended for use as a tool to determine workforce housing mitigation both in terms of units and housing assistance, and do not serve as eligibility requirements.

b) Non-Residential Development

The other basic sector in Islamorada that employs workers is nonresidential development. This includes offices, retail establishments, industrial businesses, tourist/recreational services, institutional uses, and government facilities. Non-residential development places a demand on labor (the workforce) in two ways: (1) demand for workers to construct the building, and (2) demand for employees that will work at the new non-residential development. Construction employees construct the nonresidential buildings. All different types of employees work at the structure after the building is complete, depending on the type of business/land use. Both activities generate employment in Islamorada, and because of the wage levels and existing housing prices, a number of these activities result in a need for affordable workforce housing.

i) Construction Impacts

As discussed previously, the construction, expansion, or renovation of buildings requires the employment of contractors and construction workers to do the work. The need for workforce housing created by construction employees for non-residential development was determined to be the same as residential development.

Table 1.8: *Construction Employment and Need for Housing in Islamorada*, sets out the number of employees needed to construct different size non-residential buildings. Specifically, the table displays the number of employee years it takes to construct a building of a certain size, the number of employees needed over the course of a 40-year construction career to construct a certain size unit, and the number of housing units needed for these employees.

Table 1.8: CONSTRUCTION EMPLOYMENT AND NEED FOR WORKFORCE HOUSING IN ISLAMORADA			
Building Size	Employee Years to Construct Units	Employees Needed (Over Career of Employee)	Housing Units Needed for Employees
500	0.601	0.015	0.009
750	0.901	0.023	0.014
1,000	1.201	0.030	0.019
1,500	1.802	0.045	0.028
2,000	2.403	0.060	0.038
2,500	3.004	0.075	0.047
3,000	3.604	0.090	0.057
3,500	4.205	0.105	0.066
4,000	4.806	0.120	0.076
4,500	5.406	0.135	0.085
5,000	6.007	0.150	0.095

iii) Assistance to Address Workforce Housing Need

As mentioned previously, to fully explore the need for workforce housing created by non-residential development, there is one final step -- determining the amount of assistance (housing subsidy) that is needed to make housing in the community affordable for the workforce employees that build and service non-residential development. To adequately address the different types of households that need workforce housing assistance, three Workforce Housing Categories are developed in this Study. These categories are used to better assess workforce housing mitigation at a level that is reflective of the different income categories in the community.

Using the household incomes earned by non-residential construction and post-construction employees, the subsidy needed to afford a workforce housing unit, based upon the appropriate Workforce Housing Category, was determined by subtracting the amount of housing that is affordable to the household based on income from the price of the appropriate workforce housing unit. The housing assistance needed per non-residential land use type (per 1,000 square feet) is outlined below in Table I.10: *Need for Workforce Housing Created by Non-Residential Development*.

Table I.10 NEED FOR WORKFORCE HOUSING CREATED BY NON-RESIDENTIAL DEVELOPMENT						
Non-Residential Land Use Type	Construction Employees		Post-Construction Employees		Total Need Demanded by Construction and Post-Construction Employees	
	Housing Units Needed for Employees	Housing Assistance Needed	Housing Units Needed for Employees	Housing Assistance Needed	Total Housing Units Needed	Total Housing Assistance Needed
Per 1,000 Square Feet						
Governmental	0.019	\$809	0.601	\$16,669	0.620	\$17,478
Industrial	0.019	\$809	0.837	\$45,046	0.856	\$45,855
Institutional	0.019	\$809	0.821	\$48,685	0.840	\$49,494
Office	0.019	\$809	1.121	\$52,370	1.140	\$53,179
Retail	0.019	\$809	0.921	\$15,418	0.940	\$16,227
Tourist						
Expansion	0.019	\$809	0.619	\$22,694	0.638	\$23,503
New Development	0.019	\$809	0.952	\$34,917	0.971	\$35,726

TABLE II.1: PRICES OF EXISTING HOME SALES ISLAMORADA AND COMPARATIVE AREAS 2000 TO 2005 (in thousands)						
Year	Islamorada		Marathon		Florida	US
	Average	Median	Average	Median	Median	Median
2000	\$286.9	\$156.8	\$209.7	\$190.2	\$117.6	\$139.0
2001	\$310.5	\$251.9	\$224.5	\$183.9	\$127.7	\$147.8
2002	\$361.8	\$268.2	\$260.5	\$247.5	\$141.7	\$156.2
2003	\$484.3	\$328.6	\$333.7	\$282.9	\$158.4	\$178.8
2004	\$743.6	\$671.4	\$450.4	\$363.2	\$181.9	\$195.4
2005	\$776.2	\$712.5	\$576.4	\$529.2	\$235.1	\$219.6
Rate of Growth	22.0%	35.4%	22.4%	22.7%	14.9%	9.6%

SOURCES: Monroe County Property Appraiser, Florida Board of Realtors and National Association of Realtors.

NOTE: Data for the State of Florida and the United States are for single family homes only.

A. MEDIAN HOUSING PRICES AND MEDIAN HOUSEHOLD INCOMES

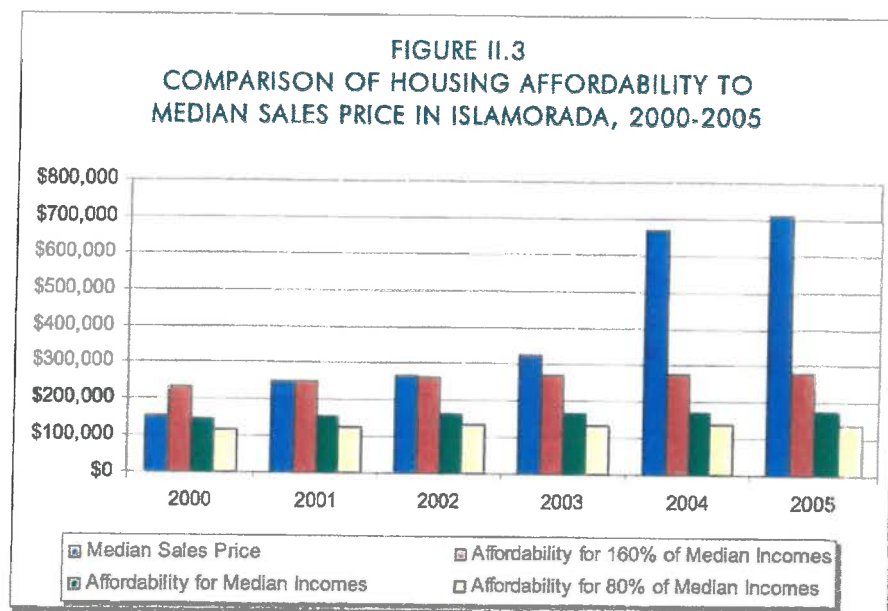
Normally, housing affordability is evaluated by comparing the price of housing for a local real estate market to prevailing wage and salary incomes. A national benchmark for evaluating affordability is whether median household incomes in a community are at the level where the household could afford a median priced home. Typically, affordability of owner-occupied housing is defined as 300 percent of median household income.

As Table II.2: *Monroe County Median Household Income and Median Single Family Housing Prices in Islamorada, 2000-2005*, demonstrates, over the past five years the gap between median household incomes and median housing costs resulted in median priced housing that is not affordable to households earning the area median income and beyond.⁷ In 2000, the median income in Monroe County was \$49,300 and the median price of a home in Islamorada was \$156,757 – approximately 318 percent of median income levels. By 2003, the median income for a household in Monroe County was \$56,500 and the median price of a home in Islamorada was \$328,571 – approximately 582 percent of median income levels. In 2005, the median income for a Monroe County household was \$58,450 and the median price of a home in Islamorada was \$712,500 – approximately 1,219 percent of median income levels. Over the past few five years, the market has priced out all wage earners, except for those at the very highest income levels. See Figure II.2: *Comparison of Median Sales Prices and 300% of Median Household Incomes, 2000-2005*.

⁷ Because median income data is not available for the Village of Islamorada, this analysis uses Monroe County median income data as calculated by the U.S. Department of Housing and Urban Development.

cent of median income. In 2005, the sales price exceeded the housing price affordable to a median household income by more than \$537,150. What this means is that the median priced unit in 2005 is affordable to a household earning \$237,500 - \$179,050 more than the area median income.

Moreover, since 2002, median priced homes have exceeded the price that was affordable to the households earning 160 percent of the area median income. In 2005, the median priced home cost \$431,940 more than a household earning 160 per cent of the area median income could afford. The housing affordability problem is affecting not only households earning the area median income, but also those earning well above the median income.



Source: U.S. Department of Housing and Urban Development and the Monroe County Property Appraiser.

B. HOUSING PRICES ARE FAR OUTPACING INCREASES IN WAGES/INCOME

Housing affordability, however, is a relative concept. When inquiring about affordability, it is necessary to ask the question "affordable with respect to what?" Some suggest that attempting to measure housing prices with some type of median or similar measure can be misleading. They suggest that the relevant question is whether housing is available in the market place within the price ranges that local employees can reasonably afford.

Review of Monroe County employment and wage data in 2005 and data trended to 2006, indicate that housing in the Village of Islamorada is no longer available at prices that much of the local work force can reasonably afford. The data show that even with employment and wage growth,

TABLE II.3:
EMPLOYMENT AND EARNINGS BY INDUSTRY
MONROE COUNTY, 2005-2006

Industry Title	Average Employment	Annual Wage		Florida 2006	'06 Monroe City Wages as % of Statewide Earnings
		2005	2006		
Trade, Transportation, and Utilities	7,636	\$31,256	\$32,616	\$36,053	90.47%
Wholesale Trade	520	\$45,167	\$47,132	\$55,030	85.65%
Retail Trade	5,553	\$27,209	\$28,393	\$26,929	105.44%
Information	457	\$47,952	\$50,038	\$55,045	90.90%
Financial Activities	2,364	\$42,750	\$44,610	\$54,909	81.24%
Finance and Insurance	1,220	\$50,038	\$52,215	\$61,889	84.37%
Real Estate and Rental and Leasing	1,144	\$34,976	\$36,497	\$40,672	89.73%
Professional and Business Services	2,603	\$43,410	\$45,298	\$40,927	110.68%
Education and Health Services	4,049	\$37,743	\$39,385	\$39,672	99.28%
Leisure and Hospitality	11,539	\$23,788	\$24,823	\$20,287	122.36%
Accommodation and Food Services	10,136	\$23,297	\$24,310	\$17,661	137.65%
Other Services	1,472	\$27,466	\$28,661	\$26,923	106.45%
Public Administration	3,132	\$47,605	\$49,676	\$46,542	106.73%

SOURCE: Florida Labor Market Statistics, September 2006. NOTE: 2006 earnings were projected using a 2.9% increase over 2005, which was the 2004-2005 increase.

C. THE SUPPLY OF HOUSING AFFORDABLE TO THE WORKFORCE IS SUBSTANTIALLY DECREASING

The breadth of the housing affordability problem in the Village of Islamorada is further demonstrated by considering the income and housing cost data from the Monroe County Property Appraiser on the sales price of all residential units sold in Islamorada between January 1, 2000 and December 31, 2005. The residential sales are categorized into three types of residential units: single-family detached; condominiums; and mobile homes. There have been a total of 1,373 residential sales recorded by the Monroe County Property Appraiser in Islamorada over this six year period. Of these units sold, the large majority are single-family detached units (59.1%) and condominium units (39%). The balance is mobile home units. See Table II.4: *Types of Residential Units Sold, Islamorada, 2000-2005*.

TABLE II.4:
TYPES OF RESIDENTIAL UNITS SOLD,
ISLAMORADA, 2000-2005

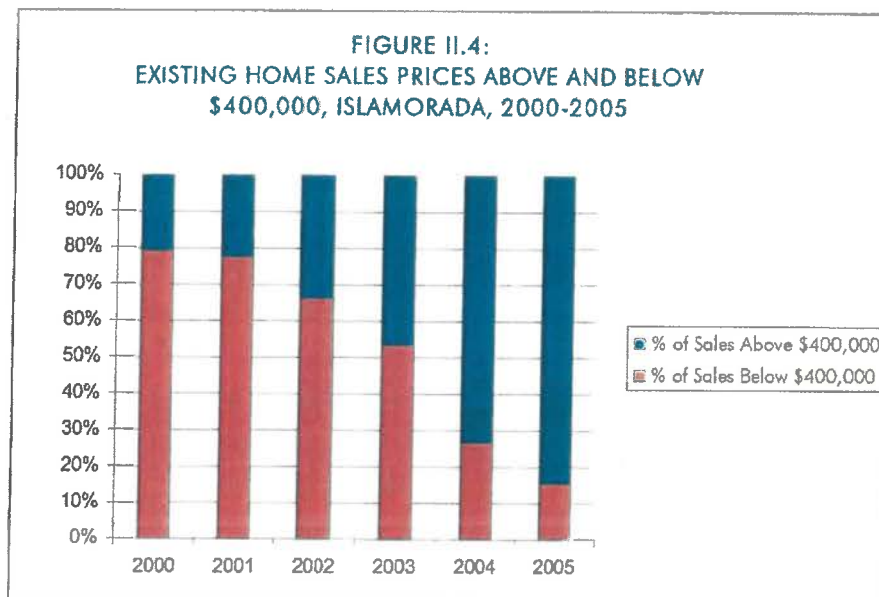
Year	Single-Family Detached	Condominiums	Mobile Homes	Total
2000	22	32	3	57
2001	75	63	2	140
2002	124	92	6	222
2003	183	83	5	271
2004	207	107	3	317
2005	200	159	7	366
TOTAL	811	536	26	1,373
Percent of Total	59.1%	39.0%	1.9%	100.0%

Source: Monroe County Property Appraiser Database

TABLE II.5: EXISTING HOME SALES BY PRICE RANGE VILLAGE OF ISLAMORADA, 2000 - 2005						
Sales Price	2000	2001	2002	2003	2004	2005
Below \$400k	366	317	271	222	140	57
% Below \$400k	79.20%	77.30%	66.30%	53.40%	26.80%	15.40%
% Above \$400k	20.80%	22.70%	33.70%	46.60%	73.20%	84.60%
Single Family	54.60%	65.30%	67.50%	55.90%	53.60%	38.60%
Mobile Home	2.10%	1.00%	2.10%	3.20%	1.80%	8.80%
Condo	46.90%	36.80%	34.30%	48.90%	57.30%	94.10%

Source: Monroe County Property Appraiser Database

The dynamics of home prices in Islamorada are clearly seen in Figure II.4: *Existing Home Sales Prices Above and Below \$400,000, Village of Islamorada, 2000-2005*. Average prices are sharply increasing while the supply of dwellings at the lower end are greatly diminished. The phenomenon is not just a matter of rapid increases in prices of high end units. Rather, it is a general increase in unit prices.



Source: Monroe County Property Appraiser Database

Based on what the housing price, housing sales, and income data for Monroe County and Islamorada show, there is no doubt there is a housing affordability problem in Islamorada today.

Residential and non-residential development in Islamorada places a demand on labor (the workforce) in three ways:

- The first is the construction of the building (i.e., construction employees for both residential and non-residential development);
- The second is the operation and maintenance of the building (i.e., employees for residential development); and
- The third is the use of the structure as designed by the builders (i.e., employees for non-residential development).

All three activities generate employment in Islamorada, and because of the wage levels and existing housing prices, these activities consequently result in a need for affordable workforce housing. The demand for labor (employees) that both residential and non-residential developments create, and the demand these employees place on the need for workforce housing is outlined below.

B. RESIDENTIAL DEVELOPMENT

As is discussed above, residential development in Islamorada has two employment needs:

- The first is for the construction of the residence (construction);
- The second is for the operation and maintenance of that residence, post-construction (post-construction).

As discussed below, both construction and post-construction activities generate employment in Islamorada, and many of these workers typically earn wages and salaries that put them in a position of economic stress in terms of their ability to purchase or rent housing.

1. Demand for Workforce Housing Units

a) Construction Impacts

The construction, expansion, or renovation of buildings requires the employment of contractors and construction workers to do the work. The wages of most of these workers are within a range such that they can not afford housing in Islamorada. The method used to assess the demand for workforce housing created by construction activities involves the following. First, the amount of construction authorized and built in Monroe County over the past four years (measured in square feet) was determined from annual Monroe County Property Appraiser data. Second, the number of construction workers involved in the construction of these buildings was determined using monthly unemployment insurance reports for Monroe County that have data on the number of

development activity, it is possible to derive a reasonable estimate of floor area built by the average construction worker.

Table III.2: *Construction Employment and Need for Housing in Islamorada*, sets out the number of employees needed to construct different size residential units based on the fact that one construction employee builds 859 square feet of space annually (See the column in Table III.2 labeled "Employee Years to Construct Units"). Specifically, the table displays the number of employee years it takes to construct a building of a certain size.

Construction employment is measured in employee years (employee years to construct units). Housing has no such time dimension. Employees will have a definable career and dwellings have an expected life. In estimating the demand construction employees place on a residential unit, it must be recognized that construction employees require housing only during the period of actual construction of the home (even though they live in the community over their career). This must be accounted for in the analysis. The average construction worker career is 40 years. To account for this circumstance, the calculation of construction employee years to construct the unit is therefore divided by 40 to convert to the needed housing over the work career of the employee (See column in Table III.2 labeled "Employees Needed (Over Career of Employee)").

Next, to determine the needed number of residential units these construction employees demand in Islamorada, the employee equivalent is then divided by the average number of employees per dwelling unit that exist today in Islamorada (1.586¹¹) to estimate the fraction of a dwelling unit needed to house the employees engaged in residential construction of homes (See column labeled "Housing Units Needed for Employees"). As shown in Table III.2: *Construction Employment and Need for Housing in Islamorada*, this calculation results in a little over .019 of a dwelling unit demanded for construction employees for every 1,000 square feet of construction.

¹¹ See Appendix B: *Employees Per Household, Monroe County*.

caretakers, butlers, personal trainers, and administrative assistants for the residential unit. The survey also gathered extensive data about selected operational characteristics of residential homes, firms that households contract with to finance and insure homes, as well as the use patterns and demographics of homeowners, which is useful for other policy, planning and research purposes.

The survey was mailed to a sample of 3,000 homeowners in the Village of Islamorada. This includes the population of owners of units in excess of 2,000 square feet, as identified through the Monroe County Property Appraiser records (1,094 total households); a random sample¹² of 48 percent of owners of homes sized within the range of 500 to 2,000 square feet (1,051 total); and a random sample of 63 percent of condominium owners (853 total). Single-family homes below 500 square feet were not included given that many of these are boat pads and similar types of units. A total of 822 surveys were returned for a response rate of 27.5 percent. Of these 822 survey responses, 585 were responded to in full, whereas the remaining surveys lacked responses to some of the survey questions. In conducting analysis on the survey responses, only those surveys that have a response to the related questions in the analysis were used.

For each type of home service the owner uses (homeowners associations, property management companies, independent contractors, on-site caretakers and other directly hired employees), owners were asked to report how much they spend per year on each service and, if known, approximately how many hours employees spent serving their home each year. Annual spending amounts were converted into "full-time equivalents" (FTE) using a combination of wage data and assumptions regarding non-labor costs.¹³ Wage data was based on annualized wage rates for Monroe County for specified industry sectors, as extrapolated from 2004 Quarterly Census of Employment and Wages (QCEW) data.¹⁴ Specific assumptions for individual service providers are as follows:

- Homeowners associations (HOA): A conversion ratio of \$117,390 in homeowners' dues per direct job was assumed. This is based on an assumption of a \$27,475 average wage for HOA employees (Monroe County inflation adjusted 2004 QCEW data – NAICS code 813990) and an assumption that 23.4 percent of HOA costs

¹² The random sample was conducted using SPSS statistical software.

¹³ FTE employees represent the number of workers that would typically be employed to complete the service based on existing employment patterns in the respective industries, which presumably includes a blended hybrid of full-time and part-time employees.

¹⁴ The QCEW data is provided by the U.S. Census Bureau of Labor Statistics, and is available at <http://data.bls.gov/PDQ/outside.jsp?survey=en>

- Long-term rental residences: units owned by the respondent and leased on a long-term basis;
- Other (for the respondent to specify): uses other than those listed above for which the unit is occupied; and
- Vacant: amount of time in which the residence is not occupied.

These survey responses were compiled, and then several hypotheses were tested through regression analysis. The hypotheses tested are whether there is a relationship between the size of a residential unit and the number of operation and maintenance employees that service the unit. The analyses also tested whether there is a difference in this relationship between house size and operation and maintenance employees serving the unit, and whether the unit is occupied by a permanent resident or otherwise used as a secondary residence, vacation rental, business/corporate rental, long-term rental, or other. The hypothesis testing this relationship included 585 survey responses. See Table: III.3: *Number of Survey Responses Used in Analysis of Operations and Maintenance Employees*.

Table III.3: NUMBER OF SURVEY CASES USED IN ANALYSIS OF OPERATIONS AND MAINTENANCE EMPLOYEES	
Survey Cases	Number of Responses
All returned responses	822
Fully completed responses	585
Responses from full-time owner-occupied units	406
Responses from units otherwise occupied	416

The survey results indicate that there are different employment relationships between dwellings occupied by full-time residents and those occupied for all other purposes. The results also indicate there are different employment relationships between units based on the size of the unit. The relationship is expressed mathematically as follows:

$$\text{Employees} = -0.01330 + (-0.03846 * \text{Full-time}) + (0.00006466 * \text{Area})$$

Where:

$$\text{Employees} = \text{Operations and Maintenance Employees}^{15}$$

$$\text{Full-Time} = \text{Residential Unit Occupied by Full-time Resident}$$

$$\text{Area} = \text{Gross Square Feet of Unit}$$

¹⁵ Measured by full-time equivalent employees (FTEs).

WORKFORCE HOUSING NEED CREATED BY RESIDENTIAL UNITS OCCUPIED BY FULL-TIME RESIDENTS ¹⁷						
Unit Size (FT ²)	Employees					
	Construction		Operations & Maintenance		Workforce Housing Units Needed for Full-Time Resident Units of Full-Time Resident Units	Total Workforce Housing Units Needed (Construction and O&M Employees of Full-Time Resident Units)
	Employees	Workforce Housing Units Needed for Construction Employees	Employees	Workforce Housing Units Needed for Full-Time Resident Units		
500	0.015	0.009	0.000	0.000	0.000	0.009
750	0.023	0.014	0.000	0.000	0.000	0.014
1,000	0.030	0.019	0.013	0.008	0.027	0.027
1,500	0.045	0.028	0.045	0.029	0.057	0.057
2,000	0.060	0.038	0.078	0.049	0.087	0.087
2,500	0.075	0.047	0.110	0.069	0.117	0.117
3,000	0.090	0.057	0.142	0.090	0.147	0.147
3,500	0.105	0.066	0.175	0.110	0.176	0.176
4,000	0.120	0.076	0.207	0.130	0.206	0.206
4,500	0.135	0.085	0.239	0.151	0.236	0.236
5,000	0.150	0.095	0.272	0.171	0.266	0.266

¹⁷ Note that the data shown in Table III.5: Workforce Housing Need Created by Residential Units Occupied by Full-Time Residents, are illustrative only. The precise formulae should be used for individual dwellings.

2. Assistance to Address Workforce Housing Need

In fully exploring the need for workforce housing created by residential development, there is one final step. It involves determining the amount of assistance (workforce housing subsidy) that is needed to make housing in the community affordable for the construction and operations/maintenance employee households that build and service residential units.

As is discussed in Section II: *Problem Description*, housing in Islamorada has become unaffordable to not only low-wage earning households, but also to households earning the median household income and much higher. Consequently, the income range of households that need workforce housing assistance in Islamorada is fairly broad. To adequately address the different types of households that need workforce housing assistance, three Workforce Housing Categories are developed in this Study. The intent of the categories is to recognize that households of varying income levels live in units of varying size and price. For example, it is logical that a household earning \$60,000 lives in a different and more expensive house than a household earning \$30,000. These three categories address this issue. These categories are used to better assess workforce housing mitigation at a level that is reflective of the different income categories in the community.¹⁹

The three Workforce Housing Categories were developed using local cost and square footage data on existing affordable units built in Islamorada and the Florida Keys, other communities in Florida, and other resort communities across the nation. These three Workforce Housing Categories identify the size of an appropriate workforce housing unit for each income category, the type of construction, and the cost per square foot to construct the unit based upon local construction costs. Table III.7: *Workforce Housing Categories, Islamorada*, shows the size, type, cost to construct these units, and household and employee income levels that are needed if these prototypical units are to be considered affordable. (See Appendix D: *Shortage (Housing Assistance) Calculations*, for more detail on the incomes that can afford the workforce units in each of these categories.)

¹⁹ The Workforce Housing Categories are not linked in any way to income or occupancy eligibility requirements related to the application for affordable housing units in Islamorada. These categories are intended for use as a tool to determine workforce housing mitigation both in terms of units and housing assistance, and do not serve as eligibility requirements.

a) Affordable Housing Assistance for Construction Employee Households

Once the reasonable cost for a prototypical workforce housing unit is determined, the next step is to identify the amount of assistance that an employee household requires to afford a prototypical unit within their income category. For new residential units, this requires evaluating the subsidy needed for construction employees and operations and maintenance employees.

As is briefly discussed above, according to the employment and household earnings for the construction industry in Monroe County (see Appendix D: *Employment and Household Earnings by Industry*), individual annual construction employee earnings are \$33,800, and annual household earnings are \$53,590. Based on these earnings, a construction employee household could reasonably afford to spend \$182,792 for housing. As mentioned in the previous section and based upon their income, construction employee households qualify for Category 2 affordable housing that is estimated to cost \$225,500. Given the construction employee household earnings and the maximum housing cost that a construction employee household could afford (\$182,792), Category 2 level of housing requires \$42,708 of workforce housing assistance per worker household to afford a unit. In other words, the difference between the cost of a Category 2 house (\$225,500) and the maximum housing cost that a construction employee household can afford (\$182,792) is the affordable housing assistance needed for a construction employee household to afford a unit (\$42,708). See Table III.8: *Housing Affordability for Construction Employees* shown below.

²¹ For those incomes that are within a modest range above or below the maximum cut off of a Workforce Housing Category, professional judgment has been used to determine the appropriate Workforce Housing Category for the employee household.

TABLE III.10: OPERATIONAL AND MAINTENANCE EMPLOYEE INCOME, MONROE COUNTY			
	Weight	Individual	Household
Construction	17.5%	\$33,800	\$53,590
Financial Activities	5.0%	\$44,610	\$70,729
Prof & Business Services	37.5%	\$45,298	\$71,821
Education & Health Services	15.0%	\$39,385	\$62,445
Other Services	25.0%	\$28,661	\$45,442
Blended	100.0%	\$38,205	\$60,575

Based upon their income, operations and maintenance employee households qualify for Category 2 affordable housing that is estimated to cost \$225,500. Given that operations and maintenance employee households earn \$60,575 and the maximum housing cost that a construction employee household could afford is \$206,616, Category 2 level of housing would require \$18,884 of workforce housing assistance per operations and maintenance worker household to afford a unit. In other words, the difference between the cost of a Category 2 house (\$225,500) and the maximum housing cost that a construction employee household can afford (\$206,616) is the workforce housing assistance needed for an operations and maintenance employee household to afford a unit (\$18,884). See Table III.11: *Housing Affordability for Construction Employees* shown below.

TABLE III.11: HOUSING AFFORDABILITY FOR OPERATIONS AND MAINTENANCE EMPLOYEES	
Operations and Maintenance Earnings	\$38,205
Employees per Household ²⁴	1.586
Operations and Maintenance Employee Household Earnings	\$60,575
Maximum Housing Cost for Operations and Maintenance Employee Household ²⁵	\$206,616
Available Housing Cost (Category 2)	\$225,500
Assistance Subsidy per Units Needed for Operations and Maintenance Employee Household	\$18,884

The housing assistance needed by unit size is shown in Table III.12: *Operations and Maintenance Employment and Need for Housing in Islamorada*.

²⁴ See Appendix B: *Employees per Household, Monroe County*, for an explanation of the calculation used to result in this figure.

²⁵ The maximum housing cost for an operations and maintenance employee household is calculated by dividing the operations and maintenance employee household earnings (\$60,575) by the income ratio (29.32%) to determine the cost of housing that is affordable to a construction employee household.

Area = square Feet of Residential Unit

O&M Employee Households = O&M Employees ÷ 1.586

O&M Assistance Needed = O&M Employee Households Needing Assistance * \$18,884

Total Units Needed = Needed Units for Construction Employee Households + Needed Units for O&M Employee Households

Total Assistance Needed = Construction Assistance Needed + Operations and Maintenance Assistance Needed

What this formula shows is that the degree of need for workforce housing can be determined either by a workforce housing unit (or fraction thereof) that needs to be built for residential development, or workforce housing assistance amount that needs to be paid to provide a sufficient amount of funds for those employees (or fraction thereof) in need of workforce housing, so they can afford housing at a reasonable price.

Because workforce housing need is based on the size of the home and the residency status of the home, the formula will need to be applied to each residential unit, individually, based on its size (square footage) and residency status. Tables III.13: *Workforce Housing Need Created by Residential Development of Units Occupied by Full-Time Residents* and Tables III.14: *Workforce Housing Need Created by All Other Residential Units*, however, provides examples of workforce housing need for varying sized residential units, both in terms of actual workforce housing units (or a fraction thereof), and workforce housing assistance.

Table III.14:
WORKFORCE HOUSING NEED CREATED BY ALL OTHER RESIDENTIAL UNITS²⁷

Unit Size (FT ²)	Construction			Operations & Maintenance of All Other Residential Units			Total Workforce Housing Units Needed (Construction & O&M Employees)	Total Workforce Housing Assistance for Employees (Construction & O&M Employees)
	Employees	Housing Units Needed	Housing Assistance for Construction Employees	Employees	Housing Units Needed	Housing Assistance for Operations and Maintenance Employees		
500	0.015	0.009	\$405	0.019	0.012	\$227	0.021	\$631
750	0.023	0.014	\$607	0.035	0.022	\$419	0.036	\$1,026
1,000	0.030	0.019	\$809	0.051	0.032	\$612	0.051	\$1,421
1,500	0.045	0.028	\$1,214	0.084	0.053	\$997	0.081	\$2,210
2,000	0.060	0.038	\$1,618	0.116	0.073	\$1,382	0.111	\$3,000
2,500	0.075	0.047	\$2,023	0.148	0.094	\$1,767	0.141	\$3,790
3,000	0.090	0.057	\$2,427	0.181	0.114	\$2,152	0.171	\$4,579
3,500	0.105	0.066	\$2,832	0.213	0.134	\$2,537	0.201	\$5,369
4,000	0.120	0.076	\$3,236	0.245	0.155	\$2,922	0.231	\$6,158
4,500	0.135	0.085	\$3,641	0.278	0.175	\$3,307	0.260	\$6,948
5,000	0.150	0.095	\$4,045	0.310	0.196	\$3,692	0.290	\$7,738

²⁷ Note that the data shown in Table III.14: Workforce Housing Need Created by All Other Units, are illustrative only. The precise formula should be used for individual dwellings.

C. NON-RESIDENTIAL DEVELOPMENT

The other basic sector in Islamorada that employs workers is nonresidential development. This includes offices, retail establishments, industrial businesses, tourist/recreational services, institutional uses, and government facilities. Non-residential development places a demand on labor (the workforce) in two ways:

- The first is the construction of the building (i.e., construction employees for both residential and non-residential development).
- The second is the employees who work at a structure constructed by the builders (i.e., employees of the non-residential activity in the building).

Construction employees construct the nonresidential buildings. All different types of employees work at the building after it is complete. Both activities generate employment in Islamorada, and because of the wage levels and existing housing prices, a number of these activities create a need for workforce housing. The demand for labor (employees) that non-residential development creates, and the demand these employees place on the need for workforce housing is outlined below.

1. Construction Impacts

As is discussed in Section III.B.1: *Construction Impacts*, the construction, expansion, or renovation of buildings requires the employment of contractors and construction workers to do the work. The method used to assess the demand for workforce housing created by construction activities involves the following. First, the amount of construction authorized and built in Monroe County over the past 4 years (measured in square feet) was determined from annual Monroe County Property Appraiser data. Second, the number of construction workers involved in the construction of these buildings was determined using monthly unemployment insurance reports for Monroe County that have data on the number of local construction workers. This data is expressed in person years for 2002-2005. Third, and based upon the amount of square footage built and the number of construction workers needed to construct these buildings, the actual amount of a building (in square feet) a construction employee builds in a year was determined.²⁸ Table III.15: *Residential and Non-Residential Construction (square feet) and Construction Employment, Monroe County*,

²⁸ For purposes of this calculation, the analysis includes all employees that work in the construction industry, not just those engaged in the physical construction of the structure. For example, an employee installing water or wastewater lines is considered to be engaged in constructing new development as much as those directly involved with the erection a building.

construction employee years to construct the non-residential development is therefore divided by 40 to convert to the needed housing over the work career of the employee (See column in Table III.16 labeled "Employees Needed (Over Career of Employee)").

Next, to determine the needed number of residential units these construction employees demand in Islamorada, the employee equivalent is then divided by the average number of employees per dwelling unit that exist today in Islamorada (1.586³⁰) to estimate the fraction of a dwelling unit needed to house the employees engaged in residential construction of homes (See column labeled "Housing Units Needed for Employees"). As shown in Table III.16: *Construction Employment and Need for Housing in Islamorada*, this calculation results in a little over .019 of a dwelling unit demanded for construction employees for every 1,000 square feet of construction.

Building Size	Employee Years to Construct Non-Residential Development	Employees Needed (Over Career of Employee)	Housing Units Needed for Employees
500	0.601	0.015	0.009
750	0.901	0.023	0.014
1,000	1.201	0.030	0.019
1,500	1.802	0.045	0.028
2,000	2.403	0.060	0.038
2,500	3.004	0.075	0.047
3,000	3.604	0.090	0.057
3,500	4.205	0.105	0.066
4,000	4.806	0.120	0.076
4,500	5.406	0.135	0.085
5,000	6.007	0.150	0.095

2. Post Construction Impacts

The employment impacts on non-residential development, once the building is constructed, comes from the employees that work at the businesses/land uses that use the buildings. In determining the need for affordable housing created by nonresidential development, post-construction, the analysis went through four steps.

First, all nonresidential development was categorized into 8 land use categories, as defined by the Florida Department of Revenue codes. Each

³⁰ See Appendix B: *Employees Per Household, Monroe County*.

and Hospitality; Other Services (which includes operation and maintenance employees); and Government.

The industrial sectors were assigned to the 8 land use categories, based on the description of employment activities related to land uses and related principles found in the *Standard Industrial Classification Manual* (published by the US Government Printing Office); the classic *Land Use Information Systems* (Clawson and Stewart, by Resources for the Future, 1965); *Planner's Estimating Guide: Projecting Land-Use and Facility Needs* (A. C. Nelson, Chicago: Planners Press, 2004); and *Standard Land Use Coding Manual*, (Urban Renewal Administration and Bureau of Public Roads, Government Printing Office, 1965). The percentage assignment of employment for each industry to the corresponding land use categories is set out in Table III.17: *Assignment of Industries to Land Use Categories, Monroe County*.³¹

Table III.17:
PERCENTAGE ASSIGNMENT OF INDUSTRIES TO LAND USE CATEGORIES, MONROE COUNTY

Land Use	Governmental	Industrial	Institutional	Office	Other	Retail	Residence	Tourist/Recreational	No Location
Natural Resource & Construction*		15.0%		10.0%			24.0%		51.0%
Manufacturing		75.0%		15.0%	10.0%				
Wholesale Trade ³²		70.0%		10.0%		20.0%			
Retail Trade ³³						90.0%		10.0%	
Trade, Transport & Utilities	15.0%	50.0%		15.0%	10.0%	10.0%			
Information		35.0%		35.0%	10.0%	10.0%			10.0%
Financial Activities		10.0%	20.0%	58.5%		5.0%	6.5%		
Prof. & Bus Services		11.0%	10.0%	30.0%		5.0%	44.0%		
Education & Health Services	30.0%		30.0%	23.7%		5.0%	11.3%		
Leisure & Hospitality					10.0%	20.0%		70.0%	
Other Services		10.0%	10.0%	10.0%	10.0%		46.7%	10.0%	3.3%
Government	90.0%			10.0%					

* For historical data, The Florida Agency for Workforce Innovation reports natural resource industries with construction. For 2005, Monroe County reported 105 individuals employed in mining, indicating that 96% of employees in Natural Resources and Construction are construction employees.

Then, using the percentage assignments of industry employment to land use classifications, the number of employees for each industry was translated into employees per land use categories. See Table III.18: *Estimated Industry Employment by Land Use Categories, Monroe County*.

³¹ It should be noted that some employees, like construction workers, do not work at specific locations. These employees are assigned to the "No Location" category.

³² Wholesale trade is broken out from the broader category of Trade, Transport & Utilities. See Appendix D: *Employment and Household Earnings by Industry*.

³³ Retail trade is broken out from the broader category of Trade, Transport & Utilities. See Appendix D: *Employment and Household Earnings by Industry*.

TABLE III.19 FLOOR AREA AND EMPLOYMENT BY LAND USE CATEGORY, FLOOR AREA PER EMPLOYEE, MONROE COUNTY						
	2001	2002	2003	2004	2005	Typical FT ² Over Period
Government						
Square Ft		4,303,124	3,698,871	4,475,274	4,907,524	
Employment	4,447	4,417	4,523	4,356	4,268	
Square Ft Per Employee		974	818	1,027	1,150	1,049
Industrial						
Square Ft		1,946,221	1,343,901	1,837,525	1,957,005	
Employment	2,625	2,576.64	2,558	2,501	2,541	
Square Ft Per Employee		755.33	525.27	734.72	770.07	753
Institutional						
Square Ft		1,530,746	1,343,901	1,677,183	1,675,718	
Employment	2,117	2,144.30	2,218	2,112	2,098	
Square Ft Per Employee		713.87	606.04	793.97	798.72	769
Office						
Square Ft		2,138,672	2,185,012	2,531,368	2,566,490	
Employment	4,814	4,2615	4,396	4,295	4,309	
Square Ft Per Employee		502	457	589	596	563
Retail						
Square Ft		5,356,420.85	5,163,367	5,817,640	5,730,691	
Employment	8,592	8,422.25	8,302	8,198	8,062	
Square Ft Per Employee		635.98	621.92	709.64	710.80	685
Tourist						
Accommodation Expansion or Re-Development						
Floor Area		4,765,792	3,834,821	4,761,362	4,761,362	4,553,171
Employees	4,976	4,592	4,728	4,855	4,570	
Fi ² per Employee		1,037.96	811.09	980.81	1,041.87	1,019
New Tourist Development						
Square Ft		6,275,497.50	4,952,982.50	5,960,111.50	5,703,320.00	
Employment	9,285	9,095.80	9,125	9,196	8,783	
Square Ft Per Employee		689.93	542.80	648.15	649.37	663
Other						
Employment	1,615	1,566.40	1,570	1,580	1,535	1,615

SOURCE: Monroe County Property Appraiser and Table III.19: Percentage Assignment of Industries to Land Use Categories.

This analysis shows that the square feet per employee ratios have increased slightly over the time period for each land use category with some fluctuations. The typical square footage per employee for each land use

III.B.2, Assistance to Address Workforce Housing Need). The intent of the categories is to identify the type of unit that is appropriate for the level of income identified in each of the three categories. For example, it is logical to think that a household earning \$60,000 lives in a larger and more expensive house than a household earning \$30,000. These three categories address this issue. These categories are used to better assess workforce housing mitigation at a level that is reflective of the different income categories in the community.

Table III.21: Workforce Housing Categories, Islamorada outlines the specific costs and unit sizes for each of the three Workforce Housing Categories. (See Appendix C: Shortage (Housing Assistance) Calculations, for more detail on the incomes that can afford the workforce units in each of these categories.)

TABLE III.21 WORKFORCE HOUSING CATEGORIES, ISLAMORADA			
	Category 1	Category 2	Category 3
Area (FT ²)	500	700	900
Construction Type	Modular	Modular	Modular
Housing Unit Type	Multi-Family Attached	Multi-Family Attached	Multi-Family Attached
Number of Bedrooms	1	2	3
Construction Cost per FT	\$175	\$175	\$175
Construction Cost	\$87,500	\$122,500	\$157,500
Site Prep	\$40,000	\$40,000	\$40,000
Land	\$45,000	\$63,000	\$81,000
Total	\$172,500	\$225,500	\$278,500
Income Required to Afford a Unit			
Income Ratio for Determining Housing Affordability	29.32%	29.32%	29.32%
Annual Household Income Needed to Purchase Unit	\$50,573	\$66,578	\$82,584
Income per Worker in Household	\$31,897	\$41,992	\$52,087

As Table III.21 shows, the type of construction and the cost per square foot to construct the units are the same for all three Workforce Housing Categories. The variation in unit costs is solely dependent upon the size of the unit. The cost shown is a turn-key cost of production under prevailing market conditions. Table III.21 also shows the differences in both household and employee income levels that are needed to make the prototypical units affordable (in Table III.21, see "Annual Household Income Needed to Purchase the Unit").

Next, and for the purposes of measuring the assistance needed to make units affordable to members of the workforce earning different income levels, the household income levels were evaluated for the different members of the workforce (see Appendix D: *Employment and*

TABLE III.23 HOUSING AFFORDABILITY FOR CONSTRUCTION EMPLOYEES	
Construction Earnings	\$33,800
Employees per Household ³⁶	1.586
Construction Employee Household Earnings	\$53,590
Maximum Housing Cost for Construction Employee Household ³⁷	\$182,792
Available Housing Cost (Category 2)	\$225,500
Assistance Subsidy per Units Needed for Construction Employee Household	\$42,708

The housing assistance for construction employees, by unit size, is shown in Table III.24: *Construction Employment and Need for Housing in Islamorada*.

Table III.24: CONSTRUCTION EMPLOYMENT AND NEED FOR HOUSING, ISLAMORADA				
Building Size	Employee Years to Construct Units	Employees Needed (Over Career of Employee)	Housing Units Needed for Employees	Housing Assistance Needed per Unit
500	0.601	0.015	0.009	\$405
750	0.901	0.023	0.014	\$607
1,000	1.201	0.030	0.019	\$809
1,500	1.802	0.045	0.028	\$1,214
2,000	2.403	0.060	0.038	\$1,618
2,500	3.004	0.075	0.047	\$2,023
3,000	3.604	0.090	0.057	\$2,427
3,500	4.205	0.105	0.066	\$2,832
4,000	4.806	0.120	0.076	\$3,236
4,500	5.406	0.135	0.085	\$3,641
5,000	6.007	0.150	0.095	\$4,045

b) Workforce Housing Assistance for Post-Construction Employee Households

As is outlined earlier, based on the household earnings identified in Table III.18: *Estimated Industry Employment by Land Use Categories, Monroe County*, the employees in the post-construction land use categories were aligned with the Workforce Housing Categories identified in Table III.25: *Workforce Housing Categories for Non-Residential Post-Construction Employment by Land Use Category*.

³⁶ See Appendix B: *Employees per Household, Monroe County*, for an explanation of the calculation used to result in this figure.

³⁷ The maximum housing cost for a construction employee household is calculated by dividing the construction employee household earnings (\$53,590) by the income ratio for determining housing affordability (29.32%).

Table III.26
POST-CONSTRUCTION HOUSING AFFORDABILITY GAP BY LAND USE, MONROE COUNTY

	Non-Residential FT ² per Employee	Income per Household	Affordability Limit ³⁸	Housing Cost for Prototypical Unit	Housing Assistance Needed	Assistance Needed per FT ² of Non-Residential Development
Government	1,049	\$73,518	\$250,764	\$278,500	\$27,736	\$16.67
Industrial	753	\$65,872	\$224,686	\$278,500	\$53,814	\$45.05
Institutional	769	\$64,258	\$219,179	\$278,500	\$59,321	\$48.68
Office	563	\$67,956	\$231,794	\$278,500	\$46,706	\$52.37
Retail	685	\$45,664	\$155,757	\$172,500	\$16,743	\$15.42
Tourist						
Accommodation Expansion	1,019	\$39,819	\$135,819	\$172,500	\$36,681	\$22.69
New Development	663	\$39,819	\$135,819	\$172,500	\$36,681	\$34.92

Table III.27: *Post Construction Housing Affordability Gap by Land Use, Islamorada*, shows the employees, employee households, and housing assistance needed based on 1,000 square feet of development for each land use.

Table III.27 POST CONSTRUCTION HOUSING AFFORDABILITY GAP BY LAND USE, ISLAMORADA			
	per 1,000 FT ²		Gap per 1,000 FT ²
	Employees	Households	
Government	0.953	0.601	\$16,669
Industrial	1.327	0.837	\$45,046
Institutional	1.301	0.821	\$48,685
Office	1.778	1.121	\$52,370
Retail	1.460	0.921	\$15,418
Tourist			
Accommodation Expansion	0.981	0.619	\$22,694
New Development	1.509	0.952	\$34,917

4. Summary of Need for Workforce Housing by Housing Units

Table III.28: *Need for Workforce Housing Created by Non-Residential Development, Monroe County*, summarizes the total workforce housing unit need for non-residential development for both construction and post-construction employees by land use.

³⁸ The maximum housing cost for an employee household is calculated by dividing the employee household earnings by the income ratio for determining housing affordability (29.32%).

$(0.821 * \text{Square Feet of Development}) \div 1,000$
Assistance Needed = Square Feet of Development * \$49.49

Office Land Use Employees' Workforce Housing Need
Workforce Housing Units Needed for Office Employees =
 $(1.121 * \text{Square Feet of Development}) \div 1,000$
Assistance Needed = Square Feet of Development * \$53.17

Retail Land Use Employees' Workforce Housing Need
Workforce Housing Units Needed for Retail Employees =
 $(0.921 * \text{Square Feet of Development}) \div 1,000$
Assistance Needed = Square Feet of Development * \$16.22

Tourist Land Use Employees' Workforce Housing Need:

Accommodation Expansion or Redevelopment Need
Workforce Housing Units Needed for Industrial Employees =
 $(0.619 * \text{Square Feet of Development}) \div 1,000$
Assistance Needed = Square Feet of Development * \$23.50

New Tourist Development Need
Workforce Housing Units Needed for Industrial Employees =
 $(0.952 * \text{Square Feet of Development}) \div 1,000$
Assistance Needed = Square Feet of Development * \$35.72

TOTAL UNITS NEEDED = Units Needed for Construction Employee Households + Units Needed for Employees (by Appropriate Land Use Category)

TOTAL ASSISTANCE NEEDED = Construction Assistance Needed + Assistance Needed for Units by Appropriate Land Use Category

What these formulae shows is that the degree of need for workforce housing from non-residential development can be determined either by workforce housing unit(s) (or a fraction thereof), or a workforce housing assistance amount that needs to be paid to provide funds for those employees (or fraction thereof) in need of workforce housing.

Because workforce housing need for non-residential development is based on the size and type of the non-residential development, the formula for the appropriate land use will need to be applied to each non-residential development, individually, based on its size (square footage). Table III.29: *Need for Workforce Housing Created by Non-Residential Development*, however, provides examples of workforce housing need for varying sized non-residential buildings, both in terms of the need for workforce housing units (or a fraction thereof), and workforce housing assistance.

APPENDIX A: RESIDENTIAL SALES, VILLAGE OF ISLAMORADA, 2000-2005

TABLE A.1: RESIDENTIAL SALES, ISLAMORADA 2000-2005 ³⁹								
Selling Price	Single Family		Condominium		Mobile Home		Total	
	Number	%	Number	%	Number	%	Number	%
< \$50,000								
2000	6	1%	6	1%	0	0%	12	3%
2001	13	3%	1	2%	0	0%	23	6%
2002	21	5%	8	2%	0	0%	29	7%
2003	6	1%	10	2%	0	0%	16	4%
2004	3	1%	4	1%	0	0%	7	1%
2005	2	1%	0	0%	0	0%	2	1%
\$50,001-\$100,000								
2000	13	3%	26	6%	3	1%	42	9%
2001	12	3%	19	5%	0	0%	31	8%
2002	14	3%	5	1%	3	1%	22	5%
2003	9	2%	8	2%	0	0%	17	4%
2004	7	1%	2	0%	0	0%	9	2%
2005	5	1%	3	1%	0	0%	8	2%
\$100,001-\$150,000								
2000	34	7%	45	10%	2	0%	81	18%
2001	15	4%	37	9%	2	0%	54	13%
2002	15	4%	15	4%	0	0%	30	7%
2003	5	1%	8	2%	3	1%	16	4%
2004	8	2%	5	1%	0	0%	13	2%
2005	0	0%	1	0%	0	0%	1	0%
\$150,001-\$200,000								
2000	48	10%	63	14%	0	0%	111	24%
2001	36	9%	20	5%	1	0%	57	14%
2002	29	7%	22	5%	1	0%	52	13%
2003	8	2%	9	2%	1	0%	18	4%
2004	4	1%	11	2%	2	0%	17	3%
2005	0	0%	1	0%	0	0%	1	0%
\$200,001-\$250,000								
2000	28	6%	10	2%	1	0%	39	8%
2001	35	9%	3	1%	0	0%	38	9%
2002	31	8%	19	5%	1	0%	51	12%
2003	14	3%	24	6%	0	0%	38	9%
2004	6	1%	12	2%	0	0%	18	3%
2005	1	0%	1	0%	1	0%	3	1%
\$250,001-\$300,000								
2000	29	6%	5	1%	0	0%	34	7%

³⁹ Due to rounding, the sum of the percentages for each housing type in each row may not equal the total percentage at the end of the row.

TABLE A.1: RESIDENTIAL SALES, ISLAMORADA 2000-2005 ³⁹								
Selling Price	Single Family		Condo/Townhome		Mobile Home		Total	
	Number	%	Number	%	Number	%	Number	%
2003	12	3%	5	1%	0	0%	17	4%
2004	9	2%	0	0%	0	0%	9	2%
2005	9	2%	3	1%	1	0%	13	4%
\$600,001-\$650,000								
2000	1	0%	3	1%	0	0%	4	1%
2001	7	2%	4	1%	0	0%	11	3%
2002	11	3%	1	0%	0	0%	12	3%
2003	15	4%	2	0%	0	0%	17	4%
2004	20	4%	1	0%	0	0%	21	4%
2005	13	4%	4	1%	0	0%	17	5%
\$650,001-\$700,000								
2000	9	2%	3	1%	0	0%	12	3%
2001	5	1%	3	1%	0	0%	8	2%
2002	11	3%	0	0%	0	0%	11	3%
2003	13	3%	4	1%	0	0%	17	4%
2004	14	3%	0	0%	0	0%	14	3%
2005	6	2%	15	4%	0	0%	21	6%
>\$700,000								
2000	31	7%	1	0%	0	0%	32	7%
2001	24	6%	4	1%	0	0%	28	7%
2002	46	11%	3	1%	0	0%	49	12%
2003	82	20%	11	3%	0	0%	93	22%
2004	231	44%	36	7%	0	0%	267	51%
2005	147	40%	40	11%	0	0%	187	51%
All Units								
2000	285	62%	170	37%	7	2%	462	100%
2001	285	70%	122	30%	3	1%	410	100%
2002	303	74%	101	25%	5	1%	409	100%
2003	282	68%	128	31%	6	1%	416	100%
2004	386	74%	134	26%	3	1%	523	100%
2005	232	63%	133	36%	4	1%	369	100%
Grand Total	1,773	68%	788	30%	28	1%	2,589	100%

Source: Monroe County Property Appraiser

APPENDIX B: EMPLOYEES PER HOUSEHOLD, MONROE COUNTY

Table B.1: EMPLOYED PERSONS PER HOUSEHOLD	
<i>Monroe County</i>	
Total Households	35,106
Households with Earnings (may have multiple workers)	27,689
Households without Earnings	7,417
Labor Force (some not employed, such as retirees)	45,192
Number Employed	43,901
Workers per Household	1.632
Employed Workers per Household	1.586
<i>Islamorada, Village of Islands</i>	
Persons per Household (all households)	2.100
Persons per Household Where One or More Person(s) is Employed	2.560
Persons per Household Where No Persons are Employed	1.890

SOURCE: US Bureau of the Census' American Factfinder <http://factfinder.census.gov>.

US Bureau of the Census Public Use Micro-Sample, and Florida Agency for
Workforce Innovation, Labor Market Statistics.

The focus of the Support Study is to determine the need created for workforce housing for the workforce by residential and non-residential development. In order to determine employed workers per household, recent census data was reviewed related to the number of households and employees in Monroe County. (See Table B.1: Employed Persons per Household.) To determine the average number of employed workers per household from this data, the number of persons employed was divided by households with earnings. The calculation is as follows:

$$\text{Number Employed} \div \text{Households with Earnings} = \text{Employed Workers per Household}$$

or

$$43,901 \div 27,689 = 1.586$$

Additional data is provided here that illustrates the average number of persons per household in Islamorada for all households, for households with one or more employed persons, and for households with no employed persons.

APPENDIX C: SHORTAGE (HOUSING ASSISTANCE) CALCULATIONS

Employee Income Needed to Afford Each of the Prototypical Residential Units in the Workforce Affordability Categories.

To determine the annual employee income needed to afford a residential unit in each of the four categories of workforce housing in Islamorada, an analysis was conducted determining what expenses the employee household incurs to purchase and finance a prototypical residential unit. In the analysis, it is assumed the employee makes a down payment of 3% on the purchase of the home, and takes out a 30 year mortgage at an interest rate of 5.93 percent a year. It is also assumed that the maximum monthly expenses on housing incurred by the employee do not exceed 30 percent of income. Table C.1: *Income Needed to Afford Housing*, outlines the expenses incurred (and assumed) for each category of workforce housing. It shows an annual employee income of \$39,468 is needed to be able to reasonably afford a residential unit priced at \$212,250 (Category 1); an annual employee income of \$43,607 is needed to afford a residential unit priced at \$233,980 (Category 2); an annual employee income of \$47,039 is needed to afford a residential unit priced at \$252,000 (Category 3); and an annual employee income of \$62,182 is needed to afford a residential unit priced at \$331,500 (Category 4).

TABLE C.1: INCOME NEEDED TO AFFORD WORKFORCE HOUSING			
CALCULATION OF AFFORDABILITY			
	Category 1	Category 2	Category 3
Purchase Price	\$172,500	\$225,500	\$278,500
Down Payment	3.00%	3.00%	3.00%
Loan Term	30	30	30
Interest Rate	5.93%	5.93%	5.93%
Points	2.00%	2.00%	2.00%
Mortgage Insurance	0.60%	0.60%	0.60%
Taxes & Insurance	1.83%	1.83%	1.83%
Other Closing Costs	3.00%	3.00%	3.00%
Cash to Close	\$13,697	\$17,905	\$22,113
Mortgage	\$167,325	\$218,735	\$270,145
Mortgage Payment	\$996	\$1,302	\$1,608
Mortgage Insurance	\$84	\$109	\$135
Taxes & Insurance	\$185	\$253	\$322
Total Monthly	\$1,264	\$1,664	\$2,065
Income Ratio for Determining Housing Affordability	30.00%	30.00%	30.00%
Minimum Monthly Income	\$4,214	\$5,548	\$6,882
Annual Household Income Needed to Purchase Unit	\$50,573	\$66,578	\$82,584
Workers per Household	1.586	1.586	1.586
Income per Worker in Household	\$31,897	\$41,992	\$52,087

APPENDIX D: EMPLOYMENT AND HOUSEHOLD EARNINGS BY INDUSTRY

Earnings of Monroe County economically active households are shown below in Table D.1: *Employment and Household Earnings by Industry, Monroe County, 2006*. These wages are used to estimate the wages of employees that construct and operate and maintain residential units, and that construct and work within non-residential developments. The average annual wages for 2005 were used to project 2006 wages using a 2.9% increase over 2005, which was the 2004-2005 increase. The household earnings shown in the last column of the table are the individual employee earnings multiplied by the number of employed persons per household with earnings (1.586⁴⁰). This calculation excludes households that do not have at least one person employed. Not having anyone employed could be due to retirement, disability or unemployment. Regardless of reason, all employed without a person employed are excluded from the definition of economically active households used herein. This method of estimating economically active household income basically assumes that the earnings of the secondary worker in a household will be similar to those of the primary worker.

TABLE D.1 EMPLOYMENT AND HOUSEHOLD EARNINGS BY INDUSTRY MONROE COUNTY, 2005-2006				
Industry Title	Average Employment	Annual Wage		Household Earnings
		2005	2006	
Total, All Industries	35,895	\$32,788	\$34,214	\$54,412
Goods-Producing	2,613	\$32,352	\$33,759	\$53,689
Agriculture, Forestry, Fishing and Hunting	102	\$33,145	\$34,587	\$54,837
Construction	2,226	\$32,391	\$33,800	\$53,590
Manufacturing	285	\$31,764	\$33,146	\$52,553
Service-Providing	33,282	\$32,823	\$34,251	\$54,305
Trade, Transportation, and Utilities	7,636	\$31,256	\$32,616	\$51,712
Wholesale Trade	520	\$45,167	\$47,132	\$74,728
Retail Trade	5,553	\$27,209	\$28,393	\$45,017
Information	457	\$47,952	\$50,038	\$79,335
Financial Activities	2,364	\$42,750	\$44,610	\$70,729
Finance and Insurance	1,220	\$50,038	\$52,215	\$82,787
Real Estate and Rental and Leasing	1,144	\$34,976	\$36,497	\$57,867
Professional and Business Services	2,603	\$43,410	\$45,298	\$71,821
Education and Health Services	4,049	\$37,743	\$39,385	\$62,445
Leisure and Hospitality	11,539	\$23,788	\$24,823	\$39,357
Accommodation and Food Services	10,136	\$23,297	\$24,310	\$38,544
Other Services	1,472	\$27,466	\$28,661	\$45,442
Public Administration-Government	3,132	\$47,605	\$49,676	\$79,002

SOURCE: Florida Labor Market Statistics, September 2006.

⁴⁰ See Appendix B: Employees per Household, Monroe County.



Local Planning Agency Communication

To: Local Planning Agency Chair and Agency Members
From: Jennifer DeBoisbriand , Planning Director
Date: September 11, 2023
Subject: Ordinance Amendment Considering the Request of Integra Real Estate to Amend the Future Land Use Map of Parcel 00097000-000000

Background:

The applicant, Integra Real Estate, LLC, has submitted a map amendment application requesting an approval for a Future Land Use Map (FLUM) Amendment from Residential Conservation (RC) to Mixed-Use (MU) designation on the subject property, located at 79775 Overseas Highway (RE #00097000-000000), comprising 4.93 acres. The current use of the property is residential. The applicant/owner intends to pursue transferring 30 motel units from 82200 Overseas Highway (RE #00399601-000000) to the subject property. This FLUM amendment has a companion application for a Zoning Map Amendment, which proposes a change from a Native Residential (NR) District to a Tourist Commercial (TC) District, and the FLUM amendment cannot be approved without approval of the companion Zoning Map Amendment. The applicant's agent Bart Smith has submitted a letter detailing the map amendment request.

The subject property currently has an existing Residential Conservation (RC) Future Land Use designation. Due to the location of the property, there are no surrounding properties. The closest property is to the North, Bud & Mary's Marina and is designated Mixed Use (MU). The character of the subject property is a single-family residence.

Analysis:

The proposed FLUM amendment, from Residential Conservation (RC) to Mixed-Use (MU), in conjunction with the companion application for a Zoning Map Amendment from a Native Residential (NR) District to a Tourist Commercial (TC) District, would allow the applicant/owner to pursue transferring the motel units onto the subject property.

Areas designated MU on the Future Land Use Map recognizes the prevalent and historical mixed-use pattern of development in the Village. The MU designation shall accommodate a mix of commercial and residential uses, which may be located in the same building, limited public and semi-public uses, recreational facilities, schools, marinas, tourist-oriented facilities, and supportive community facilities ancillary to the permitted uses, pursuant to the standards in the Comprehensive Plan and the Land Development Regulations [Ref. Comprehensive Plan Objective 1-2.4].

The proposed FLUM amendment would alter the development potential of the subject property.

The proposed MU FLUM designation would allow market-rate residential density based on acreage (6 units per acre) and type of development (12 units per acre for transfers of density) and 15 units per acre for affordable housing as well as a maximum non-residential FAR of .25. If approved, the transfer of 30 hotel/motel units will be proposed allowing for a total density of 31.

Compatibility with Comprehensive Plan Policies:

- ☐ Policy 1-2.1.14, Criteria for Future Land Use Map (FLUM) Amendments
- ☐ Policy 1-2.4, Recognize Mixed Use Development Patterns
- ☐ Policy 1-2.4.5: Standards Applicable to Non-Residential Uses in the MU Designation
- ☐ Objective 1-4.6: Prevent Proliferation of Urban Sprawl

Comprehensive Plan Policy 1-2.1.14, Criteria for Future Land Use Map (FLUM) Amendments, states that Islamorada, Village of Islands, shall maintain specific criteria for amending the Future Land Use Map that are consistent with the general procedures delineated in Chapter 163.3177, 163.3184 and 163.3189, Florida Statutes and the principles for guiding development in areas of critical state concern. The Village Council shall make its determination on proposed FLUM amendments on legitimate public purpose based on one or more of the following factors; however, in no event shall an amendment be approved which would result in an adverse community change.

Comprehensive Plan Objective 1-2.4, Recognize Mixed Use Development Patterns, states: "Areas designated Mixed Use (MU) on the Future Land Use Map recognizes the prevalent and historical mixed-use pattern of development in the Village. The MU category shall accommodate a mix of commercial and residential uses, which may be located in the same building, limited public and semi-public uses, recreational facilities, schools, marinas, tourist-oriented facilities, and supportive community facilities ancillary to the permitted uses, pursuant to the standards in the Comprehensive Plan and the Land Development Regulations."

The proposed map amendment would be consistent with the historical trend of a mixed-use development pattern within the Village. The properties along Overseas Highway contain mixed uses, including commercial, recreation and residential uses.

Comprehensive Plan Policy 1-2.4.5, Standards Applicable to Non-Residential Uses in the MU Designation, states, "The Floor Area Ratio (FAR) for MU designated parcels outside of the Village Activity Centers shall not exceed 0.25, except that an FAR up to 0.35 may be allowed on designated receiver sites through the transfer of development rights and for Working

Waterfronts parcels, as provided for in the Land Development Regulations. FAR within the Village Activity Centers and on Working Waterfronts parcels shall not exceed 0.35 FAR. The Land Development Regulations shall establish criteria governing the appropriate mass and scale of structures, trip generation, design and location of access and egress facilities, off-street parking and safe pedestrian facilities in MU. Design techniques such as landscaping, screening and buffering shall be applied to ensure land use compatibility within MU areas.”

Any possible future development associated with the proposed FLUM amendment would be required to comply with all applicable portions of the Land Development Regulations, including but not limited to landscaping, buffering and off-street parking. Therefore, the proposed amendment is consistent with Policy 1-2.4.5.

Comprehensive Plan Objective 1-4.6: PREVENT PROLIFERATION OF URBAN SPRAWL AND COORDINATE THE TIMING AND STAGING OF PUBLIC AND PRIVATE DEVELOPMENT. Land Development Regulations shall ensure that the location, scale, timing and design of development is coordinated with public facilities and services in order to prevent the proliferation of urban sprawl and achieve cost effective land development patterns. Consistent with policies in the Intergovernmental Coordination Element, the Village shall pursue resolution of development and growth management issues with impacts transcending the Village's political jurisdiction, by participating in forums with the Florida Department of Community Affairs, the South Florida Regional Planning Council and other forums convened to coordinate such issues.

The proposed FLUM amendment would assist in limiting additional development on vacant land to achieve the need for workforce affordable housing by utilizing infill development.

Compatibility with the Principles for Guiding Development:

The following shall be the principles with which any plan amendments must be consistent pursuant to the Florida Keys Area of Critical State Concern designation as set out in Chapter 380.0552(7), Florida Statutes.

Please note, the criterion is provided in italics and staff response is provided immediately below. The Applicant has provided his responses to the criteria in his analysis attached.

(a) Strengthening local government capabilities for managing land use and development so that local government is able to achieve these objectives without the continuation of the area of critical state concern designation.

Village Staff Response:

The proposed FLUM is consistent with Principle (a) of the Principles for Guiding Development as it is not anticipated to negatively impact local government capability for managing land use and development.

(b) Protecting shoreline and marine resources, including mangroves, coral reef formations, seagrass beds, wetlands, fish and wildlife, and their habitat.

Village Staff Response:

The proposed FLUM is consistent with Principle (b) of the Principles for Guiding Development. Any new development would be required to adhere to all applicable land development regulations including the implementation of stormwater regulations which aid in protecting

marine resources by protecting near shore water quality.

(c) Protecting upland resources, tropical biological communities, freshwater wetlands, native tropical vegetation (for example, hardwood hammocks and pinelands), dune ridges and beaches, wildlife, and their habitat.

Village Staff Response:

The proposed FLUM is consistent with Principle (c) of the Principles for Guiding Development. Any future redevelopment proposed on the subject property is required to meet environmental setback criteria, meet local Comprehensive Plan and Land Development Regulation requirements, and obtain appropriate permits from state and federal agencies as necessary.

(d) Ensuring the maximum well-being of the Florida Keys and its citizens through sound economic development.

Village Staff Response:

The proposed FLUM is consistent with Principle (d) of the Principles for Guiding Development. Any potential future redevelopment of the subject property would support the maximum well-being of the Florida Keys citizens and the economic health of the area by directing redevelopment on the property to preserve and protect the disturbed and sparsely vegetated area.

(e) Limiting the adverse impacts of development on the quality of water throughout the Florida Keys.

Village Staff Response:

The proposed FLUM is consistent with Principle (e) of the Principles for Guiding Development. Any development would be required to adhere to all applicable land development regulations including the implementation of stormwater regulations which aid in protecting near shore water quality.

(f) Enhancing natural scenic resources, promote the aesthetic benefits of the natural environment, and ensure that development is compatible with the unique historic character of the Florida Keys.

Village Staff Response:

The proposed FLUM is consistent with Principle (f) of the Principles for Guiding Development. The proposed FLUM amendment, from Residential Conservation (RC) to Mixed Use (MU), in conjunction with the companion application for a Zoning Map Amendment from Native Residential to Tourist Commercial, will ensure that the subject property meets the standards of review of the Comprehensive Plan and the Land Development Regulations (LDRs), including but not limited to: requirements for minimum open space; habitat preservation, concurrency management and level of service (LOS) standards for transportation, infrastructure, wastewater, stormwater and other public services; off-street parking and internal circulation; required setbacks; landscaping, dedicated conservation easements for existing habitat; on-site and off-site improvements and design amenities required to achieve land use compatibility for the surrounding land uses and zoning districts.

(g) Protecting the historical heritage of the Florida Keys.

Village Staff Response:

The proposed FLUM is consistent with Principle (g) of the Principles for Guiding Development as there are no known archaeological or historical artifacts on the Property.

(h) Protecting the value, efficiency, cost-effectiveness, and amortized life of existing and proposed major public investments, including:

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

Village Staff Response:

The proposed FLUM is consistent with Principle (h) of the Principles for Guiding Development. The proposed FLUM amendment would not adversely impact the value, efficiency, cost-effectiveness, and amortized life of existing and proposed major public investments.

(i) Protecting and improving water quality by providing for the construction, operation, maintenance, and replacement of stormwater management facilities; central sewage collection; treatment and disposal facilities; and the installation and proper operation and maintenance of onsite sewage treatment and disposal systems.

Village Staff Response:

The proposed FLUM is consistent with Principle (i) of the Principles for Guiding Development. The proposed FLUM amendment would not adversely affect storm water management facilities, central sewage collection, treatment and disposal facilities, or the installation and proper operation and maintenance of onsite sewage treatment and disposal systems.

(j) Ensuring the improvement of nearshore water quality by requiring the construction and operation of wastewater management facilities that meet the requirements of § 381.0065(4)(1) and 403.086(10), as applicable, and by directing growth to areas served by central wastewater treatment facilities through permit allocation systems.

Village Staff Response:

The proposed FLUM is consistent with Principle (j) of the Principles for Guiding Development. Any proposed development as a result of the proposed FLUM amendment would be required to be consistent with the requirements of § 381.0065(4)(1) and 403.086(10), Florida Statutes, and the Village's Comprehensive Plan and Wastewater Master Plan.

(k) Limiting the adverse impacts of public investments on the environmental resources of the Florida Keys.

Village Staff Response:

The proposed FLUM is consistent with Principle (k) of the Principles for Guiding Development. The proposed FLUM amendment is not anticipated to create adverse impacts on the environmental resources of the Florida Keys.

(l) To make available adequate affordable housing for all sectors of the population of the Florida Keys.

Village Staff Response:

The proposed FLUM is consistent with Principle (l) of the Principles for Guiding Development. The proposed FLUM amendment will allow for development of workforce/affordable housing within the Village after a transfer of the motel units.

(m) To provide adequate alternatives for the protection of public safety and welfare in the event of a natural or manmade disaster and for a post-disaster reconstruction plan.

Village Staff Response:

The proposed FLUM is consistent with Principle (m) of the Principles for Guiding Development. The proposed FLUM amendment would not affect the provision of adequate alternatives for the protection of public safety and welfare in the event of a natural or manmade disaster and for a post-disaster reconstruction plan. Furthermore, all structures built within the Village must meet the requirements of the Village's Code of Ordinances and the Florida Building Code.

(n) To protect the public health, safety, and welfare of the citizens of the Florida Keys and maintain the Florida Keys as a unique Florida resource.

Village Staff Response:

The proposed FLUM is consistent with Principle (n) of the Principles for Guiding Development. The proposed FLUM amendment would not negatively affect the health, safety, or welfare of the citizens of the Florida Keys.

Budget Impact:

None

Staff Impact:

None

Recommendation:

Staff has reviewed the request for a Future Land Use Map Amendment from Residential Conservation (RC) to Mixed Use (MU) and determined that the request meets criteria. Therefore, Staff recommends that the Village Council APPROVE the FLUM Amendment.

Attachments:

1. Terra Key CC Attachments



**Islamorada, Village of Islands,
Planning and Development Services Department**

**AMENDED AND RESTATED
APPLICATION FOR MAP AMENDMENT**

Pursuant to Chapter 30, Article IV, Divisions 8 & 9

	Application Type	Application Fee	Deposit	Total Fee Due
☒	Future Land Use and Zoning	\$5,120.00	\$1,000.00	\$6,120.00
☐	Zoning Only	\$2,500.00	\$1,000.00	\$3,500.00

☒ Request concurrent Future Land Use and Zoning Hearings pursuant to 163.3184(12), Florida Statutes

PLEASE NOTE: THIS APPLICATION IS ACCEPTED BY APPOINTMENT ONLY.

An application must be deemed complete and in compliance with the Village Code by Staff prior to the items being scheduled for review. See the Submittal Requirements below for a list of required submittals and documents.

APPLICANT / AGENT (if applicable): Property owner must submit a notarized letter authorizing the applicant/agent to act on their behalf including the agent's name, address and phone number.

Name: Smith Hawks, PL
Mailing Address: 138 Simonton Street, Key West Florida 33040
Primary Phone: (305) 296 7227 Fax: _____
Email: Bart@smithhawks.com/ Jess@smithhawks.com/ Brandi@SmithHawks.com

PROPERTY OWNER:

Name: Integra Real Estate, LLC
Mailing Address: c/o Agent
Primary Phone: c/o Agent Fax: c/o Agent
Email: c/o Agent

LEGAL DESCRIPTION OF PROPERTY: If in metes and bounds, attach legal description on separate sheet.

Physical Address: 79775 Overseas Highway, Islamorada, FL 33036 (Tea Table Key) Mile Marker: 79.7
Lot: _____ Block: _____ Subdivision: _____
☐ Plantation Key ☐ Windley Key ☒ Upper Matecumbe Key ☐ Lower Matecumbe Key
Real Estate (RE) Number: 00097000-000000 Alternate Key: 1113531

PROPERTY DESCRIPTION:

Total Land Area: 214,751 Square Feet 4.93 Acres
Existing Use of Property: Residential
Has an Application for Map Amendment been submitted for this site within the past two (2) years? ☐ Yes ☒ No
If yes, provide name and date of application: _____

PROPOSED MAP AMENDMENT:

Current Future Land Use Map Category: Residential Conservation (RC) Current Zoning District: Native Residential (NR)
Proposed Future Land Use Map Category: Mixed Use (MU) Proposed Zoning District: Tourist Commercial (TC)

86800 Overseas Highway • Islamorada, Florida 33036-3162
Office 305-664-6400 • Fax 305-664-6467 • www.islamorada.fl.us

SUBMITTAL REQUIREMENTS:

- ☒ **Correct application fee.** Check or money order to "Islamorada, Village of Islands". *Previously Provided.*
- ☒ **Notarized agent authorization letter**, if applicable, including the agent's name, address and phone number authorizing the applicant/agent to act on all property owners' behalf. *Previously Provided.*
- ☒ **Proof of ownership** e.g. warranty deed, lease or pending sale contract. *Previously Provided.*
- ☒ **Property record card** from the Monroe County Property Appraiser. *Previously Provided.*
- ☒ **Copy of current Future Land Use Map** clearly marking the boundaries of the property. Map may be request from Planning and Development Service Department prior to application submittal. *See Attached Correspondence.*
- ☒ **Copy of current Official Zoning Map** clearly marking the boundaries of the property. Map may be request from Planning and Development Service Department prior to application submittal. *See Attached Correspondence.*
- ☒ **Photographs** of the site taken from adjacent streets. *Previously Provided.*
- ☒ **Signed and sealed survey** prepared by a Florida registered surveyor. The survey shall include elevations and location of all existing structures, paved areas, location of all utility structures, all easements, all bodies of water on and adjacent to the site, docks, piers, mean high water line and total acreage by habitat (please provide a digital copy in addition to the signed and sealed survey). *Pending.*
- ☒ **Data and analysis (including a land use need analysis)** pursuant to Comprehensive Plan Policy 1-2.1.13, demonstrating there is a need for the amount of development allowed by the proposed FLUM designations in order to accommodate the Comprehensive Plan's projected population growth within the planning timeframe of the Comprehensive Plan. *See Attached Correspondence.*
- ☒ **Explanation** of how the application satisfies each of the applicable criteria in the Land Development Regulations, Comprehensive Plan and Principles for Guiding Development pursuant to § 380.0552(7), Florida Statutes. See Attachment A for list of criteria. *See Attached Correspondence.*

If deemed necessary to complete a full review of the application, the Planning and Development Services Department reserves the right to request additional information.

I certify that I am familiar with the information contained in this application, and that to the best of my knowledge such information is true, complete and accurate. I certify that all information required has been provided.

Digital signatures do not require notarization when they can be verified by a Trusted Certificate issued by a third-party Certificate Authority. If you are not using a "verifiable digital signature", print this document and have it notarized.


Signature of Applicant

JANUARY 27, 2023

Date

Print Name: JESS MILES GOODALL

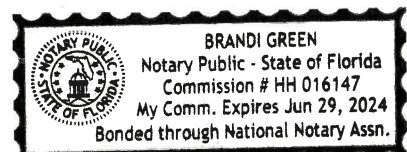
STATE OF FLORIDA

COUNTY OF MONROE

Sworn to and subscribed before me by means of ☒ physical appearance or ☐ online notarization, this 27th day of JANUARY, 2023, by JESS MILES GOODALL (name of person signing the application) as AGENT (type of authority e.g. officer, manager / member, trustee, attorney in fact) for Integra Real Estate, LLC (name of entity or party on behalf of whom application was executed).


