

**CITY COUNCIL AGENDA STATEMENT**



**Meeting Date:** August 9, 2022  
**To:** Honorable Mayor and Members of City Council  
**Through:** George Garrett, City Manager  
**From:** Brian Shea, Planning Director

Agenda Items:

**Ordinance 2022-21,** Amending The Future Land Use Map (FLUM) From Residential Medium (RM) To Recreation (R) For Property Described As Waloriss Subdivision PB3-113 (Park), Having Real Estate Number 00354681-000000; Providing For Severability; Providing For The Repeal Of Conflicting Provisions; 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.

-AND-

**Ordinance 2022-22** Amending The Zoning From Residential Medium (RM) To Parks and Recreation (PR) For Property Described As Waloriss Subdivision PB3-113 (Park), Having Real Estate Number 00354681-000000; Providing For Severability; Providing For The Repeal Of Conflicting Provisions; 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.

**APPLICANT:** City of Marathon

**LOCATION:** The subject property is vacant land located on Calle Ensenada and is legally described as Waloriss Sub PB3-113 (Park), Having Real Estate Number 00354681-000000. Nearest Mile Marker 52

**ADDRESS:** Vacant Land, Calle Ensenada

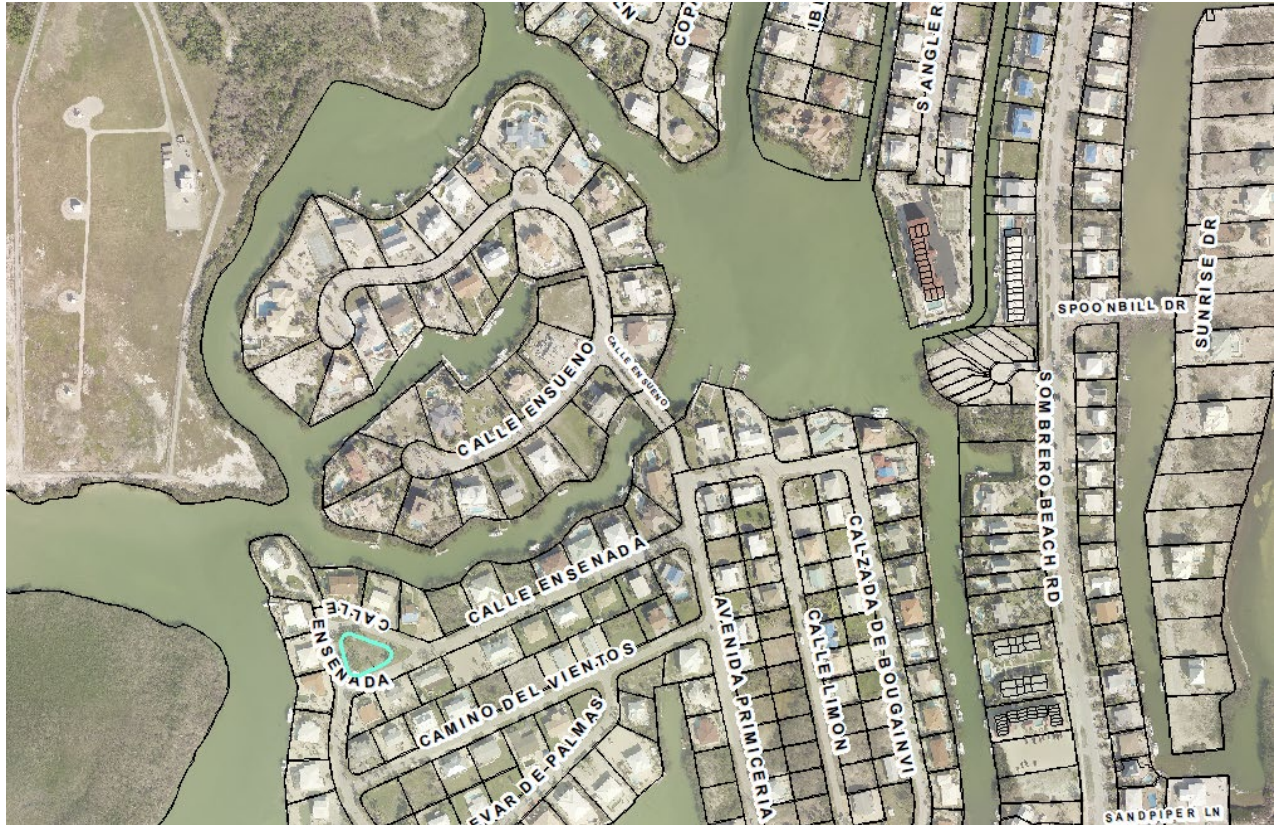
**REQUEST:** Amend The Future Land Use Map (FLUM) From Residential Medium (RM) To Recreation (R)

- AND-

Amend the Zoning Map for the subject properties from Residential Medium (RM) to Parks and Recreation (PR)

**LOT AREA:** The aggregated size of the parcels is approximately 0.24089 acres (10,493.17 sq ft.)

**LOCATION MAP**



**BACKGROUND:**

This parcel was zoned Improved Subdivision under Monroe County. In 2005, when the City of Marathon adopted the Comprehensive Plan, the parcels were given a Residential Medium (RM) FLUM designation and were in turn zoned as Residential Medium (RM) when the City adopted the current zoning maps in 2007. The Applicant is requesting the re-designation of the FLUM map to Recreation and subsequent rezoning to make the parcel Parks and Recreation (PR).

Pre 2005	Pre 2007	2005	2007
OLD FLUM	OLD ZONING	CURRENT FLUM	CURRENT ZONING
Residential Medium	Improved Subdivision	Residential Medium	Residential Medium

## Existing FLUM and Zoning



## **Current and Proposed Future Land Uses and Zoning**

### *Future Land Use Map Designation*

Current: Residential Medium (RM)  
Proposed: Recreation (R)

### *Land Use (Zoning) District Designation*

Existing: Residential Medium (RM)  
Proposed: Parks and Recreation (PR)

### *Use of Properties*

Existing: Vacant  
Proposed: Park

## **Surrounding FLUM, Zoning and Uses**

The property subject vacant parcel is located on Calle Ensenada and consists of one parcel. The property is located in an area that is residential.

Adjacent land use is single family residential. Surrounding zoning is Residential Medium to the South, Residential Medium to the North, and Residential Medium to the East and West. The following table correlates existing uses with the existing FLUM, zoning and uses.

	<u><i>Existing FLUM</i></u>	<u><i>Existing Zoning</i></u>	<u><i>Existing Uses</i></u>
<b>North</b>	Residential Medium	Residential Medium	Single family residential
<b>East</b>	Residential Medium	Residential Medium	Single family residential
<b>South</b>	Residential Medium	Residential Medium	Single family residential
<b>West</b>	Residential Medium	Residential Medium	Single family residential

**Existing Habitat**

The property is listed as in the Species Focus Area for Eastern Indigo Snake as Undeveloped land. The parcel is NOT within the Florida Forever boundaries.

**FEMA**

The property is within the AE 7 flood zones.

**DEVELOPMENT ANALYSIS:**

***Current FLUM: Residential Medium (RM)***

***Policy 1-3.1.4 Residential Medium*** of the Comprehensive Plan states “the principal purpose of the Residential Medium future land use category is to provide for medium density residential development. The Residential Medium future land use category is characterized by areas containing predominantly compact development on parcels with disturbed or scarified vegetation and areas that are appropriate for infill development ant that are served by existing infrastructure.”

***Residential Medium Allowable Density***

- Market Rate – 5 Units per acre
- Affordable – 10 units per acre
- Transient – 0
- Maximum Intensity (FAR) - 0
- Minimum Open Space Ratio 20%

***Proposed FLUM: Recreation***

***Policy 1-3.1.4 Recreation*** of the Comprehensive Plan states “the principal purpose of the Recreation future land use category is to provide for public and private, activity-based, and resource-based parks and recreation facilities. Residential caretaker uses are also permitted.”