Signature of Notary Public

SEAL:



☒ Personally Known ☐ Produced Identification

Type of ID N/A

SMITH/HAWKS

ATTORNEYS AT LAW

Barton W. Smith, Esq.
Jess Miles Goodall, Esq.
Telephone: (305) 296-7227
E-mail: Bart@SmithHawks.com
Jess@smithhawks.com

UPLOADED VIA EPORTAL

January 27, 2023

Daniel Gulizio, Director of Planning
Islamorada, Village of Islands Planning and Development Services Department
86800 Overseas Highway
Islamorada, Florida 33036

Re: **AMENDED AND RESTATED Proposed Future Land Use Map and Land Use District (zoning) Map Amendments to create the boundary for Sub-area Policy 1-2.11.6**

Dear Daniel,

Please find enclosed the Integra Real Estate, LLC's ("Applicant") application for a Future Land Use Map ("FLUM") and Land Use District (zoning) Map Amendments (collectively, the "Amendments") pursuant to Chapter 30, Article IV, Divisions 8 and 9 of the Islamorada Code of Ordinances ("Application"). The Application is being filed simultaneously with a Comprehensive Plan Amendment ("Comp. Plan Amendment"), and the FLUM and LUD amendment applications will create the boundary of Sub-Area Policy 1-2-11.6 under Objective 1-2.11 of the Islamorada Comprehensive Plan ("Comp. Plan"). The FLUM and LUD Amendments will create the boundary of the Sunset Affordable housing Sub-Area 1. The Comp. Plan Amendment will permit the utilization and development of thirty (30) transient dwelling units on a more suitable site at Tea Table Key as a world class eco-friendly villa style resort and will provide the Village of Islamorada ("Village") with a desperately needed multi-family affordable housing development in the Village.

In addition to the original application and this letter, I have also enclosed all relevant exhibits and a copy of the application package, which I request you please date stamp and return the copy using the enclosed self-addressed FedEx envelope provided.

PROPERTY BACKGROUND INFORMATION:

Location: 82200 Overseas Highway, Upper Matecumbe Key (Sunset Inn) and
79775 Overseas Highway, Upper Matecumbe Key (Tea Table Key)

00226438 - v10

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138 SIMONTON STREET, KEY WEST, FLORIDA 33040 U.S.A.
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Legal Description: Lots 9-11, Block 5, Stratton's Subdivision, according to the Plat thereof, as recorded in Plat Book 2, Page 38, of the Public Records of Monroe County, State of Florida. (Sunset Inn); and Tea Table Key being described as Government Lot one (1) of Section seven (7), Township sixty-four (64) South, Range thirty-seven (37) East, together with a strip of submerged land 250 feet wide in the SW 1/4 of Section 6 and in the NW 1/4 of Section 7, both in Township 64 South, Range 37 East, the Center line of which is described as follows: From a point of line with the Easterly end of State Highway Bridge located on Overseas Highway (State Highway No. 5) at the Westerly end of Upper Matecumbe Key, Monroe County, Florida, run S. 61 ° 27' W. along center line of right-of-way of Overseas Highway, a distance of 787.3 feet to a point; thence run S. 28° 33' E., a distance of 200 feet to the Southerly side of said right-of-way and the POINT OF BEGINNING; thence continue S. 28° 33' E., a distance of 1100 feet more or less to the Northerly side of Tea Table Key; Also a strip of submerged land 50 feet in width and parallel to the high water line in Tea Table Key extending completely around said Key, excepting therefrom the portion occupied by above described 250 foot strip, lying and being in Sections 6 and 7, Township 64 South, Range 37 East, all in Monroe County, Florida. (Tea Table Key).

Real Estate (RE) Number: 00399601-000000 and 00097000-000000

Property Owner/Applicant: Sunset Islamorada Ventures LLC (00399601-000000); and Tea Table Key LLC (00097000-000000)

Agent: Smith/Hawks, PL-Barton W. Smith, Esq./ Jess Miles Goodall, Esq.

Total Property Area: 120,557.7 SF or 2.77 acres (Sunset Inn - 00399601-000000); and ~214,751 SF or 4.93 acres (Tea Table Key - 00097000-000000)

Total Upland Area: 120,557.7 SF or 2.77 acres (Sunset Inn - 00399601-000000); and ~214,751 SF or 4.93 acres (Tea Table Key - 00097000-000000)

Land Use District: Village Center (VC)/ Native Residential (NR)

Future Land Use Map (FLUM) Designation: Mixed Use (MU)/Residential Conservation (RC)

Flood Zone: Multiple on site: AE8, AE7 (Sunset Inn)
 AE10, VE14 (Tea Table Key)

Existing Uses: Motel, Residential

Community Character of Immediate Vicinity: Commercial, Residential

PROPERTY:

Sunset Inn:



Tea Table Key:



EXISTING LAND USE ZONING DISTRICTS:

Sunset Inn (Village Center):



Tea Table Key (Native Residential):



EXISTING FUTURE LAND USE MAPS:

Sunset Inn (Mixed Use):



Tea Table Key (Residential Conservation):



I. FUTURE LAND USE MAP AND LAND USE DISTRICT (ZONING) MAP AMENDMENTS:

a. Overview

The Amendment seeks to create the boundary for Sub-Area Policy 1-2.11.6 under Objective 1-2.11 of the Islamorada Comp. Plan, which shall allow the property located at 82200 Overseas Highway, Upper Matecumbe Key, more commonly known as “Sunset Inn” to transfer thirty (30) approved hotel/motel units (“Motel Units”) to the property located at 79775 Overseas Highway, Upper Matecumbe Key, more commonly known as “Tea Table Key,” and subsequently develop Sunset Inn with up to forty one (41) affordable employee housing dwelling units, and up to ten thousand square feet (10,000 SF) of low/medium retail space. The Comp. Plan Amendment and LUD and FLUM Amendments will permit Tea Table Key to be developed with up to thirty one (31) residential dwelling units (30 hotel units and 1 market rate unit). These units will be developed as a state of the art, world class, eco-friendly villa style hotel resort.

The Amendments have been filed as corresponding map amendments to a simultaneously filed Comprehensive Plan Amendment to create the sub-area policy and the boundary of the Sunset Affordable Housing Area 1.

b. Amendment Request:

The requested FLUM and LUD amendments are being requested to create the boundary of the Sunset Affordable Housing Area 1, and propose the following amendments to the FLUM and LUD designations:

1. The FLUM amendment will amend the approximately 4.93 acres of upland area on Tea Table Key from Residential Conservation (“RC”) to MU and will incorporate the approximately 2.77 acres at Sunset Inn, designated MU, to create the boundary of the Sub-Area on the Future Land Use Maps, as contained in the Comp. Plan; and
2. The LUD amendment will amend the approximately 4.93 acres of upland area on Tea Table Key from Native Residential (“NR”) to Tourist Commercial (TC) and will amend the approximately 2.77 acres at Sunset Inn from Village Center (“VC”) to Neighborhood Commercial (“NC”), and will create the boundary of the Sub-Area on the official zoning maps. Cumulatively, the Amendments will create the boundary of the Sub-Area on the Future Land Use Maps and Land Use District Maps, which will be comprised of approximately 7.7 acres.

Sunset Inn is currently recognized with thirty (30) Hotel/Motel units. By creating the boundary for the Sunset Affordable Housing Area 1, the FLUM and LUD amendments, in conjunction with the corresponding Comp. Plan Amendment, will allow the transfer of the Motel Units from Sunset Inn to Tea Table Key, will allow the utilization and development of the Motel Units on Tea Table Key, will provide the density necessary to develop a much needed

forty one (41) units of affordable workforce housing on the Sunset Inn property, and will ensure Sunset Inn is utilized exclusively for affordable workforce housing, accessory uses, and low/medium intensity retail use.

The Amendments will permit the development of the forty one (41) affordable dwelling units based upon the parcel's approximate size of 2.77 acres. Pursuant to the Amendments, the parcel will remain designated as MU, and will have a land use (zoning) district of will remain NC, and the Amendments will create the boundary of the Sub-Area. Pursuant to Section 30-697 of the Land Development Code parcels zoned NC have density up to fifteen (15) deed restricted affordable housing dwelling units per acre, which amounts to a total of forty one and a half (41.55) affordable dwelling units. Pursuant to LDC Section 30-697, parcels within the NC zoning district are permitted attached deed restricted affordable housing dwelling units as of right, and there is no restriction contained in this section as to the conversion of existing hotel/motel units into deed restricted affordable housing units.

Additionally, Sunset Inn's overall development potential of forty one (41) affordable dwelling units is derived from the language contained in the Sub-Area Policy. The Sub-Area policy will

1. Limit the permissible uses on the parcel with Parcel ID No. 00399601-000000 to affordable dwelling units, accessory uses, and low/medium intensity retail;
2. Provide that the maximum number of affordable housing dwelling units permitted on the property with Parcel ID No. 00399601-000000 shall be forty one (41) units, and
3. Allow development of the affordable housing dwelling units by means of a redeveloped or a conversion of the existing hotel or motel structures. Development of the affordable housing dwelling units on Sunset Inn will utilize the existing structures and will be done pursuant and in compliance with the comprehensive plan and Land Development Code, notwithstanding the density or anything contained in the Sub-Area policy.

Tea Table Key's overall development potential under the Sub-Area policy is derived from the language contained in the Sub-Area Policy and the upland acreage of the property, which is being amended and will have a TC zoning designation and an MU future land use. Pursuant to the Sub-Area Policy the parcel will be restricted to a max net density of up to thirty one (31) residential dwelling units (30 Motel units and 1 existing residential dwelling unit) on Tea Table Keys approximately 4.93 acres of upland. Development of the units on Tea Table Key will be done pursuant and in compliance with the comprehensive plan and Land Development Code, notwithstanding the density requirements or anything contained in the Sub-Area policy.

The Amendments, in conjunction with the Comp. Plan Amendment, will allow the transfer of the Motel Units from Sunset Inn to Tea Table Key, will allow the utilization and development of the Motel Units on Tea Table Key, and will limit Tea Table Key's overall development potential to the maximum density necessary to develop up to thirty one (31) residential dwelling units

(30 Motel units and 1 existing residential dwelling unit) as a world class, environmentally friendly resort.¹ The proposed development on Tea Table Key will be done with a very environmentally friendly mentality, developing the villa style hotel units as eco-friendly, and incorporating the development on Tea Table Key in a manner that will enhance and highlight the natural beauty of the Florida Keys.

Development within the Sunset Affordable Housing Area 1 will be done pursuant and in compliance with the Comprehensive Plan and Land Development Code, notwithstanding the provisions contained in the Sub-Area policy.

c. Data and Analysis

Sunset Affordable Housing Area 1.

1. Housing Data

It is well established that prior to Hurricane Irma the affordable housing shortage in the Florida Keys was staggering. According to Monroe County's Housing Strategy produced after Hurricane Irma, "[m]any of the business sectors in the Florida Keys, including professional services, retail trade, tourism and health care, find it increasingly difficult to attract and maintain workers." The City of Islamorada is clearly no different, and like many communities in south Florida, has experienced a dramatic increase in housing sales prices. According to the "Islamorada, Village of Islands Workforce Housing Support Study ("WFH Study"), attached hereto as **Exhibit A**, "Analysis of housing sales data show that sales prices in Islamorada, and in Marathon - another community in the Florida Keys, have increased at a much more rapid rate than housing prices for Florida and the United States." A trend that has continued post Irma and has been dramatically exacerbated in recent years.

The increase in housing prices in Islamorada, in and of itself creates an affordable workforce housing problem in Islamorada and the Florida Keys in general. However, the problem is accentuated in Islamorada. This is because some of the larger employers in the Village, such as the leisure and hospitality industry, accommodation and food services, retail service businesses and construction industry typically hire more lower wage employees than other industries. A significant percentage of new employees in these businesses earn very modest wages, making it increasingly difficult for them to afford a house for sale in the local real estate market, or rent housing.² The table below illustrates this ever worsening issue in Islamorada *See* Pg. 2 Islamorada, Village of Islands Workforce Housing Support Study (Islamorada's housing prices increased at a rate of 35 percent per year, at an average rate of growth of 22%, while housing prices in Florida increased at 14.9 percent and 9.6 percent nationally, *see* below table)

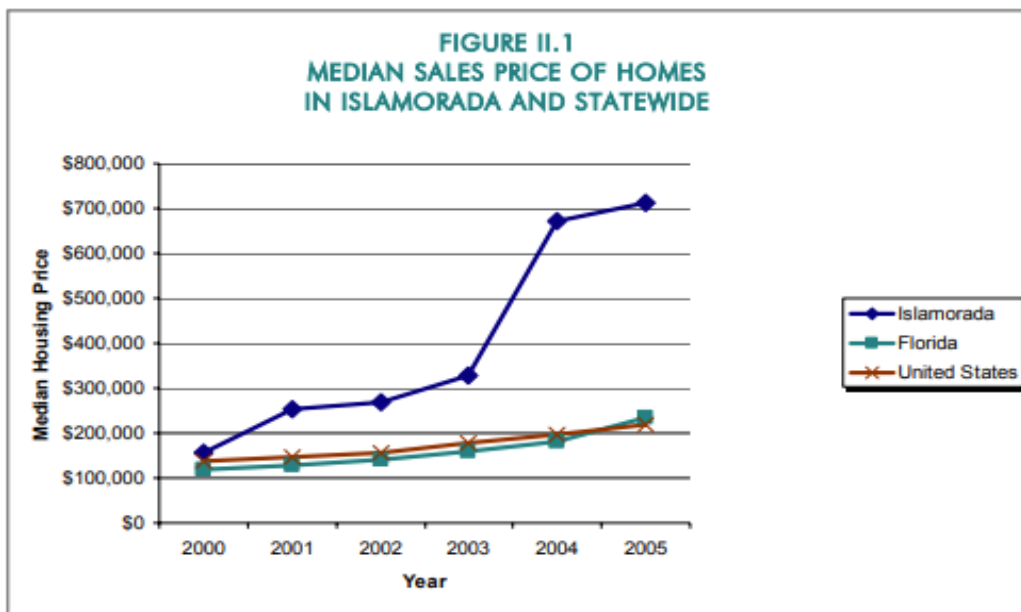
¹ *See* Tea Table Key Preliminary Site plan and rendering.

² Islamorada, Village of Islands Workforce Housing Support Study, Clarion Associates, LLC, September 2007.

Year	Islamorada		Marathon		Florida	US
	Average	Median	Average	Median	Median	Median
2000	\$286.9	\$156.8	\$209.7	\$190.2	\$117.6	\$139.0
2001	\$310.5	\$251.9	\$224.5	\$183.9	\$127.7	\$147.8
2002	\$361.8	\$268.2	\$260.5	\$247.5	\$141.7	\$156.2
2003	\$484.3	\$328.6	\$333.7	\$282.9	\$158.4	\$178.8
2004	\$743.6	\$671.4	\$450.4	\$363.2	\$181.9	\$195.4
2005	\$776.2	\$712.5	\$576.4	\$529.2	\$235.1	\$219.6
Rate of Growth	22.0%	35.4%	22.4%	22.7%	14.9%	9.6%

SOURCES: Monroe County Property Appraiser, Florida Board of Realtors and National Association of Realtors.

NOTE: Data for the State of Florida and the United States are for single family homes only.

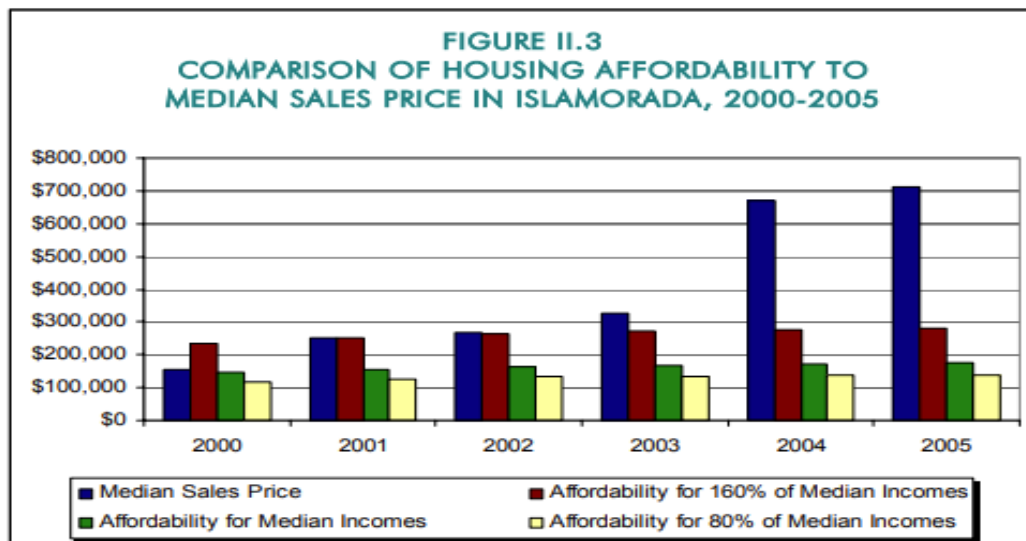


Source: Monroe County Property Appraiser Database and Florida Association of Realtors

Unfortunately, the median income ranges have not historically increase at comparable rates, and this has increasingly caused a larger and larger gap between household incomes and median housing costs, which has resulted in housing becoming less and less affordable to workforce households in Islamorada. In fact, according to the WFH Study, “in 2000, the median income in Monroe County was \$49,300 and the median price of a home in Islamorada was \$156,757 - approximately 318 percent of median income levels. By 2003, the median income for a household in Monroe County was \$56,500 and the median price of a home in Islamorada was \$328,571 - approximately 582 percent of median income levels. In 2005, the median income for a Monroe County household was \$58,450 and the median price of a home in Islamorada was \$712,500 - approximately 1,219 percent of median income levels,” (See below table).

Year	Median Price of Homes	Median Price of Homes as % of Median Income	Median Household Income for Monroe County
2000	\$156,757	318%	\$49,300
2001	\$251,887	483%	\$52,100
2002	\$268,182	487%	\$55,100
2003	\$328,571	582%	\$56,500
2004	\$671,429	1,174%	\$57,200
2005	\$712,500	1,219%	\$58,450

A well-established national benchmark for evaluating affordability is whether median household incomes in a community are at the level where the family could afford a median priced home; more specifically, affordability of owner-occupied housing is normally defined as 300 percent of median household income.³ Per Monroe County's housing Strategy, if more than 30% of a household's income is expended for housing, such household is considered "cost burdened." In Islamorada, since 2002, "median priced homes have exceeded the price that was affordable to the households earning 160 percent of the area median income. In 2005, the median priced home cost \$431,940 more than a household earning 160 per cent of the area median income could afford. The housing affordability problem is affecting not only households earning the area median income, but also those earning well above the median income."⁴

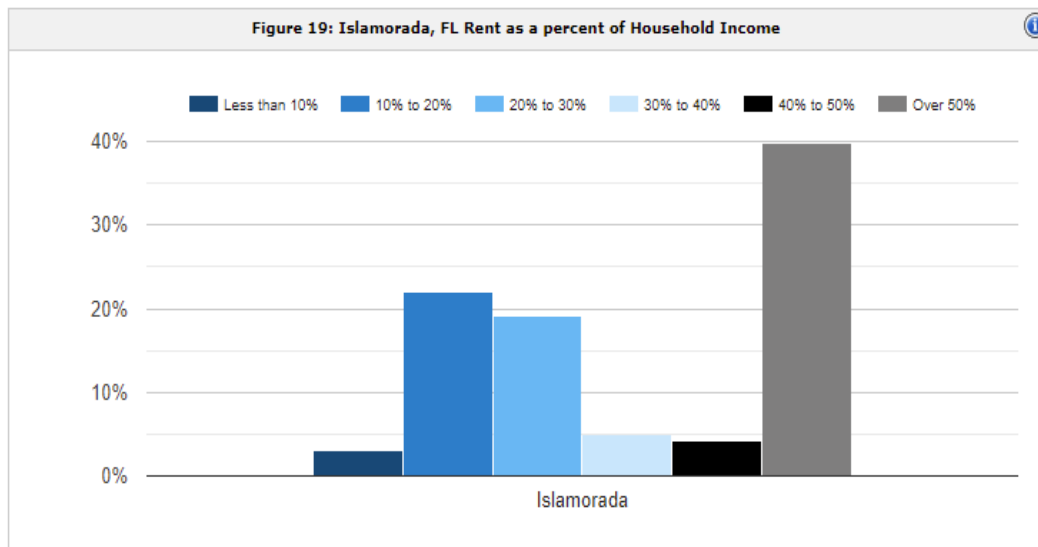


Source: U.S. Department of Housing and Urban Development and the Monroe County Property Appraiser.

³ Islamorada, Village of Islands Workforce Housing Support Study, Clarion Associates, LLC, September 2007.

⁴ Id. at 17.

The trends illustrated above have not changed in recent years, and based upon information contained in the US Census for the City of Islamorada, the median household income in the City is \$82,500.00, while the median sales price of homes was \$832,954.00. The rental market is just as inflated, as illustrated by Town Charts Housing data⁵, large numbers of workers in the city are paying above 50% of their income toward rental housing, *See below:*



Islamorada has a small number of affordable housing units available, and that number was further diminished as a result of Hurricane Irma in 2017. The WFH Study provides “The report’s conclusions include an existing deficiency of 356 units for the resident workforce, an existing deficiency of 794 units for non-resident workforce, and, by the year 2020, a projected total workforce housing need of (one thousand one hundred two) 1,192 units.”

Although Islamorada is incorporated, it is important to note that the affordable housing crisis extends county-wide. In Monroe County the percentage of households with mortgages that exceed the HUD threshold for being considered cost-burdened due to the amount of the attendant mortgage payments. According to HUD, “cost-burdened” households pay more than 30% of income for rent or mortgage costs. This is also the standard used by the Florida Department of Economic Opportunity. In 2009, 12,927 Monroe County households (37%) paid more than 30% of income for housing. By comparison, 29% of households statewide are cost burdened. Over six thousand households in Monroe County (18%) must pay more than 50% of household income for housing.

Based on the foregoing, the Sunset Affordable Housing Sub-Area Policy 1-2.11.6., will assist the city in providing access to adequate affordable housing that is safe, decent, and structurally sound, and is a smart and practical way to provide affordable housing in the village center, allowing work force employees to reside in close proximity to their jobs within the

⁵ <https://www.towncharts.com/Florida/Housing/Islamorada-FL-Housing-data.html>

City itself. The City of Islamorada does not have many locations that are suitable for multi-unit developments within the “Village Center.” Sunset Inn is located in Village Center on approximately 2.77 acres of land. It is currently utilized as a hotel/motel. The intent of the Applicant is to utilize this area to develop forty one (41) deed restricted affordable housing dwelling units, something that is clearly a huge need for the City of Islamorada. In order to permit this site to be utilized as an affordable housing development, the Applicant is seeking to transfer the existing Motel Units to the second parcel within the Sub-Area.

2. Homestead Industrial Zoning Ordinance and Development.

On or around November 2, 2022, Developers secured enough commissioner votes to expand Miami-Dade County’s Urban Development Boundary to turn farmland into a new commercial complex near Homestead. The South Dade Logistics and Technology District is a proposed 380-acre mix of warehouses, call centers and other commercial uses south of Florida’s Turnpike and north of Moody Drive (Southwest 268th Street). The project has been called a way to bring more than 7,000 jobs to South Miami-Dade and give residents an alternative to fighting traffic for the sought-after wages available to the north and south of the project. Miami-Dade’s planning staff opposed the project, saying the county had enough industrial land available within the Urban Development Boundary.

The zoning change and proposed project will effectively change what has been a historically agrarian area with low paying manual labor jobs into a commercial industrial area with higher paying jobs and positions available. Many residents of South Miami Dade travel to the upper Keys for higher paying jobs and return home at the end of the weekday. With the zoning change and the proposed project, these commuter workers will almost certainly be able to secure jobs closer to their place of residence, nullifying their need to commute to the upper Keys.

Affordable housing is the most pressing issue Islamorada, the Upper Keys, and Monroe County in general. The ability of Islamorada and the upper Keys to attract commute workers from the mainland has historically provided these municipalities with a reprieve on the affordable housing demands, as these workers do not need accommodation within Islamorada or the Upper keys but rather commute back and forth from South Miami Dade. With the passing of the zoning change and the proposed project (as described above), these municipalities will lose the ability to rely on commute workers as the pool in South Miami Dade shifts into jobs within the South Dade Logistics and Technology District. Municipalities within the Upper Keys will need to start filling vacancies with permanent residents, and this means providing adequate affordable housing options to these workers.

With the changes on the mainland (as described above), the ability of the Village of Islamorada to provide a multi-family affordable housing projects within the Village is more important than ever, and the proposed Subarea policy provides the Village with an invaluable opportunity to provide one such affordable housing development.

3. The “Fills” Islamorada.

The causeway along the Overseas Highway in Islamorada known as the “Fills” is popular with people coming to launch boats, swim and picnic in the Keys. The entrance to Tea Table Key is located near mile marker 79, and is directly north of Tea Table Fill and Indian Key Fill:



The state owns the causeway areas between mile markers 78 and 80. But since 2020, the areas have been managed by the village of Islamorada. There are about 15 to 18 parking spots available near each of the areas, and the areas are frequented by tourists.

Developing Tea Table Key as an environmentally friendly resort will not have any effect on the Fills based on the number of units, the location of the resort, and the type of tourist expected at the resort.

As discussed above, the proposed development at Tea Table Key is limited to a maximum density of thirty one (31) residential units (30 transient units and 1 market rate unit). The small number of rooms at the proposed environmentally friendly resort means that the projected number of tourists is minimal. Additionally, the proposed development will provide sufficient off-street parking to accommodate guests of the resort., eliminating any concern that guests would be parking along US 1 at the Fills.

The Fills are a popular spot for tourists to stop along US 1 to enjoy the crystal-clear waters of the Florida Keys. As shown above and below, Tea Table Key is located directly north of Tea Table Fill, is located in the exact same waters on the Atlantic side of US 1, and idyllic views as the Fills along US 1:



Additionally, Tea Table Key has private water access to the crystal-clear waters on the Atlantic side of US 1:



The proposed resort will offer guests access to the waters of the Florida Keys and will provide idyllic views of the ocean and sunset. Based on this, there is no reason a guest of the proposed development will utilize the Fills to access the water, relax on the beach, or view the sunset or water views.

Finally, based on various reports and articles, the tourists that frequent the Fills are more often than not day trip tourists from the mainland. According to “the Fills Overview”⁶ “What we experience now is day trippers moving in, especially on summer weekends, spending the day, with no restroom facilities, playing loud music, tearing up the sea grass and leaving their litter behind when they leave.” Contrary to the day trip tourists that frequent the Fills, and have become a source of contention in Islamorada. The proposed Development is an overnight tourist destination and

⁶ See “Details of the Fills,” Islamorada Community Alliance, <https://islamorada.org/the-fills-overview/>

will attract tourists travelling to the Florida Keys for overnight and extended stays. The anticipated guests will have access to the waters via the private beach at the resort and will have amenities and activities that will negate any need for them to utilize the Fills for any reason.

Based on the above, the proposed Development will in no way negatively affect the issues that are being faced at the Fills.

II. The FLUM amendments is consistent with the Principles for Guiding Development within the Florida Keys Area of Critical State Concern, pursuant to § 380.0552(7), Florida Statutes. The Principles are listed below:

1. Strengthening local government capabilities for managing land use and development so that local government is able to achieve these objectives without continuing the area of critical state concern designation.

The Amendments propose to create a site-specific Sub-Area with limited development potential that furthers the government's management abilities within the boundary of the Sub-Area. Additionally, the designation of the proposed Sub-Area will assist the government in accomplishing affordable housing requirements while stimulating commerce in the area.

2. Protecting shoreline and marine resources, including mangroves, coral reef formations, seagrass beds, wetlands, fish and wildlife, and their habitat.

The Proposed amendments will allow utilization of portions of the Sub-Area to highlight the shoreline and marine resources, and further utilization of the areas in a sustainable and habitat friendly manner.

3. Protecting upland resources, tropical biological communities, freshwater wetlands, native tropical vegetation (for example, hardwood hammocks and pinelands), dune ridges and beaches, wildlife, and their habitat.

The Amendments will not affect upland resources.

4. Ensuring the maximum well-being of the Florida Keys and its citizens through sound economic development.

The Amendments provide an opportunity to stimulate local economic development by providing much needed affordable housing to the workforce of Islamorada and will create increase sustainable commerce in the tourist industry by providing access to the shoreline and marine resources that are a major highlight of the Florida Keys.

5. Limiting the adverse impacts of development on the quality of water throughout the Florida Keys.

The Amendments will not have an effect on the water quality throughout the Florida Keys.

6. Enhancing natural scenic resources, promoting the aesthetic benefits of the natural environment, and ensuring that development is compatible with the unique historic character of the Florida Keys.

The Amendments will allow the development of portions of land which will increase access to, and enhance and highlight the natural beauty of the Florida Keys, while remaining compatible with the historic character of the Florida Keys.

7. Protecting the value, efficiency, cost-effectiveness, and amortized life of existing and proposed major public investments, including:
 - a. The Florida Keys Aqueduct and water supply facilities;
 - b. Sewage collection, treatment, and disposal facilities;
 - c. Solid waste treatment, collection, and disposal facilities;
 - d. Key West Naval Air Station and other military facilities;
 - e. Transportation facilities;
 - f. Federal parks, wildlife refuges, and marine sanctuaries;
 - g. State parks, recreation facilities, aquatic preserves, and other publicly owned properties;
 - h. City electric service and the Florida Keys Electric Co-op; and
8. Protecting and improving water quality by providing for the construction, operation, maintenance, and replacement of stormwater management facilities; central sewage collection; treatment and disposal facilities; and the installation and proper operation and maintenance of onsite sewage treatment and disposal systems.
9. Ensuring the improvement of nearshore water quality by requiring the construction and operation of wastewater management facilities that meet the requirements of § 381.0065(4)(l) and 403.086(10), as applicable, and by directing growth to areas served by central wastewater treatment facilities through permit allocation systems.

The Amendments will not affect the major public investments. Coordination with the required utilities will occur upon development of the Sub-Area.

10. Limiting the adverse impacts of public investments on the environmental resources of the Florida Keys.

The Amendments create a site-specific Sub-Area policy that limits the adverse effects of public investments on the environmental resources of the Florida Keys.

11. Making available adequate affordable housing for all sectors of the population of the Florida Keys.

The Amendments provide the government with a rare opportunity to address the drastically dire affordable housing shortage, by allowing the development of a much-needed multi-family affordable housing development within the center of Islamorada.

b. Basis for Amendment

i. Change in Projections.

The basis for the amendment is a change in projections (e.g., regarding public service needs) from those on which the text or boundary was based. This FLUM and LUD amendment Application creates the boundary for Sub-Area Policy 1-2.11.6 and creates the Sunset Affordable Housing Area 1. The purpose of Sunset Affordable Housing Area 1 is to provide the hospitality, working waterfront, industrial, and other commercial uses in Islamorada, and the surrounding areas with much needed affordable workforce housing which, under the current Comprehensive Plan and absent the Sub-Area Policy, the City and Applicant are unable to provide or construct.

ii. Change in Assumptions.

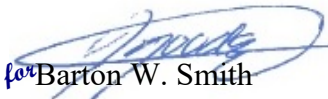
The basis for the amendment is a change in assumption (e.g., regarding demographic trends). As discussed above, there has been a dramatic change in the median housing prices within Islamorada, which has made it increasingly difficult for the Village to provide the much-needed affordable housing options for the hospitality, working waterfront, industrial, and other commercial use employees in and around the Village. The Sub-Area Policy will allow the applicant to provide the Village with much needed affordable workforce housing in a location within the Village Center, something that without the Sub-Area policy would not be able to be accomplished. Additionally, with the proposed commercial and industrial developments on the mainland, and higher paying jobs become available in that area, affordable housing for workers in these municipalities becomes more necessary than ever as the Upper Keys lose the ability to attract workers from the mainland who commute.

III. Conclusion

Applicant respectfully requests the specified Amendments be granted based on the changed conditions underlying the demonstrated and increasing need for workforce housing in Monroe County, particularly in proximity to the Islamorada employment centers, and the potential for construction of workforce housing to serve the needs of the community.

If you require anything further, or have any questions and/or concerns, please do not hesitate to contact our office.

Sincerely,


for Barton W. Smith

BWS/JG/bg

Enclosures

EXHIBIT A



Islamorada, Village of Islands

WORKFORCE HOUSING SUPPORT STUDY

September 2007

Submitted by:

CLARION ASSOCIATES, LLC
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(919) 967-9188
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In association with

Dr. James C. Nicholas
RRC Associates

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I. INTRODUCTION AND EXECUTIVE SUMMARY

A. INTRODUCTION

Real estate prices in Islamorada, Village of Islands, Florida (hereinafter “Village of Islamorada” or “Islamorada”) have increased significantly in recent years, with housing prices in Islamorada rising since 2000 to the point that a household earning a moderate income today can no longer afford the large majority of housing that is available through the private market. Concern about this issue has grown to the point that business owners are concerned about the difficulties of recruiting and retaining employees because of the lack of local housing that is affordable for their workers.

In response to this problem, the Village of Islamorada initiated an effort to determine the need new residential and non-residential developments create for housing that is affordable to the Village’s workforce as a basis for establishing a workforce housing mitigation program. As part of this effort, Islamorada is preparing this *Workforce Housing Support Study*. It provides background and technical documentation for the workforce housing need created by new development and remodels, develops a methodology for determining need, and provides statistical support for a workforce housing mitigation program. Initially it identifies the workforce housing problem in Islamorada. It then provides the technical documentation and analysis needed to establish whether new development (both residential and non-residential) creates a need for workforce housing. This is done by evaluating the linkage between (1) employment generated by the construction and then maintenance and operations (post-construction) of new residential units and (2) the employment generated by the construction and then employment that occurs at non-residential development (post-construction activities). Because the analysis demonstrates there is a need created by both residential and non-residential development for workforce housing, the Study also identifies the need both in workforce housing units (or a fraction thereof) that could be built to address the need, and funding shortages (workforce housing assistance) that could be addressed to meet the need.

After this Introduction, there is an Executive Summary that summarizes the findings of the Support Study.

The second section in this Support Study describes the housing affordability problem in Islamorada (See Section II. Problem Description). It shows that while employment in the Village has grown over the past decade, wages have tended to stagnate and housing offerings at prices that the large majority of the local employment base can afford have declined.

The third section (Section III: The Need for Workforce Housing Created by New Development) discusses the relationship between new residential and nonresidential development and the demand this new development creates for workforce housing. It outlines the methodology and calculations that determine the need created for workforce housing by new development (both residential and nonresidential). As is highlighted above, because the analysis demonstrates there is a need created by both residential and non-residential development for

percent of median household income.² Table I.2: *Monroe County Median Household Income and Median Single Family Housing Prices in Islamorada, 2000-2005*, outlines the affordability gap over the last five years. In 2000, the median income in Monroe County was \$49,300 and the median price of a home in Islamorada was \$156,757 – approximately 318 percent of median income levels. By 2003, the median income for a household in Monroe County was \$56,500 and the median price of a home in Islamorada was \$328,571 – approximately 582 percent of median income levels. In 2005, the median income for a Monroe County household was \$58,450 and the median price of a home in Islamorada was \$712,500 – approximately 1,219 percent of median income levels.

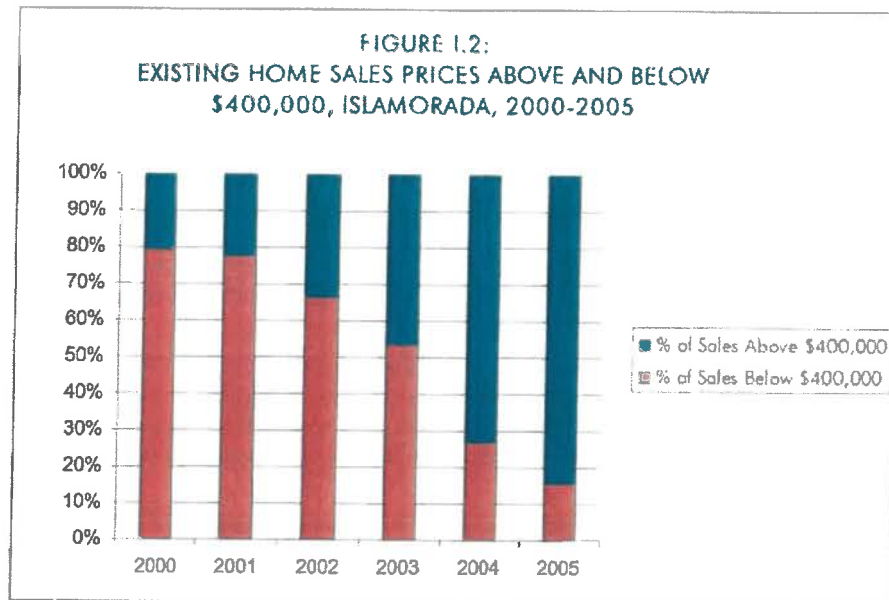
TABLE I.2:
MONROE COUNTY MEDIAN HOUSEHOLD INCOME AND
MEDIAN SINGLE FAMILY HOUSING PRICES IN ISLAMORADA, 2000-2005

Year	Median Price of Homes	Median Price of Homes as % of Median Income	Median Household Income for Monroe County
2000	\$156,757	318%	\$49,300
2001	\$251,887	483%	\$52,100
2002	\$268,182	487%	\$55,100
2003	\$328,571	582%	\$56,500
2004	\$671,429	1,174%	\$57,200
2005	\$712,500	1,219%	\$58,450

Over the past five years, the market not only priced out employees earning median incomes, but also priced out workers with much higher incomes. This housing affordability comparison (300%) can also be used to evaluate the affordability of housing prices to households earning higher than the area median income (160 percent of area median income) or lower than the area median income (80 percent of area median income). Figure I.1: *Comparison of Housing Affordability to Median Sales Prices in Islamorada*, illustrates that even households earning 160 percent of the area median income can not afford median priced housing in Islamorada, much less those earning 80 percent of area median income.

² A national benchmark for evaluating affordability is whether median household incomes in a community are at the level where the family could afford a median priced home; more specifically, affordability of owner-occupied housing is normally defined as 300 percent of median household income.

dwellings at the lower end is greatly diminished. The phenomenon is not just a matter of rapid increases in prices of high end units. Rather, it is a general increase in unit prices.



Source: Monroe County Property Appraiser Database

Based on what the housing price, housing sales, and income data for Monroe County and Islamorada show, there is no doubt there is a housing affordability problem in Islamorada today.

2. The Need for Workforce Housing Created by New Development

The need to provide housing that is affordable to the Village of Islamorada's workforce is generated by new development that demands labor (employees). Because both residential and non-residential development create demand for labor (employees), both are evaluated to determine the workforce housing need created by each type of development.

a) Residential Development

Residential development in Islamorada has two employment needs: (1) the construction of the residence, and (2) the operation and maintenance of the residence, post-construction.

i) Demand for Workforce Housing Units for Construction Employees

The construction, expansion, or renovation of buildings requires the employment of contractors and construction workers to do the work. The wages of most of these workers are within a range such that they can not afford housing in Islamorada. The method used to assess the

employees needed over the course of a 40-year construction career to construct a certain size unit (see the column labeled "Employees Needed (Over Career of Employee)", and the number of housing units needed for those employees (see the column labeled "Housing Units Needed for Employees").

Table 14: CONSTRUCTION EMPLOYMENT AND NEED FOR WORKFORCE HOUSING IN ISLAMORADA			
Building Size	Employee Years to Construct Units	Employees Needed (Over Career of Employee)	Housing Units Needed for Employees
500	0.601	0.015	0.009
750	0.901	0.023	0.014
1,000	1.201	0.030	0.019
1,500	1.802	0.045	0.028
2,000	2.403	0.060	0.038
2,500	3.004	0.075	0.047
3,000	3.604	0.090	0.057
3,500	4.205	0.105	0.066
4,000	4.806	0.120	0.076
4,500	5.406	0.135	0.085
5,000	6.007	0.150	0.095

ii) *Demand for Workforce Housing Units for Operation and Maintenance Employees*

Operations and maintenance services provided to residential dwelling units also create a demand for labor (employees). To assess the affect of this labor demand on the need for workforce housing, the Village of Islamorada contracted RRC Associates, Inc. to conduct a survey of homeowners in Islamorada in the spring of 2006, the results of which are summarized in a report titled *Village of Islamorada Residential Job Generation Study* (July 2006) (hereinafter referred to as "*Residential Job Study*"). One of the primary objectives of the *Residential Job Study* was to acquire data on the employment associated with the operations and maintenance of residential units in Islamorada. The *Residential Job Study* asked homeowners questions about the use, both directly and indirectly, of five primary categories of employees that are hired to assist in the operation and maintenance of residential units. They include:

- Direct hires by home owners;
- Hires by property management firms retained by home owners to operate and maintain residential properties;
- Hires by homeowners associations responsible for operating and maintaining residential properties;

house the employees engaged in the operation and maintenance of homes of different sizes.

Table 1.5: OPERATIONS AND MAINTENANCE EMPLOYMENT BY HOME SIZE AND RESIDENCY OF UNIT, ISLAMORADA				
Unit Size	Full-Time Resident Units		All Other Units	
	Employees for Full-Time Resident Units	No. of Units Needed for Employees of Full-Time Resident Units	Employees for All Other Units	No. of Units Needed for Employees of All Other Units
500	0.000	0.000	0.019	0.012
750	0.000	0.000	0.035	0.022
1,000	0.013	0.008	0.051	0.032
1,500	0.045	0.029	0.084	0.053
2,000	0.078	0.049	0.116	0.073
2,500	0.110	0.069	0.148	0.094
3,000	0.142	0.090	0.181	0.114
3,500	0.175	0.110	0.213	0.134
4,000	0.207	0.130	0.245	0.155
4,500	0.239	0.151	0.278	0.175
5,000	0.272	0.171	0.310	0.196

iii) Assistance to Address Workforce Housing Need

In fully exploring the need for workforce housing created by residential development, there is one final step that needs to be taken -- determining the amount of assistance (housing subsidy) that is needed to make housing in the community affordable for the construction and operations/maintenance employee households that build and service residential units. To adequately address the different types of households that need workforce housing assistance, three Workforce Housing Categories are developed in this Study. The intent of the categories is to recognize that households of varying income levels live in units of varying size and price. For example, it is logical that a household earning \$60,000 lives in a different and more expensive house than a household earning \$30,000. These three categories address this issue.⁶ These categories are used to better assess workforce housing mitigation at a level that is reflective of the different income categories in the community, and are based upon local prices to construct workforce units in Islamorada.

Using the household incomes earned by construction and operations and maintenance employees, the subsidy needed to afford a workforce housing unit within the appropriate workforce housing

⁶ The Workforce Housing Categories are not linked in any way to income or occupancy eligibility requirements related to the application for affordable housing units in Islamorada. These categories are intended for use as a tool to determine workforce housing mitigation both in terms of units and housing assistance, and do not serve as eligibility requirements.

b) Non-Residential Development

The other basic sector in Islamorada that employs workers is nonresidential development. This includes offices, retail establishments, industrial businesses, tourist/recreational services, institutional uses, and government facilities. Non-residential development places a demand on labor (the workforce) in two ways: (1) demand for workers to construct the building, and (2) demand for employees that will work at the new non-residential development. Construction employees construct the nonresidential buildings. All different types of employees work at the structure after the building is complete, depending on the type of business/land use. Both activities generate employment in Islamorada, and because of the wage levels and existing housing prices, a number of these activities result in a need for affordable workforce housing.

i) Construction Impacts

As discussed previously, the construction, expansion, or renovation of buildings requires the employment of contractors and construction workers to do the work. The need for workforce housing created by construction employees for non-residential development was determined to be the same as residential development.

Table 1.8: *Construction Employment and Need for Housing in Islamorada*, sets out the number of employees needed to construct different size non-residential buildings. Specifically, the table displays the number of employee years it takes to construct a building of a certain size, the number of employees needed over the course of a 40-year construction career to construct a certain size unit, and the number of housing units needed for these employees.

Table 1.8: CONSTRUCTION EMPLOYMENT AND NEED FOR WORKFORCE HOUSING IN ISLAMORADA			
Building Size	Employee Years to Construct Units	Employees Needed (Over Career of Employee)	Housing Units Needed for Employees
500	0.601	0.015	0.009
750	0.901	0.023	0.014
1,000	1.201	0.030	0.019
1,500	1.802	0.045	0.028
2,000	2.403	0.060	0.038
2,500	3.004	0.075	0.047
3,000	3.604	0.090	0.057
3,500	4.205	0.105	0.066
4,000	4.806	0.120	0.076
4,500	5.406	0.135	0.085
5,000	6.007	0.150	0.095

iii) Assistance to Address Workforce Housing Need

As mentioned previously, to fully explore the need for workforce housing created by non-residential development, there is one final step -- determining the amount of assistance (housing subsidy) that is needed to make housing in the community affordable for the workforce employees that build and service non-residential development. To adequately address the different types of households that need workforce housing assistance, three Workforce Housing Categories are developed in this Study. These categories are used to better assess workforce housing mitigation at a level that is reflective of the different income categories in the community.

Using the household incomes earned by non-residential construction and post-construction employees, the subsidy needed to afford a workforce housing unit, based upon the appropriate Workforce Housing Category, was determined by subtracting the amount of housing that is affordable to the household based on income from the price of the appropriate workforce housing unit. The housing assistance needed per non-residential land use type (per 1,000 square feet) is outlined below in Table I.10: *Need for Workforce Housing Created by Non-Residential Development*.

Table I.10 NEED FOR WORKFORCE HOUSING CREATED BY NON-RESIDENTIAL DEVELOPMENT						
Non-Residential Land Use Type	Construction Employees		Post-Construction Employees		Total Need Demanded by Construction and Post-Construction Employees	
	Housing Units Needed for Employees	Housing Assistance Needed	Housing Units Needed for Employees	Housing Assistance Needed	Total Housing Units Needed	Total Housing Assistance Needed
Per 1,000 Square Feet						
Governmental	0.019	\$809	0.601	\$16,669	0.620	\$17,478
Industrial	0.019	\$809	0.837	\$45,046	0.856	\$45,855
Institutional	0.019	\$809	0.821	\$48,685	0.840	\$49,494
Office	0.019	\$809	1.121	\$52,370	1.140	\$53,179
Retail	0.019	\$809	0.921	\$15,418	0.940	\$16,227
Tourist						
Expansion	0.019	\$809	0.619	\$22,694	0.638	\$23,503
New Development	0.019	\$809	0.952	\$34,917	0.971	\$35,726

TABLE II.1: PRICES OF EXISTING HOME SALES ISLAMORADA AND COMPARATIVE AREAS 2000 TO 2005 (in thousands)						
Year	Islamorada		Marathon		Florida	US
	Average	Median	Average	Median	Median	Median
2000	\$286.9	\$156.8	\$209.7	\$190.2	\$117.6	\$139.0
2001	\$310.5	\$251.9	\$224.5	\$183.9	\$127.7	\$147.8
2002	\$361.8	\$268.2	\$260.5	\$247.5	\$141.7	\$156.2
2003	\$484.3	\$328.6	\$333.7	\$282.9	\$158.4	\$178.8
2004	\$743.6	\$671.4	\$450.4	\$363.2	\$181.9	\$195.4
2005	\$776.2	\$712.5	\$576.4	\$529.2	\$235.1	\$219.6
Rate of Growth	22.0%	35.4%	22.4%	22.7%	14.9%	9.6%

SOURCES: Monroe County Property Appraiser, Florida Board of Realtors and National Association of Realtors.

NOTE: Data for the State of Florida and the United States are for single family homes only.

A. MEDIAN HOUSING PRICES AND MEDIAN HOUSEHOLD INCOMES

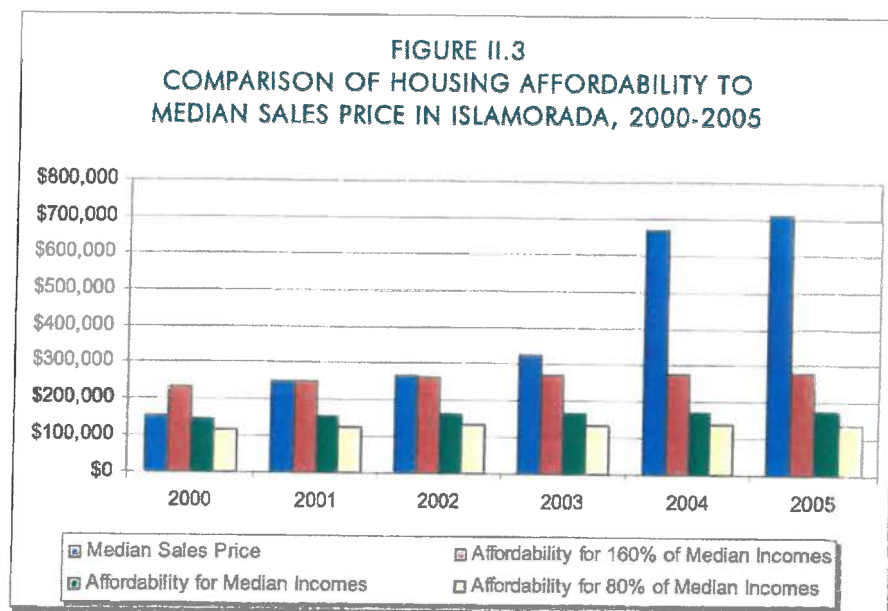
Normally, housing affordability is evaluated by comparing the price of housing for a local real estate market to prevailing wage and salary incomes. A national benchmark for evaluating affordability is whether median household incomes in a community are at the level where the household could afford a median priced home. Typically, affordability of owner-occupied housing is defined as 300 percent of median household income.

As Table II.2: *Monroe County Median Household Income and Median Single Family Housing Prices in Islamorada, 2000-2005*, demonstrates, over the past five years the gap between median household incomes and median housing costs resulted in median priced housing that is not affordable to households earning the area median income and beyond.⁷ In 2000, the median income in Monroe County was \$49,300 and the median price of a home in Islamorada was \$156,757 – approximately 318 percent of median income levels. By 2003, the median income for a household in Monroe County was \$56,500 and the median price of a home in Islamorada was \$328,571 – approximately 582 percent of median income levels. In 2005, the median income for a Monroe County household was \$58,450 and the median price of a home in Islamorada was \$712,500 – approximately 1,219 percent of median income levels. Over the past few five years, the market has priced out all wage earners, except for those at the very highest income levels. See Figure II.2: *Comparison of Median Sales Prices and 300% of Median Household Incomes, 2000-2005*.

⁷ Because median income data is not available for the Village of Islamorada, this analysis uses Monroe County median income data as calculated by the U.S. Department of Housing and Urban Development.

cent of median income. In 2005, the sales price exceeded the housing price affordable to a median household income by more than \$537,150. What this means is that the median priced unit in 2005 is affordable to a household earning \$237,500 - \$179,050 more than the area median income.

Moreover, since 2002, median priced homes have exceeded the price that was affordable to the households earning 160 percent of the area median income. In 2005, the median priced home cost \$431,940 more than a household earning 160 per cent of the area median income could afford. The housing affordability problem is affecting not only households earning the area median income, but also those earning well above the median income.



Source: U.S. Department of Housing and Urban Development and the Monroe County Property Appraiser.

B. HOUSING PRICES ARE FAR OUTPACING INCREASES IN WAGES/INCOME

Housing affordability, however, is a relative concept. When inquiring about affordability, it is necessary to ask the question "affordable with respect to what?" Some suggest that attempting to measure housing prices with some type of median or similar measure can be misleading. They suggest that the relevant question is whether housing is available in the market place within the price ranges that local employees can reasonably afford.

Review of Monroe County employment and wage data in 2005 and data trended to 2006, indicate that housing in the Village of Islamorada is no longer available at prices that much of the local work force can reasonably afford. The data show that even with employment and wage growth,

TABLE II.3:
EMPLOYMENT AND EARNINGS BY INDUSTRY
MONROE COUNTY, 2005-2006

Industry Title	Average Employment	Annual Wage		Florida 2006	'06 Monroe City Wages as % of Statewide Earnings
		2005	2006		
Trade, Transportation, and Utilities	7,636	\$31,256	\$32,616	\$36,053	90.47%
Wholesale Trade	520	\$45,167	\$47,132	\$55,030	85.65%
Retail Trade	5,553	\$27,209	\$28,393	\$26,929	105.44%
Information	457	\$47,952	\$50,038	\$55,045	90.90%
Financial Activities	2,364	\$42,750	\$44,610	\$54,909	81.24%
Finance and Insurance	1,220	\$50,038	\$52,215	\$61,889	84.37%
Real Estate and Rental and Leasing	1,144	\$34,976	\$36,497	\$40,672	89.73%
Professional and Business Services	2,603	\$43,410	\$45,298	\$40,927	110.68%
Education and Health Services	4,049	\$37,743	\$39,385	\$39,672	99.28%
Leisure and Hospitality	11,539	\$23,788	\$24,823	\$20,287	122.36%
Accommodation and Food Services	10,136	\$23,297	\$24,310	\$17,661	137.65%
Other Services	1,472	\$27,466	\$28,661	\$26,923	106.45%
Public Administration	3,132	\$47,605	\$49,676	\$46,542	106.73%

SOURCE: Florida Labor Market Statistics, September 2006. NOTE: 2006 earnings were projected using a 2.9% increase over 2005, which was the 2004-2005 increase.

C. THE SUPPLY OF HOUSING AFFORDABLE TO THE WORKFORCE IS SUBSTANTIALLY DECREASING

The breadth of the housing affordability problem in the Village of Islamorada is further demonstrated by considering the income and housing cost data from the Monroe County Property Appraiser on the sales price of all residential units sold in Islamorada between January 1, 2000 and December 31, 2005. The residential sales are categorized into three types of residential units: single-family detached; condominiums; and mobile homes. There have been a total of 1,373 residential sales recorded by the Monroe County Property Appraiser in Islamorada over this six year period. Of these units sold, the large majority are single-family detached units (59.1%) and condominium units (39%). The balance is mobile home units. See Table II.4: *Types of Residential Units Sold, Islamorada, 2000-2005*.

TABLE II.4:
TYPES OF RESIDENTIAL UNITS SOLD,
ISLAMORADA, 2000-2005

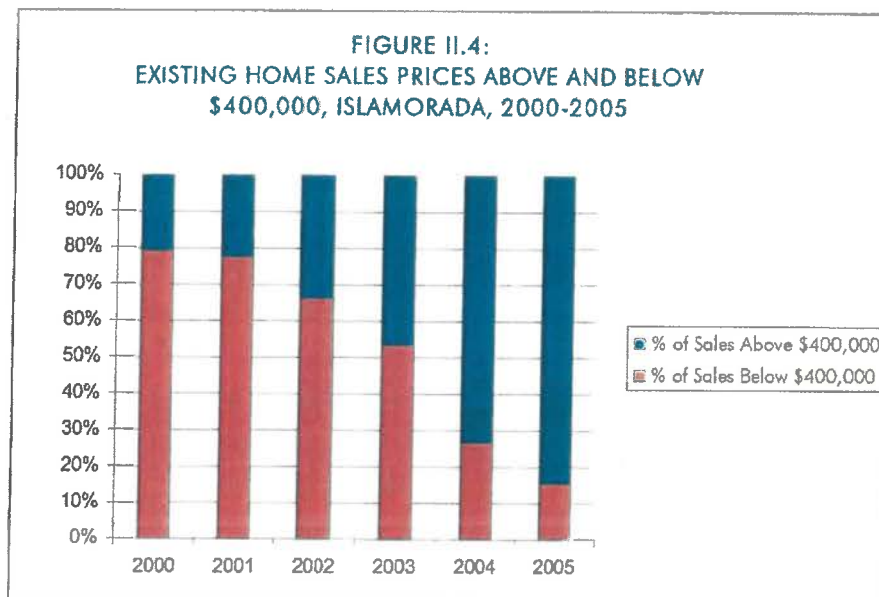
Year	Single-Family Detached	Condominiums	Mobile Homes	Total
2000	22	32	3	57
2001	75	63	2	140
2002	124	92	6	222
2003	183	83	5	271
2004	207	107	3	317
2005	200	159	7	366
TOTAL	811	536	26	1,373
Percent of Total	59.1%	39.0%	1.9%	100.0%

Source: Monroe County Property Appraiser Database

TABLE II.5: EXISTING HOME SALES BY PRICE RANGE VILLAGE OF ISLAMORADA, 2000 - 2005						
Sales Price	2000	2001	2002	2003	2004	2005
Below \$400k	366	317	271	222	140	57
% Below \$400k	79.20%	77.30%	66.30%	53.40%	26.80%	15.40%
% Above \$400k	20.80%	22.70%	33.70%	46.60%	73.20%	84.60%
Single Family	54.60%	65.30%	67.50%	55.90%	53.60%	38.60%
Mobile Home	2.10%	1.00%	2.10%	3.20%	1.80%	8.80%
Condo	46.90%	36.80%	34.30%	48.90%	57.30%	94.10%

Source: Monroe County Property Appraiser Database

The dynamics of home prices in Islamorada are clearly seen in Figure II.4: *Existing Home Sales Prices Above and Below \$400,000, Village of Islamorada, 2000-2005*. Average prices are sharply increasing while the supply of dwellings at the lower end are greatly diminished. The phenomenon is not just a matter of rapid increases in prices of high end units. Rather, it is a general increase in unit prices.



Source: Monroe County Property Appraiser Database

Based on what the housing price, housing sales, and income data for Monroe County and Islamorada show, there is no doubt there is a housing affordability problem in Islamorada today.

Residential and non-residential development in Islamorada places a demand on labor (the workforce) in three ways:

- The first is the construction of the building (i.e., construction employees for both residential and non-residential development);
- The second is the operation and maintenance of the building (i.e., employees for residential development); and
- The third is the use of the structure as designed by the builders (i.e., employees for non-residential development).

All three activities generate employment in Islamorada, and because of the wage levels and existing housing prices, these activities consequently result in a need for affordable workforce housing. The demand for labor (employees) that both residential and non-residential developments create, and the demand these employees place on the need for workforce housing is outlined below.

B. RESIDENTIAL DEVELOPMENT

As is discussed above, residential development in Islamorada has two employment needs:

- The first is for the construction of the residence (construction);
- The second is for the operation and maintenance of that residence, post-construction (post-construction).

As discussed below, both construction and post-construction activities generate employment in Islamorada, and many of these workers typically earn wages and salaries that put them in a position of economic stress in terms of their ability to purchase or rent housing.

1. Demand for Workforce Housing Units

a) Construction Impacts

The construction, expansion, or renovation of buildings requires the employment of contractors and construction workers to do the work. The wages of most of these workers are within a range such that they can not afford housing in Islamorada. The method used to assess the demand for workforce housing created by construction activities involves the following. First, the amount of construction authorized and built in Monroe County over the past four years (measured in square feet) was determined from annual Monroe County Property Appraiser data. Second, the number of construction workers involved in the construction of these buildings was determined using monthly unemployment insurance reports for Monroe County that have data on the number of

development activity, it is possible to derive a reasonable estimate of floor area built by the average construction worker.

Table III.2: *Construction Employment and Need for Housing in Islamorada*, sets out the number of employees needed to construct different size residential units based on the fact that one construction employee builds 859 square feet of space annually (See the column in Table III.2 labeled "Employee Years to Construct Units"). Specifically, the table displays the number of employee years it takes to construct a building of a certain size.

Construction employment is measured in employee years (employee years to construct units). Housing has no such time dimension. Employees will have a definable career and dwellings have an expected life. In estimating the demand construction employees place on a residential unit, it must be recognized that construction employees require housing only during the period of actual construction of the home (even though they live in the community over their career). This must be accounted for in the analysis. The average construction worker career is 40 years. To account for this circumstance, the calculation of construction employee years to construct the unit is therefore divided by 40 to convert to the needed housing over the work career of the employee (See column in Table III.2 labeled "Employees Needed (Over Career of Employee)").

Next, to determine the needed number of residential units these construction employees demand in Islamorada, the employee equivalent is then divided by the average number of employees per dwelling unit that exist today in Islamorada (1.586¹¹) to estimate the fraction of a dwelling unit needed to house the employees engaged in residential construction of homes (See column labeled "Housing Units Needed for Employees"). As shown in Table III.2: *Construction Employment and Need for Housing in Islamorada*, this calculation results in a little over .019 of a dwelling unit demanded for construction employees for every 1,000 square feet of construction.

¹¹ See Appendix B: *Employees Per Household, Monroe County*.

caretakers, butlers, personal trainers, and administrative assistants for the residential unit. The survey also gathered extensive data about selected operational characteristics of residential homes, firms that households contract with to finance and insure homes, as well as the use patterns and demographics of homeowners, which is useful for other policy, planning and research purposes.

The survey was mailed to a sample of 3,000 homeowners in the Village of Islamorada. This includes the population of owners of units in excess of 2,000 square feet, as identified through the Monroe County Property Appraiser records (1,094 total households); a random sample¹² of 48 percent of owners of homes sized within the range of 500 to 2,000 square feet (1,051 total); and a random sample of 63 percent of condominium owners (853 total). Single-family homes below 500 square feet were not included given that many of these are boat pads and similar types of units. A total of 822 surveys were returned for a response rate of 27.5 percent. Of these 822 survey responses, 585 were responded to in full, whereas the remaining surveys lacked responses to some of the survey questions. In conducting analysis on the survey responses, only those surveys that have a response to the related questions in the analysis were used.

For each type of home service the owner uses (homeowners associations, property management companies, independent contractors, on-site caretakers and other directly hired employees), owners were asked to report how much they spend per year on each service and, if known, approximately how many hours employees spent serving their home each year. Annual spending amounts were converted into "full-time equivalents" (FTE) using a combination of wage data and assumptions regarding non-labor costs.¹³ Wage data was based on annualized wage rates for Monroe County for specified industry sectors, as extrapolated from 2004 Quarterly Census of Employment and Wages (QCEW) data.¹⁴ Specific assumptions for individual service providers are as follows:

- Homeowners associations (HOA): A conversion ratio of \$117,390 in homeowners' dues per direct job was assumed. This is based on an assumption of a \$27,475 average wage for HOA employees (Monroe County inflation adjusted 2004 QCEW data – NAICS code 813990) and an assumption that 23.4 percent of HOA costs

¹² The random sample was conducted using SPSS statistical software.

¹³ FTE employees represent the number of workers that would typically be employed to complete the service based on existing employment patterns in the respective industries, which presumably includes a blended hybrid of full-time and part-time employees.

¹⁴ The QCEW data is provided by the U.S. Census Bureau of Labor Statistics, and is available at <http://data.bls.gov/PDQ/outside.jsp?survey=en>

- Long-term rental residences: units owned by the respondent and leased on a long-term basis;
- Other (for the respondent to specify): uses other than those listed above for which the unit is occupied; and
- Vacant: amount of time in which the residence is not occupied.

These survey responses were compiled, and then several hypotheses were tested through regression analysis. The hypotheses tested are whether there is a relationship between the size of a residential unit and the number of operation and maintenance employees that service the unit. The analyses also tested whether there is a difference in this relationship between house size and operation and maintenance employees serving the unit, and whether the unit is occupied by a permanent resident or otherwise used as a secondary residence, vacation rental, business/corporate rental, long-term rental, or other. The hypothesis testing this relationship included 585 survey responses. See Table: III.3: *Number of Survey Responses Used in Analysis of Operations and Maintenance Employees*.

Table III.3: NUMBER OF SURVEY CASES USED IN ANALYSIS OF OPERATIONS AND MAINTENANCE EMPLOYEES	
Survey Cases	Number of Responses
All returned responses	822
Fully completed responses	585
Responses from full-time owner-occupied units	406
Responses from units otherwise occupied	416

The survey results indicate that there are different employment relationships between dwellings occupied by full-time residents and those occupied for all other purposes. The results also indicate there are different employment relationships between units based on the size of the unit. The relationship is expressed mathematically as follows:

$$\text{Employees} = -0.01330 + (-0.03846 * \text{Full-time}) + (0.00006466 * \text{Area})$$

Where:

$$\text{Employees} = \text{Operations and Maintenance Employees}^{15}$$

$$\text{Full-Time} = \text{Residential Unit Occupied by Full-time Resident}$$

$$\text{Area} = \text{Gross Square Feet of Unit}$$

¹⁵ Measured by full-time equivalent employees (FTEs).

WORKFORCE HOUSING NEED CREATED BY RESIDENTIAL UNITS OCCUPIED BY FULL-TIME RESIDENTS ¹⁷					
Unit Size (FT ²)	Employees				
	Construction		Operations & Maintenance		Total Workforce Housing Units Needed (Construction and O&M Employees of Full-Time Resident Units)
	Employees	Workforce Housing Units Needed for Construction Employees	Employees	Workforce Housing Units Needed for O&M Employees of Full-Time Resident Units	
500	0.015	0.009	0.000	0.000	0.009
750	0.023	0.014	0.000	0.000	0.014
1,000	0.030	0.019	0.013	0.008	0.027
1,500	0.045	0.028	0.045	0.029	0.057
2,000	0.060	0.038	0.078	0.049	0.087
2,500	0.075	0.047	0.110	0.069	0.117
3,000	0.090	0.057	0.142	0.090	0.147
3,500	0.105	0.066	0.175	0.110	0.176
4,000	0.120	0.076	0.207	0.130	0.206
4,500	0.135	0.085	0.239	0.151	0.236
5,000	0.150	0.095	0.272	0.171	0.266

¹⁷ Note that the data shown in Table III.5: Workforce Housing Need Created by Residential Units Occupied by Full-Time Residents, are illustrative only. The precise formulae should be used for individual dwellings.

2. Assistance to Address Workforce Housing Need

In fully exploring the need for workforce housing created by residential development, there is one final step. It involves determining the amount of assistance (workforce housing subsidy) that is needed to make housing in the community affordable for the construction and operations/maintenance employee households that build and service residential units.

As is discussed in Section II: *Problem Description*, housing in Islamorada has become unaffordable to not only low-wage earning households, but also to households earning the median household income and much higher. Consequently, the income range of households that need workforce housing assistance in Islamorada is fairly broad. To adequately address the different types of households that need workforce housing assistance, three Workforce Housing Categories are developed in this Study. The intent of the categories is to recognize that households of varying income levels live in units of varying size and price. For example, it is logical that a household earning \$60,000 lives in a different and more expensive house than a household earning \$30,000. These three categories address this issue. These categories are used to better assess workforce housing mitigation at a level that is reflective of the different income categories in the community.¹⁹

The three Workforce Housing Categories were developed using local cost and square footage data on existing affordable units built in Islamorada and the Florida Keys, other communities in Florida, and other resort communities across the nation. These three Workforce Housing Categories identify the size of an appropriate workforce housing unit for each income category, the type of construction, and the cost per square foot to construct the unit based upon local construction costs. Table III.7: *Workforce Housing Categories, Islamorada*, shows the size, type, cost to construct these units, and household and employee income levels that are needed if these prototypical units are to be considered affordable. (See Appendix D: *Shortage (Housing Assistance) Calculations*, for more detail on the incomes that can afford the workforce units in each of these categories.)

¹⁹ The Workforce Housing Categories are not linked in any way to income or occupancy eligibility requirements related to the application for affordable housing units in Islamorada. These categories are intended for use as a tool to determine workforce housing mitigation both in terms of units and housing assistance, and do not serve as eligibility requirements.

a) Affordable Housing Assistance for Construction Employee Households

Once the reasonable cost for a prototypical workforce housing unit is determined, the next step is to identify the amount of assistance that an employee household requires to afford a prototypical unit within their income category. For new residential units, this requires evaluating the subsidy needed for construction employees and operations and maintenance employees.

As is briefly discussed above, according to the employment and household earnings for the construction industry in Monroe County (see Appendix D: *Employment and Household Earnings by Industry*), individual annual construction employee earnings are \$33,800, and annual household earnings are \$53,590. Based on these earnings, a construction employee household could reasonably afford to spend \$182,792 for housing. As mentioned in the previous section and based upon their income, construction employee households qualify for Category 2 affordable housing that is estimated to cost \$225,500. Given the construction employee household earnings and the maximum housing cost that a construction employee household could afford (\$182,792), Category 2 level of housing requires \$42,708 of workforce housing assistance per worker household to afford a unit. In other words, the difference between the cost of a Category 2 house (\$225,500) and the maximum housing cost that a construction employee household can afford (\$182,792) is the affordable housing assistance needed for a construction employee household to afford a unit (\$42,708). See Table III.8: *Housing Affordability for Construction Employees* shown below.

²¹ For those incomes that are within a modest range above or below the maximum cut off of a Workforce Housing Category, professional judgment has been used to determine the appropriate Workforce Housing Category for the employee household.

TABLE III.10: OPERATIONAL AND MAINTENANCE EMPLOYEE INCOME, MONROE COUNTY			
	Weight	Individual	Household
Construction	17.5%	\$33,800	\$53,590
Financial Activities	5.0%	\$44,610	\$70,729
Prof & Business Services	37.5%	\$45,298	\$71,821
Education & Health Services	15.0%	\$39,385	\$62,445
Other Services	25.0%	\$28,661	\$45,442
Blended	100.0%	\$38,205	\$60,575

Based upon their income, operations and maintenance employee households qualify for Category 2 affordable housing that is estimated to cost \$225,500. Given that operations and maintenance employee households earn \$60,575 and the maximum housing cost that a construction employee household could afford is \$206,616, Category 2 level of housing would require \$18,884 of workforce housing assistance per operations and maintenance worker household to afford a unit. In other words, the difference between the cost of a Category 2 house (\$225,500) and the maximum housing cost that a construction employee household can afford (\$206,616) is the workforce housing assistance needed for an operations and maintenance employee household to afford a unit (\$18,884). See Table III.11: *Housing Affordability for Construction Employees* shown below.

TABLE III.11: HOUSING AFFORDABILITY FOR OPERATIONS AND MAINTENANCE EMPLOYEES	
Operations and Maintenance Earnings	\$38,205
Employees per Household ²⁴	1.586
Operations and Maintenance Employee Household Earnings	\$60,575
Maximum Housing Cost for Operations and Maintenance Employee Household ²⁵	\$206,616
Available Housing Cost (Category 2)	\$225,500
Assistance Subsidy per Units Needed for Operations and Maintenance Employee Household	\$18,884

The housing assistance needed by unit size is shown in Table III.12: *Operations and Maintenance Employment and Need for Housing in Islamorada*.

²⁴ See Appendix B: *Employees per Household, Monroe County*, for an explanation of the calculation used to result in this figure.

²⁵ The maximum housing cost for an operations and maintenance employee household is calculated by dividing the operations and maintenance employee household earnings (\$60,575) by the income ratio (29.32%) to determine the cost of housing that is affordable to a construction employee household.

Area = square Feet of Residential Unit

O&M Employee Households = O&M Employees ÷ 1.586

O&M Assistance Needed = O&M Employee Households Needing Assistance * \$18,884

Total Units Needed = Needed Units for Construction Employee Households + Needed Units for O&M Employee Households

Total Assistance Needed = Construction Assistance Needed + Operations and Maintenance Assistance Needed

What this formula shows is that the degree of need for workforce housing can be determined either by a workforce housing unit (or fraction thereof) that needs to be built for residential development, or workforce housing assistance amount that needs to be paid to provide a sufficient amount of funds for those employees (or fraction thereof) in need of workforce housing, so they can afford housing at a reasonable price.

Because workforce housing need is based on the size of the home and the residency status of the home, the formula will need to be applied to each residential unit, individually, based on its size (square footage) and residency status. Tables III.13: *Workforce Housing Need Created by Residential Development of Units Occupied by Full-Time Residents* and Tables III.14: *Workforce Housing Need Created by All Other Residential Units*, however, provides examples of workforce housing need for varying sized residential units, both in terms of actual workforce housing units (or a fraction thereof), and workforce housing assistance.

Table III.1.4:
WORKFORCE HOUSING NEED CREATED BY ALL OTHER RESIDENTIAL UNITS²⁷

Unit Size (FT ²)	Construction			Operations & Maintenance of All Other Residential Units			Total Workforce Housing Units Needed (Construction & O&M Employees)	Total Workforce Housing Assistance for Employees (Construction & O&M Employees)
	Employees	Housing Units Needed	Housing Assistance for Construction Employees	Employees	Housing Units Needed	Housing Assistance for Operations and Maintenance Employees		
500	0.015	0.009	\$405	0.019	0.012	\$227	0.021	\$631
750	0.023	0.014	\$607	0.035	0.022	\$419	0.036	\$1,026
1,000	0.030	0.019	\$809	0.051	0.032	\$612	0.051	\$1,421
1,500	0.045	0.028	\$1,214	0.084	0.053	\$997	0.081	\$2,210
2,000	0.060	0.038	\$1,618	0.116	0.073	\$1,382	0.111	\$3,000
2,500	0.075	0.047	\$2,023	0.148	0.094	\$1,767	0.141	\$3,790
3,000	0.090	0.057	\$2,427	0.181	0.114	\$2,152	0.171	\$4,579
3,500	0.105	0.066	\$2,832	0.213	0.134	\$2,537	0.201	\$5,369
4,000	0.120	0.076	\$3,236	0.245	0.155	\$2,922	0.231	\$6,158
4,500	0.135	0.085	\$3,641	0.278	0.175	\$3,307	0.260	\$6,948
5,000	0.150	0.095	\$4,045	0.310	0.196	\$3,692	0.290	\$7,738

²⁷ Note that the data shown in Table III.1.4: Workforce Housing Need Created by All Other Units, are illustrative only. The precise formula should be used for individual dwellings.

C. NON-RESIDENTIAL DEVELOPMENT

The other basic sector in Islamorada that employs workers is nonresidential development. This includes offices, retail establishments, industrial businesses, tourist/recreational services, institutional uses, and government facilities. Non-residential development places a demand on labor (the workforce) in two ways:

- The first is the construction of the building (i.e., construction employees for both residential and non-residential development).
- The second is the employees who work at a structure constructed by the builders (i.e., employees of the non-residential activity in the building).

Construction employees construct the nonresidential buildings. All different types of employees work at the building after it is complete. Both activities generate employment in Islamorada, and because of the wage levels and existing housing prices, a number of these activities create a need for workforce housing. The demand for labor (employees) that non-residential development creates, and the demand these employees place on the need for workforce housing is outlined below.

1. Construction Impacts

As is discussed in Section III.B.1: *Construction Impacts*, the construction, expansion, or renovation of buildings requires the employment of contractors and construction workers to do the work. The method used to assess the demand for workforce housing created by construction activities involves the following. First, the amount of construction authorized and built in Monroe County over the past 4 years (measured in square feet) was determined from annual Monroe County Property Appraiser data. Second, the number of construction workers involved in the construction of these buildings was determined using monthly unemployment insurance reports for Monroe County that have data on the number of local construction workers. This data is expressed in person years for 2002-2005. Third, and based upon the amount of square footage built and the number of construction workers needed to construct these buildings, the actual amount of a building (in square feet) a construction employee builds in a year was determined.²⁸ Table III.15: *Residential and Non-Residential Construction (square feet) and Construction Employment, Monroe County*,

²⁸ For purposes of this calculation, the analysis includes all employees that work in the construction industry, not just those engaged in the physical construction of the structure. For example, an employee installing water or wastewater lines is considered to be engaged in constructing new development as much as those directly involved with the erection a building.

construction employee years to construct the non-residential development is therefore divided by 40 to convert to the needed housing over the work career of the employee (See column in Table III.16 labeled "Employees Needed (Over Career of Employee)").

Next, to determine the needed number of residential units these construction employees demand in Islamorada, the employee equivalent is then divided by the average number of employees per dwelling unit that exist today in Islamorada (1.586³⁰) to estimate the fraction of a dwelling unit needed to house the employees engaged in residential construction of homes (See column labeled "Housing Units Needed for Employees"). As shown in Table III.16: *Construction Employment and Need for Housing in Islamorada*, this calculation results in a little over .019 of a dwelling unit demanded for construction employees for every 1,000 square feet of construction.