***Recreation Allowable Density***

- Market Rate – 0.25 per acre
- Affordable – 0.25 units per acre
- Transient – 5-15 units per acre
- Maximum Intensity (FAR) – 0.15-0.50
- Open space ratio – 20%

## **ANALYSIS OF FLUM CHANGE REQUEST:**

### **Consistency with Adopted Comprehensive Plan Goals, Objectives, and Policies.**

**The following excerpts from the City of Marathon Comprehensive Plan apply to the proposed development.**

Policy 1-1.1.1 states the City is to protect and enhance the “small town” atmosphere and to encourage mixed- use development patterns.

Policy 1-1.1.3 states the City is to protect viable and stable residential neighborhoods from inconsistent uses via LDR standards for landscaping, buffering, bulk restrictions, building height, setbacks, and separation between uses.

Policy 1-1.1.4 states the City shall continue to maintain LAND DEVELOPMENT REGULATIONS which implement the following techniques required to create a smooth land use transition where it is not feasible to separate incompatible land uses.

- a. Variable buffers, combining land and landscaping to achieve adequate separation of uses, appropriate open space, reduction of potential noise, light, glare, and pollution, and screening of physical features of a proposed development;
- b. Variable setbacks, based upon degree of difference in proposed use, density, intensity, scale, mass, or height;
- c. Placement and effective screening or shielding of site features such as lights, signs, dumpsters, loading areas, parking areas, outdoor storage, or other features with potential negative impacts;
- d. Effective transitions of on-site densities, intensities, scale, mass, and height; and
- e. Other innovative site design features that effectively achieve compatibility and effectively mitigate potential negative impacts.

### **FL State Statutes**

Relevant criteria promulgated in Chapters 163, 380, and 9J-5 F.A.C. can be itemized in bullets as follows based on the critical concerns more specifically identified in the City’s comprehensive plan:

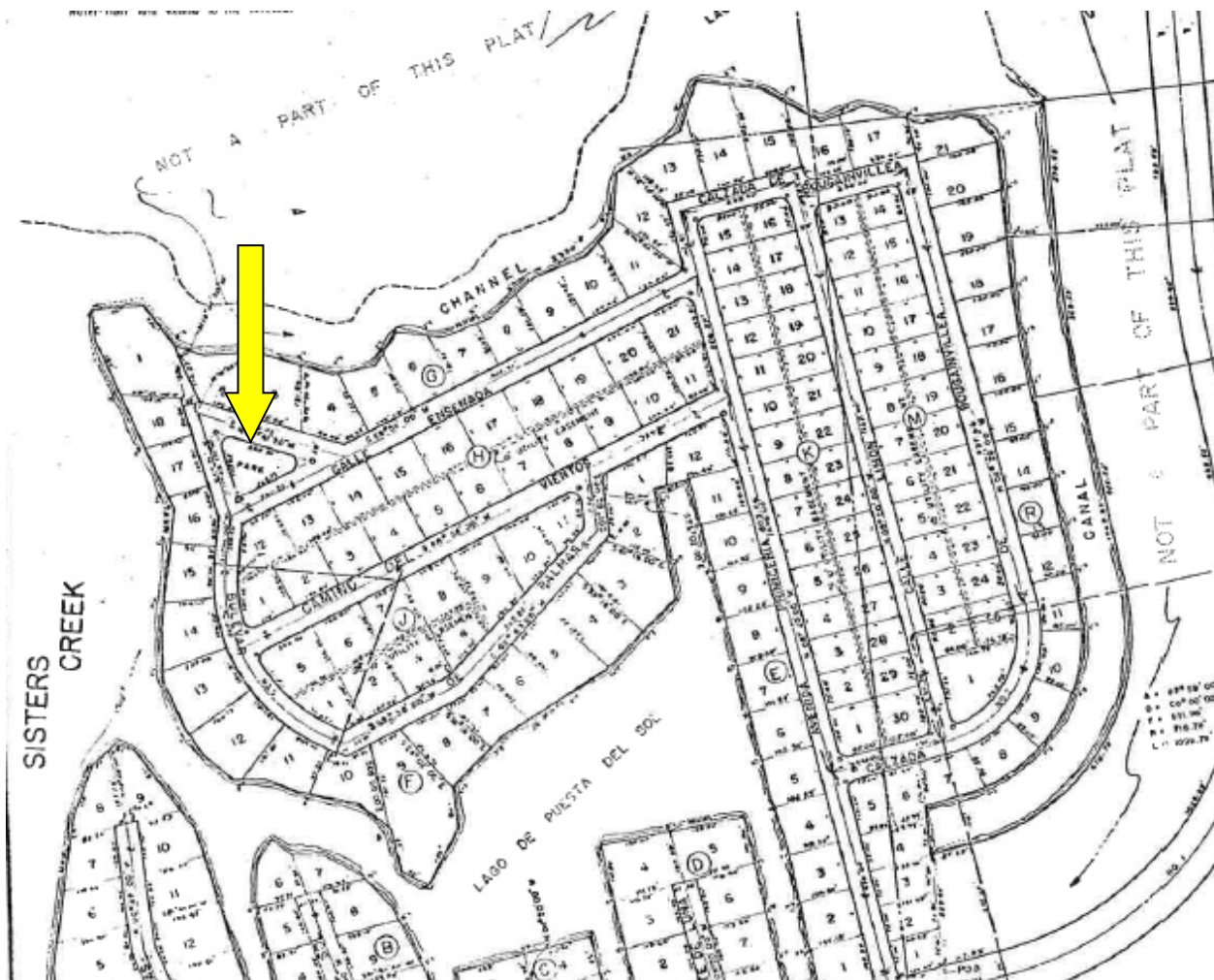
- Natural Resource Protection
  - Wetlands
  - Estuaries
  - Living marine resources
  - Beaches / Dunes
  - Unique wildlife habitat
- Water Quality
- Historical Resources
- Infrastructure / Concurrency Management

- Wastewater
- Stormwater
- Potable Water
- Solid Waste
- Transportation
- Affordable Housing
- Hazard Mitigation
  - CHHA
  - Hurricane Evacuation
- Ports
  - Marina Siting
- Public Use
  - Shoreline use and Access
  - water dependent and independent activity
- Land Acquisition
  - Conservation
  - CHHA
  - Public Services

These bullet items will be utilized as the focus points for review of the proposed FLUM amendment and re-Zoning and for future comprehensive plan amendments.

**In General**

This property consists of one parcel which was listed as park in the plat of the subdivision.



All other parcels in this area are designated Residential Medium (RM) (FLUM) and zoned Residential Medium (RM). This parcel was created in the nexus of three adjoining rights of way, and designated specifically in the plat to be a park. The proposed Re-FLUM and re-Zoning converts the parcel to Recreation (R) (FLUM) and Parks and Recreation (Zoning).

The proposed FLUM and Zoning amendments *are compatible* with the present zoning pattern and conforming uses of nearby property and the character of the surrounding area. Therefore, it is staff's finding that the request is *i compliance* with this criterion.

### **Natural Resources**

The area proposed for a FLUM change is listed as developed land in the Species Focus Area for the Eastern Indigo Snake. The parcel is NOT within the Florida Forever boundaries, which is land that has been identified as critical areas suitable for acquisition by federal, state, or local agencies.

The proposed FLUM and Zoning amendments *are consistent* with these provisions of the Comprehensive Plan and Chapters 163 and 380 F.S.

### **Historical and Cultural Resources**

Protection of historical and cultural resources is crucial under the City's Comprehensive Plan, Chapters 163 and 380 F.S.

There are no known historical or cultural resources associated with the subject properties or within the area of the requested FLUM and Zoning changes. Therefore, the FLUM and Zoning changes would have no impacts on historical or cultural resources.

The proposed FLUM and Zoning amendments *are therefore consistent* with these provisions of the Comprehensive Plan and Chapters 16 and 380 F.S.

### **Infrastructure**

#### **• Wastewater infrastructure**

Wastewater as an issue of infrastructure capacity and means of water quality protection represents the backbone to the City's Comprehensive Plan, the tenants of Chapters 163 and 380 F.S. The proposed FLUM and Zoning changes would not place any additional constraints on wastewater infrastructure capacity and would provide limited or no adverse impact resulting from additional nutrient loading.

The proposed FLUM and Zoning amendments *are therefore consistent* with these provisions of the Comprehensive Plan and Chapters 163 and 380 F.S.