Building Size	Employee Years to Construct Non-Residential Development	Employees Needed (Over Career of Employee)	Housing Units Needed for Employees
500	0.601	0.015	0.009
750	0.901	0.023	0.014
1,000	1.201	0.030	0.019
1,500	1.802	0.045	0.028
2,000	2.403	0.060	0.038
2,500	3.004	0.075	0.047
3,000	3.604	0.090	0.057
3,500	4.205	0.105	0.066
4,000	4.806	0.120	0.076
4,500	5.406	0.135	0.085
5,000	6.007	0.150	0.095

2. Post Construction Impacts

The employment impacts on non-residential development, once the building is constructed, comes from the employees that work at the businesses/land uses that use the buildings. In determining the need for affordable housing created by nonresidential development, post-construction, the analysis went through four steps.

First, all nonresidential development was categorized into 8 land use categories, as defined by the Florida Department of Revenue codes. Each

³⁰ See Appendix B: *Employees Per Household, Monroe County*.

and Hospitality; Other Services (which includes operation and maintenance employees); and Government.

The industrial sectors were assigned to the 8 land use categories, based on the description of employment activities related to land uses and related principles found in the *Standard Industrial Classification Manual* (published by the US Government Printing Office); the classic *Land Use Information Systems* (Clawson and Stewart, by Resources for the Future, 1965); *Planner's Estimating Guide: Projecting Land-Use and Facility Needs* (A. C. Nelson, Chicago: Planners Press, 2004); and *Standard Land Use Coding Manual*, (Urban Renewal Administration and Bureau of Public Roads, Government Printing Office, 1965). The percentage assignment of employment for each industry to the corresponding land use categories is set out in Table III.17: *Assignment of Industries to Land Use Categories, Monroe County*.³¹

Table III.17:
PERCENTAGE ASSIGNMENT OF INDUSTRIES TO LAND USE CATEGORIES, MONROE COUNTY

Land Use	Govern- mental	Industrial	Instituti onal	Office	Other	Retail	Residence	Tourist/ Recreational	No Location
Natural Resource & Construction*		15.0%		10.0%			24.0%		51.0%
Manufacturing		75.0%		15.0%	10.0%				
Wholesale Trade ³²		70.0%		10.0%		20.0%			
Retail Trade ³³						90.0%		10.0%	
Trade, Transport & Utilities	15.0%	50.0%		15.0%	10.0%	10.0%			
Information		35.0%		35.0%	10.0%	10.0%			10.0%
Financial Activities		10.0%	20.0%	58.5%		5.0%	6.5%		
Prof. & Bus Services		11.0%	10.0%	30.0%		5.0%	44.0%		
Education & Health Services	30.0%		30.0%	23.7%		5.0%	11.3%		
Leisure & Hospitality					10.0%	20.0%		70.0%	
Other Services		10.0%	10.0%	10.0%	10.0%		46.7%	10.0%	3.3%
Government	90.0%			10.0%					

* For historical data, The Florida Agency for Workforce Innovation reports natural resource industries with construction. For 2005, Monroe County reported 105 individuals employed in mining, indicating that 96% of employees in Natural Resources and Construction are construction employees.

Then, using the percentage assignments of industry employment to land use classifications, the number of employees for each industry was translated into employees per land use categories. See Table III.18: *Estimated Industry Employment by Land Use Categories, Monroe County*.

³¹ It should be noted that some employees, like construction workers, do not work at specific locations. These employees are assigned to the "No Location" category.

³² Wholesale trade is broken out from the broader category of Trade, Transport & Utilities. See Appendix D: *Employment and Household Earnings by Industry*.

³³ Retail trade is broken out from the broader category of Trade, Transport & Utilities. See Appendix D: *Employment and Household Earnings by Industry*.

TABLE III.19 FLOOR AREA AND EMPLOYMENT BY LAND USE CATEGORY, FLOOR AREA PER EMPLOYEE, MONROE COUNTY						
	2001	2002	2003	2004	2005	Typical FT ² Over Period
Government						
Square Ft		4,303,124	3,698,871	4,475,274	4,907,524	
Employment	4,447	4,417	4,523	4,356	4,268	
Square Ft Per Employee		974	818	1,027	1,150	1,049
Industrial						
Square Ft		1,946,221	1,343,901	1,837,525	1,957,005	
Employment	2,625	2,576.64	2,558	2,501	2,541	
Square Ft Per Employee		755.33	525.27	734.72	770.07	753
Institutional						
Square Ft		1,530,746	1,343,901	1,677,183	1,675,718	
Employment	2,117	2,144.30	2,218	2,112	2,098	
Square Ft Per Employee		713.87	606.04	793.97	798.72	769
Office						
Square Ft		2,138,672	2,185,012	2,531,368	2,566,490	
Employment	4,814	4,2615	4,396	4,295	4,309	
Square Ft Per Employee		502	457	589	596	563
Retail						
Square Ft		5,356,420.85	5,163,367	5,817,640	5,730,691	
Employment	8,592	8,422.25	8,302	8,198	8,062	
Square Ft Per Employee		635.98	621.92	709.64	710.80	685
Tourist						
Accommodation Expansion or Re-Development						
Floor Area		4,765,792	3,834,821	4,761,362	4,761,362	4,553,171
Employees	4,976	4,592	4,728	4,855	4,570	
Fi ² per Employee		1,037.96	811.09	980.81	1,041.87	1,019
New Tourist Development						
Square Ft		6,275,497.50	4,952,982.50	5,960,111.50	5,703,320.00	
Employment	9,285	9,095.80	9,125	9,196	8,783	
Square Ft Per Employee		689.93	542.80	648.15	649.37	663
Other						
Employment	1,615	1,566.40	1,570	1,580	1,535	1,615

SOURCE: Monroe County Property Appraiser and Table III.19: Percentage Assignment of Industries to Land Use Categories.

This analysis shows that the square feet per employee ratios have increased slightly over the time period for each land use category with some fluctuations. The typical square footage per employee for each land use

III.B.2, Assistance to Address Workforce Housing Need). The intent of the categories is to identify the type of unit that is appropriate for the level of income identified in each of the three categories. For example, it is logical to think that a household earning \$60,000 lives in a larger and more expensive house than a household earning \$30,000. These three categories address this issue. These categories are used to better assess workforce housing mitigation at a level that is reflective of the different income categories in the community.

Table III.21: Workforce Housing Categories, Islamorada outlines the specific costs and unit sizes for each of the three Workforce Housing Categories. (See Appendix C: Shortage (Housing Assistance) Calculations, for more detail on the incomes that can afford the workforce units in each of these categories.)

TABLE III.21 WORKFORCE HOUSING CATEGORIES, ISLAMORADA			
	Category 1	Category 2	Category 3
Area (FT ²)	500	700	900
Construction Type	Modular	Modular	Modular
Housing Unit Type	Multi-Family Attached	Multi-Family Attached	Multi-Family Attached
Number of Bedrooms	1	2	3
Construction Cost per FT	\$175	\$175	\$175
Construction Cost	\$87,500	\$122,500	\$157,500
Site Prep	\$40,000	\$40,000	\$40,000
Land	\$45,000	\$63,000	\$81,000
Total	\$172,500	\$225,500	\$278,500
Income Required to Afford a Unit			
Income Ratio for Determining Housing Affordability	29.32%	29.32%	29.32%
Annual Household Income Needed to Purchase Unit	\$50,573	\$66,578	\$82,584
Income per Worker in Household	\$31,897	\$41,992	\$52,087

As Table III.21 shows, the type of construction and the cost per square foot to construct the units are the same for all three Workforce Housing Categories. The variation in unit costs is solely dependent upon the size of the unit. The cost shown is a turn-key cost of production under prevailing market conditions. Table III.21 also shows the differences in both household and employee income levels that are needed to make the prototypical units affordable (in Table III.21, see "Annual Household Income Needed to Purchase the Unit").

Next, and for the purposes of measuring the assistance needed to make units affordable to members of the workforce earning different income levels, the household income levels were evaluated for the different members of the workforce (see Appendix D: *Employment and*

TABLE III.23 HOUSING AFFORDABILITY FOR CONSTRUCTION EMPLOYEES	
Construction Earnings	\$33,800
Employees per Household ³⁶	1.586
Construction Employee Household Earnings	\$53,590
Maximum Housing Cost for Construction Employee Household ³⁷	\$182,792
Available Housing Cost (Category 2)	\$225,500
Assistance Subsidy per Units Needed for Construction Employee Household	\$42,708

The housing assistance for construction employees, by unit size, is shown in Table III.24: *Construction Employment and Need for Housing in Islamorada*.

Table III.24: CONSTRUCTION EMPLOYMENT AND NEED FOR HOUSING, ISLAMORADA				
Building Size	Employee Years to Construct Units	Employees Needed (Over Career of Employee)	Housing Units Needed for Employees	Housing Assistance Needed per Unit
500	0.601	0.015	0.009	\$405
750	0.901	0.023	0.014	\$607
1,000	1.201	0.030	0.019	\$809
1,500	1.802	0.045	0.028	\$1,214
2,000	2.403	0.060	0.038	\$1,618
2,500	3.004	0.075	0.047	\$2,023
3,000	3.604	0.090	0.057	\$2,427
3,500	4.205	0.105	0.066	\$2,832
4,000	4.806	0.120	0.076	\$3,236
4,500	5.406	0.135	0.085	\$3,641
5,000	6.007	0.150	0.095	\$4,045

b) Workforce Housing Assistance for Post-Construction Employee Households

As is outlined earlier, based on the household earnings identified in Table III.18: *Estimated Industry Employment by Land Use Categories, Monroe County*, the employees in the post-construction land use categories were aligned with the Workforce Housing Categories identified in Table III.25: *Workforce Housing Categories for Non-Residential Post-Construction Employment by Land Use Category*.

³⁶ See Appendix B: *Employees per Household, Monroe County*, for an explanation of the calculation used to result in this figure.

³⁷ The maximum housing cost for a construction employee household is calculated by dividing the construction employee household earnings (\$53,590) by the income ratio for determining housing affordability (29.32%).

Table III.26
POST-CONSTRUCTION HOUSING AFFORDABILITY GAP BY LAND USE, MONROE COUNTY

	Non-Residential FT ² per Employee	Income per Household	Affordability Limit ³⁸	Housing Cost for Prototypical Unit	Housing Assistance Needed	Assistance Needed per FT ² of Non-Residential Development
Government	1,049	\$73,518	\$250,764	\$278,500	\$27,736	\$16.67
Industrial	753	\$65,872	\$224,686	\$278,500	\$53,814	\$45.05
Institutional	769	\$64,258	\$219,179	\$278,500	\$59,321	\$48.68
Office	563	\$67,956	\$231,794	\$278,500	\$46,706	\$52.37
Retail	685	\$45,664	\$155,757	\$172,500	\$16,743	\$15.42
Tourist						
Accommodation Expansion	1,019	\$39,819	\$135,819	\$172,500	\$36,681	\$22.69
New Development	663	\$39,819	\$135,819	\$172,500	\$36,681	\$34.92

Table III.27: *Post Construction Housing Affordability Gap by Land Use, Islamorada*, shows the employees, employee households, and housing assistance needed based on 1,000 square feet of development for each land use.

Table III.27 POST CONSTRUCTION HOUSING AFFORDABILITY GAP BY LAND USE, ISLAMORADA			
	per 1,000 FT ²		Gap per 1,000 FT ²
	Employees	Households	
Government	0.953	0.601	\$16,669
Industrial	1.327	0.837	\$45,046
Institutional	1.301	0.821	\$48,685
Office	1.778	1.121	\$52,370
Retail	1.460	0.921	\$15,418
Tourist			
Accommodation Expansion	0.981	0.619	\$22,694
New Development	1.509	0.952	\$34,917

4. Summary of Need for Workforce Housing by Housing Units

Table III.28: *Need for Workforce Housing Created by Non-Residential Development, Monroe County*, summarizes the total workforce housing unit need for non-residential development for both construction and post-construction employees by land use.

³⁸ The maximum housing cost for an employee household is calculated by dividing the employee household earnings by the income ratio for determining housing affordability (29.32%).

$(0.821 * \text{Square Feet of Development}) \div 1,000$
Assistance Needed = Square Feet of Development * \$49.49

Office Land Use Employees' Workforce Housing Need
Workforce Housing Units Needed for Office Employees =
 $(1.121 * \text{Square Feet of Development}) \div 1,000$
Assistance Needed = Square Feet of Development * \$53.17

Retail Land Use Employees' Workforce Housing Need
Workforce Housing Units Needed for Retail Employees =
 $(0.921 * \text{Square Feet of Development}) \div 1,000$
Assistance Needed = Square Feet of Development * \$16.22

Tourist Land Use Employees' Workforce Housing Need:

Accommodation Expansion or Redevelopment Need
Workforce Housing Units Needed for Industrial Employees =
 $(0.619 * \text{Square Feet of Development}) \div 1,000$
Assistance Needed = Square Feet of Development * \$23.50

New Tourist Development Need
Workforce Housing Units Needed for Industrial Employees =
 $(0.952 * \text{Square Feet of Development}) \div 1,000$
Assistance Needed = Square Feet of Development * \$35.72

TOTAL UNITS NEEDED = Units Needed for Construction Employee Households + Units Needed for Employees (by Appropriate Land Use Category)

TOTAL ASSISTANCE NEEDED = Construction Assistance Needed + Assistance Needed for Units by Appropriate Land Use Category

What these formulae shows is that the degree of need for workforce housing from non-residential development can be determined either by workforce housing unit(s) (or a fraction thereof), or a workforce housing assistance amount that needs to be paid to provide funds for those employees (or fraction thereof) in need of workforce housing.

Because workforce housing need for non-residential development is based on the size and type of the non-residential development, the formula for the appropriate land use will need to be applied to each non-residential development, individually, based on its size (square footage). Table III.29: *Need for Workforce Housing Created by Non-Residential Development*, however, provides examples of workforce housing need for varying sized non-residential buildings, both in terms of the need for workforce housing units (or a fraction thereof), and workforce housing assistance.

APPENDIX A: RESIDENTIAL SALES, VILLAGE OF ISLAMORADA, 2000-2005

TABLE A.1: RESIDENTIAL SALES, ISLAMORADA 2000-2005 ³⁹								
Selling Price	Single Family		Condominium		Mobile Home		Total	
	Number	%	Number	%	Number	%	Number	%
< \$50,000								
2000	6	1%	6	1%	0	0%	12	3%
2001	13	3%	1	2%	0	0%	23	6%
2002	21	5%	8	2%	0	0%	29	7%
2003	6	1%	10	2%	0	0%	16	4%
2004	3	1%	4	1%	0	0%	7	1%
2005	2	1%	0	0%	0	0%	2	1%
\$50,001-\$100,000								
2000	13	3%	26	6%	3	1%	42	9%
2001	12	3%	19	5%	0	0%	31	8%
2002	14	3%	5	1%	3	1%	22	5%
2003	9	2%	8	2%	0	0%	17	4%
2004	7	1%	2	0%	0	0%	9	2%
2005	5	1%	3	1%	0	0%	8	2%
\$100,001-\$150,000								
2000	34	7%	45	10%	2	0%	81	18%
2001	15	4%	37	9%	2	0%	54	13%
2002	15	4%	15	4%	0	0%	30	7%
2003	5	1%	8	2%	3	1%	16	4%
2004	8	2%	5	1%	0	0%	13	2%
2005	0	0%	1	0%	0	0%	1	0%
\$150,001-\$200,000								
2000	48	10%	63	14%	0	0%	111	24%
2001	36	9%	20	5%	1	0%	57	14%
2002	29	7%	22	5%	1	0%	52	13%
2003	8	2%	9	2%	1	0%	18	4%
2004	4	1%	11	2%	2	0%	17	3%
2005	0	0%	1	0%	0	0%	1	0%
\$200,001-\$250,000								
2000	28	6%	10	2%	1	0%	39	8%
2001	35	9%	3	1%	0	0%	38	9%
2002	31	8%	19	5%	1	0%	51	12%
2003	14	3%	24	6%	0	0%	38	9%
2004	6	1%	12	2%	0	0%	18	3%
2005	1	0%	1	0%	1	0%	3	1%
\$250,001-\$300,000								
2000	29	6%	5	1%	0	0%	34	7%

³⁹ Due to rounding, the sum of the percentages for each housing type in each row may not equal the total percentage at the end of the row.

TABLE A.1: RESIDENTIAL SALES, ISLAMORADA 2000-2005 ³⁹								
Selling Price	Single Family		Condo/Townhome		Mobile Home		Total	
	Number	%	Number	%	Number	%	Number	%
2003	12	3%	5	1%	0	0%	17	4%
2004	9	2%	0	0%	0	0%	9	2%
2005	9	2%	3	1%	1	0%	13	4%
\$600,001-\$650,000								
2000	1	0%	3	1%	0	0%	4	1%
2001	7	2%	4	1%	0	0%	11	3%
2002	11	3%	1	0%	0	0%	12	3%
2003	15	4%	2	0%	0	0%	17	4%
2004	20	4%	1	0%	0	0%	21	4%
2005	13	4%	4	1%	0	0%	17	5%
\$650,001-\$700,000								
2000	9	2%	3	1%	0	0%	12	3%
2001	5	1%	3	1%	0	0%	8	2%
2002	11	3%	0	0%	0	0%	11	3%
2003	13	3%	4	1%	0	0%	17	4%
2004	14	3%	0	0%	0	0%	14	3%
2005	6	2%	15	4%	0	0%	21	6%
>\$700,000								
2000	31	7%	1	0%	0	0%	32	7%
2001	24	6%	4	1%	0	0%	28	7%
2002	46	11%	3	1%	0	0%	49	12%
2003	82	20%	11	3%	0	0%	93	22%
2004	231	44%	36	7%	0	0%	267	51%
2005	147	40%	40	11%	0	0%	187	51%
All Units								
2000	285	62%	170	37%	7	2%	462	100%
2001	285	70%	122	30%	3	1%	410	100%
2002	303	74%	101	25%	5	1%	409	100%
2003	282	68%	128	31%	6	1%	416	100%
2004	386	74%	134	26%	3	1%	523	100%
2005	232	63%	133	36%	4	1%	369	100%
Grand Total	1,773	68%	788	30%	28	1%	2,589	100%

Source: Monroe County Property Appraiser

APPENDIX B: EMPLOYEES PER HOUSEHOLD, MONROE COUNTY

Table B.1: EMPLOYED PERSONS PER HOUSEHOLD	
<i>Monroe County</i>	
Total Households	35,106
Households with Earnings (may have multiple workers)	27,689
Households without Earnings	7,417
Labor Force (some not employed, such as retirees)	45,192
Number Employed	43,901
Workers per Household	1.632
Employed Workers per Household	1.586
<i>Islamorada, Village of Islands</i>	
Persons per Household (all households)	2.100
Persons per Household Where One or More Person(s) is Employed	2.560
Persons per Household Where No Persons are Employed	1.890

SOURCE: US Bureau of the Census' American Factfinder <http://factfinder.census.gov>.

US Bureau of the Census Public Use Micro-Sample, and Florida Agency for
Workforce Innovation, Labor Market Statistics.

The focus of the Support Study is to determine the need created for workforce housing for the workforce by residential and non-residential development. In order to determine employed workers per household, recent census data was reviewed related to the number of households and employees in Monroe County. (See Table B.1: Employed Persons per Household.) To determine the average number of employed workers per household from this data, the number of persons employed was divided by households with earnings. The calculation is as follows:

$$\text{Number Employed} \div \text{Households with Earnings} = \text{Employed Workers per Household}$$

or

$$43,901 \div 27,689 = 1.586$$

Additional data is provided here that illustrates the average number of persons per household in Islamorada for all households, for households with one or more employed persons, and for households with no employed persons.

APPENDIX C: SHORTAGE (HOUSING ASSISTANCE) CALCULATIONS

Employee Income Needed to Afford Each of the Prototypical Residential Units in the Workforce Affordability Categories.

To determine the annual employee income needed to afford a residential unit in each of the four categories of workforce housing in Islamorada, an analysis was conducted determining what expenses the employee household incurs to purchase and finance a prototypical residential unit. In the analysis, it is assumed the employee makes a down payment of 3% on the purchase of the home, and takes out a 30 year mortgage at an interest rate of 5.93 percent a year. It is also assumed that the maximum monthly expenses on housing incurred by the employee do not exceed 30 percent of income. Table C.1: *Income Needed to Afford Housing*, outlines the expenses incurred (and assumed) for each category of workforce housing. It shows an annual employee income of \$39,468 is needed to be able to reasonably afford a residential unit priced at \$212,250 (Category 1); an annual employee income of \$43,607 is needed to afford a residential unit priced at \$233,980 (Category 2); an annual employee income of \$47,039 is needed to afford a residential unit priced at \$252,000 (Category 3); and an annual employee income of \$62,182 is needed to afford a residential unit priced at \$331,500 (Category 4).

TABLE C.1: INCOME NEEDED TO AFFORD WORKFORCE HOUSING			
CALCULATION OF AFFORDABILITY			
	Category 1	Category 2	Category 3
Purchase Price	\$172,500	\$225,500	\$278,500
Down Payment	3.00%	3.00%	3.00%
Loan Term	30	30	30
Interest Rate	5.93%	5.93%	5.93%
Points	2.00%	2.00%	2.00%
Mortgage Insurance	0.60%	0.60%	0.60%
Taxes & Insurance	1.83%	1.83%	1.83%
Other Closing Costs	3.00%	3.00%	3.00%
Cash to Close	\$13,697	\$17,905	\$22,113
Mortgage	\$167,325	\$218,735	\$270,145
Mortgage Payment	\$996	\$1,302	\$1,608
Mortgage Insurance	\$84	\$109	\$135
Taxes & Insurance	\$185	\$253	\$322
Total Monthly	\$1,264	\$1,664	\$2,065
Income Ratio for Determining Housing Affordability	30.00%	30.00%	30.00%
Minimum Monthly Income	\$4,214	\$5,548	\$6,882
Annual Household Income Needed to Purchase Unit	\$50,573	\$66,578	\$82,584
Workers per Household	1.586	1.586	1.586
Income per Worker in Household	\$31,897	\$41,992	\$52,087

APPENDIX D: EMPLOYMENT AND HOUSEHOLD EARNINGS BY INDUSTRY

Earnings of Monroe County economically active households are shown below in Table D.1: *Employment and Household Earnings by Industry, Monroe County, 2006*. These wages are used to estimate the wages of employees that construct and operate and maintain residential units, and that construct and work within non-residential developments. The average annual wages for 2005 were used to project 2006 wages using a 2.9% increase over 2005, which was the 2004-2005 increase. The household earnings shown in the last column of the table are the individual employee earnings multiplied by the number of employed persons per household with earnings (1.586⁴⁰). This calculation excludes households that do not have at least one person employed. Not having anyone employed could be due to retirement, disability or unemployment. Regardless of reason, all employed without a person employed are excluded from the definition of economically active households used herein. This method of estimating economically active household income basically assumes that the earnings of the secondary worker in a household will be similar to those of the primary worker.

Industry Title	Average Employment	Annual Wage		Household Earnings
		2005	2006	
Total, All Industries	35,895	\$32,788	\$34,214	\$54,412
Goods-Producing	2,613	\$32,352	\$33,759	\$53,689
Agriculture, Forestry, Fishing and Hunting	102	\$33,145	\$34,587	\$54,837
Construction	2,226	\$32,391	\$33,800	\$53,590
Manufacturing	285	\$31,764	\$33,146	\$52,553
Service-Providing	33,282	\$32,823	\$34,251	\$54,305
Trade, Transportation, and Utilities	7,636	\$31,256	\$32,616	\$51,712
Wholesale Trade	520	\$45,167	\$47,132	\$74,728
Retail Trade	5,553	\$27,209	\$28,393	\$45,017
Information	457	\$47,952	\$50,038	\$79,335
Financial Activities	2,364	\$42,750	\$44,610	\$70,729
Finance and Insurance	1,220	\$50,038	\$52,215	\$82,787
Real Estate and Rental and Leasing	1,144	\$34,976	\$36,497	\$57,867
Professional and Business Services	2,603	\$43,410	\$45,298	\$71,821
Education and Health Services	4,049	\$37,743	\$39,385	\$62,445
Leisure and Hospitality	11,539	\$23,788	\$24,823	\$39,357
Accommodation and Food Services	10,136	\$23,297	\$24,310	\$38,544
Other Services	1,472	\$27,466	\$28,661	\$45,442
Public Administration-Government	3,132	\$47,605	\$49,676	\$79,002

SOURCE: Florida Labor Market Statistics, September 2006.

⁴⁰ See Appendix B: Employees per Household, Monroe County.



**Islamorada, Village of Islands,
Planning and Development Services Department**

**AMENDED AND RESTATED
APPLICATION FOR MAP AMENDMENT**

Pursuant to Chapter 30, Article IV, Divisions 8 & 9

	Application Type	Application Fee	Deposit	Total Fee Due
☐	Future Land Use and Zoning	\$5,120.00	\$1,000.00	\$6,120.00
☒	Zoning Only	\$2,500.00	\$1,000.00	\$3,500.00

☒ Request concurrent Future Land Use and Zoning Hearings pursuant to 163.3184(12), Florida Statutes

PLEASE NOTE: THIS APPLICATION IS ACCEPTED BY APPOINTMENT ONLY.

An application must be deemed complete and in compliance with the Village Code by Staff prior to the items being scheduled for review. See the Submittal Requirements below for a list of required submittals and documents.

APPLICANT / AGENT (if applicable): Property owner must submit a **notarized** letter authorizing the applicant/agent to act on their behalf including the agent's name, address and phone number.

Name: Smith Hawks, PL
Mailing Address: 138 Simonton Street, Key West Florida 33040
Primary Phone: (305) 296 7227 Fax: _____
Email: Bart@smithhawks.com/Jess@smithhawks.com

PROPERTY OWNER:

Name: Integra Real Estate, LLC
Mailing Address: c/o Agent
Primary Phone: c/o Agent Fax: c/o Agent
Email: c/o Agent

LEGAL DESCRIPTION OF PROPERTY: If in metes and bounds, attach legal description on separate sheet.

Physical Address: 82200 Overseas Highway, Islamorada, FL 33036 (Sunset Inn) Mile Marker: 78.5
Lot: 9-11 & 14-18 Block: 5 Subdivision: Stratton's
☐ Plantation Key ☐ Windley Key ☒ Upper Matecumbe Key ☐ Lower Matecumbe Key
Real Estate (RE) Number: 00399601-000000 Alternate Key: 8906587

PROPERTY DESCRIPTION:

Total Land Area: 120,557.7 Square Feet 2.77 Acres
Existing Use of Property: Hotel/Motel
Has an Application for Map Amendment been submitted for this site within the past two (2) years? ☐ Yes ☒ No
If yes, provide name and date of application: _____

PROPOSED MAP AMENDMENT:

Current Future Land Use Map Category: Mixed Use (MU) Current Zoning District: Village Center (VC)
Proposed Future Land Use Map Category: Mixed Use (MU) Proposed Zoning District: Neighborhood Commercial (NC)

86800 Overseas Highway • Islamorada, Florida 33036-3162
Office 305-664-6400 • Fax 305-664-6467 • www.islamorada.fl.us

SUBMITTAL REQUIREMENTS:

- ☒ **Correct application fee.** Check or money order to "Islamorada, Village of Islands". *Previously Provided.*
- ☒ **Notarized agent authorization letter**, if applicable, including the agent's name, address and phone number authorizing the applicant/agent to act on all property owners' behalf. *Previously Provided.*
- ☒ **Proof of ownership** e.g. warranty deed, lease or pending sale contract. *Previously Provided.*
- ☒ **Property record card** from the Monroe County Property Appraiser. *Previously Provided.*
- ☒ **Copy of current Future Land Use Map** clearly marking the boundaries of the property. Map may be request from Planning and Development Service Department prior to application submittal. *See Attached Correspondence.*
- ☒ **Copy of current Official Zoning Map** clearly marking the boundaries of the property. Map may be request from Planning and Development Service Department prior to application submittal. *See Attached Correspondence.*
- ☒ **Photographs** of the site taken from adjacent streets. *Previously Provided.*
- ☒ **Signed and sealed survey** prepared by a Florida registered surveyor. The survey shall include elevations and location of all existing structures, paved areas, location of all utility structures, all easements, all bodies of water on and adjacent to the site, docks, piers, mean high water line and total acreage by habitat (please provide a digital copy in addition to the signed and sealed survey). *Pending.*
- ☒ **Data and analysis (including a land use need analysis)** pursuant to Comprehensive Plan Policy 1-2.1.13, demonstrating there is a need for the amount of development allowed by the proposed FLUM designations in order to accommodate the Comprehensive Plan's projected population growth within the planning timeframe of the Comprehensive Plan. *See Attached Correspondence.*
- ☒ **Explanation** of how the application satisfies each of the applicable criteria in the Land Development Regulations, Comprehensive Plan and Principles for Guiding Development pursuant to § 380.0552(7), Florida Statutes. See Attachment A for list of criteria. *See Attached Correspondence.*

If deemed necessary to complete a full review of the application, the Planning and Development Services Department reserves the right to request additional information.

I certify that I am familiar with the information contained in this application, and that to the best of my knowledge such information is true, complete and accurate. I certify that all information required has been provided.

Digital signatures do not require notarization when they can be verified by a Trusted Certificate issued by a third-party Certificate Authority. If you are not using a "verifiable digital signature", print this document and have it notarized.


Signature of Applicant

JANUARY 27, 2023

Date

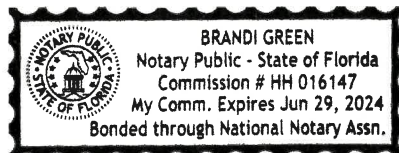
Print Name: JESS MILES GOODALL

STATE OF FLORIDA
COUNTY OF MONROE

Sworn to and subscribed before me by means of ☒ physical appearance or ☐ online notarization, this 27th day of JANUARY, 2023, by JESS MILES GOODALL (name of person signing the application) as AGENT (type of authority e.g. officer, manager / member, trustee, attorney in fact) for Integra Real Estate, LLC (name of entity or party on behalf of whom application was executed).


Signature of Notary Public

SEAL:



☒ Personally Known ☐ Produced Identification

Type of ID N/A

SMITH / HAWKS

ATTORNEYS AT LAW

Barton W. Smith, Esq.
Jess Miles Goodall, Esq.
Telephone: (305) 296-7227
E-mail: Bart@SmithHawks.com
Jess@smithhawks.com

UPLOADED VIA EPORTAL

January 27, 2023

Daniel Gulizio, Director of Planning
Islamorada, Village of Islands Planning and Development Services Department
86800 Overseas Highway
Islamorada, Florida 33036

Re: **AMENDED AND RESTATED Proposed Future Land Use Map and Land Use District (zoning) Map Amendments to create the boundary for Sub-area Policy 1-2.11.6**

Dear Daniel,

Please find enclosed the Integra Real Estate, LLC's ("Applicant") application for a Future Land Use Map ("FLUM") and Land Use District (zoning) Map Amendments (collectively, the "Amendments") pursuant to Chapter 30, Article IV, Divisions 8 and 9 of the Islamorada Code of Ordinances ("Application"). The Application is being filed simultaneously with a Comprehensive Plan Amendment ("Comp. Plan Amendment"), and the FLUM and LUD amendment applications will create the boundary of Sub-Area Policy 1-2-11.6 under Objective 1-2.11 of the Islamorada Comprehensive Plan ("Comp. Plan"). The FLUM and LUD Amendments will create the boundary of the Sunset Affordable housing Sub-Area 1. The Comp. Plan Amendment will permit the utilization and development of thirty (30) transient dwelling units on a more suitable site at Tea Table Key as a world class eco-friendly villa style resort and will provide the Village of Islamorada ("Village") with a desperately needed multi-family affordable housing development in the Village.

In addition to the original application and this letter, I have also enclosed all relevant exhibits and a copy of the application package, which I request you please date stamp and return the copy using the enclosed self-addressed FedEx envelope provided.

PROPERTY BACKGROUND INFORMATION:

Location: 82200 Overseas Highway, Upper Matecumbe Key (Sunset Inn) and
79775 Overseas Highway, Upper Matecumbe Key (Tea Table Key)

00226438 - v10

Page 1 of 17

138 SIMONTON STREET, KEY WEST, FLORIDA 33040 U.S.A.
T. 305-296-7227 F. 305-296-8448 SMITHHAWKS.COM

Legal Description: Lots 9-11, Block 5, Stratton's Subdivision, according to the Plat thereof, as recorded in Plat Book 2, Page 38, of the Public Records of Monroe County, State of Florida. (Sunset Inn); and Tea Table Key being described as Government Lot one (1) of Section seven (7), Township sixty-four (64) South, Range thirty-seven (37) East, together with a strip of submerged land 250 feet wide in the SW 1/4 of Section 6 and in the NW 1/4 of Section 7, both in Township 64 South, Range 37 East, the Center line of which is described as follows: From a point of line with the Easterly end of State Highway Bridge located on Overseas Highway (State Highway No. 5) at the Westerly end of Upper Matecumbe Key, Monroe County, Florida, run S. 61 ° 27' W. along center line of right-of-way of Overseas Highway, a distance of 787.3 feet to a point; thence run S. 28° 33' E., a distance of 200 feet to the Southerly side of said right-of-way and the POINT OF BEGINNING; thence continue S. 28° 33' E., a distance of 1100 feet more or less to the Northerly side of Tea Table Key; Also a strip of submerged land 50 feet in width and parallel to the high water line in Tea Table Key extending completely around said Key, excepting therefrom the portion occupied by above described 250 foot strip, lying and being in Sections 6 and 7, Township 64 South, Range 37 East, all in Monroe County, Florida. (Tea Table Key).

Real Estate (RE) Number: 00399601-000000 and 00097000-000000

Property Owner/Applicant: Sunset Islamorada Ventures LLC (00399601-000000); and Tea Table Key LLC (00097000-000000)

Agent: Smith/Hawks, PL-Barton W. Smith, Esq./ Jess Miles Goodall, Esq.

Total Property Area: 120,557.7 SF or 2.77 acres (Sunset Inn - 00399601-000000); and ~214,751 SF or 4.93 acres (Tea Table Key - 00097000-000000)

Total Upland Area: 120,557.7 SF or 2.77 acres (Sunset Inn - 00399601-000000); and ~214,751 SF or 4.93 acres (Tea Table Key - 00097000-000000)

Land Use District: Village Center (VC)/ Native Residential (NR)

Future Land Use Map (FLUM) Designation: Mixed Use (MU)/Residential Conservation (RC)

Flood Zone: Multiple on site: AE8, AE7 (Sunset Inn)
 AE10, VE14 (Tea Table Key)

Existing Uses: Motel, Residential

Community Character of Immediate Vicinity: Commercial, Residential

PROPERTY:

Sunset Inn:



Tea Table Key:



EXISTING LAND USE ZONING DISTRICTS:

Sunset Inn (Village Center):



Tea Table Key (Native Residential):



EXISTING FUTURE LAND USE MAPS:

Sunset Inn (Mixed Use):



Tea Table Key (Residential Conservation):



I. FUTURE LAND USE MAP AND LAND USE DISTRICT (ZONING) MAP AMENDMENTS:

a. Overview

The Amendment seeks to create the boundary for Sub-Area Policy 1-2.11.6 under Objective 1-2.11 of the Islamorada Comp. Plan, which shall allow the property located at 82200 Overseas Highway, Upper Matecumbe Key, more commonly known as “Sunset Inn” to transfer thirty (30) approved hotel/motel units (“Motel Units”) to the property located at 79775 Overseas Highway, Upper Matecumbe Key, more commonly known as “Tea Table Key,” and subsequently develop Sunset Inn with up to forty one (41) affordable employee housing dwelling units, and up to ten thousand square feet (10,000 SF) of low/medium retail space. The Comp. Plan Amendment and LUD and FLUM Amendments will permit Tea Table Key to be developed with up to thirty one (31) residential dwelling units (30 hotel units and 1 market rate unit). These units will be developed as a state of the art, world class, eco-friendly villa style hotel resort.

The Amendments have been filed as corresponding map amendments to a simultaneously filed Comprehensive Plan Amendment to create the sub-area policy and the boundary of the Sunset Affordable Housing Area 1.

b. Amendment Request:

The requested FLUM and LUD amendments are being requested to create the boundary of the Sunset Affordable Housing Area 1, and propose the following amendments to the FLUM and LUD designations:

1. The FLUM amendment will amend the approximately 4.93 acres of upland area on Tea Table Key from Residential Conservation (“RC”) to MU and will incorporate the approximately 2.77 acres at Sunset Inn, designated MU, to create the boundary of the Sub-Area on the Future Land Use Maps, as contained in the Comp. Plan; and
2. The LUD amendment will amend the approximately 4.93 acres of upland area on Tea Table Key from Native Residential (“NR”) to Tourist Commercial (TC) and will amend the approximately 2.77 acres at Sunset Inn from Village Center (“VC”) to Neighborhood Commercial (“NC”), and will create the boundary of the Sub-Area on the official zoning maps. Cumulatively, the Amendments will create the boundary of the Sub-Area on the Future Land Use Maps and Land Use District Maps, which will be comprised of approximately 7.7 acres.

Sunset Inn is currently recognized with thirty (30) Hotel/Motel units. By creating the boundary for the Sunset Affordable Housing Area 1, the FLUM and LUD amendments, in conjunction with the corresponding Comp. Plan Amendment, will allow the transfer of the Motel Units from Sunset Inn to Tea Table Key, will allow the utilization and development of the Motel Units on Tea Table Key, will provide the density necessary to develop a much needed

forty one (41) units of affordable workforce housing on the Sunset Inn property, and will ensure Sunset Inn is utilized exclusively for affordable workforce housing, accessory uses, and low/medium intensity retail use.

The Amendments will permit the development of the forty one (41) affordable dwelling units based upon the parcel's approximate size of 2.77 acres. Pursuant to the Amendments, the parcel will remain designated as MU, and will have a land use (zoning) district of will remain NC, and the Amendments will create the boundary of the Sub-Area. Pursuant to Section 30-697 of the Land Development Code parcels zoned NC have density up to fifteen (15) deed restricted affordable housing dwelling units per acre, which amounts to a total of forty one and a half (41.55) affordable dwelling units. Pursuant to LDC Section 30-697, parcels within the NC zoning district are permitted attached deed restricted affordable housing dwelling units as of right, and there is no restriction contained in this section as to the conversion of existing hotel/motel units into deed restricted affordable housing units.

Additionally, Sunset Inn's overall development potential of forty one (41) affordable dwelling units is derived from the language contained in the Sub-Area Policy. The Sub-Area policy will

1. Limit the permissible uses on the parcel with Parcel ID No. 00399601-000000 to affordable dwelling units, accessory uses, and low/medium intensity retail;
2. Provide that the maximum number of affordable housing dwelling units permitted on the property with Parcel ID No. 00399601-000000 shall be forty one (41) units, and
3. Allow development of the affordable housing dwelling units by means of a redeveloped or a conversion of the existing hotel or motel structures. Development of the affordable housing dwelling units on Sunset Inn will utilize the existing structures and will be done pursuant and in compliance with the comprehensive plan and Land Development Code, notwithstanding the density or anything contained in the Sub-Area policy.

Tea Table Key's overall development potential under the Sub-Area policy is derived from the language contained in the Sub-Area Policy and the upland acreage of the property, which is being amended and will have a TC zoning designation and an MU future land use. Pursuant to the Sub-Area Policy the parcel will be restricted to a max net density of up to thirty one (31) residential dwelling units (30 Motel units and 1 existing residential dwelling unit) on Tea Table Keys approximately 4.93 acres of upland. Development of the units on Tea Table Key will be done pursuant and in compliance with the comprehensive plan and Land Development Code, notwithstanding the density requirements or anything contained in the Sub-Area policy.

The Amendments, in conjunction with the Comp. Plan Amendment, will allow the transfer of the Motel Units from Sunset Inn to Tea Table Key, will allow the utilization and development of the Motel Units on Tea Table Key, and will limit Tea Table Key's overall development potential to the maximum density necessary to develop up to thirty one (31) residential dwelling units

(30 Motel units and 1 existing residential dwelling unit) as a world class, environmentally friendly resort.¹ The proposed development on Tea Table Key will be done with a very environmentally friendly mentality, developing the villa style hotel units as eco-friendly, and incorporating the development on Tea Table Key in a manner that will enhance and highlight the natural beauty of the Florida Keys.

Development within the Sunset Affordable Housing Area 1 will be done pursuant and in compliance with the Comprehensive Plan and Land Development Code, notwithstanding the provisions contained in the Sub-Area policy.

c. Data and Analysis

Sunset Affordable Housing Area 1.

1. Housing Data

It is well established that prior to Hurricane Irma the affordable housing shortage in the Florida Keys was staggering. According to Monroe County's Housing Strategy produced after Hurricane Irma, "[m]any of the business sectors in the Florida Keys, including professional services, retail trade, tourism and health care, find it increasingly difficult to attract and maintain workers." The City of Islamorada is clearly no different, and like many communities in south Florida, has experienced a dramatic increase in housing sales prices. According to the "Islamorada, Village of Islands Workforce Housing Support Study ("WFH Study"), attached hereto as **Exhibit A**, "Analysis of housing sales data show that sales prices in Islamorada, and in Marathon - another community in the Florida Keys, have increased at a much more rapid rate than housing prices for Florida and the United States." A trend that has continued post Irma and has been dramatically exacerbated in recent years.

The increase in housing prices in Islamorada, in and of itself creates an affordable workforce housing problem in Islamorada and the Florida Keys in general. However, the problem is accentuated in Islamorada. This is because some of the larger employers in the Village, such as the leisure and hospitality industry, accommodation and food services, retail service businesses and construction industry typically hire more lower wage employees than other industries. A significant percentage of new employees in these businesses earn very modest wages, making it increasingly difficult for them to afford a house for sale in the local real estate market, or rent housing.² The table below illustrates this ever worsening issue in Islamorada *See* Pg. 2 Islamorada, Village of Islands Workforce Housing Support Study (Islamorada's housing prices increased at a rate of 35 percent per year, at an average rate of growth of 22%, while housing prices in Florida increased at 14.9 percent and 9.6 percent nationally, *see* below table)

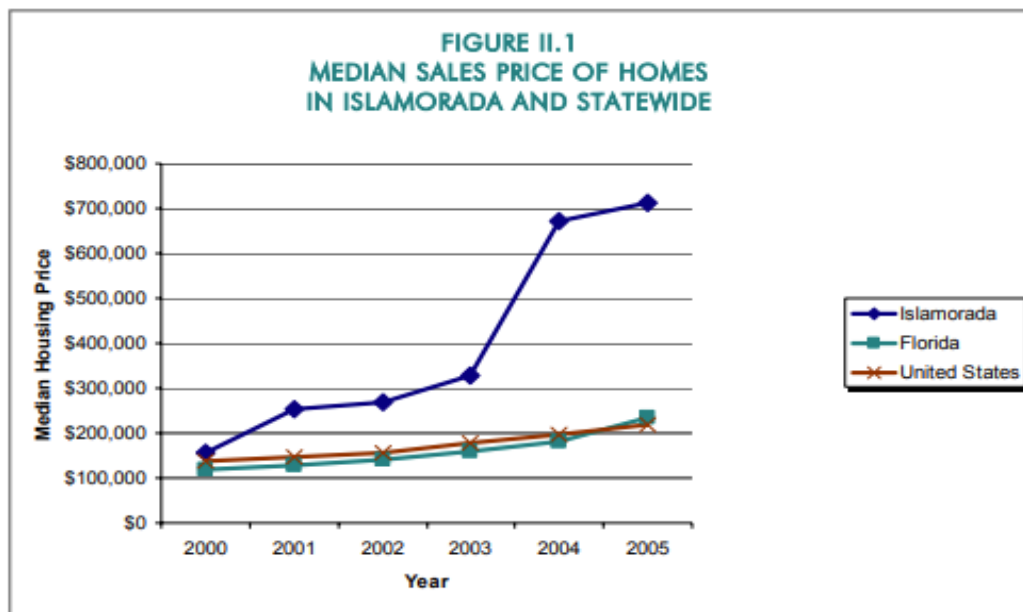
¹ *See* Tea Table Key Preliminary Site plan and rendering.

² Islamorada, Village of Islands Workforce Housing Support Study, Clarion Associates, LLC, September 2007.

Year	Islamorada		Marathon		Florida	US
	Average	Median	Average	Median	Median	Median
2000	\$286.9	\$156.8	\$209.7	\$190.2	\$117.6	\$139.0
2001	\$310.5	\$251.9	\$224.5	\$183.9	\$127.7	\$147.8
2002	\$361.8	\$268.2	\$260.5	\$247.5	\$141.7	\$156.2
2003	\$484.3	\$328.6	\$333.7	\$282.9	\$158.4	\$178.8
2004	\$743.6	\$671.4	\$450.4	\$363.2	\$181.9	\$195.4
2005	\$776.2	\$712.5	\$576.4	\$529.2	\$235.1	\$219.6
Rate of Growth	22.0%	35.4%	22.4%	22.7%	14.9%	9.6%

SOURCES: Monroe County Property Appraiser, Florida Board of Realtors and National Association of Realtors.

NOTE: Data for the State of Florida and the United States are for single family homes only.

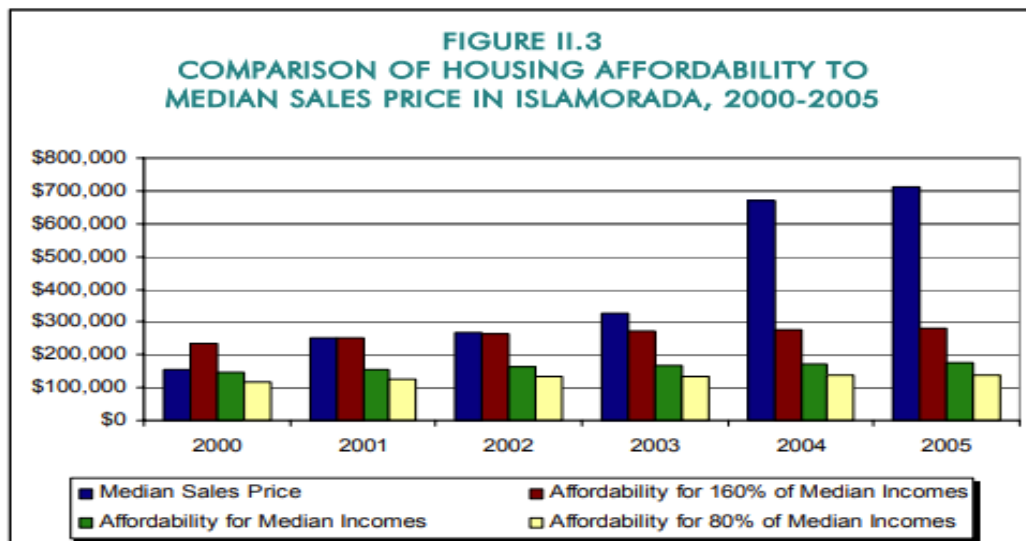


Source: Monroe County Property Appraiser Database and Florida Association of Realtors

Unfortunately, the median income ranges have not historically increase at comparable rates, and this has increasingly caused a larger and larger gap between household incomes and median housing costs, which has resulted in housing becoming less and less affordable to workforce households in Islamorada. In fact, according to the WFH Study, “in 2000, the median income in Monroe County was \$49,300 and the median price of a home in Islamorada was \$156,757 - approximately 318 percent of median income levels. By 2003, the median income for a household in Monroe County was \$56,500 and the median price of a home in Islamorada was \$328,571 - approximately 582 percent of median income levels. In 2005, the median income for a Monroe County household was \$58,450 and the median price of a home in Islamorada was \$712,500 - approximately 1,219 percent of median income levels,” (See below table).

Year	Median Price of Homes	Median Price of Homes as % of Median Income	Median Household Income for Monroe County
2000	\$156,757	318%	\$49,300
2001	\$251,887	483%	\$52,100
2002	\$268,182	487%	\$55,100
2003	\$328,571	582%	\$56,500
2004	\$671,429	1,174%	\$57,200
2005	\$712,500	1,219%	\$58,450

A well-established national benchmark for evaluating affordability is whether median household incomes in a community are at the level where the family could afford a median priced home; more specifically, affordability of owner-occupied housing is normally defined as 300 percent of median household income.³ Per Monroe County's housing Strategy, if more than 30% of a household's income is expended for housing, such household is considered "cost burdened." In Islamorada, since 2002, "median priced homes have exceeded the price that was affordable to the households earning 160 percent of the area median income. In 2005, the median priced home cost \$431,940 more than a household earning 160 per cent of the area median income could afford. The housing affordability problem is affecting not only households earning the area median income, but also those earning well above the median income."⁴

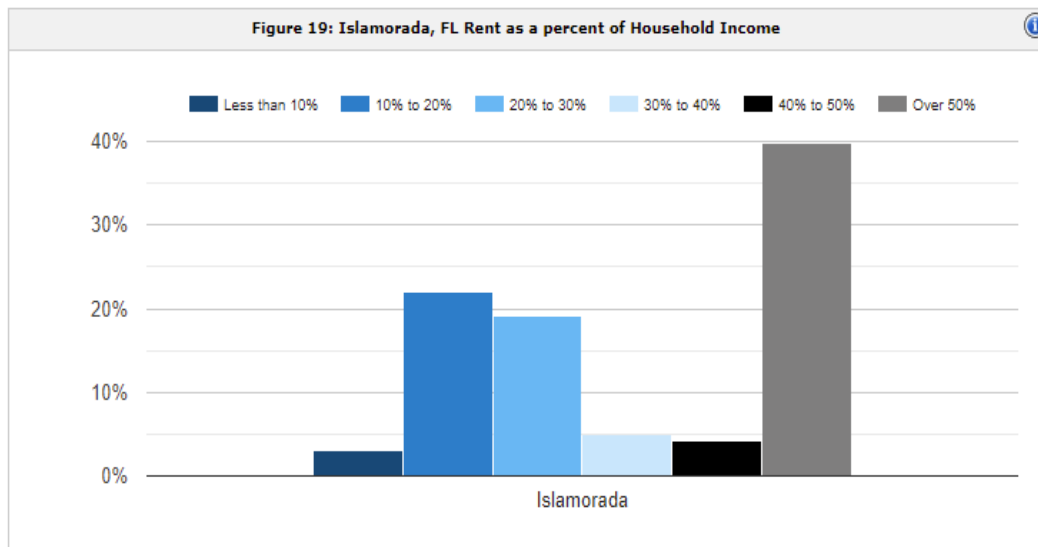


Source: U.S. Department of Housing and Urban Development and the Monroe County Property Appraiser.

³ Islamorada, Village of Islands Workforce Housing Support Study, Clarion Associates, LLC, September 2007.

⁴ Id. at 17.

The trends illustrated above have not changed in recent years, and based upon information contained in the US Census for the City of Islamorada, the median household income in the City is \$82,500.00, while the median sales price of homes was \$832,954.00. The rental market is just as inflated, as illustrated by Town Charts Housing data⁵, large numbers of workers in the city are paying above 50% of their income toward rental housing, *See below*:



Islamorada has a small number of affordable housing units available, and that number was further diminished as a result of Hurricane Irma in 2017. The WFH Study provides “The report’s conclusions include an existing deficiency of 356 units for the resident workforce, an existing deficiency of 794 units for non-resident workforce, and, by the year 2020, a projected total workforce housing need of (one thousand one hundred two) 1,192 units.”

Although Islamorada is incorporated, it is important to note that the affordable housing crisis extends county-wide. In Monroe County the percentage of households with mortgages that exceed the HUD threshold for being considered cost-burdened due to the amount of the attendant mortgage payments. According to HUD, “cost-burdened” households pay more than 30% of income for rent or mortgage costs. This is also the standard used by the Florida Department of Economic Opportunity. In 2009, 12,927 Monroe County households (37%) paid more than 30% of income for housing. By comparison, 29% of households statewide are cost burdened. Over six thousand households in Monroe County (18%) must pay more than 50% of household income for housing.

Based on the foregoing, the Sunset Affordable Housing Sub-Area Policy 1-2.11.6., will assist the city in providing access to adequate affordable housing that is safe, decent, and structurally sound, and is a smart and practical way to provide affordable housing in the village center, allowing work force employees to reside in close proximity to their jobs within the

⁵ <https://www.towncharts.com/Florida/Housing/Islamorada-FL-Housing-data.html>

City itself. The City of Islamorada does not have many locations that are suitable for multi-unit developments within the “Village Center.” Sunset Inn is located in Village Center on approximately 2.77 acres of land. It is currently utilized as a hotel/motel. The intent of the Applicant is to utilize this area to develop forty one (41) deed restricted affordable housing dwelling units, something that is clearly a huge need for the City of Islamorada. In order to permit this site to be utilized as an affordable housing development, the Applicant is seeking to transfer the existing Motel Units to the second parcel within the Sub-Area.

2. Homestead Industrial Zoning Ordinance and Development.

On or around November 2, 2022, Developers secured enough commissioner votes to expand Miami-Dade County’s Urban Development Boundary to turn farmland into a new commercial complex near Homestead. The South Dade Logistics and Technology District is a proposed 380-acre mix of warehouses, call centers and other commercial uses south of Florida’s Turnpike and north of Moody Drive (Southwest 268th Street). The project has been called a way to bring more than 7,000 jobs to South Miami-Dade and give residents an alternative to fighting traffic for the sought-after wages available to the north and south of the project. Miami-Dade’s planning staff opposed the project, saying the county had enough industrial land available within the Urban Development Boundary.

The zoning change and proposed project will effectively change what has been a historically agrarian area with low paying manual labor jobs into a commercial industrial area with higher paying jobs and positions available. Many residents of South Miami Dade travel to the upper Keys for higher paying jobs and return home at the end of the weekday. With the zoning change and the proposed project, these commuter workers will almost certainly be able to secure jobs closer to their place of residence, nullifying their need to commute to the upper Keys.

Affordable housing is the most pressing issue Islamorada, the Upper Keys, and Monroe County in general. The ability of Islamorada and the upper Keys to attract commute workers from the mainland has historically provided these municipalities with a reprieve on the affordable housing demands, as these workers do not need accommodation within Islamorada or the Upper keys but rather commute back and forth from South Miami Dade. With the passing of the zoning change and the proposed project (as described above), these municipalities will lose the ability to rely on commute workers as the pool in South Miami Dade shifts into jobs within the South Dade Logistics and Technology District. Municipalities within the Upper Keys will need to start filling vacancies with permanent residents, and this means providing adequate affordable housing options to these workers.

With the changes on the mainland (as described above), the ability of the Village of Islamorada to provide a multi-family affordable housing projects within the Village is more important than ever, and the proposed Subarea policy provides the Village with an invaluable opportunity to provide one such affordable housing development.

3. The “Fills” Islamorada.

The causeway along the Overseas Highway in Islamorada known as the “Fills” is popular with people coming to launch boats, swim and picnic in the Keys. The entrance to Tea Table Key is located near mile marker 79, and is directly north of Tea Table Fill and Indian Key Fill:



The state owns the causeway areas between mile markers 78 and 80. But since 2020, the areas have been managed by the village of Islamorada. There are about 15 to 18 parking spots available near each of the areas, and the areas are frequented by tourists.

Developing Tea Table Key as an environmentally friendly resort will not have any effect on the Fills based on the number of units, the location of the resort, and the type of tourist expected at the resort.

As discussed above, the proposed development at Tea Table Key is limited to a maximum density of thirty one (31) residential units (30 transient units and 1 market rate unit). The small number of rooms at the proposed environmentally friendly resort means that the projected number of tourists is minimal. Additionally, the proposed development will provide sufficient off-street parking to accommodate guests of the resort., eliminating any concern that guests would be parking along US 1 at the Fills.

The Fills are a popular spot for tourists to stop along US 1 to enjoy the crystal-clear waters of the Florida Keys. As shown above and below, Tea Table Key is located directly north of Tea Table Fill, is located in the exact same waters on the Atlantic side of US 1, and idyllic views as the Fills along US 1:



Additionally, Tea Table Key has private water access to the crystal-clear waters on the Atlantic side of US 1:



The proposed resort will offer guests access to the waters of the Florida Keys and will provide idyllic views of the ocean and sunset. Based on this, there is no reason a guest of the proposed development will utilize the Fills to access the water, relax on the beach, or view the sunset or water views.

Finally, based on various reports and articles, the tourists that frequent the Fills are more often than not day trip tourists from the mainland. According to “the Fills Overview”⁶ “What we experience now is day trippers moving in, especially on summer weekends, spending the day, with no restroom facilities, playing loud music, tearing up the sea grass and leaving their litter behind when they leave.” Contrary to the day trip tourists that frequent the Fills, and have become a source of contention in Islamorada. The proposed Development is an overnight tourist destination and

⁶ See “Details of the Fills,” Islamorada Community Alliance, <https://islamorada.org/the-fills-overview/>

will attract tourists travelling to the Florida Keys for overnight and extended stays. The anticipated guests will have access to the waters via the private beach at the resort and will have amenities and activities that will negate any need for them to utilize the Fills for any reason.

Based on the above, the proposed Development will in no way negatively affect the issues that are being faced at the Fills.

II. The FLUM amendments is consistent with the Principles for Guiding Development within the Florida Keys Area of Critical State Concern, pursuant to § 380.0552(7), Florida Statutes. The Principles are listed below:

1. Strengthening local government capabilities for managing land use and development so that local government is able to achieve these objectives without continuing the area of critical state concern designation.

The Amendments propose to create a site-specific Sub-Area with limited development potential that furthers the government's management abilities within the boundary of the Sub-Area. Additionally, the designation of the proposed Sub-Area will assist the government in accomplishing affordable housing requirements while stimulating commerce in the area.

2. Protecting shoreline and marine resources, including mangroves, coral reef formations, seagrass beds, wetlands, fish and wildlife, and their habitat.

The Proposed amendments will allow utilization of portions of the Sub-Area to highlight the shoreline and marine resources, and further utilization of the areas in a sustainable and habitat friendly manner.

3. Protecting upland resources, tropical biological communities, freshwater wetlands, native tropical vegetation (for example, hardwood hammocks and pinelands), dune ridges and beaches, wildlife, and their habitat.

The Amendments will not affect upland resources.

4. Ensuring the maximum well-being of the Florida Keys and its citizens through sound economic development.

The Amendments provide an opportunity to stimulate local economic development by providing much needed affordable housing to the workforce of Islamorada and will create increase sustainable commerce in the tourist industry by providing access to the shoreline and marine resources that are a major highlight of the Florida Keys.

5. Limiting the adverse impacts of development on the quality of water throughout the Florida Keys.

The Amendments will not have an effect on the water quality throughout the Florida Keys.

6. Enhancing natural scenic resources, promoting the aesthetic benefits of the natural environment, and ensuring that development is compatible with the unique historic character of the Florida Keys.

The Amendments will allow the development of portions of land which will increase access to, and enhance and highlight the natural beauty of the Florida Keys, while remaining compatible with the historic character of the Florida Keys.

7. Protecting the value, efficiency, cost-effectiveness, and amortized life of existing and proposed major public investments, including:
 - a. The Florida Keys Aqueduct and water supply facilities;
 - b. Sewage collection, treatment, and disposal facilities;
 - c. Solid waste treatment, collection, and disposal facilities;
 - d. Key West Naval Air Station and other military facilities;
 - e. Transportation facilities;
 - f. Federal parks, wildlife refuges, and marine sanctuaries;
 - g. State parks, recreation facilities, aquatic preserves, and other publicly owned properties;
 - h. City electric service and the Florida Keys Electric Co-op; and
8. Protecting and improving water quality by providing for the construction, operation, maintenance, and replacement of stormwater management facilities; central sewage collection; treatment and disposal facilities; and the installation and proper operation and maintenance of onsite sewage treatment and disposal systems.
9. Ensuring the improvement of nearshore water quality by requiring the construction and operation of wastewater management facilities that meet the requirements of § 381.0065(4)(l) and 403.086(10), as applicable, and by directing growth to areas served by central wastewater treatment facilities through permit allocation systems.

The Amendments will not affect the major public investments. Coordination with the required utilities will occur upon development of the Sub-Area.

10. Limiting the adverse impacts of public investments on the environmental resources of the Florida Keys.

The Amendments create a site-specific Sub-Area policy that limits the adverse effects of public investments on the environmental resources of the Florida Keys.

11. Making available adequate affordable housing for all sectors of the population of the Florida Keys.

The Amendments provide the government with a rare opportunity to address the drastically dire affordable housing shortage, by allowing the development of a much-needed multi-family affordable housing development within the center of Islamorada.

b. Basis for Amendment

i. Change in Projections.

The basis for the amendment is a change in projections (e.g., regarding public service needs) from those on which the text or boundary was based. This FLUM and LUD amendment Application creates the boundary for Sub-Area Policy 1-2.11.6 and creates the Sunset Affordable Housing Area 1. The purpose of Sunset Affordable Housing Area 1 is to provide the hospitality, working waterfront, industrial, and other commercial uses in Islamorada, and the surrounding areas with much needed affordable workforce housing which, under the current Comprehensive Plan and absent the Sub-Area Policy, the City and Applicant are unable to provide or construct.

ii. Change in Assumptions.

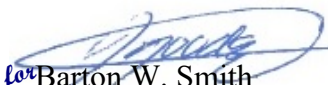
The basis for the amendment is a change in assumption (e.g., regarding demographic trends). As discussed above, there has been a dramatic change in the median housing prices within Islamorada, which has made it increasingly difficult for the Village to provide the much-needed affordable housing options for the hospitality, working waterfront, industrial, and other commercial use employees in and around the Village. The Sub-Area Policy will allow the applicant to provide the Village with much needed affordable workforce housing in a location within the Village Center, something that without the Sub-Area policy would not be able to be accomplished. Additionally, with the proposed commercial and industrial developments on the mainland, and higher paying jobs become available in that area, affordable housing for workers in these municipalities becomes more necessary than ever as the Upper Keys lose the ability to attract workers from the mainland who commute.

III. Conclusion

Applicant respectfully requests the specified Amendments be granted based on the changed conditions underlying the demonstrated and increasing need for workforce housing in Monroe County, particularly in proximity to the Islamorada employment centers, and the potential for construction of workforce housing to serve the needs of the community.

If you require anything further, or have any questions and/or concerns, please do not hesitate to contact our office.

Sincerely,


for Barton W. Smith

BWS/JG/bg

Enclosures

EXHIBIT A



Islamorada, Village of Islands

WORKFORCE HOUSING SUPPORT STUDY

September 2007

Submitted by:

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I. INTRODUCTION AND EXECUTIVE SUMMARY

A. INTRODUCTION

Real estate prices in Islamorada, Village of Islands, Florida (hereinafter “Village of Islamorada” or “Islamorada”) have increased significantly in recent years, with housing prices in Islamorada rising since 2000 to the point that a household earning a moderate income today can no longer afford the large majority of housing that is available through the private market. Concern about this issue has grown to the point that business owners are concerned about the difficulties of recruiting and retaining employees because of the lack of local housing that is affordable for their workers.

In response to this problem, the Village of Islamorada initiated an effort to determine the need new residential and non-residential developments create for housing that is affordable to the Village’s workforce as a basis for establishing a workforce housing mitigation program. As part of this effort, Islamorada is preparing this *Workforce Housing Support Study*. It provides background and technical documentation for the workforce housing need created by new development and remodels, develops a methodology for determining need, and provides statistical support for a workforce housing mitigation program. Initially it identifies the workforce housing problem in Islamorada. It then provides the technical documentation and analysis needed to establish whether new development (both residential and non-residential) creates a need for workforce housing. This is done by evaluating the linkage between (1) employment generated by the construction and then maintenance and operations (post-construction) of new residential units and (2) the employment generated by the construction and then employment that occurs at non-residential development (post-construction activities). Because the analysis demonstrates there is a need created by both residential and non-residential development for workforce housing, the Study also identifies the need both in workforce housing units (or a fraction thereof) that could be built to address the need, and funding shortages (workforce housing assistance) that could be addressed to meet the need.

After this Introduction, there is an Executive Summary that summarizes the findings of the Support Study.

The second section in this Support Study describes the housing affordability problem in Islamorada (See Section II. Problem Description). It shows that while employment in the Village has grown over the past decade, wages have tended to stagnate and housing offerings at prices that the large majority of the local employment base can afford have declined.

The third section (Section III: The Need for Workforce Housing Created by New Development) discusses the relationship between new residential and nonresidential development and the demand this new development creates for workforce housing. It outlines the methodology and calculations that determine the need created for workforce housing by new development (both residential and nonresidential). As is highlighted above, because the analysis demonstrates there is a need created by both residential and non-residential development for

percent of median household income.² Table I.2: *Monroe County Median Household Income and Median Single Family Housing Prices in Islamorada, 2000-2005*, outlines the affordability gap over the last five years. In 2000, the median income in Monroe County was \$49,300 and the median price of a home in Islamorada was \$156,757 – approximately 318 percent of median income levels. By 2003, the median income for a household in Monroe County was \$56,500 and the median price of a home in Islamorada was \$328,571 – approximately 582 percent of median income levels. In 2005, the median income for a Monroe County household was \$58,450 and the median price of a home in Islamorada was \$712,500 – approximately 1,219 percent of median income levels.

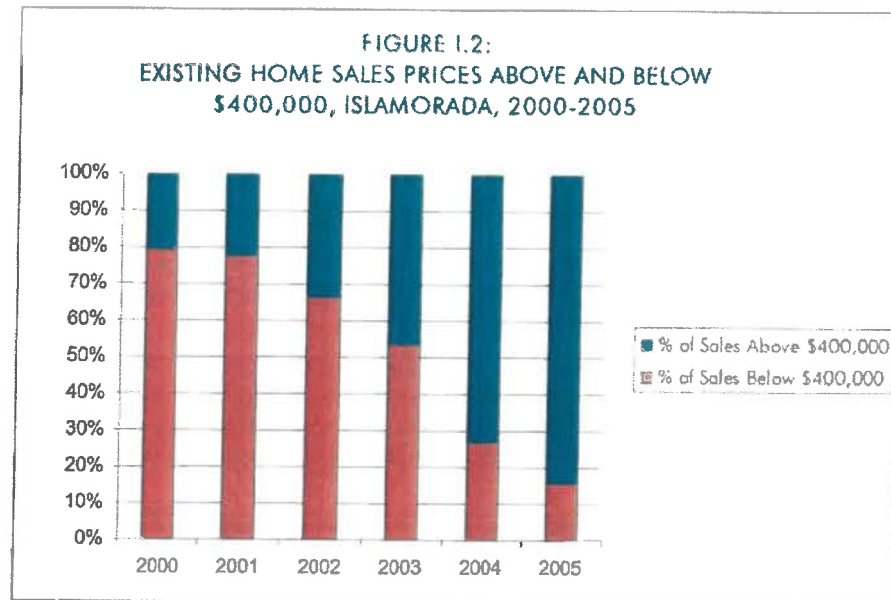
TABLE I.2:
MONROE COUNTY MEDIAN HOUSEHOLD INCOME AND
MEDIAN SINGLE FAMILY HOUSING PRICES IN ISLAMORADA, 2000-2005

Year	Median Price of Homes	Median Price of Homes as % of Median Income	Median Household Income for Monroe County
2000	\$156,757	318%	\$49,300
2001	\$251,887	483%	\$52,100
2002	\$268,182	487%	\$55,100
2003	\$328,571	582%	\$56,500
2004	\$671,429	1,174%	\$57,200
2005	\$712,500	1,219%	\$58,450

Over the past five years, the market not only priced out employees earning median incomes, but also priced out workers with much higher incomes. This housing affordability comparison (300%) can also be used to evaluate the affordability of housing prices to households earning higher than the area median income (160 percent of area median income) or lower than the area median income (80 percent of area median income). Figure I.1: *Comparison of Housing Affordability to Median Sales Prices in Islamorada*, illustrates that even households earning 160 percent of the area median income can not afford median priced housing in Islamorada, much less those earning 80 percent of area median income.

² A national benchmark for evaluating affordability is whether median household incomes in a community are at the level where the family could afford a median priced home; more specifically, affordability of owner-occupied housing is normally defined as 300 percent of median household income.

dwellings at the lower end is greatly diminished. The phenomenon is not just a matter of rapid increases in prices of high end units. Rather, it is a general increase in unit prices.



Source: Monroe County Property Appraiser Database

Based on what the housing price, housing sales, and income data for Monroe County and Islamorada show, there is no doubt there is a housing affordability problem in Islamorada today.

2. The Need for Workforce Housing Created by New Development

The need to provide housing that is affordable to the Village of Islamorada's workforce is generated by new development that demands labor (employees). Because both residential and non-residential development create demand for labor (employees), both are evaluated to determine the workforce housing need created by each type of development.

a) Residential Development

Residential development in Islamorada has two employment needs: (1) the construction of the residence, and (2) the operation and maintenance of the residence, post-construction.

i) Demand for Workforce Housing Units for Construction Employees

The construction, expansion, or renovation of buildings requires the employment of contractors and construction workers to do the work. The wages of most of these workers are within a range such that they can not afford housing in Islamorada. The method used to assess the

employees needed over the course of a 40-year construction career to construct a certain size unit (see the column labeled "Employees Needed (Over Career of Employee)"), and the number of housing units needed for those employees (see the column labeled "Housing Units Needed for Employees").

Table 14: CONSTRUCTION EMPLOYMENT AND NEED FOR WORKFORCE HOUSING IN ISLAMORADA			
Building Size	Employee Years to Construct Units	Employees Needed (Over Career of Employee)	Housing Units Needed for Employees
500	0.601	0.015	0.009
750	0.901	0.023	0.014
1,000	1.201	0.030	0.019
1,500	1.802	0.045	0.028
2,000	2.403	0.060	0.038
2,500	3.004	0.075	0.047
3,000	3.604	0.090	0.057
3,500	4.205	0.105	0.066
4,000	4.806	0.120	0.076
4,500	5.406	0.135	0.085
5,000	6.007	0.150	0.095

ii) *Demand for Workforce Housing Units for Operation and Maintenance Employees*

Operations and maintenance services provided to residential dwelling units also create a demand for labor (employees). To assess the affect of this labor demand on the need for workforce housing, the Village of Islamorada contracted RRC Associates, Inc. to conduct a survey of homeowners in Islamorada in the spring of 2006, the results of which are summarized in a report titled *Village of Islamorada Residential Job Generation Study* (July 2006) (hereinafter referred to as "*Residential Job Study*"). One of the primary objectives of the *Residential Job Study* was to acquire data on the employment associated with the operations and maintenance of residential units in Islamorada. The *Residential Job Study* asked homeowners questions about the use, both directly and indirectly, of five primary categories of employees that are hired to assist in the operation and maintenance of residential units. They include:

- Direct hires by home owners;
- Hires by property management firms retained by home owners to operate and maintain residential properties;
- Hires by homeowners associations responsible for operating and maintaining residential properties;

house the employees engaged in the operation and maintenance of homes of different sizes.

Table 1.5: OPERATIONS AND MAINTENANCE EMPLOYMENT BY HOME SIZE AND RESIDENCY OF UNIT, ISLAMORADA				
Unit Size	Full-Time Resident Units		All Other Units	
	Employees for Full-Time Resident Units	No. of Units Needed for Employees of Full-Time Resident Units	Employees for All Other Units	No. of Units Needed for Employees of All Other Units
500	0.000	0.000	0.019	0.012
750	0.000	0.000	0.035	0.022
1,000	0.013	0.008	0.051	0.032
1,500	0.045	0.029	0.084	0.053
2,000	0.078	0.049	0.116	0.073
2,500	0.110	0.069	0.148	0.094
3,000	0.142	0.090	0.181	0.114
3,500	0.175	0.110	0.213	0.134
4,000	0.207	0.130	0.245	0.155
4,500	0.239	0.151	0.278	0.175
5,000	0.272	0.171	0.310	0.196

iii) Assistance to Address Workforce Housing Need

In fully exploring the need for workforce housing created by residential development, there is one final step that needs to be taken -- determining the amount of assistance (housing subsidy) that is needed to make housing in the community affordable for the construction and operations/maintenance employee households that build and service residential units. To adequately address the different types of households that need workforce housing assistance, three Workforce Housing Categories are developed in this Study. The intent of the categories is to recognize that households of varying income levels live in units of varying size and price. For example, it is logical that a household earning \$60,000 lives in a different and more expensive house than a household earning \$30,000. These three categories address this issue.⁶ These categories are used to better assess workforce housing mitigation at a level that is reflective of the different income categories in the community, and are based upon local prices to construct workforce units in Islamorada.

Using the household incomes earned by construction and operations and maintenance employees, the subsidy needed to afford a workforce housing unit within the appropriate workforce housing

⁶ The Workforce Housing Categories are not linked in any way to income or occupancy eligibility requirements related to the application for affordable housing units in Islamorada. These categories are intended for use as a tool to determine workforce housing mitigation both in terms of units and housing assistance, and do not serve as eligibility requirements.

b) Non-Residential Development

The other basic sector in Islamorada that employs workers is nonresidential development. This includes offices, retail establishments, industrial businesses, tourist/recreational services, institutional uses, and government facilities. Non-residential development places a demand on labor (the workforce) in two ways: (1) demand for workers to construct the building, and (2) demand for employees that will work at the new non-residential development. Construction employees construct the nonresidential buildings. All different types of employees work at the structure after the building is complete, depending on the type of business/land use. Both activities generate employment in Islamorada, and because of the wage levels and existing housing prices, a number of these activities result in a need for affordable workforce housing.

i) Construction Impacts

As discussed previously, the construction, expansion, or renovation of buildings requires the employment of contractors and construction workers to do the work. The need for workforce housing created by construction employees for non-residential development was determined to be the same as residential development.

Table 1.8: *Construction Employment and Need for Housing in Islamorada*, sets out the number of employees needed to construct different size non-residential buildings. Specifically, the table displays the number of employee years it takes to construct a building of a certain size, the number of employees needed over the course of a 40-year construction career to construct a certain size unit, and the number of housing units needed for these employees.

Table 1.8: CONSTRUCTION EMPLOYMENT AND NEED FOR WORKFORCE HOUSING IN ISLAMORADA			
Building Size	Employee Years to Construct Units	Employees Needed (Over Career of Employee)	Housing Units Needed for Employees
500	0.601	0.015	0.009
750	0.901	0.023	0.014
1,000	1.201	0.030	0.019
1,500	1.802	0.045	0.028
2,000	2.403	0.060	0.038
2,500	3.004	0.075	0.047
3,000	3.604	0.090	0.057
3,500	4.205	0.105	0.066
4,000	4.806	0.120	0.076
4,500	5.406	0.135	0.085
5,000	6.007	0.150	0.095

iii) Assistance to Address Workforce Housing Need

As mentioned previously, to fully explore the need for workforce housing created by non-residential development, there is one final step -- determining the amount of assistance (housing subsidy) that is needed to make housing in the community affordable for the workforce employees that build and service non-residential development. To adequately address the different types of households that need workforce housing assistance, three Workforce Housing Categories are developed in this Study. These categories are used to better assess workforce housing mitigation at a level that is reflective of the different income categories in the community.

Using the household incomes earned by non-residential construction and post-construction employees, the subsidy needed to afford a workforce housing unit, based upon the appropriate Workforce Housing Category, was determined by subtracting the amount of housing that is affordable to the household based on income from the price of the appropriate workforce housing unit. The housing assistance needed per non-residential land use type (per 1,000 square feet) is outlined below in Table I.10: *Need for Workforce Housing Created by Non-Residential Development*.