- **Stormwater infrastructure**

Stormwater infrastructure capacity and means of water quality protection represents another of the backbone elements of the City's Comprehensive Plan, the tenants of Chapters 163 and 380 F.S. The City of Marathon requires that all property owners retain their stormwater on site. All proposals for new developments, and redevelopments, must submit detailed civil engineering plans for review by the City Engineer. Proposals for redevelopment would have to obtain all required permits through other applicable agencies, such as the Department of Environmental Protection or the South Florida Water Management District.

Staff believes that the proposed FLUM and zoning changes would have a diminimus impact on stormwater infrastructure capacity and *is therefore consistent* with these provisions of the Comprehensive Plan and Chapters 163 and 380 F.S.

- **Potable Water**

Monroe County's potable water facilities do not critically constrain the amount of future growth that can be accommodated in the County (see End Note 1). The current FKAA Consumptive Use Permit, when compared to current potable water consumption rates, will provide sufficient potable water to accommodate existing and committed development plus an additional 18,258 equivalent residential units (ERU's) in unincorporated and incorporated Monroe County. The FKAA's Consumptive Use Permit has been renewed (see End Note 1). Costs of improvements to upgrade facilities for potable water supply, treatment, and distribution, in order to accommodate future growth impacts, would not be borne by the City, as this utility is private and would be in the FKAA's CIP, not the City's.

An increase in potable water demand is not expected as part of the proposed FLUM change, any increase would have a diminimus impact on potable water infrastructure capacity. The proposed FLUM and Zoning amendments *are therefore consistent* with these provisions of the Comprehensive Plan and Chapters 16 and 380 F.S.

- **Solid Waste**

Solid waste capacity is managed in the Florida Keys under haul-out contracts to mainland solid waste facilities. There are currently no limits on solid waste capacity that would be impacted by this FLUM proposal.

The proposed FLUM and Zoning changes would not impact concurrency levels of solid waste infrastructure capacity.

The proposed FLUM and Zoning amendment *are therefore consistent* with these provisions of the Comprehensive Plan and Chapters 16 and 380 F.S.

- **Transportation**

The requested FLUM change is not expected to have an adverse impact on roadway capacity.



Monroe County's roadway facilities do not critically constrain the amount of future growth that can be accommodated in the County or the City (see End Note 1). Although localized deficiencies characterize several segments of US 1, sufficient reserve capacity exists in the overall roadway system to accommodate existing and committed development plus an additional 5,738 residential units (see End Note 1). Only 2,550 were allocated to unincorporated Monroe County in 1992, of which 150 went to the City. Thus, there is reserve capacity on US 1 to accommodate planned growth in the City (see End Note 2).

The proposed FLUM and Zoning amendments *are therefore consistent* with these provisions of the Comprehensive Plan and Chapters 16 and 380 F.S.

### **Affordable Housing**

Affordable housing is an important issue in the Florida Keys and throughout the state of Florida. The City has well over 200 developed or approved affordable housing units. The existing zoning requires 2 acres of uplands to build both an affordable and market rate unit. The proposed zoning would require only 10,000 square feet of upland to build both an affordable or market rate unit. This is roughly 8 times increase in density.

The proposed FLUM and Zoning changes will have no effect on the potential for affordable housing projects. The proposed FLUM and Zoning amendments *are therefore consistent* with these provisions of the Comprehensive Plan and Chapters 16 and 380 F.S.

### **Hazard Mitigation**

#### **• Coastal High Hazard Areas**

The part of the parcel is within the Coastal High Hazard Area (CHHA). Any future development on site, if encroaching into this zone, would have to comply with all provisions of the local City of Marathon Floodplain Ordinance, in accordance with the standards as set to be a participating community in the National Flood Insurance Program (NFIP).

#### **Policy 4- 1.17.6 Limit Redevelopment in CHHA**

The City shall limit redevelopment in areas within the CHHA shown by the Local Mitigation Strategy to be particularly susceptible to repeated damage. Criteria for assessing redevelopment potential for these properties shall be addressed within the Post Disaster Redevelopment Plan, to be prepared pursuant to Policy 4-1.22.3.