Table I.10 NEED FOR WORKFORCE HOUSING CREATED BY NON-RESIDENTIAL DEVELOPMENT						
Non-Residential Land Use Type	Construction Employees		Post-Construction Employees		Total Need Demanded by Construction and Post-Construction Employees	
	Housing Units Needed for Employees	Housing Assistance Needed	Housing Units Needed for Employees	Housing Assistance Needed	Total Housing Units Needed	Total Housing Assistance Needed
Per 1,000 Square Feet						
Governmental	0.019	\$809	0.601	\$16,669	0.620	\$17,478
Industrial	0.019	\$809	0.837	\$45,046	0.856	\$45,855
Institutional	0.019	\$809	0.821	\$48,685	0.840	\$49,494
Office	0.019	\$809	1.121	\$52,370	1.140	\$53,179
Retail	0.019	\$809	0.921	\$15,418	0.940	\$16,227
Tourist						
Expansion	0.019	\$809	0.619	\$22,694	0.638	\$23,503
New Development	0.019	\$809	0.952	\$34,917	0.971	\$35,726

TABLE II.1: PRICES OF EXISTING HOME SALES ISLAMORADA AND COMPARATIVE AREAS 2000 TO 2005 (in thousands)						
Year	Islamorada		Marathon		Florida	US
	Average	Median	Average	Median	Median	Median
2000	\$286.9	\$156.8	\$209.7	\$190.2	\$117.6	\$139.0
2001	\$310.5	\$251.9	\$224.5	\$183.9	\$127.7	\$147.8
2002	\$361.8	\$268.2	\$260.5	\$247.5	\$141.7	\$156.2
2003	\$484.3	\$328.6	\$333.7	\$282.9	\$158.4	\$178.8
2004	\$743.6	\$671.4	\$450.4	\$363.2	\$181.9	\$195.4
2005	\$776.2	\$712.5	\$576.4	\$529.2	\$235.1	\$219.6
Rate of Growth	22.0%	35.4%	22.4%	22.7%	14.9%	9.6%

SOURCES: Monroe County Property Appraiser, Florida Board of Realtors and National Association of Realtors.

NOTE: Data for the State of Florida and the United States are for single family homes only.

A. MEDIAN HOUSING PRICES AND MEDIAN HOUSEHOLD INCOMES

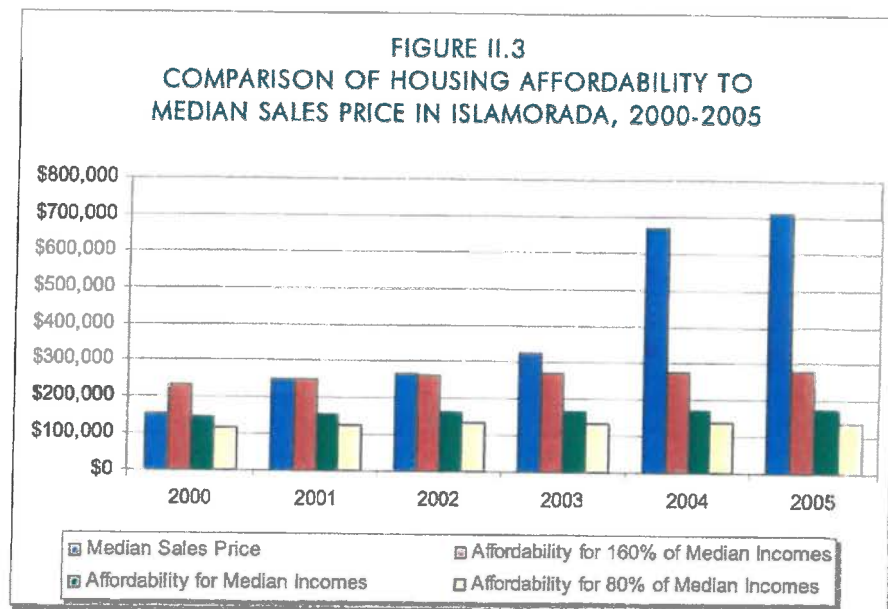
Normally, housing affordability is evaluated by comparing the price of housing for a local real estate market to prevailing wage and salary incomes. A national benchmark for evaluating affordability is whether median household incomes in a community are at the level where the household could afford a median priced home. Typically, affordability of owner-occupied housing is defined as 300 percent of median household income.

As Table II.2: *Monroe County Median Household Income and Median Single Family Housing Prices in Islamorada, 2000-2005*, demonstrates, over the past five years the gap between median household incomes and median housing costs resulted in median priced housing that is not affordable to households earning the area median income and beyond.⁷ In 2000, the median income in Monroe County was \$49,300 and the median price of a home in Islamorada was \$156,757 – approximately 318 percent of median income levels. By 2003, the median income for a household in Monroe County was \$56,500 and the median price of a home in Islamorada was \$328,571 – approximately 582 percent of median income levels. In 2005, the median income for a Monroe County household was \$58,450 and the median price of a home in Islamorada was \$712,500 – approximately 1,219 percent of median income levels. Over the past few five years, the market has priced out all wage earners, except for those at the very highest income levels. See Figure II.2: *Comparison of Median Sales Prices and 300% of Median Household Incomes, 2000-2005*.

⁷ Because median income data is not available for the Village of Islamorada, this analysis uses Monroe County median income data as calculated by the U.S. Department of Housing and Urban Development.

cent of median income. In 2005, the sales price exceeded the housing price affordable to a median household income by more than \$537,150. What this means is that the median priced unit in 2005 is affordable to a household earning \$237,500 - \$179,050 more than the area median income.

Moreover, since 2002, median priced homes have exceeded the price that was affordable to the households earning 160 percent of the area median income. In 2005, the median priced home cost \$431,940 more than a household earning 160 per cent of the area median income could afford. The housing affordability problem is affecting not only households earning the area median income, but also those earning well above the median income.



Source: U.S. Department of Housing and Urban Development and the Monroe County Property Appraiser.

B. HOUSING PRICES ARE FAR OUTPACING INCREASES IN WAGES/INCOME

Housing affordability, however, is a relative concept. When inquiring about affordability, it is necessary to ask the question "affordable with respect to what?" Some suggest that attempting to measure housing prices with some type of median or similar measure can be misleading. They suggest that the relevant question is whether housing is available in the market place within the price ranges that local employees can reasonably afford.

Review of Monroe County employment and wage data in 2005 and data trended to 2006, indicate that housing in the Village of Islamorada is no longer available at prices that much of the local work force can reasonably afford. The data show that even with employment and wage growth,

TABLE II.3:
EMPLOYMENT AND EARNINGS BY INDUSTRY
MONROE COUNTY, 2005-2006

Industry Title	Average Employment	Annual Wage		Florida 2006	'06 Monroe City Wages as % of Statewide Earnings
		2005	2006		
Trade, Transportation, and Utilities	7,636	\$31,256	\$32,616	\$36,053	90.47%
Wholesale Trade	520	\$45,167	\$47,132	\$55,030	85.65%
Retail Trade	5,553	\$27,209	\$28,393	\$26,929	105.44%
Information	457	\$47,952	\$50,038	\$55,045	90.90%
Financial Activities	2,364	\$42,750	\$44,610	\$54,909	81.24%
Finance and Insurance	1,220	\$50,038	\$52,215	\$61,889	84.37%
Real Estate and Rental and Leasing	1,144	\$34,976	\$36,497	\$40,672	89.73%
Professional and Business Services	2,603	\$43,410	\$45,298	\$40,927	110.68%
Education and Health Services	4,049	\$37,743	\$39,385	\$39,672	99.28%
Leisure and Hospitality	11,539	\$23,788	\$24,823	\$20,287	122.36%
Accommodation and Food Services	10,136	\$23,297	\$24,310	\$17,661	137.65%
Other Services	1,472	\$27,466	\$28,661	\$26,923	106.45%
Public Administration	3,132	\$47,605	\$49,676	\$46,542	106.73%

SOURCE: Florida Labor Market Statistics, September 2006. NOTE: 2006 earnings were projected using a 2.9% increase over 2005, which was the 2004-2005 increase.

C. THE SUPPLY OF HOUSING AFFORDABLE TO THE WORKFORCE IS SUBSTANTIALLY DECREASING

The breadth of the housing affordability problem in the Village of Islamorada is further demonstrated by considering the income and housing cost data from the Monroe County Property Appraiser on the sales price of all residential units sold in Islamorada between January 1, 2000 and December 31, 2005. The residential sales are categorized into three types of residential units: single-family detached; condominiums; and mobile homes. There have been a total of 1,373 residential sales recorded by the Monroe County Property Appraiser in Islamorada over this six year period. Of these units sold, the large majority are single-family detached units (59.1%) and condominium units (39%). The balance is mobile home units. See Table II.4: *Types of Residential Units Sold, Islamorada, 2000-2005*.

TABLE II.4:
TYPES OF RESIDENTIAL UNITS SOLD,
ISLAMORADA, 2000-2005

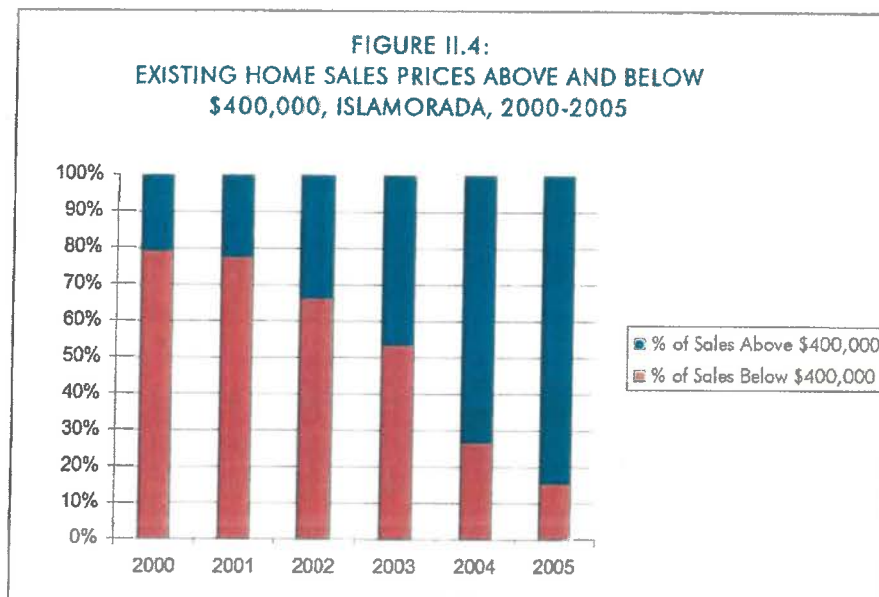
Year	Single-Family Detached	Condominiums	Mobile Homes	Total
2000	22	32	3	57
2001	75	63	2	140
2002	124	92	6	222
2003	183	83	5	271
2004	207	107	3	317
2005	200	159	7	366
TOTAL	811	536	26	1,373
Percent of Total	59.1%	39.0%	1.9%	100.0%

Source: Monroe County Property Appraiser Database

TABLE II.5: EXISTING HOME SALES BY PRICE RANGE VILLAGE OF ISLAMORADA, 2000 - 2005						
Sales Price	2000	2001	2002	2003	2004	2005
Below \$400k	366	317	271	222	140	57
% Below \$400k	79.20%	77.30%	66.30%	53.40%	26.80%	15.40%
% Above \$400k	20.80%	22.70%	33.70%	46.60%	73.20%	84.60%
Single Family	54.60%	65.30%	67.50%	55.90%	53.60%	38.60%
Mobile Home	2.10%	1.00%	2.10%	3.20%	1.80%	8.80%
Condo	46.90%	36.80%	34.30%	48.90%	57.30%	94.10%

Source: Monroe County Property Appraiser Database

The dynamics of home prices in Islamorada are clearly seen in Figure II.4: *Existing Home Sales Prices Above and Below \$400,000, Village of Islamorada, 2000-2005*. Average prices are sharply increasing while the supply of dwellings at the lower end are greatly diminished. The phenomenon is not just a matter of rapid increases in prices of high end units. Rather, it is a general increase in unit prices.



Source: Monroe County Property Appraiser Database

Based on what the housing price, housing sales, and income data for Monroe County and Islamorada show, there is no doubt there is a housing affordability problem in Islamorada today.

Residential and non-residential development in Islamorada places a demand on labor (the workforce) in three ways:

- The first is the construction of the building (i.e., construction employees for both residential and non-residential development);
- The second is the operation and maintenance of the building (i.e., employees for residential development); and
- The third is the use of the structure as designed by the builders (i.e., employees for non-residential development).

All three activities generate employment in Islamorada, and because of the wage levels and existing housing prices, these activities consequently result in a need for affordable workforce housing. The demand for labor (employees) that both residential and non-residential developments create, and the demand these employees place on the need for workforce housing is outlined below.

B. RESIDENTIAL DEVELOPMENT

As is discussed above, residential development in Islamorada has two employment needs:

- The first is for the construction of the residence (construction);
- The second is for the operation and maintenance of that residence, post-construction (post-construction).

As discussed below, both construction and post-construction activities generate employment in Islamorada, and many of these workers typically earn wages and salaries that put them in a position of economic stress in terms of their ability to purchase or rent housing.

1. Demand for Workforce Housing Units

a) Construction Impacts

The construction, expansion, or renovation of buildings requires the employment of contractors and construction workers to do the work. The wages of most of these workers are within a range such that they can not afford housing in Islamorada. The method used to assess the demand for workforce housing created by construction activities involves the following. First, the amount of construction authorized and built in Monroe County over the past four years (measured in square feet) was determined from annual Monroe County Property Appraiser data. Second, the number of construction workers involved in the construction of these buildings was determined using monthly unemployment insurance reports for Monroe County that have data on the number of

development activity, it is possible to derive a reasonable estimate of floor area built by the average construction worker.

Table III.2: *Construction Employment and Need for Housing in Islamorada*, sets out the number of employees needed to construct different size residential units based on the fact that one construction employee builds 859 square feet of space annually (See the column in Table III.2 labeled "Employee Years to Construct Units"). Specifically, the table displays the number of employee years it takes to construct a building of a certain size.

Construction employment is measured in employee years (employee years to construct units). Housing has no such time dimension. Employees will have a definable career and dwellings have an expected life. In estimating the demand construction employees place on a residential unit, it must be recognized that construction employees require housing only during the period of actual construction of the home (even though they live in the community over their career). This must be accounted for in the analysis. The average construction worker career is 40 years. To account for this circumstance, the calculation of construction employee years to construct the unit is therefore divided by 40 to convert to the needed housing over the work career of the employee (See column in Table III.2 labeled "Employees Needed (Over Career of Employee)").

Next, to determine the needed number of residential units these construction employees demand in Islamorada, the employee equivalent is then divided by the average number of employees per dwelling unit that exist today in Islamorada (1.586¹¹) to estimate the fraction of a dwelling unit needed to house the employees engaged in residential construction of homes (See column labeled "Housing Units Needed for Employees"). As shown in Table III.2: *Construction Employment and Need for Housing in Islamorada*, this calculation results in a little over .019 of a dwelling unit demanded for construction employees for every 1,000 square feet of construction.

¹¹ See Appendix B: *Employees Per Household, Monroe County*.

caretakers, butlers, personal trainers, and administrative assistants for the residential unit. The survey also gathered extensive data about selected operational characteristics of residential homes, firms that households contract with to finance and insure homes, as well as the use patterns and demographics of homeowners, which is useful for other policy, planning and research purposes.

The survey was mailed to a sample of 3,000 homeowners in the Village of Islamorada. This includes the population of owners of units in excess of 2,000 square feet, as identified through the Monroe County Property Appraiser records (1,094 total households); a random sample¹² of 48 percent of owners of homes sized within the range of 500 to 2,000 square feet (1,051 total); and a random sample of 63 percent of condominium owners (853 total). Single-family homes below 500 square feet were not included given that many of these are boat pads and similar types of units. A total of 822 surveys were returned for a response rate of 27.5 percent. Of these 822 survey responses, 585 were responded to in full, whereas the remaining surveys lacked responses to some of the survey questions. In conducting analysis on the survey responses, only those surveys that have a response to the related questions in the analysis were used.

For each type of home service the owner uses (homeowners associations, property management companies, independent contractors, on-site caretakers and other directly hired employees), owners were asked to report how much they spend per year on each service and, if known, approximately how many hours employees spent serving their home each year. Annual spending amounts were converted into "full-time equivalents" (FTE) using a combination of wage data and assumptions regarding non-labor costs.¹³ Wage data was based on annualized wage rates for Monroe County for specified industry sectors, as extrapolated from 2004 Quarterly Census of Employment and Wages (QCEW) data.¹⁴ Specific assumptions for individual service providers are as follows:

- Homeowners associations (HOA): A conversion ratio of \$117,390 in homeowners' dues per direct job was assumed. This is based on an assumption of a \$27,475 average wage for HOA employees (Monroe County inflation adjusted 2004 QCEW data – NAICS code 813990) and an assumption that 23.4 percent of HOA costs

¹² The random sample was conducted using SPSS statistical software.

¹³ FTE employees represent the number of workers that would typically be employed to complete the service based on existing employment patterns in the respective industries, which presumably includes a blended hybrid of full-time and part-time employees.

¹⁴ The QCEW data is provided by the U.S. Census Bureau of Labor Statistics, and is available at <http://data.bls.gov/PDQ/outside.jsp?survey=en>

- Long-term rental residences: units owned by the respondent and leased on a long-term basis;
- Other (for the respondent to specify): uses other than those listed above for which the unit is occupied; and
- Vacant: amount of time in which the residence is not occupied.

These survey responses were compiled, and then several hypotheses were tested through regression analysis. The hypotheses tested are whether there is a relationship between the size of a residential unit and the number of operation and maintenance employees that service the unit. The analyses also tested whether there is a difference in this relationship between house size and operation and maintenance employees serving the unit, and whether the unit is occupied by a permanent resident or otherwise used as a secondary residence, vacation rental, business/corporate rental, long-term rental, or other. The hypothesis testing this relationship included 585 survey responses. See Table: III.3: *Number of Survey Responses Used in Analysis of Operations and Maintenance Employees*.

Table III.3: NUMBER OF SURVEY CASES USED IN ANALYSIS OF OPERATIONS AND MAINTENANCE EMPLOYEES	
Survey Cases	Number of Responses
All returned responses	822
Fully completed responses	585
Responses from full-time owner-occupied units	406
Responses from units otherwise occupied	416

The survey results indicate that there are different employment relationships between dwellings occupied by full-time residents and those occupied for all other purposes. The results also indicate there are different employment relationships between units based on the size of the unit. The relationship is expressed mathematically as follows:

$$\text{Employees} = -0.01330 + (-0.03846 * \text{Full-time}) + (0.00006466 * \text{Area})$$

Where:

$$\text{Employees} = \text{Operations and Maintenance Employees}^{15}$$

$$\text{Full-Time} = \text{Residential Unit Occupied by Full-time Resident}$$

$$\text{Area} = \text{Gross Square Feet of Unit}$$

¹⁵ Measured by full-time equivalent employees (FTEs).

WORKFORCE HOUSING NEED CREATED BY RESIDENTIAL UNITS OCCUPIED BY FULL-TIME RESIDENTS ¹⁷					
Unit Size (FT ²)	Employees				
	Construction		Operations & Maintenance		Total Workforce Housing Units Needed (Construction and O&M Employees of Full-Time Resident Units)
	Employees	Workforce Housing Units Needed for Construction Employees	Employees	Workforce Housing Units Needed for O&M Employees of Full-Time Resident Units	
500	0.015	0.009	0.000	0.000	0.009
750	0.023	0.014	0.000	0.000	0.014
1,000	0.030	0.019	0.013	0.008	0.027
1,500	0.045	0.028	0.045	0.029	0.057
2,000	0.060	0.038	0.078	0.049	0.087
2,500	0.075	0.047	0.110	0.069	0.117
3,000	0.090	0.057	0.142	0.090	0.147
3,500	0.105	0.066	0.175	0.110	0.176
4,000	0.120	0.076	0.207	0.130	0.206
4,500	0.135	0.085	0.239	0.151	0.236
5,000	0.150	0.095	0.272	0.171	0.266

¹⁷ Note that the data shown in Table III.5: Workforce Housing Need Created by Residential Units Occupied by Full-Time Residents, are illustrative only. The precise formulae should be used for individual dwellings.

2. Assistance to Address Workforce Housing Need

In fully exploring the need for workforce housing created by residential development, there is one final step. It involves determining the amount of assistance (workforce housing subsidy) that is needed to make housing in the community affordable for the construction and operations/maintenance employee households that build and service residential units.

As is discussed in Section II: *Problem Description*, housing in Islamorada has become unaffordable to not only low-wage earning households, but also to households earning the median household income and much higher. Consequently, the income range of households that need workforce housing assistance in Islamorada is fairly broad. To adequately address the different types of households that need workforce housing assistance, three Workforce Housing Categories are developed in this Study. The intent of the categories is to recognize that households of varying income levels live in units of varying size and price. For example, it is logical that a household earning \$60,000 lives in a different and more expensive house than a household earning \$30,000. These three categories address this issue. These categories are used to better assess workforce housing mitigation at a level that is reflective of the different income categories in the community.¹⁹

The three Workforce Housing Categories were developed using local cost and square footage data on existing affordable units built in Islamorada and the Florida Keys, other communities in Florida, and other resort communities across the nation. These three Workforce Housing Categories identify the size of an appropriate workforce housing unit for each income category, the type of construction, and the cost per square foot to construct the unit based upon local construction costs. Table III.7: *Workforce Housing Categories, Islamorada*, shows the size, type, cost to construct these units, and household and employee income levels that are needed if these prototypical units are to be considered affordable. (See Appendix D: *Shortage (Housing Assistance) Calculations*, for more detail on the incomes that can afford the workforce units in each of these categories.)

¹⁹ The Workforce Housing Categories are not linked in any way to income or occupancy eligibility requirements related to the application for affordable housing units in Islamorada. These categories are intended for use as a tool to determine workforce housing mitigation both in terms of units and housing assistance, and do not serve as eligibility requirements.

a) Affordable Housing Assistance for Construction Employee Households

Once the reasonable cost for a prototypical workforce housing unit is determined, the next step is to identify the amount of assistance that an employee household requires to afford a prototypical unit within their income category. For new residential units, this requires evaluating the subsidy needed for construction employees and operations and maintenance employees.

As is briefly discussed above, according to the employment and household earnings for the construction industry in Monroe County (see Appendix D: *Employment and Household Earnings by Industry*), individual annual construction employee earnings are \$33,800, and annual household earnings are \$53,590. Based on these earnings, a construction employee household could reasonably afford to spend \$182,792 for housing. As mentioned in the previous section and based upon their income, construction employee households qualify for Category 2 affordable housing that is estimated to cost \$225,500. Given the construction employee household earnings and the maximum housing cost that a construction employee household could afford (\$182,792), Category 2 level of housing requires \$42,708 of workforce housing assistance per worker household to afford a unit. In other words, the difference between the cost of a Category 2 house (\$225,500) and the maximum housing cost that a construction employee household can afford (\$182,792) is the affordable housing assistance needed for a construction employee household to afford a unit (\$42,708). See Table III.8: *Housing Affordability for Construction Employees* shown below.

²¹ For those incomes that are within a modest range above or below the maximum cut off of a Workforce Housing Category, professional judgment has been used to determine the appropriate Workforce Housing Category for the employee household.

TABLE III.10: OPERATIONAL AND MAINTENANCE EMPLOYEE INCOME, MONROE COUNTY			
	Weight	Individual	Household
Construction	17.5%	\$33,800	\$53,590
Financial Activities	5.0%	\$44,610	\$70,729
Prof & Business Services	37.5%	\$45,298	\$71,821
Education & Health Services	15.0%	\$39,385	\$62,445
Other Services	25.0%	\$28,661	\$45,442
Blended	100.0%	\$38,205	\$60,575

Based upon their income, operations and maintenance employee households qualify for Category 2 affordable housing that is estimated to cost \$225,500. Given that operations and maintenance employee households earn \$60,575 and the maximum housing cost that a construction employee household could afford is \$206,616, Category 2 level of housing would require \$18,884 of workforce housing assistance per operations and maintenance worker household to afford a unit. In other words, the difference between the cost of a Category 2 house (\$225,500) and the maximum housing cost that a construction employee household can afford (\$206,616) is the workforce housing assistance needed for an operations and maintenance employee household to afford a unit (\$18,884). See Table III.11: *Housing Affordability for Construction Employees* shown below.

TABLE III.11: HOUSING AFFORDABILITY FOR OPERATIONS AND MAINTENANCE EMPLOYEES	
Operations and Maintenance Earnings	\$38,205
Employees per Household ²⁴	1.586
Operations and Maintenance Employee Household Earnings	\$60,575
Maximum Housing Cost for Operations and Maintenance Employee Household ²⁵	\$206,616
Available Housing Cost (Category 2)	\$225,500
Assistance Subsidy per Units Needed for Operations and Maintenance Employee Household	\$18,884

The housing assistance needed by unit size is shown in Table III.12: *Operations and Maintenance Employment and Need for Housing in Islamorada*.

²⁴ See Appendix B: *Employees per Household, Monroe County*, for an explanation of the calculation used to result in this figure.

²⁵ The maximum housing cost for an operations and maintenance employee household is calculated by dividing the operations and maintenance employee household earnings (\$60,575) by the income ratio (29.32%) to determine the cost of housing that is affordable to a construction employee household.

Area = square Feet of Residential Unit

O&M Employee Households = O&M Employees ÷ 1.586

O&M Assistance Needed = O&M Employee Households Needing Assistance * \$18,884

Total Units Needed = Needed Units for Construction Employee Households + Needed Units for O&M Employee Households

Total Assistance Needed = Construction Assistance Needed + Operations and Maintenance Assistance Needed

What this formula shows is that the degree of need for workforce housing can be determined either by a workforce housing unit (or fraction thereof) that needs to be built for residential development, or workforce housing assistance amount that needs to be paid to provide a sufficient amount of funds for those employees (or fraction thereof) in need of workforce housing, so they can afford housing at a reasonable price.

Because workforce housing need is based on the size of the home and the residency status of the home, the formula will need to be applied to each residential unit, individually, based on its size (square footage) and residency status. Tables III.13: *Workforce Housing Need Created by Residential Development of Units Occupied by Full-Time Residents* and Tables III.14: *Workforce Housing Need Created by All Other Residential Units*, however, provides examples of workforce housing need for varying sized residential units, both in terms of actual workforce housing units (or a fraction thereof), and workforce housing assistance.

Table III.1.4:
WORKFORCE HOUSING NEED CREATED BY ALL OTHER RESIDENTIAL UNITS²⁷

Unit Size (FT ²)	Construction			Operations & Maintenance of All Other Residential Units			Total Workforce Housing Units Needed (Construction & O&M Employees)	Total Workforce Housing Assistance for Employees (Construction & O&M Employees)
	Employees	Housing Units Needed	Housing Assistance for Construction Employees	Employees	Housing Units Needed	Housing Assistance for Operations and Maintenance Employees		
500	0.015	0.009	\$405	0.019	0.012	\$227	0.021	\$631
750	0.023	0.014	\$607	0.035	0.022	\$419	0.036	\$1,026
1,000	0.030	0.019	\$809	0.051	0.032	\$612	0.051	\$1,421
1,500	0.045	0.028	\$1,214	0.084	0.053	\$997	0.081	\$2,210
2,000	0.060	0.038	\$1,618	0.116	0.073	\$1,382	0.111	\$3,000
2,500	0.075	0.047	\$2,023	0.148	0.094	\$1,767	0.141	\$3,790
3,000	0.090	0.057	\$2,427	0.181	0.114	\$2,152	0.171	\$4,579
3,500	0.105	0.066	\$2,832	0.213	0.134	\$2,537	0.201	\$5,369
4,000	0.120	0.076	\$3,236	0.245	0.155	\$2,922	0.231	\$6,158
4,500	0.135	0.085	\$3,641	0.278	0.175	\$3,307	0.260	\$6,948
5,000	0.150	0.095	\$4,045	0.310	0.196	\$3,692	0.290	\$7,738

²⁷ Note that the data shown in Table III.1.4: Workforce Housing Need Created by All Other Units, are illustrative only. The precise formula should be used for individual dwellings.

C. NON-RESIDENTIAL DEVELOPMENT

The other basic sector in Islamorada that employs workers is nonresidential development. This includes offices, retail establishments, industrial businesses, tourist/recreational services, institutional uses, and government facilities. Non-residential development places a demand on labor (the workforce) in two ways:

- The first is the construction of the building (i.e., construction employees for both residential and non-residential development).
- The second is the employees who work at a structure constructed by the builders (i.e., employees of the non-residential activity in the building).

Construction employees construct the nonresidential buildings. All different types of employees work at the building after it is complete. Both activities generate employment in Islamorada, and because of the wage levels and existing housing prices, a number of these activities create a need for workforce housing. The demand for labor (employees) that non-residential development creates, and the demand these employees place on the need for workforce housing is outlined below.

1. Construction Impacts

As is discussed in Section III.B.1: *Construction Impacts*, the construction, expansion, or renovation of buildings requires the employment of contractors and construction workers to do the work. The method used to assess the demand for workforce housing created by construction activities involves the following. First, the amount of construction authorized and built in Monroe County over the past 4 years (measured in square feet) was determined from annual Monroe County Property Appraiser data. Second, the number of construction workers involved in the construction of these buildings was determined using monthly unemployment insurance reports for Monroe County that have data on the number of local construction workers. This data is expressed in person years for 2002-2005. Third, and based upon the amount of square footage built and the number of construction workers needed to construct these buildings, the actual amount of a building (in square feet) a construction employee builds in a year was determined.²⁸ Table III.15: *Residential and Non-Residential Construction (square feet) and Construction Employment, Monroe County*,

²⁸ For purposes of this calculation, the analysis includes all employees that work in the construction industry, not just those engaged in the physical construction of the structure. For example, an employee installing water or wastewater lines is considered to be engaged in constructing new development as much as those directly involved with the erection a building.

construction employee years to construct the non-residential development is therefore divided by 40 to convert to the needed housing over the work career of the employee (See column in Table III.16 labeled "Employees Needed (Over Career of Employee)").

Next, to determine the needed number of residential units these construction employees demand in Islamorada, the employee equivalent is then divided by the average number of employees per dwelling unit that exist today in Islamorada (1.586³⁰) to estimate the fraction of a dwelling unit needed to house the employees engaged in residential construction of homes (See column labeled "Housing Units Needed for Employees"). As shown in Table III.16: *Construction Employment and Need for Housing in Islamorada*, this calculation results in a little over .019 of a dwelling unit demanded for construction employees for every 1,000 square feet of construction.

Table III.16: CONSTRUCTION EMPLOYMENT AND NEED FOR HOUSING IN ISLAMORADA			
Building Size	Employee Years to Construct Non-Residential Development	Employees Needed (Over Career of Employee)	Housing Units Needed for Employees
500	0.601	0.015	0.009
750	0.901	0.023	0.014
1,000	1.201	0.030	0.019
1,500	1.802	0.045	0.028
2,000	2.403	0.060	0.038
2,500	3.004	0.075	0.047
3,000	3.604	0.090	0.057
3,500	4.205	0.105	0.066
4,000	4.806	0.120	0.076
4,500	5.406	0.135	0.085
5,000	6.007	0.150	0.095

2. Post Construction Impacts

The employment impacts on non-residential development, once the building is constructed, comes from the employees that work at the businesses/land uses that use the buildings. In determining the need for affordable housing created by nonresidential development, post-construction, the analysis went through four steps.

First, all nonresidential development was categorized into 8 land use categories, as defined by the Florida Department of Revenue codes. Each

³⁰ See Appendix B: *Employees Per Household, Monroe County*.

and Hospitality; Other Services (which includes operation and maintenance employees); and Government.

The industrial sectors were assigned to the 8 land use categories, based on the description of employment activities related to land uses and related principles found in the *Standard Industrial Classification Manual* (published by the US Government Printing Office); the classic *Land Use Information Systems* (Clawson and Stewart, by Resources for the Future, 1965); *Planner's Estimating Guide: Projecting Land-Use and Facility Needs* (A. C. Nelson, Chicago: Planners Press, 2004); and *Standard Land Use Coding Manual*, (Urban Renewal Administration and Bureau of Public Roads, Government Printing Office, 1965). The percentage assignment of employment for each industry to the corresponding land use categories is set out in Table III.17: *Assignment of Industries to Land Use Categories, Monroe County*.³¹

Table III.17:
PERCENTAGE ASSIGNMENT OF INDUSTRIES TO LAND USE CATEGORIES, MONROE COUNTY

Land Use	Govern- mental	Industrial	Instituti onal	Office	Other	Retail	Residence	Tourist/ Recreational	No Location
Natural Resource & Construction*		15.0%		10.0%			24.0%		51.0%
Manufacturing		75.0%		15.0%	10.0%				
Wholesale Trade ³²		70.0%		10.0%		20.0%			
Retail Trade ³³						90.0%		10.0%	
Trade, Transport & Utilities	15.0%	50.0%		15.0%	10.0%	10.0%			
Information		35.0%		35.0%	10.0%	10.0%			10.0%
Financial Activities		10.0%	20.0%	58.5%		5.0%	6.5%		
Prof. & Bus Services		11.0%	10.0%	30.0%		5.0%	44.0%		
Education & Health Services	30.0%		30.0%	23.7%		5.0%	11.3%		
Leisure & Hospitality					10.0%	20.0%		70.0%	
Other Services		10.0%	10.0%	10.0%	10.0%		46.7%	10.0%	3.3%
Government	90.0%			10.0%					

* For historical data, The Florida Agency for Workforce Innovation reports natural resource industries with construction. For 2005, Monroe County reported 105 individuals employed in mining, indicating that 96% of employees in Natural Resources and Construction are construction employees.

Then, using the percentage assignments of industry employment to land use classifications, the number of employees for each industry was translated into employees per land use categories. See Table III.18: *Estimated Industry Employment by Land Use Categories, Monroe County*.

³¹ It should be noted that some employees, like construction workers, do not work at specific locations. These employees are assigned to the "No Location" category.

³² Wholesale trade is broken out from the broader category of Trade, Transport & Utilities. See Appendix D: *Employment and Household Earnings by Industry*.

³³ Retail trade is broken out from the broader category of Trade, Transport & Utilities. See Appendix D: *Employment and Household Earnings by Industry*.

TABLE III.19 FLOOR AREA AND EMPLOYMENT BY LAND USE CATEGORY, FLOOR AREA PER EMPLOYEE, MONROE COUNTY						
	2001	2002	2003	2004	2005	Typical FT ² Over Period
Government						
Square Ft		4,303,124	3,698,871	4,475,274	4,907,524	
Employment	4,447	4,417	4,523	4,356	4,268	
Square Ft Per Employee		974	818	1,027	1,150	1,049
Industrial						
Square Ft		1,946,221	1,343,901	1,837,525	1,957,005	
Employment	2,625	2,576.64	2,558	2,501	2,541	
Square Ft Per Employee		755.33	525.27	734.72	770.07	753
Institutional						
Square Ft		1,530,746	1,343,901	1,677,183	1,675,718	
Employment	2,117	2,144.30	2,218	2,112	2,098	
Square Ft Per Employee		713.87	606.04	793.97	798.72	769
Office						
Square Ft		2,138,672	2,185,012	2,531,368	2,566,490	
Employment	4,814	4,2615	4,396	4,295	4,309	
Square Ft Per Employee		502	457	589	596	563
Retail						
Square Ft		5,356,420.85	5,163,367	5,817,640	5,730,691	
Employment	8,592	8,422.25	8,302	8,198	8,062	
Square Ft Per Employee		635.98	621.92	709.64	710.80	685
Tourist						
Accommodation Expansion or Re-Development						
Floor Area		4,765,792	3,834,821	4,761,362	4,761,362	4,553,171
Employees	4,976	4,592	4,728	4,855	4,570	
Fi ² per Employee		1,037.96	811.09	980.81	1,041.87	1,019
New Tourist Development						
Square Ft		6,275,497.50	4,952,982.50	5,960,111.50	5,703,320.00	
Employment	9,285	9,095.80	9,125	9,196	8,783	
Square Ft Per Employee		689.93	542.80	648.15	649.37	663
Other						
Employment	1,615	1,566.40	1,570	1,580	1,535	1,615

SOURCE: Monroe County Property Appraiser and Table III.19: Percentage Assignment of Industries to Land Use Categories.

This analysis shows that the square feet per employee ratios have increased slightly over the time period for each land use category with some fluctuations. The typical square footage per employee for each land use

III.B.2, Assistance to Address Workforce Housing Need). The intent of the categories is to identify the type of unit that is appropriate for the level of income identified in each of the three categories. For example, it is logical to think that a household earning \$60,000 lives in a larger and more expensive house than a household earning \$30,000. These three categories address this issue. These categories are used to better assess workforce housing mitigation at a level that is reflective of the different income categories in the community.

Table III.21: Workforce Housing Categories, Islamorada outlines the specific costs and unit sizes for each of the three Workforce Housing Categories. (See Appendix C: Shortage (Housing Assistance) Calculations, for more detail on the incomes that can afford the workforce units in each of these categories.)

TABLE III.21 WORKFORCE HOUSING CATEGORIES, ISLAMORADA			
	Category 1	Category 2	Category 3
Area (FT ²)	500	700	900
Construction Type	Modular	Modular	Modular
Housing Unit Type	Multi-Family Attached	Multi-Family Attached	Multi-Family Attached
Number of Bedrooms	1	2	3
Construction Cost per FT	\$175	\$175	\$175
Construction Cost	\$87,500	\$122,500	\$157,500
Site Prep	\$40,000	\$40,000	\$40,000
Land	\$45,000	\$63,000	\$81,000
Total	\$172,500	\$225,500	\$278,500
Income Required to Afford a Unit			
Income Ratio for Determining Housing Affordability	29.32%	29.32%	29.32%
Annual Household Income Needed to Purchase Unit	\$50,573	\$66,578	\$82,584
Income per Worker in Household	\$31,897	\$41,992	\$52,087

As Table III.21 shows, the type of construction and the cost per square foot to construct the units are the same for all three Workforce Housing Categories. The variation in unit costs is solely dependent upon the size of the unit. The cost shown is a turn-key cost of production under prevailing market conditions. Table III.21 also shows the differences in both household and employee income levels that are needed to make the prototypical units affordable (in Table III.21, see "Annual Household Income Needed to Purchase the Unit").

Next, and for the purposes of measuring the assistance needed to make units affordable to members of the workforce earning different income levels, the household income levels were evaluated for the different members of the workforce (see Appendix D: *Employment and*

TABLE III.23 HOUSING AFFORDABILITY FOR CONSTRUCTION EMPLOYEES	
Construction Earnings	\$33,800
Employees per Household ³⁶	1.586
Construction Employee Household Earnings	\$53,590
Maximum Housing Cost for Construction Employee Household ³⁷	\$182,792
Available Housing Cost (Category 2)	\$225,500
Assistance Subsidy per Units Needed for Construction Employee Household	\$42,708

The housing assistance for construction employees, by unit size, is shown in Table III.24: *Construction Employment and Need for Housing in Islamorada*.

Table III.24: CONSTRUCTION EMPLOYMENT AND NEED FOR HOUSING, ISLAMORADA				
Building Size	Employee Years to Construct Units	Employees Needed (Over Career of Employee)	Housing Units Needed for Employees	Housing Assistance Needed per Unit
500	0.601	0.015	0.009	\$405
750	0.901	0.023	0.014	\$607
1,000	1.201	0.030	0.019	\$809
1,500	1.802	0.045	0.028	\$1,214
2,000	2.403	0.060	0.038	\$1,618
2,500	3.004	0.075	0.047	\$2,023
3,000	3.604	0.090	0.057	\$2,427
3,500	4.205	0.105	0.066	\$2,832
4,000	4.806	0.120	0.076	\$3,236
4,500	5.406	0.135	0.085	\$3,641
5,000	6.007	0.150	0.095	\$4,045

b) Workforce Housing Assistance for Post-Construction Employee Households

As is outlined earlier, based on the household earnings identified in Table III.18: *Estimated Industry Employment by Land Use Categories, Monroe County*, the employees in the post-construction land use categories were aligned with the Workforce Housing Categories identified in Table III.25: *Workforce Housing Categories for Non-Residential Post-Construction Employment by Land Use Category*.

³⁶ See Appendix B: *Employees per Household, Monroe County*, for an explanation of the calculation used to result in this figure.

³⁷ The maximum housing cost for a construction employee household is calculated by dividing the construction employee household earnings (\$53,590) by the income ratio for determining housing affordability (29.32%).

Table III.26
POST-CONSTRUCTION HOUSING AFFORDABILITY GAP BY LAND USE, MONROE COUNTY

	Non-Residential FT ² per Employee	Income per Household	Affordability Limit ³⁸	Housing Cost for Prototypical Unit	Housing Assistance Needed	Assistance Needed per FT ² of Non-Residential Development
Government	1,049	\$73,518	\$250,764	\$278,500	\$27,736	\$16.67
Industrial	753	\$65,872	\$224,686	\$278,500	\$53,814	\$45.05
Institutional	769	\$64,258	\$219,179	\$278,500	\$59,321	\$48.68
Office	563	\$67,956	\$231,794	\$278,500	\$46,706	\$52.37
Retail	685	\$45,664	\$155,757	\$172,500	\$16,743	\$15.42
Tourist						
Accommodation Expansion	1,019	\$39,819	\$135,819	\$172,500	\$36,681	\$22.69
New Development	663	\$39,819	\$135,819	\$172,500	\$36,681	\$34.92

Table III.27: *Post Construction Housing Affordability Gap by Land Use, Islamorada*, shows the employees, employee households, and housing assistance needed based on 1,000 square feet of development for each land use.

Table III.27 POST CONSTRUCTION HOUSING AFFORDABILITY GAP BY LAND USE, ISLAMORADA			
	per 1,000 FT ²		Gap per 1,000 FT ²
	Employees	Households	
Government	0.953	0.601	\$16,669
Industrial	1.327	0.837	\$45,046
Institutional	1.301	0.821	\$48,685
Office	1.778	1.121	\$52,370
Retail	1.460	0.921	\$15,418
Tourist			
Accommodation Expansion	0.981	0.619	\$22,694
New Development	1.509	0.952	\$34,917

4. Summary of Need for Workforce Housing by Housing Units

Table III.28: *Need for Workforce Housing Created by Non-Residential Development, Monroe County*, summarizes the total workforce housing unit need for non-residential development for both construction and post-construction employees by land use.

³⁸ The maximum housing cost for an employee household is calculated by dividing the employee household earnings by the income ratio for determining housing affordability (29.32%).

$(0.821 * \text{Square Feet of Development}) \div 1,000$
Assistance Needed = Square Feet of Development * \$49.49

Office Land Use Employees' Workforce Housing Need
Workforce Housing Units Needed for Office Employees =
 $(1.121 * \text{Square Feet of Development}) \div 1,000$
Assistance Needed = Square Feet of Development * \$53.17

Retail Land Use Employees' Workforce Housing Need
Workforce Housing Units Needed for Retail Employees =
 $(0.921 * \text{Square Feet of Development}) \div 1,000$
Assistance Needed = Square Feet of Development * \$16.22

Tourist Land Use Employees' Workforce Housing Need:

Accommodation Expansion or Redevelopment Need
Workforce Housing Units Needed for Industrial Employees =
 $(0.619 * \text{Square Feet of Development}) \div 1,000$
Assistance Needed = Square Feet of Development * \$23.50

New Tourist Development Need
Workforce Housing Units Needed for Industrial Employees =
 $(0.952 * \text{Square Feet of Development}) \div 1,000$
Assistance Needed = Square Feet of Development * \$35.72

TOTAL UNITS NEEDED = Units Needed for Construction Employee Households + Units Needed for Employees (by Appropriate Land Use Category)

TOTAL ASSISTANCE NEEDED = Construction Assistance Needed + Assistance Needed for Units by Appropriate Land Use Category

What these formulae shows is that the degree of need for workforce housing from non-residential development can be determined either by workforce housing unit(s) (or a fraction thereof), or a workforce housing assistance amount that needs to be paid to provide funds for those employees (or fraction thereof) in need of workforce housing.

Because workforce housing need for non-residential development is based on the size and type of the non-residential development, the formula for the appropriate land use will need to be applied to each non-residential development, individually, based on its size (square footage). Table III.29: *Need for Workforce Housing Created by Non-Residential Development*, however, provides examples of workforce housing need for varying sized non-residential buildings, both in terms of the need for workforce housing units (or a fraction thereof), and workforce housing assistance.

APPENDIX A: RESIDENTIAL SALES, VILLAGE OF ISLAMORADA, 2000-2005

TABLE A.1: RESIDENTIAL SALES, ISLAMORADA 2000-2005 ³⁹								
Selling Price	Single Family		Condominium		Mobile Home		Total	
	Number	%	Number	%	Number	%	Number	%
< \$50,000								
2000	6	1%	6	1%	0	0%	12	3%
2001	13	3%	1	2%	0	0%	23	6%
2002	21	5%	8	2%	0	0%	29	7%
2003	6	1%	10	2%	0	0%	16	4%
2004	3	1%	4	1%	0	0%	7	1%
2005	2	1%	0	0%	0	0%	2	1%
\$50,001-\$100,000								
2000	13	3%	26	6%	3	1%	42	9%
2001	12	3%	19	5%	0	0%	31	8%
2002	14	3%	5	1%	3	1%	22	5%
2003	9	2%	8	2%	0	0%	17	4%
2004	7	1%	2	0%	0	0%	9	2%
2005	5	1%	3	1%	0	0%	8	2%
\$100,001-\$150,000								
2000	34	7%	45	10%	2	0%	81	18%
2001	15	4%	37	9%	2	0%	54	13%
2002	15	4%	15	4%	0	0%	30	7%
2003	5	1%	8	2%	3	1%	16	4%
2004	8	2%	5	1%	0	0%	13	2%
2005	0	0%	1	0%	0	0%	1	0%
\$150,001-\$200,000								
2000	48	10%	63	14%	0	0%	111	24%
2001	36	9%	20	5%	1	0%	57	14%
2002	29	7%	22	5%	1	0%	52	13%
2003	8	2%	9	2%	1	0%	18	4%
2004	4	1%	11	2%	2	0%	17	3%
2005	0	0%	1	0%	0	0%	1	0%
\$200,001-\$250,000								
2000	28	6%	10	2%	1	0%	39	8%
2001	35	9%	3	1%	0	0%	38	9%
2002	31	8%	19	5%	1	0%	51	12%
2003	14	3%	24	6%	0	0%	38	9%
2004	6	1%	12	2%	0	0%	18	3%
2005	1	0%	1	0%	1	0%	3	1%
\$250,001-\$300,000								
2000	29	6%	5	1%	0	0%	34	7%

³⁹ Due to rounding, the sum of the percentages for each housing type in each row may not equal the total percentage at the end of the row.

TABLE A.1: RESIDENTIAL SALES, ISLAMORADA 2000-2005 ³⁹								
Selling Price	Single Family		Condo/Townhome		Mobile Home		Total	
	Number	%	Number	%	Number	%	Number	%
2003	12	3%	5	1%	0	0%	17	4%
2004	9	2%	0	0%	0	0%	9	2%
2005	9	2%	3	1%	1	0%	13	4%
\$600,001-\$650,000								
2000	1	0%	3	1%	0	0%	4	1%
2001	7	2%	4	1%	0	0%	11	3%
2002	11	3%	1	0%	0	0%	12	3%
2003	15	4%	2	0%	0	0%	17	4%
2004	20	4%	1	0%	0	0%	21	4%
2005	13	4%	4	1%	0	0%	17	5%
\$650,001-\$700,000								
2000	9	2%	3	1%	0	0%	12	3%
2001	5	1%	3	1%	0	0%	8	2%
2002	11	3%	0	0%	0	0%	11	3%
2003	13	3%	4	1%	0	0%	17	4%
2004	14	3%	0	0%	0	0%	14	3%
2005	6	2%	15	4%	0	0%	21	6%
>\$700,000								
2000	31	7%	1	0%	0	0%	32	7%
2001	24	6%	4	1%	0	0%	28	7%
2002	46	11%	3	1%	0	0%	49	12%
2003	82	20%	11	3%	0	0%	93	22%
2004	231	44%	36	7%	0	0%	267	51%
2005	147	40%	40	11%	0	0%	187	51%
All Units								
2000	285	62%	170	37%	7	2%	462	100%
2001	285	70%	122	30%	3	1%	410	100%
2002	303	74%	101	25%	5	1%	409	100%
2003	282	68%	128	31%	6	1%	416	100%
2004	386	74%	134	26%	3	1%	523	100%
2005	232	63%	133	36%	4	1%	369	100%
Grand Total	1,773	68%	788	30%	28	1%	2,589	100%

Source: Monroe County Property Appraiser

APPENDIX B: EMPLOYEES PER HOUSEHOLD, MONROE COUNTY

Table B.1: EMPLOYED PERSONS PER HOUSEHOLD	
<i>Monroe County</i>	
Total Households	35,106
Households with Earnings (may have multiple workers)	27,689
Households without Earnings	7,417
Labor Force (some not employed, such as retirees)	45,192
Number Employed	43,901
Workers per Household	1.632
Employed Workers per Household	1.586
<i>Islamorada, Village of Islands</i>	
Persons per Household (all households)	2.100
Persons per Household Where One or More Person(s) is Employed	2.560
Persons per Household Where No Persons are Employed	1.890

SOURCE: US Bureau of the Census' American Factfinder <http://factfinder.census.gov>.

US Bureau of the Census Public Use Micro-Sample, and Florida Agency for
Workforce Innovation, Labor Market Statistics.

The focus of the Support Study is to determine the need created for workforce housing for the workforce by residential and non-residential development. In order to determine employed workers per household, recent census data was reviewed related to the number of households and employees in Monroe County. (See Table B.1: Employed Persons per Household.) To determine the average number of employed workers per household from this data, the number of persons employed was divided by households with earnings. The calculation is as follows:

$$\text{Number Employed} \div \text{Households with Earnings} = \text{Employed Workers per Household}$$

or

$$43,901 \div 27,689 = 1.586$$

Additional data is provided here that illustrates the average number of persons per household in Islamorada for all households, for households with one or more employed persons, and for households with no employed persons.

APPENDIX C: SHORTAGE (HOUSING ASSISTANCE) CALCULATIONS

Employee Income Needed to Afford Each of the Prototypical Residential Units in the Workforce Affordability Categories.

To determine the annual employee income needed to afford a residential unit in each of the four categories of workforce housing in Islamorada, an analysis was conducted determining what expenses the employee household incurs to purchase and finance a prototypical residential unit. In the analysis, it is assumed the employee makes a down payment of 3% on the purchase of the home, and takes out a 30 year mortgage at an interest rate of 5.93 percent a year. It is also assumed that the maximum monthly expenses on housing incurred by the employee do not exceed 30 percent of income. Table C.1: *Income Needed to Afford Housing*, outlines the expenses incurred (and assumed) for each category of workforce housing. It shows an annual employee income of \$39,468 is needed to be able to reasonably afford a residential unit priced at \$212,250 (Category 1); an annual employee income of \$43,607 is needed to afford a residential unit priced at \$233,980 (Category 2); an annual employee income of \$47,039 is needed to afford a residential unit priced at \$252,000 (Category 3); and an annual employee income of \$62,182 is needed to afford a residential unit priced at \$331,500 (Category 4).

TABLE C.1: INCOME NEEDED TO AFFORD WORKFORCE HOUSING			
CALCULATION OF AFFORDABILITY			
	Category 1	Category 2	Category 3
Purchase Price	\$172,500	\$225,500	\$278,500
Down Payment	3.00%	3.00%	3.00%
Loan Term	30	30	30
Interest Rate	5.93%	5.93%	5.93%
Points	2.00%	2.00%	2.00%
Mortgage Insurance	0.60%	0.60%	0.60%
Taxes & Insurance	1.83%	1.83%	1.83%
Other Closing Costs	3.00%	3.00%	3.00%
Cash to Close	\$13,697	\$17,905	\$22,113
Mortgage	\$167,325	\$218,735	\$270,145
Mortgage Payment	\$996	\$1,302	\$1,608
Mortgage Insurance	\$84	\$109	\$135
Taxes & Insurance	\$185	\$253	\$322
Total Monthly	\$1,264	\$1,664	\$2,065
Income Ratio for Determining Housing Affordability	30.00%	30.00%	30.00%
Minimum Monthly Income	\$4,214	\$5,548	\$6,882
Annual Household Income Needed to Purchase Unit	\$50,573	\$66,578	\$82,584
Workers per Household	1.586	1.586	1.586
Income per Worker in Household	\$31,897	\$41,992	\$52,087

APPENDIX D: EMPLOYMENT AND HOUSEHOLD EARNINGS BY INDUSTRY

Earnings of Monroe County economically active households are shown below in Table D.1: *Employment and Household Earnings by Industry, Monroe County, 2006*. These wages are used to estimate the wages of employees that construct and operate and maintain residential units, and that construct and work within non-residential developments. The average annual wages for 2005 were used to project 2006 wages using a 2.9% increase over 2005, which was the 2004-2005 increase. The household earnings shown in the last column of the table are the individual employee earnings multiplied by the number of employed persons per household with earnings (1.586⁴⁰). This calculation excludes households that do not have at least one person employed. Not having anyone employed could be due to retirement, disability or unemployment. Regardless of reason, all employed without a person employed are excluded from the definition of economically active households used herein. This method of estimating economically active household income basically assumes that the earnings of the secondary worker in a household will be similar to those of the primary worker.

TABLE D.1 EMPLOYMENT AND HOUSEHOLD EARNINGS BY INDUSTRY MONROE COUNTY, 2005-2006				
Industry Title	Average Employment	Annual Wage		Household Earnings
		2005	2006	
Total, All Industries	35,895	\$32,788	\$34,214	\$54,412
Goods-Producing	2,613	\$32,352	\$33,759	\$53,689
Agriculture, Forestry, Fishing and Hunting	102	\$33,145	\$34,587	\$54,837
Construction	2,226	\$32,391	\$33,800	\$53,590
Manufacturing	285	\$31,764	\$33,146	\$52,553
Service-Providing	33,282	\$32,823	\$34,251	\$54,305
Trade, Transportation, and Utilities	7,636	\$31,256	\$32,616	\$51,712
Wholesale Trade	520	\$45,167	\$47,132	\$74,728
Retail Trade	5,553	\$27,209	\$28,393	\$45,017
Information	457	\$47,952	\$50,038	\$79,335
Financial Activities	2,364	\$42,750	\$44,610	\$70,729
Finance and Insurance	1,220	\$50,038	\$52,215	\$82,787
Real Estate and Rental and Leasing	1,144	\$34,976	\$36,497	\$57,867
Professional and Business Services	2,603	\$43,410	\$45,298	\$71,821
Education and Health Services	4,049	\$37,743	\$39,385	\$62,445
Leisure and Hospitality	11,539	\$23,788	\$24,823	\$39,357
Accommodation and Food Services	10,136	\$23,297	\$24,310	\$38,544
Other Services	1,472	\$27,466	\$28,661	\$45,442
Public Administration-Government	3,132	\$47,605	\$49,676	\$79,002

SOURCE: Florida Labor Market Statistics, September 2006.

⁴⁰ See Appendix B: Employees per Household, Monroe County.



Local Planning Agency Communication

To: Local Planning Agency Chair and Agency Members
From: Jennifer DeBoisbriand , Planning Director
Date: September 11, 2023
Subject: Ordinance Amendment Considering the Request of Integra Real Estate to Amend the Zoning Map of Parcel 00097000-000000

Background:

The applicant, Integra Real Estate, LLC, has submitted a map amendment application requesting an approval for a Zoning Map Amendment from Native Residential (NR) District to Tourist Commercial (TC) District on the subject property, located at 79775 Overseas Highway (RE #00097000-000000), comprising 4.93 acres. The current use of the property is residential. The applicant/owner intends to pursue transferring 30 motel units from 82200 Overseas Highway (RE #00399601-000000) to the subject property. This Zoning Map amendment has a companion application for a FLUM Amendment, which proposes a change from Residential Conservation (RC) to Mixed-Use (MU), and the Map amendment cannot be approved without approval of the companion FLUM Amendment. The applicant's agent Bart Smith has submitted a letter detailing the map amendment request.

The subject property currently has an existing Native Residential (NR) Zoning designation. Due to the location of the property, there are no surrounding properties. The closest property is to the North, Bud & Mary's Marina and is designated Marine Use (MR). The character of the subject property is a single-family residence.

Analysis:

The proposed Zoning Map amendment, from a Native Residential (NR) District to a Tourist Commercial (TC) District in conjunction with the companion application for a FLUM Amendment from a Residential Conservation (RC) to Mixed-Use (MU) designation, would allow the applicant/owner to pursue transferring the motel units to the subject property.

Pursuant to Section 30-693 the purpose of the Tourist Commercial (TC) zoning district is to accommodate existing tourist lodging, tourist attractions and supportive facilities. Hotels or motels having more than 25 rooms, but less than 50 rooms are allowed with a minor conditional use. Any future development of the subject property would require site plan application approval and a minor conditional use permit, this will ensure that the subject property meets the standards of review of the Comprehensive Plan and the Land Development Regulations (LDRs), including but not limited to: requirements for minimum open space; habitat preservation, concurrency management and level of service (LOS) standards for transportation, infrastructure, wastewater, stormwater and other public services; off-street parking and internal circulation; required setbacks; landscaping, dedicated conservation easements for existing habitat; on-site and off-site improvements and design amenities required to achieve land use compatibility for the surrounding land uses and zoning districts.

Compatibility with Comprehensive Plan Policies:

- ☐ Policy 1-2.1.14, Criteria for Future Land Use Map (FLUM) Amendments
- ☐ Policy 1-2.4, Recognize Mixed Use Development Patterns
- ☐ Policy 1-2.4.5: Standards Applicable to Non-Residential Uses in the MU Designation
- ☐ Objective 1-4.6: Prevent Proliferation of Urban Sprawl

Comprehensive Plan Policy 1-2.1.14, Criteria for Future Land Use Map (FLUM) Amendments, states that Islamorada, Village of Islands, shall maintain specific criteria for amending the Future Land Use Map that are consistent with the general procedures delineated in Chapter 163.3177, 163.3184 and 163.3189, Florida Statutes and the principles for guiding development in areas of critical state concern. The Village Council shall make its determination on proposed FLUM amendments on legitimate public purpose based on one or more of the following factors; however, in no event shall an amendment be approved which would result in an adverse community change.

Comprehensive Plan Objective 1-2.4, Recognize Mixed Use Development Patterns, states: "Areas designated Mixed Use (MU) on the Future Land Use Map recognizes the prevalent and historical mixed-use pattern of development in the Village. The MU category shall accommodate a mix of commercial and residential uses, which may be located in the same building, limited public and semi-public uses, recreational facilities, schools, marinas, tourist-oriented facilities, and supportive community facilities ancillary to the permitted uses, pursuant to the standards in the Comprehensive Plan and the Land Development Regulations."

The proposed map amendment would be consistent with the historical trend of a mixed-use development pattern within the Village. The properties along Overseas Highway contain mixed uses, including commercial, recreation and residential uses.

Comprehensive Plan Policy 1-2.4.5, Standards Applicable to Non-Residential Uses in the MU Designation, states, "The Floor Area Ratio (FAR) for MU designated parcels outside of the Village Activity Centers shall not exceed 0.25, except that an FAR up to 0.35 may be allowed on designated receiver sites through the transfer of development rights and for Working Waterfronts parcels, as provided for in the Land Development Regulations. FAR within the Village Activity Centers and on Working Waterfronts parcels shall not exceed 0.35 FAR. The Land Development Regulations shall establish criteria governing the appropriate mass and scale of structures, trip generation, design and location of access and egress facilities, off-street parking and safe pedestrian facilities in MU. Design techniques such as landscaping,

screening and buffering shall be applied to ensure land use compatibility within MU areas.”

Any possible future development associated with the proposed FLUM amendment would be required to comply with all applicable portions of the Land Development Regulations, including but not limited to landscaping, buffering and off-street parking. Therefore, the proposed amendment is consistent with Policy 1-2.4.5.

Comprehensive Plan Objective 1-4.6: PREVENT PROLIFERATION OF URBAN SPRAWL AND COORDINATE THE TIMING AND STAGING OF PUBLIC AND PRIVATE DEVELOPMENT. Land Development Regulations shall ensure that the location, scale, timing and design of development is coordinated with public facilities and services in order to prevent the proliferation of urban sprawl and achieve cost effective land development patterns. Consistent with policies in the Intergovernmental Coordination Element, the Village shall pursue resolution of development and growth management issues with impacts transcending the Village's political jurisdiction, by participating in forums with the Florida Department of Community Affairs, the South Florida Regional Planning Council and other forums convened to coordinate such issues.

The proposed FLUM amendment would assist in limiting additional development on vacant land to achieve the need for workforce affordable housing by utilizing infill development.

Procedures for Amendments to Zoning Map:

Pursuant to Section 30-411(d)(4)(b) of the Code of Ordinances, the Village Council must find that the application is consistent with the Comprehensive Plan, that the applicant has complied with all procedural requirements of this section, and that the maintenance of the existing zoning on the property does not accomplish a legitimate public purpose. The Village Council shall make its determination on a finding of legitimate public purpose based on one or more of the following factors:

1. Demand for the proposed Zoning District in the Village in relation to the amount of land currently zoned and available to accommodate that demand.
2. Compatibility of the site's physical, geological, hydrological and other environmental features, with the uses permitted in the proposed Zoning designation.
3. Data errors, including errors in mapping, vegetative types and natural features described in the comprehensive plan.

There is no evidence that there are any errors in the Villages GIS data, records and other resources.

4. New Issues.

The lack of available workforce/affordable housing is an issue that continues for the Village and its residents. This change will facilitate new workforce housing by allowing the transfer of hotel/motel units.

5. Recognition of a need for additional detail or comprehensiveness.

6. Compatibility of the proposed district with the property surrounding the site of the requested rezoning and any applicable neighborhood or redevelopment plan.

The proposed zoning would be compatible with the property surrounding the site as it allows tourist development along Overseas Highway.

Budget Impact:

None

Staff Impact:

None

Recommendation:

Staff has reviewed the request for an Official Zoning Map Amendment from Native Residential (NR) to Tourist Commercial (TC) and determined that the request meets criteria. Therefore, Staff recommends that the Village Council APPROVE the request for a map amendment.

Attachments:

1. Terra Key CC Attachments



**Islamorada, Village of Islands,
Planning and Development Services Department**

**AMENDED AND RESTATED
APPLICATION FOR MAP AMENDMENT**

Pursuant to Chapter 30, Article IV, Divisions 8 & 9

	Application Type	Application Fee	Deposit	Total Fee Due
☒	Future Land Use and Zoning	\$5,120.00	\$1,000.00	\$6,120.00
☐	Zoning Only	\$2,500.00	\$1,000.00	\$3,500.00

☒ Request concurrent Future Land Use and Zoning Hearings pursuant to 163.3184(12), Florida Statutes

PLEASE NOTE: THIS APPLICATION IS ACCEPTED BY APPOINTMENT ONLY.

An application must be deemed complete and in compliance with the Village Code by Staff prior to the items being scheduled for review. See the Submittal Requirements below for a list of required submittals and documents.

APPLICANT / AGENT (if applicable): Property owner must submit a notarized letter authorizing the applicant/agent to act on their behalf including the agent's name, address and phone number.

Name: Smith Hawks, PL
Mailing Address: 138 Simonton Street, Key West Florida 33040
Primary Phone: (305) 296 7227 Fax: _____
Email: Bart@smithhawks.com/ Jess@smithhawks.com/ Brandi@SmithHawks.com

PROPERTY OWNER:

Name: Integra Real Estate, LLC
Mailing Address: c/o Agent
Primary Phone: c/o Agent Fax: c/o Agent
Email: c/o Agent

LEGAL DESCRIPTION OF PROPERTY: If in metes and bounds, attach legal description on separate sheet.

Physical Address: 79775 Overseas Highway, Islamorada, FL 33036 (Tea Table Key) Mile Marker: 79.7
Lot: _____ Block: _____ Subdivision: _____
☐ Plantation Key ☐ Windley Key ☒ Upper Matecumbe Key ☐ Lower Matecumbe Key
Real Estate (RE) Number: 00097000-000000 Alternate Key: 1113531

PROPERTY DESCRIPTION:

Total Land Area: 214,751 Square Feet 4.93 Acres
Existing Use of Property: Residential
Has an Application for Map Amendment been submitted for this site within the past two (2) years? ☐ Yes ☒ No
If yes, provide name and date of application: _____

PROPOSED MAP AMENDMENT:

Current Future Land Use Map Category: Residential Conservation (RC) Current Zoning District: Native Residential (NR)
Proposed Future Land Use Map Category: Mixed Use (MU) Proposed Zoning District: Tourist Commercial (TC)

86800 Overseas Highway • Islamorada, Florida 33036-3162
Office 305-664-6400 • Fax 305-664-6467 • www.islamorada.fl.us

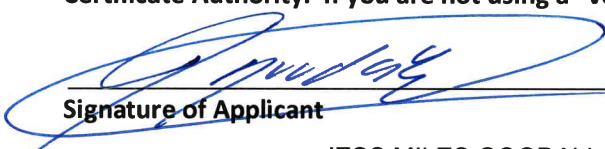
SUBMITTAL REQUIREMENTS:

- ☒ **Correct application fee.** Check or money order to "Islamorada, Village of Islands". *Previously Provided.*
- ☒ **Notarized agent authorization letter**, if applicable, including the agent's name, address and phone number authorizing the applicant/agent to act on all property owners' behalf. *Previously Provided.*
- ☒ **Proof of ownership** e.g. warranty deed, lease or pending sale contract. *Previously Provided.*
- ☒ **Property record card** from the Monroe County Property Appraiser. *Previously Provided.*
- ☒ **Copy of current Future Land Use Map** clearly marking the boundaries of the property. Map may be request from Planning and Development Service Department prior to application submittal. *See Attached Correspondence.*
- ☒ **Copy of current Official Zoning Map** clearly marking the boundaries of the property. Map may be request from Planning and Development Service Department prior to application submittal. *See Attached Correspondence.*
- ☒ **Photographs** of the site taken from adjacent streets. *Previously Provided.*
- ☒ **Signed and sealed survey** prepared by a Florida registered surveyor. The survey shall include elevations and location of all existing structures, paved areas, location of all utility structures, all easements, all bodies of water on and adjacent to the site, docks, piers, mean high water line and total acreage by habitat (please provide a digital copy in addition to the signed and sealed survey). *Pending.*
- ☒ **Data and analysis (including a land use need analysis)** pursuant to Comprehensive Plan Policy 1-2.1.13, demonstrating there is a need for the amount of development allowed by the proposed FLUM designations in order to accommodate the Comprehensive Plan's projected population growth within the planning timeframe of the Comprehensive Plan. *See Attached Correspondence.*
- ☒ **Explanation** of how the application satisfies each of the applicable criteria in the Land Development Regulations, Comprehensive Plan and Principles for Guiding Development pursuant to § 380.0552(7), Florida Statutes. See Attachment A for list of criteria. *See Attached Correspondence.*

If deemed necessary to complete a full review of the application, the Planning and Development Services Department reserves the right to request additional information.

I certify that I am familiar with the information contained in this application, and that to the best of my knowledge such information is true, complete and accurate. I certify that all information required has been provided.

Digital signatures do not require notarization when they can be verified by a Trusted Certificate issued by a third-party Certificate Authority. If you are not using a "verifiable digital signature", print this document and have it notarized.


Signature of Applicant

JANUARY 27, 2023

Date

Print Name: JESS MILES GOODALL

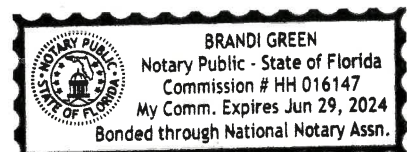
STATE OF FLORIDA

COUNTY OF MONROE

Sworn to and subscribed before me by means of ☒ physical appearance or ☐ online notarization, this 27th day of JANUARY, 2023, by JESS MILES GOODALL (name of person signing the application) as AGENT (type of authority e.g. officer, manager / member, trustee, attorney in fact) for Integra Real Estate, LLC (name of entity or party on behalf of whom application was executed).


Signature of Notary Public

SEAL:



☒ Personally Known ☐ Produced Identification

Type of ID N/A

SMITH/HAWKS

ATTORNEYS AT LAW

Barton W. Smith, Esq.
Jess Miles Goodall, Esq.
Telephone: (305) 296-7227
E-mail: Bart@SmithHawks.com
Jess@smithhawks.com

UPLOADED VIA EPORTAL

January 27, 2023

Daniel Gulizio, Director of Planning
Islamorada, Village of Islands Planning and Development Services Department
86800 Overseas Highway
Islamorada, Florida 33036

Re: **AMENDED AND RESTATED Proposed Future Land Use Map and Land Use District (zoning) Map Amendments to create the boundary for Sub-area Policy 1-2.11.6**

Dear Daniel,

Please find enclosed the Integra Real Estate, LLC's ("Applicant") application for a Future Land Use Map ("FLUM") and Land Use District (zoning) Map Amendments (collectively, the "Amendments") pursuant to Chapter 30, Article IV, Divisions 8 and 9 of the Islamorada Code of Ordinances ("Application"). The Application is being filed simultaneously with a Comprehensive Plan Amendment ("Comp. Plan Amendment"), and the FLUM and LUD amendment applications will create the boundary of Sub-Area Policy 1-2-11.6 under Objective 1-2.11 of the Islamorada Comprehensive Plan ("Comp. Plan"). The FLUM and LUD Amendments will create the boundary of the Sunset Affordable housing Sub-Area 1. The Comp. Plan Amendment will permit the utilization and development of thirty (30) transient dwelling units on a more suitable site at Tea Table Key as a world class eco-friendly villa style resort and will provide the Village of Islamorada ("Village") with a desperately needed multi-family affordable housing development in the Village.

In addition to the original application and this letter, I have also enclosed all relevant exhibits and a copy of the application package, which I request you please date stamp and return the copy using the enclosed self-addressed FedEx envelope provided.

PROPERTY BACKGROUND INFORMATION:

Location: 82200 Overseas Highway, Upper Matecumbe Key (Sunset Inn) and
79775 Overseas Highway, Upper Matecumbe Key (Tea Table Key)

00226438 - v10

Page 1 of 17

138 SIMONTON STREET, KEY WEST, FLORIDA 33040 U.S.A.
T. 305-296-7227 F. 305-296-8448 SMITHHAWKS.COM

Legal Description: Lots 9-11, Block 5, Stratton's Subdivision, according to the Plat thereof, as recorded in Plat Book 2, Page 38, of the Public Records of Monroe County, State of Florida. (Sunset Inn); and Tea Table Key being described as Government Lot one (1) of Section seven (7), Township sixty-four (64) South, Range thirty-seven (37) East, together with a strip of submerged land 250 feet wide in the SW 1/4 of Section 6 and in the NW 1/4 of Section 7, both in Township 64 South, Range 37 East, the Center line of which is described as follows: From a point of line with the Easterly end of State Highway Bridge located on Overseas Highway (State Highway No. 5) at the Westerly end of Upper Matecumbe Key, Monroe County, Florida, run S. 61 ° 27' W. along center line of right-of-way of Overseas Highway, a distance of 787.3 feet to a point; thence run S. 28° 33' E., a distance of 200 feet to the Southerly side of said right-of-way and the POINT OF BEGINNING; thence continue S. 28° 33' E., a distance of 1100 feet more or less to the Northerly side of Tea Table Key; Also a strip of submerged land 50 feet in width and parallel to the high water line in Tea Table Key extending completely around said Key, excepting therefrom the portion occupied by above described 250 foot strip, lying and being in Sections 6 and 7, Township 64 South, Range 37 East, all in Monroe County, Florida. (Tea Table Key).

Real Estate (RE) Number: 00399601-000000 and 00097000-000000

Property Owner/Applicant: Sunset Islamorada Ventures LLC (00399601-000000); and Tea Table Key LLC (00097000-000000)

Agent: Smith/Hawks, PL-Barton W. Smith, Esq./ Jess Miles Goodall, Esq.

Total Property Area: 120,557.7 SF or 2.77 acres (Sunset Inn - 00399601-000000); and ~214,751 SF or 4.93 acres (Tea Table Key - 00097000-000000)

Total Upland Area: 120,557.7 SF or 2.77 acres (Sunset Inn - 00399601-000000); and ~214,751 SF or 4.93 acres (Tea Table Key - 00097000-000000)

Land Use District: Village Center (VC)/ Native Residential (NR)

Future Land Use Map (FLUM) Designation: Mixed Use (MU)/Residential Conservation (RC)

Flood Zone: Multiple on site: AE8, AE7 (Sunset Inn)
 AE10, VE14 (Tea Table Key)

Existing Uses: Motel, Residential

Community Character of Immediate Vicinity: Commercial, Residential

PROPERTY:

Sunset Inn:



Tea Table Key:



EXISTING LAND USE ZONING DISTRICTS:

Sunset Inn (Village Center):



Tea Table Key (Native Residential):



EXISTING FUTURE LAND USE MAPS:

Sunset Inn (Mixed Use):



Tea Table Key (Residential Conservation):



I. FUTURE LAND USE MAP AND LAND USE DISTRICT (ZONING) MAP AMENDMENTS:

a. Overview

The Amendment seeks to create the boundary for Sub-Area Policy 1-2.11.6 under Objective 1-2.11 of the Islamorada Comp. Plan, which shall allow the property located at 82200 Overseas Highway, Upper Matecumbe Key, more commonly known as “Sunset Inn” to transfer thirty (30) approved hotel/motel units (“Motel Units”) to the property located at 79775 Overseas Highway, Upper Matecumbe Key, more commonly known as “Tea Table Key,” and subsequently develop Sunset Inn with up to forty one (41) affordable employee housing dwelling units, and up to ten thousand square feet (10,000 SF) of low/medium retail space. The Comp. Plan Amendment and LUD and FLUM Amendments will permit Tea Table Key to be developed with up to thirty one (31) residential dwelling units (30 hotel units and 1 market rate unit). These units will be developed as a state of the art, world class, eco-friendly villa style hotel resort.

The Amendments have been filed as corresponding map amendments to a simultaneously filed Comprehensive Plan Amendment to create the sub-area policy and the boundary of the Sunset Affordable Housing Area 1.

b. Amendment Request:

The requested FLUM and LUD amendments are being requested to create the boundary of the Sunset Affordable Housing Area 1, and propose the following amendments to the FLUM and LUD designations:

1. The FLUM amendment will amend the approximately 4.93 acres of upland area on Tea Table Key from Residential Conservation (“RC”) to MU and will incorporate the approximately 2.77 acres at Sunset Inn, designated MU, to create the boundary of the Sub-Area on the Future Land Use Maps, as contained in the Comp. Plan; and
2. The LUD amendment will amend the approximately 4.93 acres of upland area on Tea Table Key from Native Residential (“NR”) to Tourist Commercial (TC) and will amend the approximately 2.77 acres at Sunset Inn from Village Center (“VC”) to Neighborhood Commercial (“NC”), and will create the boundary of the Sub-Area on the official zoning maps. Cumulatively, the Amendments will create the boundary of the Sub-Area on the Future Land Use Maps and Land Use District Maps, which will be comprised of approximately 7.7 acres.

Sunset Inn is currently recognized with thirty (30) Hotel/Motel units. By creating the boundary for the Sunset Affordable Housing Area 1, the FLUM and LUD amendments, in conjunction with the corresponding Comp. Plan Amendment, will allow the transfer of the Motel Units from Sunset Inn to Tea Table Key, will allow the utilization and development of the Motel Units on Tea Table Key, will provide the density necessary to develop a much needed

forty one (41) units of affordable workforce housing on the Sunset Inn property, and will ensure Sunset Inn is utilized exclusively for affordable workforce housing, accessory uses, and low/medium intensity retail use.

The Amendments will permit the development of the forty one (41) affordable dwelling units based upon the parcel's approximate size of 2.77 acres. Pursuant to the Amendments, the parcel will remain designated as MU, and will have a land use (zoning) district of will remain NC, and the Amendments will create the boundary of the Sub-Area. Pursuant to Section 30-697 of the Land Development Code parcels zoned NC have density up to fifteen (15) deed restricted affordable housing dwelling units per acre, which amounts to a total of forty one and a half (41.55) affordable dwelling units. Pursuant to LDC Section 30-697, parcels within the NC zoning district are permitted attached deed restricted affordable housing dwelling units as of right, and there is no restriction contained in this section as to the conversion of existing hotel/motel units into deed restricted affordable housing units.

Additionally, Sunset Inn's overall development potential of forty one (41) affordable dwelling units is derived from the language contained in the Sub-Area Policy. The Sub-Area policy will

1. Limit the permissible uses on the parcel with Parcel ID No. 00399601-000000 to affordable dwelling units, accessory uses, and low/medium intensity retail;
2. Provide that the maximum number of affordable housing dwelling units permitted on the property with Parcel ID No. 00399601-000000 shall be forty one (41) units, and
3. Allow development of the affordable housing dwelling units by means of a redeveloped or a conversion of the existing hotel or motel structures. Development of the affordable housing dwelling units on Sunset Inn will utilize the existing structures and will be done pursuant and in compliance with the comprehensive plan and Land Development Code, notwithstanding the density or anything contained in the Sub-Area policy.

Tea Table Key's overall development potential under the Sub-Area policy is derived from the language contained in the Sub-Area Policy and the upland acreage of the property, which is being amended and will have a TC zoning designation and an MU future land use. Pursuant to the Sub-Area Policy the parcel will be restricted to a max net density of up to thirty one (31) residential dwelling units (30 Motel units and 1 existing residential dwelling unit) on Tea Table Keys approximately 4.93 acres of upland. Development of the units on Tea Table Key will be done pursuant and in compliance with the comprehensive plan and Land Development Code, notwithstanding the density requirements or anything contained in the Sub-Area policy.

The Amendments, in conjunction with the Comp. Plan Amendment, will allow the transfer of the Motel Units from Sunset Inn to Tea Table Key, will allow the utilization and development of the Motel Units on Tea Table Key, and will limit Tea Table Key's overall development potential to the maximum density necessary to develop up to thirty one (31) residential dwelling units

(30 Motel units and 1 existing residential dwelling unit) as a world class, environmentally friendly resort.¹ The proposed development on Tea Table Key will be done with a very environmentally friendly mentality, developing the villa style hotel units as eco-friendly, and incorporating the development on Tea Table Key in a manner that will enhance and highlight the natural beauty of the Florida Keys.

Development within the Sunset Affordable Housing Area 1 will be done pursuant and in compliance with the Comprehensive Plan and Land Development Code, notwithstanding the provisions contained in the Sub-Area policy.

c. Data and Analysis

Sunset Affordable Housing Area 1.

1. Housing Data

It is well established that prior to Hurricane Irma the affordable housing shortage in the Florida Keys was staggering. According to Monroe County's Housing Strategy produced after Hurricane Irma, "[m]any of the business sectors in the Florida Keys, including professional services, retail trade, tourism and health care, find it increasingly difficult to attract and maintain workers." The City of Islamorada is clearly no different, and like many communities in south Florida, has experienced a dramatic increase in housing sales prices. According to the "Islamorada, Village of Islands Workforce Housing Support Study ("WFH Study"), attached hereto as **Exhibit A**, "Analysis of housing sales data show that sales prices in Islamorada, and in Marathon - another community in the Florida Keys, have increased at a much more rapid rate than housing prices for Florida and the United States." A trend that has continued post Irma and has been dramatically exacerbated in recent years.

The increase in housing prices in Islamorada, in and of itself creates an affordable workforce housing problem in Islamorada and the Florida Keys in general. However, the problem is accentuated in Islamorada. This is because some of the larger employers in the Village, such as the leisure and hospitality industry, accommodation and food services, retail service businesses and construction industry typically hire more lower wage employees than other industries. A significant percentage of new employees in these businesses earn very modest wages, making it increasingly difficult for them to afford a house for sale in the local real estate market, or rent housing.² The table below illustrates this ever worsening issue in Islamorada *See* Pg. 2 Islamorada, Village of Islands Workforce Housing Support Study (Islamorada's housing prices increased at a rate of 35 percent per year, at an average rate of growth of 22%, while housing prices in Florida increased at 14.9 percent and 9.6 percent nationally, *see* below table)

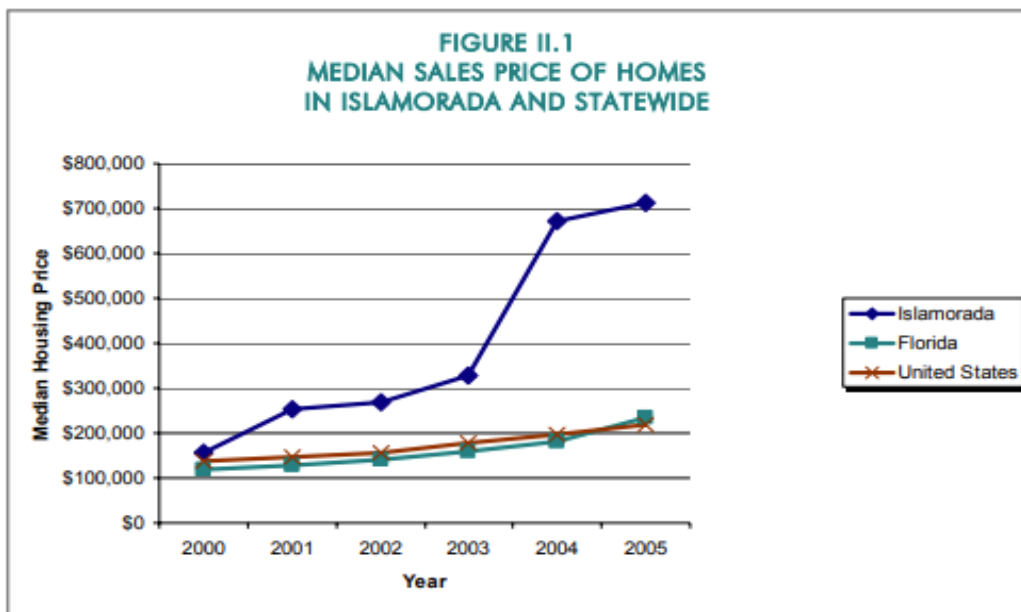
¹ *See* Tea Table Key Preliminary Site plan and rendering.

² Islamorada, Village of Islands Workforce Housing Support Study, Clarion Associates, LLC, September 2007.

Year	Islamorada		Marathon		Florida	US
	Average	Median	Average	Median	Median	Median
2000	\$286.9	\$156.8	\$209.7	\$190.2	\$117.6	\$139.0
2001	\$310.5	\$251.9	\$224.5	\$183.9	\$127.7	\$147.8
2002	\$361.8	\$268.2	\$260.5	\$247.5	\$141.7	\$156.2
2003	\$484.3	\$328.6	\$333.7	\$282.9	\$158.4	\$178.8
2004	\$743.6	\$671.4	\$450.4	\$363.2	\$181.9	\$195.4
2005	\$776.2	\$712.5	\$576.4	\$529.2	\$235.1	\$219.6
Rate of Growth	22.0%	35.4%	22.4%	22.7%	14.9%	9.6%

SOURCES: Monroe County Property Appraiser, Florida Board of Realtors and National Association of Realtors.

NOTE: Data for the State of Florida and the United States are for single family homes only.



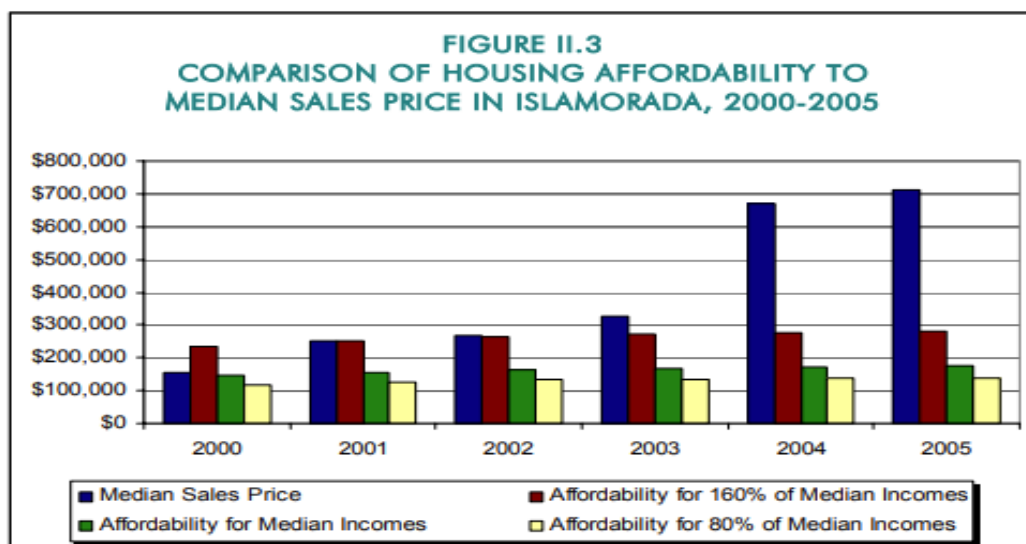
Source: Monroe County Property Appraiser Database and Florida Association of Realtors

Unfortunately, the median income ranges have not historically increase at comparable rates, and this has increasingly caused a larger and larger gap between household incomes and median housing costs, which has resulted in housing becoming less and less affordable to workforce households in Islamorada. In fact, according to the WFH Study, “in 2000, the median income in Monroe County was \$49,300 and the median price of a home in Islamorada was \$156,757 - approximately 318 percent of median income levels. By 2003, the median income for a household in Monroe County was \$56,500 and the median price of a home in Islamorada was \$328,571 - approximately 582 percent of median income levels. In 2005, the median income for a Monroe County household was \$58,450 and the median price of a home in Islamorada was \$712,500 - approximately 1,219 percent of median income levels,” (See below table).

**TABLE I.2:
MONROE COUNTY MEDIAN HOUSEHOLD INCOME AND
MEDIAN SINGLE FAMILY HOUSING PRICES IN ISLAMORADA, 2000-2005**

Year	Median Price of Homes	Median Price of Homes as % of Median Income	Median Household Income for Monroe County
2000	\$156,757	318%	\$49,300
2001	\$251,887	483%	\$52,100
2002	\$268,182	487%	\$55,100
2003	\$328,571	582%	\$56,500
2004	\$671,429	1,174%	\$57,200
2005	\$712,500	1,219%	\$58,450

A well-established national benchmark for evaluating affordability is whether median household incomes in a community are at the level where the family could afford a median priced home; more specifically, affordability of owner-occupied housing is normally defined as 300 percent of median household income.³ Per Monroe County's housing Strategy, if more than 30% of a household's income is expended for housing, such household is considered "cost burdened." In Islamorada, since 2002, "median priced homes have exceeded the price that was affordable to the households earning 160 percent of the area median income. In 2005, the median priced home cost \$431,940 more than a household earning 160 per cent of the area median income could afford. The housing affordability problem is affecting not only households earning the area median income, but also those earning well above the median income."⁴

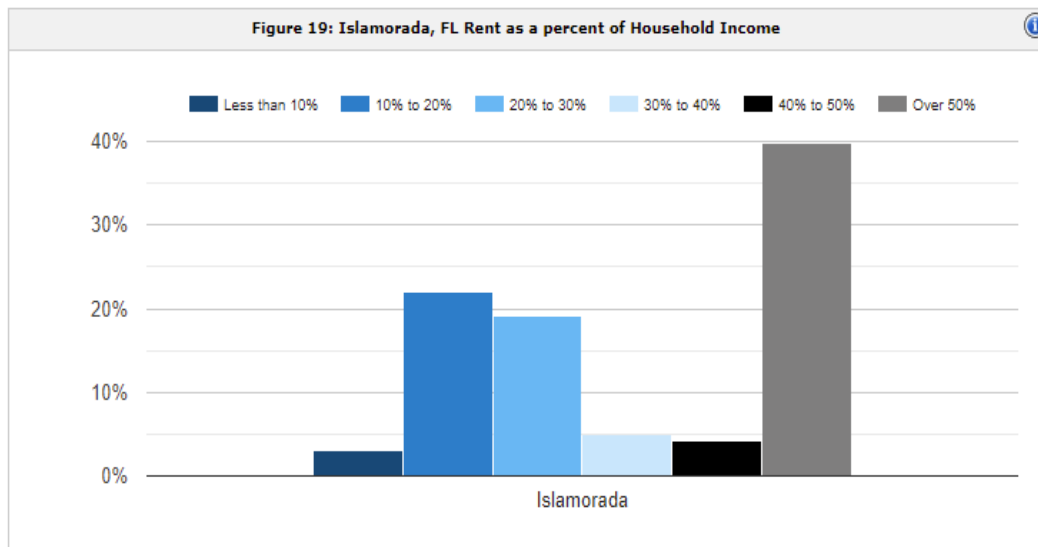


Source: U.S. Department of Housing and Urban Development and the Monroe County Property Appraiser.

³ Islamorada, Village of Islands Workforce Housing Support Study, Clarion Associates, LLC, September 2007.

⁴ Id. at 17.

The trends illustrated above have not changed in recent years, and based upon information contained in the US Census for the City of Islamorada, the median household income in the City is \$82,500.00, while the median sales price of homes was \$832,954.00. The rental market is just as inflated, as illustrated by Town Charts Housing data⁵, large numbers of workers in the city are paying above 50% of their income toward rental housing, *See below:*



Islamorada has a small number of affordable housing units available, and that number was further diminished as a result of Hurricane Irma in 2017. The WFH Study provides “The report’s conclusions include an existing deficiency of 356 units for the resident workforce, an existing deficiency of 794 units for non-resident workforce, and, by the year 2020, a projected total workforce housing need of (one thousand one hundred two) 1,192 units.”

Although Islamorada is incorporated, it is important to note that the affordable housing crisis extends county-wide. In Monroe County the percentage of households with mortgages that exceed the HUD threshold for being considered cost-burdened due to the amount of the attendant mortgage payments. According to HUD, “cost-burdened” households pay more than 30% of income for rent or mortgage costs. This is also the standard used by the Florida Department of Economic Opportunity. In 2009, 12,927 Monroe County households (37%) paid more than 30% of income for housing. By comparison, 29% of households statewide are cost burdened. Over six thousand households in Monroe County (18%) must pay more than 50% of household income for housing.

Based on the foregoing, the Sunset Affordable Housing Sub-Area Policy 1-2.11.6., will assist the city in providing access to adequate affordable housing that is safe, decent, and structurally sound, and is a smart and practical way to provide affordable housing in the village center, allowing work force employees to reside in close proximity to their jobs within the

⁵ <https://www.towncharts.com/Florida/Housing/Islamorada-FL-Housing-data.html>

City itself. The City of Islamorada does not have many locations that are suitable for multi-unit developments within the “Village Center.” Sunset Inn is located in Village Center on approximately 2.77 acres of land. It is currently utilized as a hotel/motel. The intent of the Applicant is to utilize this area to develop forty one (41) deed restricted affordable housing dwelling units, something that is clearly a huge need for the City of Islamorada. In order to permit this site to be utilized as an affordable housing development, the Applicant is seeking to transfer the existing Motel Units to the second parcel within the Sub-Area.

2. Homestead Industrial Zoning Ordinance and Development.

On or around November 2, 2022, Developers secured enough commissioner votes to expand Miami-Dade County’s Urban Development Boundary to turn farmland into a new commercial complex near Homestead. The South Dade Logistics and Technology District is a proposed 380-acre mix of warehouses, call centers and other commercial uses south of Florida’s Turnpike and north of Moody Drive (Southwest 268th Street). The project has been called a way to bring more than 7,000 jobs to South Miami-Dade and give residents an alternative to fighting traffic for the sought-after wages available to the north and south of the project. Miami-Dade’s planning staff opposed the project, saying the county had enough industrial land available within the Urban Development Boundary.

The zoning change and proposed project will effectively change what has been a historically agrarian area with low paying manual labor jobs into a commercial industrial area with higher paying jobs and positions available. Many residents of South Miami Dade travel to the upper Keys for higher paying jobs and return home at the end of the weekday. With the zoning change and the proposed project, these commuter workers will almost certainly be able to secure jobs closer to their place of residence, nullifying their need to commute to the upper Keys.

Affordable housing is the most pressing issue Islamorada, the Upper Keys, and Monroe County in general. The ability of Islamorada and the upper Keys to attract commute workers from the mainland has historically provided these municipalities with a reprieve on the affordable housing demands, as these workers do not need accommodation within Islamorada or the Upper keys but rather commute back and forth from South Miami Dade. With the passing of the zoning change and the proposed project (as described above), these municipalities will lose the ability to rely on commute workers as the pool in South Miami Dade shifts into jobs within the South Dade Logistics and Technology District. Municipalities within the Upper Keys will need to start filling vacancies with permanent residents, and this means providing adequate affordable housing options to these workers.

With the changes on the mainland (as described above), the ability of the Village of Islamorada to provide a multi-family affordable housing projects within the Village is more important than ever, and the proposed Subarea policy provides the Village with an invaluable opportunity to provide one such affordable housing development.

3. The “Fills” Islamorada.

The causeway along the Overseas Highway in Islamorada known as the “Fills” is popular with people coming to launch boats, swim and picnic in the Keys. The entrance to Tea Table Key is located near mile marker 79, and is directly north of Tea Table Fill and Indian Key Fill:



The state owns the causeway areas between mile markers 78 and 80. But since 2020, the areas have been managed by the village of Islamorada. There are about 15 to 18 parking spots available near each of the areas, and the areas are frequented by tourists.

Developing Tea Table Key as an environmentally friendly resort will not have any effect on the Fills based on the number of units, the location of the resort, and the type of tourist expected at the resort.

As discussed above, the proposed development at Tea Table Key is limited to a maximum density of thirty one (31) residential units (30 transient units and 1 market rate unit). The small number of rooms at the proposed environmentally friendly resort means that the projected number of tourists is minimal. Additionally, the proposed development will provide sufficient off-street parking to accommodate guests of the resort., eliminating any concern that guests would be parking along US 1 at the Fills.

The Fills are a popular spot for tourists to stop along US 1 to enjoy the crystal-clear waters of the Florida Keys. As shown above and below, Tea Table Key is located directly north of Tea Table Fill, is located in the exact same waters on the Atlantic side of US 1, and idyllic views as the Fills along US 1:



Additionally, Tea Table Key has private water access to the crystal-clear waters on the Atlantic side of US 1:



The proposed resort will offer guests access to the waters of the Florida Keys and will provide idyllic views of the ocean and sunset. Based on this, there is no reason a guest of the proposed development will utilize the Fills to access the water, relax on the beach, or view the sunset or water views.

Finally, based on various reports and articles, the tourists that frequent the Fills are more often than not day trip tourists from the mainland. According to “the Fills Overview”⁶ “What we experience now is day trippers moving in, especially on summer weekends, spending the day, with no restroom facilities, playing loud music, tearing up the sea grass and leaving their litter behind when they leave.” Contrary to the day trip tourists that frequent the Fills, and have become a source of contention in Islamorada. The proposed Development is an overnight tourist destination and

⁶ See “Details of the Fills,” Islamorada Community Alliance, <https://islamorada.org/the-fills-overview/>

will attract tourists travelling to the Florida Keys for overnight and extended stays. The anticipated guests will have access to the waters via the private beach at the resort and will have amenities and activities that will negate any need for them to utilize the Fills for any reason.

Based on the above, the proposed Development will in no way negatively affect the issues that are being faced at the Fills.

II. The FLUM amendments is consistent with the Principles for Guiding Development within the Florida Keys Area of Critical State Concern, pursuant to § 380.0552(7), Florida Statutes. The Principles are listed below:

1. Strengthening local government capabilities for managing land use and development so that local government is able to achieve these objectives without continuing the area of critical state concern designation.

The Amendments propose to create a site-specific Sub-Area with limited development potential that furthers the government's management abilities within the boundary of the Sub-Area. Additionally, the designation of the proposed Sub-Area will assist the government in accomplishing affordable housing requirements while stimulating commerce in the area.

2. Protecting shoreline and marine resources, including mangroves, coral reef formations, seagrass beds, wetlands, fish and wildlife, and their habitat.

The Proposed amendments will allow utilization of portions of the Sub-Area to highlight the shoreline and marine resources, and further utilization of the areas in a sustainable and habitat friendly manner.

3. Protecting upland resources, tropical biological communities, freshwater wetlands, native tropical vegetation (for example, hardwood hammocks and pinelands), dune ridges and beaches, wildlife, and their habitat.

The Amendments will not affect upland resources.

4. Ensuring the maximum well-being of the Florida Keys and its citizens through sound economic development.

The Amendments provide an opportunity to stimulate local economic development by providing much needed affordable housing to the workforce of Islamorada and will create increase sustainable commerce in the tourist industry by providing access to the shoreline and marine resources that are a major highlight of the Florida Keys.

5. Limiting the adverse impacts of development on the quality of water throughout the Florida Keys.

The Amendments will not have an effect on the water quality throughout the Florida Keys.

6. Enhancing natural scenic resources, promoting the aesthetic benefits of the natural environment, and ensuring that development is compatible with the unique historic character of the Florida Keys.

The Amendments will allow the development of portions of land which will increase access to, and enhance and highlight the natural beauty of the Florida Keys, while remaining compatible with the historic character of the Florida Keys.

7. Protecting the value, efficiency, cost-effectiveness, and amortized life of existing and proposed major public investments, including:
 - a. The Florida Keys Aqueduct and water supply facilities;
 - b. Sewage collection, treatment, and disposal facilities;
 - c. Solid waste treatment, collection, and disposal facilities;
 - d. Key West Naval Air Station and other military facilities;
 - e. Transportation facilities;
 - f. Federal parks, wildlife refuges, and marine sanctuaries;
 - g. State parks, recreation facilities, aquatic preserves, and other publicly owned properties;
 - h. City electric service and the Florida Keys Electric Co-op; and
8. Protecting and improving water quality by providing for the construction, operation, maintenance, and replacement of stormwater management facilities; central sewage collection; treatment and disposal facilities; and the installation and proper operation and maintenance of onsite sewage treatment and disposal systems.
9. Ensuring the improvement of nearshore water quality by requiring the construction and operation of wastewater management facilities that meet the requirements of § 381.0065(4)(l) and 403.086(10), as applicable, and by directing growth to areas served by central wastewater treatment facilities through permit allocation systems.

The Amendments will not affect the major public investments. Coordination with the required utilities will occur upon development of the Sub-Area.

10. Limiting the adverse impacts of public investments on the environmental resources of the Florida Keys.

The Amendments create a site-specific Sub-Area policy that limits the adverse effects of public investments on the environmental resources of the Florida Keys.

11. Making available adequate affordable housing for all sectors of the population of the Florida Keys.

The Amendments provide the government with a rare opportunity to address the drastically dire affordable housing shortage, by allowing the development of a much-needed multi-family affordable housing development within the center of Islamorada.

b. Basis for Amendment

i. Change in Projections.

The basis for the amendment is a change in projections (e.g., regarding public service needs) from those on which the text or boundary was based. This FLUM and LUD amendment Application creates the boundary for Sub-Area Policy 1-2.11.6 and creates the Sunset Affordable Housing Area 1. The purpose of Sunset Affordable Housing Area 1 is to provide the hospitality, working waterfront, industrial, and other commercial uses in Islamorada, and the surrounding areas with much needed affordable workforce housing which, under the current Comprehensive Plan and absent the Sub-Area Policy, the City and Applicant are unable to provide or construct.

ii. Change in Assumptions.

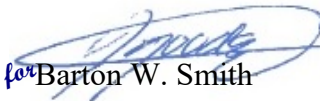
The basis for the amendment is a change in assumption (e.g., regarding demographic trends). As discussed above, there has been a dramatic change in the median housing prices within Islamorada, which has made it increasingly difficult for the Village to provide the much-needed affordable housing options for the hospitality, working waterfront, industrial, and other commercial use employees in and around the Village. The Sub-Area Policy will allow the applicant to provide the Village with much needed affordable workforce housing in a location within the Village Center, something that without the Sub-Area policy would not be able to be accomplished. Additionally, with the proposed commercial and industrial developments on the mainland, and higher paying jobs become available in that area, affordable housing for workers in these municipalities becomes more necessary than ever as the Upper Keys lose the ability to attract workers from the mainland who commute.

III. Conclusion

Applicant respectfully requests the specified Amendments be granted based on the changed conditions underlying the demonstrated and increasing need for workforce housing in Monroe County, particularly in proximity to the Islamorada employment centers, and the potential for construction of workforce housing to serve the needs of the community.

If you require anything further, or have any questions and/or concerns, please do not hesitate to contact our office.

Sincerely,


for Barton W. Smith

BWS/JG/bg

Enclosures

EXHIBIT A



Islamorada, Village of Islands

WORKFORCE HOUSING SUPPORT STUDY

September 2007

Submitted by:

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In association with

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I. INTRODUCTION AND EXECUTIVE SUMMARY

A. INTRODUCTION

Real estate prices in Islamorada, Village of Islands, Florida (hereinafter “Village of Islamorada” or “Islamorada”) have increased significantly in recent years, with housing prices in Islamorada rising since 2000 to the point that a household earning a moderate income today can no longer afford the large majority of housing that is available through the private market. Concern about this issue has grown to the point that business owners are concerned about the difficulties of recruiting and retaining employees because of the lack of local housing that is affordable for their workers.

In response to this problem, the Village of Islamorada initiated an effort to determine the need new residential and non-residential developments create for housing that is affordable to the Village’s workforce as a basis for establishing a workforce housing mitigation program. As part of this effort, Islamorada is preparing this *Workforce Housing Support Study*. It provides background and technical documentation for the workforce housing need created by new development and remodels, develops a methodology for determining need, and provides statistical support for a workforce housing mitigation program. Initially it identifies the workforce housing problem in Islamorada. It then provides the technical documentation and analysis needed to establish whether new development (both residential and non-residential) creates a need for workforce housing. This is done by evaluating the linkage between (1) employment generated by the construction and then maintenance and operations (post-construction) of new residential units and (2) the employment generated by the construction and then employment that occurs at non-residential development (post-construction activities). Because the analysis demonstrates there is a need created by both residential and non-residential development for workforce housing, the Study also identifies the need both in workforce housing units (or a fraction thereof) that could be built to address the need, and funding shortages (workforce housing assistance) that could be addressed to meet the need.

After this Introduction, there is an Executive Summary that summarizes the findings of the Support Study.

The second section in this Support Study describes the housing affordability problem in Islamorada (See Section II. Problem Description). It shows that while employment in the Village has grown over the past decade, wages have tended to stagnate and housing offerings at prices that the large majority of the local employment base can afford have declined.

The third section (Section III: The Need for Workforce Housing Created by New Development) discusses the relationship between new residential and nonresidential development and the demand this new development creates for workforce housing. It outlines the methodology and calculations that determine the need created for workforce housing by new development (both residential and nonresidential). As is highlighted above, because the analysis demonstrates there is a need created by both residential and non-residential development for

percent of median household income.² Table I.2: *Monroe County Median Household Income and Median Single Family Housing Prices in Islamorada, 2000-2005*, outlines the affordability gap over the last five years. In 2000, the median income in Monroe County was \$49,300 and the median price of a home in Islamorada was \$156,757 – approximately 318 percent of median income levels. By 2003, the median income for a household in Monroe County was \$56,500 and the median price of a home in Islamorada was \$328,571 – approximately 582 percent of median income levels. In 2005, the median income for a Monroe County household was \$58,450 and the median price of a home in Islamorada was \$712,500 – approximately 1,219 percent of median income levels.

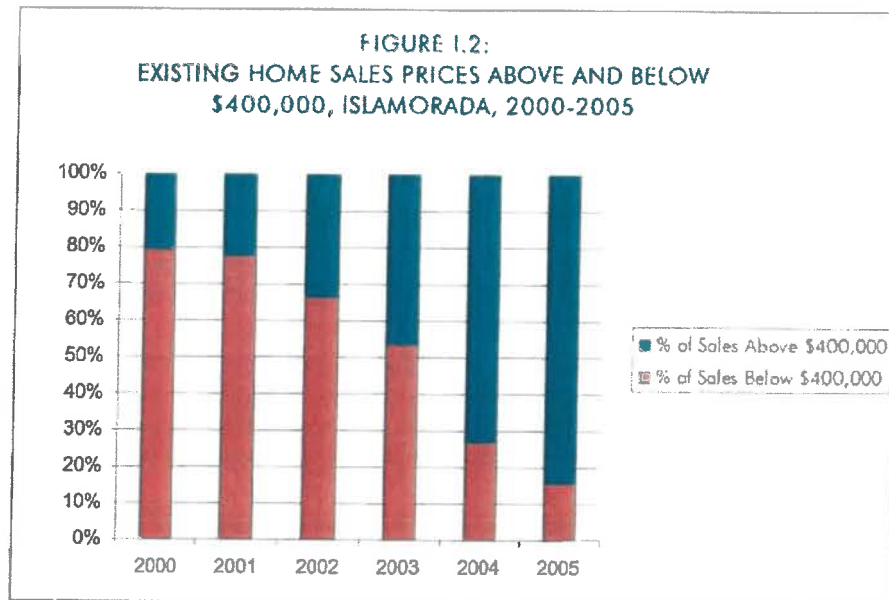
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Year	Median Price of Homes	Median Price of Homes as % of Median Income	Median Household Income for Monroe County
2000	\$156,757	318%	\$49,300
2001	\$251,887	483%	\$52,100
2002	\$268,182	487%	\$55,100
2003	\$328,571	582%	\$56,500
2004	\$671,429	1,174%	\$57,200
2005	\$712,500	1,219%	\$58,450

Over the past five years, the market not only priced out employees earning median incomes, but also priced out workers with much higher incomes. This housing affordability comparison (300%) can also be used to evaluate the affordability of housing prices to households earning higher than the area median income (160 percent of area median income) or lower than the area median income (80 percent of area median income). Figure I.1: *Comparison of Housing Affordability to Median Sales Prices in Islamorada*, illustrates that even households earning 160 percent of the area median income can not afford median priced housing in Islamorada, much less those earning 80 percent of area median income.

² A national benchmark for evaluating affordability is whether median household incomes in a community are at the level where the family could afford a median priced home; more specifically, affordability of owner-occupied housing is normally defined as 300 percent of median household income.

dwelling at the lower end is greatly diminished. The phenomenon is not just a matter of rapid increases in prices of high end units. Rather, it is a general increase in unit prices.



Source: Monroe County Property Appraiser Database

Based on what the housing price, housing sales, and income data for Monroe County and Islamorada show, there is no doubt there is a housing affordability problem in Islamorada today.

2. The Need for Workforce Housing Created by New Development

The need to provide housing that is affordable to the Village of Islamorada's workforce is generated by new development that demands labor (employees). Because both residential and non-residential development create demand for labor (employees), both are evaluated to determine the workforce housing need created by each type of development.

a) Residential Development

Residential development in Islamorada has two employment needs: (1) the construction of the residence, and (2) the operation and maintenance of the residence, post-construction.

i) Demand for Workforce Housing Units for Construction Employees

The construction, expansion, or renovation of buildings requires the employment of contractors and construction workers to do the work. The wages of most of these workers are within a range such that they can not afford housing in Islamorada. The method used to assess the

employees needed over the course of a 40-year construction career to construct a certain size unit (see the column labeled "Employees Needed (Over Career of Employee)", and the number of housing units needed for those employees (see the column labeled "Housing Units Needed for Employees").

Table 14: CONSTRUCTION EMPLOYMENT AND NEED FOR WORKFORCE HOUSING IN ISLAMORADA			
Building Size	Employee Years to Construct Units	Employees Needed (Over Career of Employee)	Housing Units Needed for Employees
500	0.601	0.015	0.009
750	0.901	0.023	0.014
1,000	1.201	0.030	0.019
1,500	1.802	0.045	0.028
2,000	2.403	0.060	0.038
2,500	3.004	0.075	0.047
3,000	3.604	0.090	0.057
3,500	4.205	0.105	0.066
4,000	4.806	0.120	0.076
4,500	5.406	0.135	0.085
5,000	6.007	0.150	0.095

ii) *Demand for Workforce Housing Units for Operation and Maintenance Employees*

Operations and maintenance services provided to residential dwelling units also create a demand for labor (employees). To assess the affect of this labor demand on the need for workforce housing, the Village of Islamorada contracted RRC Associates, Inc. to conduct a survey of homeowners in Islamorada in the spring of 2006, the results of which are summarized in a report titled *Village of Islamorada Residential Job Generation Study* (July 2006) (hereinafter referred to as "*Residential Job Study*"). One of the primary objectives of the *Residential Job Study* was to acquire data on the employment associated with the operations and maintenance of residential units in Islamorada. The *Residential Job Study* asked homeowners questions about the use, both directly and indirectly, of five primary categories of employees that are hired to assist in the operation and maintenance of residential units. They include:

- Direct hires by home owners;
- Hires by property management firms retained by home owners to operate and maintain residential properties;
- Hires by homeowners associations responsible for operating and maintaining residential properties;

house the employees engaged in the operation and maintenance of homes of different sizes.

Table 1.5: OPERATIONS AND MAINTENANCE EMPLOYMENT BY HOME SIZE AND RESIDENCY OF UNIT, ISLAMORADA				
Unit Size	Full-Time Resident Units		All Other Units	
	Employees for Full-Time Resident Units	No. of Units Needed for Employees of Full-Time Resident Units	Employees for All Other Units	No. of Units Needed for Employees of All Other Units
500	0.000	0.000	0.019	0.012
750	0.000	0.000	0.035	0.022
1,000	0.013	0.008	0.051	0.032
1,500	0.045	0.029	0.084	0.053
2,000	0.078	0.049	0.116	0.073
2,500	0.110	0.069	0.148	0.094
3,000	0.142	0.090	0.181	0.114
3,500	0.175	0.110	0.213	0.134
4,000	0.207	0.130	0.245	0.155
4,500	0.239	0.151	0.278	0.175
5,000	0.272	0.171	0.310	0.196

iii) Assistance to Address Workforce Housing Need

In fully exploring the need for workforce housing created by residential development, there is one final step that needs to be taken -- determining the amount of assistance (housing subsidy) that is needed to make housing in the community affordable for the construction and operations/maintenance employee households that build and service residential units. To adequately address the different types of households that need workforce housing assistance, three Workforce Housing Categories are developed in this Study. The intent of the categories is to recognize that households of varying income levels live in units of varying size and price. For example, it is logical that a household earning \$60,000 lives in a different and more expensive house than a household earning \$30,000. These three categories address this issue.⁶ These categories are used to better assess workforce housing mitigation at a level that is reflective of the different income categories in the community, and are based upon local prices to construct workforce units in Islamorada.

Using the household incomes earned by construction and operations and maintenance employees, the subsidy needed to afford a workforce housing unit within the appropriate workforce housing

⁶ The Workforce Housing Categories are not linked in any way to income or occupancy eligibility requirements related to the application for affordable housing units in Islamorada. These categories are intended for use as a tool to determine workforce housing mitigation both in terms of units and housing assistance, and do not serve as eligibility requirements.

b) Non-Residential Development

The other basic sector in Islamorada that employs workers is nonresidential development. This includes offices, retail establishments, industrial businesses, tourist/recreational services, institutional uses, and government facilities. Non-residential development places a demand on labor (the workforce) in two ways: (1) demand for workers to construct the building, and (2) demand for employees that will work at the new non-residential development. Construction employees construct the nonresidential buildings. All different types of employees work at the structure after the building is complete, depending on the type of business/land use. Both activities generate employment in Islamorada, and because of the wage levels and existing housing prices, a number of these activities result in a need for affordable workforce housing.

i) Construction Impacts

As discussed previously, the construction, expansion, or renovation of buildings requires the employment of contractors and construction workers to do the work. The need for workforce housing created by construction employees for non-residential development was determined to be the same as residential development.

Table 1.8: *Construction Employment and Need for Housing in Islamorada*, sets out the number of employees needed to construct different size non-residential buildings. Specifically, the table displays the number of employee years it takes to construct a building of a certain size, the number of employees needed over the course of a 40-year construction career to construct a certain size unit, and the number of housing units needed for these employees.

Table 1.8: CONSTRUCTION EMPLOYMENT AND NEED FOR WORKFORCE HOUSING IN ISLAMORADA			
Building Size	Employee Years to Construct Units	Employees Needed (Over Career of Employee)	Housing Units Needed for Employees
500	0.601	0.015	0.009
750	0.901	0.023	0.014
1,000	1.201	0.030	0.019
1,500	1.802	0.045	0.028
2,000	2.403	0.060	0.038
2,500	3.004	0.075	0.047
3,000	3.604	0.090	0.057
3,500	4.205	0.105	0.066
4,000	4.806	0.120	0.076
4,500	5.406	0.135	0.085
5,000	6.007	0.150	0.095

iii) Assistance to Address Workforce Housing Need

As mentioned previously, to fully explore the need for workforce housing created by non-residential development, there is one final step -- determining the amount of assistance (housing subsidy) that is needed to make housing in the community affordable for the workforce employees that build and service non-residential development. To adequately address the different types of households that need workforce housing assistance, three Workforce Housing Categories are developed in this Study. These categories are used to better assess workforce housing mitigation at a level that is reflective of the different income categories in the community.

Using the household incomes earned by non-residential construction and post-construction employees, the subsidy needed to afford a workforce housing unit, based upon the appropriate Workforce Housing Category, was determined by subtracting the amount of housing that is affordable to the household based on income from the price of the appropriate workforce housing unit. The housing assistance needed per non-residential land use type (per 1,000 square feet) is outlined below in Table I.10: *Need for Workforce Housing Created by Non-Residential Development*.

Table I.10 NEED FOR WORKFORCE HOUSING CREATED BY NON-RESIDENTIAL DEVELOPMENT						
Non-Residential Land Use Type	Construction Employees		Post-Construction Employees		Total Need Demanded by Construction and Post- Construction Employees	
	Housing Units Needed for Employees	Housing Assistance Needed	Housing Units Needed for Employees	Housing Assistance Needed	Total Housing Units Needed	Total Housing Assistance Needed
Per 1,000 Square Feet						
Governmental	0.019	\$809	0.601	\$16,669	0.620	\$17,478
Industrial	0.019	\$809	0.837	\$45,046	0.856	\$45,855
Institutional	0.019	\$809	0.821	\$48,685	0.840	\$49,494
Office	0.019	\$809	1.121	\$52,370	1.140	\$53,179
Retail	0.019	\$809	0.921	\$15,418	0.940	\$16,227
Tourist						
Expansion	0.019	\$809	0.619	\$22,694	0.638	\$23,503
New Development	0.019	\$809	0.952	\$34,917	0.971	\$35,726

TABLE II.1: PRICES OF EXISTING HOME SALES ISLAMORADA AND COMPARATIVE AREAS 2000 TO 2005 (in thousands)						
Year	Islamorada		Marathon		Florida	US
	Average	Median	Average	Median	Median	Median
2000	\$286.9	\$156.8	\$209.7	\$190.2	\$117.6	\$139.0
2001	\$310.5	\$251.9	\$224.5	\$183.9	\$127.7	\$147.8
2002	\$361.8	\$268.2	\$260.5	\$247.5	\$141.7	\$156.2
2003	\$484.3	\$328.6	\$333.7	\$282.9	\$158.4	\$178.8
2004	\$743.6	\$671.4	\$450.4	\$363.2	\$181.9	\$195.4
2005	\$776.2	\$712.5	\$576.4	\$529.2	\$235.1	\$219.6
Rate of Growth	22.0%	35.4%	22.4%	22.7%	14.9%	9.6%

SOURCES: Monroe County Property Appraiser, Florida Board of Realtors and National Association of Realtors.

NOTE: Data for the State of Florida and the United States are for single family homes only.

A. MEDIAN HOUSING PRICES AND MEDIAN HOUSEHOLD INCOMES

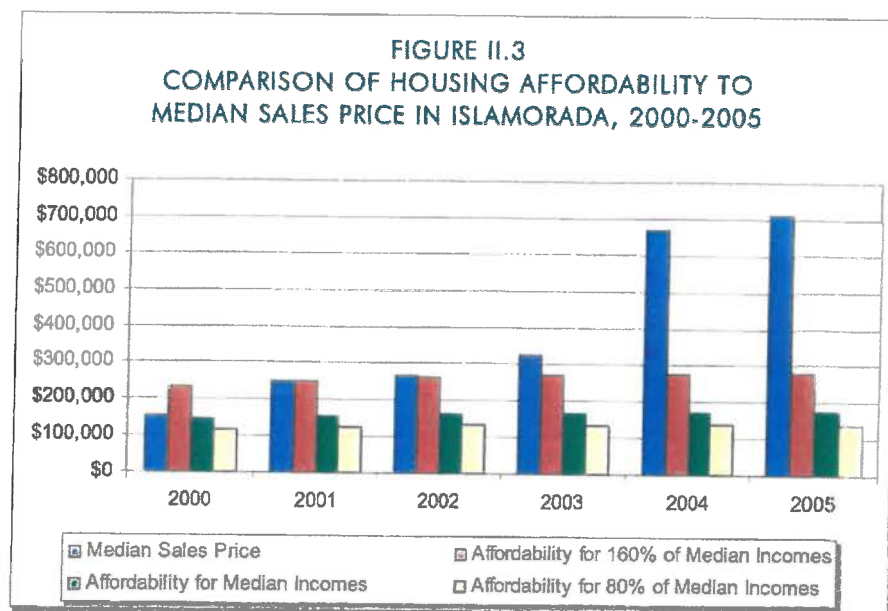
Normally, housing affordability is evaluated by comparing the price of housing for a local real estate market to prevailing wage and salary incomes. A national benchmark for evaluating affordability is whether median household incomes in a community are at the level where the household could afford a median priced home. Typically, affordability of owner-occupied housing is defined as 300 percent of median household income.

As Table II.2: *Monroe County Median Household Income and Median Single Family Housing Prices in Islamorada, 2000-2005*, demonstrates, over the past five years the gap between median household incomes and median housing costs resulted in median priced housing that is not affordable to households earning the area median income and beyond.⁷ In 2000, the median income in Monroe County was \$49,300 and the median price of a home in Islamorada was \$156,757 – approximately 318 percent of median income levels. By 2003, the median income for a household in Monroe County was \$56,500 and the median price of a home in Islamorada was \$328,571 – approximately 582 percent of median income levels. In 2005, the median income for a Monroe County household was \$58,450 and the median price of a home in Islamorada was \$712,500 – approximately 1,219 percent of median income levels. Over the past few five years, the market has priced out all wage earners, except for those at the very highest income levels. See Figure II.2: *Comparison of Median Sales Prices and 300% of Median Household Incomes, 2000-2005*.

⁷ Because median income data is not available for the Village of Islamorada, this analysis uses Monroe County median income data as calculated by the U.S. Department of Housing and Urban Development.

cent of median income. In 2005, the sales price exceeded the housing price affordable to a median household income by more than \$537,150. What this means is that the median priced unit in 2005 is affordable to a household earning \$237,500 - \$179,050 more than the area median income.

Moreover, since 2002, median priced homes have exceeded the price that was affordable to the households earning 160 percent of the area median income. In 2005, the median priced home cost \$431,940 more than a household earning 160 per cent of the area median income could afford. The housing affordability problem is affecting not only households earning the area median income, but also those earning well above the median income.



Source: U.S. Department of Housing and Urban Development and the Monroe County Property Appraiser.

B. HOUSING PRICES ARE FAR OUTPACING INCREASES IN WAGES/INCOME

Housing affordability, however, is a relative concept. When inquiring about affordability, it is necessary to ask the question "affordable with respect to what?" Some suggest that attempting to measure housing prices with some type of median or similar measure can be misleading. They suggest that the relevant question is whether housing is available in the market place within the price ranges that local employees can reasonably afford.

Review of Monroe County employment and wage data in 2005 and data trended to 2006, indicate that housing in the Village of Islamorada is no longer available at prices that much of the local work force can reasonably afford. The data show that even with employment and wage growth,

TABLE II.3:
EMPLOYMENT AND EARNINGS BY INDUSTRY
MONROE COUNTY, 2005-2006

Industry Title	Average Employment	Annual Wage		Florida 2006	'06 Monroe City Wages as % of Statewide Earnings
		2005	2006		
Trade, Transportation, and Utilities	7,636	\$31,256	\$32,616	\$36,053	90.47%
Wholesale Trade	520	\$45,167	\$47,132	\$55,030	85.65%
Retail Trade	5,553	\$27,209	\$28,393	\$26,929	105.44%
Information	457	\$47,952	\$50,038	\$55,045	90.90%
Financial Activities	2,364	\$42,750	\$44,610	\$54,909	81.24%
Finance and Insurance	1,220	\$50,038	\$52,215	\$61,889	84.37%
Real Estate and Rental and Leasing	1,144	\$34,976	\$36,497	\$40,672	89.73%
Professional and Business Services	2,603	\$43,410	\$45,298	\$40,927	110.68%
Education and Health Services	4,049	\$37,743	\$39,385	\$39,672	99.28%
Leisure and Hospitality	11,539	\$23,788	\$24,823	\$20,287	122.36%
Accommodation and Food Services	10,136	\$23,297	\$24,310	\$17,661	137.65%
Other Services	1,472	\$27,466	\$28,661	\$26,923	106.45%
Public Administration	3,132	\$47,605	\$49,676	\$46,542	106.73%

SOURCE: Florida Labor Market Statistics, September 2006. NOTE: 2006 earnings were projected using a 2.9% increase over 2005, which was the 2004-2005 increase.

C. THE SUPPLY OF HOUSING AFFORDABLE TO THE WORKFORCE IS SUBSTANTIALLY DECREASING

The breadth of the housing affordability problem in the Village of Islamorada is further demonstrated by considering the income and housing cost data from the Monroe County Property Appraiser on the sales price of all residential units sold in Islamorada between January 1, 2000 and December 31, 2005. The residential sales are categorized into three types of residential units: single-family detached; condominiums; and mobile homes. There have been a total of 1,373 residential sales recorded by the Monroe County Property Appraiser in Islamorada over this six year period. Of these units sold, the large majority are single-family detached units (59.1%) and condominium units (39%). The balance is mobile home units. See Table II.4: *Types of Residential Units Sold, Islamorada, 2000-2005*.

TABLE II.4:
TYPES OF RESIDENTIAL UNITS SOLD,
ISLAMORADA, 2000-2005

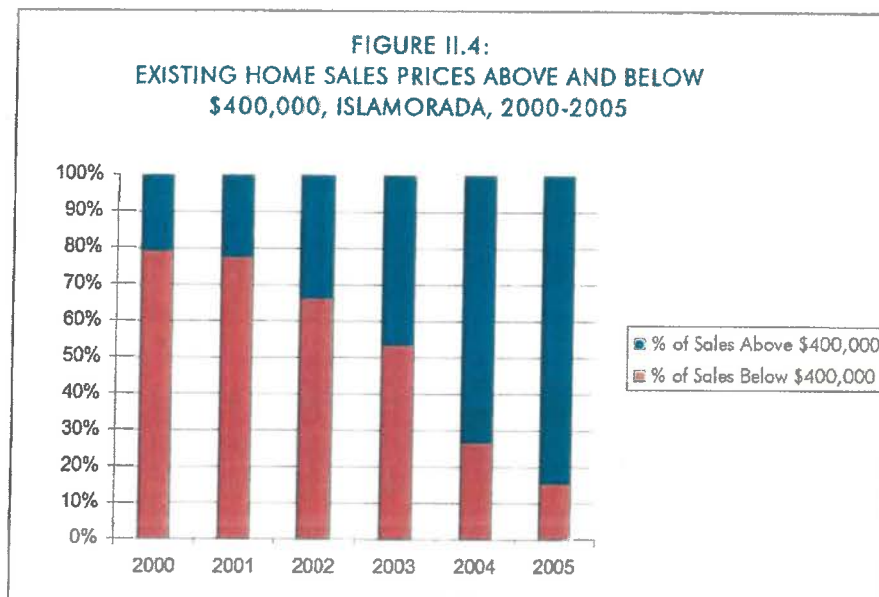
Year	Single-Family Detached	Condominiums	Mobile Homes	Total
2000	22	32	3	57
2001	75	63	2	140
2002	124	92	6	222
2003	183	83	5	271
2004	207	107	3	317
2005	200	159	7	366
TOTAL	811	536	26	1,373
Percent of Total	59.1%	39.0%	1.9%	100.0%

Source: Monroe County Property Appraiser Database

TABLE II.5: EXISTING HOME SALES BY PRICE RANGE VILLAGE OF ISLAMORADA, 2000 - 2005						
Sales Price	2000	2001	2002	2003	2004	2005
Below \$400k	366	317	271	222	140	57
% Below \$400k	79.20%	77.30%	66.30%	53.40%	26.80%	15.40%
% Above \$400k	20.80%	22.70%	33.70%	46.60%	73.20%	84.60%
Single Family	54.60%	65.30%	67.50%	55.90%	53.60%	38.60%
Mobile Home	2.10%	1.00%	2.10%	3.20%	1.80%	8.80%
Condo	46.90%	36.80%	34.30%	48.90%	57.30%	94.10%

Source: Monroe County Property Appraiser Database

The dynamics of home prices in Islamorada are clearly seen in Figure II.4: *Existing Home Sales Prices Above and Below \$400,000, Village of Islamorada, 2000-2005*. Average prices are sharply increasing while the supply of dwellings at the lower end are greatly diminished. The phenomenon is not just a matter of rapid increases in prices of high end units. Rather, it is a general increase in unit prices.



Source: Monroe County Property Appraiser Database

Based on what the housing price, housing sales, and income data for Monroe County and Islamorada show, there is no doubt there is a housing affordability problem in Islamorada today.

Residential and non-residential development in Islamorada places a demand on labor (the workforce) in three ways:

- The first is the construction of the building (i.e., construction employees for both residential and non-residential development);
- The second is the operation and maintenance of the building (i.e., employees for residential development); and
- The third is the use of the structure as designed by the builders (i.e., employees for non-residential development).

All three activities generate employment in Islamorada, and because of the wage levels and existing housing prices, these activities consequently result in a need for affordable workforce housing. The demand for labor (employees) that both residential and non-residential developments create, and the demand these employees place on the need for workforce housing is outlined below.

B. RESIDENTIAL DEVELOPMENT

As is discussed above, residential development in Islamorada has two employment needs:

- The first is for the construction of the residence (construction);
- The second is for the operation and maintenance of that residence, post-construction (post-construction).

As discussed below, both construction and post-construction activities generate employment in Islamorada, and many of these workers typically earn wages and salaries that put them in a position of economic stress in terms of their ability to purchase or rent housing.

1. Demand for Workforce Housing Units

a) Construction Impacts

The construction, expansion, or renovation of buildings requires the employment of contractors and construction workers to do the work. The wages of most of these workers are within a range such that they can not afford housing in Islamorada. The method used to assess the demand for workforce housing created by construction activities involves the following. First, the amount of construction authorized and built in Monroe County over the past four years (measured in square feet) was determined from annual Monroe County Property Appraiser data. Second, the number of construction workers involved in the construction of these buildings was determined using monthly unemployment insurance reports for Monroe County that have data on the number of

development activity, it is possible to derive a reasonable estimate of floor area built by the average construction worker.

Table III.2: *Construction Employment and Need for Housing in Islamorada*, sets out the number of employees needed to construct different size residential units based on the fact that one construction employee builds 859 square feet of space annually (See the column in Table III.2 labeled "Employee Years to Construct Units"). Specifically, the table displays the number of employee years it takes to construct a building of a certain size.

Construction employment is measured in employee years (employee years to construct units). Housing has no such time dimension. Employees will have a definable career and dwellings have an expected life. In estimating the demand construction employees place on a residential unit, it must be recognized that construction employees require housing only during the period of actual construction of the home (even though they live in the community over their career). This must be accounted for in the analysis. The average construction worker career is 40 years. To account for this circumstance, the calculation of construction employee years to construct the unit is therefore divided by 40 to convert to the needed housing over the work career of the employee (See column in Table III.2 labeled "Employees Needed (Over Career of Employee)").

Next, to determine the needed number of residential units these construction employees demand in Islamorada, the employee equivalent is then divided by the average number of employees per dwelling unit that exist today in Islamorada (1.586¹¹) to estimate the fraction of a dwelling unit needed to house the employees engaged in residential construction of homes (See column labeled "Housing Units Needed for Employees"). As shown in Table III.2: *Construction Employment and Need for Housing in Islamorada*, this calculation results in a little over .019 of a dwelling unit demanded for construction employees for every 1,000 square feet of construction.

¹¹ See Appendix B: *Employees Per Household, Monroe County*.

caretakers, butlers, personal trainers, and administrative assistants for the residential unit. The survey also gathered extensive data about selected operational characteristics of residential homes, firms that households contract with to finance and insure homes, as well as the use patterns and demographics of homeowners, which is useful for other policy, planning and research purposes.

The survey was mailed to a sample of 3,000 homeowners in the Village of Islamorada. This includes the population of owners of units in excess of 2,000 square feet, as identified through the Monroe County Property Appraiser records (1,094 total households); a random sample¹² of 48 percent of owners of homes sized within the range of 500 to 2,000 square feet (1,051 total); and a random sample of 63 percent of condominium owners (853 total). Single-family homes below 500 square feet were not included given that many of these are boat pads and similar types of units. A total of 822 surveys were returned for a response rate of 27.5 percent. Of these 822 survey responses, 585 were responded to in full, whereas the remaining surveys lacked responses to some of the survey questions. In conducting analysis on the survey responses, only those surveys that have a response to the related questions in the analysis were used.

For each type of home service the owner uses (homeowners associations, property management companies, independent contractors, on-site caretakers and other directly hired employees), owners were asked to report how much they spend per year on each service and, if known, approximately how many hours employees spent serving their home each year. Annual spending amounts were converted into "full-time equivalents" (FTE) using a combination of wage data and assumptions regarding non-labor costs.¹³ Wage data was based on annualized wage rates for Monroe County for specified industry sectors, as extrapolated from 2004 Quarterly Census of Employment and Wages (QCEW) data.¹⁴ Specific assumptions for individual service providers are as follows:

- Homeowners associations (HOA): A conversion ratio of \$117,390 in homeowners' dues per direct job was assumed. This is based on an assumption of a \$27,475 average wage for HOA employees (Monroe County inflation adjusted 2004 QCEW data – NAICS code 813990) and an assumption that 23.4 percent of HOA costs

¹² The random sample was conducted using SPSS statistical software.

¹³ FTE employees represent the number of workers that would typically be employed to complete the service based on existing employment patterns in the respective industries, which presumably includes a blended hybrid of full-time and part-time employees.

¹⁴ The QCEW data is provided by the U.S. Census Bureau of Labor Statistics, and is available at <http://data.bls.gov/PDQ/outside.jsp?survey=en>

- Long-term rental residences: units owned by the respondent and leased on a long-term basis;
- Other (for the respondent to specify): uses other than those listed above for which the unit is occupied; and
- Vacant: amount of time in which the residence is not occupied.

These survey responses were compiled, and then several hypotheses were tested through regression analysis. The hypotheses tested are whether there is a relationship between the size of a residential unit and the number of operation and maintenance employees that service the unit. The analyses also tested whether there is a difference in this relationship between house size and operation and maintenance employees serving the unit, and whether the unit is occupied by a permanent resident or otherwise used as a secondary residence, vacation rental, business/corporate rental, long-term rental, or other. The hypothesis testing this relationship included 585 survey responses. See Table: III.3: *Number of Survey Responses Used in Analysis of Operations and Maintenance Employees*.

Table III.3: NUMBER OF SURVEY CASES USED IN ANALYSIS OF OPERATIONS AND MAINTENANCE EMPLOYEES	
Survey Cases	Number of Responses
All returned responses	822
Fully completed responses	585
Responses from full-time owner-occupied units	406
Responses from units otherwise occupied	416

The survey results indicate that there are different employment relationships between dwellings occupied by full-time residents and those occupied for all other purposes. The results also indicate there are different employment relationships between units based on the size of the unit. The relationship is expressed mathematically as follows:

$$\text{Employees} = -0.01330 + (-0.03846 * \text{Full-time}) + (0.00006466 * \text{Area})$$

Where:

$$\text{Employees} = \text{Operations and Maintenance Employees}^{15}$$

$$\text{Full-Time} = \text{Residential Unit Occupied by Full-time Resident}$$

$$\text{Area} = \text{Gross Square Feet of Unit}$$

¹⁵ Measured by full-time equivalent employees (FTEs).

WORKFORCE HOUSING NEED CREATED BY RESIDENTIAL UNITS OCCUPIED BY FULL-TIME RESIDENTS ¹⁷						
Unit Size (FT ²)	Employees					
	Construction		Operations & Maintenance		Workforce Housing Units Needed for Full-Time Resident Units of Full-Time Resident Units	Total Workforce Housing Units Needed (Construction and O&M Employees of Full-Time Resident Units)
	Employees	Workforce Housing Units Needed for Construction Employees	Employees	Workforce Housing Units Needed for Full-Time Resident Units		
500	0.015	0.009	0.000	0.000	0.000	0.009
750	0.023	0.014	0.000	0.000	0.000	0.014
1,000	0.030	0.019	0.013	0.008	0.027	0.027
1,500	0.045	0.028	0.045	0.029	0.057	0.057
2,000	0.060	0.038	0.078	0.049	0.087	0.087
2,500	0.075	0.047	0.110	0.069	0.117	0.117
3,000	0.090	0.057	0.142	0.090	0.147	0.147
3,500	0.105	0.066	0.175	0.110	0.176	0.176
4,000	0.120	0.076	0.207	0.130	0.206	0.206
4,500	0.135	0.085	0.239	0.151	0.236	0.236
5,000	0.150	0.095	0.272	0.171	0.266	0.266

¹⁷ Note that the data shown in Table III.5: Workforce Housing Need Created by Residential Units Occupied by Full-Time Residents, are illustrative only. The precise formulae should be used for individual dwellings.

2. Assistance to Address Workforce Housing Need

In fully exploring the need for workforce housing created by residential development, there is one final step. It involves determining the amount of assistance (workforce housing subsidy) that is needed to make housing in the community affordable for the construction and operations/maintenance employee households that build and service residential units.

As is discussed in Section II: *Problem Description*, housing in Islamorada has become unaffordable to not only low-wage earning households, but also to households earning the median household income and much higher. Consequently, the income range of households that need workforce housing assistance in Islamorada is fairly broad. To adequately address the different types of households that need workforce housing assistance, three Workforce Housing Categories are developed in this Study. The intent of the categories is to recognize that households of varying income levels live in units of varying size and price. For example, it is logical that a household earning \$60,000 lives in a different and more expensive house than a household earning \$30,000. These three categories address this issue. These categories are used to better assess workforce housing mitigation at a level that is reflective of the different income categories in the community.¹⁹

The three Workforce Housing Categories were developed using local cost and square footage data on existing affordable units built in Islamorada and the Florida Keys, other communities in Florida, and other resort communities across the nation. These three Workforce Housing Categories identify the size of an appropriate workforce housing unit for each income category, the type of construction, and the cost per square foot to construct the unit based upon local construction costs. Table III.7: *Workforce Housing Categories, Islamorada*, shows the size, type, cost to construct these units, and household and employee income levels that are needed if these prototypical units are to be considered affordable. (See Appendix D: *Shortage (Housing Assistance) Calculations*, for more detail on the incomes that can afford the workforce units in each of these categories.)

¹⁹ The Workforce Housing Categories are not linked in any way to income or occupancy eligibility requirements related to the application for affordable housing units in Islamorada. These categories are intended for use as a tool to determine workforce housing mitigation both in terms of units and housing assistance, and do not serve as eligibility requirements.

a) Affordable Housing Assistance for Construction Employee Households

Once the reasonable cost for a prototypical workforce housing unit is determined, the next step is to identify the amount of assistance that an employee household requires to afford a prototypical unit within their income category. For new residential units, this requires evaluating the subsidy needed for construction employees and operations and maintenance employees.

As is briefly discussed above, according to the employment and household earnings for the construction industry in Monroe County (see Appendix D: *Employment and Household Earnings by Industry*), individual annual construction employee earnings are \$33,800, and annual household earnings are \$53,590. Based on these earnings, a construction employee household could reasonably afford to spend \$182,792 for housing. As mentioned in the previous section and based upon their income, construction employee households qualify for Category 2 affordable housing that is estimated to cost \$225,500. Given the construction employee household earnings and the maximum housing cost that a construction employee household could afford (\$182,792), Category 2 level of housing requires \$42,708 of workforce housing assistance per worker household to afford a unit. In other words, the difference between the cost of a Category 2 house (\$225,500) and the maximum housing cost that a construction employee household can afford (\$182,792) is the affordable housing assistance needed for a construction employee household to afford a unit (\$42,708). See Table III.8: *Housing Affordability for Construction Employees* shown below.

²¹ For those incomes that are within a modest range above or below the maximum cut off of a Workforce Housing Category, professional judgment has been used to determine the appropriate Workforce Housing Category for the employee household.

TABLE III.10: OPERATIONAL AND MAINTENANCE EMPLOYEE INCOME, MONROE COUNTY			
	Weight	Individual	Household
Construction	17.5%	\$33,800	\$53,590
Financial Activities	5.0%	\$44,610	\$70,729
Prof & Business Services	37.5%	\$45,298	\$71,821
Education & Health Services	15.0%	\$39,385	\$62,445
Other Services	25.0%	\$28,661	\$45,442
Blended	100.0%	\$38,205	\$60,575

Based upon their income, operations and maintenance employee households qualify for Category 2 affordable housing that is estimated to cost \$225,500. Given that operations and maintenance employee households earn \$60,575 and the maximum housing cost that a construction employee household could afford is \$206,616, Category 2 level of housing would require \$18,884 of workforce housing assistance per operations and maintenance worker household to afford a unit. In other words, the difference between the cost of a Category 2 house (\$225,500) and the maximum housing cost that a construction employee household can afford (\$206,616) is the workforce housing assistance needed for an operations and maintenance employee household to afford a unit (\$18,884). See Table III.11: *Housing Affordability for Construction Employees* shown below.

TABLE III.11: HOUSING AFFORDABILITY FOR OPERATIONS AND MAINTENANCE EMPLOYEES	
Operations and Maintenance Earnings	\$38,205
Employees per Household ²⁴	1.586
Operations and Maintenance Employee Household Earnings	\$60,575
Maximum Housing Cost for Operations and Maintenance Employee Household ²⁵	\$206,616
Available Housing Cost (Category 2)	\$225,500
Assistance Subsidy per Units Needed for Operations and Maintenance Employee Household	\$18,884

The housing assistance needed by unit size is shown in Table III.12: *Operations and Maintenance Employment and Need for Housing in Islamorada*.

²⁴ See Appendix B: *Employees per Household, Monroe County*, for an explanation of the calculation used to result in this figure.

²⁵ The maximum housing cost for an operations and maintenance employee household is calculated by dividing the operations and maintenance employee household earnings (\$60,575) by the income ratio (29.32%) to determine the cost of housing that is affordable to a construction employee household.

Area = square Feet of Residential Unit

O&M Employee Households = O&M Employees ÷ 1.586

O&M Assistance Needed = O&M Employee Households Needing Assistance * \$18,884

Total Units Needed = Needed Units for Construction Employee Households + Needed Units for O&M Employee Households

Total Assistance Needed = Construction Assistance Needed + Operations and Maintenance Assistance Needed

What this formula shows is that the degree of need for workforce housing can be determined either by a workforce housing unit (or fraction thereof) that needs to be built for residential development, or workforce housing assistance amount that needs to be paid to provide a sufficient amount of funds for those employees (or fraction thereof) in need of workforce housing, so they can afford housing at a reasonable price.

Because workforce housing need is based on the size of the home and the residency status of the home, the formula will need to be applied to each residential unit, individually, based on its size (square footage) and residency status. Tables III.13: *Workforce Housing Need Created by Residential Development of Units Occupied by Full-Time Residents* and Tables III.14: *Workforce Housing Need Created by All Other Residential Units*, however, provides examples of workforce housing need for varying sized residential units, both in terms of actual workforce housing units (or a fraction thereof), and workforce housing assistance.

Table III.14:
WORKFORCE HOUSING NEED CREATED BY ALL OTHER RESIDENTIAL UNITS²⁷

Unit Size (FT ²)	Construction			Operations & Maintenance of All Other Residential Units			Total Workforce Housing Units Needed (Construction & O&M Employees)	Total Workforce Housing Assistance for Employees (Construction & O&M Employees)
	Employees	Housing Units Needed	Housing Assistance for Construction Employees	Employees	Housing Units Needed	Housing Assistance for Operations and Maintenance Employees		
500	0.015	0.009	\$405	0.019	0.012	\$227	0.021	\$631
750	0.023	0.014	\$607	0.035	0.022	\$419	0.036	\$1,026
1,000	0.030	0.019	\$809	0.051	0.032	\$612	0.051	\$1,421
1,500	0.045	0.028	\$1,214	0.084	0.053	\$997	0.081	\$2,210
2,000	0.060	0.038	\$1,618	0.116	0.073	\$1,382	0.111	\$3,000
2,500	0.075	0.047	\$2,023	0.148	0.094	\$1,767	0.141	\$3,790
3,000	0.090	0.057	\$2,427	0.181	0.114	\$2,152	0.171	\$4,579
3,500	0.105	0.066	\$2,832	0.213	0.134	\$2,537	0.201	\$5,369
4,000	0.120	0.076	\$3,236	0.245	0.155	\$2,922	0.231	\$6,158
4,500	0.135	0.085	\$3,641	0.278	0.175	\$3,307	0.260	\$6,948
5,000	0.150	0.095	\$4,045	0.310	0.196	\$3,692	0.290	\$7,738

²⁷ Note that the data shown in Table III.14: Workforce Housing Need Created by All Other Units, are illustrative only. The precise formula should be used for individual dwellings.

C. NON-RESIDENTIAL DEVELOPMENT

The other basic sector in Islamorada that employs workers is nonresidential development. This includes offices, retail establishments, industrial businesses, tourist/recreational services, institutional uses, and government facilities. Non-residential development places a demand on labor (the workforce) in two ways:

- The first is the construction of the building (i.e., construction employees for both residential and non-residential development).
- The second is the employees who work at a structure constructed by the builders (i.e., employees of the non-residential activity in the building).

Construction employees construct the nonresidential buildings. All different types of employees work at the building after it is complete. Both activities generate employment in Islamorada, and because of the wage levels and existing housing prices, a number of these activities create a need for workforce housing. The demand for labor (employees) that non-residential development creates, and the demand these employees place on the need for workforce housing is outlined below.

1. Construction Impacts

As is discussed in Section III.B.1: *Construction Impacts*, the construction, expansion, or renovation of buildings requires the employment of contractors and construction workers to do the work. The method used to assess the demand for workforce housing created by construction activities involves the following. First, the amount of construction authorized and built in Monroe County over the past 4 years (measured in square feet) was determined from annual Monroe County Property Appraiser data. Second, the number of construction workers involved in the construction of these buildings was determined using monthly unemployment insurance reports for Monroe County that have data on the number of local construction workers. This data is expressed in person years for 2002-2005. Third, and based upon the amount of square footage built and the number of construction workers needed to construct these buildings, the actual amount of a building (in square feet) a construction employee builds in a year was determined.²⁸ Table III.15: *Residential and Non-Residential Construction (square feet) and Construction Employment, Monroe County*,

²⁸ For purposes of this calculation, the analysis includes all employees that work in the construction industry, not just those engaged in the physical construction of the structure. For example, an employee installing water or wastewater lines is considered to be engaged in constructing new development as much as those directly involved with the erection a building.

construction employee years to construct the non-residential development is therefore divided by 40 to convert to the needed housing over the work career of the employee (See column in Table III.16 labeled "Employees Needed (Over Career of Employee)").

Next, to determine the needed number of residential units these construction employees demand in Islamorada, the employee equivalent is then divided by the average number of employees per dwelling unit that exist today in Islamorada (1.586³⁰) to estimate the fraction of a dwelling unit needed to house the employees engaged in residential construction of homes (See column labeled "Housing Units Needed for Employees"). As shown in Table III.16: *Construction Employment and Need for Housing in Islamorada*, this calculation results in a little over .019 of a dwelling unit demanded for construction employees for every 1,000 square feet of construction.

Building Size	Employee Years to Construct Non-Residential Development	Employees Needed (Over Career of Employee)	Housing Units Needed for Employees
500	0.601	0.015	0.009
750	0.901	0.023	0.014
1,000	1.201	0.030	0.019
1,500	1.802	0.045	0.028
2,000	2.403	0.060	0.038
2,500	3.004	0.075	0.047
3,000	3.604	0.090	0.057
3,500	4.205	0.105	0.066
4,000	4.806	0.120	0.076
4,500	5.406	0.135	0.085
5,000	6.007	0.150	0.095

2. Post Construction Impacts

The employment impacts on non-residential development, once the building is constructed, comes from the employees that work at the businesses/land uses that use the buildings. In determining the need for affordable housing created by nonresidential development, post-construction, the analysis went through four steps.

First, all nonresidential development was categorized into 8 land use categories, as defined by the Florida Department of Revenue codes. Each

³⁰ See Appendix B: *Employees Per Household, Monroe County*.

and Hospitality; Other Services (which includes operation and maintenance employees); and Government.

The industrial sectors were assigned to the 8 land use categories, based on the description of employment activities related to land uses and related principles found in the *Standard Industrial Classification Manual* (published by the US Government Printing Office); the classic *Land Use Information Systems* (Clawson and Stewart, by Resources for the Future, 1965); *Planner's Estimating Guide: Projecting Land-Use and Facility Needs* (A. C. Nelson, Chicago: Planners Press, 2004); and *Standard Land Use Coding Manual*, (Urban Renewal Administration and Bureau of Public Roads, Government Printing Office, 1965). The percentage assignment of employment for each industry to the corresponding land use categories is set out in Table III.17: *Assignment of Industries to Land Use Categories, Monroe County*.³¹

Table III.17:
PERCENTAGE ASSIGNMENT OF INDUSTRIES TO LAND USE CATEGORIES, MONROE COUNTY

Land Use	Govern- mental	Industrial	Instituti onal	Office	Other	Retail	Residence	Tourist/ Recreational	No Location
Natural Resource & Construction*		15.0%		10.0%			24.0%		51.0%
Manufacturing		75.0%		15.0%	10.0%				
Wholesale Trade ³²		70.0%		10.0%		20.0%			
Retail Trade ³³						90.0%		10.0%	
Trade, Transport & Utilities	15.0%	50.0%		15.0%	10.0%	10.0%			
Information		35.0%		35.0%	10.0%	10.0%			10.0%
Financial Activities		10.0%	20.0%	58.5%		5.0%	6.5%		
Prof. & Bus Services		11.0%	10.0%	30.0%		5.0%	44.0%		
Education & Health Services	30.0%		30.0%	23.7%		5.0%	11.3%		
Leisure & Hospitality					10.0%	20.0%		70.0%	
Other Services		10.0%	10.0%	10.0%	10.0%		46.7%	10.0%	3.3%
Government	90.0%			10.0%					

* For historical data, The Florida Agency for Workforce Innovation reports natural resource industries with construction. For 2005, Monroe County reported 105 individuals employed in mining, indicating that 96% of employees in Natural Resources and Construction are construction employees.

Then, using the percentage assignments of industry employment to land use classifications, the number of employees for each industry was translated into employees per land use categories. See Table III.18: *Estimated Industry Employment by Land Use Categories, Monroe County*.

³¹ It should be noted that some employees, like construction workers, do not work at specific locations. These employees are assigned to the "No Location" category.

³² Wholesale trade is broken out from the broader category of Trade, Transport & Utilities. See Appendix D: *Employment and Household Earnings by Industry*.

³³ Retail trade is broken out from the broader category of Trade, Transport & Utilities. See Appendix D: *Employment and Household Earnings by Industry*.

TABLE III.19 FLOOR AREA AND EMPLOYMENT BY LAND USE CATEGORY, FLOOR AREA PER EMPLOYEE, MONROE COUNTY						
	2001	2002	2003	2004	2005	Typical FT ² Over Period
Government						
Square Ft		4,303,124	3,698,871	4,475,274	4,907,524	
Employment	4,447	4,417	4,523	4,356	4,268	
Square Ft Per Employee		974	818	1,027	1,150	1,049
Industrial						
Square Ft		1,946,221	1,343,901	1,837,525	1,957,005	
Employment	2,625	2,576.64	2,558	2,501	2,541	
Square Ft Per Employee		755.33	525.27	734.72	770.07	753
Institutional						
Square Ft		1,530,746	1,343,901	1,677,183	1,675,718	
Employment	2,117	2,144.30	2,218	2,112	2,098	
Square Ft Per Employee		713.87	606.04	793.97	798.72	769
Office						
Square Ft		2,138,672	2,185,012	2,531,368	2,566,490	
Employment	4,814	4,2615	4,396	4,295	4,309	
Square Ft Per Employee		502	457	589	596	563
Retail						
Square Ft		5,356,420.85	5,163,367	5,817,640	5,730,691	
Employment	8,592	8,422.25	8,302	8,198	8,062	
Square Ft Per Employee		635.98	621.92	709.64	710.80	685
Tourist						
Accommodation Expansion or Re-Development						
Floor Area		4,765,792	3,834,821	4,761,362	4,761,362	4,553,171
Employees	4,976	4,592	4,728	4,855	4,570	
Fi ² per Employee		1,037.96	811.09	980.81	1,041.87	1,019
New Tourist Development						
Square Ft		6,275,497.50	4,952,982.50	5,960,111.50	5,703,320.00	
Employment	9,285	9,095.80	9,125	9,196	8,783	
Square Ft Per Employee		689.93	542.80	648.15	649.37	663
Other						
Employment	1,615	1,566.40	1,570	1,580	1,535	1,615

SOURCE: Monroe County Property Appraiser and Table III.19: Percentage Assignment of Industries to Land Use Categories.

This analysis shows that the square feet per employee ratios have increased slightly over the time period for each land use category with some fluctuations. The typical square footage per employee for each land use

III.B.2, Assistance to Address Workforce Housing Need). The intent of the categories is to identify the type of unit that is appropriate for the level of income identified in each of the three categories. For example, it is logical to think that a household earning \$60,000 lives in a larger and more expensive house than a household earning \$30,000. These three categories address this issue. These categories are used to better assess workforce housing mitigation at a level that is reflective of the different income categories in the community.

Table III.21: Workforce Housing Categories, Islamorada outlines the specific costs and unit sizes for each of the three Workforce Housing Categories. (See Appendix C: Shortage (Housing Assistance) Calculations, for more detail on the incomes that can afford the workforce units in each of these categories.)

TABLE III.21 WORKFORCE HOUSING CATEGORIES, ISLAMORADA			
	Category 1	Category 2	Category 3
Area (FT ²)	500	700	900
Construction Type	Modular	Modular	Modular
Housing Unit Type	Multi-Family Attached	Multi-Family Attached	Multi-Family Attached
Number of Bedrooms	1	2	3
Construction Cost per FT	\$175	\$175	\$175
Construction Cost	\$87,500	\$122,500	\$157,500
Site Prep	\$40,000	\$40,000	\$40,000
Land	\$45,000	\$63,000	\$81,000
Total	\$172,500	\$225,500	\$278,500
Income Required to Afford a Unit			
Income Ratio for Determining Housing Affordability	29.32%	29.32%	29.32%
Annual Household Income Needed to Purchase Unit	\$50,573	\$66,578	\$82,584
Income per Worker in Household	\$31,897	\$41,992	\$52,087

As Table III.21 shows, the type of construction and the cost per square foot to construct the units are the same for all three Workforce Housing Categories. The variation in unit costs is solely dependent upon the size of the unit. The cost shown is a turn-key cost of production under prevailing market conditions. Table III.21 also shows the differences in both household and employee income levels that are needed to make the prototypical units affordable (in Table III.21, see "Annual Household Income Needed to Purchase the Unit").