#### **Policy 4-1.20.1 Discourage Development in the High Velocity Area**

The City shall, through the Land Development Regulations, continue to encourage both residential and non-residential development away from the areas designated as high velocity storm surge areas through disincentives in the adopted BPAS.

While development in the CHHA is to be discouraged in the Comprehensive Plan, it can be permitted by the Land Development Regulations in cases where it cannot be avoided; in these cases, development is required to comply with local Floodplain Management Regulations related to Velocity zone construction.

The City has recently revised its floodplain regulations to comply with all recent revisions to the construction standards typically applied in a VE (CHHA) zone.

The proposed FLUM and Zoning amendments *are therefore consistent* with these provisions of the Comprehensive Plan and Chapters 16 and 380 F.S.

#### • **Hurricane Evacuation**

The critical carrying capacity constraint at the present time is related to the requirement that hurricane evacuation clearance times for Monroe County be maintained at or below 30 hours through the Year 2002, and further reduced to 24 hours by 2010 (see End Note 1).

The Florida Department of Economic Opportunity in conjunction with sister state agencies and the participation of all local governments completed an analysis this year of current hurricane evacuation constraints. It was determined that under defined conditions, the County was able to maintain a 24-hour evacuation time while continuing the current ROGO and BPAS allocation formulas. Thus, for the ensuing ten (10) years the City will continue to be able to issue 30 residential allocations per year.

The proposed FLUM and zoning changes would have a neutral impact on hurricane evacuation times with the BPAS system in place.

The proposed FLUM and Zoning amendments *are therefore consistent* with these provisions of the Comprehensive Plan and Chapters 16 and 380 F.S.

#### **Ports – Marina Siting**

Staff believes that the proposed FLUM and Zoning change will have no adverse impact on ports management or the City’s Marina Siting Plan.

The proposed FLUM and Zoning amendments *are therefore consistent* with these provisions of the Comprehensive Plan and Chapters 16 and 380 F.S.

#### **Public Use – Access to Water**

There is no public access to the water from this location. Staff believes that the proposed FLUM change will have no adverse impact on public access to water.

The proposed FLUM and Zoning amendments *are therefore consistent* with these provisions of the Comprehensive Plan and Chapters 16 and 380 F.S.

#### **Land Acquisition**

Land acquisition in the Florida Keys is conducted by the City, County, State, and to a limited extent the federal government for the purposes of resource conservation and management, removal of properties in the CHHA from public ownership, and to provide for public services and facilities. The parcel is on the Florida Forever boundary map.

The proposed FLUM and Zoning change would have no impact on land acquisition efforts. The proposed FLUM and Zoning amendments *are therefore consistent* with these provisions of the Comprehensive Plan and Chapters 16 and 380 F.S.

**SUMMARY:**

The Applicant requests a change in the FLUM and Zoning Map designations for the property located on Calle Ensenada. Currently the property is zoned as Residential Medium (RM) with FLUM designation of Residential Medium (RM).

The applicant is requesting a change to Recreation (R) for the FLUM map and Parks and Recreation (PR) for the zoning map.

**RECOMMENDATION:**

Based on the above information, the Marathon Planning Department staff recommends that the Planning Commission recommend denial of the proposed FLUM and Zoning changes to Recreation (FLUM) and Parks and Recreation (PR) (Zoning).

Staff finds the proposed FLUM change and rezoning are consistent with the standards and tenants of Chapter 163 and 380 F.S., and the City's Comprehensive Plan adopted under the requirements of these statutes and rules.

**End Notes:**

1. The source of the future land use analysis based on carrying capacity limitations can be found in the Monroe County Comprehensive Plan Technical Document (Data and Analysis) Section 2.4 (pp. 2-86 – 2-95).
2. City of Marathon, Comprehensive Plan Data and Analysis, page 10.