Next, and for the purposes of measuring the assistance needed to make units affordable to members of the workforce earning different income levels, the household income levels were evaluated for the different members of the workforce (see Appendix D: *Employment and*

TABLE III.23 HOUSING AFFORDABILITY FOR CONSTRUCTION EMPLOYEES	
Construction Earnings	\$33,800
Employees per Household ³⁶	1.586
Construction Employee Household Earnings	\$53,590
Maximum Housing Cost for Construction Employee Household ³⁷	\$182,792
Available Housing Cost (Category 2)	\$225,500
Assistance Subsidy per Units Needed for Construction Employee Household	\$42,708

The housing assistance for construction employees, by unit size, is shown in Table III.24: *Construction Employment and Need for Housing in Islamorada*.

Table III.24: CONSTRUCTION EMPLOYMENT AND NEED FOR HOUSING, ISLAMORADA				
Building Size	Employee Years to Construct Units	Employees Needed (Over Career of Employee)	Housing Units Needed for Employees	Housing Assistance Needed per Unit
500	0.601	0.015	0.009	\$405
750	0.901	0.023	0.014	\$607
1,000	1.201	0.030	0.019	\$809
1,500	1.802	0.045	0.028	\$1,214
2,000	2.403	0.060	0.038	\$1,618
2,500	3.004	0.075	0.047	\$2,023
3,000	3.604	0.090	0.057	\$2,427
3,500	4.205	0.105	0.066	\$2,832
4,000	4.806	0.120	0.076	\$3,236
4,500	5.406	0.135	0.085	\$3,641
5,000	6.007	0.150	0.095	\$4,045

b) Workforce Housing Assistance for Post-Construction Employee Households

As is outlined earlier, based on the household earnings identified in Table III.18: *Estimated Industry Employment by Land Use Categories, Monroe County*, the employees in the post-construction land use categories were aligned with the Workforce Housing Categories identified in Table III.25: *Workforce Housing Categories for Non-Residential Post-Construction Employment by Land Use Category*.

³⁶ See Appendix B: *Employees per Household, Monroe County*, for an explanation of the calculation used to result in this figure.

³⁷ The maximum housing cost for a construction employee household is calculated by dividing the construction employee household earnings (\$53,590) by the income ratio for determining housing affordability (29.32%).

Table III.26
POST-CONSTRUCTION HOUSING AFFORDABILITY GAP BY LAND USE, MONROE COUNTY

	Non-Residential FT ² per Employee	Income per Household	Affordability Limit ³⁸	Housing Cost for Prototypical Unit	Housing Assistance Needed	Assistance Needed per FT ² of Non-Residential Development
Government	1,049	\$73,518	\$250,764	\$278,500	\$27,736	\$16.67
Industrial	753	\$65,872	\$224,686	\$278,500	\$53,814	\$45.05
Institutional	769	\$64,258	\$219,179	\$278,500	\$59,321	\$48.68
Office	563	\$67,956	\$231,794	\$278,500	\$46,706	\$52.37
Retail	685	\$45,664	\$155,757	\$172,500	\$16,743	\$15.42
Tourist						
Accommodation Expansion	1,019	\$39,819	\$135,819	\$172,500	\$36,681	\$22.69
New Development	663	\$39,819	\$135,819	\$172,500	\$36,681	\$34.92

Table III.27: *Post Construction Housing Affordability Gap by Land Use, Islamorada*, shows the employees, employee households, and housing assistance needed based on 1,000 square feet of development for each land use.

Table III.27 POST CONSTRUCTION HOUSING AFFORDABILITY GAP BY LAND USE, ISLAMORADA			
	per 1,000 FT ²		Gap per 1,000 FT ²
	Employees	Households	
Government	0.953	0.601	\$16,669
Industrial	1.327	0.837	\$45,046
Institutional	1.301	0.821	\$48,685
Office	1.778	1.121	\$52,370
Retail	1.460	0.921	\$15,418
Tourist			
Accommodation Expansion	0.981	0.619	\$22,694
New Development	1.509	0.952	\$34,917

4. Summary of Need for Workforce Housing by Housing Units

Table III.28: *Need for Workforce Housing Created by Non-Residential Development, Monroe County*, summarizes the total workforce housing unit need for non-residential development for both construction and post-construction employees by land use.

³⁸ The maximum housing cost for an employee household is calculated by dividing the employee household earnings by the income ratio for determining housing affordability (29.32%).

$(0.821 * \text{Square Feet of Development}) \div 1,000$
Assistance Needed = Square Feet of Development * \$49.49

Office Land Use Employees' Workforce Housing Need
Workforce Housing Units Needed for Office Employees =
 $(1.121 * \text{Square Feet of Development}) \div 1,000$
Assistance Needed = Square Feet of Development * \$53.17

Retail Land Use Employees' Workforce Housing Need
Workforce Housing Units Needed for Retail Employees =
 $(0.921 * \text{Square Feet of Development}) \div 1,000$
Assistance Needed = Square Feet of Development * \$16.22

Tourist Land Use Employees' Workforce Housing Need:

Accommodation Expansion or Redevelopment Need
Workforce Housing Units Needed for Industrial Employees =
 $(0.619 * \text{Square Feet of Development}) \div 1,000$
Assistance Needed = Square Feet of Development * \$23.50

New Tourist Development Need
Workforce Housing Units Needed for Industrial Employees =
 $(0.952 * \text{Square Feet of Development}) \div 1,000$
Assistance Needed = Square Feet of Development * \$35.72

TOTAL UNITS NEEDED = Units Needed for Construction Employee Households + Units Needed for Employees (by Appropriate Land Use Category)

TOTAL ASSISTANCE NEEDED = Construction Assistance Needed + Assistance Needed for Units by Appropriate Land Use Category

What these formulae shows is that the degree of need for workforce housing from non-residential development can be determined either by workforce housing unit(s) (or a fraction thereof), or a workforce housing assistance amount that needs to be paid to provide funds for those employees (or fraction thereof) in need of workforce housing.

Because workforce housing need for non-residential development is based on the size and type of the non-residential development, the formula for the appropriate land use will need to be applied to each non-residential development, individually, based on its size (square footage). Table III.29: *Need for Workforce Housing Created by Non-Residential Development*, however, provides examples of workforce housing need for varying sized non-residential buildings, both in terms of the need for workforce housing units (or a fraction thereof), and workforce housing assistance.

APPENDIX A: RESIDENTIAL SALES, VILLAGE OF ISLAMORADA, 2000-2005

TABLE A.1: RESIDENTIAL SALES, ISLAMORADA 2000-2005 ³⁹								
Selling Price	Single Family		Condominium		Mobile Home		Total	
	Number	%	Number	%	Number	%	Number	%
< \$50,000								
2000	6	1%	6	1%	0	0%	12	3%
2001	13	3%	1	2%	0	0%	23	6%
2002	21	5%	8	2%	0	0%	29	7%
2003	6	1%	10	2%	0	0%	16	4%
2004	3	1%	4	1%	0	0%	7	1%
2005	2	1%	0	0%	0	0%	2	1%
\$50,001-\$100,000								
2000	13	3%	26	6%	3	1%	42	9%
2001	12	3%	19	5%	0	0%	31	8%
2002	14	3%	5	1%	3	1%	22	5%
2003	9	2%	8	2%	0	0%	17	4%
2004	7	1%	2	0%	0	0%	9	2%
2005	5	1%	3	1%	0	0%	8	2%
\$100,001-\$150,000								
2000	34	7%	45	10%	2	0%	81	18%
2001	15	4%	37	9%	2	0%	54	13%
2002	15	4%	15	4%	0	0%	30	7%
2003	5	1%	8	2%	3	1%	16	4%
2004	8	2%	5	1%	0	0%	13	2%
2005	0	0%	1	0%	0	0%	1	0%
\$150,001-\$200,000								
2000	48	10%	63	14%	0	0%	111	24%
2001	36	9%	20	5%	1	0%	57	14%
2002	29	7%	22	5%	1	0%	52	13%
2003	8	2%	9	2%	1	0%	18	4%
2004	4	1%	11	2%	2	0%	17	3%
2005	0	0%	1	0%	0	0%	1	0%
\$200,001-\$250,000								
2000	28	6%	10	2%	1	0%	39	8%
2001	35	9%	3	1%	0	0%	38	9%
2002	31	8%	19	5%	1	0%	51	12%
2003	14	3%	24	6%	0	0%	38	9%
2004	6	1%	12	2%	0	0%	18	3%
2005	1	0%	1	0%	1	0%	3	1%
\$250,001-\$300,000								
2000	29	6%	5	1%	0	0%	34	7%

³⁹ Due to rounding, the sum of the percentages for each housing type in each row may not equal the total percentage at the end of the row.

TABLE A.1: RESIDENTIAL SALES, ISLAMORADA 2000-2005 ³⁹								
Selling Price	Single Family		Condo/Townhome		Mobile Home		Total	
	Number	%	Number	%	Number	%	Number	%
2003	12	3%	5	1%	0	0%	17	4%
2004	9	2%	0	0%	0	0%	9	2%
2005	9	2%	3	1%	1	0%	13	4%
\$600,001-\$650,000								
2000	1	0%	3	1%	0	0%	4	1%
2001	7	2%	4	1%	0	0%	11	3%
2002	11	3%	1	0%	0	0%	12	3%
2003	15	4%	2	0%	0	0%	17	4%
2004	20	4%	1	0%	0	0%	21	4%
2005	13	4%	4	1%	0	0%	17	5%
\$650,001-\$700,000								
2000	9	2%	3	1%	0	0%	12	3%
2001	5	1%	3	1%	0	0%	8	2%
2002	11	3%	0	0%	0	0%	11	3%
2003	13	3%	4	1%	0	0%	17	4%
2004	14	3%	0	0%	0	0%	14	3%
2005	6	2%	15	4%	0	0%	21	6%
>\$700,000								
2000	31	7%	1	0%	0	0%	32	7%
2001	24	6%	4	1%	0	0%	28	7%
2002	46	11%	3	1%	0	0%	49	12%
2003	82	20%	11	3%	0	0%	93	22%
2004	231	44%	36	7%	0	0%	267	51%
2005	147	40%	40	11%	0	0%	187	51%
All Units								
2000	285	62%	170	37%	7	2%	462	100%
2001	285	70%	122	30%	3	1%	410	100%
2002	303	74%	101	25%	5	1%	409	100%
2003	282	68%	128	31%	6	1%	416	100%
2004	386	74%	134	26%	3	1%	523	100%
2005	232	63%	133	36%	4	1%	369	100%
Grand Total	1,773	68%	788	30%	28	1%	2,589	100%

Source: Monroe County Property Appraiser

APPENDIX B: EMPLOYEES PER HOUSEHOLD, MONROE COUNTY

Table B.1: EMPLOYED PERSONS PER HOUSEHOLD	
<i>Monroe County</i>	
Total Households	35,106
Households with Earnings (may have multiple workers)	27,689
Households without Earnings	7,417
Labor Force (some not employed, such as retirees)	45,192
Number Employed	43,901
Workers per Household	1.632
Employed Workers per Household	1.586
<i>Islamorada, Village of Islands</i>	
Persons per Household (all households)	2.100
Persons per Household Where One or More Person(s) is Employed	2.560
Persons per Household Where No Persons are Employed	1.890

SOURCE: US Bureau of the Census' American Factfinder <http://factfinder.census.gov>,
US Bureau of the Census Public Use Micro-Sample, and Florida Agency for
Workforce Innovation, Labor Market Statistics.

The focus of the Support Study is to determine the need created for workforce housing for the workforce by residential and non-residential development. In order to determine employed workers per household, recent census data was reviewed related to the number of households and employees in Monroe County. (See Table B.1: Employed Persons per Household.) To determine the average number of employed workers per household from this data, the number of persons employed was divided by households with earnings. The calculation is as follows:

$$\text{Number Employed} \div \text{Households with Earnings} = \text{Employed Workers per Household}$$

or

$$43,901 \div 27,689 = 1.586$$

Additional data is provided here that illustrates the average number of persons per household in Islamorada for all households, for households with one or more employed persons, and for households with no employed persons.

APPENDIX C: SHORTAGE (HOUSING ASSISTANCE) CALCULATIONS

Employee Income Needed to Afford Each of the Prototypical Residential Units in the Workforce Affordability Categories.

To determine the annual employee income needed to afford a residential unit in each of the four categories of workforce housing in Islamorada, an analysis was conducted determining what expenses the employee household incurs to purchase and finance a prototypical residential unit. In the analysis, it is assumed the employee makes a down payment of 3% on the purchase of the home, and takes out a 30 year mortgage at an interest rate of 5.93 percent a year. It is also assumed that the maximum monthly expenses on housing incurred by the employee do not exceed 30 percent of income. Table C.1: *Income Needed to Afford Housing*, outlines the expenses incurred (and assumed) for each category of workforce housing. It shows an annual employee income of \$39,468 is needed to be able to reasonably afford a residential unit priced at \$212,250 (Category 1); an annual employee income of \$43,607 is needed to afford a residential unit priced at \$233,980 (Category 2); an annual employee income of \$47,039 is needed to afford a residential unit priced at \$252,000 (Category 3); and an annual employee income of \$62,182 is needed to afford a residential unit priced at \$331,500 (Category 4).

TABLE C.1: INCOME NEEDED TO AFFORD WORKFORCE HOUSING			
CALCULATION OF AFFORDABILITY			
	Category 1	Category 2	Category 3
Purchase Price	\$172,500	\$225,500	\$278,500
Down Payment	3.00%	3.00%	3.00%
Loan Term	30	30	30
Interest Rate	5.93%	5.93%	5.93%
Points	2.00%	2.00%	2.00%
Mortgage Insurance	0.60%	0.60%	0.60%
Taxes & Insurance	1.83%	1.83%	1.83%
Other Closing Costs	3.00%	3.00%	3.00%
Cash to Close	\$13,697	\$17,905	\$22,113
Mortgage	\$167,325	\$218,735	\$270,145
Mortgage Payment	\$996	\$1,302	\$1,608
Mortgage Insurance	\$84	\$109	\$135
Taxes & Insurance	\$185	\$253	\$322
Total Monthly	\$1,264	\$1,664	\$2,065
Income Ratio for Determining Housing Affordability	30.00%	30.00%	30.00%
Minimum Monthly Income	\$4,214	\$5,548	\$6,882
Annual Household Income Needed to Purchase Unit	\$50,573	\$66,578	\$82,584
Workers per Household	1.586	1.586	1.586
Income per Worker in Household	\$31,897	\$41,992	\$52,087

APPENDIX D: EMPLOYMENT AND HOUSEHOLD EARNINGS BY INDUSTRY

Earnings of Monroe County economically active households are shown below in Table D.1: *Employment and Household Earnings by Industry, Monroe County, 2006*. These wages are used to estimate the wages of employees that construct and operate and maintain residential units, and that construct and work within non-residential developments. The average annual wages for 2005 were used to project 2006 wages using a 2.9% increase over 2005, which was the 2004-2005 increase. The household earnings shown in the last column of the table are the individual employee earnings multiplied by the number of employed persons per household with earnings (1.586⁴⁰). This calculation excludes households that do not have at least one person employed. Not having anyone employed could be due to retirement, disability or unemployment. Regardless of reason, all employed without a person employed are excluded from the definition of economically active households used herein. This method of estimating economically active household income basically assumes that the earnings of the secondary worker in a household will be similar to those of the primary worker.

TABLE D.1 EMPLOYMENT AND HOUSEHOLD EARNINGS BY INDUSTRY MONROE COUNTY, 2005-2006				
Industry Title	Average Employment	Annual Wage		Household Earnings
		2005	2006	
Total, All Industries	35,895	\$32,788	\$34,214	\$54,412
Goods-Producing	2,613	\$32,352	\$33,759	\$53,689
Agriculture, Forestry, Fishing and Hunting	102	\$33,145	\$34,587	\$54,837
Construction	2,226	\$32,391	\$33,800	\$53,590
Manufacturing	285	\$31,764	\$33,146	\$52,553
Service-Providing	33,282	\$32,823	\$34,251	\$54,305
Trade, Transportation, and Utilities	7,636	\$31,256	\$32,616	\$51,712
Wholesale Trade	520	\$45,167	\$47,132	\$74,728
Retail Trade	5,553	\$27,209	\$28,393	\$45,017
Information	457	\$47,952	\$50,038	\$79,335
Financial Activities	2,364	\$42,750	\$44,610	\$70,729
Finance and Insurance	1,220	\$50,038	\$52,215	\$82,787
Real Estate and Rental and Leasing	1,144	\$34,976	\$36,497	\$57,867
Professional and Business Services	2,603	\$43,410	\$45,298	\$71,821
Education and Health Services	4,049	\$37,743	\$39,385	\$62,445
Leisure and Hospitality	11,539	\$23,788	\$24,823	\$39,357
Accommodation and Food Services	10,136	\$23,297	\$24,310	\$38,544
Other Services	1,472	\$27,466	\$28,661	\$45,442
Public Administration-Government	3,132	\$47,605	\$49,676	\$79,002

SOURCE: Florida Labor Market Statistics, September 2006.

⁴⁰ See Appendix B: Employees per Household, Monroe County.



**Islamorada, Village of Islands,
Planning and Development Services Department**

**AMENDED AND RESTATED
APPLICATION FOR MAP AMENDMENT**

Pursuant to Chapter 30, Article IV, Divisions 8 & 9

	Application Type	Application Fee	Deposit	Total Fee Due
☐	Future Land Use and Zoning	\$5,120.00	\$1,000.00	\$6,120.00
☒	Zoning Only	\$2,500.00	\$1,000.00	\$3,500.00

☒ Request concurrent Future Land Use and Zoning Hearings pursuant to 163.3184(12), Florida Statutes

PLEASE NOTE: THIS APPLICATION IS ACCEPTED BY APPOINTMENT ONLY.

An application must be deemed complete and in compliance with the Village Code by Staff prior to the items being scheduled for review. See the Submittal Requirements below for a list of required submittals and documents.

APPLICANT / AGENT (if applicable): Property owner must submit a **notarized** letter authorizing the applicant/agent to act on their behalf including the agent's name, address and phone number.

Name: Smith Hawks, PL
Mailing Address: 138 Simonton Street, Key West Florida 33040
Primary Phone: (305) 296 7227 Fax: _____
Email: Bart@smithhawks.com/Jess@smithhawks.com

PROPERTY OWNER:

Name: Integra Real Estate, LLC
Mailing Address: c/o Agent
Primary Phone: c/o Agent Fax: c/o Agent
Email: c/o Agent

LEGAL DESCRIPTION OF PROPERTY: If in metes and bounds, attach legal description on separate sheet.

Physical Address: 82200 Overseas Highway, Islamorada, FL 33036 (Sunset Inn) Mile Marker: 78.5
Lot: 9-11 & 14-18 Block: 5 Subdivision: Stratton's
☐ Plantation Key ☐ Windley Key ☒ Upper Matecumbe Key ☐ Lower Matecumbe Key
Real Estate (RE) Number: 00399601-000000 Alternate Key: 8906587

PROPERTY DESCRIPTION:

Total Land Area: 120,557.7 Square Feet 2.77 Acres
Existing Use of Property: Hotel/Motel
Has an Application for Map Amendment been submitted for this site within the past two (2) years? ☐ Yes ☒ No
If yes, provide name and date of application: _____

PROPOSED MAP AMENDMENT:

Current Future Land Use Map Category: Mixed Use (MU) Current Zoning District: Village Center (VC)
Proposed Future Land Use Map Category: Mixed Use (MU) Proposed Zoning District: Neighborhood Commercial (NC)

86800 Overseas Highway • Islamorada, Florida 33036-3162
Office 305-664-6400 • Fax 305-664-6467 • www.islamorada.fl.us

SUBMITTAL REQUIREMENTS:

- ☒ **Correct application fee.** Check or money order to "Islamorada, Village of Islands". *Previously Provided.*
- ☒ **Notarized agent authorization letter**, if applicable, including the agent's name, address and phone number authorizing the applicant/agent to act on all property owners' behalf. *Previously Provided.*
- ☒ **Proof of ownership** e.g. warranty deed, lease or pending sale contract. *Previously Provided.*
- ☒ **Property record card** from the Monroe County Property Appraiser. *Previously Provided.*
- ☒ **Copy of current Future Land Use Map** clearly marking the boundaries of the property. Map may be request from Planning and Development Service Department prior to application submittal. *See Attached Correspondence.*
- ☒ **Copy of current Official Zoning Map** clearly marking the boundaries of the property. Map may be request from Planning and Development Service Department prior to application submittal. *See Attached Correspondence.*
- ☒ **Photographs** of the site taken from adjacent streets. *Previously Provided.*
- ☒ **Signed and sealed survey** prepared by a Florida registered surveyor. The survey shall include elevations and location of all existing structures, paved areas, location of all utility structures, all easements, all bodies of water on and adjacent to the site, docks, piers, mean high water line and total acreage by habitat (please provide a digital copy in addition to the signed and sealed survey). *Pending.*
- ☒ **Data and analysis (including a land use need analysis)** pursuant to Comprehensive Plan Policy 1-2.1.13, demonstrating there is a need for the amount of development allowed by the proposed FLUM designations in order to accommodate the Comprehensive Plan's projected population growth within the planning timeframe of the Comprehensive Plan. *See Attached Correspondence.*
- ☒ **Explanation** of how the application satisfies each of the applicable criteria in the Land Development Regulations, Comprehensive Plan and Principles for Guiding Development pursuant to § 380.0552(7), Florida Statutes. See Attachment A for list of criteria. *See Attached Correspondence.*

If deemed necessary to complete a full review of the application, the Planning and Development Services Department reserves the right to request additional information.

I certify that I am familiar with the information contained in this application, and that to the best of my knowledge such information is true, complete and accurate. I certify that all information required has been provided.

Digital signatures do not require notarization when they can be verified by a Trusted Certificate issued by a third-party Certificate Authority. If you are not using a "verifiable digital signature", print this document and have it notarized.


Signature of Applicant

JANUARY 27, 2023

Date

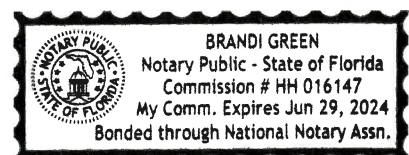
Print Name: JESS MILES GOODALL

STATE OF FLORIDA
COUNTY OF MONROE

Sworn to and subscribed before me by means of ☒ physical appearance or ☐ online notarization, this 27th day of JANUARY, 2023, by JESS MILES GOODALL (name of person signing the application) as AGENT (type of authority e.g. officer, manager / member, trustee, attorney in fact) for Integra Real Estate, LLC (name of entity or party on behalf of whom application was executed).


Signature of Notary Public

SEAL:



☒ Personally Known ☐ Produced Identification

Type of ID N/A

SMITH/HAWKS

ATTORNEYS AT LAW

Barton W. Smith, Esq.
Jess Miles Goodall, Esq.
Telephone: (305) 296-7227
E-mail: Bart@SmithHawks.com
Jess@smithhawks.com

UPLOADED VIA EPORTAL

January 27, 2023

Daniel Gulizio, Director of Planning
Islamorada, Village of Islands Planning and Development Services Department
86800 Overseas Highway
Islamorada, Florida 33036

Re: **AMENDED AND RESTATED Proposed Future Land Use Map and Land Use District (zoning) Map Amendments to create the boundary for Sub-area Policy 1-2.11.6**

Dear Daniel,

Please find enclosed the Integra Real Estate, LLC's ("Applicant") application for a Future Land Use Map ("FLUM") and Land Use District (zoning) Map Amendments (collectively, the "Amendments") pursuant to Chapter 30, Article IV, Divisions 8 and 9 of the Islamorada Code of Ordinances ("Application"). The Application is being filed simultaneously with a Comprehensive Plan Amendment ("Comp. Plan Amendment"), and the FLUM and LUD amendment applications will create the boundary of Sub-Area Policy 1-2-11.6 under Objective 1-2.11 of the Islamorada Comprehensive Plan ("Comp. Plan"). The FLUM and LUD Amendments will create the boundary of the Sunset Affordable housing Sub-Area 1. The Comp. Plan Amendment will permit the utilization and development of thirty (30) transient dwelling units on a more suitable site at Tea Table Key as a world class eco-friendly villa style resort and will provide the Village of Islamorada ("Village") with a desperately needed multi-family affordable housing development in the Village.

In addition to the original application and this letter, I have also enclosed all relevant exhibits and a copy of the application package, which I request you please date stamp and return the copy using the enclosed self-addressed FedEx envelope provided.

PROPERTY BACKGROUND INFORMATION:

Location: 82200 Overseas Highway, Upper Matecumbe Key (Sunset Inn) and
79775 Overseas Highway, Upper Matecumbe Key (Tea Table Key)

00226438 - v10

Page 1 of 17

138 SIMONTON STREET, KEY WEST, FLORIDA 33040 U.S.A.
T. 305-296-7227 F. 305-296-8448 SMITHHAWKS.COM

Legal Description: Lots 9-11, Block 5, Stratton's Subdivision, according to the Plat thereof, as recorded in Plat Book 2, Page 38, of the Public Records of Monroe County, State of Florida. (Sunset Inn); and Tea Table Key being described as Government Lot one (1) of Section seven (7), Township sixty-four (64) South, Range thirty-seven (37) East, together with a strip of submerged land 250 feet wide in the SW 1/4 of Section 6 and in the NW 1/4 of Section 7, both in Township 64 South, Range 37 East, the Center line of which is described as follows: From a point of line with the Easterly end of State Highway Bridge located on Overseas Highway (State Highway No. 5) at the Westerly end of Upper Matecumbe Key, Monroe County, Florida, run S. 61 ° 27' W. along center line of right-of-way of Overseas Highway, a distance of 787.3 feet to a point; thence run S. 28° 33' E., a distance of 200 feet to the Southerly side of said right-of-way and the POINT OF BEGINNING; thence continue S. 28° 33' E., a distance of 1100 feet more or less to the Northerly side of Tea Table Key; Also a strip of submerged land 50 feet in width and parallel to the high water line in Tea Table Key extending completely around said Key, excepting therefrom the portion occupied by above described 250 foot strip, lying and being in Sections 6 and 7, Township 64 South, Range 37 East, all in Monroe County, Florida. (Tea Table Key).

Real Estate (RE) Number: 00399601-000000 and 00097000-000000

Property Owner/Applicant: Sunset Islamorada Ventures LLC (00399601-000000); and Tea Table Key LLC (00097000-000000)

Agent: Smith/Hawks, PL-Barton W. Smith, Esq./ Jess Miles Goodall, Esq.

Total Property Area: 120,557.7 SF or 2.77 acres (Sunset Inn - 00399601-000000); and ~214,751 SF or 4.93 acres (Tea Table Key - 00097000-000000)

Total Upland Area: 120,557.7 SF or 2.77 acres (Sunset Inn - 00399601-000000); and ~214,751 SF or 4.93 acres (Tea Table Key - 00097000-000000)

Land Use District: Village Center (VC)/ Native Residential (NR)

Future Land Use Map (FLUM) Designation: Mixed Use (MU)/Residential Conservation (RC)

Flood Zone: Multiple on site: AE8, AE7 (Sunset Inn)
 AE10, VE14 (Tea Table Key)

Existing Uses: Motel, Residential

Community Character of Immediate Vicinity: Commercial, Residential

PROPERTY:

Sunset Inn:



Tea Table Key:

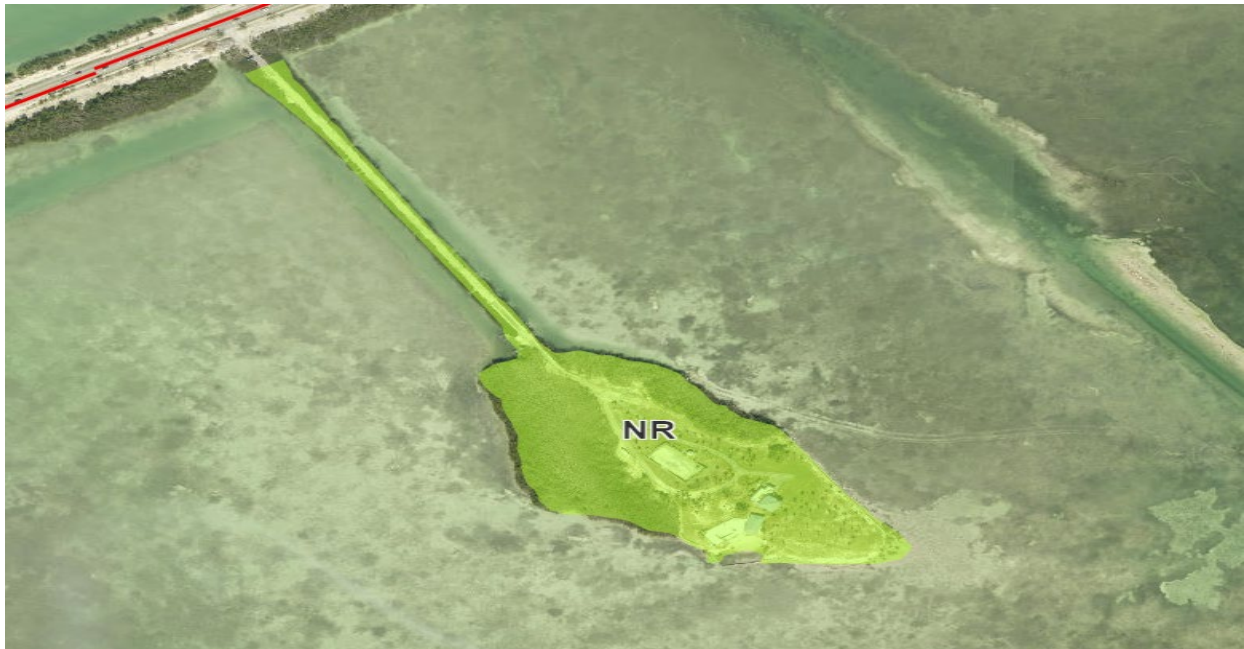


EXISTING LAND USE ZONING DISTRICTS:

Sunset Inn (Village Center):



Tea Table Key (Native Residential):



EXISTING FUTURE LAND USE MAPS:

Sunset Inn (Mixed Use):



Tea Table Key (Residential Conservation):



I. FUTURE LAND USE MAP AND LAND USE DISTRICT (ZONING) MAP AMENDMENTS:

a. Overview

The Amendment seeks to create the boundary for Sub-Area Policy 1-2.11.6 under Objective 1-2.11 of the Islamorada Comp. Plan, which shall allow the property located at 82200 Overseas Highway, Upper Matecumbe Key, more commonly known as “Sunset Inn” to transfer thirty (30) approved hotel/motel units (“Motel Units”) to the property located at 79775 Overseas Highway, Upper Matecumbe Key, more commonly known as “Tea Table Key,” and subsequently develop Sunset Inn with up to forty one (41) affordable employee housing dwelling units, and up to ten thousand square feet (10,000 SF) of low/medium retail space. The Comp. Plan Amendment and LUD and FLUM Amendments will permit Tea Table Key to be developed with up to thirty one (31) residential dwelling units (30 hotel units and 1 market rate unit). These units will be developed as a state of the art, world class, eco-friendly villa style hotel resort.

The Amendments have been filed as corresponding map amendments to a simultaneously filed Comprehensive Plan Amendment to create the sub-area policy and the boundary of the Sunset Affordable Housing Area 1.

b. Amendment Request:

The requested FLUM and LUD amendments are being requested to create the boundary of the Sunset Affordable Housing Area 1, and propose the following amendments to the FLUM and LUD designations:

1. The FLUM amendment will amend the approximately 4.93 acres of upland area on Tea Table Key from Residential Conservation (“RC”) to MU and will incorporate the approximately 2.77 acres at Sunset Inn, designated MU, to create the boundary of the Sub-Area on the Future Land Use Maps, as contained in the Comp. Plan; and
2. The LUD amendment will amend the approximately 4.93 acres of upland area on Tea Table Key from Native Residential (“NR”) to Tourist Commercial (TC) and will amend the approximately 2.77 acres at Sunset Inn from Village Center (“VC”) to Neighborhood Commercial (“NC”), and will create the boundary of the Sub-Area on the official zoning maps. Cumulatively, the Amendments will create the boundary of the Sub-Area on the Future Land Use Maps and Land Use District Maps, which will be comprised of approximately 7.7 acres.

Sunset Inn is currently recognized with thirty (30) Hotel/Motel units. By creating the boundary for the Sunset Affordable Housing Area 1, the FLUM and LUD amendments, in conjunction with the corresponding Comp. Plan Amendment, will allow the transfer of the Motel Units from Sunset Inn to Tea Table Key, will allow the utilization and development of the Motel Units on Tea Table Key, will provide the density necessary to develop a much needed

forty one (41) units of affordable workforce housing on the Sunset Inn property, and will ensure Sunset Inn is utilized exclusively for affordable workforce housing, accessory uses, and low/medium intensity retail use.

The Amendments will permit the development of the forty one (41) affordable dwelling units based upon the parcel's approximate size of 2.77 acres. Pursuant to the Amendments, the parcel will remain designated as MU, and will have a land use (zoning) district of will remain NC, and the Amendments will create the boundary of the Sub-Area. Pursuant to Section 30-697 of the Land Development Code parcels zoned NC have density up to fifteen (15) deed restricted affordable housing dwelling units per acre, which amounts to a total of forty one and a half (41.55) affordable dwelling units. Pursuant to LDC Section 30-697, parcels within the NC zoning district are permitted attached deed restricted affordable housing dwelling units as of right, and there is no restriction contained in this section as to the conversion of existing hotel/motel units into deed restricted affordable housing units.

Additionally, Sunset Inn's overall development potential of forty one (41) affordable dwelling units is derived from the language contained in the Sub-Area Policy. The Sub-Area policy will

1. Limit the permissible uses on the parcel with Parcel ID No. 00399601-000000 to affordable dwelling units, accessory uses, and low/medium intensity retail;
2. Provide that the maximum number of affordable housing dwelling units permitted on the property with Parcel ID No. 00399601-000000 shall be forty one (41) units, and
3. Allow development of the affordable housing dwelling units by means of a redeveloped or a conversion of the existing hotel or motel structures. Development of the affordable housing dwelling units on Sunset Inn will utilize the existing structures and will be done pursuant and in compliance with the comprehensive plan and Land Development Code, notwithstanding the density or anything contained in the Sub-Area policy.

Tea Table Key's overall development potential under the Sub-Area policy is derived from the language contained in the Sub-Area Policy and the upland acreage of the property, which is being amended and will have a TC zoning designation and an MU future land use. Pursuant to the Sub-Area Policy the parcel will be restricted to a max net density of up to thirty one (31) residential dwelling units (30 Motel units and 1 existing residential dwelling unit) on Tea Table Keys approximately 4.93 acres of upland. Development of the units on Tea Table Key will be done pursuant and in compliance with the comprehensive plan and Land Development Code, notwithstanding the density requirements or anything contained in the Sub-Area policy.

The Amendments, in conjunction with the Comp. Plan Amendment, will allow the transfer of the Motel Units from Sunset Inn to Tea Table Key, will allow the utilization and development of the Motel Units on Tea Table Key, and will limit Tea Table Key's overall development potential to the maximum density necessary to develop up to thirty one (31) residential dwelling units

(30 Motel units and 1 existing residential dwelling unit) as a world class, environmentally friendly resort.¹ The proposed development on Tea Table Key will be done with a very environmentally friendly mentality, developing the villa style hotel units as eco-friendly, and incorporating the development on Tea Table Key in a manner that will enhance and highlight the natural beauty of the Florida Keys.

Development within the Sunset Affordable Housing Area 1 will be done pursuant and in compliance with the Comprehensive Plan and Land Development Code, notwithstanding the provisions contained in the Sub-Area policy.

c. Data and Analysis

Sunset Affordable Housing Area 1.

1. Housing Data

It is well established that prior to Hurricane Irma the affordable housing shortage in the Florida Keys was staggering. According to Monroe County's Housing Strategy produced after Hurricane Irma, "[m]any of the business sectors in the Florida Keys, including professional services, retail trade, tourism and health care, find it increasingly difficult to attract and maintain workers." The City of Islamorada is clearly no different, and like many communities in south Florida, has experienced a dramatic increase in housing sales prices. According to the "Islamorada, Village of Islands Workforce Housing Support Study ("WFH Study"), attached hereto as **Exhibit A**, "Analysis of housing sales data show that sales prices in Islamorada, and in Marathon - another community in the Florida Keys, have increased at a much more rapid rate than housing prices for Florida and the United States." A trend that has continued post Irma and has been dramatically exacerbated in recent years.

The increase in housing prices in Islamorada, in and of itself creates an affordable workforce housing problem in Islamorada and the Florida Keys in general. However, the problem is accentuated in Islamorada. This is because some of the larger employers in the Village, such as the leisure and hospitality industry, accommodation and food services, retail service businesses and construction industry typically hire more lower wage employees than other industries. A significant percentage of new employees in these businesses earn very modest wages, making it increasingly difficult for them to afford a house for sale in the local real estate market, or rent housing.² The table below illustrates this ever worsening issue in Islamorada *See* Pg. 2 Islamorada, Village of Islands Workforce Housing Support Study (Islamorada's housing prices increased at a rate of 35 percent per year, at an average rate of growth of 22%, while housing prices in Florida increased at 14.9 percent and 9.6 percent nationally, *see* below table)

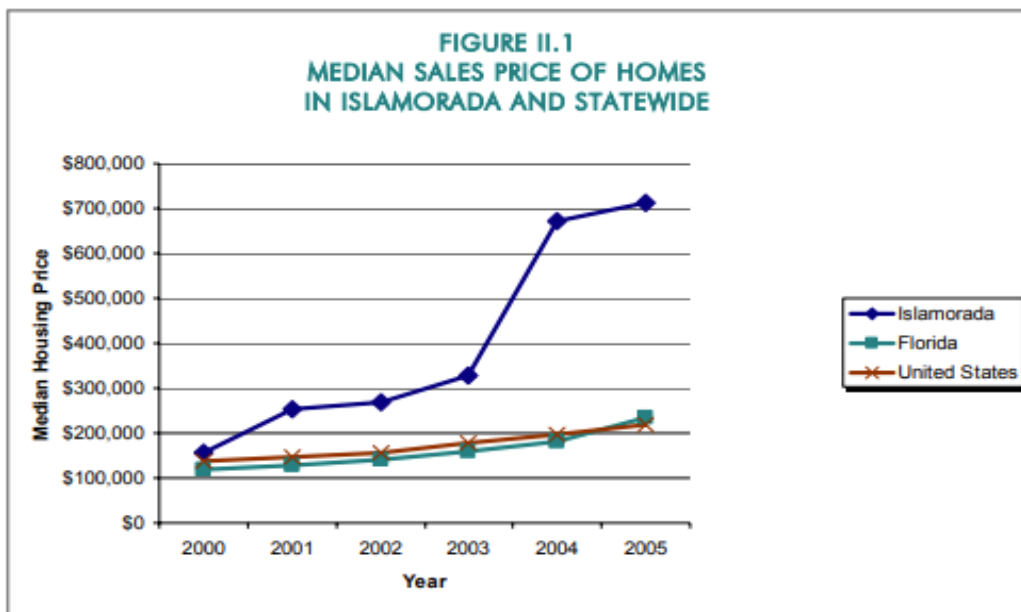
¹ *See* Tea Table Key Preliminary Site plan and rendering.

² Islamorada, Village of Islands Workforce Housing Support Study, Clarion Associates, LLC, September 2007.

Year	Islamorada		Marathon		Florida	US
	Average	Median	Average	Median	Median	Median
2000	\$286.9	\$156.8	\$209.7	\$190.2	\$117.6	\$139.0
2001	\$310.5	\$251.9	\$224.5	\$183.9	\$127.7	\$147.8
2002	\$361.8	\$268.2	\$260.5	\$247.5	\$141.7	\$156.2
2003	\$484.3	\$328.6	\$333.7	\$282.9	\$158.4	\$178.8
2004	\$743.6	\$671.4	\$450.4	\$363.2	\$181.9	\$195.4
2005	\$776.2	\$712.5	\$576.4	\$529.2	\$235.1	\$219.6
Rate of Growth	22.0%	35.4%	22.4%	22.7%	14.9%	9.6%

SOURCES: Monroe County Property Appraiser, Florida Board of Realtors and National Association of Realtors.

NOTE: Data for the State of Florida and the United States are for single family homes only.

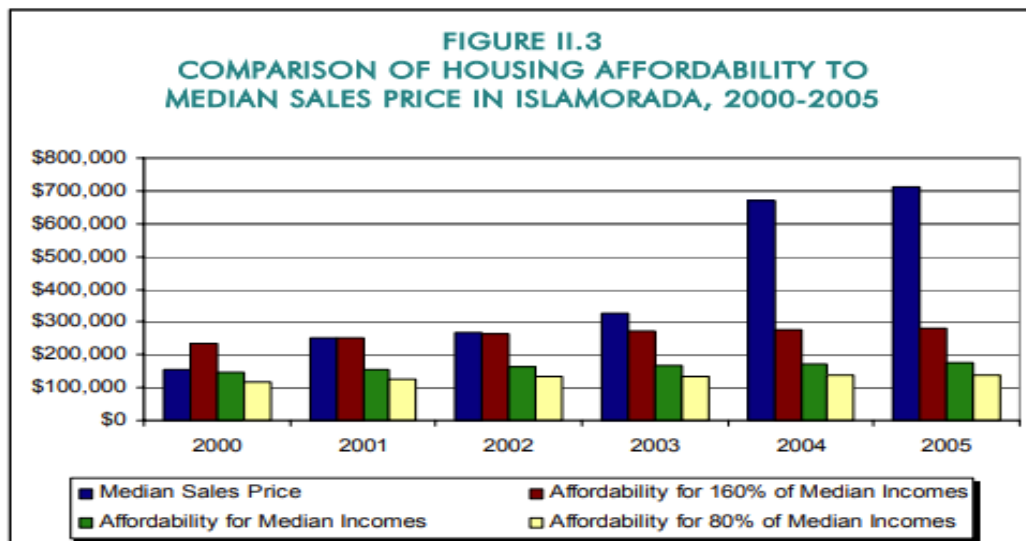


Source: Monroe County Property Appraiser Database and Florida Association of Realtors

Unfortunately, the median income ranges have not historically increase at comparable rates, and this has increasingly caused a larger and larger gap between household incomes and median housing costs, which has resulted in housing becoming less and less affordable to workforce households in Islamorada. In fact, according to the WFH Study, “in 2000, the median income in Monroe County was \$49,300 and the median price of a home in Islamorada was \$156,757 - approximately 318 percent of median income levels. By 2003, the median income for a household in Monroe County was \$56,500 and the median price of a home in Islamorada was \$328,571 - approximately 582 percent of median income levels. In 2005, the median income for a Monroe County household was \$58,450 and the median price of a home in Islamorada was \$712,500 - approximately 1,219 percent of median income levels,” (See below table).

Year	Median Price of Homes	Median Price of Homes as % of Median Income	Median Household Income for Monroe County
2000	\$156,757	318%	\$49,300
2001	\$251,887	483%	\$52,100
2002	\$268,182	487%	\$55,100
2003	\$328,571	582%	\$56,500
2004	\$671,429	1,174%	\$57,200
2005	\$712,500	1,219%	\$58,450

A well-established national benchmark for evaluating affordability is whether median household incomes in a community are at the level where the family could afford a median priced home; more specifically, affordability of owner-occupied housing is normally defined as 300 percent of median household income.³ Per Monroe County's housing Strategy, if more than 30% of a household's income is expended for housing, such household is considered "cost burdened." In Islamorada, since 2002, "median priced homes have exceeded the price that was affordable to the households earning 160 percent of the area median income. In 2005, the median priced home cost \$431,940 more than a household earning 160 per cent of the area median income could afford. The housing affordability problem is affecting not only households earning the area median income, but also those earning well above the median income."⁴

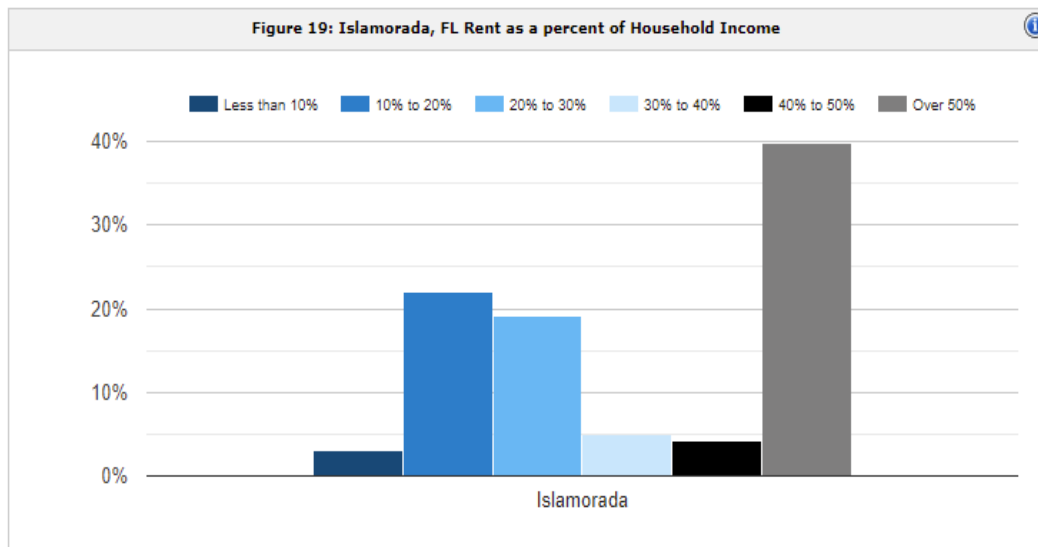


Source: U.S. Department of Housing and Urban Development and the Monroe County Property Appraiser.

³ Islamorada, Village of Islands Workforce Housing Support Study, Clarion Associates, LLC, September 2007.

⁴ Id. at 17.

The trends illustrated above have not changed in recent years, and based upon information contained in the US Census for the City of Islamorada, the median household income in the City is \$82,500.00, while the median sales price of homes was \$832,954.00. The rental market is just as inflated, as illustrated by Town Charts Housing data⁵, large numbers of workers in the city are paying above 50% of their income toward rental housing, *See below*:



Islamorada has a small number of affordable housing units available, and that number was further diminished as a result of Hurricane Irma in 2017. The WFH Study provides “The report’s conclusions include an existing deficiency of 356 units for the resident workforce, an existing deficiency of 794 units for non-resident workforce, and, by the year 2020, a projected total workforce housing need of (one thousand one hundred two) 1,192 units.”

Although Islamorada is incorporated, it is important to note that the affordable housing crisis extends county-wide. In Monroe County the percentage of households with mortgages that exceed the HUD threshold for being considered cost-burdened due to the amount of the attendant mortgage payments. According to HUD, “cost-burdened” households pay more than 30% of income for rent or mortgage costs. This is also the standard used by the Florida Department of Economic Opportunity. In 2009, 12,927 Monroe County households (37%) paid more than 30% of income for housing. By comparison, 29% of households statewide are cost burdened. Over six thousand households in Monroe County (18%) must pay more than 50% of household income for housing.

Based on the foregoing, the Sunset Affordable Housing Sub-Area Policy 1-2.11.6., will assist the city in providing access to adequate affordable housing that is safe, decent, and structurally sound, and is a smart and practical way to provide affordable housing in the village center, allowing work force employees to reside in close proximity to their jobs within the

⁵ <https://www.towncharts.com/Florida/Housing/Islamorada-FL-Housing-data.html>

City itself. The City of Islamorada does not have many locations that are suitable for multi-unit developments within the “Village Center.” Sunset Inn is located in Village Center on approximately 2.77 acres of land. It is currently utilized as a hotel/motel. The intent of the Applicant is to utilize this area to develop forty one (41) deed restricted affordable housing dwelling units, something that is clearly a huge need for the City of Islamorada. In order to permit this site to be utilized as an affordable housing development, the Applicant is seeking to transfer the existing Motel Units to the second parcel within the Sub-Area.

2. Homestead Industrial Zoning Ordinance and Development.

On or around November 2, 2022, Developers secured enough commissioner votes to expand Miami-Dade County’s Urban Development Boundary to turn farmland into a new commercial complex near Homestead. The South Dade Logistics and Technology District is a proposed 380-acre mix of warehouses, call centers and other commercial uses south of Florida’s Turnpike and north of Moody Drive (Southwest 268th Street). The project has been called a way to bring more than 7,000 jobs to South Miami-Dade and give residents an alternative to fighting traffic for the sought-after wages available to the north and south of the project. Miami-Dade’s planning staff opposed the project, saying the county had enough industrial land available within the Urban Development Boundary.

The zoning change and proposed project will effectively change what has been a historically agrarian area with low paying manual labor jobs into a commercial industrial area with higher paying jobs and positions available. Many residents of South Miami Dade travel to the upper Keys for higher paying jobs and return home at the end of the weekday. With the zoning change and the proposed project, these commuter workers will almost certainly be able to secure jobs closer to their place of residence, nullifying their need to commute to the upper Keys.

Affordable housing is the most pressing issue Islamorada, the Upper Keys, and Monroe County in general. The ability of Islamorada and the upper Keys to attract commute workers from the mainland has historically provided these municipalities with a reprieve on the affordable housing demands, as these workers do not need accommodation within Islamorada or the Upper keys but rather commute back and forth from South Miami Dade. With the passing of the zoning change and the proposed project (as described above), these municipalities will lose the ability to rely on commute workers as the pool in South Miami Dade shifts into jobs within the South Dade Logistics and Technology District. Municipalities within the Upper Keys will need to start filling vacancies with permanent residents, and this means providing adequate affordable housing options to these workers.

With the changes on the mainland (as described above), the ability of the Village of Islamorada to provide a multi-family affordable housing projects within the Village is more important than ever, and the proposed Subarea policy provides the Village with an invaluable opportunity to provide one such affordable housing development.

3. The “Fills” Islamorada.

The causeway along the Overseas Highway in Islamorada known as the “Fills” is popular with people coming to launch boats, swim and picnic in the Keys. The entrance to Tea Table Key is located near mile marker 79, and is directly north of Tea Table Fill and Indian Key Fill:



The state owns the causeway areas between mile markers 78 and 80. But since 2020, the areas have been managed by the village of Islamorada. There are about 15 to 18 parking spots available near each of the areas, and the areas are frequented by tourists.

Developing Tea Table Key as an environmentally friendly resort will not have any effect on the Fills based on the number of units, the location of the resort, and the type of tourist expected at the resort.

As discussed above, the proposed development at Tea Table Key is limited to a maximum density of thirty one (31) residential units (30 transient units and 1 market rate unit). The small number of rooms at the proposed environmentally friendly resort means that the projected number of tourists is minimal. Additionally, the proposed development will provide sufficient off-street parking to accommodate guests of the resort., eliminating any concern that guests would be parking along US 1 at the Fills.

The Fills are a popular spot for tourists to stop along US 1 to enjoy the crystal-clear waters of the Florida Keys. As shown above and below, Tea Table Key is located directly north of Tea Table Fill, is located in the exact same waters on the Atlantic side of US 1, and idyllic views as the Fills along US 1:



Additionally, Tea Table Key has private water access to the crystal-clear waters on the Atlantic side of US 1:



The proposed resort will offer guests access to the waters of the Florida Keys and will provide idyllic views of the ocean and sunset. Based on this, there is no reason a guest of the proposed development will utilize the Fills to access the water, relax on the beach, or view the sunset or water views.

Finally, based on various reports and articles, the tourists that frequent the Fills are more often than not day trip tourists from the mainland. According to “the Fills Overview”⁶ “What we experience now is day trippers moving in, especially on summer weekends, spending the day, with no restroom facilities, playing loud music, tearing up the sea grass and leaving their litter behind when they leave.” Contrary to the day trip tourists that frequent the Fills, and have become a source of contention in Islamorada. The proposed Development is an overnight tourist destination and

⁶ See “Details of the Fills,” Islamorada Community Alliance, <https://islamorada.org/the-fills-overview/>

will attract tourists travelling to the Florida Keys for overnight and extended stays. The anticipated guests will have access to the waters via the private beach at the resort and will have amenities and activities that will negate any need for them to utilize the Fills for any reason.

Based on the above, the proposed Development will in no way negatively affect the issues that are being faced at the Fills.

II. The FLUM amendments is consistent with the Principles for Guiding Development within the Florida Keys Area of Critical State Concern, pursuant to § 380.0552(7), Florida Statutes. The Principles are listed below:

1. Strengthening local government capabilities for managing land use and development so that local government is able to achieve these objectives without continuing the area of critical state concern designation.

The Amendments propose to create a site-specific Sub-Area with limited development potential that furthers the government's management abilities within the boundary of the Sub-Area. Additionally, the designation of the proposed Sub-Area will assist the government in accomplishing affordable housing requirements while stimulating commerce in the area.

2. Protecting shoreline and marine resources, including mangroves, coral reef formations, seagrass beds, wetlands, fish and wildlife, and their habitat.

The Proposed amendments will allow utilization of portions of the Sub-Area to highlight the shoreline and marine resources, and further utilization of the areas in a sustainable and habitat friendly manner.

3. Protecting upland resources, tropical biological communities, freshwater wetlands, native tropical vegetation (for example, hardwood hammocks and pinelands), dune ridges and beaches, wildlife, and their habitat.

The Amendments will not affect upland resources.

4. Ensuring the maximum well-being of the Florida Keys and its citizens through sound economic development.

The Amendments provide an opportunity to stimulate local economic development by providing much needed affordable housing to the workforce of Islamorada and will create increase sustainable commerce in the tourist industry by providing access to the shoreline and marine resources that are a major highlight of the Florida Keys.

5. Limiting the adverse impacts of development on the quality of water throughout the Florida Keys.

The Amendments will not have an effect on the water quality throughout the Florida Keys.

6. Enhancing natural scenic resources, promoting the aesthetic benefits of the natural environment, and ensuring that development is compatible with the unique historic character of the Florida Keys.

The Amendments will allow the development of portions of land which will increase access to, and enhance and highlight the natural beauty of the Florida Keys, while remaining compatible with the historic character of the Florida Keys.

7. Protecting the value, efficiency, cost-effectiveness, and amortized life of existing and proposed major public investments, including:
 - a. The Florida Keys Aqueduct and water supply facilities;
 - b. Sewage collection, treatment, and disposal facilities;
 - c. Solid waste treatment, collection, and disposal facilities;
 - d. Key West Naval Air Station and other military facilities;
 - e. Transportation facilities;
 - f. Federal parks, wildlife refuges, and marine sanctuaries;
 - g. State parks, recreation facilities, aquatic preserves, and other publicly owned properties;
 - h. City electric service and the Florida Keys Electric Co-op; and
8. Protecting and improving water quality by providing for the construction, operation, maintenance, and replacement of stormwater management facilities; central sewage collection; treatment and disposal facilities; and the installation and proper operation and maintenance of onsite sewage treatment and disposal systems.
9. Ensuring the improvement of nearshore water quality by requiring the construction and operation of wastewater management facilities that meet the requirements of § 381.0065(4)(l) and 403.086(10), as applicable, and by directing growth to areas served by central wastewater treatment facilities through permit allocation systems.

The Amendments will not affect the major public investments. Coordination with the required utilities will occur upon development of the Sub-Area.

10. Limiting the adverse impacts of public investments on the environmental resources of the Florida Keys.

The Amendments create a site-specific Sub-Area policy that limits the adverse effects of public investments on the environmental resources of the Florida Keys.

11. Making available adequate affordable housing for all sectors of the population of the Florida Keys.

The Amendments provide the government with a rare opportunity to address the drastically dire affordable housing shortage, by allowing the development of a much-needed multi-family affordable housing development within the center of Islamorada.

b. Basis for Amendment

i. Change in Projections.

The basis for the amendment is a change in projections (e.g., regarding public service needs) from those on which the text or boundary was based. This FLUM and LUD amendment Application creates the boundary for Sub-Area Policy 1-2.11.6 and creates the Sunset Affordable Housing Area 1. The purpose of Sunset Affordable Housing Area 1 is to provide the hospitality, working waterfront, industrial, and other commercial uses in Islamorada, and the surrounding areas with much needed affordable workforce housing which, under the current Comprehensive Plan and absent the Sub-Area Policy, the City and Applicant are unable to provide or construct.

ii. Change in Assumptions.

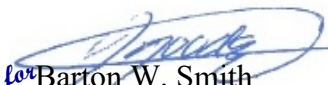
The basis for the amendment is a change in assumption (e.g., regarding demographic trends). As discussed above, there has been a dramatic change in the median housing prices within Islamorada, which has made it increasingly difficult for the Village to provide the much-needed affordable housing options for the hospitality, working waterfront, industrial, and other commercial use employees in and around the Village. The Sub-Area Policy will allow the applicant to provide the Village with much needed affordable workforce housing in a location within the Village Center, something that without the Sub-Area policy would not be able to be accomplished. Additionally, with the proposed commercial and industrial developments on the mainland, and higher paying jobs become available in that area, affordable housing for workers in these municipalities becomes more necessary than ever as the Upper Keys lose the ability to attract workers from the mainland who commute.

III. Conclusion

Applicant respectfully requests the specified Amendments be granted based on the changed conditions underlying the demonstrated and increasing need for workforce housing in Monroe County, particularly in proximity to the Islamorada employment centers, and the potential for construction of workforce housing to serve the needs of the community.

If you require anything further, or have any questions and/or concerns, please do not hesitate to contact our office.

Sincerely,


for Barton W. Smith

BWS/JG/bg

Enclosures

EXHIBIT A



Islamorada, Village of Islands

WORKFORCE HOUSING SUPPORT STUDY

September 2007

Submitted by:

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I. INTRODUCTION AND EXECUTIVE SUMMARY

A. INTRODUCTION

Real estate prices in Islamorada, Village of Islands, Florida (hereinafter “Village of Islamorada” or “Islamorada”) have increased significantly in recent years, with housing prices in Islamorada rising since 2000 to the point that a household earning a moderate income today can no longer afford the large majority of housing that is available through the private market. Concern about this issue has grown to the point that business owners are concerned about the difficulties of recruiting and retaining employees because of the lack of local housing that is affordable for their workers.

In response to this problem, the Village of Islamorada initiated an effort to determine the need new residential and non-residential developments create for housing that is affordable to the Village’s workforce as a basis for establishing a workforce housing mitigation program. As part of this effort, Islamorada is preparing this *Workforce Housing Support Study*. It provides background and technical documentation for the workforce housing need created by new development and remodels, develops a methodology for determining need, and provides statistical support for a workforce housing mitigation program. Initially it identifies the workforce housing problem in Islamorada. It then provides the technical documentation and analysis needed to establish whether new development (both residential and non-residential) creates a need for workforce housing. This is done by evaluating the linkage between (1) employment generated by the construction and then maintenance and operations (post-construction) of new residential units and (2) the employment generated by the construction and then employment that occurs at non-residential development (post-construction activities). Because the analysis demonstrates there is a need created by both residential and non-residential development for workforce housing, the Study also identifies the need both in workforce housing units (or a fraction thereof) that could be built to address the need, and funding shortages (workforce housing assistance) that could be addressed to meet the need.

After this Introduction, there is an Executive Summary that summarizes the findings of the Support Study.

The second section in this Support Study describes the housing affordability problem in Islamorada (See Section II. Problem Description). It shows that while employment in the Village has grown over the past decade, wages have tended to stagnate and housing offerings at prices that the large majority of the local employment base can afford have declined.

The third section (Section III: The Need for Workforce Housing Created by New Development) discusses the relationship between new residential and nonresidential development and the demand this new development creates for workforce housing. It outlines the methodology and calculations that determine the need created for workforce housing by new development (both residential and nonresidential). As is highlighted above, because the analysis demonstrates there is a need created by both residential and non-residential development for

percent of median household income.² Table I.2: *Monroe County Median Household Income and Median Single Family Housing Prices in Islamorada, 2000-2005*, outlines the affordability gap over the last five years. In 2000, the median income in Monroe County was \$49,300 and the median price of a home in Islamorada was \$156,757 – approximately 318 percent of median income levels. By 2003, the median income for a household in Monroe County was \$56,500 and the median price of a home in Islamorada was \$328,571 – approximately 582 percent of median income levels. In 2005, the median income for a Monroe County household was \$58,450 and the median price of a home in Islamorada was \$712,500 – approximately 1,219 percent of median income levels.

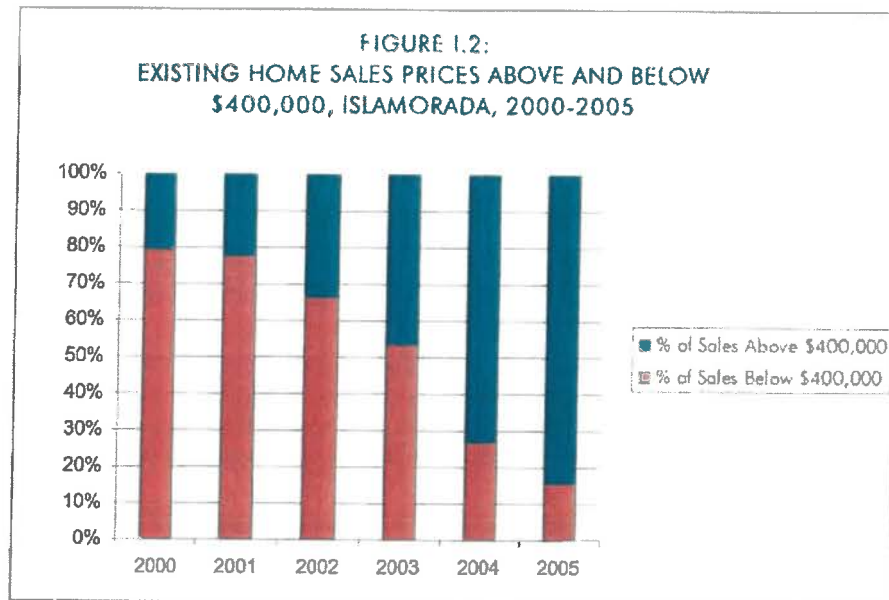
TABLE I.2:
MONROE COUNTY MEDIAN HOUSEHOLD INCOME AND
MEDIAN SINGLE FAMILY HOUSING PRICES IN ISLAMORADA, 2000-2005

Year	Median Price of Homes	Median Price of Homes as % of Median Income	Median Household Income for Monroe County
2000	\$156,757	318%	\$49,300
2001	\$251,887	483%	\$52,100
2002	\$268,182	487%	\$55,100
2003	\$328,571	582%	\$56,500
2004	\$671,429	1,174%	\$57,200
2005	\$712,500	1,219%	\$58,450

Over the past five years, the market not only priced out employees earning median incomes, but also priced out workers with much higher incomes. This housing affordability comparison (300%) can also be used to evaluate the affordability of housing prices to households earning higher than the area median income (160 percent of area median income) or lower than the area median income (80 percent of area median income). Figure I.1: *Comparison of Housing Affordability to Median Sales Prices in Islamorada*, illustrates that even households earning 160 percent of the area median income can not afford median priced housing in Islamorada, much less those earning 80 percent of area median income.

² A national benchmark for evaluating affordability is whether median household incomes in a community are at the level where the family could afford a median priced home; more specifically, affordability of owner-occupied housing is normally defined as 300 percent of median household income.

dwellings at the lower end is greatly diminished. The phenomenon is not just a matter of rapid increases in prices of high end units. Rather, it is a general increase in unit prices.



Source: Monroe County Property Appraiser Database

Based on what the housing price, housing sales, and income data for Monroe County and Islamorada show, there is no doubt there is a housing affordability problem in Islamorada today.

2. The Need for Workforce Housing Created by New Development

The need to provide housing that is affordable to the Village of Islamorada's workforce is generated by new development that demands labor (employees). Because both residential and non-residential development create demand for labor (employees), both are evaluated to determine the workforce housing need created by each type of development.

a) Residential Development

Residential development in Islamorada has two employment needs: (1) the construction of the residence, and (2) the operation and maintenance of the residence, post-construction.

i) Demand for Workforce Housing Units for Construction Employees

The construction, expansion, or renovation of buildings requires the employment of contractors and construction workers to do the work. The wages of most of these workers are within a range such that they can not afford housing in Islamorada. The method used to assess the

employees needed over the course of a 40-year construction career to construct a certain size unit (see the column labeled "Employees Needed (Over Career of Employee)", and the number of housing units needed for those employees (see the column labeled "Housing Units Needed for Employees").

Table 14: CONSTRUCTION EMPLOYMENT AND NEED FOR WORKFORCE HOUSING IN ISLAMORADA			
Building Size	Employee Years to Construct Units	Employees Needed (Over Career of Employee)	Housing Units Needed for Employees
500	0.601	0.015	0.009
750	0.901	0.023	0.014
1,000	1.201	0.030	0.019
1,500	1.802	0.045	0.028
2,000	2.403	0.060	0.038
2,500	3.004	0.075	0.047
3,000	3.604	0.090	0.057
3,500	4.205	0.105	0.066
4,000	4.806	0.120	0.076
4,500	5.406	0.135	0.085
5,000	6.007	0.150	0.095

ii) *Demand for Workforce Housing Units for Operation and Maintenance Employees*

Operations and maintenance services provided to residential dwelling units also create a demand for labor (employees). To assess the affect of this labor demand on the need for workforce housing, the Village of Islamorada contracted RRC Associates, Inc. to conduct a survey of homeowners in Islamorada in the spring of 2006, the results of which are summarized in a report titled *Village of Islamorada Residential Job Generation Study* (July 2006) (hereinafter referred to as "*Residential Job Study*"). One of the primary objectives of the *Residential Job Study* was to acquire data on the employment associated with the operations and maintenance of residential units in Islamorada. The *Residential Job Study* asked homeowners questions about the use, both directly and indirectly, of five primary categories of employees that are hired to assist in the operation and maintenance of residential units. They include:

- Direct hires by home owners;
- Hires by property management firms retained by home owners to operate and maintain residential properties;
- Hires by homeowners associations responsible for operating and maintaining residential properties;

house the employees engaged in the operation and maintenance of homes of different sizes.

Table 1.5: OPERATIONS AND MAINTENANCE EMPLOYMENT BY HOME SIZE AND RESIDENCY OF UNIT, ISLAMORADA				
Unit Size	Full-Time Resident Units		All Other Units	
	Employees for Full-Time Resident Units	No. of Units Needed for Employees of Full-Time Resident Units	Employees for All Other Units	No. of Units Needed for Employees of All Other Units
500	0.000	0.000	0.019	0.012
750	0.000	0.000	0.035	0.022
1,000	0.013	0.008	0.051	0.032
1,500	0.045	0.029	0.084	0.053
2,000	0.078	0.049	0.116	0.073
2,500	0.110	0.069	0.148	0.094
3,000	0.142	0.090	0.181	0.114
3,500	0.175	0.110	0.213	0.134
4,000	0.207	0.130	0.245	0.155
4,500	0.239	0.151	0.278	0.175
5,000	0.272	0.171	0.310	0.196

iii) Assistance to Address Workforce Housing Need

In fully exploring the need for workforce housing created by residential development, there is one final step that needs to be taken -- determining the amount of assistance (housing subsidy) that is needed to make housing in the community affordable for the construction and operations/maintenance employee households that build and service residential units. To adequately address the different types of households that need workforce housing assistance, three Workforce Housing Categories are developed in this Study. The intent of the categories is to recognize that households of varying income levels live in units of varying size and price. For example, it is logical that a household earning \$60,000 lives in a different and more expensive house than a household earning \$30,000. These three categories address this issue.⁶ These categories are used to better assess workforce housing mitigation at a level that is reflective of the different income categories in the community, and are based upon local prices to construct workforce units in Islamorada.

Using the household incomes earned by construction and operations and maintenance employees, the subsidy needed to afford a workforce housing unit within the appropriate workforce housing

⁶ The Workforce Housing Categories are not linked in any way to income or occupancy eligibility requirements related to the application for affordable housing units in Islamorada. These categories are intended for use as a tool to determine workforce housing mitigation both in terms of units and housing assistance, and do not serve as eligibility requirements.

b) Non-Residential Development

The other basic sector in Islamorada that employs workers is nonresidential development. This includes offices, retail establishments, industrial businesses, tourist/recreational services, institutional uses, and government facilities. Non-residential development places a demand on labor (the workforce) in two ways: (1) demand for workers to construct the building, and (2) demand for employees that will work at the new non-residential development. Construction employees construct the nonresidential buildings. All different types of employees work at the structure after the building is complete, depending on the type of business/land use. Both activities generate employment in Islamorada, and because of the wage levels and existing housing prices, a number of these activities result in a need for affordable workforce housing.

i) Construction Impacts

As discussed previously, the construction, expansion, or renovation of buildings requires the employment of contractors and construction workers to do the work. The need for workforce housing created by construction employees for non-residential development was determined to be the same as residential development.

Table 1.8: *Construction Employment and Need for Housing in Islamorada*, sets out the number of employees needed to construct different size non-residential buildings. Specifically, the table displays the number of employee years it takes to construct a building of a certain size, the number of employees needed over the course of a 40-year construction career to construct a certain size unit, and the number of housing units needed for these employees.

Table 1.8: CONSTRUCTION EMPLOYMENT AND NEED FOR WORKFORCE HOUSING IN ISLAMORADA			
Building Size	Employee Years to Construct Units	Employees Needed (Over Career of Employee)	Housing Units Needed for Employees
500	0.601	0.015	0.009
750	0.901	0.023	0.014
1,000	1.201	0.030	0.019
1,500	1.802	0.045	0.028
2,000	2.403	0.060	0.038
2,500	3.004	0.075	0.047
3,000	3.604	0.090	0.057
3,500	4.205	0.105	0.066
4,000	4.806	0.120	0.076
4,500	5.406	0.135	0.085
5,000	6.007	0.150	0.095

iii) Assistance to Address Workforce Housing Need

As mentioned previously, to fully explore the need for workforce housing created by non-residential development, there is one final step -- determining the amount of assistance (housing subsidy) that is needed to make housing in the community affordable for the workforce employees that build and service non-residential development. To adequately address the different types of households that need workforce housing assistance, three Workforce Housing Categories are developed in this Study. These categories are used to better assess workforce housing mitigation at a level that is reflective of the different income categories in the community.

Using the household incomes earned by non-residential construction and post-construction employees, the subsidy needed to afford a workforce housing unit, based upon the appropriate Workforce Housing Category, was determined by subtracting the amount of housing that is affordable to the household based on income from the price of the appropriate workforce housing unit. The housing assistance needed per non-residential land use type (per 1,000 square feet) is outlined below in Table I.10: *Need for Workforce Housing Created by Non-Residential Development*.

Table I.10 NEED FOR WORKFORCE HOUSING CREATED BY NON-RESIDENTIAL DEVELOPMENT						
Non-Residential Land Use Type	Construction Employees		Post-Construction Employees		Total Need Demanded by Construction and Post-Construction Employees	
	Housing Units Needed for Employees	Housing Assistance Needed	Housing Units Needed for Employees	Housing Assistance Needed	Total Housing Units Needed	Total Housing Assistance Needed
Per 1,000 Square Feet						
Governmental	0.019	\$809	0.601	\$16,669	0.620	\$17,478
Industrial	0.019	\$809	0.837	\$45,046	0.856	\$45,855
Institutional	0.019	\$809	0.821	\$48,685	0.840	\$49,494
Office	0.019	\$809	1.121	\$52,370	1.140	\$53,179
Retail	0.019	\$809	0.921	\$15,418	0.940	\$16,227
Tourist						
Expansion	0.019	\$809	0.619	\$22,694	0.638	\$23,503
New Development	0.019	\$809	0.952	\$34,917	0.971	\$35,726

TABLE II.1: PRICES OF EXISTING HOME SALES ISLAMORADA AND COMPARATIVE AREAS 2000 TO 2005 (in thousands)						
Year	Islamorada		Marathon		Florida	US
	Average	Median	Average	Median	Median	Median
2000	\$286.9	\$156.8	\$209.7	\$190.2	\$117.6	\$139.0
2001	\$310.5	\$251.9	\$224.5	\$183.9	\$127.7	\$147.8
2002	\$361.8	\$268.2	\$260.5	\$247.5	\$141.7	\$156.2
2003	\$484.3	\$328.6	\$333.7	\$282.9	\$158.4	\$178.8
2004	\$743.6	\$671.4	\$450.4	\$363.2	\$181.9	\$195.4
2005	\$776.2	\$712.5	\$576.4	\$529.2	\$235.1	\$219.6
Rate of Growth	22.0%	35.4%	22.4%	22.7%	14.9%	9.6%

SOURCES: Monroe County Property Appraiser, Florida Board of Realtors and National Association of Realtors.

NOTE: Data for the State of Florida and the United States are for single family homes only.

A. MEDIAN HOUSING PRICES AND MEDIAN HOUSEHOLD INCOMES

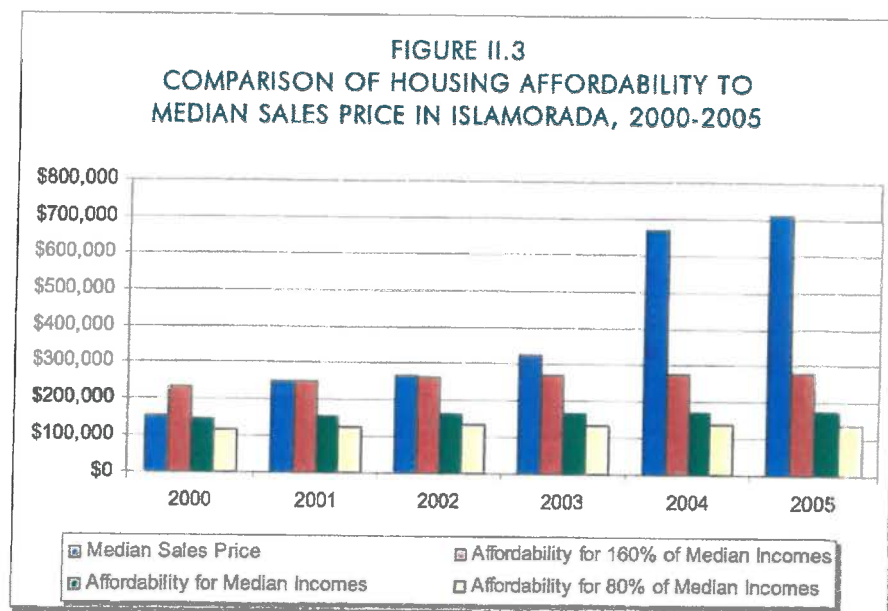
Normally, housing affordability is evaluated by comparing the price of housing for a local real estate market to prevailing wage and salary incomes. A national benchmark for evaluating affordability is whether median household incomes in a community are at the level where the household could afford a median priced home. Typically, affordability of owner-occupied housing is defined as 300 percent of median household income.

As Table II.2: *Monroe County Median Household Income and Median Single Family Housing Prices in Islamorada, 2000-2005*, demonstrates, over the past five years the gap between median household incomes and median housing costs resulted in median priced housing that is not affordable to households earning the area median income and beyond.⁷ In 2000, the median income in Monroe County was \$49,300 and the median price of a home in Islamorada was \$156,757 – approximately 318 percent of median income levels. By 2003, the median income for a household in Monroe County was \$56,500 and the median price of a home in Islamorada was \$328,571 – approximately 582 percent of median income levels. In 2005, the median income for a Monroe County household was \$58,450 and the median price of a home in Islamorada was \$712,500 – approximately 1,219 percent of median income levels. Over the past few five years, the market has priced out all wage earners, except for those at the very highest income levels. See Figure II.2: *Comparison of Median Sales Prices and 300% of Median Household Incomes, 2000-2005*.

⁷ Because median income data is not available for the Village of Islamorada, this analysis uses Monroe County median income data as calculated by the U.S. Department of Housing and Urban Development.

cent of median income. In 2005, the sales price exceeded the housing price affordable to a median household income by more than \$537,150. What this means is that the median priced unit in 2005 is affordable to a household earning \$237,500 - \$179,050 more than the area median income.

Moreover, since 2002, median priced homes have exceeded the price that was affordable to the households earning 160 percent of the area median income. In 2005, the median priced home cost \$431,940 more than a household earning 160 per cent of the area median income could afford. The housing affordability problem is affecting not only households earning the area median income, but also those earning well above the median income.



Source: U.S. Department of Housing and Urban Development and the Monroe County Property Appraiser.

B. HOUSING PRICES ARE FAR OUTPACING INCREASES IN WAGES/INCOME

Housing affordability, however, is a relative concept. When inquiring about affordability, it is necessary to ask the question "affordable with respect to what?" Some suggest that attempting to measure housing prices with some type of median or similar measure can be misleading. They suggest that the relevant question is whether housing is available in the market place within the price ranges that local employees can reasonably afford.

Review of Monroe County employment and wage data in 2005 and data trended to 2006, indicate that housing in the Village of Islamorada is no longer available at prices that much of the local work force can reasonably afford. The data show that even with employment and wage growth,

TABLE II.3:
EMPLOYMENT AND EARNINGS BY INDUSTRY
MONROE COUNTY, 2005-2006

Industry Title	Average Employment	Annual Wage		Florida 2006	'06 Monroe City Wages as % of Statewide Earnings
		2005	2006		
Trade, Transportation, and Utilities	7,636	\$31,256	\$32,616	\$36,053	90.47%
Wholesale Trade	520	\$45,167	\$47,132	\$55,030	85.65%
Retail Trade	5,553	\$27,209	\$28,393	\$26,929	105.44%
Information	457	\$47,952	\$50,038	\$55,045	90.90%
Financial Activities	2,364	\$42,750	\$44,610	\$54,909	81.24%
Finance and Insurance	1,220	\$50,038	\$52,215	\$61,889	84.37%
Real Estate and Rental and Leasing	1,144	\$34,976	\$36,497	\$40,672	89.73%
Professional and Business Services	2,603	\$43,410	\$45,298	\$40,927	110.68%
Education and Health Services	4,049	\$37,743	\$39,385	\$39,672	99.28%
Leisure and Hospitality	11,539	\$23,788	\$24,823	\$20,287	122.36%
Accommodation and Food Services	10,136	\$23,297	\$24,310	\$17,661	137.65%
Other Services	1,472	\$27,466	\$28,661	\$26,923	106.45%
Public Administration	3,132	\$47,605	\$49,676	\$46,542	106.73%

SOURCE: Florida Labor Market Statistics, September 2006. NOTE: 2006 earnings were projected using a 2.9% increase over 2005, which was the 2004-2005 increase.

C. THE SUPPLY OF HOUSING AFFORDABLE TO THE WORKFORCE IS SUBSTANTIALLY DECREASING

The breadth of the housing affordability problem in the Village of Islamorada is further demonstrated by considering the income and housing cost data from the Monroe County Property Appraiser on the sales price of all residential units sold in Islamorada between January 1, 2000 and December 31, 2005. The residential sales are categorized into three types of residential units: single-family detached; condominiums; and mobile homes. There have been a total of 1,373 residential sales recorded by the Monroe County Property Appraiser in Islamorada over this six year period. Of these units sold, the large majority are single-family detached units (59.1%) and condominium units (39%). The balance is mobile home units. See Table II.4: *Types of Residential Units Sold, Islamorada, 2000-2005*.

TABLE II.4:
TYPES OF RESIDENTIAL UNITS SOLD,
ISLAMORADA, 2000-2005

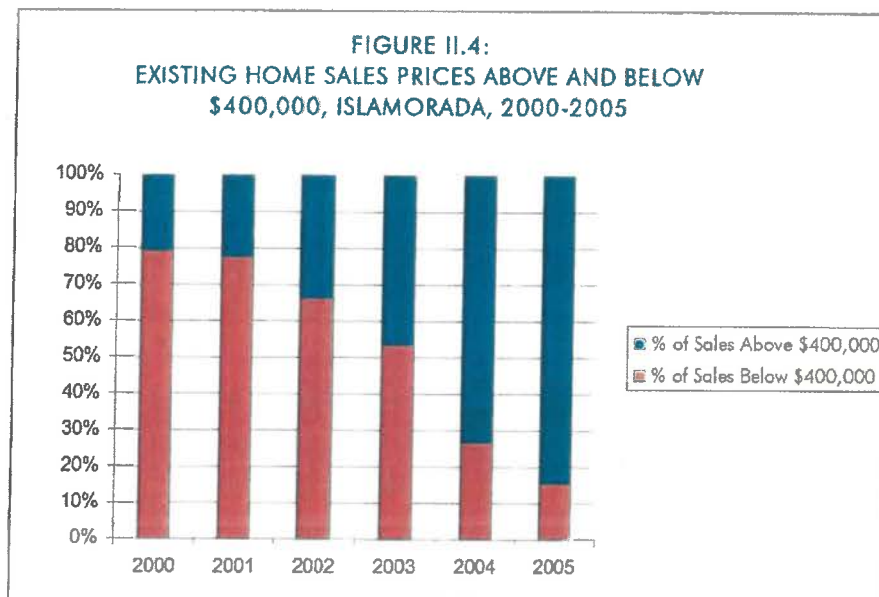
Year	Single-Family Detached	Condominiums	Mobile Homes	Total
2000	22	32	3	57
2001	75	63	2	140
2002	124	92	6	222
2003	183	83	5	271
2004	207	107	3	317
2005	200	159	7	366
TOTAL	811	536	26	1,373
Percent of Total	59.1%	39.0%	1.9%	100.0%

Source: Monroe County Property Appraiser Database

TABLE II.5: EXISTING HOME SALES BY PRICE RANGE VILLAGE OF ISLAMORADA, 2000 - 2005						
Sales Price	2000	2001	2002	2003	2004	2005
Below \$400k	366	317	271	222	140	57
% Below \$400k	79.20%	77.30%	66.30%	53.40%	26.80%	15.40%
% Above \$400k	20.80%	22.70%	33.70%	46.60%	73.20%	84.60%
Single Family	54.60%	65.30%	67.50%	55.90%	53.60%	38.60%
Mobile Home	2.10%	1.00%	2.10%	3.20%	1.80%	8.80%
Condo	46.90%	36.80%	34.30%	48.90%	57.30%	94.10%

Source: Monroe County Property Appraiser Database

The dynamics of home prices in Islamorada are clearly seen in Figure II.4: *Existing Home Sales Prices Above and Below \$400,000, Village of Islamorada, 2000-2005*. Average prices are sharply increasing while the supply of dwellings at the lower end are greatly diminished. The phenomenon is not just a matter of rapid increases in prices of high end units. Rather, it is a general increase in unit prices.



Source: Monroe County Property Appraiser Database

Based on what the housing price, housing sales, and income data for Monroe County and Islamorada show, there is no doubt there is a housing affordability problem in Islamorada today.

Residential and non-residential development in Islamorada places a demand on labor (the workforce) in three ways:

- The first is the construction of the building (i.e., construction employees for both residential and non-residential development);
- The second is the operation and maintenance of the building (i.e., employees for residential development); and
- The third is the use of the structure as designed by the builders (i.e., employees for non-residential development).

All three activities generate employment in Islamorada, and because of the wage levels and existing housing prices, these activities consequently result in a need for affordable workforce housing. The demand for labor (employees) that both residential and non-residential developments create, and the demand these employees place on the need for workforce housing is outlined below.

B. RESIDENTIAL DEVELOPMENT

As is discussed above, residential development in Islamorada has two employment needs:

- The first is for the construction of the residence (construction);
- The second is for the operation and maintenance of that residence, post-construction (post-construction).

As discussed below, both construction and post-construction activities generate employment in Islamorada, and many of these workers typically earn wages and salaries that put them in a position of economic stress in terms of their ability to purchase or rent housing.

1. Demand for Workforce Housing Units

a) Construction Impacts

The construction, expansion, or renovation of buildings requires the employment of contractors and construction workers to do the work. The wages of most of these workers are within a range such that they can not afford housing in Islamorada. The method used to assess the demand for workforce housing created by construction activities involves the following. First, the amount of construction authorized and built in Monroe County over the past four years (measured in square feet) was determined from annual Monroe County Property Appraiser data. Second, the number of construction workers involved in the construction of these buildings was determined using monthly unemployment insurance reports for Monroe County that have data on the number of

development activity, it is possible to derive a reasonable estimate of floor area built by the average construction worker.

Table III.2: *Construction Employment and Need for Housing in Islamorada*, sets out the number of employees needed to construct different size residential units based on the fact that one construction employee builds 859 square feet of space annually (See the column in Table III.2 labeled "Employee Years to Construct Units"). Specifically, the table displays the number of employee years it takes to construct a building of a certain size.

Construction employment is measured in employee years (employee years to construct units). Housing has no such time dimension. Employees will have a definable career and dwellings have an expected life. In estimating the demand construction employees place on a residential unit, it must be recognized that construction employees require housing only during the period of actual construction of the home (even though they live in the community over their career). This must be accounted for in the analysis. The average construction worker career is 40 years. To account for this circumstance, the calculation of construction employee years to construct the unit is therefore divided by 40 to convert to the needed housing over the work career of the employee (See column in Table III.2 labeled "Employees Needed (Over Career of Employee)").

Next, to determine the needed number of residential units these construction employees demand in Islamorada, the employee equivalent is then divided by the average number of employees per dwelling unit that exist today in Islamorada (1.586¹¹) to estimate the fraction of a dwelling unit needed to house the employees engaged in residential construction of homes (See column labeled "Housing Units Needed for Employees"). As shown in Table III.2: *Construction Employment and Need for Housing in Islamorada*, this calculation results in a little over .019 of a dwelling unit demanded for construction employees for every 1,000 square feet of construction.

¹¹ See Appendix B: *Employees Per Household, Monroe County*.

caretakers, butlers, personal trainers, and administrative assistants for the residential unit. The survey also gathered extensive data about selected operational characteristics of residential homes, firms that households contract with to finance and insure homes, as well as the use patterns and demographics of homeowners, which is useful for other policy, planning and research purposes.

The survey was mailed to a sample of 3,000 homeowners in the Village of Islamorada. This includes the population of owners of units in excess of 2,000 square feet, as identified through the Monroe County Property Appraiser records (1,094 total households); a random sample¹² of 48 percent of owners of homes sized within the range of 500 to 2,000 square feet (1,051 total); and a random sample of 63 percent of condominium owners (853 total). Single-family homes below 500 square feet were not included given that many of these are boat pads and similar types of units. A total of 822 surveys were returned for a response rate of 27.5 percent. Of these 822 survey responses, 585 were responded to in full, whereas the remaining surveys lacked responses to some of the survey questions. In conducting analysis on the survey responses, only those surveys that have a response to the related questions in the analysis were used.

For each type of home service the owner uses (homeowners associations, property management companies, independent contractors, on-site caretakers and other directly hired employees), owners were asked to report how much they spend per year on each service and, if known, approximately how many hours employees spent serving their home each year. Annual spending amounts were converted into "full-time equivalents" (FTE) using a combination of wage data and assumptions regarding non-labor costs.¹³ Wage data was based on annualized wage rates for Monroe County for specified industry sectors, as extrapolated from 2004 Quarterly Census of Employment and Wages (QCEW) data.¹⁴ Specific assumptions for individual service providers are as follows:

- Homeowners associations (HOA): A conversion ratio of \$117,390 in homeowners' dues per direct job was assumed. This is based on an assumption of a \$27,475 average wage for HOA employees (Monroe County inflation adjusted 2004 QCEW data – NAICS code 813990) and an assumption that 23.4 percent of HOA costs

¹² The random sample was conducted using SPSS statistical software.

¹³ FTE employees represent the number of workers that would typically be employed to complete the service based on existing employment patterns in the respective industries, which presumably includes a blended hybrid of full-time and part-time employees.

¹⁴ The QCEW data is provided by the U.S. Census Bureau of Labor Statistics, and is available at <http://data.bls.gov/PDQ/outside.jsp?survey=en>

- Long-term rental residences: units owned by the respondent and leased on a long-term basis;
- Other (for the respondent to specify): uses other than those listed above for which the unit is occupied; and
- Vacant: amount of time in which the residence is not occupied.

These survey responses were compiled, and then several hypotheses were tested through regression analysis. The hypotheses tested are whether there is a relationship between the size of a residential unit and the number of operation and maintenance employees that service the unit. The analyses also tested whether there is a difference in this relationship between house size and operation and maintenance employees serving the unit, and whether the unit is occupied by a permanent resident or otherwise used as a secondary residence, vacation rental, business/corporate rental, long-term rental, or other. The hypothesis testing this relationship included 585 survey responses. See Table: III.3: *Number of Survey Responses Used in Analysis of Operations and Maintenance Employees*.

Table III.3: NUMBER OF SURVEY CASES USED IN ANALYSIS OF OPERATIONS AND MAINTENANCE EMPLOYEES	
Survey Cases	Number of Responses
All returned responses	822
Fully completed responses	585
Responses from full-time owner-occupied units	406
Responses from units otherwise occupied	416

The survey results indicate that there are different employment relationships between dwellings occupied by full-time residents and those occupied for all other purposes. The results also indicate there are different employment relationships between units based on the size of the unit. The relationship is expressed mathematically as follows:

$$\text{Employees} = -0.01330 + (-0.03846 * \text{Full-time}) + (0.00006466 * \text{Area})$$

Where:

$$\text{Employees} = \text{Operations and Maintenance Employees}^{15}$$

$$\text{Full-Time} = \text{Residential Unit Occupied by Full-time Resident}$$

$$\text{Area} = \text{Gross Square Feet of Unit}$$

¹⁵ Measured by full-time equivalent employees (FTEs).

WORKFORCE HOUSING NEED CREATED BY RESIDENTIAL UNITS OCCUPIED BY FULL-TIME RESIDENTS ¹⁷						
Unit Size (FT ²)	Employees					
	Construction		Operations & Maintenance		Workforce Housing Units Needed for Full-Time Resident Units	
	Employees	Workforce Housing Units Needed for Construction Employees	Employees	Workforce Housing Units Needed for O&M Employees of Full-Time Resident Units	Workforce Housing Units Needed for O&M Employees of Full-Time Resident Units	Total Workforce Housing Units Needed (Construction and O&M Employees of Full-Time Resident Units)
500	0.015	0.009	0.000	0.000	0.000	0.009
750	0.023	0.014	0.000	0.000	0.000	0.014
1,000	0.030	0.019	0.013	0.008	0.008	0.027
1,500	0.045	0.028	0.045	0.029	0.029	0.057
2,000	0.060	0.038	0.078	0.049	0.049	0.087
2,500	0.075	0.047	0.110	0.069	0.069	0.117
3,000	0.090	0.057	0.142	0.090	0.090	0.147
3,500	0.105	0.066	0.175	0.110	0.110	0.176
4,000	0.120	0.076	0.207	0.130	0.130	0.206
4,500	0.135	0.085	0.239	0.151	0.151	0.236
5,000	0.150	0.095	0.272	0.171	0.171	0.266

¹⁷ Note that the data shown in Table III.5: Workforce Housing Need Created by Residential Units Occupied by Full-Time Residents, are illustrative only. The precise formulae should be used for individual dwellings.

2. Assistance to Address Workforce Housing Need

In fully exploring the need for workforce housing created by residential development, there is one final step. It involves determining the amount of assistance (workforce housing subsidy) that is needed to make housing in the community affordable for the construction and operations/maintenance employee households that build and service residential units.

As is discussed in Section II: *Problem Description*, housing in Islamorada has become unaffordable to not only low-wage earning households, but also to households earning the median household income and much higher. Consequently, the income range of households that need workforce housing assistance in Islamorada is fairly broad. To adequately address the different types of households that need workforce housing assistance, three Workforce Housing Categories are developed in this Study. The intent of the categories is to recognize that households of varying income levels live in units of varying size and price. For example, it is logical that a household earning \$60,000 lives in a different and more expensive house than a household earning \$30,000. These three categories address this issue. These categories are used to better assess workforce housing mitigation at a level that is reflective of the different income categories in the community.¹⁹

The three Workforce Housing Categories were developed using local cost and square footage data on existing affordable units built in Islamorada and the Florida Keys, other communities in Florida, and other resort communities across the nation. These three Workforce Housing Categories identify the size of an appropriate workforce housing unit for each income category, the type of construction, and the cost per square foot to construct the unit based upon local construction costs. Table III.7: *Workforce Housing Categories, Islamorada*, shows the size, type, cost to construct these units, and household and employee income levels that are needed if these prototypical units are to be considered affordable. (See Appendix D: *Shortage (Housing Assistance) Calculations*, for more detail on the incomes that can afford the workforce units in each of these categories.)

¹⁹ The Workforce Housing Categories are not linked in any way to income or occupancy eligibility requirements related to the application for affordable housing units in Islamorada. These categories are intended for use as a tool to determine workforce housing mitigation both in terms of units and housing assistance, and do not serve as eligibility requirements.

a) Affordable Housing Assistance for Construction Employee Households

Once the reasonable cost for a prototypical workforce housing unit is determined, the next step is to identify the amount of assistance that an employee household requires to afford a prototypical unit within their income category. For new residential units, this requires evaluating the subsidy needed for construction employees and operations and maintenance employees.

As is briefly discussed above, according to the employment and household earnings for the construction industry in Monroe County (see Appendix D: *Employment and Household Earnings by Industry*), individual annual construction employee earnings are \$33,800, and annual household earnings are \$53,590. Based on these earnings, a construction employee household could reasonably afford to spend \$182,792 for housing. As mentioned in the previous section and based upon their income, construction employee households qualify for Category 2 affordable housing that is estimated to cost \$225,500. Given the construction employee household earnings and the maximum housing cost that a construction employee household could afford (\$182,792), Category 2 level of housing requires \$42,708 of workforce housing assistance per worker household to afford a unit. In other words, the difference between the cost of a Category 2 house (\$225,500) and the maximum housing cost that a construction employee household can afford (\$182,792) is the affordable housing assistance needed for a construction employee household to afford a unit (\$42,708). See Table III.8: *Housing Affordability for Construction Employees* shown below.

²¹ For those incomes that are within a modest range above or below the maximum cut off of a Workforce Housing Category, professional judgment has been used to determine the appropriate Workforce Housing Category for the employee household.

TABLE III.10: OPERATIONAL AND MAINTENANCE EMPLOYEE INCOME, MONROE COUNTY			
	Weight	Individual	Household
Construction	17.5%	\$33,800	\$53,590
Financial Activities	5.0%	\$44,610	\$70,729
Prof & Business Services	37.5%	\$45,298	\$71,821
Education & Health Services	15.0%	\$39,385	\$62,445
Other Services	25.0%	\$28,661	\$45,442
Blended	100.0%	\$38,205	\$60,575

Based upon their income, operations and maintenance employee households qualify for Category 2 affordable housing that is estimated to cost \$225,500. Given that operations and maintenance employee households earn \$60,575 and the maximum housing cost that a construction employee household could afford is \$206,616, Category 2 level of housing would require \$18,884 of workforce housing assistance per operations and maintenance worker household to afford a unit. In other words, the difference between the cost of a Category 2 house (\$225,500) and the maximum housing cost that a construction employee household can afford (\$206,616) is the workforce housing assistance needed for an operations and maintenance employee household to afford a unit (\$18,884). See Table III.11: *Housing Affordability for Construction Employees* shown below.

TABLE III.11: HOUSING AFFORDABILITY FOR OPERATIONS AND MAINTENANCE EMPLOYEES	
Operations and Maintenance Earnings	\$38,205
Employees per Household ²⁴	1.586
Operations and Maintenance Employee Household Earnings	\$60,575
Maximum Housing Cost for Operations and Maintenance Employee Household ²⁵	\$206,616
Available Housing Cost (Category 2)	\$225,500
Assistance Subsidy per Units Needed for Operations and Maintenance Employee Household	\$18,884

The housing assistance needed by unit size is shown in Table III.12: *Operations and Maintenance Employment and Need for Housing in Islamorada*.

²⁴ See Appendix B: *Employees per Household, Monroe County*, for an explanation of the calculation used to result in this figure.

²⁵ The maximum housing cost for an operations and maintenance employee household is calculated by dividing the operations and maintenance employee household earnings (\$60,575) by the income ratio (29.32%) to determine the cost of housing that is affordable to a construction employee household.

Area = square Feet of Residential Unit

O&M Employee Households = O&M Employees ÷ 1.586

O&M Assistance Needed = O&M Employee Households Needing Assistance * \$18,884

Total Units Needed = Needed Units for Construction Employee Households + Needed Units for O&M Employee Households

Total Assistance Needed = Construction Assistance Needed + Operations and Maintenance Assistance Needed

What this formula shows is that the degree of need for workforce housing can be determined either by a workforce housing unit (or fraction thereof) that needs to be built for residential development, or workforce housing assistance amount that needs to be paid to provide a sufficient amount of funds for those employees (or fraction thereof) in need of workforce housing, so they can afford housing at a reasonable price.

Because workforce housing need is based on the size of the home and the residency status of the home, the formula will need to be applied to each residential unit, individually, based on its size (square footage) and residency status. Tables III.13: *Workforce Housing Need Created by Residential Development of Units Occupied by Full-Time Residents* and Tables III.14: *Workforce Housing Need Created by All Other Residential Units*, however, provides examples of workforce housing need for varying sized residential units, both in terms of actual workforce housing units (or a fraction thereof), and workforce housing assistance.

Table III.14:
WORKFORCE HOUSING NEED CREATED BY ALL OTHER RESIDENTIAL UNITS²⁷

Unit Size (FT ²)	Construction			Operations & Maintenance of All Other Residential Units			Total Workforce Housing Units Needed (Construction & O&M Employees)	Total Workforce Housing Assistance for Employees (Construction & O&M Employees)
	Employees	Housing Units Needed	Housing Assistance for Construction Employees	Employees	Housing Units Needed	Housing Assistance for Operations and Maintenance Employees		
500	0.015	0.009	\$405	0.019	0.012	\$227	0.021	\$631
750	0.023	0.014	\$607	0.035	0.022	\$419	0.036	\$1,026
1,000	0.030	0.019	\$809	0.051	0.032	\$612	0.051	\$1,421
1,500	0.045	0.028	\$1,214	0.084	0.053	\$997	0.081	\$2,210
2,000	0.060	0.038	\$1,618	0.116	0.073	\$1,382	0.111	\$3,000
2,500	0.075	0.047	\$2,023	0.148	0.094	\$1,767	0.141	\$3,790
3,000	0.090	0.057	\$2,427	0.181	0.114	\$2,152	0.171	\$4,579
3,500	0.105	0.066	\$2,832	0.213	0.134	\$2,537	0.201	\$5,369
4,000	0.120	0.076	\$3,236	0.245	0.155	\$2,922	0.231	\$6,158
4,500	0.135	0.085	\$3,641	0.278	0.175	\$3,307	0.260	\$6,948
5,000	0.150	0.095	\$4,045	0.310	0.196	\$3,692	0.290	\$7,738

²⁷ Note that the data shown in Table III.14: Workforce Housing Need Created by All Other Units, are illustrative only. The precise formula should be used for individual dwellings.

C. NON-RESIDENTIAL DEVELOPMENT

The other basic sector in Islamorada that employs workers is nonresidential development. This includes offices, retail establishments, industrial businesses, tourist/recreational services, institutional uses, and government facilities. Non-residential development places a demand on labor (the workforce) in two ways:

- The first is the construction of the building (i.e., construction employees for both residential and non-residential development).
- The second is the employees who work at a structure constructed by the builders (i.e., employees of the non-residential activity in the building).

Construction employees construct the nonresidential buildings. All different types of employees work at the building after it is complete. Both activities generate employment in Islamorada, and because of the wage levels and existing housing prices, a number of these activities create a need for workforce housing. The demand for labor (employees) that non-residential development creates, and the demand these employees place on the need for workforce housing is outlined below.

1. Construction Impacts

As is discussed in Section III.B.1: *Construction Impacts*, the construction, expansion, or renovation of buildings requires the employment of contractors and construction workers to do the work. The method used to assess the demand for workforce housing created by construction activities involves the following. First, the amount of construction authorized and built in Monroe County over the past 4 years (measured in square feet) was determined from annual Monroe County Property Appraiser data. Second, the number of construction workers involved in the construction of these buildings was determined using monthly unemployment insurance reports for Monroe County that have data on the number of local construction workers. This data is expressed in person years for 2002-2005. Third, and based upon the amount of square footage built and the number of construction workers needed to construct these buildings, the actual amount of a building (in square feet) a construction employee builds in a year was determined.²⁸ Table III.15: *Residential and Non-Residential Construction (square feet) and Construction Employment, Monroe County*,

²⁸ For purposes of this calculation, the analysis includes all employees that work in the construction industry, not just those engaged in the physical construction of the structure. For example, an employee installing water or wastewater lines is considered to be engaged in constructing new development as much as those directly involved with the erection a building.

construction employee years to construct the non-residential development is therefore divided by 40 to convert to the needed housing over the work career of the employee (See column in Table III.16 labeled "Employees Needed (Over Career of Employee)").

Next, to determine the needed number of residential units these construction employees demand in Islamorada, the employee equivalent is then divided by the average number of employees per dwelling unit that exist today in Islamorada (1.586³⁰) to estimate the fraction of a dwelling unit needed to house the employees engaged in residential construction of homes (See column labeled "Housing Units Needed for Employees"). As shown in Table III.16: *Construction Employment and Need for Housing in Islamorada*, this calculation results in a little over .019 of a dwelling unit demanded for construction employees for every 1,000 square feet of construction.

Building Size	Employee Years to Construct Non-Residential Development	Employees Needed (Over Career of Employee)	Housing Units Needed for Employees
500	0.601	0.015	0.009
750	0.901	0.023	0.014
1,000	1.201	0.030	0.019
1,500	1.802	0.045	0.028
2,000	2.403	0.060	0.038
2,500	3.004	0.075	0.047
3,000	3.604	0.090	0.057
3,500	4.205	0.105	0.066
4,000	4.806	0.120	0.076
4,500	5.406	0.135	0.085
5,000	6.007	0.150	0.095

2. Post Construction Impacts

The employment impacts on non-residential development, once the building is constructed, comes from the employees that work at the businesses/land uses that use the buildings. In determining the need for affordable housing created by nonresidential development, post-construction, the analysis went through four steps.

First, all nonresidential development was categorized into 8 land use categories, as defined by the Florida Department of Revenue codes. Each

³⁰ See Appendix B: *Employees Per Household, Monroe County*.

and Hospitality; Other Services (which includes operation and maintenance employees); and Government.

The industrial sectors were assigned to the 8 land use categories, based on the description of employment activities related to land uses and related principles found in the *Standard Industrial Classification Manual* (published by the US Government Printing Office); the classic *Land Use Information Systems* (Clawson and Stewart, by Resources for the Future, 1965); *Planner's Estimating Guide: Projecting Land-Use and Facility Needs* (A. C. Nelson, Chicago: Planners Press, 2004); and *Standard Land Use Coding Manual*, (Urban Renewal Administration and Bureau of Public Roads, Government Printing Office, 1965). The percentage assignment of employment for each industry to the corresponding land use categories is set out in Table III.17: *Assignment of Industries to Land Use Categories, Monroe County*.³¹

Table III.17:
PERCENTAGE ASSIGNMENT OF INDUSTRIES TO LAND USE CATEGORIES, MONROE COUNTY

Land Use	Govern- mental	Industrial	Instituti onal	Office	Other	Retail	Residence	Tourist/ Recreational	No Location
Natural Resource & Construction*		15.0%		10.0%			24.0%		51.0%
Manufacturing		75.0%		15.0%	10.0%				
Wholesale Trade ³²		70.0%		10.0%		20.0%			
Retail Trade ³³						90.0%		10.0%	
Trade, Transport & Utilities	15.0%	50.0%		15.0%	10.0%	10.0%			
Information		35.0%		35.0%	10.0%	10.0%			10.0%
Financial Activities		10.0%	20.0%	58.5%		5.0%	6.5%		
Prof. & Bus Services		11.0%	10.0%	30.0%		5.0%	44.0%		
Education & Health Services	30.0%		30.0%	23.7%		5.0%	11.3%		
Leisure & Hospitality					10.0%	20.0%		70.0%	
Other Services		10.0%	10.0%	10.0%	10.0%		46.7%	10.0%	3.3%
Government	90.0%			10.0%					

* For historical data, The Florida Agency for Workforce Innovation reports natural resource industries with construction. For 2005, Monroe County reported 105 individuals employed in mining, indicating that 96% of employees in Natural Resources and Construction are construction employees.

Then, using the percentage assignments of industry employment to land use classifications, the number of employees for each industry was translated into employees per land use categories. See Table III.18: *Estimated Industry Employment by Land Use Categories, Monroe County*.

³¹ It should be noted that some employees, like construction workers, do not work at specific locations. These employees are assigned to the "No Location" category.

³² Wholesale trade is broken out from the broader category of Trade, Transport & Utilities. See Appendix D: *Employment and Household Earnings by Industry*.

³³ Retail trade is broken out from the broader category of Trade, Transport & Utilities. See Appendix D: *Employment and Household Earnings by Industry*.

TABLE III.19 FLOOR AREA AND EMPLOYMENT BY LAND USE CATEGORY, FLOOR AREA PER EMPLOYEE, MONROE COUNTY						
	2001	2002	2003	2004	2005	Typical FT ² Over Period
Government						
Square Ft		4,303,124	3,698,871	4,475,274	4,907,524	
Employment	4,447	4,417	4,523	4,356	4,268	
Square Ft Per Employee		974	818	1,027	1,150	1,049
Industrial						
Square Ft		1,946,221	1,343,901	1,837,525	1,957,005	
Employment	2,625	2,576.64	2,558	2,501	2,541	
Square Ft Per Employee		755.33	525.27	734.72	770.07	753
Institutional						
Square Ft		1,530,746	1,343,901	1,677,183	1,675,718	
Employment	2,117	2,144.30	2,218	2,112	2,098	
Square Ft Per Employee		713.87	606.04	793.97	798.72	769
Office						
Square Ft		2,138,672	2,185,012	2,531,368	2,566,490	
Employment	4,814	4,2615	4,396	4,295	4,309	
Square Ft Per Employee		502	457	589	596	563
Retail						
Square Ft		5,356,420.85	5,163,367	5,817,640	5,730,691	
Employment	8,592	8,422.25	8,302	8,198	8,062	
Square Ft Per Employee		635.98	621.92	709.64	710.80	685
Tourist						
Accommodation Expansion or Re-Development						
Floor Area		4,765,792	3,834,821	4,761,362	4,761,362	4,553,171
Employees	4,976	4,592	4,728	4,855	4,570	
Fi ² per Employee		1,037.96	811.09	980.81	1,041.87	1,019
New Tourist Development						
Square Ft		6,275,497.50	4,952,982.50	5,960,111.50	5,703,320.00	
Employment	9,285	9,095.80	9,125	9,196	8,783	
Square Ft Per Employee		689.93	542.80	648.15	649.37	663
Other						
Employment	1,615	1,566.40	1,570	1,580	1,535	1,615

SOURCE: Monroe County Property Appraiser and Table III.19: Percentage Assignment of Industries to Land Use Categories.

This analysis shows that the square feet per employee ratios have increased slightly over the time period for each land use category with some fluctuations. The typical square footage per employee for each land use

III.B.2, Assistance to Address Workforce Housing Need). The intent of the categories is to identify the type of unit that is appropriate for the level of income identified in each of the three categories. For example, it is logical to think that a household earning \$60,000 lives in a larger and more expensive house than a household earning \$30,000. These three categories address this issue. These categories are used to better assess workforce housing mitigation at a level that is reflective of the different income categories in the community.

Table III.21: Workforce Housing Categories, Islamorada outlines the specific costs and unit sizes for each of the three Workforce Housing Categories. (See Appendix C: Shortage (Housing Assistance) Calculations, for more detail on the incomes that can afford the workforce units in each of these categories.)

TABLE III.21 WORKFORCE HOUSING CATEGORIES, ISLAMORADA			
	Category 1	Category 2	Category 3
Area (FT ²)	500	700	900
Construction Type	Modular	Modular	Modular
Housing Unit Type	Multi-Family Attached	Multi-Family Attached	Multi-Family Attached
Number of Bedrooms	1	2	3
Construction Cost per FT	\$175	\$175	\$175
Construction Cost	\$87,500	\$122,500	\$157,500
Site Prep	\$40,000	\$40,000	\$40,000
Land	\$45,000	\$63,000	\$81,000
Total	\$172,500	\$225,500	\$278,500
Income Required to Afford a Unit			
Income Ratio for Determining Housing Affordability	29.32%	29.32%	29.32%
Annual Household Income Needed to Purchase Unit	\$50,573	\$66,578	\$82,584
Income per Worker in Household	\$31,897	\$41,992	\$52,087

As Table III.21 shows, the type of construction and the cost per square foot to construct the units are the same for all three Workforce Housing Categories. The variation in unit costs is solely dependent upon the size of the unit. The cost shown is a turn-key cost of production under prevailing market conditions. Table III.21 also shows the differences in both household and employee income levels that are needed to make the prototypical units affordable (in Table III.21, see "Annual Household Income Needed to Purchase the Unit").

Next, and for the purposes of measuring the assistance needed to make units affordable to members of the workforce earning different income levels, the household income levels were evaluated for the different members of the workforce (see Appendix D: *Employment and*

TABLE III.23 HOUSING AFFORDABILITY FOR CONSTRUCTION EMPLOYEES	
Construction Earnings	\$33,800
Employees per Household ³⁶	1.586
Construction Employee Household Earnings	\$53,590
Maximum Housing Cost for Construction Employee Household ³⁷	\$182,792
Available Housing Cost (Category 2)	\$225,500
Assistance Subsidy per Units Needed for Construction Employee Household	\$42,708

The housing assistance for construction employees, by unit size, is shown in Table III.24: *Construction Employment and Need for Housing in Islamorada*.

Table III.24: CONSTRUCTION EMPLOYMENT AND NEED FOR HOUSING, ISLAMORADA				
Building Size	Employee Years to Construct Units	Employees Needed (Over Career of Employee)	Housing Units Needed for Employees	Housing Assistance Needed per Unit
500	0.601	0.015	0.009	\$405
750	0.901	0.023	0.014	\$607
1,000	1.201	0.030	0.019	\$809
1,500	1.802	0.045	0.028	\$1,214
2,000	2.403	0.060	0.038	\$1,618
2,500	3.004	0.075	0.047	\$2,023
3,000	3.604	0.090	0.057	\$2,427
3,500	4.205	0.105	0.066	\$2,832
4,000	4.806	0.120	0.076	\$3,236
4,500	5.406	0.135	0.085	\$3,641
5,000	6.007	0.150	0.095	\$4,045

b) Workforce Housing Assistance for Post-Construction Employee Households

As is outlined earlier, based on the household earnings identified in Table III.18: *Estimated Industry Employment by Land Use Categories, Monroe County*, the employees in the post-construction land use categories were aligned with the Workforce Housing Categories identified in Table III.25: *Workforce Housing Categories for Non-Residential Post-Construction Employment by Land Use Category*.

³⁶ See Appendix B: *Employees per Household, Monroe County*, for an explanation of the calculation used to result in this figure.

³⁷ The maximum housing cost for a construction employee household is calculated by dividing the construction employee household earnings (\$53,590) by the income ratio for determining housing affordability (29.32%).

Table III.26
POST-CONSTRUCTION HOUSING AFFORDABILITY GAP BY LAND USE, MONROE COUNTY

	Non-Residential FT ² per Employee	Income per Household	Affordability Limit ³⁸	Housing Cost for Prototypical Unit	Housing Assistance Needed	Assistance Needed per FT ² of Non-Residential Development
Government	1,049	\$73,518	\$250,764	\$278,500	\$27,736	\$16.67
Industrial	753	\$65,872	\$224,686	\$278,500	\$53,814	\$45.05
Institutional	769	\$64,258	\$219,179	\$278,500	\$59,321	\$48.68
Office	563	\$67,956	\$231,794	\$278,500	\$46,706	\$52.37
Retail	685	\$45,664	\$155,757	\$172,500	\$16,743	\$15.42
Tourist						
Accommodation Expansion	1,019	\$39,819	\$135,819	\$172,500	\$36,681	\$22.69
New Development	663	\$39,819	\$135,819	\$172,500	\$36,681	\$34.92

Table III.27: *Post Construction Housing Affordability Gap by Land Use, Islamorada*, shows the employees, employee households, and housing assistance needed based on 1,000 square feet of development for each land use.

Table III.27 POST CONSTRUCTION HOUSING AFFORDABILITY GAP BY LAND USE, ISLAMORADA			
	per 1,000 FT ²		Gap per 1,000 FT ²
	Employees	Households	
Government	0.953	0.601	\$16,669
Industrial	1.327	0.837	\$45,046
Institutional	1.301	0.821	\$48,685
Office	1.778	1.121	\$52,370
Retail	1.460	0.921	\$15,418
Tourist			
Accommodation Expansion	0.981	0.619	\$22,694
New Development	1.509	0.952	\$34,917

4. Summary of Need for Workforce Housing by Housing Units

Table III.28: *Need for Workforce Housing Created by Non-Residential Development, Monroe County*, summarizes the total workforce housing unit need for non-residential development for both construction and post-construction employees by land use.

³⁸ The maximum housing cost for an employee household is calculated by dividing the employee household earnings by the income ratio for determining housing affordability (29.32%).

$(0.821 * \text{Square Feet of Development}) \div 1,000$
Assistance Needed = Square Feet of Development * \$49.49

Office Land Use Employees' Workforce Housing Need
Workforce Housing Units Needed for Office Employees =
 $(1.121 * \text{Square Feet of Development}) \div 1,000$
Assistance Needed = Square Feet of Development * \$53.17

Retail Land Use Employees' Workforce Housing Need
Workforce Housing Units Needed for Retail Employees =
 $(0.921 * \text{Square Feet of Development}) \div 1,000$
Assistance Needed = Square Feet of Development * \$16.22

Tourist Land Use Employees' Workforce Housing Need:

Accommodation Expansion or Redevelopment Need
Workforce Housing Units Needed for Industrial Employees =
 $(0.619 * \text{Square Feet of Development}) \div 1,000$
Assistance Needed = Square Feet of Development * \$23.50

New Tourist Development Need
Workforce Housing Units Needed for Industrial Employees =
 $(0.952 * \text{Square Feet of Development}) \div 1,000$
Assistance Needed = Square Feet of Development * \$35.72

TOTAL UNITS NEEDED = Units Needed for Construction Employee Households + Units Needed for Employees (by Appropriate Land Use Category)

TOTAL ASSISTANCE NEEDED = Construction Assistance Needed + Assistance Needed for Units by Appropriate Land Use Category

What these formulae shows is that the degree of need for workforce housing from non-residential development can be determined either by workforce housing unit(s) (or a fraction thereof), or a workforce housing assistance amount that needs to be paid to provide funds for those employees (or fraction thereof) in need of workforce housing.

Because workforce housing need for non-residential development is based on the size and type of the non-residential development, the formula for the appropriate land use will need to be applied to each non-residential development, individually, based on its size (square footage). Table III.29: *Need for Workforce Housing Created by Non-Residential Development*, however, provides examples of workforce housing need for varying sized non-residential buildings, both in terms of the need for workforce housing units (or a fraction thereof), and workforce housing assistance.

APPENDIX A: RESIDENTIAL SALES, VILLAGE OF ISLAMORADA, 2000-2005

TABLE A.1: RESIDENTIAL SALES, ISLAMORADA 2000-2005 ³⁹								
Selling Price	Single Family		Condominium		Mobile Home		Total	
	Number	%	Number	%	Number	%	Number	%
< \$50,000								
2000	6	1%	6	1%	0	0%	12	3%
2001	13	3%	1	2%	0	0%	23	6%
2002	21	5%	8	2%	0	0%	29	7%
2003	6	1%	10	2%	0	0%	16	4%
2004	3	1%	4	1%	0	0%	7	1%
2005	2	1%	0	0%	0	0%	2	1%
\$50,001-\$100,000								
2000	13	3%	26	6%	3	1%	42	9%
2001	12	3%	19	5%	0	0%	31	8%
2002	14	3%	5	1%	3	1%	22	5%
2003	9	2%	8	2%	0	0%	17	4%
2004	7	1%	2	0%	0	0%	9	2%
2005	5	1%	3	1%	0	0%	8	2%
\$100,001-\$150,000								
2000	34	7%	45	10%	2	0%	81	18%
2001	15	4%	37	9%	2	0%	54	13%
2002	15	4%	15	4%	0	0%	30	7%
2003	5	1%	8	2%	3	1%	16	4%
2004	8	2%	5	1%	0	0%	13	2%
2005	0	0%	1	0%	0	0%	1	0%
\$150,001-\$200,000								
2000	48	10%	63	14%	0	0%	111	24%
2001	36	9%	20	5%	1	0%	57	14%
2002	29	7%	22	5%	1	0%	52	13%
2003	8	2%	9	2%	1	0%	18	4%
2004	4	1%	11	2%	2	0%	17	3%
2005	0	0%	1	0%	0	0%	1	0%
\$200,001-\$250,000								
2000	28	6%	10	2%	1	0%	39	8%
2001	35	9%	3	1%	0	0%	38	9%
2002	31	8%	19	5%	1	0%	51	12%
2003	14	3%	24	6%	0	0%	38	9%
2004	6	1%	12	2%	0	0%	18	3%
2005	1	0%	1	0%	1	0%	3	1%
\$250,001-\$300,000								
2000	29	6%	5	1%	0	0%	34	7%

³⁹ Due to rounding, the sum of the percentages for each housing type in each row may not equal the total percentage at the end of the row.

TABLE A.1: RESIDENTIAL SALES, ISLAMORADA 2000-2005 ³⁹								
Selling Price	Single Family		Condo/Townhome		Mobile Home		Total	
	Number	%	Number	%	Number	%	Number	%
2003	12	3%	5	1%	0	0%	17	4%
2004	9	2%	0	0%	0	0%	9	2%
2005	9	2%	3	1%	1	0%	13	4%
\$600,001-\$650,000								
2000	1	0%	3	1%	0	0%	4	1%
2001	7	2%	4	1%	0	0%	11	3%
2002	11	3%	1	0%	0	0%	12	3%
2003	15	4%	2	0%	0	0%	17	4%
2004	20	4%	1	0%	0	0%	21	4%
2005	13	4%	4	1%	0	0%	17	5%
\$650,001-\$700,000								
2000	9	2%	3	1%	0	0%	12	3%
2001	5	1%	3	1%	0	0%	8	2%
2002	11	3%	0	0%	0	0%	11	3%
2003	13	3%	4	1%	0	0%	17	4%
2004	14	3%	0	0%	0	0%	14	3%
2005	6	2%	15	4%	0	0%	21	6%
>\$700,000								
2000	31	7%	1	0%	0	0%	32	7%
2001	24	6%	4	1%	0	0%	28	7%
2002	46	11%	3	1%	0	0%	49	12%
2003	82	20%	11	3%	0	0%	93	22%
2004	231	44%	36	7%	0	0%	267	51%
2005	147	40%	40	11%	0	0%	187	51%
All Units								
2000	285	62%	170	37%	7	2%	462	100%
2001	285	70%	122	30%	3	1%	410	100%
2002	303	74%	101	25%	5	1%	409	100%
2003	282	68%	128	31%	6	1%	416	100%
2004	386	74%	134	26%	3	1%	523	100%
2005	232	63%	133	36%	4	1%	369	100%
Grand Total	1,773	68%	788	30%	28	1%	2,589	100%

Source: Monroe County Property Appraiser

APPENDIX B: EMPLOYEES PER HOUSEHOLD, MONROE COUNTY

Table B.1: EMPLOYED PERSONS PER HOUSEHOLD	
<i>Monroe County</i>	
Total Households	35,106
Households with Earnings (may have multiple workers)	27,689
Households without Earnings	7,417
Labor Force (some not employed, such as retirees)	45,192
Number Employed	43,901
Workers per Household	1.632
Employed Workers per Household	1.586
<i>Islamorada, Village of Islands</i>	
Persons per Household (all households)	2.100
Persons per Household Where One or More Person(s) is Employed	2.560
Persons per Household Where No Persons are Employed	1.890

SOURCE: US Bureau of the Census' American Factfinder <http://factfinder.census.gov>.

US Bureau of the Census Public Use Micro-Sample, and Florida Agency for
Workforce Innovation, Labor Market Statistics.

The focus of the Support Study is to determine the need created for workforce housing for the workforce by residential and non-residential development. In order to determine employed workers per household, recent census data was reviewed related to the number of households and employees in Monroe County. (See Table B.1: Employed Persons per Household.) To determine the average number of employed workers per household from this data, the number of persons employed was divided by households with earnings. The calculation is as follows:

$$\text{Number Employed} \div \text{Households with Earnings} = \text{Employed Workers per Household}$$

or

$$43,901 \div 27,689 = 1.586$$

Additional data is provided here that illustrates the average number of persons per household in Islamorada for all households, for households with one or more employed persons, and for households with no employed persons.

APPENDIX C: SHORTAGE (HOUSING ASSISTANCE) CALCULATIONS

Employee Income Needed to Afford Each of the Prototypical Residential Units in the Workforce Affordability Categories.

To determine the annual employee income needed to afford a residential unit in each of the four categories of workforce housing in Islamorada, an analysis was conducted determining what expenses the employee household incurs to purchase and finance a prototypical residential unit. In the analysis, it is assumed the employee makes a down payment of 3% on the purchase of the home, and takes out a 30 year mortgage at an interest rate of 5.93 percent a year. It is also assumed that the maximum monthly expenses on housing incurred by the employee do not exceed 30 percent of income. Table C.1: *Income Needed to Afford Housing*, outlines the expenses incurred (and assumed) for each category of workforce housing. It shows an annual employee income of \$39,468 is needed to be able to reasonably afford a residential unit priced at \$212,250 (Category 1); an annual employee income of \$43,607 is needed to afford a residential unit priced at \$233,980 (Category 2); an annual employee income of \$47,039 is needed to afford a residential unit priced at \$252,000 (Category 3); and an annual employee income of \$62,182 is needed to afford a residential unit priced at \$331,500 (Category 4).

TABLE C.1: INCOME NEEDED TO AFFORD WORKFORCE HOUSING			
CALCULATION OF AFFORDABILITY			
	Category 1	Category 2	Category 3
Purchase Price	\$172,500	\$225,500	\$278,500
Down Payment	3.00%	3.00%	3.00%
Loan Term	30	30	30
Interest Rate	5.93%	5.93%	5.93%
Points	2.00%	2.00%	2.00%
Mortgage Insurance	0.60%	0.60%	0.60%
Taxes & Insurance	1.83%	1.83%	1.83%
Other Closing Costs	3.00%	3.00%	3.00%
Cash to Close	\$13,697	\$17,905	\$22,113
Mortgage	\$167,325	\$218,735	\$270,145
Mortgage Payment	\$996	\$1,302	\$1,608
Mortgage Insurance	\$84	\$109	\$135
Taxes & Insurance	\$185	\$253	\$322
Total Monthly	\$1,264	\$1,664	\$2,065
Income Ratio for Determining Housing Affordability	30.00%	30.00%	30.00%
Minimum Monthly Income	\$4,214	\$5,548	\$6,882
Annual Household Income Needed to Purchase Unit	\$50,573	\$66,578	\$82,584
Workers per Household	1.586	1.586	1.586
Income per Worker in Household	\$31,897	\$41,992	\$52,087

APPENDIX D: EMPLOYMENT AND HOUSEHOLD EARNINGS BY INDUSTRY

Earnings of Monroe County economically active households are shown below in Table D.1: *Employment and Household Earnings by Industry, Monroe County, 2006*. These wages are used to estimate the wages of employees that construct and operate and maintain residential units, and that construct and work within non-residential developments. The average annual wages for 2005 were used to project 2006 wages using a 2.9% increase over 2005, which was the 2004-2005 increase. The household earnings shown in the last column of the table are the individual employee earnings multiplied by the number of employed persons per household with earnings (1.586⁴⁰). This calculation excludes households that do not have at least one person employed. Not having anyone employed could be due to retirement, disability or unemployment. Regardless of reason, all employed without a person employed are excluded from the definition of economically active households used herein. This method of estimating economically active household income basically assumes that the earnings of the secondary worker in a household will be similar to those of the primary worker.

TABLE D.1 EMPLOYMENT AND HOUSEHOLD EARNINGS BY INDUSTRY MONROE COUNTY, 2005-2006				
Industry Title	Average Employment	Annual Wage		Household Earnings
		2005	2006	
Total, All Industries	35,895	\$32,788	\$34,214	\$54,412
Goods-Producing	2,613	\$32,352	\$33,759	\$53,689
Agriculture, Forestry, Fishing and Hunting	102	\$33,145	\$34,587	\$54,837
Construction	2,226	\$32,391	\$33,800	\$53,590
Manufacturing	285	\$31,764	\$33,146	\$52,553
Service-Providing	33,282	\$32,823	\$34,251	\$54,305
Trade, Transportation, and Utilities	7,636	\$31,256	\$32,616	\$51,712
Wholesale Trade	520	\$45,167	\$47,132	\$74,728
Retail Trade	5,553	\$27,209	\$28,393	\$45,017
Information	457	\$47,952	\$50,038	\$79,335
Financial Activities	2,364	\$42,750	\$44,610	\$70,729
Finance and Insurance	1,220	\$50,038	\$52,215	\$82,787
Real Estate and Rental and Leasing	1,144	\$34,976	\$36,497	\$57,867
Professional and Business Services	2,603	\$43,410	\$45,298	\$71,821
Education and Health Services	4,049	\$37,743	\$39,385	\$62,445
Leisure and Hospitality	11,539	\$23,788	\$24,823	\$39,357
Accommodation and Food Services	10,136	\$23,297	\$24,310	\$38,544
Other Services	1,472	\$27,466	\$28,661	\$45,442
Public Administration-Government	3,132	\$47,605	\$49,676	\$79,002

SOURCE: Florida Labor Market Statistics, September 2006.

⁴⁰ See Appendix B: Employees per Household, Monroe County.



Local Planning Agency Communication

To: Local Planning Agency Chair and Agency Members
From: Jennifer DeBoisbriand , Planning Director
Date: September 11, 2023
Subject: **Ordinance Amendment Considering the Request of Windley Cove, LLC. to Amend the Future Land Use Map of Parcel 00405350-000000**

Background:

The applicant, Windley Cove LLC, has submitted a map amendment application requesting an approval for a Future Land Use Map (FLUM) Amendment from Residential Medium (RM) to Mixed-Use (MU) designation on the subject property, located at 85327 Overseas Highway (RE #00405350-000000), comprising 13,300 square feet of land area. The current use of the property is residential. The applicant/owner intends to pursue acquiring a Vacation Rental license for the subject property. This FLUM amendment has a companion application for a Zoning Map Amendment, which proposes a change from a Residential Single Family (R-1) District to a Highway Commercial (HC) District, and the FLUM amendment cannot be approved without approval of the companion Zoning Map Amendment. The applicant has submitted a letter detailing the map amendment request.

The subject property currently has an existing Residential Medium (RM) Future Land Use designation. The surrounding properties to the South are also designated Residential Medium (RM). To the North the adjacent properties are designated Mixed Use (MU). The properties to the West across Overseas Highway are designated Conservation (C) and to the East is the Atlantic Ocean. The character of the subject property is a single family home and the surrounding area is mixed-use with a collective restaurants, marina uses, single family residences, and conservation land.

Analysis:

The proposed FLUM amendment, from Residential Medium (RM) to Mixed-Use (MU), in conjunction with the companion application for a Zoning Map Amendment from a Residential

Single Family (R-1) District to a Highway Commercial (HC) District, would allow the applicant/owner to pursue acquiring a Vacation Rental license on the subject property.

Areas designated MU on the Future Land Use Map recognizes the prevalent and historical mixed-use pattern of development in the Village. The MU designation shall accommodate a mix of commercial and residential uses, which may be located in the same building, limited public and semi-public uses, recreational facilities, schools, marinas, tourist-oriented facilities, and supportive community facilities ancillary to the permitted uses, pursuant to the standards in the Comprehensive Plan and the Land Development Regulations [Ref. Comprehensive Plan Objective 1-2.4].

The proposed FLUM amendment would not alter the development potential of the subject property due to its size.

The proposed MU FLUM designation would allow market-rate residential density based on acreage (6 units per acre) and type of development (12 units per acre for transfers of density) and 15 units per acre for affordable housing as well as a maximum non-residential FAR of .25

Compatibility with Comprehensive Plan Policies:

- ☐ Policy 1-1.1.1, Protect Residential Areas from Incompatible Development
- ☐ Policy 1-2.1.14, Criteria for Future Land Use Map (FLUM) Amendments
- ☐ Policy 1-2.4, Recognize Mixed Use Development Patterns
- ☐ Policy 1-2.4.4: Residential Uses in the Mixed-Use Designation
- ☐ Objective 1-4.6: Prevent Proliferation of Urban Sprawl

Comprehensive Plan Policy 1-1.1.1 Protect residential Areas from Incompatible Development; states Stable residential areas shall be protected from encroachment by incompatible development. However, within residential areas, the Land Development Regulations shall allow home-based businesses that do not detract from the residential quality of the neighborhood. These regulations shall incorporate criteria for determining compatible home occupation uses, and standards to ascertain that no negative impacts on adjoining properties result.

Comprehensive Plan Policy 1-2.1.14, Criteria for Future Land Use Map (FLUM) Amendments, states that Islamorada, Village of Islands, shall maintain specific criteria for amending the Future Land Use Map that are consistent with the general procedures delineated in Chapter 163.3177, 163.3184 and 163.3189, Florida Statutes and the principles for guiding development in areas of critical state concern. The Village Council shall make its determination on proposed FLUM amendments on legitimate public purpose based on one or more of the following factors; however, in no event shall an amendment be approved which would result in an adverse community change.

Comprehensive Plan Objective 1-2.4, Recognize Mixed Use Development Patterns, states: "Areas designated Mixed Use (MU) on the Future Land Use Map recognizes the prevalent and historical mixed-use pattern of development in the Village. The MU category shall accommodate a mix of commercial and residential uses, which may be located in the same building, limited public and semi-public uses, recreational facilities, schools, marinas, tourist-oriented facilities, and supportive community facilities ancillary to the permitted uses, pursuant to the standards in the Comprehensive Plan and the Land Development Regulations."

The proposed map amendment allows for tourist-oriented facilities within the Village.

Comprehensive Plan Policy 1-2.4.4, Residential Uses in the Mixed Use Designation, states, "Residential uses, including residential institutional uses in MU shall not exceed six (6) units per acre, except that up to twelve (12) units per acre may be allowed pursuant to the standards in the Land Development Regulations when used as receiver sites for the transfer of development rights from approved sender sites and fifteen (15) units per acre may be permitted for purposes of providing affordable housing. Notwithstanding the density limitations each parcel of commercially developed land in the Settlers Residential (SR), Village Center (VC), Tourist Commercial (TC), Commercial Fishing (CF), Marine Use (MR), Highway Commercial (HC), Neighborhood Commercial (NC), and Recreation (R) Zoning Districts shall be entitled to construct, subject to the BPAS, one affordable housing unit subject to all other regulations."

The houses have received permits and allocations. Therefore, the proposed amendment is consistent with Policy 1-2.4.4.

Comprehensive Plan Objective 1-4.6: PREVENT PROLIFERATION OF URBAN SPRAWL AND COORDINATE THE TIMING AND STAGING OF PUBLIC AND PRIVATE DEVELOPMENT. Land Development Regulations shall ensure that the location, scale, timing and design of development is coordinated with public facilities and services in order to prevent the proliferation of urban sprawl and achieve cost effective land development patterns. Consistent with policies in the Intergovernmental Coordination Element, the Village shall pursue resolution of development and growth management issues with impacts transcending the Village's political jurisdiction, by participating in forums with the Florida Department of Community Affairs, the South Florida Regional Planning Council and other forums convened to coordinate such issues.

The proposed FLUM amendment would assist in limiting additional development on vacant land to achieve the goals of the applicant/owner.

Compatibility with the Principles for Guiding Development:

The following shall be the principles with which any plan amendments must be consistent pursuant to the Florida Keys Area of Critical State Concern designation as set out in Chapter 380.0552(7), Florida Statutes.

Please note, the criterion is provided in italics and staff response is provided immediately below. The Applicant has provided his responses to the criteria in his analysis attached.

(a) Strengthening local government capabilities for managing land use and development so that local government is able to achieve these objectives without the continuation of the area of critical state concern designation.

Village Staff Response:

The proposed FLUM is consistent with Principle (a) of the Principles for Guiding Development as it is not anticipated to negatively impact local government capability for managing land use and development.

(b) Protecting shoreline and marine resources, including mangroves, coral reef formations, seagrass beds, wetlands, fish and wildlife, and their habitat.

Village Staff Response:

The proposed FLUM is consistent with Principle (b) of the Principles for Guiding Development. Any new development would be required to adhere to all applicable land development regulations including the implementation of stormwater regulations which aid in protecting marine resources by protecting near shore water quality.

(c) Protecting upland resources, tropical biological communities, freshwater wetlands, native tropical vegetation (for example, hardwood hammocks and pinelands), dune ridges and beaches, wildlife, and their habitat.

Village Staff Response:

The proposed FLUM is consistent with Principle (c) of the Principles for Guiding Development. Any future redevelopment proposed on the subject property is required to meet environmental setback criteria, meet local Comprehensive Plan and Land Development Regulation requirements, and obtain appropriate permits from state and federal agencies as necessary.

(d) Ensuring the maximum well-being of the Florida Keys and its citizens through sound economic development.

Village Staff Response:

The proposed FLUM is consistent with Principle (d) of the Principles for Guiding Development. Any potential future redevelopment of the subject property would support the maximum well-being of the Florida Keys citizens and the economic health of the area by directing redevelopment on the property to preserve and protect the disturbed and sparsely vegetated area.

(e) Limiting the adverse impacts of development on the quality of water throughout the Florida Keys.

Village Staff Response:

The proposed FLUM is consistent with Principle (e) of the Principles for Guiding Development. Any development would be required to adhere to all applicable land development regulations including the implementation of stormwater regulations which aid in protecting near shore water quality.

(f) Enhancing natural scenic resources, promote the aesthetic benefits of the natural environment, and ensure that development is compatible with the unique historic character of the Florida Keys.

Village Staff Response:

The proposed FLUM is consistent with Principle (f) of the Principles for Guiding Development. The proposed FLUM amendment, from Residential Medium (RM) to Mixed Use (MU), in conjunction with the companion application for a Zoning Map Amendment from Residential Single Family to Highway Commercial, will ensure that the subject property meets the standards of review of the Comprehensive Plan and the Land Development Regulations (LDRs), including but not limited to: requirements for minimum open space; habitat preservation, concurrency management and level of service (LOS) standards for transportation, infrastructure, wastewater, stormwater and other public services; off-street parking and internal circulation; required setbacks; landscaping, dedicated conservation easements for existing habitat; on-site and off-site improvements and design amenities

required to achieve land use compatibility for the surrounding land uses and zoning districts.

(g) Protecting the historical heritage of the Florida Keys.

Village Staff Response:

The proposed FLUM is consistent with Principle (g) of the Principles for Guiding Development as there are no known archaeological or historical artifacts on the Property.

(h) Protecting the value, efficiency, cost-effectiveness, and amortized life of existing and proposed major public investments, including:

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

Village Staff Response:

The proposed FLUM is consistent with Principle (h) of the Principles for Guiding Development. The proposed FLUM amendment would not adversely impact the value, efficiency, cost-effectiveness, and amortized life of existing and proposed major public investments.

(i) Protecting and improving water quality by providing for the construction, operation, maintenance, and replacement of stormwater management facilities; central sewage collection; treatment and disposal facilities; and the installation and proper operation and maintenance of onsite sewage treatment and disposal systems.

Village Staff Response:

The proposed FLUM is consistent with Principle (i) of the Principles for Guiding Development. The proposed FLUM amendment would not adversely affect storm water management facilities, central sewage collection, treatment and disposal facilities, or the installation and proper operation and maintenance of onsite sewage treatment and disposal systems.

(j) Ensuring the improvement of nearshore water quality by requiring the construction and operation of wastewater management facilities that meet the requirements of § 381.0065(4)(1) and 403.086(10), as applicable, and by directing growth to areas served by central wastewater treatment facilities through permit allocation systems.

Village Staff Response:

The proposed FLUM is consistent with Principle (j) of the Principles for Guiding Development. Any proposed development as a result of the proposed FLUM amendment would be required to be consistent with the requirements of § 381.0065(4)(1) and 403.086(10), Florida Statutes, and the Village's Comprehensive Plan and Wastewater Master Plan.

(k) Limiting the adverse impacts of public investments on the environmental resources of the Florida Keys.

Village Staff Response:

The proposed FLUM is consistent with Principle (k) of the Principles for Guiding Development. The proposed FLUM amendment is not anticipated to create adverse impacts on the environmental resources of the Florida Keys.

(l) To make available adequate affordable housing for all sectors of the population of the Florida Keys.

Village Staff Response:

The proposed FLUM is consistent with Principle (l) of the Principles for Guiding Development. The proposed FLUM amendment will not impact affordable housing within the Florida Keys.

(m) To provide adequate alternatives for the protection of public safety and welfare in the event of a natural or manmade disaster and for a post-disaster reconstruction plan.

Village Staff Response:

The proposed FLUM is consistent with Principle (m) of the Principles for Guiding Development. The proposed FLUM amendment would not affect the provision of adequate alternatives for the protection of public safety and welfare in the event of a natural or manmade disaster and for a post-disaster reconstruction plan. Furthermore, all structures built within the Village must meet the requirements of the Village's Code of Ordinances and the Florida Building Code.

(n) To protect the public health, safety, and welfare of the citizens of the Florida Keys and maintain the Florida Keys as a unique Florida resource.

Village Staff Response:

The proposed FLUM is consistent with Principle (n) of the Principles for Guiding Development. The proposed FLUM amendment would not negatively affect the health, safety, or welfare of the citizens of the Florida Keys.

Budget Impact:

None

Staff Impact:

None

Recommendation:

Staff has reviewed the request for a Future Land Use Map Amendment from Residential Medium (RM) to Mixed Use (MU) and determined that the request meets criteria. Therefore, Staff recommends that the Village Council APPROVE the FLUM Amendment.

Attachments:

1. Windley Cove CC Attachments







Islamorada, Village of Islands,
Planning and Development Services Department

APPLICATION FOR MAP AMENDMENT

Pursuant to Chapter 30, Article IV, Divisions 8 & 9

	Application Type	Application Fee	Deposit	Total Fee Due
☒	Future Land Use and Zoning	\$5,120.00	\$1,000.00	\$6,120.00
☐	Zoning Only	\$2,500.00	\$1,000.00	\$3,500.00

☐ Request concurrent Future Land Use and Zoning Hearings pursuant to 163.3184(12), Florida Statutes

PLEASE NOTE: THIS APPLICATION IS ACCEPTED BY APPOINTMENT ONLY.

An application must be deemed complete and in compliance with the Village Code by Staff prior to the items being scheduled for review. See the Submittal Requirements below for a list of required submittals and documents.

APPLICANT / AGENT (if applicable): Property owner must submit a **notarized** letter authorizing the applicant/agent to act on their behalf including the agent's name, address and phone number.

Name: Island Construction Management
 Mailing Address: 88888 Overseas Highway Tavernier, Florida 33070
 Primary Phone: 305.852.9307 Fax: NA
 Email: don@icm.build; amie@icm.build

PROPERTY OWNER:

Name: Windley Cove, LLC
 Mailing Address: 127 Coconut Row Tavernier, Florida 33070 n
 Primary Phone: 305.522.3652; 305.394.0425 Fax: _____
 Email: jt.keys@att.net; brian.tiedemann@fkec.com

LEGAL DESCRIPTION OF PROPERTY: If in metes and bounds, attach legal description on separate sheet.

Physical Address: 85327 Overseas Highway Islamorada Fl Mile Marker: 85.3
 Lot: 4 Block: _____ Subdivision: Galen Beach
☐ Plantation Key ☒ Windley Key ☐ Upper Matecumbe Key ☐ Lower Matecumbe Key
 Real Estate (RE) Number: 00405350-000000 Alternate Key: 1497614

PROPERTY DESCRIPTION:

Total Land Area: _____ 13,300 Square Feet _____ 0.305 Acres
 Existing Use of Property: _____
 Has an Application for Map Amendment been submitted for this site within the past two (2) years? ☐ Yes ☒ No
 If yes, provide name and date of application: _____

PROPOSED MAP AMENDMENT:

Current Future Land Use Map Category: RM Current Zoning District: R1
 Proposed Future Land Use Map Category: MU Proposed Zoning District: HC

SUBMITTAL REQUIREMENTS:

- ☒ **Correct application fee.** Check or money order to "Islamorada, Village of Islands".
- ☒ **Notarized agent authorization letter**, if applicable, including the agent's name, address and phone number authorizing the applicant/agent to act on all property owners' behalf.
- ☒ **Proof of ownership** e.g. warranty deed, lease or pending sale contract.
- ☒ **Property record card** from the Monroe County Property Appraiser.
- ☒ **Copy of current Future Land Use Map** clearly marking the boundaries of the property. Map may be request from Planning and Development Service Department prior to application submittal.
- ☒ **Copy of current Official Zoning Map** clearly marking the boundaries of the property. Map may be request from Planning and Development Service Department prior to application submittal.
- ☒ **Photographs** of the site taken from adjacent streets.
- ☒ **Signed and sealed survey** prepared by a Florida registered surveyor. The survey shall include elevations and location of all existing structures, paved areas, location of all utility structures, all easements, all bodies of water on and adjacent to the site, docks, piers, mean high water line and total acreage by habitat (**please provide a digital copy in addition to the signed and sealed survey**).
- ☒ **Data and analysis (including a land use need analysis)** pursuant to Comprehensive Plan Policy 1-2.1.13, demonstrating there is a need for the amount of development allowed by the proposed FLUM designations in order to accommodate the Comprehensive Plan's projected population growth within the planning timeframe of the Comprehensive Plan.
- ☒ **Explanation** of how the application satisfies each of the applicable criteria in the Land Development Regulations, Comprehensive Plan and Principles for Guiding Development pursuant to § 380.0552(7), Florida Statutes. See Attachment A for list of criteria.

If deemed necessary to complete a full review of the application, the Planning and Development Services Department reserves the right to request additional information.

I certify that I am familiar with the information contained in this application, and that to the best of my knowledge such information is true, complete and accurate. I certify that all information required has been provided.

Digital signatures do not require notarization when they can be verified by a Trusted Certificate issued by a third-party Certificate Authority. If you are not using a "verifiable digital signature", print this document and have it notarized.

[Signature]

Signature of Applicant

7.21.23
Date

Print Name: Amie Owens

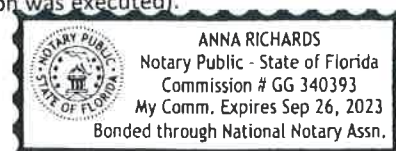
STATE OF Florida

COUNTY OF Monroe

Sworn to and subscribed before me by means of ☒ physical appearance or ☐ online notarization, this 21 day of July, 20 23, by Amie Owens (name of person signing the application) as _____ (type of authority e.g. officer, manager / member, trustee, attorney in fact) for _____ (name of entity or party on behalf of whom application was executed).

[Signature]
Signature of Notary Public

SEAL:



☒ Personally Known ☐ Produced Identification

Type of ID _____



Islamorada, Village of Islands,
Planning and Development Services Department

ATTACHMENT A

Future Land Use Map (FLUM) Amendment Criteria. The applicant shall submit all information required to adequately address the filing requirements adopted by the Florida Department of Economic Opportunity (“DEO”). In addition, the applicant shall submit all other information necessary to address the comprehensive planning criteria of the Village.

Pursuant to the DEO State Coordinated Review Submittal Guidelines, in the case of FLUM amendments, the following information must be provided:

1. A description of the availability of and the demand on the following public facilities: sanitary sewer, solid waste, drainage, potable water, traffic circulation, schools and recreation, as appropriate; and
2. Information regarding the compatibility of the proposed land use amendments with the Comprehensive Plan future land use element objectives and policies, and those of other affected elements.

All proposed FLUM amendments must be consistent with the Principles for Guiding Development within the Florida Keys Area of Critical State Concern, pursuant to § 380.0552(7), Florida Statutes. The Principles are listed below.

- (a) Strengthening local government capabilities for managing land use and development so that local government is able to achieve these objectives without continuing the area of critical state concern designation.
- (b) Protecting shoreline and marine resources, including mangroves, coral reef formations, seagrass beds, wetlands, fish and wildlife, and their habitat.
- (c) Protecting upland resources, tropical biological communities, freshwater wetlands, native tropical vegetation (for example, hardwood hammocks and pinelands), dune ridges and beaches, wildlife, and their habitat.
- (d) Ensuring the maximum well-being of the Florida Keys and its citizens through sound economic development.
- (e) Limiting the adverse impacts of development on the quality of water throughout the Florida Keys.
- (f) Enhancing natural scenic resources, promoting the aesthetic benefits of the natural environment, and ensuring that development is compatible with the unique historic character of the Florida Keys.
- (g) Protecting the historical heritage of the Florida Keys.
- (h) Protecting the value, efficiency, cost-effectiveness, and amortized life of existing and proposed major public investments, including:
 1. The Florida Keys Aqueduct and water supply facilities;
 2. Sewage collection, treatment, and disposal facilities;
 3. Solid waste treatment, collection, and disposal facilities;
 4. Key West Naval Air Station and other military facilities;
 5. Transportation facilities;
 6. Federal parks, wildlife refuges, and marine sanctuaries;
 7. State parks, recreation facilities, aquatic preserves, and other publicly owned properties;
 8. City electric service and the Florida Keys Electric Co-op; and
 9. Other utilities, as appropriate.

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

The Village Council shall make its determination on proposed FLUM amendments on legitimate public purpose based on one or more of the following factors:

1. Demand for the proposed FLUM category in the village in relation to the amount of land currently assigned the FLUM designation and available to accommodate that demand;
2. Compatibility of the site's physical, geological, hydrological and other environmental features, with the uses permitted in the proposed FLUM category;
3. Data errors, including errors in mapping, vegetative types and natural features described in the comprehensive plan;
4. New issues;
5. Recognition of a need for additional detail or comprehensiveness

However, in no event shall an amendment be approved which will result in an adverse community change.

Official Zoning Map Amendment Criteria. The purpose of this application is to provide a means for changing the Official Zoning Map. It is not intended to relieve particular hardships, nor to confer special privileges or rights on any person, nor to permit a change in community character, as analyzed in the Comprehensive Plan, but only to make necessary adjustments in light of changed conditions. In determining whether to grant a requested amendment, the Village Council shall consider the factors set forth below and the consistency of the proposed amendment with the provisions and intent of the Comprehensive Plan.

The Village Council must find that the application is consistent with the Comprehensive Plan, that the applicant has complied with all procedural requirements of the Code and that the maintenance of the existing zoning on the property does not accomplish a legitimate public purpose. The Village Council shall make its determination on legitimate public purpose based on one or more of the following factors:

1. Demand for the proposed zoning district in the Village in relation to the amount of land currently zoned and available to accommodate that demand;
2. Compatibility of the site's physical, geological, hydrological and other environmental features, with the uses permitted in the proposed zoning district;
3. Data errors, including errors in mapping, vegetative types and natural features described in the Comprehensive Plan;
4. New issues;
5. Recognition of a need for additional detail or comprehensiveness; or
6. Compatibility of the proposed district with the property surrounding the site of the requested rezoning and any applicable neighborhood or redevelopment plan.

However, in no event shall an amendment be approved which will result in an adverse community change.

Needs Analysis

The owner of the properties identified as RE #00405350-000000 and 00405360-000000 (subject property) is proposing to amend the current FLUM of the subject properties from Residential Medium (RM) to Mixed Use (MU) and the current zoning from Residential Single-family (R-1) to Highway Commercial (HC) to obtain a vacation rental license approval from the Village of Islamorada.

RE #00405350-000000, contains 13300 SF of land area, with a single-family house under construction.

RE #00405360-000000 contains 13,300 SF of land area, with a single-family house under construction.

In the R-1 zoning district, a single-family residence or multifamily attached affordable housing of up to four units could be constructed as a permitted use by right. This is not the intention of the owner of this property. The property owner simply wishes to change the FLUM and zoning in order to apply and receive a Vacation Rental license and to have a vacation rental unit on each lot.

The proposed development and ongoing development will not exceed the FAR or OSR allowed in the code. The proposed use would be allowable in the HC zoning district as a permitted use. Although none is anticipated, any expansion or redevelopment of the property would have to meet all requirements of the land development code and comprehensive plan through the application review process. The existing single-family residences on two of the sites are permitted and recognized by village staff in the HC zoning district. The owner does not contemplate increasing to more than one residential unit per property, thus this change does not increase density on the property.

The Village Comprehensive Plan notes that the functional population of the Village will increase from 10,354 in 2010 to 10,653 in 2020, an increase of approximately 3%. The figures are not accurate as the increase has already exceeded 11,000 per the most recent figures. Although these figures and the actual figures do not provide the distribution of age, there will be a need for additional tourist-based facilities to serve an increasing population. Additionally, as currently documented by the TDC, transient room occupancies have increased in the last few years thus adding to the need for added Tourist based facilities. The Village Code limits the number of allowable Vacation Rental (VR) licenses. The Village has never reached or exceeded the maximum limit of VR Licenses, yet the demand is still there. This request will not bring the anticipated number of VR's over the allowable number. We should note that the Village underwent an extensive study and had many meetings in order to determine the maximum number of VR licenses it should allow. During the anticipated code changes the community came together to come up with an acceptable number of VR units. Meetings between hoteliers, residents, the Chamber, as well as professionals in the real estate community had multiple workshops to find the right balance.

Access to the subject properties would not impact traffic flow directly on US 1. Access to this property is off the Old Road with several areas to ingress and egress to and from US-1. 63 of the 74 HC/MU properties are directly on US 1 and most of them do not have curb cuts off the highway. Utilization of this property would minimize the traffic consequences to US 1, unlike many of the existing HC properties in the Village.

The request will not increase the demand for parking as the ongoing and proposed development was already calculated at two (2) spaces per unit. The ongoing and proposed development will closely comply with the regulations in the event of a catastrophic event such as fire or hurricane.

The proposed development and on-going development will not further increase the previously anticipated water or sewage use and would not add additional vehicular trips, beyond what is already factored into the Comp Plan and LDR's. There should be no increase in impacts on public facilities of services, than what was already anticipated.

Policy 1-1.1.1 Protect Residential Areas from Incompatible Development.

This amendment would steer vacation rental uses to an Island that is dominated by commercial and transient uses. Windley Key is bookended by two major marinas and is infilled with hotels and motels, as well as several developments that allow for Vacation Rental licenses.

Policy 1-2.1.14 Criteria for Future Land Use Map (FLUM) Amendments. Islamorada, Village of Islands, shall maintain specific criteria for amending the Future Land Use Map that are consistent with the general procedures delineated in Chapter 163.3177, 163.3184 and 163.3189, Florida Statutes and the Principles for Guiding Development in areas of critical state concern. The Village Council shall make its determination on proposed FLUM amendments on legitimate public purpose based on one or more of the following factors:

1. Demand for the proposed FLUM category in the Village in relation to the amount of land currently assigned the FLUM designation and available to accommodate the demand.

Answer: It appears that there is .01% of HC properties compared to other zonings throughout the Village. This seems to be a disproportionate amount. There are only 74 vacant HC/MU properties in the entire Village, there are none on Windley Key. Of the 74 vacant HC/MU parcels the comp plan suggests the Village steer development away from the 12 due to the Hammock designation of the properties. Many of the HC/MU properties on other islands do not have direct access VIA DOT approved curb-cuts and most do not have access to US-1 Via the Old Highway.

2. Compatibility of the sites physical, geological, hydrological and other environmental features, with uses permitted in the proposed FLUM.