**Sponsored By: Garrett**  
**Planning Commission Public Hearing Date: July 18, 2022**  
**City Council Public Hearing Dates: August 9, 2022**  
TBD  
**Enactment Date: TBD**

**CITY OF MARATHON, FLORIDA**  
**ORDINANCE 2022-21**

**AN ORDINANCE OF THE CITY OF MARATHON FLORIDA AMENDING THE ZONING FROM RESIDENTIAL MEDIUM (RM) TO PARKS AND RECREATION (PR) FOR PROPERTY DESCRIBED AS WALORISS SUB PB3-113 (PARK), HAVING REAL ESTATE NUMBER 00354681-000000; PROVIDING FOR SEVERABILITY; PROVIDING FOR THE REPEAL OF CONFLICTING PROVISIONS; 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**, pursuant to the provisions of Chapters, 163, 166 and 380 Florida Statutes, the City of Marathon, Florida (the "City") proposes to amend the City's Zoning Map (the "Map") to change the land use district designation of property owned by the City of Marathon, from Residential Medium (RM) to Parks and Recreation (PR); and

**WHEREAS**, amending the Zoning Map designation of the Property furthers the goals, objectives, and policies of the City Comprehensive Plan (the "Plan"); and

**WHEREAS**, pursuant to Chapter 163, *Florida Statutes*, and Sections 101.02 and 102.22 of the Code, the Planning Commission sitting as the Local Planning Agency publicly considered the proposed Zoning Map amendment on July 18, 2022, at a duly noticed public hearing, and has recommended approval of the proposed Map amendment to the City Council; and

**WHEREAS**, pursuant to the same legislative provision, the City Council considered the recommendation of the Planning Commission, accepted public input, and deliberated on the proposed Map amendment on July 18<sup>th</sup> 2022 and again on **XXX** at a duly noticed public hearing, and recommended that the amendment be transmitted to the Florida Department of Economic Opportunity (DEO) for review and final approval; and

**WHEREAS**, in accordance with Section 166.041, *Florida Statutes*, notice of the public hearings concerning the proposed Map amendment has been provided to the general public; and

**WHEREAS**, the City Council finds that approval of the proposed Zoning Map amendment is in the best interest of the City and complies with applicable laws and is consistent with the South Florida Regional Plan, the State Plan, Chapter 163, *Florida Statutes*, the principles for guiding development in the Florida Keys Area of Critical State Concern, the goals, objectives, and policies

of the Plan, Chapter 102, Article 6 of the Code, and promotes and protects the health, safety and welfare of the residents of the City; and

**WHEREAS**, the City Council desires to approve the proposed Map amendment, in accordance with State law.

**NOW, THEREFORE, BE IT ORDAINED BY THE CITY COUNCIL OF THE CITY OF MARATHON, FLORIDA THAT:**

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

**Section 2.** In accordance with State law, the City of Marathon Comprehensive Plan, the Zoning Map designation of the Properties are amended from their current designation of Residential Medium (RM) to Parks and Recreation (PR) See Attachment “A.”

**Section 3.** The City shall timely transmit the revised Zoning Map reflecting the Map amendment, and all data and analysis supporting the Map amendment, to the State of Florida Department of Economic Opportunity, in its capacity as the State Land Planning Agency (the “Department”), as required by Chapters 163 and 380, *Florida Statutes*.

**Section 4.** That upon its effective date, the revised Map shall replace the City’s Zoning Map, previously applicable to the City pursuant to Sections 163.3167(4), 380.05(10) and 380.0552(9), *Florida Statutes*, and Section 9(6) of the City Charter to the fullest extent allowed by law.

**Section 5.** The provisions of this Ordinance constitute a “land development regulation” as State law defines that term. Accordingly, the City Clerk is authorized to forward a copy of this Ordinance to the Department for approval pursuant to Sections 380.05(6) and (11), *Florida Statutes*.

**Section 6.** That this Ordinance shall be effective immediately upon approval by the Department pursuant to Chapter 380, *Florida Statutes*.

**ENACTED BY THE CITY COUNCIL OF THE CITY OF MARATHON, FLORIDA, this X day of X, 2022.**

**THE CITY OF MARATHON, FLORIDA**

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**John Bartus, Mayor**

AYES:  
NOES:  
ABSENT:  
ABSTAIN:

**ATTEST:**

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Diane Clavier  
City Clerk

**APPROVED AS TO FORM AND LEGALITY FOR THE USE  
AND RELIANCE OF THE CITY OF MARATHON, FLORIDA ONLY:**

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Steve Williams  
City Attorney

ATTACHMENT A  
Adopted Zoning