Answer: This site has no unique features as it relates to physical, geological, hydrological or environmental features. There is ongoing development that is

recently permitted that is in compliance with all factors in the LDC.

3. Data errors, including errors in Mapping, vegetative types and natural features described in the comprehensive plan.

Answer: There are no data errors recorded, yet there are, to the immediate east several properties that are zoned either MU or HC.

4. New issues.

Answer: This request will better serve the properties in this request. There are currently no transitional zonings between HC and R-1. This property is located immediately next to a locally famous restaurant and bar. This amendment will create an acceptable transition between the residential uses to the west and the non-residential uses to the east.

5. Recognition of the need for additional detail or comprehensiveness.

Answer: Currently there are no other undeveloped HC zoned properties on Windley Key. There are also no undeveloped MU FLUM properties on Windley Key. This request will allow the subject properties to be compatible with most of the properties on this island.

Policy 1-2.1.13 Future Land Use Map Amendments. "Islamorada, Village of Islands shall not sponsor private applications for Future Land Use Map amendments that would increase the allowable density/intensity of the properties affected."

Answer: There will be no increase in density, as the two houses are currently permitted and under construction.

Due to these factors and the desire for redevelopment instead of new development we feel this request is justified and in keeping with the goals and objectives in the Villages' Comprehensive Plan.



Local Planning Agency Communication

To: Local Planning Agency Chair and Agency Members
From: Jennifer DeBoisbriand , Planning Director
Date: September 11, 2023
Subject: Ordinance Amendment Considering the Request of Windley Cove, LLC. to Amend the Zoning Map of Parcel 00405350-000000

Background:

The applicant, Windley Cove LLC, has submitted a map amendment application requesting an approval for a Zoning Map Amendment from Residential Single Family (R-1) District to a Highway Commercial (HC) District on the subject property, located at 85327 Overseas Highway (RE #00405350-000000), comprising 13,300 square feet of land area. The current use of the property is residential. The applicant/owner intends to pursue acquiring a Vacation Rental license for the subject property. This Zoning Map amendment has a companion application for a Future Land Use Map (FLUM) Amendment, which proposes a change from a Residential Medium (RM) to Mixed-Use (MU) designation, and the Zoning Map amendment cannot be approved without approval of the companion FLUM Amendment. The applicant has submitted a letter detailing the map amendment request.

The subject property currently has an existing Residential Single Family (R-1) Zoning District designation. The surrounding properties to the South are also designated Residential Single Family (R-1). To the North the adjacent properties are designated Highway Commercial (HC). The properties to the West across Overseas Highway are designated as Conservation (C) and to the East is the Atlantic Ocean. The character of the subject property is a single-family home and the surrounding area is mixed-use with a collective restaurants, marina uses, single family residences, and conservation land.

Analysis:

The proposed Zoning Map amendment, from a Residential Single Family (R-1) District to a Highway Commercial (HC) District in conjunction with the companion application for a FLUM

Amendment from a Residential Medium (RM) designation to Mixed-Use (MU) designation, would allow the applicant/owner to pursue acquiring a Vacation Rental license on the subject property.

Pursuant to Section 30-696 the purpose of the Highway Commercial (HC) zoning district is accommodate existing businesses along U.S. 1 and to provide opportunities for new commercial retail shops and services that typically are auto dependent and are used by people on less than a weekly basis, or to accommodate the building and service trades. Single-family or multifamily residential uses and educational uses are an option to commercial use. Any future development of the subject property would require site plan application approval, this will ensure that the subject property meets the standards of review of the Comprehensive Plan and the Land Development Regulations (LDRs), including but not limited to: requirements for minimum open space; habitat preservation, concurrency management and level of service (LOS) standards for transportation, infrastructure, wastewater, stormwater and other public services; off-street parking and internal circulation; required setbacks; landscaping, dedicated conservation easements for existing habitat; on-site and off-site improvements and design amenities required to achieve land use compatibility for the surrounding land uses and zoning districts. Any application for a Vacation Rental License would have to meet all the criteria of Division 6 of the Village Code.

Compatibility with Comprehensive Plan Policies:

- ☐ Policy 1-1.1.1, Protect Residential Areas from Incompatible Development
- ☐ Policy 1-2.1.14, Criteria for Future Land Use Map (FLUM) Amendments
- ☐ Policy 1-2.4, Recognize Mixed Use Development Patterns
- ☐ Policy 1-2.4.4: Residential Uses in the Mixed-Use Designation
- ☐ Objective 1-4.6: Prevent Proliferation of Urban Sprawl

Comprehensive Plan Policy 1-1.1.1 Protect residential Areas from Incompatible Development; states Stable residential areas shall be protected from encroachment by incompatible development. However, within residential areas, the Land Development Regulations shall allow home-based businesses that do not detract from the residential quality of the neighborhood. These regulations shall incorporate criteria for determining compatible home occupation uses, and standards to ascertain that no negative impacts on adjoining properties result.

Comprehensive Plan Policy 1-2.1.14, Criteria for Future Land Use Map (FLUM) Amendments, states that Islamorada, Village of Islands, shall maintain specific criteria for amending the Future Land Use Map that are consistent with the general procedures delineated in Chapter 163.3177, 163.3184 and 163.3189, Florida Statutes and the principles for guiding development in areas of critical state concern. The Village Council shall make its determination on proposed FLUM amendments on legitimate public purpose based on one or more of the following factors; however, in no event shall an amendment be approved which would result in an adverse community change.

Comprehensive Plan Objective 1-2.4, Recognize Mixed Use Development Patterns, states: "Areas designated Mixed Use (MU) on the Future Land Use Map recognizes the prevalent and historical mixed-use pattern of development in the Village. The MU category shall accommodate a mix of commercial and residential uses, which may be located in the same building, limited public and semi-public uses, recreational facilities, schools, marinas, tourist-oriented facilities, and supportive community facilities ancillary to the permitted uses, pursuant

to the standards in the Comprehensive Plan and the Land Development Regulations.”

The proposed map amendment allows for tourist-oriented facilities within the Village.

Comprehensive Plan Policy 1-2.4.4, Residential Uses in the Mixed Use Designation, states, “Residential uses, including residential institutional uses in MU shall not exceed six (6) units per acre, except that up to twelve (12) units per acre may be allowed pursuant to the standards in the Land Development Regulations when used as receiver sites for the transfer of development rights from approved sender sites and fifteen (15) units per acre may be permitted for purposes of providing affordable housing. Notwithstanding the density limitations each parcel of commercially developed land in the Settlers Residential (SR), Village Center (VC), Tourist Commercial (TC), Commercial Fishing (CF), Marine Use (MR), Highway Commercial (HC), Neighborhood Commercial (NC), and Recreation (R) Zoning Districts shall be entitled to construct, subject to the BPAS, one affordable housing unit subject to all other regulations.”

The houses have received permits and allocations. Therefore, the proposed amendment is consistent with Policy 1-2.4.4.

Comprehensive Plan Objective 1-4.6: PREVENT PROLIFERATION OF URBAN SPRAWL AND COORDINATE THE TIMING AND STAGING OF PUBLIC AND PRIVATE DEVELOPMENT. Land Development Regulations shall ensure that the location, scale, timing and design of development is coordinated with public facilities and services in order to prevent the proliferation of urban sprawl and achieve cost effective land development patterns. Consistent with policies in the Intergovernmental Coordination Element, the Village shall pursue resolution of development and growth management issues with impacts transcending the Village's political jurisdiction, by participating in forums with the Florida Department of Community Affairs, the South Florida Regional Planning Council and other forums convened to coordinate such issues.

The proposed FLUM amendment would assist in limiting additional development on vacant land to achieve the goals of the applicant/owner.

Procedures for Amendments to Zoning Map:

Pursuant to Section 30-411(d)(4)(b) of the Code of Ordinances, the Village Council must find that the application is consistent with the Comprehensive Plan, that the applicant has complied with all procedural requirements of this section, and that the maintenance of the existing zoning on the property does not accomplish a legitimate public purpose. The Village Council shall make its determination on a finding of legitimate public purpose based on one or more of the following factors:

1. Demand for the proposed Zoning District in the Village in relation to the amount of land currently zoned and available to accommodate that demand.
2. Compatibility of the site's physical, geological, hydrological and other environmental features, with the uses permitted in the proposed Zoning designation.
3. Data errors, including errors in mapping, vegetative types and natural features described in the comprehensive plan.

There is no evidence that there are any errors in the Villages GIS data, records and other resources.

4. New Issues.

There are no new issues to be addressed.

5. Recognition of a need for additional detail or comprehensiveness.

6. Compatibility of the proposed district with the property surrounding the site of the requested rezoning and any applicable neighborhood or redevelopment plan.

The proposed zoning would be compatible with the property surrounding the site as the properties to the North are also zoned Highway Commercial.

Budget Impact:

None

Staff Impact:

None

Recommendation:

Staff has reviewed the request for an Official Zoning Map Amendment from Residential Single Family (R-1) to Highway Commercial (HC) and determined that the request meets criteria. Therefore, Staff recommends that the Village Council APPROVE the request for a map amendment.

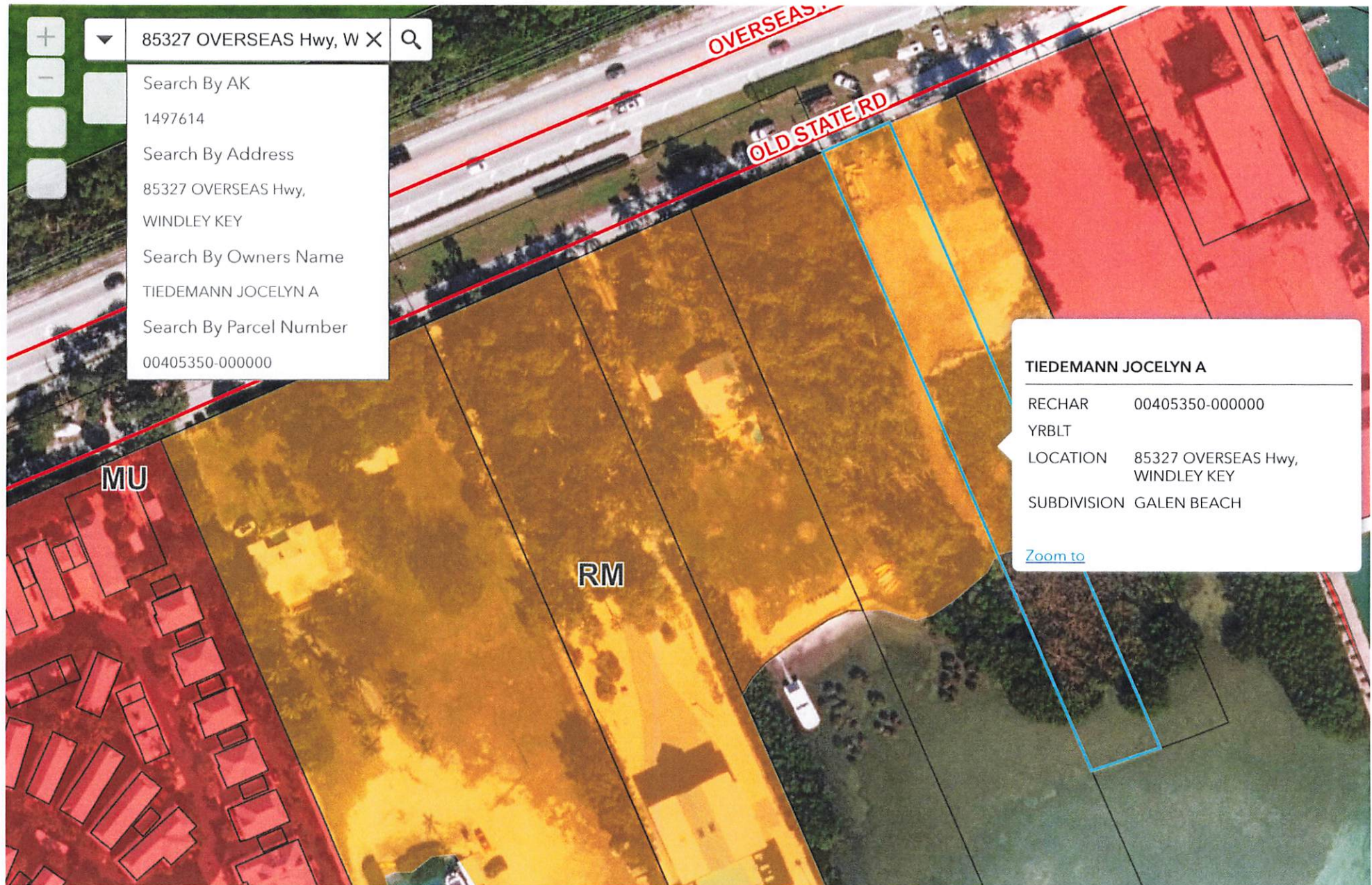
Attachments:

1. Windley Cove CC Attachments



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80.52024951 Degrees





Islamorada, Village of Islands,
Planning and Development Services Department

APPLICATION FOR MAP AMENDMENT

Pursuant to Chapter 30, Article IV, Divisions 8 & 9

	Application Type	Application Fee	Deposit	Total Fee Due
☒	Future Land Use and Zoning	\$5,120.00	\$1,000.00	\$6,120.00
☐	Zoning Only	\$2,500.00	\$1,000.00	\$3,500.00

☐ Request concurrent Future Land Use and Zoning Hearings pursuant to 163.3184(12), Florida Statutes

PLEASE NOTE: THIS APPLICATION IS ACCEPTED BY APPOINTMENT ONLY.

An application must be deemed complete and in compliance with the Village Code by Staff prior to the items being scheduled for review. See the Submittal Requirements below for a list of required submittals and documents.

APPLICANT / AGENT (if applicable): Property owner must submit a **notarized** letter authorizing the applicant/agent to act on their behalf including the agent's name, address and phone number.

Name: Island Construction Management
 Mailing Address: 88888 Overseas Highway Tavernier, Florida 33070
 Primary Phone: 305.852.9307 Fax: NA
 Email: don@icm.build; amie@icm.build

PROPERTY OWNER:

Name: Windley Cove, LLC
 Mailing Address: 127 Coconut Row Tavernier, Florida 33070 n
 Primary Phone: 305.522.3652; 305.394.0425 Fax: _____
 Email: jt.keys@att.net; brian.tiedemann@fkec.com

LEGAL DESCRIPTION OF PROPERTY: If in metes and bounds, attach legal description on separate sheet.

Physical Address: 85327 Overseas Highway Islamorada Fl Mile Marker: 85.3
 Lot: 4 Block: _____ Subdivision: Galen Beach
☐ Plantation Key ☒ Windley Key ☐ Upper Matecumbe Key ☐ Lower Matecumbe Key
 Real Estate (RE) Number: 00405350-000000 Alternate Key: 1497614

PROPERTY DESCRIPTION:

Total Land Area: _____ 13,300 Square Feet _____ 0.305 Acres
 Existing Use of Property: _____
 Has an Application for Map Amendment been submitted for this site within the past two (2) years? ☐ Yes ☒ No
 If yes, provide name and date of application: _____

PROPOSED MAP AMENDMENT:

Current Future Land Use Map Category: RM Current Zoning District: R1
 Proposed Future Land Use Map Category: MU Proposed Zoning District: HC

☒ **Correct application fee.** Check or money order to "Islamorada, Village of Islands".

- If deemed necessary to complete a full review of the application, the Planning and Development Services Department reserves the right to request additional information.

Digital signatures do not require notarization when they can be verified by a Trusted Certificate issued by a third-party Certificate Authority. If you are not using a “verifiable digital signature”, print this document and have it notarized.

[Signature]

7.21.23

Date

Print Name: Amir Dweir

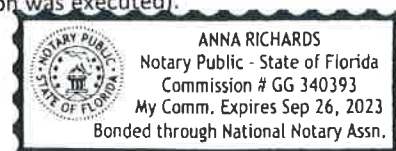
STATE OF Florida
COUNTY OF Manatee

COUNTY OF Maricopa
Sworn to and subscribed before me by means of ✓ physical appearance or online notarization, this 21 day of
July, 2023, by Aime Owens (name of person signing the application) as
 (type of authority e.g. officer, manager / member, trustee, attorney in fact) for
 (name of entity or party on behalf of whom application was executed).

(name of entity or party on behalf of which signed)

Signature of Notary Public

SEAL:



☒ Personally Known ☐ Produced Identification

Type of ID _____



Islamorada, Village of Islands, Planning and Development Services Department

ATTACHMENT A

Future Land Use Map (FLUM) Amendment Criteria. The applicant shall submit all information required to adequately address the filing requirements adopted by the Florida Department of Economic Opportunity ("DEO"). In addition, the applicant shall submit all other information necessary to address the comprehensive planning criteria of the Village.

Pursuant to the DEO State Coordinated Review Submittal Guidelines, in the case of FLUM amendments, the following information must be provided:

1. A description of the availability of and the demand on the following public facilities: sanitary sewer, solid waste, drainage, potable water, traffic circulation, schools and recreation, as appropriate; and
2. Information regarding the compatibility of the proposed land use amendments with the Comprehensive Plan future land use element objectives and policies, and those of other affected elements.

All proposed FLUM amendments must be consistent with the Principles for Guiding Development within the Florida Keys Area of Critical State Concern, pursuant to § 380.0552(7), Florida Statutes. The Principles are listed below.

- (a) Strengthening local government capabilities for managing land use and development so that local government is able to achieve these objectives without continuing the area of critical state concern designation.
- (b) Protecting shoreline and marine resources, including mangroves, coral reef formations, seagrass beds, wetlands, fish and wildlife, and their habitat.
- (c) Protecting upland resources, tropical biological communities, freshwater wetlands, native tropical vegetation (for example, hardwood hammocks and pinelands), dune ridges and beaches, wildlife, and their habitat.
- (d) Ensuring the maximum well-being of the Florida Keys and its citizens through sound economic development.
- (e) Limiting the adverse impacts of development on the quality of water throughout the Florida Keys.
- (f) Enhancing natural scenic resources, promoting the aesthetic benefits of the natural environment, and ensuring that development is compatible with the unique historic character of the Florida Keys.
- (g) Protecting the historical heritage of the Florida Keys.
- (h) Protecting the value, efficiency, cost-effectiveness, and amortized life of existing and proposed major public investments, including:
 1. The Florida Keys Aqueduct and water supply facilities;
 2. Sewage collection, treatment, and disposal facilities;
 3. Solid waste treatment, collection, and disposal facilities;
 4. Key West Naval Air Station and other military facilities;
 5. Transportation facilities;
 6. Federal parks, wildlife refuges, and marine sanctuaries;
 7. State parks, recreation facilities, aquatic preserves, and other publicly owned properties;
 8. City electric service and the Florida Keys Electric Co-op; and
 9. Other utilities, as appropriate.

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

The Village Council shall make its determination on proposed FLUM amendments on legitimate public purpose based on one or more of the following factors:

1. Demand for the proposed FLUM category in the village in relation to the amount of land currently assigned the FLUM designation and available to accommodate that demand;
2. Compatibility of the site's physical, geological, hydrological and other environmental features, with the uses permitted in the proposed FLUM category;
3. Data errors, including errors in mapping, vegetative types and natural features described in the comprehensive plan;
4. New issues;
5. Recognition of a need for additional detail or comprehensiveness

However, in no event shall an amendment be approved which will result in an adverse community change.

Official Zoning Map Amendment Criteria. The purpose of this application is to provide a means for changing the Official Zoning Map. It is not intended to relieve particular hardships, nor to confer special privileges or rights on any person, nor to permit a change in community character, as analyzed in the Comprehensive Plan, but only to make necessary adjustments in light of changed conditions. In determining whether to grant a requested amendment, the Village Council shall consider the factors set forth below and the consistency of the proposed amendment with the provisions and intent of the Comprehensive Plan.

The Village Council must find that the application is consistent with the Comprehensive Plan, that the applicant has complied with all procedural requirements of the Code and that the maintenance of the existing zoning on the property does not accomplish a legitimate public purpose. The Village Council shall make its determination on legitimate public purpose based on one or more of the following factors:

1. Demand for the proposed zoning district in the Village in relation to the amount of land currently zoned and available to accommodate that demand;
2. Compatibility of the site's physical, geological, hydrological and other environmental features, with the uses permitted in the proposed zoning district;
3. Data errors, including errors in mapping, vegetative types and natural features described in the Comprehensive Plan;
4. New issues;
5. Recognition of a need for additional detail or comprehensiveness; or
6. Compatibility of the proposed district with the property surrounding the site of the requested rezoning and any applicable neighborhood or redevelopment plan.

However, in no event shall an amendment be approved which will result in an adverse community change.

Needs Analysis

The owner of the properties identified as RE #00405350-000000 and 00405360-000000 (subject property) is proposing to amend the current FLUM of the subject properties from Residential Medium (RM) to Mixed Use (MU) and the current zoning from Residential Single-family (R-1) to Highway Commercial (HC) to obtain a vacation rental license approval from the Village of Islamorada.

RE #00405350-000000, contains 13300 SF of land area, with a single-family house under construction.

RE #00405360-000000 contains 13,300 SF of land area, with a single-family house under construction.

In the R-1 zoning district, a single-family residence or multifamily attached affordable housing of up to four units could be constructed as a permitted use by right. This is not the intention of the owner of this property. The property owner simply wishes to change the FLUM and zoning in order to apply and receive a Vacation Rental license and to have a vacation rental unit on each lot.

The proposed development and ongoing development will not exceed the FAR or OSR allowed in the code. The proposed use would be allowable in the HC zoning district as a permitted use. Although none is anticipated, any expansion or redevelopment of the property would have to meet all requirements of the land development code and comprehensive plan through the application review process. The existing single-family residences on two of the sites are permitted and recognized by village staff in the HC zoning district. The owner does not contemplate increasing to more than one residential unit per property, thus this change does not increase density on the property.

The Village Comprehensive Plan notes that the functional population of the Village will increase from 10,354 in 2010 to 10,653 in 2020, an increase of approximately 3%. The figures are not accurate as the increase has already exceeded 11,000 per the most recent figures. Although these figures and the actual figures do not provide the distribution of age, there will be a need for additional tourist-based facilities to serve an increasing population. Additionally, as currently documented by the TDC, transient room occupancies have increased in the last few years thus adding to the need for added Tourist based facilities. The Village Code limits the number of allowable Vacation Rental (VR) licenses. The Village has never reached or exceeded the maximum limit of VR Licenses, yet the demand is still there. This request will not bring the anticipated number of VR's over the allowable number. We should note that the Village underwent an extensive study and had many meetings in order to determine the maximum number of VR licenses it should allow. During the anticipated code changes the community came together to come up with an acceptable number of VR units. Meetings between hoteliers, residents, the Chamber, as well as professionals in the real estate community had multiple workshops to find the right balance.

Access to the subject properties would not impact traffic flow directly on US 1. Access to this property is off the Old Road with several areas to ingress and egress to and from US-1. 63 of the 74 HC/MU properties are directly on US 1 and most of them do not have curb cuts off the highway. Utilization of this property would minimize the traffic consequences to US 1, unlike many of the existing HC properties in the Village.

The request will not increase the demand for parking as the ongoing and proposed development was already calculated at two (2) spaces per unit. The ongoing and proposed development will closely comply with the regulations in the event of a catastrophic event such as fire or hurricane.

The proposed development and on-going development will not further increase the previously anticipated water or sewage use and would not add additional vehicular trips, beyond what is already factored into the Comp Plan and LDR's. There should be no increase in impacts on public facilities of services, than what was already anticipated.

Policy 1-1.1.1 Protect Residential Areas from Incompatible Development.

This amendment would steer vacation rental uses to an Island that is dominated by commercial and transient uses. Windley Key is bookended by two major marinas and is infilled with hotels and motels, as well as several developments that allow for Vacation Rental licenses.

Policy 1-2.1.14 Criteria for Future Land Use Map (FLUM) Amendments. Islamorada, Village of Islands, shall maintain specific criteria for amending the Future Land Use Map that are consistent with the general procedures delineated in Chapter 163.3177, 163.3184 and 163.3189, Florida Statutes and the Principles for Guiding Development in areas of critical state concern. The Village Council shall make its determination on proposed FLUM amendments on legitimate public purpose based on one or more of the following factors:

1. Demand for the proposed FLUM category in the Village in relation to the amount of land currently assigned the FLUM designation and available to accommodate the demand.

Answer: It appears that there is .01% of HC properties compared to other zonings throughout the Village. This seems to be a disproportionate amount. There are only 74 vacant HC/MU properties in the entire Village, there are none on Windley Key. Of the 74 vacant HC/MU parcels the comp plan suggests the Village steer development away from the 12 due to the Hammock designation of the properties. Many of the HC/MU properties on other islands do not have direct access VIA DOT approved curb-cuts and most do not have access to US-1 Via the Old Highway.

2. Compatibility of the sites physical, geological, hydrological and other environmental features, with uses permitted in the proposed FLUM.

Answer: This site has no unique features as it relates to physical, geological, hydrological or environmental features. There is ongoing development that is

recently permitted that is in compliance with all factors in the LDC.

3. Data errors, including errors in Mapping, vegetative types and natural features described in the comprehensive plan.

Answer: There are no data errors recorded, yet there are, to the immediate east several properties that are zoned either MU or HC.

4. New issues.

Answer: This request will better serve the properties in this request. There are currently no transitional zonings between HC and R-1. This property is located immediately next to a locally famous restaurant and bar. This amendment will create an acceptable transition between the residential uses to the west and the non-residential uses to the east.

5. Recognition of the need for additional detail or comprehensiveness.

Answer: Currently there are no other undeveloped HC zoned properties on Windley Key. There are also no undeveloped MU FLUM properties on Windley Key. This request will allow the subject properties to be compatible with most of the properties on this island.

Policy 1-2.1.13 Future Land Use Map Amendments. "Islamorada, Village of Islands shall not sponsor private applications for Future Land Use Map amendments that would increase the allowable density/intensity of the properties affected."

Answer: There will be no increase in density, as the two houses are currently permitted and under construction.

Due to these factors and the desire for redevelopment instead of new development we feel this request is justified and in keeping with the goals and objectives in the Villages' Comprehensive Plan.



Local Planning Agency Communication

To: Local Planning Agency Chair and Agency Members
From: Jennifer DeBoisbriand , Planning Director
Date: September 11, 2023
Subject: Ordinance Amendment Considering the Request of Windley Isles, LLC to Amend the Future Land Use Map of Parcel 00405360-000000

Background:

The applicant, Windley Isles LLC, has submitted a map amendment application requesting an approval for a Future Land Use Map (FLUM) Amendment from Residential Medium (RM) to Mixed-Use (MU) designation on the subject property, located at 85331 Overseas Highway (RE #00405360-000000), comprising 13,300 square feet of land area. The current use of the property is residential. The applicant/owner intends to pursue acquiring a Vacation Rental license for the subject property. This FLUM amendment has a companion application for a Zoning Map Amendment, which proposes a change from a Residential Single Family (R-1) District to a Highway Commercial (HC) District, and the FLUM amendment cannot be approved without approval of the companion Zoning Map Amendment. The applicant has submitted a letter detailing the map amendment request.

The subject property currently has an existing Residential Medium (RM) Future Land Use designation. The surrounding properties to the South are also designated Residential Medium (RM). To the North the adjacent properties are designated Mixed Use (MU). The properties to the West across Overseas Highway are designated Conservation (C) and to the East is the Atlantic Ocean. The character of the subject property is a single family home and the surrounding area is mixed-use with a collective restaurants, marina uses, single family residences, and conservation land.

Analysis:

The proposed FLUM amendment, from Residential Medium (RM) to Mixed-Use (MU), in conjunction with the companion application for a Zoning Map Amendment from a Residential

Single Family (R-1) District to a Highway Commercial (HC) District, would allow the applicant/owner to pursue acquiring a Vacation Rental license on the subject property.

Areas designated MU on the Future Land Use Map recognizes the prevalent and historical mixed-use pattern of development in the Village. The MU designation shall accommodate a mix of commercial and residential uses, which may be located in the same building, limited public and semi-public uses, recreational facilities, schools, marinas, tourist-oriented facilities, and supportive community facilities ancillary to the permitted uses, pursuant to the standards in the Comprehensive Plan and the Land Development Regulations [Ref. Comprehensive Plan Objective 1-2.4].

The proposed FLUM amendment would not alter the development potential of the subject property due to its size.

The proposed MU FLUM designation would allow market-rate residential density based on acreage (6 units per acre) and type of development (12 units per acre for transfers of density) and 15 units per acre for affordable housing as well as a maximum non-residential FAR of .25

Compatibility with Comprehensive Plan Policies:

- ☐ Policy 1-1.1.1, Protect Residential Areas from Incompatible Development
- ☐ Policy 1-2.1.14, Criteria for Future Land Use Map (FLUM) Amendments
- ☐ Policy 1-2.4, Recognize Mixed Use Development Patterns
- ☐ Policy 1-2.4.4: Residential Uses in the Mixed-Use Designation
- ☐ Objective 1-4.6: Prevent Proliferation of Urban Sprawl

Comprehensive Plan Policy 1-1.1.1 Protect residential Areas from Incompatible Development; states Stable residential areas shall be protected from encroachment by incompatible development. However, within residential areas, the Land Development Regulations shall allow home-based businesses that do not detract from the residential quality of the neighborhood. These regulations shall incorporate criteria for determining compatible home occupation uses, and standards to ascertain that no negative impacts on adjoining properties result.

Comprehensive Plan Policy 1-2.1.14, Criteria for Future Land Use Map (FLUM) Amendments, states that Islamorada, Village of Islands, shall maintain specific criteria for amending the Future Land Use Map that are consistent with the general procedures delineated in Chapter 163.3177, 163.3184 and 163.3189, Florida Statutes and the principles for guiding development in areas of critical state concern. The Village Council shall make its determination on proposed FLUM amendments on legitimate public purpose based on one or more of the following factors; however, in no event shall an amendment be approved which would result in an adverse community change.

Comprehensive Plan Objective 1-2.4, Recognize Mixed Use Development Patterns, states: "Areas designated Mixed Use (MU) on the Future Land Use Map recognizes the prevalent and historical mixed-use pattern of development in the Village. The MU category shall accommodate a mix of commercial and residential uses, which may be located in the same building, limited public and semi-public uses, recreational facilities, schools, marinas, tourist-oriented facilities, and supportive community facilities ancillary to the permitted uses, pursuant to the standards in the Comprehensive Plan and the Land Development Regulations."

The proposed map amendment allows for tourist-oriented facilities within the Village.

Comprehensive Plan Policy 1-2.4.4, Residential Uses in the Mixed Use Designation, states, "Residential uses, including residential institutional uses in MU shall not exceed six (6) units per acre, except that up to twelve (12) units per acre may be allowed pursuant to the standards in the Land Development Regulations when used as receiver sites for the transfer of development rights from approved sender sites and fifteen (15) units per acre may be permitted for purposes of providing affordable housing. Notwithstanding the density limitations each parcel of commercially developed land in the Settlers Residential (SR), Village Center (VC), Tourist Commercial (TC), Commercial Fishing (CF), Marine Use (MR), Highway Commercial (HC), Neighborhood Commercial (NC), and Recreation (R) Zoning Districts shall be entitled to construct, subject to the BPAS, one affordable housing unit subject to all other regulations."

The houses have received permits and allocations. Therefore, the proposed amendment is consistent with Policy 1-2.4.4.

Comprehensive Plan Objective 1-4.6: PREVENT PROLIFERATION OF URBAN SPRAWL AND COORDINATE THE TIMING AND STAGING OF PUBLIC AND PRIVATE DEVELOPMENT. Land Development Regulations shall ensure that the location, scale, timing and design of development is coordinated with public facilities and services in order to prevent the proliferation of urban sprawl and achieve cost effective land development patterns. Consistent with policies in the Intergovernmental Coordination Element, the Village shall pursue resolution of development and growth management issues with impacts transcending the Village's political jurisdiction, by participating in forums with the Florida Department of Community Affairs, the South Florida Regional Planning Council and other forums convened to coordinate such issues.

The proposed FLUM amendment would assist in limiting additional development on vacant land to achieve the goals of the applicant/owner.

Compatibility with the Principles for Guiding Development:

The following shall be the principles with which any plan amendments must be consistent pursuant to the Florida Keys Area of Critical State Concern designation as set out in Chapter 380.0552(7), Florida Statutes.

Please note, the criterion is provided in italics and staff response is provided immediately below. The Applicant has provided his responses to the criteria in his analysis attached.

(a) Strengthening local government capabilities for managing land use and development so that local government is able to achieve these objectives without the continuation of the area of critical state concern designation.

Village Staff Response:

The proposed FLUM is consistent with Principle (a) of the Principles for Guiding Development as it is not anticipated to negatively impact local government capability for managing land use and development.

(b) Protecting shoreline and marine resources, including mangroves, coral reef formations, seagrass beds, wetlands, fish and wildlife, and their habitat.

Village Staff Response:

The proposed FLUM is consistent with Principle (b) of the Principles for Guiding Development. Any new development would be required to adhere to all applicable land development regulations including the implementation of stormwater regulations which aid in protecting marine resources by protecting near shore water quality.

(c) Protecting upland resources, tropical biological communities, freshwater wetlands, native tropical vegetation (for example, hardwood hammocks and pinelands), dune ridges and beaches, wildlife, and their habitat.

Village Staff Response:

The proposed FLUM is consistent with Principle (c) of the Principles for Guiding Development. Any future redevelopment proposed on the subject property is required to meet environmental setback criteria, meet local Comprehensive Plan and Land Development Regulation requirements, and obtain appropriate permits from state and federal agencies as necessary.

(d) Ensuring the maximum well-being of the Florida Keys and its citizens through sound economic development.

Village Staff Response:

The proposed FLUM is consistent with Principle (d) of the Principles for Guiding Development. Any potential future redevelopment of the subject property would support the maximum well-being of the Florida Keys citizens and the economic health of the area by directing redevelopment on the property to preserve and protect the disturbed and sparsely vegetated area.

(e) Limiting the adverse impacts of development on the quality of water throughout the Florida Keys.

Village Staff Response:

The proposed FLUM is consistent with Principle (e) of the Principles for Guiding Development. Any development would be required to adhere to all applicable land development regulations including the implementation of stormwater regulations which aid in protecting near shore water quality.

(f) Enhancing natural scenic resources, promote the aesthetic benefits of the natural environment, and ensure that development is compatible with the unique historic character of the Florida Keys.

Village Staff Response:

The proposed FLUM is consistent with Principle (f) of the Principles for Guiding Development. The proposed FLUM amendment, from Residential Medium (RM) to Mixed Use (MU), in conjunction with the companion application for a Zoning Map Amendment from Residential Single Family to Highway Commercial, will ensure that the subject property meets the standards of review of the Comprehensive Plan and the Land Development Regulations (LDRs), including but not limited to: requirements for minimum open space; habitat preservation, concurrency management and level of service (LOS) standards for transportation, infrastructure, wastewater, stormwater and other public services; off-street parking and internal circulation; required setbacks; landscaping, dedicated conservation easements for existing habitat; on-site and off-site improvements and design amenities

required to achieve land use compatibility for the surrounding land uses and zoning districts.

(g) Protecting the historical heritage of the Florida Keys.

Village Staff Response:

The proposed FLUM is consistent with Principle (g) of the Principles for Guiding Development as there are no known archaeological or historical artifacts on the Property.

(h) Protecting the value, efficiency, cost-effectiveness, and amortized life of existing and proposed major public investments, including:

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

Village Staff Response:

The proposed FLUM is consistent with Principle (h) of the Principles for Guiding Development. The proposed FLUM amendment would not adversely impact the value, efficiency, cost-effectiveness, and amortized life of existing and proposed major public investments.

(i) Protecting and improving water quality by providing for the construction, operation, maintenance, and replacement of stormwater management facilities; central sewage collection; treatment and disposal facilities; and the installation and proper operation and maintenance of onsite sewage treatment and disposal systems.

Village Staff Response:

The proposed FLUM is consistent with Principle (i) of the Principles for Guiding Development. The proposed FLUM amendment would not adversely affect storm water management facilities, central sewage collection, treatment and disposal facilities, or the installation and proper operation and maintenance of onsite sewage treatment and disposal systems.

(j) Ensuring the improvement of nearshore water quality by requiring the construction and operation of wastewater management facilities that meet the requirements of § 381.0065(4)(1) and 403.086(10), as applicable, and by directing growth to areas served by central wastewater treatment facilities through permit allocation systems.

Village Staff Response:

The proposed FLUM is consistent with Principle (j) of the Principles for Guiding Development. Any proposed development as a result of the proposed FLUM amendment would be required to be consistent with the requirements of § 381.0065(4)(1) and 403.086(10), Florida Statutes, and the Village's Comprehensive Plan and Wastewater Master Plan.

(k) Limiting the adverse impacts of public investments on the environmental resources of the Florida Keys.

Village Staff Response:

The proposed FLUM is consistent with Principle (k) of the Principles for Guiding Development. The proposed FLUM amendment is not anticipated to create adverse impacts on the environmental resources of the Florida Keys.

(l) To make available adequate affordable housing for all sectors of the population of the Florida Keys.

Village Staff Response:

The proposed FLUM is consistent with Principle (l) of the Principles for Guiding Development. The proposed FLUM amendment will not impact affordable housing within the Florida Keys.

(m) To provide adequate alternatives for the protection of public safety and welfare in the event of a natural or manmade disaster and for a post-disaster reconstruction plan.

Village Staff Response:

The proposed FLUM is consistent with Principle (m) of the Principles for Guiding Development. The proposed FLUM amendment would not affect the provision of adequate alternatives for the protection of public safety and welfare in the event of a natural or manmade disaster and for a post-disaster reconstruction plan. Furthermore, all structures built within the Village must meet the requirements of the Village's Code of Ordinances and the Florida Building Code.

(n) To protect the public health, safety, and welfare of the citizens of the Florida Keys and maintain the Florida Keys as a unique Florida resource.

Village Staff Response:

The proposed FLUM is consistent with Principle (n) of the Principles for Guiding Development. The proposed FLUM amendment would not negatively affect the health, safety, or welfare of the citizens of the Florida Keys.

Budget Impact:

None

Staff Impact:

None

Recommendation:

Staff has reviewed the request for a Future Land Use Map Amendment from Residential Medium (RM) to Mixed Use (MU) and determined that the request meets criteria. Therefore, Staff recommends that the Village Council APPROVE the FLUM Amendment.

Attachments:

1. Windley Isles Council Communication Attachments



100ft

80 590 24 9.1 Degrees



100ft

80 590 24 75.1 Degrees



Islamorada, Village of Islands,
Planning and Development Services Department

APPLICATION FOR MAP AMENDMENT

Pursuant to Chapter 30, Article IV, Divisions 8 & 9

	Application Type	Application Fee	Deposit	Total Fee Due
☒	Future Land Use and Zoning	\$5,120.00	\$1,000.00	\$6,120.00
☐	Zoning Only	\$2,500.00	\$1,000.00	\$3,500.00

☐ Request concurrent Future Land Use and Zoning Hearings pursuant to 163.3184(12), Florida Statutes

PLEASE NOTE: THIS APPLICATION IS ACCEPTED BY APPOINTMENT ONLY.

An application must be deemed complete and in compliance with the Village Code by Staff prior to the items being scheduled for review. See the Submittal Requirements below for a list of required submittals and documents.

APPLICANT / AGENT (if applicable): Property owner must submit a **notarized** letter authorizing the applicant/agent to act on their behalf including the agent's name, address and phone number.

Name: Island Construction Management Inc.
 Mailing Address: 88888 Overseas Highway Tavernier Florida 33070
 Primary Phone: 305.852.9607 Fax: N/A
 Email: don@icm.build; amie@icm.build

PROPERTY OWNER:

Name: Windley Isles, LLC
 Mailing Address: 127 Coconut Row Tavernier, Florida 33070
 Primary Phone: 305.522.3652; 305.394.0425 Fax: _____
 Email: jt.keys@att.net; brian.tiedemann@fkec.com

LEGAL DESCRIPTION OF PROPERTY: If in metes and bounds, attach legal description on separate sheet.

Physical Address: 85331 Overseas Highway Islamorada Florida Mile Marker: 85.3
 Lot: 4 Block: _____ Subdivision: Galen Beach
☐ Plantation Key ☒ Windley Key ☐ Upper Matecumbe Key ☐ Lower Matecumbe Key
 Real Estate (RE) Number: 00405360-000000 Alternate Key: 1497622

PROPERTY DESCRIPTION:

Total Land Area: _____ 13,300 Square Feet _____ 0.305 Acres
 Existing Use of Property: Vacant Land
 Has an Application for Map Amendment been submitted for this site within the past two (2) years? ☐ Yes ☒ No
 If yes, provide name and date of application: _____

PROPOSED MAP AMENDMENT:

Current Future Land Use Map Category: RM Current Zoning District: R1
 Proposed Future Land Use Map Category: MU Proposed Zoning District: HC

SUBMITTAL REQUIREMENTS:

- ☒ **Correct application fee.** Check or money order to "Islamorada, Village of Islands".
- ☒ **Notarized agent authorization letter**, if applicable, including the agent's name, address and phone number authorizing the applicant/agent to act on all property owners' behalf.
- ☒ **Proof of ownership** e.g. warranty deed, lease or pending sale contract.
- ☒ **Property record card** from the Monroe County Property Appraiser.
- ☒ **Copy of current Future Land Use Map** clearly marking the boundaries of the property. Map may be request from Planning and Development Service Department prior to application submittal.
- ☒ **Copy of current Official Zoning Map** clearly marking the boundaries of the property. Map may be request from Planning and Development Service Department prior to application submittal.
- ☒ **Photographs** of the site taken from adjacent streets.
- ☒ **Signed and sealed survey** prepared by a Florida registered surveyor. The survey shall include elevations and location of all existing structures, paved areas, location of all utility structures, all easements, all bodies of water on and adjacent to the site, docks, piers, mean high water line and total acreage by habitat (**please provide a digital copy in addition to the signed and sealed survey**).
- ☒ **Data and analysis (including a land use need analysis)** pursuant to Comprehensive Plan Policy 1-2.1.13, demonstrating there is a need for the amount of development allowed by the proposed FLUM designations in order to accommodate the Comprehensive Plan's projected population growth within the planning timeframe of the Comprehensive Plan.
- ☒ **Explanation** of how the application satisfies each of the applicable criteria in the Land Development Regulations, Comprehensive Plan and Principles for Guiding Development pursuant to § 380.0552(7), Florida Statutes. See Attachment A for list of criteria.

If deemed necessary to complete a full review of the application, the Planning and Development Services Department reserves the right to request additional information.

I certify that I am familiar with the information contained in this application, and that to the best of my knowledge such information is true, complete and accurate. I certify that all information required has been provided.

Digital signatures do not require notarization when they can be verified by a Trusted Certificate issued by a third-party Certificate Authority. If you are not using a "verifiable digital signature", print this document and have it notarized.

[Signature]

Signature of Applicant

7.21.23
Date

Print Name: Amie Owens

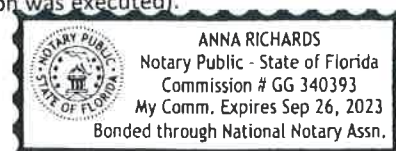
STATE OF Florida

COUNTY OF Monroe

Sworn to and subscribed before me by means of ☒ physical appearance or ☐ online notarization, this 21 day of July, 20 23, by Amie Owens (name of person signing the application) as _____ (type of authority e.g. officer, manager / member, trustee, attorney in fact) for _____ (name of entity or party on behalf of whom application was executed).

[Signature]
Signature of Notary Public

SEAL:



☒ Personally Known ☐ Produced Identification

Type of ID _____



Islamorada, Village of Islands,
Planning and Development Services Department

ATTACHMENT A

Future Land Use Map (FLUM) Amendment Criteria. The applicant shall submit all information required to adequately address the filing requirements adopted by the Florida Department of Economic Opportunity (“DEO”). In addition, the applicant shall submit all other information necessary to address the comprehensive planning criteria of the Village.

Pursuant to the DEO State Coordinated Review Submittal Guidelines, in the case of FLUM amendments, the following information must be provided:

1. A description of the availability of and the demand on the following public facilities: sanitary sewer, solid waste, drainage, potable water, traffic circulation, schools and recreation, as appropriate; and
2. Information regarding the compatibility of the proposed land use amendments with the Comprehensive Plan future land use element objectives and policies, and those of other affected elements.

All proposed FLUM amendments must be consistent with the Principles for Guiding Development within the Florida Keys Area of Critical State Concern, pursuant to § 380.0552(7), Florida Statutes. The Principles are listed below.

- (a) Strengthening local government capabilities for managing land use and development so that local government is able to achieve these objectives without continuing the area of critical state concern designation.
- (b) Protecting shoreline and marine resources, including mangroves, coral reef formations, seagrass beds, wetlands, fish and wildlife, and their habitat.
- (c) Protecting upland resources, tropical biological communities, freshwater wetlands, native tropical vegetation (for example, hardwood hammocks and pinelands), dune ridges and beaches, wildlife, and their habitat.
- (d) Ensuring the maximum well-being of the Florida Keys and its citizens through sound economic development.
- (e) Limiting the adverse impacts of development on the quality of water throughout the Florida Keys.
- (f) Enhancing natural scenic resources, promoting the aesthetic benefits of the natural environment, and ensuring that development is compatible with the unique historic character of the Florida Keys.
- (g) Protecting the historical heritage of the Florida Keys.
- (h) Protecting the value, efficiency, cost-effectiveness, and amortized life of existing and proposed major public investments, including:
 1. The Florida Keys Aqueduct and water supply facilities;
 2. Sewage collection, treatment, and disposal facilities;
 3. Solid waste treatment, collection, and disposal facilities;
 4. Key West Naval Air Station and other military facilities;
 5. Transportation facilities;
 6. Federal parks, wildlife refuges, and marine sanctuaries;
 7. State parks, recreation facilities, aquatic preserves, and other publicly owned properties;
 8. City electric service and the Florida Keys Electric Co-op; and
 9. Other utilities, as appropriate.

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

The Village Council shall make its determination on proposed FLUM amendments on legitimate public purpose based on one or more of the following factors:

1. Demand for the proposed FLUM category in the village in relation to the amount of land currently assigned the FLUM designation and available to accommodate that demand;
2. Compatibility of the site's physical, geological, hydrological and other environmental features, with the uses permitted in the proposed FLUM category;
3. Data errors, including errors in mapping, vegetative types and natural features described in the comprehensive plan;
4. New issues;
5. Recognition of a need for additional detail or comprehensiveness

However, in no event shall an amendment be approved which will result in an adverse community change.

Official Zoning Map Amendment Criteria. The purpose of this application is to provide a means for changing the Official Zoning Map. It is not intended to relieve particular hardships, nor to confer special privileges or rights on any person, nor to permit a change in community character, as analyzed in the Comprehensive Plan, but only to make necessary adjustments in light of changed conditions. In determining whether to grant a requested amendment, the Village Council shall consider the factors set forth below and the consistency of the proposed amendment with the provisions and intent of the Comprehensive Plan.

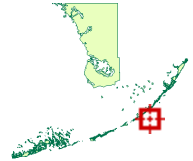
The Village Council must find that the application is consistent with the Comprehensive Plan, that the applicant has complied with all procedural requirements of the Code and that the maintenance of the existing zoning on the property does not accomplish a legitimate public purpose. The Village Council shall make its determination on legitimate public purpose based on one or more of the following factors:

1. Demand for the proposed zoning district in the Village in relation to the amount of land currently zoned and available to accommodate that demand;
2. Compatibility of the site's physical, geological, hydrological and other environmental features, with the uses permitted in the proposed zoning district;
3. Data errors, including errors in mapping, vegetative types and natural features described in the Comprehensive Plan;
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5. Recognition of a need for additional detail or comprehensiveness; or
6. Compatibility of the proposed district with the property surrounding the site of the requested rezoning and any applicable neighborhood or redevelopment plan.

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Overview



Legend

- Centerline
- Easements
- Hooks
- Lot Lines
- Road Center
- Rights of Way
- Shoreline
- [] Condo Building
- Key Names
- [] Subdivisions
- [] Parcels

Parcel ID	00405360-000000	Alternate ID	1497622	Owner Address	WINDLEY ISLES LLC
Sec/Twp/Rng	25/63/37	Class	VACANT RES		127 Coconut Row
Property Address	85331 OVERSEAS Hwy			Tavernier, FL 33070	
	WINDLEY KEY				
District	50VI				
Brief Tax	E 1/2 LT 4 GALEN BEACH WINDLEY ISLAND PB2-110 OR3-417 OR5-7 OR423-509/10 OR2604-404 OR2709-951/52 OR2835-				
Description	2429/30 OR2835-2435/38 OR3070-0595 OR3070-0597 OR3158-1318 OR3158-1321				
	(Note: Not to be used on legal documents)				

Date created: 7/21/2023
Last Data Uploaded: 7/21/2023 3:16:37 AM

Developed by  **Schneider**
GEOSPATIAL

Needs Analysis

The owner of the properties identified as RE #00405350-000000 and 00405360-000000 (subject property) is proposing to amend the current FLUM of the subject properties from Residential Medium (RM) to Mixed Use (MU) and the current zoning from Residential Single-family (R-1) to Highway Commercial (HC) to obtain a vacation rental license approval from the Village of Islamorada.

RE #00405350-000000, contains 13300 SF of land area, with a single-family house under construction.

RE #00405360-000000 contains 13,300 SF of land area, with a single-family house under construction.

In the R-1 zoning district, a single-family residence or multifamily attached affordable housing of up to four units could be constructed as a permitted use by right. This is not the intention of the owner of this property. The property owner simply wishes to change the FLUM and zoning in order to apply and receive a Vacation Rental license and to have a vacation rental unit on each lot.

The proposed development and ongoing development will not exceed the FAR or OSR allowed in the code. The proposed use would be allowable in the HC zoning district as a permitted use. Although none is anticipated, any expansion or redevelopment of the property would have to meet all requirements of the land development code and comprehensive plan through the application review process. The existing single-family residences on two of the sites are permitted and recognized by village staff in the HC zoning district. The owner does not contemplate increasing to more than one residential unit per property, thus this change does not increase density on the property.

The Village Comprehensive Plan notes that the functional population of the Village will increase from 10,354 in 2010 to 10,653 in 2020, an increase of approximately 3%. The figures are not accurate as the increase has already exceeded 11,000 per the most recent figures. Although these figures and the actual figures do not provide the distribution of age, there will be a need for additional tourist-based facilities to serve an increasing population. Additionally, as currently documented by the TDC, transient room occupancies have increased in the last few years thus adding to the need for added Tourist based facilities. The Village Code limits the number of allowable Vacation Rental (VR) licenses. The Village has never reached or exceeded the maximum limit of VR Licenses, yet the demand is still there. This request will not bring the anticipated number of VR's over the allowable number. We should note that the Village underwent an extensive study and had many meetings in order to determine the maximum number of VR licenses it should allow. During the anticipated code changes the community came together to come up with an acceptable number of VR units. Meetings between hoteliers, residents, the Chamber, as well as professionals in the real estate community had multiple workshops to find the right balance.

Access to the subject properties would not impact traffic flow directly on US 1. Access to this property is off the Old Road with several areas to ingress and egress to and from US-1. 63 of the 74 HC/MU properties are directly on US 1 and most of them do not have curb cuts off the highway. Utilization of this property would minimize the traffic consequences to US 1, unlike many of the existing HC properties in the Village.

The request will not increase the demand for parking as the ongoing and proposed development was already calculated at two (2) spaces per unit. The ongoing and proposed development will closely comply with the regulations in the event of a catastrophic event such as fire or hurricane.

The proposed development and on-going development will not further increase the previously anticipated water or sewage use and would not add additional vehicular trips, beyond what is already factored into the Comp Plan and LDR's. There should be no increase in impacts on public facilities of services, than what was already anticipated.

Policy 1-1.1.1 Protect Residential Areas from Incompatible Development.

This amendment would steer vacation rental uses to an Island that is dominated by commercial and transient uses. Windley Key is bookended by two major marinas and is infilled with hotels and motels, as well as several developments that allow for Vacation Rental licenses.

Policy 1-2.1.14 Criteria for Future Land Use Map (FLUM) Amendments. Islamorada, Village of Islands, shall maintain specific criteria for amending the Future Land Use Map that are consistent with the general procedures delineated in Chapter 163.3177, 163.3184 and 163.3189, Florida Statutes and the Principles for Guiding Development in areas of critical state concern. The Village Council shall make its determination on proposed FLUM amendments on legitimate public purpose based on one or more of the following factors:

1. Demand for the proposed FLUM category in the Village in relation to the amount of land currently assigned the FLUM designation and available to accommodate the demand.

Answer: It appears that there is .01% of HC properties compared to other zonings throughout the Village. This seems to be a disproportionate amount. There are only 74 vacant HC/MU properties in the entire Village, there are none on Windley Key. Of the 74 vacant HC/MU parcels the comp plan suggests the Village steer development away from the 12 due to the Hammock designation of the properties. Many of the HC/MU properties on other islands do not have direct access VIA DOT approved curb-cuts and most do not have access to US-1 Via the Old Highway.

2. Compatibility of the sites physical, geological, hydrological and other environmental features, with uses permitted in the proposed FLUM.

Answer: This site has no unique features as it relates to physical, geological, hydrological or environmental features. There is ongoing development that is

recently permitted that is in compliance with all factors in the LDC.

3. Data errors, including errors in Mapping, vegetative types and natural features described in the comprehensive plan.

Answer: There are no data errors recorded, yet there are, to the immediate east several properties that are zoned either MU or HC.

4. New issues.

Answer: This request will better serve the properties in this request. There are currently no transitional zonings between HC and R-1. This property is located immediately next to a locally famous restaurant and bar. This amendment will create an acceptable transition between the residential uses to the west and the non-residential uses to the east.

5. Recognition of the need for additional detail or comprehensiveness.

Answer: Currently there are no other undeveloped HC zoned properties on Windley Key. There are also no undeveloped MU FLUM properties on Windley Key. This request will allow the subject properties to be compatible with most of the properties on this island.

Policy 1-2.1.13 Future Land Use Map Amendments. "Islamorada, Village of Islands shall not sponsor private applications for Future Land Use Map amendments that would increase the allowable density/intensity of the properties affected."

Answer: There will be no increase in density, as the two houses are currently permitted and under construction.

Due to these factors and the desire for redevelopment instead of new development we feel this request is justified and in keeping with the goals and objectives in the Villages' Comprehensive Plan.



Local Planning Agency Communication

To: Local Planning Agency Chair and Agency Members
From: Jennifer DeBoisbriand , Planning Director
Date: September 11, 2023
Subject: Ordinance Amendment Considering the Request of Windley Isles, LLC to Amend the Zoning Map of Parcel 00405360-000000

Background:

The applicant, Windley Isles LLC, has submitted a map amendment application requesting an approval for a Zoning Map Amendment from Residential Single Family (R-1) District to a Highway Commercial (HC) District on the subject property, located at 85331 Overseas Highway (RE #00405360-000000), comprising 13,300 square feet of land area. The current use of the property is residential. The applicant/owner intends to pursue acquiring a Vacation Rental license for the subject property. This Zoning Map amendment has a companion application for a Future Land Use Map (FLUM) Amendment, which proposes a change from a Residential Medium (RM) to Mixed-Use (MU) designation, and the Zoning Map amendment cannot be approved without approval of the companion FLUM Amendment. The applicant has submitted a letter detailing the map amendment request.

The subject property currently has an existing Residential Single Family (R-1) Zoning District designation. The surrounding properties to the South are also designated Residential Single Family (R-1). To the North the adjacent properties are designated Highway Commercial (HC). The properties to the West across Overseas Highway are designated as Conservation (C) and to the East is the Atlantic Ocean. The character of the subject property is a single-family home and the surrounding area is mixed-use with a collective restaurants, marina uses, single family residences, and conservation land.

Analysis:

The proposed Zoning Map amendment, from a Residential Single Family (R-1) District to a Highway Commercial (HC) District in conjunction with the companion application for a FLUM

Amendment from a Residential Medium (RM) designation to Mixed-Use (MU) designation, would allow the applicant/owner to pursue acquiring a Vacation Rental license on the subject property.

Pursuant to Section 30-696 the purpose of the Highway Commercial (HC) zoning district is accommodate existing businesses along U.S. 1 and to provide opportunities for new commercial retail shops and services that typically are auto dependent and are used by people on less than a weekly basis, or to accommodate the building and service trades. Single-family or multifamily residential uses and educational uses are an option to commercial use. Any future development of the subject property would require site plan application approval, this will ensure that the subject property meets the standards of review of the Comprehensive Plan and the Land Development Regulations (LDRs), including but not limited to: requirements for minimum open space; habitat preservation, concurrency management and level of service (LOS) standards for transportation, infrastructure, wastewater, stormwater and other public services; off-street parking and internal circulation; required setbacks; landscaping, dedicated conservation easements for existing habitat; on-site and off-site improvements and design amenities required to achieve land use compatibility for the surrounding land uses and zoning districts. Any application for a Vacation Rental License would have to meet all the criteria of Division 6 of the Village Code.

Compatibility with Comprehensive Plan Policies:

- ☐ Policy 1-1.1.1, Protect Residential Areas from Incompatible Development
- ☐ Policy 1-2.1.14, Criteria for Future Land Use Map (FLUM) Amendments
- ☐ Policy 1-2.4, Recognize Mixed Use Development Patterns
- ☐ Policy 1-2.4.4: Residential Uses in the Mixed-Use Designation
- ☐ Objective 1-4.6: Prevent Proliferation of Urban Sprawl

Comprehensive Plan Policy 1-1.1.1 Protect residential Areas from Incompatible Development; states Stable residential areas shall be protected from encroachment by incompatible development. However, within residential areas, the Land Development Regulations shall allow home-based businesses that do not detract from the residential quality of the neighborhood. These regulations shall incorporate criteria for determining compatible home occupation uses, and standards to ascertain that no negative impacts on adjoining properties result.

Comprehensive Plan Policy 1-2.1.14, Criteria for Future Land Use Map (FLUM) Amendments, states that Islamorada, Village of Islands, shall maintain specific criteria for amending the Future Land Use Map that are consistent with the general procedures delineated in Chapter 163.3177, 163.3184 and 163.3189, Florida Statutes and the principles for guiding development in areas of critical state concern. The Village Council shall make its determination on proposed FLUM amendments on legitimate public purpose based on one or more of the following factors; however, in no event shall an amendment be approved which would result in an adverse community change.

Comprehensive Plan Objective 1-2.4, Recognize Mixed Use Development Patterns, states: "Areas designated Mixed Use (MU) on the Future Land Use Map recognizes the prevalent and historical mixed-use pattern of development in the Village. The MU category shall accommodate a mix of commercial and residential uses, which may be located in the same building, limited public and semi-public uses, recreational facilities, schools, marinas, tourist-oriented facilities, and supportive community facilities ancillary to the permitted uses, pursuant

to the standards in the Comprehensive Plan and the Land Development Regulations.”

The proposed map amendment allows for tourist-oriented facilities within the Village.

Comprehensive Plan Policy 1-2.4.4, Residential Uses in the Mixed Use Designation, states, “Residential uses, including residential institutional uses in MU shall not exceed six (6) units per acre, except that up to twelve (12) units per acre may be allowed pursuant to the standards in the Land Development Regulations when used as receiver sites for the transfer of development rights from approved sender sites and fifteen (15) units per acre may be permitted for purposes of providing affordable housing. Notwithstanding the density limitations each parcel of commercially developed land in the Settlers Residential (SR), Village Center (VC), Tourist Commercial (TC), Commercial Fishing (CF), Marine Use (MR), Highway Commercial (HC), Neighborhood Commercial (NC), and Recreation (R) Zoning Districts shall be entitled to construct, subject to the BPAS, one affordable housing unit subject to all other regulations.”

The houses have received permits and allocations. Therefore, the proposed amendment is consistent with Policy 1-2.4.4.

Comprehensive Plan Objective 1-4.6: PREVENT PROLIFERATION OF URBAN SPRAWL AND COORDINATE THE TIMING AND STAGING OF PUBLIC AND PRIVATE DEVELOPMENT. Land Development Regulations shall ensure that the location, scale, timing and design of development is coordinated with public facilities and services in order to prevent the proliferation of urban sprawl and achieve cost effective land development patterns. Consistent with policies in the Intergovernmental Coordination Element, the Village shall pursue resolution of development and growth management issues with impacts transcending the Village's political jurisdiction, by participating in forums with the Florida Department of Community Affairs, the South Florida Regional Planning Council and other forums convened to coordinate such issues.

The proposed FLUM amendment would assist in limiting additional development on vacant land to achieve the goals of the applicant/owner.

Procedures for Amendments to Zoning Map:

Pursuant to Section 30-411(d)(4)(b) of the Code of Ordinances, the Village Council must find that the application is consistent with the Comprehensive Plan, that the applicant has complied with all procedural requirements of this section, and that the maintenance of the existing zoning on the property does not accomplish a legitimate public purpose. The Village Council shall make its determination on a finding of legitimate public purpose based on one or more of the following factors:

1. Demand for the proposed Zoning District in the Village in relation to the amount of land currently zoned and available to accommodate that demand.
2. Compatibility of the site's physical, geological, hydrological and other environmental features, with the uses permitted in the proposed Zoning designation.
3. Data errors, including errors in mapping, vegetative types and natural features described in the comprehensive plan.

There is no evidence that there are any errors in the Villages GIS data, records and other resources.

4. New Issues.

There are no new issues to be addressed.

5. Recognition of a need for additional detail or comprehensiveness.

6. Compatibility of the proposed district with the property surrounding the site of the requested rezoning and any applicable neighborhood or redevelopment plan.

The proposed zoning would be compatible with the property surrounding the site as the properties to the North are also zoned Highway Commercial.

Budget Impact:

None

Staff Impact:

None

Recommendation:

Staff has reviewed the request for an Official Zoning Map Amendment from Residential Single Family (R-1) to Highway Commercial (HC) and determined that the request meets criteria. Therefore, Staff recommends that the Village Council APPROVE the request for a map amendment.

Attachments:

1. Windley Isles Council Communication Attachments



100ft

80 590 24 9.1 Degrees



100ft

80 590 24 75.1 Degrees



Islamorada, Village of Islands,
Planning and Development Services Department

APPLICATION FOR MAP AMENDMENT

Pursuant to Chapter 30, Article IV, Divisions 8 & 9

	Application Type	Application Fee	Deposit	Total Fee Due
☒	Future Land Use and Zoning	\$5,120.00	\$1,000.00	\$6,120.00
☐	Zoning Only	\$2,500.00	\$1,000.00	\$3,500.00

☐ Request concurrent Future Land Use and Zoning Hearings pursuant to 163.3184(12), Florida Statutes

PLEASE NOTE: THIS APPLICATION IS ACCEPTED BY APPOINTMENT ONLY.

An application must be deemed complete and in compliance with the Village Code by Staff prior to the items being scheduled for review. See the Submittal Requirements below for a list of required submittals and documents.

APPLICANT / AGENT (if applicable): Property owner must submit a **notarized** letter authorizing the applicant/agent to act on their behalf including the agent's name, address and phone number.

Name: Island Construction Management Inc.
 Mailing Address: 88888 Overseas Highway Tavernier Florida 33070
 Primary Phone: 305.852.9607 Fax: N/A
 Email: don@icm.build; amie@icm.build

PROPERTY OWNER:

Name: Windley Isles, LLC
 Mailing Address: 127 Coconut Row Tavernier, Florida 33070
 Primary Phone: 305.522.3652; 305.394.0425 Fax: _____
 Email: jt.keys@att.net; brian.tiedemann@fkec.com

LEGAL DESCRIPTION OF PROPERTY: If in metes and bounds, attach legal description on separate sheet.

Physical Address: 85331 Overseas Highway Islamorada Florida Mile Marker: 85.3
 Lot: 4 Block: _____ Subdivision: Galen Beach
☐ Plantation Key ☒ Windley Key ☐ Upper Matecumbe Key ☐ Lower Matecumbe Key
 Real Estate (RE) Number: 00405360-000000 Alternate Key: 1497622

PROPERTY DESCRIPTION:

Total Land Area: _____ 13,300 Square Feet _____ 0.305 Acres
 Existing Use of Property: Vacant Land
 Has an Application for Map Amendment been submitted for this site within the past two (2) years? ☐ Yes ☒ No
 If yes, provide name and date of application: _____

PROPOSED MAP AMENDMENT:

Current Future Land Use Map Category: RM Current Zoning District: R1
 Proposed Future Land Use Map Category: MU Proposed Zoning District: HC

SUBMITTAL REQUIREMENTS:

- ☒ **Correct application fee.** Check or money order to "Islamorada, Village of Islands".
- ☒ **Notarized agent authorization letter**, if applicable, including the agent's name, address and phone number authorizing the applicant/agent to act on all property owners' behalf.
- ☒ **Proof of ownership** e.g. warranty deed, lease or pending sale contract.
- ☒ **Property record card** from the Monroe County Property Appraiser.
- ☒ **Copy of current Future Land Use Map** clearly marking the boundaries of the property. Map may be request from Planning and Development Service Department prior to application submittal.
- ☒ **Copy of current Official Zoning Map** clearly marking the boundaries of the property. Map may be request from Planning and Development Service Department prior to application submittal.
- ☒ **Photographs** of the site taken from adjacent streets.
- ☒ **Signed and sealed survey** prepared by a Florida registered surveyor. The survey shall include elevations and location of all existing structures, paved areas, location of all utility structures, all easements, all bodies of water on and adjacent to the site, docks, piers, mean high water line and total acreage by habitat (**please provide a digital copy in addition to the signed and sealed survey**).
- ☒ **Data and analysis (including a land use need analysis)** pursuant to Comprehensive Plan Policy 1-2.1.13, demonstrating there is a need for the amount of development allowed by the proposed FLUM designations in order to accommodate the Comprehensive Plan's projected population growth within the planning timeframe of the Comprehensive Plan.
- ☒ **Explanation** of how the application satisfies each of the applicable criteria in the Land Development Regulations, Comprehensive Plan and Principles for Guiding Development pursuant to § 380.0552(7), Florida Statutes. See Attachment A for list of criteria.

If deemed necessary to complete a full review of the application, the Planning and Development Services Department reserves the right to request additional information.

I certify that I am familiar with the information contained in this application, and that to the best of my knowledge such information is true, complete and accurate. I certify that all information required has been provided.

Digital signatures do not require notarization when they can be verified by a Trusted Certificate issued by a third-party Certificate Authority. If you are not using a "verifiable digital signature", print this document and have it notarized.

[Signature]

7.21.23
Date

Signature of Applicant

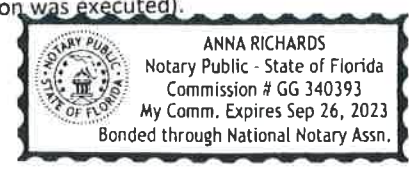
Print Name: Amie Owens

STATE OF Florida
COUNTY OF Monroe

Sworn to and subscribed before me by means of ☒ physical appearance or ☐ online notarization, this 21 day of July, 20 23, by Amie Owens (name of person signing the application) as _____ (type of authority e.g. officer, manager / member, trustee, attorney in fact) for _____ (name of entity or party on behalf of whom application was executed).

[Signature]
Signature of Notary Public

SEAL:



☒ Personally Known ☐ Produced Identification

Type of ID _____



Islamorada, Village of Islands, Planning and Development Services Department

ATTACHMENT A

Future Land Use Map (FLUM) Amendment Criteria. The applicant shall submit all information required to adequately address the filing requirements adopted by the Florida Department of Economic Opportunity ("DEO"). In addition, the applicant shall submit all other information necessary to address the comprehensive planning criteria of the Village.

Pursuant to the DEO State Coordinated Review Submittal Guidelines, in the case of FLUM amendments, the following information must be provided:

1. A description of the availability of and the demand on the following public facilities: sanitary sewer, solid waste, drainage, potable water, traffic circulation, schools and recreation, as appropriate; and
2. Information regarding the compatibility of the proposed land use amendments with the Comprehensive Plan future land use element objectives and policies, and those of other affected elements.

All proposed FLUM amendments must be consistent with the Principles for Guiding Development within the Florida Keys Area of Critical State Concern, pursuant to § 380.0552(7), Florida Statutes. The Principles are listed below.

- (a) Strengthening local government capabilities for managing land use and development so that local government is able to achieve these objectives without continuing the area of critical state concern designation.
- (b) Protecting shoreline and marine resources, including mangroves, coral reef formations, seagrass beds, wetlands, fish and wildlife, and their habitat.
- (c) Protecting upland resources, tropical biological communities, freshwater wetlands, native tropical vegetation (for example, hardwood hammocks and pinelands), dune ridges and beaches, wildlife, and their habitat.
- (d) Ensuring the maximum well-being of the Florida Keys and its citizens through sound economic development.
- (e) Limiting the adverse impacts of development on the quality of water throughout the Florida Keys.
- (f) Enhancing natural scenic resources, promoting the aesthetic benefits of the natural environment, and ensuring that development is compatible with the unique historic character of the Florida Keys.
- (g) Protecting the historical heritage of the Florida Keys.
- (h) Protecting the value, efficiency, cost-effectiveness, and amortized life of existing and proposed major public investments, including:
 1. The Florida Keys Aqueduct and water supply facilities;
 2. Sewage collection, treatment, and disposal facilities;
 3. Solid waste treatment, collection, and disposal facilities;
 4. Key West Naval Air Station and other military facilities;
 5. Transportation facilities;
 6. Federal parks, wildlife refuges, and marine sanctuaries;
 7. State parks, recreation facilities, aquatic preserves, and other publicly owned properties;
 8. City electric service and the Florida Keys Electric Co-op; and
 9. Other utilities, as appropriate.

- (i) Protecting and improving water quality by providing for the construction, operation, maintenance, and replacement of stormwater management facilities; central sewage collection; treatment and disposal facilities; and the installation and proper operation and maintenance of onsite sewage treatment and disposal systems.
- (j) Ensuring the improvement of nearshore water quality by requiring the construction and operation of wastewater management facilities that meet the requirements of § 381.0065(4)(I) and 403.086(10), as applicable, and by directing growth to areas served by central wastewater treatment facilities through permit allocation systems.
- (k) Limiting the adverse impacts of public investments on the environmental resources of the Florida Keys.
- (l) Making available adequate affordable housing for all sectors of the population of the Florida Keys.
- (m) Providing adequate alternatives for the protection of public safety and welfare in the event of a natural or manmade disaster and for a post-disaster reconstruction plan.
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The Village Council shall make its determination on proposed FLUM amendments on legitimate public purpose based on one or more of the following factors:

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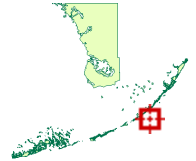
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Developed by  **Schneider**
GEOSPATIAL

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RE #00405360-000000 contains 13,300 SF of land area, with a single-family house under construction.

In the R-1 zoning district, a single-family residence or multifamily attached affordable housing of up to four units could be constructed as a permitted use by right. This is not the intention of the owner of this property. The property owner simply wishes to change the FLUM and zoning in order to apply and receive a Vacation Rental license and to have a vacation rental unit on each lot.

The proposed development and ongoing development will not exceed the FAR or OSR allowed in the code. The proposed use would be allowable in the HC zoning district as a permitted use. Although none is anticipated, any expansion or redevelopment of the property would have to meet all requirements of the land development code and comprehensive plan through the application review process. The existing single-family residences on two of the sites are permitted and recognized by village staff in the HC zoning district. The owner does not contemplate increasing to more than one residential unit per property, thus this change does not increase density on the property.

The Village Comprehensive Plan notes that the functional population of the Village will increase from 10,354 in 2010 to 10,653 in 2020, an increase of approximately 3%. The figures are not accurate as the increase has already exceeded 11,000 per the most recent figures. Although these figures and the actual figures do not provide the distribution of age, there will be a need for additional tourist-based facilities to serve an increasing population. Additionally, as currently documented by the TDC, transient room occupancies have increased in the last few years thus adding to the need for added Tourist based facilities. The Village Code limits the number of allowable Vacation Rental (VR) licenses. The Village has never reached or exceeded the maximum limit of VR Licenses, yet the demand is still there. This request will not bring the anticipated number of VR's over the allowable number. We should note that the Village underwent an extensive study and had many meetings in order to determine the maximum number of VR licenses it should allow. During the anticipated code changes the community came together to come up with an acceptable number of VR units. Meetings between hoteliers, residents, the Chamber, as well as professionals in the real estate community had multiple workshops to find the right balance.

Access to the subject properties would not impact traffic flow directly on US 1. Access to this property is off the Old Road with several areas to ingress and egress to and from US-1. 63 of the 74 HC/MU properties are directly on US 1 and most of them do not have curb cuts off the highway. Utilization of this property would minimize the traffic consequences to US 1, unlike many of the existing HC properties in the Village.

The request will not increase the demand for parking as the ongoing and proposed development was already calculated at two (2) spaces per unit. The ongoing and proposed development will closely comply with the regulations in the event of a catastrophic event such as fire or hurricane.

The proposed development and on-going development will not further increase the previously anticipated water or sewage use and would not add additional vehicular trips, beyond what is already factored into the Comp Plan and LDR's. There should be no increase in impacts on public facilities of services, than what was already anticipated.

Policy 1-1.1.1 Protect Residential Areas from Incompatible Development.

This amendment would steer vacation rental uses to an Island that is dominated by commercial and transient uses. Windley Key is bookended by two major marinas and is infilled with hotels and motels, as well as several developments that allow for Vacation Rental licenses.

Policy 1-2.1.14 Criteria for Future Land Use Map (FLUM) Amendments. Islamorada, Village of Islands, shall maintain specific criteria for amending the Future Land Use Map that are consistent with the general procedures delineated in Chapter 163.3177, 163.3184 and 163.3189, Florida Statutes and the Principles for Guiding Development in areas of critical state concern. The Village Council shall make its determination on proposed FLUM amendments on legitimate public purpose based on one or more of the following factors:

1. Demand for the proposed FLUM category in the Village in relation to the amount of land currently assigned the FLUM designation and available to accommodate the demand.

Answer: It appears that there is .01% of HC properties compared to other zonings throughout the Village. This seems to be a disproportionate amount. There are only 74 vacant HC/MU properties in the entire Village, there are none on Windley Key. Of the 74 vacant HC/MU parcels the comp plan suggests the Village steer development away from the 12 due to the Hammock designation of the properties. Many of the HC/MU properties on other islands do not have direct access VIA DOT approved curb-cuts and most do not have access to US-1 Via the Old Highway.

2. Compatibility of the sites physical, geological, hydrological and other environmental features, with uses permitted in the proposed FLUM.

Answer: This site has no unique features as it relates to physical, geological, hydrological or environmental features. There is ongoing development that is

recently permitted that is in compliance with all factors in the LDC.

3. Data errors, including errors in Mapping, vegetative types and natural features described in the comprehensive plan.

Answer: There are no data errors recorded, yet there are, to the immediate east several properties that are zoned either MU or HC.

4. New issues.

Answer: This request will better serve the properties in this request. There are currently no transitional zonings between HC and R-1. This property is located immediately next to a locally famous restaurant and bar. This amendment will create an acceptable transition between the residential uses to the west and the non-residential uses to the east.

5. Recognition of the need for additional detail or comprehensiveness.

Answer: Currently there are no other undeveloped HC zoned properties on Windley Key. There are also no undeveloped MU FLUM properties on Windley Key. This request will allow the subject properties to be compatible with most of the properties on this island.

Policy 1-2.1.13 Future Land Use Map Amendments. "Islamorada, Village of Islands shall not sponsor private applications for Future Land Use Map amendments that would increase the allowable density/intensity of the properties affected."

Answer: There will be no increase in density, as the two houses are currently permitted and under construction.

Due to these factors and the desire for redevelopment instead of new development we feel this request is justified and in keeping with the goals and objectives in the Villages' Comprehensive Plan.